



United States Department of State

Migration and Refugee Assistance



Emergency Refugee and Migration Assistance

FISCAL YEAR 2003

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United States Department of State

Bureau of Population, Refugees, and Migration



Fiscal year 2003

CONGRESSIONAL PRESENTATION DOCUMENT

AND

BUREAU PERFORMANCE PLAN

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Bureau of Population, Refugees, and Migration
Statement by
Assistant Secretary Arthur E. Dewey

Caring for the victims of both natural and man-made disasters lies at the heart of the American character, and is reflected in the way the Department of State implements U.S. foreign policy. Acute need and horrific violations of human rights, rather than traditional geo-political interests, are the reasons for most U.S., and international, humanitarian activities in the world today. U.S. leadership and participation in many of these efforts demonstrates that effective humanitarian response is also good geo-politics. This leadership on behalf of the victims of disasters encourages resolution to conflicts and seeks to prevent long-standing suffering.

In 2001, the Bureau of Population, Refugees, and Migration (PRM) responded to global humanitarian challenges in Afghanistan, Democratic Republic of Congo, Liberia, Burundi, and West Bank/Gaza. These have reinforced our conviction that PRM's job of *assisting* refugees and conflict victims is inextricably linked to our efforts to provide for their *protection*. Our concern for both legal and physical protection informs all our humanitarian activity, from protecting refugees and asylum seekers in host countries to protecting returnees during post-conflict reintegration. The central purpose of the PRM Bureau is to get productivity from the international humanitarian response system on behalf of both the emergency victims and the American taxpayer. We engage in international efforts with other donors, international -and non-governmental organizations to make material assistance more effective and efficient, while working to implement the principles of protection through humanitarian diplomacy. We believe strongly in the principle of international burden sharing, which can be realized most effectively by working through and with the international organizations involved in humanitarian assistance.

Our policies are connected to actions in PRM's Bureau Performance Plan (BPP), a key management tool that outlines how PRM will fulfill the Department's responsibility for two strategic goals: Humanitarian Response and Population. Included in the BPP are papers on 1) *Protection, Assistance, and Durable Solutions*, 2) *Resettlement*, 3) *International Migration*, and 4) *Population*. The strategies and activities outlined in these papers are made possible by the effective administration of strong *Human Resources* and *Information Resources* plans, outlined in separate papers, which empower a diverse PRM staff to fulfill our commitment to U.S. national interests, to the people we serve, and to the American taxpayer.

Protection, Assistance, and Durable Solutions

Protection

Protection is most effective, reliable, and enduring when host governments make and enforce laws and policies that institutionalize their obligations to uphold the rights of refugees and conflict victims. We consistently seek to strengthen national protection frameworks by undertaking diplomatic efforts to safeguard asylum in the countries where refugees first

arrive, funding practical training programs for government officials, participating in international meetings and dialogues, and encouraging States to become party to the 1951 Convention Relating to the Status of Refugees and/or its 1967 Protocol. Through participation in inter-agency discussions, we also seek to ensure that U.S. domestic policies on asylum seekers and refugees take into account the principles we promote internationally.

Despite these efforts, there are often gaps in protection for refugees and conflict victims. PRM addresses these gaps through diplomatic advocacy and funding for the work of the UN High Commissioner for Refugees (UNHCR) and the International Committee of the Red Cross (ICRC), both of which have mandates that empower them to intervene on behalf of specific vulnerable populations. Of particular note this year is PRM's active involvement in and support for UNHCR's Global Consultations on International Protection, a comprehensive effort aimed at evaluating and improving the international refugee protection regime, as well as PRM's engagement in efforts to prevent exploitation, especially sexual exploitation, of refugees and other vulnerable populations.

PRM focuses special efforts on the provision of adequate protection for the most vulnerable in a beneficiary population. PRM initiatives have sought, for instance, to detect, deter, and address sexual and gender-based violence through programs and advocacy. PRM has also sought to address the special protection needs of children. Finally, PRM is at the forefront of efforts to ensure that all individuals in humanitarian crises, including humanitarian workers, enjoy physical protection and security in their environments.

Assistance

PRM works with international organizations, non-governmental organizations, and other donor governments to develop shared strategies for emergency response and long-term assistance programs for refugees and other conflict victims. Our primary assistance goal is that refugees and conflict victims receive access to basic, life-sustaining resources in ways that meet internationally accepted standards of care in shelter, food supply, nutrition, water supply, sanitation, and public health. We have supported the international dissemination of and adherence to these standards through the SPHERE project, which we now promote with our funded partners. PRM program officers prioritize the promotion of equal access to resources by women and men – and women's participation in managing those resources – especially the distribution of food and other support items. We will continue to focus on more effectively meeting educational needs, as refugees and conflict victims continue to let us know that, despite their vast material needs, schooling for their children remains a top priority. We will also continue to address our partners' capacity to address psychosocial needs in ways that are culturally appropriate and directed toward communities. PRM insists that assistance be provided in ways that preserve human dignity and self-reliance, thus maintaining victims' capabilities to pick up their lives again when political conditions permit.

PRM is working closely with international and non-governmental organizations to relieve the debilitating burden of preventable diseases that are exacerbated in complex emergencies. While health programs are part of our ongoing work, we have worked to combat the main

health threats to refugees, including HIV/AIDS, malaria, and tuberculosis. With simple, targeted interventions, we can save countless lives and reduce mortality and disability.

In all our assistance activities, PRM seeks to keep in mind the bridge between programs delivering relief and those fostering development. Theoretically easy, but practically difficult, the successful implementation of such linkages has been an important goal in many of our programs. We have strongly supported a multilateral process with governments, international organizations, and NGOs that seeks to address the transition from relief to development. Nowhere is this linkage more important than in the current transition from emergency assistance to recovery efforts in Afghanistan.

Durable Solutions

PRM seeks to help achieve one of three “durable solutions” for refugees: voluntary repatriation, local integration, or resettlement in third countries. Recently, we have witnessed the surprising return of nearly one million Afghans from Pakistan, Iran and Tajikistan since the ouster of the Taliban regime. These successes are even more impressive given the volatile and intractable nature of the conflicts that cause flight, combined with both natural and man-made obstacles to return.

Efforts to promote the second durable solution – local integration – have met greater obstacles. Where possible, PRM works with diplomatic and operational partners to encourage the generosity of host governments. These efforts will enable refugees and their local hosts to benefit mutually from productive socio-economic interaction and the chance for additional donor funding. Such initiatives require political will, and the view that newcomers bring needed resources, particularly skills, to their new countries.

The third durable solution – resettlement – is an important part of PRM’s mission. Each year, the U.S. admits more resettled refugees than all other countries combined. In 2001, we opened our doors to more than 69,000 refugees from 64 countries for permanent resettlement. While we are expanding our overseas processing infrastructure in locations such as South Asia and West Africa to ensure that refugees in need of resettlement, regardless of location, can benefit from the U.S. program, a freeze was placed on processing following the attacks of September 2001 so that the U.S. Government could develop procedures to ensure the security and integrity of our overseas refugee process. Working closely with INS, UNHCR, and IOM, we are working to meet the challenges that increased security measures impose on refugee processing. Concurrently, we seek to fulfill the President’s commitment to a robust refugee admissions program.

PRM’s reception and placement program seeks to ensure that resettled refugees’ basic necessities are met upon arrival and during their initial period of integration in the U.S. We partner with nine national NGOs and one state, which maintain a nationwide network of over 450 affiliates that provide appropriate reception services and basic necessities (housing, furnishings, clothing, food, and referral to available social services). This year we have implemented, in collaboration with our NGO partners, more rigorous standards of care in this program. Further, we continue to develop and implement the Worldwide Refugee

Admissions Processing System (WRAPS), a computerized communications network that links our partner organizations worldwide and provides faster and more effective processing of the logistical details of refugee resettlement.

International Migration

Orderly international migration is a positive global phenomenon, but one that requires international cooperation to ensure that it is managed effectively and humanely. We seek to reduce the political tensions associated with migration and to protect the human rights of migrants. We have placed special emphasis on migration management through participation in regional migration dialogues. The Regional Conference on Migration (RCM, also known as the “Puebla Process”) is our major venue for work in the Western Hemisphere.

Our programmatic support for migration activities is carried out primarily through the International Organization for Migration. PRM support for technical assistance and capacity-building programs, through IOM, also contributes to our goal of promoting effective and humane migration management. We have provided such assistance to Central and South America, East Asia, the countries of the former Soviet Union and Southern Africa. Through IOM, PRM also continues to support projects aimed at preventing trafficking in persons and offering assistance to the victims of this pernicious activity.

PRM is closely following evolving European migration and asylum policies that may affect access to protection by migrants and asylum seekers in that region. The European Union (EU) is in the process of developing a common asylum policy that will apply in all the member states, a necessary complement to open EU internal borders. PRM participates in exchanges with the EU on these issues through the New Transatlantic Agenda and supports transatlantic NGO cooperation on these same issues.

Population

The U.S. international population assistance program has been recognized throughout its more than 30-year history as one of the most successful components of U.S. foreign assistance. We remain the largest bilateral donor in the world, with programs in more than 58 countries. These programs enable couples to choose the number and spacing of births, enhance maternal and child health, reduce the incidence of abortion, and enable parents to better provide for their children. More than 50 million couples in the developing world use voluntary family planning services because of USG assistance. To clearly separate U.S. government support for family planning assistance from abortion-related activities, USAID’s family planning assistance only goes to foreign organizations that do not perform or actively promote abortion, with the clearly stated exception of post-abortion care.

PRM promotes the population and development goals and objectives adopted at the 1994 International Conference on Population and Development (ICPD), as well as at the international five-year review of the ICPD held in 1999. PRM works in close cooperation with USAID and international organizations to help developing countries meet the ICPD goals and “ICPD+5” benchmarks on girls’ education, maternal and infant mortality,

voluntary family planning and reproductive health care, and HIV/AIDS. PRM encourages adequate resource allocation internationally to implement these strategies. We are also beginning to address issues related to changing demographic patterns. A critical element of our work is increasing national and international awareness of population issues and integrating them into broader economic growth and sustainable development strategies.

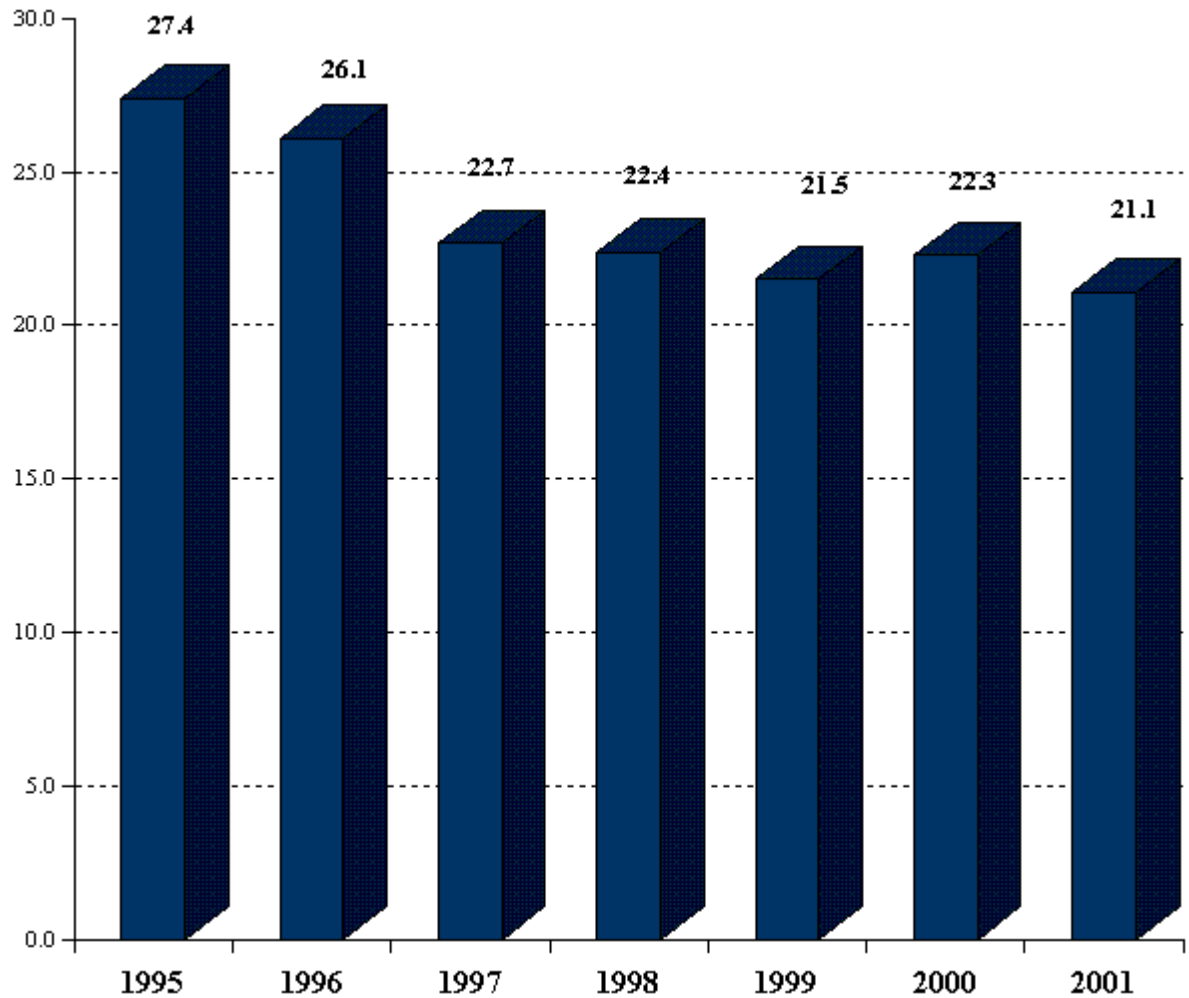
The issue of population encompasses many of our national and global interests. Almost all the world's future population growth will take place in countries that are increasingly unable to meet the needs of their expanding populations. Empowering women and educating girls are critical ways to achieve sustainable and healthy populations, but they are also key to our efforts to increase democratic practices and respect for human rights, as well as promoting economic growth worldwide.

Conclusion

We face many challenges. Among the most pressing is shoring up international political and financial support for UNHCR, which has been forced to cut back important programs because of funding shortfalls. We are working closely with our partners at USAID to respond to the dilemma of internally displaced persons (IDPs) who often slip between the cracks in the international humanitarian regime. We support the work of the UN Secretary-General's Representative on IDPs and are looking for innovative ways to make the international system work better for these populations. PRM strongly supports improving the coordination and effectiveness of humanitarian actors to improve the efficiency and quality of service delivery. We are enhancing our involvement in civil-military planning with our U.S. and international partners to encourage a more productive relationship as humanitarian and military actors are increasingly involved in the same operations. Further, the management and response capacity of PRM's humanitarian partners remains a concern and we will continue working with them to ensure they are prepared for their important roles. Finally, we continue to press for an adequate international response to the tremendous unmet need for voluntary family planning, unacceptably high infant and maternal mortality rates, and the devastating HIV/AIDS pandemic.

Among the seven national interests that the Department of State aims to advance, "humanitarian response" represents a core American value that evokes deep emotion in the hearts of Americans. PRM is proud to institutionalize this value and to be given this noble challenge. As we work toward the Department's strategic goal of preventing or minimizing the human costs of conflict and natural disasters, we are honored to be the human face of foreign policy.

UNHCR
PERSONS OF CONCERN*
1995-2001



* *Persons of Concern* include refugees, former refugees who have returned to their home countries, internally displaced persons, and others, including war victims. These figures do not include Palestinian refugees. There are approximately 3.6 million Palestinian refugees who come under the mandate of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

Migration and Refugee Assistance
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
MRA	699,002	705,556	705,565

Humanitarian response is one of seven U.S. national interests and a distinct strategic goal in the U.S. International Affairs Strategic Plan. Within the Department of State, this goal is met primarily through providing financial support for protection and assistance activities for refugees and conflict victims. For refugees in particular, the United States seeks to provide support for durable solutions, including voluntary repatriation, local integration, and permanent resettlement. International efforts to manage migration flows humanely and effectively further support the humanitarian response goal. These activities also provide indirect support for foreign policy goals linked to national security, including regional stability, broad-based economic growth in developing and transitional economies, international peacekeeping in humanitarian emergencies, and global issues such as global health and protection of the environment.

Funds appropriated to the Migration and Refugee Assistance (MRA) account, as well as to the Emergency Refugee and Migration Assistance Fund (ERMA), are managed by the Department of State's Bureau of Population, Refugees, and Migration (PRM). MRA funds are appropriated annually in response to expected twelve-month requirements. The FY 2003 request for MRA will fund protection and assistance activities, admission of refugees to the United States, international migration activities including resettlement of humanitarian migrants to Israel, and administrative expenses of PRM.

In the aftermath of the tragic events of September 11, 2001, refugee admissions into the U.S. were suspended and case adjudications disrupted while security measures were tightened. Refugee admissions did not resume until December 10. At first, it appeared that there would be a significant interruption in the admissions program well into FY 2002. The President's initial FY-03 budget request consequently assumed a reprogramming of Admissions funds (\$38 million) to Overseas Assistance in FY-02 and a slow recovery of the admissions program in FY-03. Subsequent to submission of that budget, however, the U.S. government and our voluntary agency partners have made an extraordinary effort to get the refugee program back on track. At the same time, though, new security procedures have significantly increased the per capita cost of the program. Therefore, current program estimates, as noted in the sections below, reflect higher FY-02 and FY-03 Admissions costs.

Protection, Assistance, and Durable Solutions

To support global protection and assistance requirements for populations of concern, PRM focuses MRA funds on three priority areas:

- Promoting equal access to effective protection and assistance for refugees and conflict victims.
- Maintaining multilaterally coordinated mechanisms for effective and efficient humanitarian response at internationally accepted standards.
- Supporting voluntary repatriation and sustainable reintegration of refugees in the country of origin.

PRM obligates funds on the basis of geographic region (Africa, East Asia, Europe, the Near East, South Asia, and the Western Hemisphere). Primary partners in implementing the above priority activities are the UN High Commissioner for Refugees (UNHCR), the International Committee of the Red Cross, and the UN Relief and Works Agency for Palestine Refugees in the Near East. PRM cooperates with the World Food Program, the World Health Organization, the UN Children's Fund, the UN Development Program, and the UN Office for the Coordination of Humanitarian Affairs to address sector-specific concerns in emergency scenarios. Finally, PRM works closely with international non-governmental organizations (NGOs) across all regions to implement activities related to this goal. The six largest NGO recipients of MRA or ERMA funds for overseas assistance in FY 2001 were the International Rescue Committee, the American Refugee Committee, Mercy Corps International, CARE, the International Medical Corps, and Save the Children.

Refugee Admissions

To provide U.S. resettlement opportunities to refugees and encourage other countries to do so, PRM provides MRA funding to private U.S. voluntary agencies that conduct refugee processing and cultural orientation overseas and provide initial reception and placement services in the United States. MRA funds also support the International Organization for Migration (IOM), which provides transportation, processing, medical screening and cultural orientation for refugees coming to the United States. An on-going goal in FY 2003 is also to make U.S. admissions programs for refugees more responsive to critical refugee rescue needs through increased referrals by UNHCR, U.S. Embassies, and NGOs of refugees of special humanitarian concern to the United States.

International Migration

U.S. international migration policy aims to promote sound migration management, which balances governments' respect for the human rights of migrants with responsibility to maintain the security of borders. To support efforts to manage international migration flows humanely and effectively, PRM participates in a range of multilateral dialogues relating to migration and supports activities to promote international understanding of migration, with a special emphasis on protection of the basic human rights of migrants, asylum seekers, and victims of trafficking. PRM works closely with IOM, which works with governments, other

international organizations, and voluntary agencies to provide for the orderly migration of persons in need of international migration services. IOM provides operational services for humanitarian migration and technical assistance to governments and others interested in the development of migration policy, legislation, and administration. PRM provides extensive support for humanitarian migration and integration of migrants to Israel (Refugees to Israel).

Administrative Expenses

PRM requires MRA funds to develop and maintain a skilled, diverse, and flexible workforce capable of achieving U.S. objectives and responding to international crises. The Bureau has a total of 112 permanent MRA-funded positions, of which 90 are in Washington and 22 are overseas in 21 locations. In addition, the budget request for the Department of State's Diplomatic and Consular Programs includes costs related to a staff of five permanent positions dedicated to international population activities.

MRA PROGRAM SUMMARY ^c

(dollars in thousands)

	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request	Increase or Decrease (-)
Overseas Assistance	\$ 531,270	\$ 537,000	\$ 524,000	\$ (13,000)
Africa	190,900	195,600	195,600	0
East Asia ^b	21,223	15,800	15,500	(300)
Europe ^b	104,153	88,000	77,000	(11,000)
Near East/North Africa	106,959	103,400	103,400	0
South Asia ^b	35,840	45,500	45,500	0
Western Hemisphere	13,626	15,000	14,700	(300)
Multiregional Activities ^b	58,569	57,700	56,600	(1,100)
Migration ^a		16,000	15,700	(300)
Refugee Admissions ^b	92,854	92,000	105,000	13,000
Refugees to Israel	59,868	60,000	60,000	0
Administrative Expenses	15,010	16,556	16,565	9
Appropriation Total ^b	\$699,002	\$705,556	\$705,565	9

a/ In FY 2000 and FY 2001, funds for Migration activities were included within the individual Overseas Assistance regions. In FY 2002, they will be separated out into a new Overseas Assistance category.

b/ Of the \$622.6 million appropriated in FY 2000, \$21.0 million was not made available until September 30, 2000. These funds have been allotted in FY 2001 as follows: \$1 million for Overseas Assistance in East Asia, \$3.6 million for Overseas Assistance in Europe, \$250,000 for Overseas Assistance in South Asia, \$1.5 million for Multiregional Activities, and \$14.7 million for Refugee Admissions.

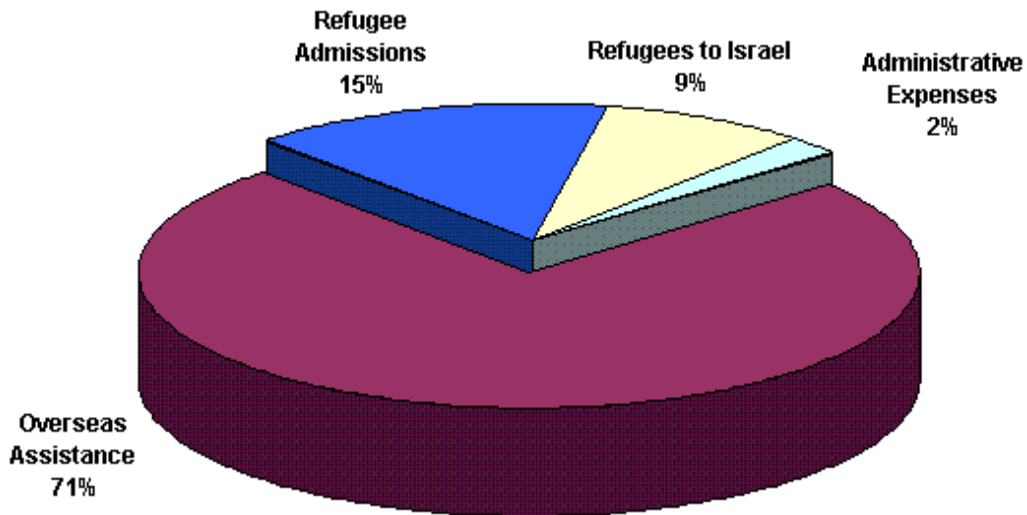
This \$21 million is included in the FY 2002 column of the chart above.

c/ The FY 2002 and FY 2003 levels above do not reflect current program estimates for Overseas Assistance and Refugee Admissions. The current level for both years for Overseas Assistance is \$499 million and for Refugee Admissions is \$130 million.

FY 2003 BUDGET REQUEST

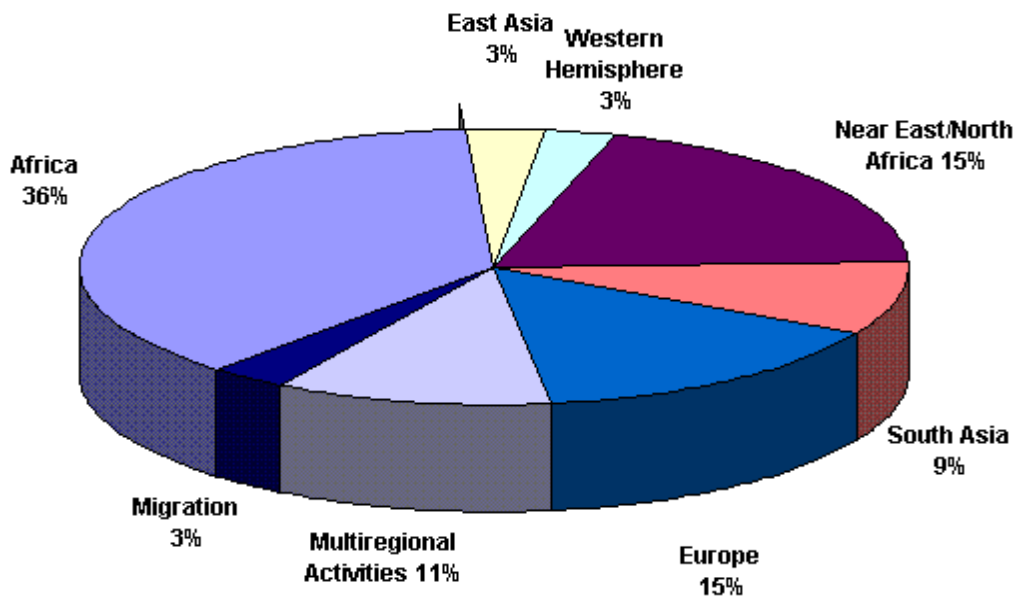
MIGRATION AND REFUGEE ASSISTANCE

TOTAL: \$705,565,000



OF WHICH, OVERSEAS ASSISTANCE

TOTALS: \$524,000,000



Overseas Assistance
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
MRA	531,270	537,000	524,000

The FY 2002 and FY 2003 levels above do not reflect current program estimates. The current level for both years is 499,000.

MRA overseas assistance funding supports international protection for refugees and conflict victims; facilitates durable solutions, notably voluntary repatriation; and provides life-sustaining humanitarian assistance, where needed. Many nations hosting large groups of refugees and victims of conflict are among the world's least developed. The refugees' presence often strains limited resources and may result in serious problems that affect U.S. foreign policy interests.

Support for lasting solutions to refugee problems will be a continuing element of the assistance effort. FY 2003 funding will respond to programs as they evolve from care and maintenance in first asylum countries to self-sufficiency or repatriation. Funds may also be used to assist in the initial reintegration of refugees who have repatriated.

U.S. international migration policy aims to promote sound migration management, which balances governments' respect for the human rights of migrants with responsibility to maintain the security of territory. MRA funds will support activities to promote international understanding of migration with a special emphasis on protection.

U.S. refugee policy is based on the premise that the care of refugees and other conflict victims and the pursuit of permanent solutions for refugee crises are shared international responsibilities. Although just one of many donors, the United States is in most cases the largest individual donor. Most MRA overseas assistance funds will be contributed to programs administered by international organizations.

The primary recipients of U.S. contributions are listed below, and their major activities are discussed in the regional presentations that follow. U.S. support may be provided to other organizations as required to meet specific program needs and objectives.

- The United Nations High Commissioner for Refugees (UNHCR), PRM's principal international partner, has two basic and closely related aims: to protect refugees and to seek durable solutions for them (i.e., ways to help them restart their lives in a normal environment). In practice, this means ensuring respect for a refugee's basic human rights and ensuring that no person will be returned involuntarily to a country where he or she has reason to fear persecution. UNHCR promotes international refugee agreements and monitors government compliance with international refugee law and standards. Its staff work in a variety of locations ranging from capital cities

to remote camps and border areas. There UNHCR attempts to provide protection and to minimize the threat of violence, including sexual assault, which many refugees are subject to, even in countries of asylum. The agency also provides refugees with basic necessities such as shelter, food, water, and medicine in emergencies. The durable solutions it promotes include voluntary repatriation, integration in the country of asylum (“local integration”), and resettlement in third countries. PRM will actively support voluntary repatriation where conditions in the country of origin are suitable. Such refugee solutions are key to maintaining the willingness of governments to offer first asylum. In 2003, it is anticipated that UNHCR will continue progress in orienting protection and assistance activities toward refugee women and children, who comprise about 80 percent of most refugee populations.

- The International Committee of the Red Cross (ICRC) is an independent, internationally funded, humanitarian institution mandated under the Geneva Conventions, to which the United States is a party. The primary goals of the ICRC are to assist and protect civilian victims of armed conflict, trace missing persons, reunite separated family members, and disseminate information on the principles of humanitarian law.
- The United Nations Relief and Works Agency for Palestine Refugees in the Near East has a continuing mandate from the United Nations to provide educational, health, relief, and social assistance to the approximately 3.7 million registered Palestinian refugees located in Jordan, Syria, Lebanon, Gaza, and the West Bank.
- The International Organization for Migration (IOM) works with governments, other international organizations, and voluntary agencies to provide for the orderly migration of persons in need of international migration services. IOM provides operational services for humanitarian migration and technical assistance to governments and others interested in the development of migration policy, legislation, and administration.
- The World Food Program (WFP) is the principal vehicle for multilateral food aid within the UN system. WFP distributes commodities supplied by donor countries for protracted refugee and displaced person projects and emergency food assistance, as well as for development operations. MRA funds will be contributed to WFP toward the cash expenses of refugee feeding programs undertaken in cooperation with UNHCR. The U.S. Government provides food commodities to WFP under other appropriations.

In general, the Department intends to use the funds requested for FY 2003 to respond to the calendar year 2003 requirements of the organizations listed above. As assistance needs change during the course of the year, some organizations may find it necessary to issue new or increased appeals for funds. Therefore, this request may be used during the first quarter of the fiscal year to respond to urgent appeals that may be issued late in the 2002 calendar year. Programs of non-governmental organizations may commence at any point in the fiscal year, with funding provided for a twelve-month period.

The Department may reallocate funds between regions or organizations within the overseas assistance request in response to changing requirements.

Assistance Programs in Africa
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
MRA	190,900	195,600	195,600

The FY 2002 and FY 2003 levels above do not reflect current program estimates. The current level for both years is 187,500.

MRA assistance will contribute to the basic needs of refugees and conflict victims in Africa (both sub-Saharan and North Africa). Some 3.5 million of the world's refugees are spread across the African continent. While there have been some significant organized repatriations in 2001 and 2002 (e.g., to northern Somalia and Eritrea), and a large number of Sierra Leonean refugees fled home owing to insecurity in their countries of asylum (Guinea and Liberia), ongoing warfare in such places as Angola, Burundi, the Central African Republic, the Democratic Republic of Congo (DRC), Liberia, Senegal, Somalia, and Sudan have displaced hundreds of thousands of people and underscored the need for continued humanitarian assistance and protection. War has been declared officially over in Sierra Leone, which could lead to significant refugee repatriation; however, peace processes in Burundi and DRC have yet to make refugee returns a reality. Key challenges include how to deal with protracted refugee situations (e.g., Sudanese refugees in Ethiopia, Kenya, and Uganda; Western Saharan refugees in Algeria; even the more recent Burundi and Congolese refugees in Tanzania), concerns about the neutrality and security of refugee camps, and problems of humanitarian access.

United Nations High Commissioner for Refugees (UNHCR)

The U.S. contributions to UNHCR programs in Africa continue to fund protection and the most basic material assistance (e.g., water, sanitation, shelter, and health care) to save and maintain the lives of refugees and other conflict victims of concern to UNHCR. Protection, both legal and physical, including protection of women and children from sexual violence and protection from recruitment into armed conflicts, has become more challenging. Since humanitarian assistance has not always been up to basic international standards in such life-sustaining sectors as nutrition and water/sanitation, contributions to UNHCR and other implementing partners will continue to seek to address these gaps.

UNHCR will also pursue opportunities for permanent solutions for some refugee populations. In 2003, UNHCR is expected to finish repatriation and reintegration programs in Eritrea and northern Somalia; it is expected to be implementing returns to Sierra Leone and possibly to Burundi and DRC if there is a positive change in the peace processes. Repatriation assistance for returning refugees usually includes transportation home, a small package of household and agricultural items to facilitate the returnees' re-establishment, and limited rehabilitation of social infrastructure, such as clinics and water projects, in the home community. Permanent settlement, or at least local integration in the country of asylum, may

be possible for some, e.g., Liberian refugees in Côte d'Ivoire. There will continue to be a focus on achieving a coordinated hand-off to development agencies that can most effectively deal with post-conflict reconstruction.

International Committee of the Red Cross (ICRC)

ICRC, often in partnership with other elements of the International Red Cross movement, is called upon to provide relief and medical assistance in the most difficult and dangerous areas of countries caught up in armed conflict. In these contexts, success depends largely on securing the cooperation of the warring parties. This sensitive task has become even more difficult in recent times, as the principle of neutral humanitarian assistance has been increasingly rejected by parties to conflict, sometimes resulting in the murder of aid workers as happened with ICRC delegates in northern DRC in 2001. The ICRC program in Africa provides relief and medical assistance to conflict victims and displaced persons, and assistance to political prisoners and prisoners of war. ICRC also undertakes tracing services (for detainees and family members separated by conflict.) The largest programs have been in Angola, Burundi, Congo, Ethiopia, Eritrea, Guinea, Liberia, Rwanda, Sierra Leone, Somalia, Sudan, and Uganda.

World Food Program (WFP)

In recent years, contributions to WFP have supported feeding programs for: Sierra Leonean and Liberian refugees in Guinea; Sierra Leonean returnees; Ethiopian and Eritrean refugees in Sudan; Somali refugees in Ethiopia, Djibouti, and Kenya; Sudanese refugees in Uganda, Ethiopia, and Kenya; Angolan refugees in Zambia and Namibia; Congolese refugees in Tanzania and Zambia; Central African refugees in the Democratic Republic of Congo; Burundi refugees in Tanzania; and Western Saharan refugees in Algeria. In FY 2003, funds may be contributed to WFP for expenses of such programs undertaken in conjunction with UNHCR, including local/regional purchase of food to fill nutritional gaps.

Other International Organizations and NGOs

NGOs are key partners with international organizations in Africa, often in specialized areas such as health care, food distribution, education, and other assistance for children. Funds will be provided directly to NGOs to complement the programs of UNHCR and to address the need to bring basic assistance up to international life-sustaining standards of care. As examples, NGO efforts to augment health care for refugees will be supported in Guinea, Kenya, Tanzania, Uganda, and Zambia. NGO programs to promote refugee and returnee self-sufficiency will be supported in Eritrean Guinea, Sierra Leone, Somalia, and Zambia. UNICEF, IOM, and other international organizations may also receive funding for complementary assistance.

Assistance Programs in East Asia
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
MRA	21,223	15,800	15,500

The FY 2002 level above does not reflect the current program estimate, which is 17,000.

The largest group of refugees in East Asia continues to be Burmese. Of the Rohingya refugees who fled to Bangladesh from Burma in late 1991 to mid-1992, over 230,000 had voluntarily repatriated and small-scale repatriation was continuing at the beginning of 2002. Those remaining in Bangladesh at the end of the organized repatriation (an estimated 15,000) will need a durable solution. UNHCR is negotiating with the Government of Bangladesh about this caseload.

At the beginning of 2002, about 135,000 refugees from a variety of ethnic groups in Burma still resided in camps in Thailand to which they had fled to escape attacks by the Burmese army and its allies as well as from general persecution, such as forced labor. The Thai Government continues to cooperate with UNHCR on the registration and protection of refugee camp populations.

United Nations High Commissioner for Refugees (UNHCR)

By the beginning of 2002, Burmese and residual Timorese refugees were the largest caseloads of concern to UNHCR. U.S. contributions to UNHCR will include funds to provide access to asylum seekers in border camps and to ensure that Thailand admits and receives new arrivals in a fair and transparent manner that accords with international standards. U.S. contributions will also cover reintegration and recovery needs for East Timorese and for Burmese refugees who returned from Bangladesh.

International Committee of the Red Cross (ICRC)

U.S. contributions to ICRC support ongoing programs, such as visits to detainees and emergency relief and medical care for conflict victims. Armed conflict in Southeast Asia tends to be localized (e.g., Aceh and Irian Jaya in Indonesia). Regional ICRC delegations throughout East Asia largely concentrate on core activities of protection, tracing, dissemination, and medical assistance, such as the provision of prosthetics.

World Food Program (WFP)

Funds may be contributed to WFP for programs undertaken in cooperation with UNHCR. For example, WFP contributes to feeding programs for Rohingya refugees in Bangladesh and assistance to returned Timorese.

Other International Organizations and NGOs

Burmese refugees in Thailand are assisted by NGOs that implement public health programs, including water and sanitation and skills training, and provide food aid as well as some basic household assistance, such as blankets and mosquito nets. The FY 2003 request will continue funding NGOs working in Thailand along the Burmese border, as well as international organization and NGO programs that deliver services to refugees, asylum seekers, and repatriates to address needs not covered by the programs of international organizations outlined above.

Assistance Programs in Europe
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
MRA	104,153	88,000	77,000

The FY 2002 level above does not reflect the current program estimate, which is 79,000.

The FY 2003 request for MRA assistance in Europe, including the New Independent States (NIS) of the former Soviet Union, reflects primarily an improving refugee situation in the Balkans.

In Kosovo, the international community will continue to support efforts to stabilize and protect ethnic minority communities and facilitate returns from Serbia and Montenegro to Kosovo as conditions allow. Approximately 220,000 people from ethnic minorities remain displaced from Kosovo. Conflict in Macedonia in 2001 created new displacements in the region, and the progress of peace implementation will need to be closely monitored as the situation remains fragile. After four years of large-scale refugee returns in Bosnia and Croatia, we expect that by 2003 most people who plan to return will have done so. We will be scaling back our assistance accordingly, although support for UNHCR's reduced monitoring and protection programs will remain important.

In the former Soviet Union, the transformation from Soviet rule to independent states continues to be a volatile process. Some nine million people in the NIS are refugees, displaced persons, repatriates, or other migrants. Fighting in Chechnya, which started in 1999, displaced as many as 330,000 people who continue to need immediate care and maintenance and eventually will require reintegration assistance. The North Caucasus region of the Russian Federation, which had tens of thousands of IDPs and refugees from several conflicts even before the latest fighting, will continue to be an unstable region prone to outbreaks of violence. Despite the peace accord signed in Tajikistan in 1997, poverty and insecurity wrack this nation and hamper efforts to reintegrate some 80,000 returned refugees. In addition, there has been little progress in resolving the conflict over Abkhazia, which affects some 270,000 IDPs. Recent peace talks on Nagorno-Karabakh are more promising and could help resolve the fate of some of the one million internally displaced persons and refugees this year. With the radically changed situation in Afghanistan, we expect that many of the 130,000 Afghan refugees in the former Soviet Union – Tajikistan, Uzbekistan, Turkmenistan, Azerbaijan, and, above all, Russia (100,000 in Russia alone) – will be considering repatriation, with UNHCR assistance, in 2002.

United Nations High Commissioner for Refugees (UNHCR)

In FY 2003, UNHCR's programs in Bosnia and Croatia will be significantly downsized and will offer sharply reduced levels of protection, legal aid, and basic humanitarian assistance for the return of refugees and IDPs affected by the 1991-95 wars. Given new opportunities

to promote durable solutions in the Federal Republic of Yugoslavia, UNHCR will focus on protection, legal assistance, information, and reintegration assistance to refugees and assistance to returning Kosovar IDPs. UNHCR will also continue to provide more limited humanitarian assistance, such as basic hygiene and food provisions, to those unable to return in 2001 and 2002. UNHCR programs seek to stabilize ethnic minority communities by building cross-ethnic understanding and creating the economic conditions to sustain the minority populations.

International Committee of the Red Cross (ICRC)

In the former Yugoslavia, ICRC plays a unique role among international agencies by facilitating exchange of information on missing persons, conducting prison visits, and building the capacity of local Red Cross societies. ICRC will also continue limited relief activities to the most vulnerable in FY 2002. ICRC continues to play a lead role in conflict situations on the Kosovo/Macedonia border and Kosovo/Serbia boundary.

In FY 2002 we will continue to support ICRC's programs in the NIS, including emergency assistance, ICRC's innovative tolerance education programs, and promotion of basic principles of international humanitarian law. U.S. support for ICRC enabled it to respond immediately to the humanitarian needs of IDPs who fled fighting in Chechnya starting in 1999 and to maintain important activities there despite the difficult security situation.

World Food Program (WFP)

MRA funds will support WFP programs undertaken in cooperation with UNHCR. WFP will continue to provide food and coordinate food supplies for the most vulnerable persons of concern in FY 2002. WFP programs are phasing down in the South Caucasus and most of Central Asia. We expect that WFP programs will still be needed in FY 2003 primarily for IDPs in the North Caucasus and returnees in Tajikistan.

Other International Organizations and NGOs

Our partnership with other international and non-governmental organizations in the former Yugoslavia is unprecedented. Continued but decreased funding will be required to support these organizations as they facilitate return and provide assistance to refugees and IDPs in the Balkans. NGOs serve as implementing partners for UNHCR assistance and repatriation efforts, and they cooperate with other donors/partners to target specific populations. For example, the Department of State has funded NGOs to promote economic development of minority communities in Kosovo to provide livelihood options for returnees from Serbia.

In the NIS, funding to NGOs is primarily used to support emergency refugee and IDP needs not covered by UNHCR and ICRC. NGO programs focus on building the capacity of their local NGO partners and encouraging self-sufficiency for refugee and IDP communities. PRM intends to continue NGO programming for activities such as health care and emergency shelter in the North Caucasus into FY 2003, though likely at a reduced level.

Assistance Programs in the Near East
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
MRA	106,959	103,400	103,400

The FY 2002 and FY 2003 levels above do not reflect current program estimates. The current level for both years is 102,500.

The major focus for assistance in the Near East continues to be the long-standing Palestinian refugee population, which is assisted primarily through the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). UNRWA is mandated by the United Nations to assist Palestinian refugees in Jordan, Syria, Lebanon, Gaza, and the West Bank. Over 3.7 million refugees are registered with UNRWA, which provides education, medical assistance, and relief and social services. UNRWA schools and vocational training centers are leading factors in helping Palestinian refugees become economically self-reliant. Since UNRWA began operations in 1950, the United States has been a major contributor toward its programs. U.S. Government funding helps to provide some stability in the lives of the Palestinian refugee population in the region and contributes to a climate conducive to a peaceful resolution of regional problems.

United Nations High Commissioner for Refugees (UNHCR)

UNHCR supports about 13.5 million refugees throughout the Near East, including large programs in Iraq, Yemen, and Syria. Refugees in Lebanon, Saudi Arabia, Jordan, and other countries continue to require protection and monitoring. Somali refugees in Yemen continue to receive UNHCR support. Throughout the Near East, UNHCR provides care and maintenance assistance with emphasis on the special needs of women and children, counsels repatriation candidates, conducts status determination interviews and resettlement processing, negotiates with host governments regarding conditions for refugees, provides some vocational skills training and self-help activities, and has introduced refugee law courses in national universities.

International Committee of the Red Cross (ICRC)

Throughout the Near East, ICRC activities are directed at civilian victims of conflict, people deprived of their freedom (prisoners of war), wounded and sick, missing persons, civil society, national Red Crescent Societies, government authorities, and national armed forces. In Iran and Iraq, ICRC brings together government authorities to work on the issue of release and repatriation of POWs from the Iran-Iraq war. ICRC cooperates with national societies on the dissemination of international humanitarian law and on strengthening their tracing services. It runs prosthetic/orthotic centers and trains technicians in this work. ICRC is often the only international humanitarian organization that is able to access areas of civil strife to provide needed medical and other assistance to conflict victims and displaced persons.

ICRC's emergency programs will continue to provide emergency shelter, food and water, medical care, and protection to civilians displaced by conflict in the region.

Other International Organizations and NGOs

Funds may be contributed for special projects of international organizations or NGOs designed to complement the assistance efforts of international organizations or to meet special needs of refugees in the region. For example, in FY 2003, PRM will consider funding for a project that would assist refugees in Lebanon with information about and access to social services pending their resettlement processing.

Assistance Programs in South Asia
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
MRA	35,840	45,500	45,500
ERF-MRA	0	100,000	0

The FY 2002 and FY 2003 levels above do not reflect current program estimates. Current levels are 25,500 and 30,300, respectively.

The largest refugee group in South Asia continues to be the approximately 3.5 million Afghan refugees in Pakistan and Iran. The circumstances of this group have changed significantly with the fall of the Taliban government and the installation of an interim authority in December 2001. We are currently anticipating significant repatriation and reintegration activities for this group in FY02 and FY03. Although international assistance programs withdrew international staff during the coalition campaign against al Qaeda and the Taliban, those programs continued to provide food and assistance to desperate Afghans. Most international staff had returned to Afghanistan despite continuing pockets of insecurity at the beginning of 2002.

During the coalition bombing campaign, the government of Pakistan closed the border to prevent large inflows of Afghans. Nevertheless, about 150,000 refugees reached Pakistan and disappeared into the cities or old refugee camps. The 70,000 to 80,000 Afghans who were camped out in a makeshift site with little UNHCR assistance at the beginning of 2001 were resettled into new camps at the beginning of 2002.

In eastern Nepal, over 92,000 (out of some 110,000) registered Bhutanese refugees remained in six camps in eastern Nepal at the beginning of 2002. Talks in 2000 between the two governments aimed at finding a resolution to the citizenship issues surrounding these refugees finally began to bear fruit. Pursuant to the agreement reached between the two governments in 2000 on citizenship issues, joint Bhutan-Nepal verification of the refugees' identity and citizenship began in early 2001.

Of the original 120,000 Tamil refugees who fled to India from Sri Lanka in June 1990 as a result of ethnic violence, approximately 65,000 refugees remain in camps in India's southern Tamil Nadu State. Voluntary repatriation continues to be stalled as the ongoing conflict in Sri Lanka persists. India is host to over 130,000 Tibetan refugees. Approximately 2,500 new Tibetan refugees arrive in India each year.

United Nations High Commissioner for Refugees (UNHCR)

The primary focus of the United States with regard to UNHCR programs in South Asia will be support for voluntary repatriation and reintegration of Afghan refugees and internally displaced persons in Afghanistan as soon as conditions permit. Support for protection and

assistance for the most vulnerable refugee groups remaining in Pakistan and Iran will continue, with special attention to the needs of refugee women and girls, especially in health and education. UNHCR is also concerned with the internally displaced (IDPs) in Sri Lanka. UNHCR provides the newly displaced with relief items such as plastic sheeting and domestic items, tries to ensure access to basic health services, and complements assistance provided in government welfare centers. In Nepal, UNHCR's presence supports Tibetan refugees in transit to India as well as the Bhutanese refugee population. UNHCR provides transiting Tibetan refugees food, shelter, and health care. UNHCR also maintains a Reception Center for Tibetan refugees in Katmandu. The 100,000 Bhutanese refugees in seven refugee camps receive protection and assistance from UNHCR, including primary education for all refugee children in the camps and teacher training, kerosene for cooking in order to reduce environmental degradation, and income generating and skills projects.

International Committee of the Red Cross (ICRC)

ICRC is expected to maintain programs for victims of the Afghan conflict with a focus on emergency medical assistance and visits to detainees. ICRC runs a number of surgical and field hospitals for war-wounded Afghans and operates orthopedic centers that provide complete rehabilitative services to the disabled. ICRC also provides emergency non-food assistance to the internally displaced and vulnerable, as well as water and sanitation projects in urban areas. Protection and tracing activities are important aspects of ICRC's Afghan Conflict Victims program.

ICRC is also involved in protection, tracing, medical assistance, and human rights training in Sri Lanka as well as protection of detainees and conflict victims in Kashmir. With no resolution to those conflicts in sight, support for ICRC's critical humanitarian efforts through U.S. contributions to its regional appeal will continue.

World Food Program (WFP)

In recent years, U.S. contributions to WFP have supported feeding programs for Afghan refugees and repatriates and Bhutanese refugees. In FY 2003, the State Department may contribute funds to WFP for such programs undertaken in cooperation with UNHCR. The Department also provides funds to WFP for logistical support in Afghanistan.

Other International Organizations and NGOs

Funding to other international organizations and NGOs to supplement the repatriation and reintegration assistance to Afghan refugees will be considered. The Department will look favorably on projects that address education, water and sanitation, health, and shelter - key elements in anchoring returnees in their communities. The Department will also continue to give special attention to the needs of Afghan women and girls, particularly through health and education projects implemented by NGOs.

Assistance Programs in the Western Hemisphere
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
MRA	13,626	15,000	14,700

The FY 2002 and FY 2003 levels above do not reflect current program estimates. The current level for both years is 14,500.

In addition to the MRA assistance for the Western Hemisphere, the State Department's Bureau of Population, Refugees, and Migration administers funding from the Andean Counterdrug Initiative to address the immediate needs of internally displaced persons (IDPs) in Colombia. Violence is on the rise in Colombia, as are the numbers of IDPs and refugees in need of humanitarian assistance and protection. International organizations continue to provide assistance to IDPs, including the World Food Program (WFP), the UN Children's Fund (UNICEF), and the Pan American Health Organization (PAHO). Additionally, several American NGOs are partnering with Colombian NGOs to provide aid. While Colombia represents the most significant humanitarian assistance requirement in this region, ongoing UNHCR and ICRC programs of protection and humanitarian law dissemination throughout the hemisphere are needed to maintain a capacity for dealing with refugee needs now and in the future. UNHCR training workshops in the Caribbean are particularly important, as UNHCR has no permanent staff in the region, operating through a system of "honorary liaisons."

United Nations High Commissioner for Refugees (UNHCR)

U.S. contributions will help support UNHCR programs that directly assist the small numbers of refugees throughout the hemisphere and work with states to put in place effective protection regimes. UNHCR is also carrying out a modest program in Colombia to assist the government in responding to the assistance and protection needs of IDPs. UNHCR activities in Colombia include technical support and training for employees of the National Registration System and the official IDP assistance agency, the Social Solidarity Network. In addition, the agency works with local government and indigenous organizations to enhance local capacity, improve emergency response and contingency planning, and disseminate information on IDP rights under the law. In neighboring countries, UNHCR works with host governments to promote refugee-related legislation, support NGO and local government refugee response, and facilitate voluntary returns of Colombian refugees.

International Committee of the Red Cross (ICRC)

Funds will be contributed to ICRC assistance programs in Central and South America, primarily for Colombia, Mexico, and Peru, and for its network of four regional offices and delegations. With fewer active conflicts in the region, ICRC's emergency relief to conflict victims, aid to prisoners of war, and tracing activities have decreased somewhat (with the

notable exception of Colombia), enabling ICRC to focus on prison visits and promotion of international humanitarian law. ICRC is the primary provider of emergency assistance to IDPs in Colombia.

Other International Organizations and NGOs

The Department may consider funding other relevant international organizations and NGOs, as required, to meet special needs for assistance to refugees, IDPs, and migrants in the region and/or complement the assistance efforts of the international organizations outlined above. The Department may consider continued funding support to sector-specific programs such as WFP's supplemental feedings for Colombian IDP women and children, UNICEF's child-oriented prevention program, PAHO's capacity-building efforts in the health sector, and NGO projects to enhance delivery of integrated temporary shelter and emergency assistance for IDP communities.

Multiregional Activities
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
MRA	58,569	57,700	56,600

The FY 2002 and FY 2003 levels above do not reflect current program estimates. The current level for both years is 56,000.

The request for MRA multiregional funding will provide U.S. contributions to the headquarters budget of the International Committee of the Red Cross (ICRC), the headquarters and global program costs of the United Nations High Commissioner for Refugees (UNHCR), and the multiregional refugee activities of international or non-governmental organizations.

Funding for the ICRC headquarters budget covers the permanent activities carried out by ICRC staff at the Geneva headquarters only; field-related costs are normally attributed to the regional appeals. The contribution will be calculated at not less than 10 percent of the 2003 ICRC headquarters budget in accordance with the Foreign Relations Authorization Act of 1988 and 1989. The ICRC headquarters budget is funded through voluntary contributions by governments and national societies of the Red Cross. U.S. contributions to ICRC's regional emergency appeals are described under the previous regional sections of this document. (The ICRC contribution is paid in Swiss francs, and the dollar amount will vary according to the exchange rate at the time of payment.)

Multiregional funding supports activities of international and non-governmental organizations that do not appear in any specific regional program (e.g., centrally-funded, multiregional activities). Multiregional program activities include interagency coordination efforts, emergency response units of international organizations, and special studies. This funding will also be used to support efforts to integrate the special needs of refugee women and children in the program and budget planning process of the international organizations and non-governmental agencies engaged in providing refugee assistance overseas.

The multiregional program also supports positions held by Americans with UNHCR, the International Organization for Migration, and the World Food Program, through Junior Professional Officer (JPO) programs. The United States provides unearmarked funding to the UNHCR General Program (from which many of the above activities are funded) under this activity, in addition to the funds provided to UNHCR through region-specific allocations discussed previously.

Migration
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
MRA	0	16,000	15,700

The FY 2002 level above does not reflect the current program estimate, which is 17,000.

International migration activities include cooperation with other governments and with international and non-governmental organizations to understand the root causes of migration, particularly at the regional level, and to encourage humane and effective migration management. The International Organization for Migration (IOM) is the chief international organization through which the U.S. funds for migration activities are disbursed. The FY 2003 request for migration activities includes our annual assessed contribution to IOM. As a member of IOM, as authorized in the Migration and Refugee Assistance Act of 1962, the United States pays a 26.327 percent assessment to the organization's administrative budget. (The IOM assessed contribution is paid in Swiss francs, and the dollar amount will vary according to the exchange rate at the time of payment.)

A principal migration activity is participation in and support for multilateral migration dialogues. Since 1996, the United States has been involved in the Regional Conference on Migration (RCM), a forum where eleven North and Central American governments (and the Dominican Republic) discuss and cooperate on common migration challenges. In FY 2001, the Bureau of Population, Refugees, and Migration (PRM) also completed the U.S. commitment to serve as "Responsible Coordinator" in implementing the migrant worker initiative originating in the Santiago (Chile) Summit of the Americas Action Plan. In addition, the United States participates in the "Intergovernmental Consultations on Asylum, Refugee, and Migration Policies in Europe, North America, and Australia" (IGC), an informal channel for senior and mid-level policy officials from the United States, Canada, Australia, and European countries to exchange views and share information. In Africa, we support nascent migration dialogues among members of the Economic Community of West African States (ECOWAS) and member states of the Southern African Development Community (SADC).

Migration and asylum also figure prominently on the foreign policy agenda of our discussions with Europe and the NIS. "Justice and Home Affairs" issues are increasingly important in the dialogue between the United States and the European Union (EU). PRM will continue its efforts to advance cooperation with the EU member states and the European Commission on migration issues with a special focus on protection. PRM has also supported efforts to develop effective and humane migration management systems in the New Independent States (NIS).

Finally, assistance in this category will be provided to support the international migration policy goals for which PRM has primary responsibility, especially the promotion of the

human rights of vulnerable migrants, including asylum seekers and victims of trafficking. Anti-trafficking programming will be closely coordinated with the State Department's new Office to Monitor and Combat Trafficking in Persons and other U.S. anti-trafficking efforts, including work done by law enforcement entities.

Refugee Admissions
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
MRA	92,854	92,000	105,000

The FY 2002 and FY 2003 levels above do not reflect current program estimates. The current level for both years is 130,000.

The President, following the annual consultation process with Congress later in FY 2002, will determine the FY 2003 number of refugee admissions and the regional allocations. The specific regional ceilings established in the consultations process will be based on an assessment of worldwide refugee needs at that time. The request will fund all related refugee admissions activities and the processing and transportation of a small number of Amerasian immigrants. In FY 2003, the State Department's Bureau of Population, Refugees, and Migration will continue to give priority to enhancing accessibility to the refugee admissions program by individuals in need of the protection afforded by resettlement and to enhancing the quality of the initial resettlement services received by each arriving refugee. Actual U.S. refugee admissions for FY 2001 and the established FY 2002 ceilings are shown in the following table:

Geographic Region	FY 2001 Actual	FY 2002 Ceiling
Africa	19,011	22,000
East Asia	3,725	4,000
Former Yugoslavia	15,774	9,000
NIS/Baltics	15,257	17,000
Latin America/Caribbean	2,973	3,000
Near East/South Asia	12,056	15,000
Total	68,796	70,000

Africa

Admissions of African refugees increased approximately 10 percent in FY 2001 to 19,011 refugees. Reflecting the size of the refugee population in Africa, as well as the unfortunate deterioration in refugee protection in some locations, admissions of African refugees have increased three-fold since FY 1997. African refugees of any nationality who are referred for resettlement by the UN High Commissioner for Refugees (UNHCR) or a U.S. Embassy will be processed. Several specific groups have been identified as of special humanitarian concern including a sizeable population of Somali Bantu. In addition, refugees from some

countries undergoing active or recently concluded armed conflict will be eligible for family reunification processing.

East Asia

For 20 years under the Orderly Departure Program from Vietnam, refugee cases were processed for those with close ties to the United States, with particular emphasis on former re-education center detainees and Amerasians. In addition, since FY 1997, the United States has processed for refugee admission some 19,000 Vietnamese applicants under the Resettlement Opportunity for Vietnamese Returnees. In FY 2003, we expect to address residual cases as well as the needs of new Vietnamese protection cases.

In FY 2003 it is expected that small numbers of Burmese and refugees from other Asian countries will also be processed.

Europe

The FY 2003 program will include primarily persons from the former Soviet Union and small numbers of persons from the republics of the former Yugoslavia. Interruptions in processing during FY 2002, particularly in Moscow, have created a backlog of un-interviewed religious minority "Lautenberg" cases that will require admissions places in FY 2003.

Admissions from the former Soviet Union will be primarily persons of special interest to the United States. These include Jews, Evangelical Christians, and certain Ukrainian religious activists. The Department of State will continue to closely monitor the situation of religious minorities in Russia. Admissions from the former Yugoslavia will emphasize vulnerable cases, and other refugees for whom repatriation/reintegration is not a viable option.

Near East and South Asia

In FY 2003, admissions of Iranians (primarily religious minorities), Iraqis, and small numbers of other nationalities are expected to continue. We are prepared to continue to admit vulnerable Afghans. As the situation in the region is rapidly evolving, however, it is unclear what level of Afghan admissions will be needed.

Latin America and the Caribbean

The program in this region primarily supports the admission of Cubans. The in-country Cuban refugee processing program is designed to allow those individuals most likely to qualify as refugees the opportunity to have their claims heard without resorting to dangerous boat departures. Nationals of other countries, such as Colombia, will be considered if referred by a U.S. Embassy or UNHCR.

Summary of Costs

The funds requested for FY 2003 are directly related to costs incurred on behalf of refugees whose actual admission will occur in FY 2003 or in 2004. After the Immigration and Naturalization Service (INS) approves a refugee, the refugee receives a medical examination, sponsorship in the United States is assured, travel arrangements are prepared, and all other steps necessary for admission to the United States are completed. Most transportation and Reception and Placement costs are incurred when the refugee departs the asylum country for resettlement in the United States. Funds also are used to support all ongoing activities related to admissions, such as case identification and pre-screening of refugee applicants, processing of applicant case files, medical examinations, and overseas orientation.

The budget request for refugee admissions funds the programs described below. Funds may also be used for the evaluation of these programs.

Amerasian Admissions Costs

Within the total admissions request, sufficient funds have been included to cover the admissions costs of Amerasian immigrants and their qualifying family members. The small numbers of Amerasian immigrants who enter under the provisions of Section 584 of the FY 1988 Further Continuing Resolution to the Appropriations Act, P.L.100-202, receive the same services provided to refugees.

Processing

The Department funds voluntary agencies and the International Organization for Migration (IOM) to assist with the processing of refugees worldwide for resettlement in the United States. Processing responsibilities include screening applicants to assess their eligibility for interview by INS adjudicators under the U.S. refugee program. Some applicants interviewed by INS are not approved for U.S. resettlement. Therefore, more cases are processed during the course of the year than will actually be admitted to the United States as refugees in that year. For approved refugees, processing funds also are used to pay for medical examinations, cultural orientation materials and briefings, and required travel documentation.

In addition to overseas processing operations, the Department funds certain services performed in the United States that are essential to the smooth and efficient operation of the admissions process. This includes maintaining a U.S.-based Refugee Processing Center, which manages the refugee admissions database and case allocation and sponsorship functions. Deployment of the computerized Worldwide Refugee Admissions Processing System (WRAPS) will be completed in FY 2003, streamlining all aspects of refugee processing.

Transportation and Related Services

For FY 2003, the Administration requests funds for transportation and related services provided by IOM in support of the U.S. admissions program. This activity includes funding for international and domestic airfares, IOM operational support, communications, and transit accommodations where required. The cost of airfare is provided to refugees on a loan

basis; beneficiaries are responsible for repaying their loans over time after resettlement. Therefore, the requirement for appropriated funds for refugee transportation in any given year is partially offset by loan repayments to IOM from refugees previously resettled. In addition, some refugees, primarily from the former Soviet Union, will elect to travel on tickets purchased with private funds.

Reception and Placement Program

Through the Department's Reception and Placement program (R&P), private voluntary agencies receive funds to provide basic services to refugees for initial resettlement in the United States. These agencies are expected to augment federal funds by drawing on private cash and in-kind contributions that are essential to the success of this program. Services include pre-arrival planning, reception at the airport, initial provision of basic necessities, including housing, food and clothing, orientation to their communities, counseling, and referral to local social service programs.

In an effort to strengthen program oversight and improve the quality of services provided to resettled refugees, the Department and the voluntary agencies in FY 2001 developed "operational guidance" which better defines the standards agencies are expected to meet in carrying out their R&P responsibilities. The Department is continuing to explore ways to expand its program monitoring efforts.

The Department coordinates with the domestic refugee assistance programs administered by the Office of Refugee Resettlement in the Department of Health and Human Services (HHS/ORR).

Refugees to Israel
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
MRA	59,868	60,000	60,000

The FY 2003 request includes funding to support resettlement in Israel through a grant to the United Israel Appeal (UIA). This grant helps finance programs of the Jewish Agency for Israel that assist in the absorption into Israeli society of Jewish humanitarian migrants coming to Israel from the former Soviet Union and certain countries of distress.

MRA Administrative Expenses
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
MRA	15,010	16,556	16,565

The FY 2003 request for administrative expenses will finance the salaries and operating costs associated with a staff of 112 permanent positions in the Bureau of Population, Refugees, and Migration (PRM). This staff, both overseas and domestic, manages the resources and array of issues for which PRM is responsible. Overseas staff manages important humanitarian and refugee responsibilities. They work with PRM Washington to address comprehensively national interests, PRM goals, and embassy objectives and to respond effectively to emergency situations in their areas of responsibility. Domestic staff direct diplomatic initiatives and policy development, address program design, monitor and evaluate operational activities, and maintain an equally important policy liaison role, supporting other parts of the Department of State in integrating refugee and humanitarian issues into broader regional foreign policy concerns.

The State Department's Diplomatic and Consular Programs (D&CP) account includes costs related to a staff of five permanent positions dedicated to international population activities.

**Requirements by Object Class
(\$ in thousands)**

Object Class	FY 2001 Enacted	FY 2002 Estimate	FY 2003 Request
Personnel compensation	7,198	9,245	9,519
Personnel benefits	2,252	2,863	3,497
Benefits for former personnel	0	0	0
Travel and transportation of persons	958	1,087	850
Travel and transportation of things	30	27	12
Rents, communications, and utilities	541	610	555
Printing and reproduction	148	117	115
Other services	1,908	1,805	1,806
Supplies and materials	159	138	125
Personnel property	606	108	86
Grants, subsidies, and contributions	<u>14,904</u>	<u>673,556</u>	<u>689,000</u>
Appropriation Total	\$622,625	\$689,556	\$705,565

U.S. Emergency Refugee and Migration Assistance Fund
(\$ in thousands)

Account	FY 2001 Actual	FY 2002 Estimate	FY 2003 Request
ERMA	14,967	15,000	15,000

The U.S. Emergency Refugee and Migration Assistance Fund (ERMA) is a no-year appropriation, drawn upon by the President to meet “unexpected urgent refugee and migration needs” whenever the President determines that it is “important to the national interest” to do so. The Migration and Refugee Assistance Act of 1962, as amended, provides permanent authorization for the account of up to \$100 million. The FY 2003 request will provide the flexibility needed to respond to unexpected refugee and migration emergencies.

In FY 2001 and FY 2002 (as of February 2002), a total of \$107 million was drawn down from the ERMA Fund for the following needs:

Africa

Presidential Determination 2001-22:

On July 26, 2001, \$12 million was authorized to meet the urgent and unexpected needs associated with the crises in Guinea and Sierra Leone.

Presidential Determination 2001-22:

On July 26, 2001, \$3.5 million was authorized to meet urgent and unexpected needs associated with the repatriation of Eritrean refugees from Sudan to Eritrea.

Presidential Determination 2001-05:

On December 15, 2000, \$5 million was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk due to the crisis in Guinea.

Presidential Determination 2001-05:

On December 15, 2000, \$10 million was authorized to meet urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk due to the crisis in the Democratic Republic of Congo.

Europe

Presidential Determination 2001-10:

On January 17, 2001, \$20 million was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict and other persons at risk in the Balkans.

Presidential Determination 2001-05:

On December 15, 2000, \$3.2 million was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict and other persons at risk in the North Caucasus.

Presidential Determination 2001-05:

On December 15, 2000, \$5 million was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict and other persons at risk in Serbia.

Near East

Presidential Determination 2001-05:

On December 15, 2000, \$8.8 million was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk due to the crisis in the West Bank and Gaza.

South Asia

Presidential Determination 2001-30:

On September 28, 2001, \$25 million was authorized to meet the urgent and unexpected refugee and migration needs of a new exodus of refugees from Afghanistan. (Note that while the Presidential Determination was signed in FY 2001, funds were not drawn down until FY 2002.)

Presidential Determination 2001-22:

On July 26, 2001, \$6.5 million was authorized to meet the unexpected needs of displaced Afghans, who are fleeing persecution, conflict, and drought in their home country.

Presidential Determination 2001-10:

On January 17, 2001, \$2 million was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk due to the crisis in Nepal.

Presidential Determination 2001-05:

On December 15, 2000, \$1 million was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk due to the Afghan crisis.

Urgent Response Capacity Drawdown

Presidential Determination 2001-22:

On July 26, 2001, \$5 million was authorized for an urgent response capacity in order to allow for immediate U.S. response to unexpected urgent refugee and migration needs.

BUREAU OF POPULATION, REFUGEES, AND MIGRATION
BUREAU PERFORMANCE PLAN (BPP)
FISCAL YEARS 2001-2002-2003



Bureau of Population, Refugees, and Migration
FY 2003 Bureau Performance Plan – Protection, Assistance, and Durable Solutions

Strategic Goal # 13.001 PRM Protection, Assistance, and Durable Solutions

National Interest: Humanitarian Response

Strategic Goal	Prevent or minimize the human costs of conflict and natural disasters.
Outcome Desired	Effective protection and assistance to refugees and conflict victims, provided efficiently and in accordance with established standards of care, and implementation of durable solutions.
Performance Goal	Promote access to effective protection and assistance for refugees and conflict victims, maintain multilaterally coordinated mechanisms for effective and efficient humanitarian response at internationally accepted standards, and support voluntary repatriation and sustainable reintegration of refugees in the country of origin. (The resettlement component of humanitarian response is covered in a separate performance goal paper).
Strategies & Tactics	<p>Provide assistance to refugees and conflict victims that meets internationally accepted standards developed in the sectors of shelter and site management, food and nutrition, public health, water supply and sanitation, education, psycho-social support, and the environment.</p> <p>Pursue adequate physical and legal protection for refugees and conflict victims, with special attention on vulnerable groups, including measures to deter, detect, and address the consequences of sexual and gender-based violence.</p> <p>Encourage countries to provide meaningful first asylum and assistance to refugees until durable solutions are found, and to become parties to the 1951 Convention on the Status of Refugees and/or its 1967 Protocol.</p> <p>Support international advocacy for adherence to humanitarian law and principles, including neutrality in refugee camps and security and access for humanitarian workers.</p> <p>Contribute to emergency preparedness mechanisms for monitoring conflict situations, providing early warning, and conducting contingency planning, including pol-mil plans that involve humanitarian concerns.</p> <p>Work to ensure that USG and international humanitarian organizations are prepared to respond to emergencies in an</p>

efficient, effective, and coordinated manner, and that “best practices” and “lessons learned” are collected and disseminated.

Support comprehensive strategies to address the major health threats to refugees, including HIV/AIDS.

Encourage our partners to employ a developmental approach to assistance that builds on and supports national capacity and prepares refugees to be both economically self-reliant and politically tolerant upon local integration and/or voluntary repatriation.

Promote women’s equal access to resources – and their participation in managing those resources – with particular focus on the distribution of food and other support items.

Work closely with the international community to impact policymaking and prioritization in program planning and implementation, and to achieve more equitable funding by other donors.

Promote voluntary refugee repatriation and reintegration into the economic and social life of their country of origin, the importance of reintegration to peace-building processes, and the linkage of initial reintegration activities to longer-term development programs through integrated operational plans.

Urge governments to institute legal and administrative measures that provide protection and allow for the safe and voluntary return and reintegration of their citizens.

Resources	<u>Baseline FY '00</u>	<u>Target Level FY '01</u>	<u>Target Level FY '02</u>	<u>Target Level FY '03</u>
Foreign Operations: Migration and Refugee Assistance (MRA)	434,495,000	508,870,000	492,000,000	570,900,000
MRA Supplemental FY 2000 MRA Deferred	142,961,584	5,930,000		
Emergency Refugee and Migration Assistance (ERMA)	42,598,995	75,500,000	15,000,000	15,000,000
<p>* ERMA is a no-year Appropriation that is to be used for emergency situations. Emergencies are unforeseen circumstances that cannot be budgeted for. The amounts in FY 2002 and FY 2003 are the amounts proposed to replenish this appropriation; the amount for FY 2001 is estimated expenditures. ERMA can be used for all PRM BPP goals, except Population.</p>				
Country	Global			
Lead & Partners	<p>Lead: State/PRM, State/regional bureaus International Partners: UN High Commissioner for Refugees (UNHCR), International Committee of the Red Cross (ICRC), UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), International Organization for Migration (IOM), UN World Food Program (WFP), and other relevant international organizations providing humanitarian assistance. USG Partners: USAID, USDA, HHS Non-Governmental Organization (NGO) Partners: over 25 funded NGO partners, including International Rescue Committee (IRC), Mercy Corps International (MCI), Catholic Relief Services (CRS), American Refugee Committee (ARC), and International Catholic Migration Commission (ICMC) (5 receiving most funding in FY 1999).</p>			

<p>Verification Data Source: UNHCR reports of countries party to 51CSR/67Protocol, WHO, UNHCR, and NGO reports of excess mortality rates, UNHCR repatriation planning documents Data Storage: UNHCR, WHO, WFP Frequency: As appropriate, but at least annually Validation: UNHCR is the repository for the 51CSR/67Protocol, Department and Embassy refugee reporting and program officer reports.</p>	
<p>Assumptions and External Factors</p>	<ul style="list-style-type: none"> • Large scale populations (millions) of refugees and conflict victims will require sustained support over a period of several years pending political solutions to the underlying causes of their flight. • U.S. response to asylum seekers and protection of refugees will impact our ability to influence other countries' behavior with regard to the protection needs of asylum seekers. • Physical protection will continue to be as great a problem as legal protection for refugees and conflict victims. • The Emergency Refugee and Migration Assistance (ERMA) Account will be available to respond to any unexpected urgent refugee and migration needs. • The large majority of PRM-funded NGOs and IOs endorse the SPHERE standards and train their staff in the appropriate sectors. • The durable solution for the majority of refugees in the world will be repatriation to their countries of origin. • UN development and relief agencies have common goals related to the establishment of peaceful and stable post-conflict societies and economies. • HIV/AIDS will continue to pose a major health threat to refugees. Other major threats will include malaria and tuberculosis.

Indicators	<u>Baseline</u> <u>FY '00</u>	<u>Target Level</u> <u>FY '01</u>	<u>Target Level</u> <u>FY '02</u>	<u>Target Level</u> <u>FY '03</u>
<p>1. An increase in the number of countries party to the 1951 Convention on the Status of Refugees (CSR) and/or its 1967 Protocol.</p>	<p>138 countries are party to the 1951 Convention and/or its 1967 Protocol.</p>	<p>Increase by one country.</p>	<p>Increase by one country.</p>	<p>Increase by one country.</p>

<p>2. No extraordinary suffering in refugee situations, as demonstrated by crude mortality rates (CMR) of refugee populations as compared to international standards and to that of surrounding populations.</p>	<p>Crude mortality rates and nutritional status in refugee populations are accepted indicators of the extent to which the international community is meeting minimum standards of care (see www.sphereproject.org). The Department does not regularly collect and maintain mortality rate and nutritional status information, but relies on reports when excess mortality threatens to become a problem. PRM is working with USAID in piloting standardized reporting of CMR in 8</p>	<p>Successful: Refugee crises do not exceed a CMR of 1/10,000 people/day. Establish links to existing data collection efforts, e.g., USAID's pilot countries for data collection, to monitor mortality rates and nutritional status and take measures to address any problems of excess mortality. Evaluate the need for additional data collection mechanisms.</p> <p>Minimally Effective: Refugee crises exceed a CMR of 1/10,000 people/day, but appropriate interventions are made to</p>	<p>Successful: Refugee crises do not exceed a CMR of 1/10,000 people/day. Support efforts to improve data collection, e.g., expand pilot data collection effort to other countries and partner organizations, and take other measures to address any problems of excess mortality.</p> <p>Minimally Effective: Refugee crises exceed a CMR of 1/10,000 people/day, but appropriate interventions are made to reduce rate. Current data collections systems are used and need for</p>	<p>Successful: Refugee crises do not exceed a CMR of 1/10,000 people/day. Support efforts to improve data collection, e.g., expand pilot data collection effort to other countries and partner organizations, and take other measures to address any problems of excess mortality.</p> <p>Minimally Effective: Refugee crises exceed a CMR of 1/10,000 people/day, but appropriate interventions are made to reduce rate. Current data collections</p>
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	<p>sites in 8 countries and nutritional status in 13 sites in 8 countries.</p>	<p>reduce rate. Current data collection systems are used and need for additional data collection mechanisms are identified.</p> <p>Unsuccessful: Refugee crises exceed CMR of 1/10,000 people/day for a long duration. Current data collection systems are used.</p>	<p>additional data collection mechanisms are identified.</p> <p>Unsuccessful: Refugee crises exceed CMR of 1/10,000 people/day for a long duration. Current data collection systems are used.</p>	<p>systems are used and need for additional data collection mechanisms are identified.</p> <p>Unsuccessful: Refugee crises exceed CMR of 1/10,000 people/day for a long duration. Current data collection systems are used.</p>
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<p>3. Number of UNHCR repatriation programs ended two years after the majority of refugees return or find other durable solutions.</p>	<p>Both Guatemala and Mali repatriations were concluded in 1999, but only after extensions that served to pull UNHCR further into reintegration and development than is preferred. Rwanda might have made the two-year-cut-off if funding in FY98 had been sufficient.</p>	<p>Successful: Conclusion of at least one-third of the repatriation programs where the majority of refugees have been home for two years or more.</p> <p>Minimally Effective: Conclusion of less than one-third, but still a decrease in the number of repatriation programs for which funding has been required for more than two years.</p> <p>Unsuccessful: No decrease in the number of repatriation programs for which funding has been required for more than two years.</p>	<p>Successful: Conclusion of one-half of the repatriation programs where the majority of refugees have been home for two years or more.</p> <p>Minimally Effective: Conclusion of less than one-half, but still a decrease in the number of repatriation programs for which funding has been required for more than two years.</p> <p>Unsuccessful: No decrease in the number of repatriation programs for which funding has been required for more than two years.</p>	<p>Successful: Conclusion of one-half of the repatriation programs where the majority of refugees have been home for two years or more.</p> <p>Minimally Effective: Conclusion of less than one-half, but still a decrease in the number of repatriation programs for which funding has been required for more than two years.</p> <p>Unsuccessful: No decrease in the number of repatriation programs for which funding has been required for more than two years.</p>
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**Bureau of Population, Refugees, and Migration
FY 2003 Bureau Performance Plan – Resettlement**

Strategic Goal # 13.002.PRM Resettlement

National Interest: Humanitarian Response

Strategic Goal	Prevent or minimize the human costs of conflict and natural disasters.
Outcome Desired	An international humanitarian response that ensures that refugees whose need for international protection and/or durable solutions would best be served by resettlement to a third country are provided that opportunity.
Performance Goal	Provide U.S. resettlement opportunities to refugees and encourage other countries to do so.
Strategies & Tactics	<p>Make U.S. admissions more responsive to critical refugee “rescue” needs through increased UNHCR, embassy and NGO referrals and resettlement of refugees of special humanitarian concern to the United States, while addressing the program’s vulnerability to fraud.</p> <p>Encourage other countries’ participation in the resettlement of UNHCR-referred cases.</p> <p>Assist refugees to begin the process of becoming self-sufficient, fully integrated members of U.S. society by ensuring that standardized essential services are provided by sponsoring agencies during the period of refugees’ initial resettlement in the U.S.</p> <p>Create and deploy a centralized, worldwide database that will track all refugees being considered for admission to the U.S., to link up all the processing entities overseas with PRM and our federal, international and voluntary partners.</p>

Indicators	<u>Baseline</u> <u>FY '00</u>	<u>Target Level</u> <u>FY '01</u>	<u>Target Level</u> <u>FY '02</u>	<u>Target Level</u> <u>FY '03</u>
1. Number of referrals to the U.S. refugee resettlement program.	16,250	19,500	22,425	26,000
2. Number of countries resettling UNHCR-referred refugees.	13	15	17	18

Indicators	<u>Baseline</u> <u>FY '00</u>	<u>Target Level</u> <u>FY '01</u>	<u>Target Level</u> <u>FY '02</u>	<u>Target Level</u> <u>FY '03</u>
<p>3. Worldwide Refugee Admissions Processing System (WRAPS): Contractor complies with conditions of GSA-awarded WRAPS contract and PRM accepts deliverables as stipulated in the contract, and implements their use at refugee processing sites worldwide.</p>	<p>WRAPS requirements continue to be gathered and analyzed for software builds 2-5. Build 1 of WRAPS is designed, developed and tested by overseas users. Build 2 software, which will be deployed overseas, is designed and coding is completed. Planning for the interim and final Central Processing Facility is finalized. Planning for WPC-to-MPC transition begins.</p>	<p>Successful: Build 2 is tested by overseas users and deployed in Nairobi. Build 3 is designed, developed and deployed to all remaining overseas sites. IOM Moscow assumes full operations. WPC phase-down is completed and contract ends. RDC phase-down is initiated. The interim CPF is stood up. Build 4 software is designed and tested.</p> <p>Minimally Effective: Software development takes longer than anticipated and delays the deployment schedule and development of Build 4.</p> <p>Unsuccessful: Builds 2 and 3 are deployed overseas but the software does not work as intended and requires significant redesign and development.</p>	<p>Successful: Build 4 is deployed at the final CPF. CPF is fully operational. RDC closes. Build 5 electronic interfaces with PRM partners is designed, tested and deployed. WRAPS Operations and Maintenance phase begins. WRAPS development contract ends.</p> <p>Minimally Effective: Software development takes longer than anticipated and delays the closure of RDC and the operability of the CPF. Build 5 schedule is delayed.</p> <p>Unsuccessful: Build 4 and/or Build 5 software does not work as intended and requires significant redesign and development.</p>	<p>Successful: WRAPS components are fully integrated and functional at refugee processing sites worldwide.</p> <p>Minimally Effective: Some WRAPS functionality remains outside the integrated system due to operational glitches.</p> <p>Unsuccessful: Minimal integration of WRAPS components due to need for significant redesign.</p>

Indicators	<u>Baseline</u> <u>FY '00</u>	<u>Target Level</u> <u>FY '01</u>	<u>Target Level</u> <u>FY '02</u>	<u>Target Level</u> <u>FY '03</u>
<p>4. PRM manages the refugee Reception and Placement (R&P) program intended to ensure that refugees' basic necessities are met upon arrival and during an initial period in the U.S.</p>	<p>Cooperative agreements with ten national organizations require that the agencies provide appropriate reception services and basic necessities (housing, furnishings, clothing, food, referral to available social services) to arriving refugees during their initial period in the U.S. and case management services for an additional period according to family reunion status of case.</p>	<p>Successful: Development of specific standards of care for housing, furnishings, clothing, food and social services referrals for arriving refugees.</p> <p>Minimally Effective: Develop specific standards of care for some but not all essential core services.</p> <p>Unsuccessful: Failure to develop specific standards of care for any essential core services.</p>	<p>Successful: Implementation of standards of care for all essential services by all participating agencies.</p> <p>Minimally Effective: Partial implementation of standards by all agencies or implementation of all standards by some but not all participating agencies.</p> <p>Unsuccessful: Failure to <u>implement any standards for essential core services.</u></p>	<p>Successful: Implementation of standards of care for all essential services by all participating agencies.</p> <p>Minimally Effective: Partial implementation of standards by all agencies or implementation of all standards by some but not all participating agencies.</p> <p>Unsuccessful: Failure to implement any standards for essential core services.</p>
<p>Resources:</p> <p>Foreign Operations: Migration and Refugee Assistance (MRA)</p> <p>MRA Supplemental</p> <p>FY 2000 MRA Deferred</p>	<p><u>FY '00</u></p> <p>79,659,094</p> <p>23,256,000</p> <p>0</p>	<p><u>FY '01</u></p> <p>115,953,900</p> <p>0</p> <p>14,670,000</p>	<p><u>FY '02</u></p> <p>130,000,000</p> <p>0</p> <p>0</p>	<p><u>FY '03</u></p> <p>140,000,000</p> <p>0</p> <p>0</p>
<p>Country</p>	<p>Worldwide</p>			
<p>Lead & Partners</p>	<p>Lead: State/PRM International Organization Partners: UN High Commissioner for Refugees (UNHCR), International Organization</p>			

	<p>for Migration (IOM) USG Partners: DOJ/INS, HHS/ORR, HHS/PHS/CDC Non-Governmental Organization (NGO) Partners: U.S. Catholic Conference, Lutheran Immigrant and Refugee Services, International Rescue Committee, World Relief Corporation, Immigrant and Refugee Services of America, Hebrew Immigrant Aid Society, Church World Service, Domestic and Foreign Missionary Service of the Episcopal Church of the USA, Ethiopian Community Development Center, State of Iowa, International Catholic Migration Commission</p>
<p>Verification</p>	<p>Data Source: UNHCR reports to the Resettlement Working Group in Geneva (Indicator 1); The WRAPS Project Manager will compare contractor progress against the estimated timelines, and budget that was established using the contractor requirement analysis data (Indicator 3). Data Storage: Dept. of State, Bureau of Population, Refugees, and Migration (PRM) Frequency: Annual Validation: UNHCR referrals to resettlement programs are compared with national data.</p>
<p>Assumptions and External Factors</p>	<ul style="list-style-type: none"> • There will continue to be refugees in need of third country resettlement in greater number than UNHCR is able to refer to participating resettlement countries. • This program will continue to enjoy strong public support.

**Bureau of Population, Refugees, and Migration
Bureau Performance Plan FY 2003 – International Migration**

Strategic Goal # 13.003.PRM International Migration

National Interest: Humanitarian Response

Strategic Goal	Prevent or minimize the human costs of conflict and natural disasters.
Outcome Desired	Orderly international migration based on protection of human rights and respect for national sovereignty, and grounded in policies that reflect priorities established through regional dialogue.
Performance Goal	Support efforts to manage international migration flows humanely and effectively.
Strategies & Tactics	<p>Promote migration dialogues among governments at the regional and sub-regional levels, given our view that these are the most effective vehicles for fostering orderly migration world-wide. Include non-governmental organizations in these dialogues whenever possible.</p> <p>Support policies and programs that emerge from and strengthen regional and sub-regional migration dialogues, including appropriate research projects.</p> <p>Develop and support policies and programs that protect the basic human rights of migrants, including asylum seekers and victims of trafficking. Prepare recommendations regarding provision of Temporary Protected Status (TPS) to migrants in the United States.</p> <p>Manage programs for humanitarian migration to Israel.</p>

Indicators	<u>Baseline</u> <u>FY '00</u>	<u>Target Level</u> <u>FY '01</u>	<u>Target Level</u> <u>FY '02</u>	<u>Target Level</u> <u>FY '03</u>
1. Completion of the Department's recommendation to the Immigration and Naturalization Service (INS) with at least 90 days lead time prior to expiration of current designations of groups for Temporary Protected Status (TPS).	Department met a 90-day lead time in 60% of TPS recommendations to INS in FY 1999.	Department meets 90-day lead time in 75% of its TPS recommendations to INS.	Department meets 90-day lead time in 90% of its TPS recommendations to INS.	Department meets 90-day lead time in 95% of its TPS recommendations to INS.
2. Reports of humanitarian migrants to Israel who depend on public assistance two years after arrival.	No reports were received of dependence two years after arrival.	No reports received of dependence two years after arrival.	No reports received of dependence two years after arrival.	No reports received of dependence two years after arrival.

<p>3. Sustainability of regional migration dialogues and extent to which agreed-upon dialogue initiatives are implemented.</p>	<p>The U.S. participates in and supports various active regional dialogues on migration including the Summit of Americas (SoA) Migrant Worker Initiative, discussions with the EU under the auspices of the New Transatlantic Agenda (NTA), the Intergovernmental Consultations on Asylum, Refugee and Migration Policies in Europe, North America and Australia, the Regional Consultations on Migration in North and Central America (RCM), the new Asia-Pacific dialogues, and nascent migration dialogues in Africa. The U.S. has succeeded in accomplishing most of its objectives in each of these fora.</p>	<p>Successful: Dialogues continue with active participation and support of almost all the countries they involve. Most activities agreed to in the dialogues are implemented.</p> <p>Minimally Effective: Dialogues continue but three or fewer dialogues have active participation and support of most of the countries they are intended to involve. Some, but not most, of the activities agreed to in the dialogues are implemented.</p> <p>Unsuccessful: Dialogues do not have the active participation and support of the governments they are intended to involve. No consensus on joint activities and/or failure to implement activities agreed to.</p>	<p>Successful: Dialogues continue with active participation and support of almost all the countries they involve. Most activities agreed to in the dialogues are implemented.</p> <p>Minimally Effective: Dialogues continue but four or fewer dialogues have active participation and support of most of the countries they are intended to involve. Some, but not most, of the activities agreed to in these dialogues are implemented.</p> <p>Unsuccessful: Dialogues do not have the active participation and support of the governments they are intended to involve. No consensus on joint activities and/or failure to implement activities agreed to.</p>	<p>Successful: Dialogues continue with active participation and support of almost all the countries they involve. Most activities agreed to in the dialogues are implemented.</p> <p>Minimally Effective: Dialogues continue but four or fewer dialogues have active participation and support of most of the countries they are intended to involve. Some, but not most, of the activities agreed to in the dialogues are implemented.</p> <p>Unsuccessful: Dialogues do not have the active participation and support of the governments they are intended to involve. No consensus on joint activities and/or failure to implement activities agreed to.</p>
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Resources	<u>Baseline</u> <u>FY '00</u>	<u>Target Level</u> <u>FY '01</u>	<u>Target Level</u> <u>FY '02</u>	<u>Target Level</u> <u>FY '03</u>
Migration and Refugee Assistance (MRA)	75,100,000	72,268,000	77,000,000	79,000,000
FY 2000 MRA Deferred		400,000		
Country	Worldwide			
Lead & Partners	Lead: State/PRM, INL International Partners: IOM, Organization for Security and Cooperation in Europe (OSCE), UNHCR USG Partners: Department of Justice (Immigration and Naturalization Service (INS)), Department of Labor Non-Governmental Organization Partners: United Israel Appeal, Carnegie Endowment for International Peace, Refugee Council USA, Lutheran Immigration and Refugee Service, Heartland Alliance, National Immigration Forum, Immigrant and Refugee Services of America, Georgetown Institute for the Study of International Migration, Queens University - Canada.			
Verification	Data Source: U.S. Embassy and Mission reporting, UIA reports, PRM reports. Data Storage: PRM Frequency: Periodic, but at least annual Validation: Programs funded with MRA and ERMA funds are monitored by Embassy personnel with portfolios for international migration, or by Bureau of Population, Refugees, and Migration staff once per year.			
Assumptions and External Factors	<ul style="list-style-type: none"> • International migration will continue to increase, with the U.S. remaining at or near the top of the list of favored destinations. • Measures around the world to repel economic migrants will adversely affect asylum seekers in need of international protection, and will be perceived as insensitive to individual human rights. • Our closest neighbors will have migration issues high on their list of issues to raise bilaterally with the U.S., especially concerns over treatment of their citizens in our country. • There will be policy tensions within the U.S. due to the competing demands of border control, international legal obligations to provide protection. • Migration will be an increasingly significant issue in bilateral relations in nearly every corner of the globe (e.g. Indonesia/Malaysia, Haiti/Dominican Republic, Cote d'Ivoire/Burkina Faso). • Humanitarian migration to Israel will not increase dramatically. 			

**Bureau of Population, Refugees, and Migration
FY 2003 Bureau Performance Plan – Human Resources**

Strategic Goal # 19.001.PRM Human Resources

National Interest: Diplomatic Readiness

Strategic Goal	Successfully advance US national interests overseas by attracting and retaining a skilled, motivated, diverse, and flexible workforce.			
Outcome Desired	Smoothly functioning Bureau capable of responding to the full range of continuing and emerging population, refugee, and migration issues with required dedication, intelligence, and skills.			
Performance Goal	Develop and maintain a skilled, diverse, and flexible work force capable of achieving PRM’s objectives and responding to international crises.			
Strategies & Tactics	Recruit, train, and promote qualified and versatile employees and provide them with the training and skills required to meet management and program needs supported by a training curriculum for program monitoring and evaluation. Positions identified with the Bureau’s responsibility for international population policy and coordination are funded in the Department of State’s Diplomatic and Consular Program appropriation.			
Resources	<u>Baseline FY '00</u>	<u>Target Level FY '01</u>	<u>Target Level FY '02</u>	<u>Target Level FY '03</u>
Migration and Refugee Assistance Account	13,410,500	14,130,100	15,635,000	16,568,000
Emergency Refugee and Migration Assistance Account		1,500,000		
Supplemental	379,778	0	0	

Indicators	<u>Baseline</u> <u>FY '00</u>	<u>Target Level</u> <u>FY '01</u>	<u>Target Level</u> <u>FY '02</u>	<u>Target Level</u> <u>FY '03</u>
<p>1. In collaboration with NFATC, PRM offers an annual four-day PRM Orientation to introduce the Bureau's mission and operating procedures to new staff and partners. New PRM staff are required to attend. PRM trainers, assisted by NFATC and outside presenters, provide Monitoring and Evaluation (M&E) training. PRM staff with policy, program and financial responsibilities are required to attend the five-day M&E Workshop.</p>	<p>Orientation – 100% participation M&E – 90% participation</p>	<p>Orientation – 100% participation M&E – 95% participation</p>	<p>Orientation – 100% participation M&E – 95% participation</p>	<p>Orientation – 100% participation M&E – 95% participation</p>
<p>2. The Bureau has the right number of employees in the right places to support the Bureau's objectives and national interests, including international crisis response capability. Adequate space accommodations to be provided for the FTE increase in FY '02</p>	<p>105 of 111 MRA/ERMA positions filled; 10 contractors hired; 4 of 6 D&CP-funded POP positions filled; Schedule A appntments (limit of 10) as needed; Overseas: 9 PITs & 20 PSCs</p>	<p>109 of 111 MRA/ERMA-funded positions filled; 7 contractors hired; 4 of 5 D&CP-funded POP positions filled; Schedule A appntments (limit of 10) as needed; Overseas: 10 PITs & 18 PSCs</p>	<p>112 of 117 MRA/ERMA-funded positions filled; 5 of 5 D&CP-funded POP positions filled; Schedule A appntments (limit of 10) as needed; Overseas: 10 PITs & 16 PSCs</p>	<p>116 of 121 MRA/ERMA-funded positions filled; 5 of 5 D&CP-funded POP positions filled; Schedule A appntments (limit of 10) as needed; Overseas: 10 PITs & 16 PSCs</p>

3. The Bureau is moving assertively toward a mix of 40% Civil Service (CS) and 60% Foreign Service (FS) staffing in the program and policy positions.	45 % CS; 55% FS	42.5 % CS; 57.5 % FS	41.5 % CS; 58.5 % FS	40 % CS; 60 % FS
Country	In addition to its domestic staff, PRM places staff overseas to meet policy and program requirements based on locations of beneficiary caseloads and subject to FTE authorizations.			
Lead & Partners	PRM has the lead; training collaborators include NFATC and outside presenters chosen for their expertise. Although PRM has the lead on meeting its staffing needs, many elements of HR are major collaborators, as are the regional Bureaus and posts for which PRM staff are recruited.			
<p>Verification: PRM/EX numbers for staffing and for training are reliable. Training numbers can face comparison with NFATC as an alternative objective source. Staffing numbers do not now have an alternative objective source, although HR/RMA is working to provide reliable data.</p> <p>Data Source: PRM/EX for staffing; NFATC for training</p> <p>Data Storage: PRM/EX database for staffing; NFATC database for training.</p> <p>Frequency: Verification will occur monthly.</p> <p>Validation:</p>				
Assumptions and External Factors	<ul style="list-style-type: none"> • Refugee caseloads will at least remain at current levels, but will likely increase. • Adjustment to the mix of CS/FS staff depends on the departure of CS staff so that the positions they vacate can be considered for conversion to FS. 			

**Bureau of Population, Refugees, and Migration
FY 2003 Bureau Performance Plan – Information Resources**

Strategic Goal # 19.002.PRM Information Resources

National Interest: Diplomatic Readiness

Strategic Goal	Provide commercial-quality information technology (IT) support for the full range of international affairs activities of the United States.			
Outcome Desired	An effective, efficient, and secure information system managed by a skilled Systems Team in accordance with the technology, guidance, and directives mandated by Department's Information Resource Management Bureau.			
Performance Goal	Provide appropriate information technology to effectively support Department and Bureau goals and staff productivity in a secure, expeditious, cost-effective, and timely manner.			
Strategies & Tactics	Apply the appropriate level of IT and resources commensurate with the Department's Strategic and Tactical Information Resource Management (IRM) Plans. In particular, the bureau will: 1) ensure the availability of modernized and secure IT capabilities, 2) provide training to bureau personnel to ensure the effective utilization of modernized technology investments, and 3) focus on improved customer support through increased quality of services and products.			
Resources Migration and Refugee Assistance Account (MRA)	<u>Baseline</u> <u>FY '00</u> 389,486	<u>Target Level</u> <u>FY '01</u> 338,000	<u>Target Level</u> <u>FY '02</u> 365,000	<u>Target Level</u> <u>FY '03</u> 432,000

Indicators	<u>Baseline</u> <u>FY '00</u>	<u>Target Level</u> <u>FY '01</u>	<u>Target Level</u> <u>FY '02</u>	<u>Target Level</u> <u>FY '03</u>
1. <u>Training:</u> Bureau end-users trained in Department's core software applications. Systems Staff members technically trained and certified	End-users – 50% trained Systems Staff - 25% certified	End-users – 75% trained Systems Staff - 50% certified	End-users – 90% trained Systems Staff – 60% certified	End-Users – 100% Systems Staff – 75% certified
2. <u>Systems Upgrade/Replacement Program:</u> Replaced or upgraded workstations and servers Classified Systems Unclassified Systems	Workstations – 10% Servers – 0%	Workstations – 50% Servers – 10%	Workstations – 100% Servers – 20% Workstations – 25%	Servers – 10% Workstations – 50% Servers – 20%
3. <u>Modernize Bureau/Post Networks and Systems:</u> New/upgraded client/server software applications/operating systems. New computer hardware platforms. Client/server software licenses	1 new hardware platform 3 server software licenses	1 new client/server application 3 server software licenses	1 client/server application upgrade 1 hardware platform upgrade 3 server software licenses	2 Operating System Upgrades (1 client/1 server) <i>1 Client Application Upgrade</i> 175 App Client Licenses 175 OS Client Licenses 13 OS Server Licenses

4. <u>Equipment Maintenance and Technical Support:</u> Maintenance support contracts. Technical Support Resources.	1 IRM/ADPEM 1 Microsoft Tech Support	1 IRM/ADPEM 1 Microsoft Tech Support 1 hardware maintenance support plan	1 IRM/ADPEM 1 Microsoft Tech Support 1 hardware maintenance support plan	1 IRM/ADPEM 1 Microsoft Tech Support 1 hardware maintenance support plan
5. <u>IT Staffing:</u> FTE Systems Staff Contract Engineering and Support Staff	FTE – 3 Contract – 1 full-time, 1 part-time	FTE – 3 Contract – 1 full-time, 1 full-time temp, 1 part-time	FTE – 3 Contract – 1 full-time, 1 full-time temp, 1 part-time	FTE – 3 Contract – 1 full-time, 1 part-time
Country	Global			
Lead & Partners	IRM			
<p>Verification The numeric data used as baseline and target levels are based on a 90% confidence level.</p> <p>Data Source: All progress data is derived from estimates and actual counts of resources and personnel.</p> <p>Data Storage: Data is maintained and tracked in Excel Spreadsheets, and the NEPA database.</p> <p>Frequency: Verification will be performed annually.</p> <p>Validation: The data used to track performance is based upon a 95% confidence level as an accurate measurement tool.</p>				
Assumptions and External Factors	Information and data used as indicators and target levels are directly related to State Department's IT Strategic Goals. If new methodologies are formulated and implemented to achieve these goals, numeric data may be skewed, additional indicators may need to be added or removed, or target levels may not be achieved as predicted.			

Bureau of Population, Refugees, and Migration

FY 2003 Bureau Performance Plan– Population

Strategic Goal # 15.001.PRM Population

National Interest: Global Issues

Strategic Goal	Ensure a healthy and sustainable world population
Outcome Desired	Sustainable national population growth rates worldwide supported by national political, economic and social development strategies, leading to improved reproductive health, reduced maternal and infant mortality rates, and reduced incidence of abortion.
Performance Goal	Improving reproductive health, including improved access to voluntary family planning, safe motherhood services, STI prevention information, and girls education.
Strategies & Tactics	<p>Coordinate USG policy dialogues with governments to develop national strategies in support of the ICPD POA goals and the 1999 ICPD five-year review (“ICPD+5”) benchmarks on girls education, maternal mortality and morbidity, access to voluntary family planning and reproductive health care, and adolescent vulnerability to HIV infection.</p> <p>Advise and provide policy and advocacy leadership to enhance bilateral and multilateral work to further carry out the ICPD Program of Action and to encourage adequate resource allocation internationally to implement these strategies.</p> <p>Facilitate the necessary cooperation among and between governments and private sector organizations, such as foundations and international and non-governmental organizations, to promote the ICPD Program of Action.</p> <p>Promote the integration of population issues into broader economic growth and sustainable development strategies.</p> <p>Increase national and international awareness of population issues through public affairs and public diplomacy activities.</p>

Indicators	<u>Baseline</u> <u>FY '00</u>	<u>Target Level</u> <u>FY '01</u>	<u>Target Level</u> <u>FY '02</u>	<u>Target Level</u> <u>FY '03</u>
<p>1. Percentage of births assisted by a skilled birth attendant in the less developed countries; maternal mortality rate at the national level.</p>	<p>Percentage of births assisted by a skilled birth attendant in the less developed countries = 53 percent. Maternal mortality rate (MMR) in less developed countries is 500 deaths per 100,000 live births (500/100,000).</p>	<p>Successful: Where maternal mortality rate (MMR) is over 500/100,000, 10 countries increase births assisted by a skilled attendant by 2 percent.</p> <p>Minimally effective: Where MMR is over 500/100,000, 5 countries increase percentage of births assisted by a skilled attendant by 2 percent.</p>	<p>Successful: Where maternal mortality rate (MMR) is over 500/100,000, 10 additional countries increase births assisted by a skilled attendant by 2 percent.</p> <p>Minimally effective: Where MMR is over 500/100,000, 5 additional countries increase percentage of births assisted by a skilled attendant by 2 percent.</p>	<p>Successful: Where maternal mortality rate (MMR) is over 500/100,000, 10 additional countries increase births assisted by a skilled attendant by 2 percent.</p> <p>Minimally effective: Where MMR is over 500/100,000, 5 additional countries increase percentage of births assisted by a skilled attendant by 2 percent.</p>
<p>2. Availability of modern family planning and other reproductive health care for individuals requesting such services.</p>	<p>Contraceptive prevalence rate (CPR) in less developed countries = 39 percent (modern methods).</p>	<p>Successful: At least 10 countries increase CPR (modern methods) by 2 percent.</p> <p>Minimally effective: At least 5 countries increase CPR (modern methods) by 1 percent.</p>	<p>Successful: An additional 10 countries increase CPR (modern methods) by 2 percent.</p> <p>Minimally effective: An additional 5 countries increase CPR (modern methods) by 1 percent.</p>	<p>Successful: An additional 10 countries increase CPR (modern methods) by 2 percent</p> <p>Minimally effective: An additional 5 countries increase CPR (modern methods) by 1 percent.</p>

Resources	<u>Baseline</u> <u>FY '00</u>	<u>Target Level</u> <u>FY '01</u>	<u>Target Level</u> <u>FY '02</u>	<u>Target Level</u> <u>FY '03</u>
State Operations: D&CP	470,000	436,000	550,000	600,000
Country	Worldwide			
Lead & Partners	<p>Lead: State/PRM, State/IO. International Organizations: UN Division of Population, UN Population Fund (UNFPA). USG Agencies: USAID, U.S. Census Bureau. NGO Partners: The Department consults with, but does not fund, more than 25 NGOs concerned with international population and development issues.</p>			
Verification	<p>Data Source: Country demographic reports to UN/UNFPA, national budgets and expenditures for reproductive health programs, national health system reports, Demographic Health Surveys (DHS), U.S. Census Bureau Reports/Databases. Data Storage: UNFPA, national health systems, USAID, Census Bureau Frequency: annual Validation: Post/USAID mission reporting and analysis, monitoring trips, NGO/think tank publications</p>			
Assumptions and External Factors	<ul style="list-style-type: none"> • Current support for U.S. population and family planning assistance programs is maintained or increased. • International consensus reached in the ICPD Program of Action is maintained. • Complementary national development activities, such as basic education for girls and microcredit programs for women, are concurrent with national government priorities. • Funding in support of the ICPD Program of Action is maintained or increased by donors, program countries, and international and non-governmental organizations. 			