



**UNHCR**  
The UN Refugee Agency

# GLOBAL APPEAL

2019 UPDATE



FINANCIAL | OPERATIONAL | STATISTICAL

GLOBAL  
APPEAL  
2019  
Update



The Global Appeal 2019 Update provides information for governments, private donors, partners and other readers interested in UNHCR’s priorities and budgeted activities for 2019 to protect and improve the lives of tens of millions of people of concern: refugees, internally displaced people, returnees, stateless persons, and others of concern. It highlights the challenges faced by UNHCR and its partners in attempting to respond to multiple life-threatening crises and ever-growing humanitarian needs.

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### OVERVIEW OF 2019

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# UNHCR IN 2019 MISSION

The High Commissioner for Refugees is mandated by the United Nations to lead and coordinate international action for the worldwide protection of refugees and the resolution of refugee problems. As of November 2018, 148 States are parties to the 1951 Convention relating to the Status of Refugees and/or to its 1967 Protocol.

UNHCR's primary purpose is to safeguard the rights and well-being of refugees. In its efforts to achieve this objective, the Office strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another State, and to return home voluntarily. By assisting refugees to return to their own country or to settle permanently in another country, UNHCR also seeks lasting solutions to their plight.

UNHCR's Executive Committee (102 Member States as of October 2018) and the UN General Assembly have authorized involvement with other groups. These include former refugees who have returned to their homeland, internally displaced people and persons

who are stateless or whose nationality is disputed. As of November 2018, 91 States are parties to the 1954 Convention relating to the Status of Stateless Persons and 73 to the 1961 Convention on the Reduction of Statelessness.

The Office seeks to reduce situations of forced displacement by encouraging States and other institutions to create conditions which are conducive to the protection of human rights and the peaceful resolution of disputes. In all of its activities, it pays particular attention to the needs of children and seeks to promote the equal rights of women and girls.

The Office carries out its work in collaboration with many partners, including governments, regional organizations, and international and non-governmental organizations. It is committed to the principle of participation, believing that refugees and others who benefit from the Office's activities should be consulted over decisions which affect their lives.

## GLOBAL PRESENCE (AS OF 30 SEPTEMBER 2018)

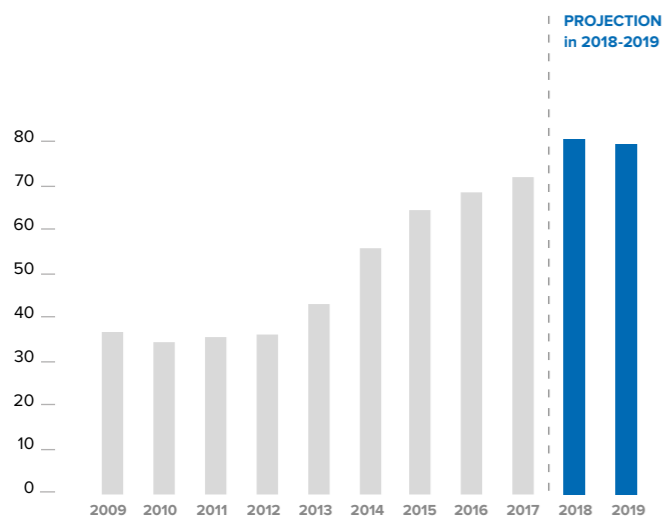
UNHCR IS PRESENT IN 137 COUNTRIES IN 517 LOCATIONS

**16,371**  
GLOBAL WORKFORCE

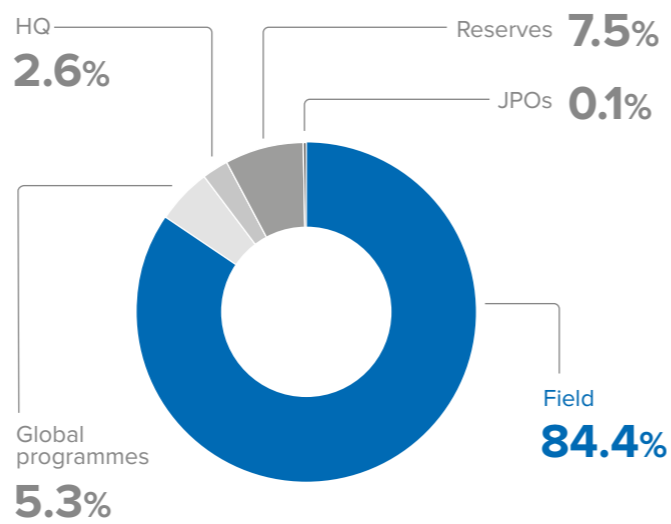
**11,871**  
STAFF MEMBERS

**4,500**  
AFFILIATE WORKFORCE MEMBERS\*

## 71.4 million people of concern



## \$8.591 billion global budget



## Key figures

In 2019, the requirements for programmed activities\* stand at \$7.939 billion. The percentage breakdown by Pillar is presented below.

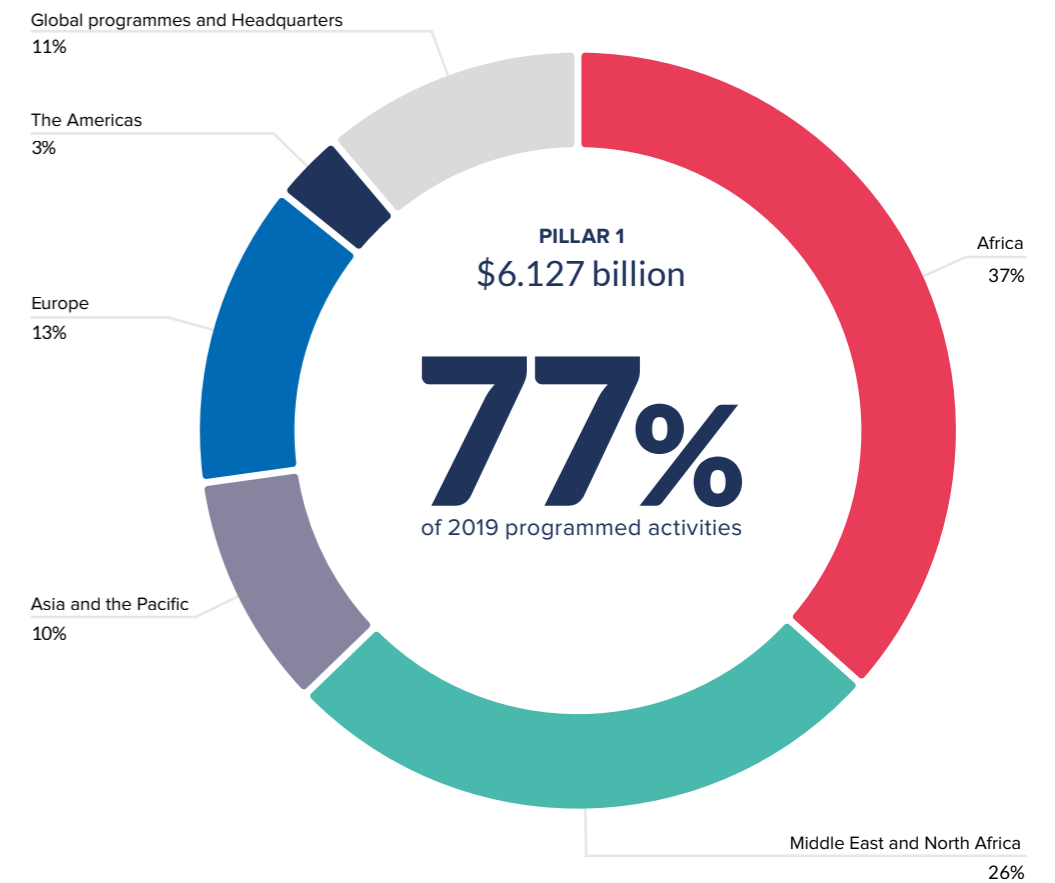
## PILLAR 1 - REFUGEE PROGRAMME

More than **two-thirds** of all refugees\*\* come from five countries

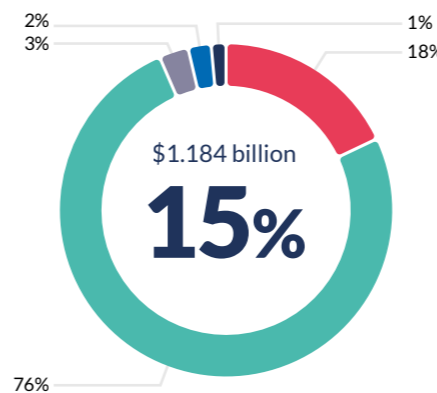
Country	Number of people
Syrian Arab Republic	6.3 million people
Afghanistan	2.6 million people
South Sudan	2.4 million people
Myanmar	1.2 million people
Somalia	986,400 people

### Major refugee hosting countries

Country	Number of refugees**
Turkey	3.5 million
Pakistan	1.4 million
Uganda	1.4 million
Lebanon	998,900
Islamic Republic of Iran	979,400
Germany	970,400
Bangladesh	932,200
Sudan	906,600

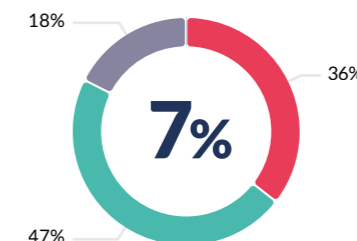


## PILLAR 4 - IDP PROJECTS



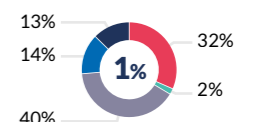
## PILLAR 3 REINTEGRATION PROJECTS

\$553.1 million



## PILLAR 2 STATELESS PROGRAMME

\$74.2 million



\* Programmed activities are defined as field, global programmes and Headquarters activities only, excluding reserves and the Junior Professional Officer (JPO) programme.

\*\*By the beginning of 2018.

\* The affiliate workforce includes UNVs, individual contractors and consultants hired through UNOPS or directly, deployees, and interns.





# The need for common purpose

*Displaced children warm their hands over burning scrap outside their home, a former commercial building now host to multiple displaced families in Sana'a, Yemen.*

© UNHCR/Shadi Abusneida

As we take stock and look ahead to 2019, the scope and complexity of UNHCR's work continues to deepen—a direct, and very visible, consequence of fractured societies, and of a world struggling to make and sustain peace. The need for common purpose to address refugee flows and the dynamics driving them, and to tackle the complex causes of exclusion and statelessness, has never been more pressing.

In the course of this decade, the number of people of concern to UNHCR has risen steadily against a bleak outlook for

solutions, and this looks likely to continue. For refugees and the internally displaced alike, opportunities for return in safety and dignity have not kept pace with the rate of new displacements. Every continent has been affected, in truly global patterns, even though the impact is overwhelmingly concentrated in developing regions. Political solutions to conflicts have remained out of reach.

The impact of large-scale refugee flows on the countries next to those in crisis has been jarring and profound. Communities in remote border areas and the urban areas





UNHCR chief visits refugee projects in Tenosique, close to the Guatemalan border, Mexico.

where refugees seek protection have struggled to absorb the impact of new arrivals—on their services, infrastructure, labour markets, and the environment. Yet, by and large, borders have remained open to people fleeing conflict and persecution, and the generosity of both new and long-standing host countries has been remarkable.

Population flows have become more complex and difficult to address as displacement due to conflict and violence intersects with factors such as climate change, poverty and growing inequality. The lack of regular migration channels and pathways to solutions for refugees forces people into perilous journeys, prey to criminal networks and beyond the protection of the law.

The reaction of some countries further away from conflict zones has been deeply regrettable. The institution of asylum—one of the most ancient and shared gestures of solidarity in the history of humankind—has been compromised, and the language of politics is increasingly ruthless. People fleeing brutality and war are turned back at borders, imprisoned indefinitely and left to perish at sea. Deserving compassion, and entitled to protection, they are instead branded as a threat, as ‘illegal’, their dignity denied, and needs for sustenance and security disregarded. As these disturbing trends unfold, we cannot help but look ahead with apprehension.

And yet, now as perhaps never before, the mandate and contribution of UNHCR is of deep and vital relevance. The need for a humanitarian, non-political entity to help States find practical, workable solutions to today’s complex protection challenges, and to mobilise action towards lasting solutions, has never been greater, and there are also encouraging opportunities ahead.

#### A rallying point for multilateralism and solidarity

Perhaps against the odds, the global compact on refugees has emerged as a rallying point for multilateralism and solidarity, reflecting a realistic balance of the interests and aspirations of host countries, of donors and of others. It is firmly based on existing protection standards, but brings to bear new approaches, arrangements and resources that are already shaping a more predictable, effective and sustainable response, and will be further galvanized as the implementation of the compact begins

in 2019. The compact offers a means to set aside the politics, and converge around a practical, workable model.

Looking across all the regions where UNHCR and its partners work, a quick survey of just some of the complex displacement crises that will persist in 2019 demonstrates why the new approach, engaging a much wider range of actors than in the past, and with a strong emphasis on inclusion, self-reliance, and leveraging solutions, is so urgently needed.

In Asia and the Pacific, the situation of the stateless Rohingya refugees in Bangladesh is an important example. Local response efforts to the initial crisis in 2017 were buttressed by a large-scale humanitarian response, which also had to grapple with the harrowing risks presented by the monsoons. Looking forward to 2019, investments in medium-term arrangements are needed to reinforce economic opportunities, local infrastructure, and essential services for refugees and host communities in Bangladesh. The early involvement of the World Bank and Asian Development Bank is encouraging.

International solidarity is needed for the people of Rakhine, on both sides of the border, encompassing bilateral and multilateral development aid and supporting inclusive and sustainable solutions. This is because the solutions to this crisis lie in Myanmar, and robust action will be needed from the Government there to address the root causes of Rohingya displacement—entrenched discrimination, arbitrary denial of citizenship, and lack of development—and thus enable refugees to begin to envisage a safe, dignified and



sustainable future back home. Together with UNDP, UNHCR stands ready to provide support, in the frame of our tripartite Memorandum of Understanding.

In the Middle East and North Africa, the Syria crisis is entering a new phase in which a non-political, protection-focused approach will be critical as prospects of eventual refugee returns begin to emerge. The key question will be whether conditions on the ground evolve sufficiently to allow for safe, dignified and voluntary return, and for this to be sustainable over time. We will continue to work with others inside Syria to help create the conditions that allow the right to return to be exercised. A safe and secure environment must be guaranteed, as well as access to civil documentation; ways to resolve land and property issues; amnesties in line with international law; and, for some, a means of resolving citizenship issues. Unfettered humanitarian access will be vital to help build confidence.

Reinforcing support and solidarity to the countries across the region that still host 5.6 million refugees will be critical to sustaining their generosity, and also to avoiding premature returns arising from impoverishment and desperation. The resilience-based model developed in the Syria situation, and now at the heart of the Comprehensive Refugee Response Framework (CRRF), remains vital as a means of helping people retain and build the skills and capacities that will help them eventually attain solutions.

From Africa to Europe, the complex protection challenges presented by the mixed flows through Libya and across the Mediterranean will also continue to

challenge us to find creative, lifesaving solutions as thousands of refugees and migrants continue to travel along the same perilous routes. An emphasis on reducing arrivals in Europe has resulted in an increase in the numbers brought back to Libyan shores, where they are exposed to exploitation and detention in horrific conditions. UNHCR is working with the Government to secure alternatives to detention, and to bring the most vulnerable refugees and asylum-seekers to safety, despite operating in precarious and often dangerous circumstances. This operation complements the assisted voluntary return operation for migrants conducted by IOM.

But here, again, solutions must be accelerated, and expanded: more evacuation options; more and faster resettlement from both Libya and evacuation centres; genuine, targeted investments in countries of asylum and transit; and serious, substantive efforts to tackle the root causes of these movements. Rescue at sea and access to asylum in Europe must also be fully restored, and underpinned by a predictable set of arrangements for disembarkation that avoid the weight falling disproportionately on a small number of countries, and the divisive and politicized reactions that this inevitably generates.

In the Americas, the displacement crisis will require our sustained engagement in 2019. Regional cooperation, building on the use of the CRRF in the context of movements driven by poverty, exploitation and gang violence, is now proving crucial in addressing the large-scale outflow from Venezuela and across the region.

The countries affected are to be commended for keeping their borders open, and providing access to asylum or other protection-based stay arrangements. Together with IOM, we will continue to reinforce our regional inter-agency coordination platform, and our Joint Special Representative will continue to work with governments and partners to build regional alliances and foster support.

Political solutions to conflict have been largely absent in recent years, yet, as 2018 draws to a close, there are some grounds for optimism. In South Sudan, the revitalized peace process and steps towards political reconciliation are promising, and may pave the way towards solutions for millions of internally displaced people and refugees. The dialogue initiated between South Sudanese refugee representatives and signatories of the peace agreement must continue. In the Horn of Africa, dialogue between Eritrea and Ethiopia is encouraging, and may give scope for progress on solutions to displacement in that region.

### A full spectrum of responses

Peace will almost certainly remain elusive in many of the displacement situations in which we are currently working, including protracted ones, such as Afghanistan and Somalia. Yet even these situations are not static, and the CRRF includes important elements aimed at pursuing a constellation of solutions, and building the resilience that can pave the way towards these. The CRRF's application, in 15 countries and through two regional frameworks, is bearing fruit and will

increasingly shape responses across the full spectrum of operations. A number of States have taken humane and sometimes courageous decisions to review their laws and policies, reinforce refugee rights, and expand access to national programmes, labour markets and social protection systems.

Broader networks of stakeholders in a range of countries are including refugees and hosting communities in their own programming and activities. The leadership and expertise of the World Bank have been vital, helping trigger a sea change in how development entities engage. The World Bank's IDA18 refugee sub-window and its Global Concessional Financing Facility, together with other ongoing or planned investments by bilateral development entities and regional and international financial institutions, have already mobilised some \$6.5 billion of development funding.

The full effects will take time to emerge, but some changes are already visible, and millions of refugees and members of local communities stand to benefit. The private sector, including the financial services sector, is also playing a prominent role, along with faith groups, sport organisations, and cities.

Progress in applying the CRRF will also help generate prospects for building protection and solutions for the internally displaced, helping UNHCR build on the synergies between these two areas of engagement, in line with our 2017-2021 Strategic Directions. UNHCR now leads, or co-leads, 24 of 26 protection clusters in the field, working to embed protection as

an overarching objective in humanitarian operations in major crises including the Democratic Republic of the Congo, Iraq and Yemen. We are working with OCHA and partners in the Inter-Agency Standing Committee to develop more coherent approaches, oriented towards solutions. Following an operational review, we are now working on policies, preparedness and early engagement, data management, and building versatility and specialization in our workforce.



Resettlement, too, must be restored and reinforced as a tool for solutions, and an instrument for international responsibility-sharing. The number of UNHCR resettlement submissions dropped by 54% between 2016 and 2017, to just 75,200 people—or 0.4% of the global refugee population. In 2018, despite there being 1.2 million people in need of resettlement, UNHCR again expects to be able to submit just over 75,000. Looking

ahead, in 2019, it will be vital to boost the number of places and expand the number of partners, seizing this moment to make resettlement a truly global instrument.

Progress has been made in reducing the number of stateless people through acquisition or confirmation of nationality, as well as in improving data on statelessness. Since launching the 10-year campaign to end statelessness in 2014, more countries have acceded to the Convention on the Reduction of Statelessness than in the four decades following the Convention's adoption in 1961. In 2019, we will mark the half way point of the #IBelong Campaign to End Statelessness with a High-Level Event to mark achievements and galvanize further progress.

I hope as well that the 2019 anniversaries of the OAU Refugee Convention and the Kampala Convention on internal displacement will help galvanize work towards solutions in Africa.

### Repositioning UNHCR for greater effect

As already mentioned, UNHCR's relevance, and potential contribution, has perhaps never been greater, but the evolving environment also calls for adaptation to meet emerging challenges and opportunities, including those presented by the global compact on refugees.

In 2017, we launched a series of internal reforms aimed at repositioning the organisation accordingly, and these will continue through 2019. The first phase of our reform process, to realign Headquarters functions in support of the field, is well under way. We established a new Division of Resilience and Solutions,

reconfigured our partnership and communications functions, and are transforming our human resources capacities. In a decisive new phase, we have now launched a regionalization process and will move towards a decentralized model in the course of next year with the aim of building strong and empowered country offices, and moving authority closer to the point of delivery. Regional Bureaux will be located in their respective regions, and key systems and processes realigned and simplified.

This work is in line with broader UN reforms in the areas of development, and peace and security, and our strong commitment to the Grand Bargain. Since 2016, we have distributed some \$1.4 billion in cash, assisting 8 million people in over 100 countries, demonstrating our strong commitment to the Grand Bargain workstream to increase the use of cash.

Together with the World Food Programme Executive Director, with whom I co-chair the Business Innovations Group, we will continue to strive to transform UN business operations and back offices to create efficiencies and re-focus resources on our core work.

Reinforcing the integrity of our operations will also remain a key focus. UNHCR is a value-based agency, yet operates in fluid, high-risk environments, in which the potential for fraud, corruption, exploitation and abuse is sometimes heightened. These, and other forms of misconduct must be robustly and transparently tackled. In 2018, we launched a new initiative that temporarily embeds additional risk management expertise in selected operations, and this will be further rolled out in 2019.

Our work to tackle sexual exploitation and abuse, and sexual harassment will also continue, striving to embed values such as tolerance, respect, diversity, gender equality into our institutional culture and personal attitudes, and to steer change in the power dynamics in our organisation.

I am deeply grateful for the strong confidence that UNHCR continues to receive from its donors. Funds available in 2018 are estimated to reach \$4.5 billion. However, the gap between requirements and available resources continues to grow and will reach 45% this year. Major crises in Africa, including in Burundi, the Democratic Republic of the Congo, Somalia and South Sudan, are particularly affected.

Looking ahead to 2019 and beyond, the global compact on refugees offers important grounds for optimism: the first global instrument of its kind in more than half a century, and a practical, concrete instrument in which responsibility is shared through predictable arrangements and tangible contributions. Together, we must make it a compelling priority, moving the plight of refugees, internally displaced and stateless persons beyond politics, and bringing attention back to what matters—dignity, rights, and shared humanity.

It is up to all of us to make it work, to ensure that its promise becomes a reality. With your support, UNHCR stands ready to play its part.



# The Special Envoy

Angelina Jolie will continue representing UNHCR and the High Commissioner in her role as Special Envoy. She will undertake advocacy at the highest levels, contributing to the vital process of finding solutions for people forced to flee their homes. She will also lend her support to UNHCR in this important year of implementing the global compact on refugees, as she did on an official mission in October 2018 to Peru to support the work being done by UNHCR, partners, Member States as well as hosting communities in responding to the Venezuela situation.

During her visit to Peru on behalf of the High Commissioner, the Special Envoy met with the Peruvian President along with representatives of the Government to discuss the country's humanitarian response to the steady flow of Venezuelans arriving daily, and with Venezuelans themselves who spoke of what they had gone through. The Special Envoy's own words bear witness to the humanitarian situation unfolding in what is one of the largest movements of people in the region's recent history.

"I have been deeply touched by the dignity and strength of the Venezuelan refugees I have met on this visit, and by the warmth and generosity of the Peruvian people."

She spoke to many refugees who described the situation in their country as desperate. "None of the Venezuelans I met want charity. They want an opportunity to help themselves. The message that I heard consistently was, 'we didn't want to leave, we had to leave'."

During her field mission, the High Commissioner's Special Envoy visited the binational border post at Tumbes and a shelter for Venezuelan refugees and migrants in the Peruvian capital, Lima, observing Peru's generous response to Venezuelan refugees and migrants, and remarking on how it fits into the pattern of an emerging wider, regional, solution to the crisis and its effects.

"At a time when fundamental principles are being questioned, it is more important than ever that we have the systems and resources in place to identify people with genuine refugee and asylum claims and to make sure that they have the support that they need," the Special Envoy said. "It is crucial to reinforce the rule of law, respect for human rights, international protection and asylum systems."



Angelina Jolie meets Venezuelan refugees and migrants in Lima, Peru.

© UNHCR/Santiago Escobar-Jaramillo

**"Most of all, wherever we live, we need our governments to do more to address the conflict and insecurity that is creating refugees, so that people can return to their countries. In my experience the vast majority of refugees want to do just that: they want to return home."**

—Angelina Jolie, UNHCR Special Envoy

In the 17 years she has worked with the UN Refugee Agency, the Special Envoy has observed the number of people of concern to UNHCR—refugees and IDPs driven from their homes by wars and persecution, returnees trying to rebuild their lives, and those who are stateless—rise to more than 71.4 million in 2017 from 35.8 million in 2012.

Angelina Jolie previously represented UNHCR as a Goodwill Ambassador from 2001-2012. She has worked tirelessly, carrying out over 60 field missions and becoming an influential advocate on refugee and displacement matters. Her advocacy for and on behalf of UNHCR and the people it serves is needed now more than ever.



# Strengthening the collective response

*Farmers from the refugee and host community say hello at the irrigation scheme in Melkadida, Ethiopia, where refugees and host communities share land to grow crops.*

The global compact on refugees aims to strengthen the international response to large movements of refugees and protracted refugee situations. It is based on the recognition that protecting people who are forced to flee and supporting the countries that shelter them are shared international responsibilities that must be borne more equitably and predictably. Ensuring responsibility-sharing, particularly in the countries that have hosted the

largest numbers of refugees for the longest time, is a gap in the international refugee protection regime that the global compact seeks to address. Its key objectives include:

- Easing pressures on host countries.
- Enhancing refugee self-reliance.
- Expanding access to third-country solutions.
- Supporting conditions in countries of origin for return in safety and dignity.



## OPERATIONALIZING THE GLOBAL COMPACT IN 2019

The global compact on refugees outlines elements for comprehensive responses to refugee displacement, and a programme of action for operationalizing these responses in a more systematic and sustainable manner. It contains a range of elements directly related to UNHCR's daily work, such as addressing specific needs, preparedness and contingency planning, education and livelihoods. It engages a wide range of stakeholders, including national and local authorities, international and regional organisations, development partners, civil society, the private sector, academia, as well as refugees and host communities. It envisions that these stakeholders will be involved in a variety of ways to facilitate more equitable and predictable responsibility-sharing.

First, as was already elaborated in the New York Declaration, the *Comprehensive Refugee Response Framework (CRRF)* provides a framework for including refugees more fully in the economic and social life of their host societies that involves strengthening national and local infrastructures to ensure they are able to meet the needs of both refugees and host communities. This includes the development of national arrangements to facilitate comprehensive planning and implementation that are government-led and developed with the support of partners. UNHCR supports governments with the development of a comprehensive plan.

Second, a *Global Refugee Forum* will be convened by UNHCR and held every four years at the ministerial level starting in 2019. This Forum will provide an opportunity for States and partners to make pledges in support of the global compact, showcase good practices, and provide updates on progress. Pledges could take the form of financial, material, and technical assistance; changes to national policies, laws, and practices; or the creation or expansion of programmes for solutions in third countries. The pledges will be framed around the key objectives and areas in need of support set out in the global compact.

Third, *support platforms*, involving groups of States, will be dedicated to mobilizing support for the host country and the search for solutions for specific refugee situations. The platforms will galvanize political commitments, facilitate support, and engage development actors early in the process.

Within the global compact, several key initiatives, led by or facilitated with support from UNHCR, are envisaged. An asylum capacity support group will be developed to support governments in the face of large-scale arrivals. A three-year resettlement strategy is planned to broaden the base of resettlement actors, and increase opportunities for refugees to access solutions in third countries. A global academic network will be formed to contribute to the evidence-based policy making and programme evaluation in support of the objectives of the global compact.

UNHCR will also coordinate a technical effort to measure the impact of hosting, protecting, and assisting refugees, with a view to promoting further international cooperation. UNHCR will also coordinate the process for developing indicators for assessing progress towards the goals of the global compact.

Throughout these areas of engagement, and consistent with UNHCR's mandated responsibilities and its organisational change process, UNHCR will play a supportive and catalytic role. Building on existing national and regional plans and strategies, UNHCR will support national leadership and bring in other actors to

support the response through the various responsibility-sharing arrangements set out in the global compact. This will help to strengthen the capacity of host communities to overcome shocks resulting from neighbouring conflict and/or large refugee arrivals and advance the rights of refugees. UNHCR will bring to these efforts its expertise in the provision of international protection, emergency response, and assistance; its understanding of the issues faced by refugees and other people of concern, such as returnees, IDPs, and stateless persons; and, importantly, its rich collection of data on refugee situations.

### Success to date

There is much good practice emerging from the comprehensive responses, with 15 countries now having rolled out the CRRF. Regional agreements in East Africa and Latin America are strengthening refugees' access to national education systems. In East Africa, the regional application of the CRRF for the Somalia situation has seen governments in the region commit to improving the security situation in Somalia and building the capacity of national authorities. In the North of Central America, the regional application of the CRRF is addressing root causes of displacement and strengthening national protection systems, while neighbouring countries facing similar problems are working together to protect and find solutions for refugees.

At the national level, more than a dozen countries from Latin America to Africa to South-West Asia have started to apply the CRRF, adopting a comprehensive approach to refugee issues under government leadership. UNHCR is seeing a broad set of legislative, policy, planning, and operational changes in many host countries. A growing number of countries are taking part in resettlement programmes, with 35 countries now offering this durable solution. Private and community sponsorship programmes are growing, expanding the opportunities for refugees to move to third countries, and helping to create a more welcoming environment for refugees.

For more information, visit the CRRF Global Digital Portal



The rich body of experience obtained to date from the application of comprehensive responses has helped inform UNHCR's priorities in how it will move forward in 2019 to implement the global compact. At national and regional levels, UNHCR will continue to support those countries that have begun practical implementation of the CRRF, and will seize opportunities to expand and strengthen the application of comprehensive responses throughout other countries and regions.

UNHCR will also continue to advocate for increased engagement by development actors in support of refugees and host communities. Development actors and other partners are already starting to think and plan, from the outset of an emergency, about what development support could be deployed for the benefit of refugees and their host communities over the longer term. This could be in the form of financial assistance, data, capacity building, and other forms of support. Additional support to the national education system, for example, would enable refugee children to learn alongside the local children, and strengthening the local health infrastructure would help it to cope with the increased population.

UNHCR will further seek to deepen its partnerships and broaden the range of stakeholders and innovative forms

of support to refugee situations, such as through mobilizing private sector engagement and investment in refugee hosting areas to enable greater social and economic inclusion and build the resilience of refugees and their host communities alike.

Playing this catalytic role requires that UNHCR becomes more innovative. Internal change is already underway with the creation of the Division for Resilience and Solutions to strengthen UNHCR's work in key areas, and with the restructuring of the Partnership and Coordination Service. The revision of the results-based management system and plans for regionalization will also better equip UNHCR for this role.

This catalytic role already has roots in various models of coordination and engagement advanced by UNHCR and partners in recent years to respond to different forced displacement situations, for instance, in meeting the needs of refugees and hosting communities, as well as responding to refugee and IDP emergencies or mixed flows of refugees and migrants. UNHCR will draw upon these experiences in its contributions to the comprehensive responses envisioned in the global compact.

### The compact and all people of concern to UNHCR

The global compact on refugees is specifically about refugees—people who cannot return to their country of origin for reasons of conflict or persecution. However, the compact recognizes that population movements are not always homogenous and may include different groups. Some situations may involve refugees and internally displaced people, for example, or other categories of displaced people such as those affected by natural disasters or environmental degradation, or persons who are stateless or rendered stateless by their displacement. In other contexts, the situation may involve refugees and others moving together.

The compact supports governments seeking assistance from the international community to address these complex situations within a responsibility-sharing framework. Working across borders with refugees as well as within countries with IDPs, UNHCR brings a unique situational perspective and knowledge of affected communities. UNHCR's field presence allows for direct engagement with forcibly displaced populations and affected communities, allowing the Office to bring their views and perspectives into longer-term national processes, from peacebuilding to development.

Responses to such situations could be inspired by or draw upon the architecture of support or operational partnerships set out in the compact, or some of the measures it sets out for addressing displacement situations. Of course, issues affecting IDPs also remain high on the agenda of the international community, and opportunities exist to highlight their needs, for example in the African Union's declaration that 2019 would be the year of refugees, returnees, and IDPs; and the anniversaries of the adoption of the OAU Convention and the Kampala Convention.

The global compact also recognizes a causal link between statelessness and forced displacement, as statelessness can be a root cause of forced displacement and that forced displacement, in turn, can lead to statelessness. The Declaration and CRRF underscore the need to work on addressing the root causes of refugee movements (which may include statelessness), to enable conditions in countries of origin that would be conducive to safe, dignified, and sustainable return. This may include efforts to resolve lack of nationality and recognition before law, and to ensure the immediate birth registration of all refugee children (which also addresses one particular risk of statelessness).

The global compact is flexible and pragmatic in its application, and it must be context-specific. Comprehensive responses have certain characteristics that make them well-suited to action on statelessness, namely national leadership and a "whole-of-society" approach. A particular benefit of including statelessness in comprehensive responses is that advocacy and partnerships strengthened in such responses can generate additional impetus to action on statelessness, including resources and other support. The first Global Refugee Forum in late 2019, as well as the High-Level Event on Statelessness, planned for October 2019 to mark the mid-point of the #IBelong Campaign to End Statelessness, will be important opportunities for States to demonstrate their commitments to ending statelessness.



## KEY PARTNERSHIPS

At the core of the global compact is the idea that refugees should live as members of a host community for their time in exile rather than remain marginalized as inhabitants of a camp. To make this vision a reality, their hosts need support. Systems and services, such as for health, education, safety, and security, should be reinforced for refugees and hosts. Refugees need access to the labour market so that they can support themselves and their communities, contributing to the communities that host them, and strengthening their skills, which are essential to durable solutions.

UNHCR cannot, alone, bring this vision to life. As highlighted in the High Commissioner's Foreword and throughout this Global Appeal, partnership is essential. UNHCR has always worked with a wide range of partners. This is well illustrated by the commemorative efforts that the African Union (AU) will be pursuing in 2019 in celebration of the continent's contributions to advancing human rights instruments, particularly the commemoration of the 1969 Organisation of the African Unity Convention Governing the Specific Aspects of Refugee Problems and the 2009 AU Convention for the Protection and Assistance of IDPs.

In line with the global compact and the wider UNHCR change process, UNHCR is deepening its partnerships and broadening its partnership network. This is occurring in the Americas with relatively new

partnerships with the Organization of the American States and Central American Integration System in the development and implementation of the MIRPS, the regional iteration of the CRRF. The collaboration with the Organisation for Economic Cooperation and Development is also growing, with staff secondments and the launch of the first ever survey of refugee financing in September 2018. Partnerships are further developing with key bilateral development actors, including Japanese Government assistance via the Japanese International Cooperation Agency, the European Commission, German development partners, and the United Kingdom's Department for International Development.

The New York Declaration and the global compact on refugees are integral parts of a trend in recent global efforts towards greater international cooperation, including the 2030 Agenda for Sustainable Development, the 2016 World Humanitarian Summit, the Grand Bargain, and the twin resolutions on Sustaining Peace. They are mutually complementary, aiming to strengthen the international community's efforts for peace, security, and the promotion of human rights, and have created a number of opportunities for 2019 and beyond. Building on commitments it has made in those processes and resolutions, UNHCR will continue strengthening and extending its partnerships in 2019.

In this dynamic landscape, the Office will remain an active participant in inter-agency

forums such as the Chief Executive Board and the Inter-Agency Standing Committee to further policy and strategic reflections on key issues. Recognizing the complexity of operational and political environments, a core issue is designing collective outcomes through "whole-of-society" approaches that cut across traditional sectors and intervention timeframes. Collective outcomes can capitalize on stakeholders' comparative advantages and mandates to transcend longstanding silos. Defining new ways of working, particularly as it pertains to humanitarian-development cooperation, is therefore key and is fundamental to the reform process of the broader UN system, and especially the UN Development System.

As exemplified by UNHCR's co-chair role with WFP of the Business Innovation Strategic Results Group of the UNSDG (formerly UNDG), UNHCR is a keen supporter of the ongoing reform process of the broader UN system. UNHCR is counting on a reinvigorated Resident Coordinators system to support the Office's efforts to deliver on its mandated responsibilities and contribute to the realization of longer-term and solutions-oriented interventions. Within the clusters, UNHCR is also reinforcing its engagement to respond to IDP situations through its cluster lead responsibilities and involvement in humanitarian response plans (see the chapter on *Safeguarding fundamental rights*).

It is also in this spirit that UNHCR will continue to develop its coordination and resource mobilization tools.

Where appropriate, they will align with multi-year interventions and processes for comprehensive responses as set out in the global compact. In 2019, for a combined total of some \$8.932 billion in financial requirements, UNHCR will coordinate six regional plans. Two of those (the 3RP and the RRP for Nigeria) are co-led with UNDP, and a third (the "Regional Refugee and Migrant Response Plan for Refugees and Migrants from Venezuela") with IOM. The partnership with IOM will be a priority, as both organizations look to build on more predictable response arrangements in mixed movement situations involving refugees and migrants.

Partnerships with key UN agencies, such as UNICEF and WFP, will equally be maintained and deepened (see the thematic chapters for more details on some of these relationships). Joint planning and programming with ILO and UNCDF continue to grow (see *Building Better Futures*). With UNDP, based on the findings of a joint review of UNDP-UNHCR cooperation, the two organizations developed a joint Plan of Action to strengthen their collaboration at both the global and country levels to help host countries respond to refugee situations and build longer-term support and solutions for refugees. This work includes, *inter alia*, engagement on SDGs, rule of law, joint resource mobilization, governance, and comprehensive responses.

A collaborative inter-agency effort led by UNHCR, UNICEF and WFP, the UN Partner Portal simplifies and harmonizes UN work processes for partnering with civil society organizations.



## NGO relations

Some of the Office's longest standing and most strategic partnerships are with NGOs, both international and national. These partnerships are multifaceted, involving support in field operations, technical collaboration, policy development, and advocacy.

These partnerships play out primarily in operations with national and international NGOs implementing core activities for people of concern. In 2018, UNHCR is working with nearly a thousand different NGOs, to which it has—as of the beginning of November 2018—channelled some \$550 million in funding. Operational partners (those not directly implementing with UNHCR funds) further add to the invaluable contributions of NGOs to the protection of people of concern in the field.

Their knowledge as first-line responders and participants in an array of global, regional, and national policy fora is vital. The Annual Consultations with NGOs is an acknowledgment of this importance and remains the unique global forum for UNHCR to discuss operational and policy issues with non-governmental partners. The NGO consultations continue to evolve into an increasingly participatory and results-oriented conference, harnessing and rallying the support of civil society to UNHCR's operations worldwide. In the coming years, UNHCR will also hold regional NGO consultations to respond to the ever more complex situations of forced displacement, in line with the regionalization of UNHCR's operations.

Alongside the Annual Consultations, UNHCR holds bilateral consultations with key NGOs and agrees upon core areas of cooperation through the preparation and signing of Memoranda of Understanding. With the International Council for Voluntary Agencies, workshops will continue in selected country operations to enhance dialogue with NGOs. This will contribute to a tighter collaboration between all partners, including with refugees themselves, host communities, local governments, faith-based organisations and the private sector.

“We need to remember that this is about people, about refugees who dream of better lives for themselves and their families, and host communities, the vast majority of which are in low and middle-income countries that themselves aspire to grow and thrive.”

—Jim Yong Kim, President of the World Bank

## Partnerships with multilateral development organisations

Building cooperative partnerships with multilateral development organisations is central to UNHCR's objective of mobilizing greater, long-term support for refugee-hosting countries. The World Bank Group's (WBG) approach to refugee protection as both a development and a humanitarian challenge, for instance, has enabled a new policy dialogue with host countries, improved analytics of refugee and local community poverty, and mobilized significant investment financing.

Combining the World Bank's mandate for economic growth and poverty reduction with UNHCR's responsibilities for delivering protection and finding solutions for refugees, IDPs, and stateless persons, has introduced new approaches and resources to address the socioeconomic consequences of forced displacement for some of the world's poorest and most marginalized populations (see *Building better futures*).

Capital-intensive infrastructure projects in sectors such as transport, energy, communications, and development financing have a transformative impact on local economies and communities. These investments open up possibilities for public-private investment cooperation that can further leverage additional financing and encourage the local enterprise development required for employment and job creation. Such longer-term interventions complement the efforts of humanitarian agencies and contribute to one of the key objectives of the global compact—that of easing pressure on host countries.

In addition to working with UNHCR to bring programmatic expression to humanitarian-development cooperation, the WBG has also leveraged the engagement of other multilateral development banks (MDBs). The Global Concessional Financing Facility (GCFF) for middle-income countries has raised \$500 million in donor grants, enabling the mobilization of \$2.5 billion in low-interest loans.



The European Investment Bank, the European Bank for Reconstruction and Development, and the Islamic Development Bank are beneficiaries of GCOFF project financing, helping to widen their engagement in refugee situations. To date, the focus has been on Jordan and Lebanon, but the GCOFF could be extended to other refugee-hosting middle-income countries in the future should their governments request such support.

Building on the success of the GCOFF, in April 2018, the World Bank formally established the MDB coordination platform for addressing forced displacement and migration. This has further enhanced the possibilities for greater financing

to address longer-term refugee and forced displacement situations. The Africa Development Bank and the Asia Development Bank have already engaged in country operations (Cameroon and Bangladesh), and the Inter-American Development Bank has shown strong interest in mobilizing development financing to address the Venezuela situation.

So far, the World Bank's Governing Board has endorsed for financing through the International Development Association (IDA18) Refugee and Host Community Sub-Window funding for nine countries, with approval expected for six more before the end of 2018.



### New support for refugees also helps hosts

The World Bank has stepped up its involvement in the response to refugee movements. From the financing available through its IDA lending instruments, the World Bank has allocated \$2 billion in concessional loans and grants for low-income countries and local communities that host large numbers of refugees.



Rohingya refugees attend classes with local Bangladeshi students at Kutupalong High School in Kutupalong village, near Cox's Bazar, Bangladesh on June 28, 2018. The school has 1,250 students, aged 11 to 17, of whom 70 are Rohingya refugees.

© UNHCR/Adam Beain

### Data

To address more effectively the social and economic dimensions of refugee situations, the New York Declaration recognized the need for complementary humanitarian and development approaches. Data is central to the success of such efforts. At the global level, data underpins the international agenda and political debate, driving both social perceptions and the prioritization of interventions across countries. At the country level, data is critical to policy making and programming; it enables the effective use of scarce resources through targeting in an optimal way.

UNHCR has increased the scale and scope of its joint initiatives with the WBG on data and analysis in recent years. This has drawn on the experience and insights generated by previous cooperation on a series of analytical studies in the Horn of Africa, the Middle East, and the Lake Chad Basin, and other collaborative efforts are underway. The Joint Data Center on Forced Displacement, a collaboration between UNHCR and the WBG, will become operational in early 2019. Its primary aim is to enhance the ability of stakeholders to share household level socioeconomic data to make timely and evidence-informed decisions that can improve the lives of affected people.

### Private sector

The global compact on refugees creates a unique opportunity and a conducive environment for the private sector to play an increasingly important role to support refugees and hosting communities as part of the "whole-of-society" approach. UNHCR will expand its efforts to explore impact-driven partnerships with the private sector. In 2019, UNHCR will cooperate closely with the local, regional, and international private sector to leverage its presence in the field to:

- Make the business case for supporting refugees and host communities.
- Match the services, skill-sets, and knowledge of the private sector and the comprehensive needs of refugees and host communities.

- Advance policy measures and arrangements that would better encourage investment, including through de-risking arrangements.
- Promote job creation and facilitate economic inclusion.
- Bridge the gap between the humanitarian and development fields in a manner that would encourage greater investment in refugees and host communities with a view of reaping longer-term cost savings.

Where feasible, more holistic, longer-term, and sustainable partnerships with multi-national private sector organizations will be sought in a manner that could address basic refugee needs, while facilitating access to financing, livelihoods, employment, and other services. The Global Refugee Forum will provide an opportunity for private sector progress to be demonstrated in the implementation of the global compact.

At the base of playing a more catalytic role, particularly in engaging a broader network of stakeholders, is UNHCR's own programming, which is undergoing a significant shift. UNHCR has made an institutional commitment to building multi-year, multi-partner perspectives into the Office's planning and budgeting processes. This approach provides flexibility and space for UNHCR to align its plans with those of development and peacebuilding actors, and to focus support on the inclusion of people of concern in national services, systems and civil society.

## MULTI-YEAR, MULTI-PARTNER STRATEGIES

The move towards multi-year, multi-partner (MYMP) strategies enables operations to identify longer-term objectives that establish important linkages to national planning and the work of humanitarian, development and peacebuilding actors in facilitating longer-term transformative change. MYMP strategies define UNHCR's role and specific contribution to national planning for refugees, IDPs, and stateless persons, while ensuring that protection principles are respected. There are now 22 UNHCR operations with MYMP strategies, with close overlap between countries applying the CRRF and/or benefitting from IDA18 programming.

MYMP strategies are a tool to enable UNHCR's field operations to catalyse the application of comprehensive responses. As one of the pilot operations in 2015, UNHCR Costa Rica revised its MYMP protection and solutions strategy in 2017 in sync with the country's engagement in the "Comprehensive Regional Protection and Solutions Framework" (MIRPS in its Spanish acronym). The MIRPS is a pioneering initiative in the application of the global compact on refugees, with regional and country commitments to strengthen reception, admission, and response to immediate needs, support host communities, and expand solutions within an inclusive approach based on responsibility-sharing. Costa Rica's national

chapter of the MIRPS is known as the "Comprehensive National Response and Assistance Framework for Refugees" (the MINARE in Spanish). The MYMP strategy's "theory of change" shows how UNHCR will catalyse and contribute to longer-term positive changes identified in the MINARE.

As illustrated in the adjacent graphic, UNHCR Costa Rica developed a MYMP strategy that identifies the transformative action needed to translate regional and country commitments into concrete changes for refugees and host communities leveraging UNHCR's role (UNHCR outputs) and comparative advantage contributing (outputs) to the anticipated outcomes, together with a broad network of stakeholders (anticipated outcomes). This "theory of change" guides the operation's planning process.

Sufficient, predictable multi-year funding is critical to the gradual realization of the longer-term changes that operations have identified as part of their strategies. To date, none of the 22 MYMP operations have had sufficient funding to implement fully their strategies thus demonstrating their worth, and they face difficult choices in balancing prospects for greater self-reliance, inclusion, and solutions with immediate and lifesaving priorities. The chapter on UNHCR's 2019 funding requirements offers more analysis of the quantity and quality of funding the Office would need, with a special focus on these important operations.

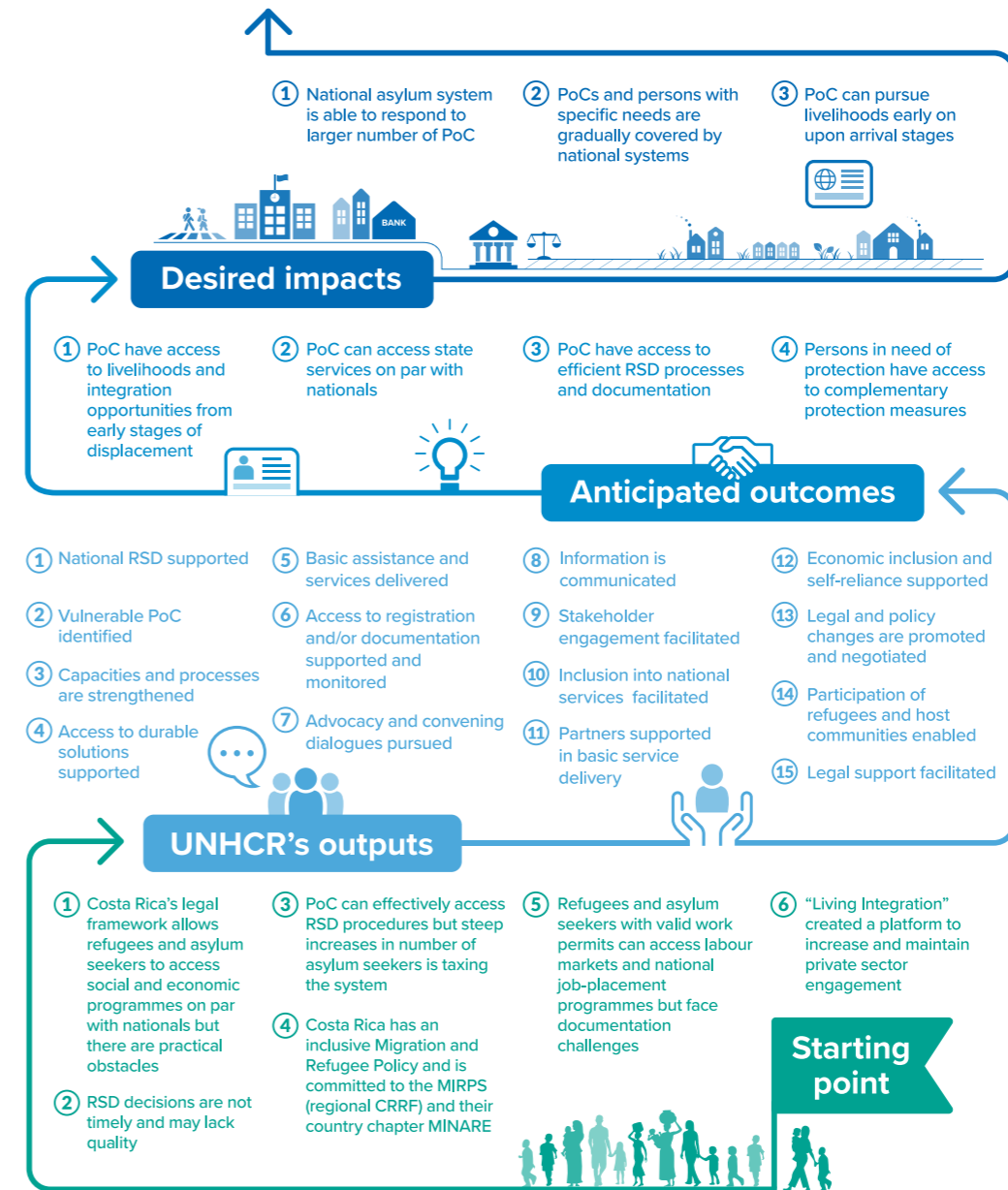
To strengthen MYMP strategies, UNHCR has developed the Solutions Capital Initiative.



## Planning UNHCR's contribution to comprehensive responses: MYMP strategies

Under the leadership of the Government of Costa Rica the national structures, inclusive of local government, civil society and the private sector, are reinforced to respond to considerable increases of PoC seeking asylum in Costa Rica as well as those seeking temporary protection for humanitarian purposes.

 **Costa Rica**  
(2018 – 2020)







### Innovative investment transforms lives in Ethiopia

“Before the canal was built, there was only bush here...We are all brothers and we do things together,” says Ibrahim Abdi Farah, Host Community Irrigation Scheme Chairman at Kobe refugee camp.

A pioneering partnership with IKEA Foundation turns a parched desert into valuable agricultural land for refugees and locals in Ethiopia’s remote Somali region. The canal system that brings precious water to farmers in this remote community in eastern Ethiopia has allowed a parched desert to bloom and a community to flourish.

“This farm has given me freedom. Before my life depended on selling vegetables to cover the needs of my children, and on the assistance we were given. Now, because of this farm, I can buy anything I need,” says Somali refugee Dahaba Hassan Ibrahim.



A farmer works land irrigated by a canal in Melkadida, Ethiopia.

© UNHCR/Dania Dahir

### Campaigns, goodwill ambassadors and high-profile supporters

UNHCR’s #WithRefugees campaign has elevated global consciousness about the need to promote tolerance and respect for refugees, and it remains a strong platform for advocacy and outreach for UNHCR in 2019. It brings together the incredible initiatives led by individuals, civil society organizations, and the private sector around the world who have played a decisive and visible role in providing hope and help to refugees and asylum-seekers. The #WithRefugees Coalition now numbers 450 members, a very committed group of organizations with members who are leaders, innovators, and influencers from academia, the private sector, and the humanitarian world committed to support refugees and give a voice to families forced to flee.

In addition, UNHCR goodwill ambassadors and high-profile supporters will continue supporting #WithRefugees. They are powerful witnesses, able to amplify refugee voices, share the stories of the displaced, build engagement, report back on the work being done by UNHCR and its partners, and support fundraising and donor relations. Some of the goodwill ambassadors—Alek Wek, Emi Mahmoud, Ger Duany, and Khaled Hosseini—were themselves refugees, and their advocacy is enriched and authenticated by their personal experience.

During 2019, #WithRefugees will continue channelling public solidarity by highlighting the expressions of solidarity that are turned into actions to promote inclusion in different contexts.

## CONCLUSION

At the beginning of 2018, there were a record 71.4 million people of concern to UNHCR, and by the end of 2018 it is estimated that number could rise to 79.8 million. New conflicts arise, and old ones rage on. Political solutions are in short supply. Humanitarian programmes for refugees, perennially underfunded, face even more strain amidst unprecedented needs.

There is now widespread global recognition of the need for change, and we have before us promising opportunities to take this forward. The year to come offers a chance to chart a new, more sustainable way forward for refugees and the communities hosting them, and for all those of concern to UNHCR.

“It’s very easy to turn our backs on the abstraction of the enormous numbers of those in need, on ‘the others.’ But standing face to face with one human being, staring them in the eye, hearing their story, experiencing our common humanity, it’s much harder to do nothing. Once you have borne witness you cannot turn away.”

—Cate Blanchett, UNHCR goodwill ambassador

# GLOBAL STRATEGIC PRIORITIES 2018-2019

The Global Strategic Priorities (GSPs) embody UNHCR's commitment to strengthen protection, provide assistance and seek solutions for refugees and other people of concern in critical areas of intervention.

Representing a common set of key priorities and a planning guide for UNHCR operations worldwide, the GSPs also assist field operations in the implementation of overall strategies and country-level plans, in collaboration with partners and in support of national governments. The GSPs also include a set of support and management priorities that guide the work of UNHCR's Headquarters and Regional Offices in providing oversight, risk management, policy development and operational support to field operations.

## PLANNING AND TRACKING

UNHCR articulates its plans based on multi-year protection and solutions strategies. UNHCR operations carry out participatory planning exercises, which involve a joint assessment with partner organisations and key stakeholders including governments, donors, and people of concern. The findings of such assessments guide the operational responses. Furthermore, planning provides an opportunity to ensure a consistent and harmonized approach among operations, in line with global and regional priorities and related strategies.

For this second year of the 2018-2019 biennium, the set of operational GSPs remains identical. This ensures continuity and consistency in monitoring and reporting, but most importantly the set fully supports the five core areas of UNHCR's 2017-2021 Strategic Directions to ensure protection, respond in emergencies, promote inclusion, empower the

people UNHCR serves, and expand opportunities for solutions. UNHCR has also decided not to revise or select additional indicators at a time when the results-based management system and the indicator framework are under revision. This revision will assist in shaping the future approach to assessment, planning, implementing and reporting against UNHCR's GSPs.

Importantly, the GSPs are also reflected in the global priorities of the 2030 Agenda for Sustainable Development and its related Goals (the SDGs). Within the framework of protection and solutions, UNHCR's GSPs cover many SDG areas such as food security, health, education, gender equality, water and sanitation, livelihoods, and peace and justice. Ongoing engagement on issues relating to the 2030 Agenda and SDGs will help strengthen the protection of, and solutions for, refugees and other people of concern in fulfilling the pledge to "leave no one behind". Embracing the SDGs, the development of the Comprehensive Refugee Response Framework and integrating a multi-year approach to operations management are some of the new developments influencing how UNHCR operates worldwide. Furthermore, UNHCR's planned new result-based management system will facilitate operations in better articulating their protection and solutions strategies, as well as work within inter-agency processes such as United Nations Development Assistance Frameworks and national plans through a more flexible design and enhanced process alignment.

The presence of dedicated UNHCR staff at Headquarters, regional, and field levels provides expertise to ensure the GSPs' planning, implementation, monitoring and reporting.

## CHALLENGES

Progress against the GSPs depends upon a range of factors, not all of which are under UNHCR's control, but which require UNHCR to be adaptable and flexible, and to work in a coordinated manner and in partnership. In some instances, it is contingent upon States themselves to enact necessary legislation and refugee laws for operations to achieve planned goals. Limited resources, for example, make it difficult to accommodate a comprehensive response as it requires stringent prioritization placing different GSP areas, such as nutrition and durable solutions, in competition with each other.



Emergencies can also mean targets are not met as operations are disrupted, requiring further reprioritization of resources towards critical lifesaving needs.

## MORE INFORMATION

UNHCR provides aggregated global results on the overall performance against the GSPs, as presented in the matrix that follows. Further operational details are provided within the thematic chapters and the regional summaries of this Appeal, and in more detail on the Global Focus website.



## OPERATIONAL GSPs

	IMPACT INDICATOR	ENGAGEMENT
<b>FAVOURABLE PROTECTION ENVIRONMENT</b>		
 <b>1.</b> Safeguarding access to territorial protection and asylum procedures; protection against <i>refoulement</i> ; and supporting the adoption of nationality laws that prevent and/or reduce statelessness	Extent law consistent with international standards relating to refugees  Extent law and policy consistent with international standards relating to internal displacement and on prevention of statelessness  % of stateless persons for whom nationality granted or confirmed	Seek improvements to national law and policy in <b>80</b> countries so as to be consistent with international standards concerning refugees and asylum-seekers.  Seek improvements to national law and policy in <b>17</b> countries, so as to be consistent with international standards concerning IDPs.  Seek improvements in citizenship laws in <b>40</b> countries, so as to be consistent with international standards on the prevention of statelessness.  Seek to increase the percentage of stateless persons who acquire or confirm nationality in <b>14</b> situations.
<b>FAIR PROTECTION PROCESS AND DOCUMENTATION</b>		
 <b>2.</b> Securing birth registration, profiling and individual documentation based on registration	% of children under 12 months old who have been issued with a birth certificate by the authorities  % of people of concern registered on an individual basis	Seek to increase the systematic issuance of birth certificates to newborn children in <b>53</b> situations.  Seek to maintain or increase levels of individual registration in <b>96</b> refugee situations.







## OPERATIONAL GSPs

	IMPACT INDICATOR	ENGAGEMENT
<b>SECURITY FROM VIOLENCE AND EXPLOITATION</b>		
<b>3. Reducing protection risks faced by people of concern, in particular, discrimination, SGBV and specific risks faced by children</b>	<p>Extent known SGBV survivors receive appropriate support</p> <p>Extent community is active in SGBV prevention and survivor-centred protection</p> <p>% of unaccompanied and separated children for whom a best interest process has been initiated or completed</p> <p>Extent children of concern have non-discriminatory access to national child protection and social services</p>	<p>Provide and seek improved provision of support to known SGBV survivors in <b>95</b> refugee operations, <b>10</b> situations where UNHCR is operationally involved with IDPs, and <b>3</b> returnee situations.</p> <p>Seek improved community involvement in SGBV prevention and protection of survivors in <b>58</b> refugee situations, <b>8</b> situations where UNHCR is operationally involved with IDPs, and <b>4</b> returnee situations.</p> <p>Seek to maintain or increase the proportion of unaccompanied or separated refugee children for whom a best interest process has been completed or initiated in <b>74</b> refugee situations.</p> <p>Seek to increase the non-discriminatory access to national child protection and social services in <b>37</b> refugee situations, <b>4</b> situations where UNHCR is operationally involved with IDPs, and <b>3</b> returnee situations.</p>

### BASIC NEEDS AND SERVICES

<b>4. Reducing mortality, morbidity and malnutrition through multi-sectoral interventions</b>	<p>Prevalence of global acute malnutrition (GAM) (6-59 months)</p> <p>Under-5 mortality rate</p>	<p>Seek to maintain UNHCR standards or reduce level of GAM in <b>36</b> situations where refugees live in camps or settlements.</p> <p>Seek to maintain UNHCR standards or reduce mortality levels of children under 5 years old in <b>44</b> situations where refugees live in camps or settlements.</p>
<b>5. Meeting international standards in relation to shelter, domestic energy, water, sanitation and hygiene</b>	<p>% of households living in adequate dwellings</p> <p>Average number of litres of potable water available per person per day</p>	<p>Seek to maintain or increase the percentage of households living in adequate dwellings in <b>48</b> refugee situations, <b>15</b> situations where UNHCR is operationally involved with IDPs, and <b>7</b> returnee situations.</p> <p>Seek to maintain or increase the level of water supply in <b>46</b> refugee situations.</p>

	IMPACT INDICATOR	ENGAGEMENT
<b>COMMUNITY EMPOWERMENT AND SELF-RELIANCE</b>		
<b>6. Promoting active participation in decision-making of people of concern and building coexistence with hosting communities</b>	<p>% of active female participants in leadership/management structures</p> <p>Extent local communities support continued presence of people of concern</p> <p>% of people of concern (18-59 years) with own business/self-employed for more than 12 months</p>	<p>Seek improved participation of women in leadership/management structures in <b>54</b> refugee situations and <b>4</b> situations where UNHCR is operationally involved with IDPs.</p> <p>Seek improvements in relations between people of concern and local communities in <b>65</b> refugee situations.</p> <p>Seek to maintain or increase the percentage of people of concern who are supported to improve their business/self-employment opportunities in <b>38</b> operations.</p>
<b>7. Promoting human potential through increased opportunities for quality education and livelihoods support</b>	<p>% of primary school-aged children enrolled in primary education</p>	<p>Seek improved enrolment rate of primary school-aged children in <b>95</b> refugee situations.</p>

### DURABLE SOLUTIONS

<b>8. Expanding opportunities for durable solutions for people of concern, particularly those in protracted situations, including by strengthening the use of comprehensive approaches and contributing to sustainable reintegration, local settlement and successful resettlement in third countries</b>	<p>Extent return has been voluntary, and in safety and dignity</p> <p>Extent returnees have same access to rights as other citizens</p> <p>Extent social and economic integration is realized</p> <p>% of people of concern, identified in need of resettlement, submitted for resettlement</p>	<p>Support refugees to return voluntarily, and in safety and dignity, in <b>40</b> situations where conditions permit.</p> <p>Support returnees in <b>11</b> situations to reintegrate in a sustainable manner, with the same access to rights as other citizens.</p> <p>Support local integration in <b>42</b> refugee situations where conditions permit.</p> <p>Seek to maintain or increase the percentage of people submitted for resettlement among those identified in need of resettlement, thereby supporting solutions in <b>74</b> situations.</p>
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# SUPPORT AND MANAGEMENT GSPs

INDICATOR	
<p><b>1.</b> UNHCR's programmes are carried out in an environment of sound financial accountability and adequate oversight</p>	<ul style="list-style-type: none"> <li>Financial management and reporting are strengthened at UNHCR Headquarters and in the field through streamlined and enhanced systems, with effective guidance on financial controls provided and applied.</li> <li>Accounts are recorded and disclosed in full compliance with the International Public Sector Accounting Standards (IPSAS), and UNHCR obtains maximum benefits from the standards applied.</li> <li>Cash-based interventions (CBIs) are supported by a robust financial control framework and business processes that are embedded in the delivery system.</li> <li>Partnership arrangements are simplified and harmonized in collaboration with stakeholders, including other United Nations entities, and the share of resources entrusted to local partners is increased.</li> </ul>
<p><b>2.</b> UNHCR's operations deliver quality protection and facilitate solutions to people of concern and effectively advocate for their rights</p>	<ul style="list-style-type: none"> <li>Global protection and solutions capacity and response are strengthened through direct operational support, enhanced monitoring and partnerships.</li> <li>The promotion of gender equality is enhanced and accountability to people of concern is reinforced at global and operational levels.</li> </ul>
<p><b>3.</b> UNHCR facilitates effective responses to forced displacement and statelessness through strengthened protection and solutions frameworks, advocacy and operational partnerships and the promotion of inclusion in national systems</p>	<ul style="list-style-type: none"> <li>National, regional and global protection frameworks and capacities are strengthened through effective implementation of supervisory responsibility and advocacy, in close collaboration with States and other relevant actors, including international development and peacebuilding entities.</li> <li>Protection of displaced and stateless persons is strengthened, and pathways to solutions are expanded through new partnership arrangements, support to strengthen national systems and institutions, and implementation of comprehensive responses.</li> </ul>
<p><b>4.</b> UNHCR facilitates responsible and comprehensive use of data and information for decision-making and advocacy, including by partners and people of concern</p>	<ul style="list-style-type: none"> <li>UNHCR and partners manage and use data and information, following a principled, systemized and collaborative approach to enable evidence-based actions, programme design and resourcing decisions for quality protection outcomes.</li> <li>Information and analysis on the situation of refugees and other people of concern is made available to support their inclusion in international and national development frameworks.</li> <li>Data and information management approaches, including storing and sharing of personal data, respect protection practices and privacy concerns.</li> </ul>
<p><b>5.</b> UNHCR makes effective use of and contributes to improving inter-agency humanitarian coordination mechanisms and drives efforts to place protection at the centre of humanitarian action</p>	<ul style="list-style-type: none"> <li>Effective coordination and leadership is established for refugee responses and for UNHCR-led clusters at the global and operational levels.</li> <li>UNHCR provides protection expertise and analysis to guide and inform joint humanitarian action.</li> </ul>
<p><b>6.</b> Multi-year, multi-partner protection and solutions strategies, supported by results-based management (RBM) approaches, facilitate collaboration and effective inclusion of people of concern in national systems and development frameworks, in pursuit of the sustainable development goals and development frameworks, in pursuit of the sustainable development goals</p>	<ul style="list-style-type: none"> <li>Multi-year, multi-partner strategies are informed by improved joint needs assessments and are developed and implemented in consultation with key stakeholders, including national authorities, civil society, development partners and private sector representatives.</li> <li>UNHCR's RBM systems support collaborative and evidence-based planning and monitoring.</li> </ul>

INDICATOR	
<p><b>7.</b> UNHCR, in collaboration with partners, provides refugees and other people of concern with the possibility to meet their needs, enhance their protection and support their transition to solutions through the expanded use of CBIs</p>	<ul style="list-style-type: none"> <li>UNHCR is equipped with the relevant systems, tools, skills and processes to implement and scale up CBI programmes in an accountable manner.</li> <li>UNHCR pursues the objective of common cash transfer arrangements with partners, in line with UNHCR's CBI policy and strategy.</li> </ul>
<p><b>8.</b> UNHCR strengthens emergency preparedness, maintains and builds capacity to mobilize rapidly and effectively in response to emergencies</p>	<ul style="list-style-type: none"> <li>Core relief items are stocked to provide emergency assistance for up to 600,000 people and dispatched within 48 hours*.</li> <li>Active standby capacity is maintained and UNHCR and partner personnel, with appropriate leadership, coordination and protection skills, are available for immediate deployment to emergency operations.</li> <li>Representation of local and national partners and communities is increased in preparedness action planning.</li> <li>A proactive approach to security management is applied through a qualified security workforce, security training and support to emergencies.</li> </ul>
<p><b>9.</b> UNHCR is optimally prepared to respond to global forced displacement challenges, through a diverse workforce of talented and highly performing people, who are flexible and able to be deployed in a timely manner, and who benefit from comprehensive care and support from the organization</p>	<ul style="list-style-type: none"> <li>Strategic workforce planning that accounts for diversity and gender balance is improved through analysis of current and future talent requirements.</li> <li>Career management is supported through the provision of learning opportunities and performance review, and is informed by the organizational demand for skills.</li> <li>A fair and transparent assignments framework ensures diversity and gender balance in the deployment of qualified personnel through efficient human resources systems, particularly in the context of emergencies and high risk operations.</li> <li>Minimum standards of occupational health and safety for UNHCR's workforce are implemented across operations.</li> </ul>
<p><b>10.</b> UNHCR mobilizes political, financial and operational support from public and private sectors through effective strategic partnerships and fundraising strategies, as well as through evidence-based multimedia communications and targeted campaigns, building empathy and awareness among the general public and shaping the global dialogue on forced displacement</p>	<ul style="list-style-type: none"> <li>Resource mobilization strategies are enhanced to increase funding from public and private sources, through existing and new creative approaches.</li> <li>Partnerships with Member States of the Executive Committee, United Nations agencies, NGOs and other partners are maintained and enhanced through regular and substantive dialogue.</li> <li>Strategic external communication activities are strengthened through targeted multimedia campaigns, timely public updates and increased outreach to target audiences, building a strong community of supporters.</li> <li>Political and operational support from private and public sectors is expanded to improve the welfare of displaced populations and host communities.</li> </ul>

\* The indicator of dispatching relief times in 48 hours was revised to 72 hours due to customs and logistical requirements. Further clarification will be provided at the Standing Committee in September 2019.



# UNHCR's 2019 Financial Requirements

UNHCR's biennial programme budget presents the consolidated budgetary requirements based on a global needs assessment of people of concern. This update to the 2018-2019 Global Appeal presents the budget for 2019, which stands at \$8.591 billion based on needs assessed in the first quarter of 2018, as well as a summary of the current budget for 2018 (\$8.275 billion, as at 30 June 2018).

This chapter provides an update of the overview of the planning process used to identify needs UNHCR foresees for refugees, returnees, stateless persons,

IDPs, and others of concern. It also offers an update on the financial resources UNHCR will require in 2019 in order to provide them with protection, assistance and solutions.

More detailed information on UNHCR's 2019 programmes and priorities are available in the regional and thematic chapters in this publication, and at the sub-regional and country levels on the [Global Focus website](#), UNHCR's main operational reporting platform for donors.



To adapt to new dynamics and the opportunities of today, the Office needs sufficient, predictable, flexible and multi-year funding. Grounded in the core elements of the Strategic Directions—to protect, respond, include, empower and solve—UNHCR needs this funding to:

- Be an effective custodian of international standards preserving human dignity and rights for refugees, including access to asylum.
- Respond quickly, reliably and effectively in emergencies, laying the ground for solutions from early on.
- Foster the same reflexes in situations of internal displacement as those for refugees.
- Galvanize the transformation of responses to refugees that are more inclusive and empower them to contribute to their new communities and secure their own futures.
- Pursue a constellation of solutions for people of concern, including boldly following through on its commitment to end statelessness.

TABLE 1 | UNHCR's FINANCIAL REQUIREMENTS 2019 | USD

REGION AND SUB-REGIONS	ALL PILLARS	PILLAR 1	PILLAR 2	PILLAR 3	PILLAR 4	TOTAL
	2018 Current budget	2019 Refugee programmes	2019 Stateless programmes	2019 Reintegration projects	2019 IDP projects	
<b>AFRICA</b>						
Central Africa and the Great Lakes	608,012,994	472,261,532	2,797,860	21,378,030	65,099,245	561,536,667
East and Horn of Africa	1,786,517,971	1,499,302,942	5,788,161	137,010,483	98,303,230	1,740,404,816
Southern Africa	124,314,175	121,446,924	1,488,290	-	-	122,935,214
West Africa	293,525,936	150,542,057	13,348,857	38,224,511	49,141,435	251,256,860
<b>SUBTOTAL AFRICA</b>	<b>2,812,371,075</b>	<b>2,243,553,455</b>	<b>23,423,168</b>	<b>196,613,025</b>	<b>212,543,910</b>	<b>2,676,133,558</b>
<b>THE AMERICAS</b>						
North America and the Caribbean	35,757,493	30,924,909	8,415,010	-	-	39,339,919
Latin America	160,843,538	155,782,158	981,548	-	16,963,267	173,726,972
<b>SUBTOTAL THE AMERICAS</b>	<b>196,601,031</b>	<b>186,707,066</b>	<b>9,396,558</b>	<b>-</b>	<b>16,963,267</b>	<b>213,066,891</b>
<b>ASIA AND THE PACIFIC</b>						
Central Asia	8,615,999	6,185,054	2,491,094	-	-	8,676,147
East Asia and the Pacific	14,267,114	16,308,866	340,292	-	-	16,649,158
South Asia	27,683,367	25,110,127	660,869	-	-	25,770,996
South-East Asia	326,588,056	365,616,263	25,684,380	-	12,388,301	403,688,943
South-West Asia	323,792,426	201,088,924	558,163	96,856,958	21,320,010	319,824,055
<b>SUBTOTAL ASIA AND THE PACIFIC</b>	<b>700,946,962</b>	<b>614,309,233</b>	<b>29,734,798</b>	<b>96,856,958</b>	<b>33,708,311</b>	<b>774,609,300</b>
<b>EUROPE</b>						
Eastern Europe	491,461,911	423,208,992	2,484,926	-	26,492,668	452,186,586
Northern, Western, Central and Southern Europe	339,179,776	338,275,234	2,913,325	255,925	-	341,444,483
South-Eastern Europe	45,029,501	34,920,930	4,769,808	-	-	39,690,738
<b>SUBTOTAL EUROPE</b>	<b>875,671,189</b>	<b>796,405,156</b>	<b>10,168,059</b>	<b>255,925</b>	<b>26,492,668</b>	<b>833,321,807</b>
<b>MIDDLE EAST AND NORTH AFRICA</b>						
Middle East	2,236,998,371	1,353,548,662	1,483,544	259,382,854	867,487,265	2,481,902,325
North Africa	244,564,051	248,781,451	-	-	26,968,830	275,750,281
<b>SUBTOTAL MIDDLE EAST AND NORTH AFRICA</b>	<b>2,481,562,422</b>	<b>1,602,330,113</b>	<b>1,483,544</b>	<b>259,382,854</b>	<b>894,456,095</b>	<b>2,757,652,606</b>
<b>SUBTOTAL FIELD</b>	<b>7,067,152,679</b>	<b>5,443,305,023</b>	<b>74,206,127</b>	<b>553,108,761</b>	<b>1,184,164,251</b>	<b>7,254,784,162</b>
Global programmes	451,806,883	457,775,437	-	-	-	457,775,437
Headquarters <sup>1</sup>	226,606,472	226,394,435	-	-	-	226,394,435
<b>SUBTOTAL PROGRAMMED ACTIVITIES</b>	<b>7,745,566,034</b>	<b>6,127,474,895</b>	<b>74,206,127</b>	<b>553,108,761</b>	<b>1,184,164,251</b>	<b>7,938,954,034</b>
Operational Reserve	497,756,755	620,168,102	-	-	-	620,168,102
"New or additional activities - mandate-related" Reserve	20,000,000	20,000,000	-	-	-	20,000,000
Junior Professional Officers	12,000,000	12,000,000	-	-	-	12,000,000
<b>TOTAL</b>	<b>8,275,322,789</b>	<b>6,779,642,998</b>	<b>74,206,127</b>	<b>553,108,761</b>	<b>1,184,164,251</b>	<b>8,591,122,136</b>

<sup>1</sup> The Annual Programme Budget includes allocations from the UN Regular Budget as follows: \$42.9 million for 2018, \$43.3 million for 2019. All values are provisional, subject to approval of final United Nations Programme Budget and subsequent recosting.  
Note: subtotal for the Americas does not include supplementary requirements of \$72 million for the Venezuela situation, requested after ExCom approval of the 2019 budget.

## “Donors have been generous, but funding and resettlement places are insufficient, and I am worried by signals of declining support.”

—Filippo Grandi, High Commissioner for Refugees, at the 69<sup>th</sup> session of the UNHCR Executive Committee

The requirements in the 2019 budget are to respond to the needs of a projected 78.7 million people of concern (see [Table 2](#)). While the figures for 2017 reflect verified statistics, those for 2018 and 2019 are projections based on the anticipated evolution of situations during the planning year. The projections also take into account the current population size, the average population growth, any expected movements, as well as changes in the status of people of concern to UNHCR.

When compared to 2017, the number of people of concern is expected to increase by approximately 8.4 million people (12%), by the end of 2018. The main increases are expected in relation to IDPs (approximately 2.9 million, mainly in Africa) and IDP returnees (approximately 2.8 million, mainly in Africa as well). From 2018 to 2019, an overall decrease of approximately 1 million people of concern (1%), is projected, driven by the projected decrease in the number of IDPs in the Middle East and North Africa region.

TABLE 2 | PROJECTED NUMBERS OF PEOPLE OF CONCERN 2017-2019

	(in thousands)		
	2017	2018	2019
	Actual	Projection	Projection
<b>PEOPLE OF CONCERN</b>			
Refugees <sup>1</sup>	19,941	21,453	21,316
Asylum-seekers (pending cases)	3,091	2,626	2,715
Returnees (arrival during the year)	667	659	972
People under UNHCR statelessness mandate <sup>2</sup>	2,796	3,154	3,040
Internally displaced people (IDPs) <sup>3</sup>	39,119	41,993	40,495
Returned IDPs (during the year)	4,229	7,037	6,885
Others of concern	1,596	2,909	3,350
<b>TOTAL</b>	<b>71,440</b>	<b>79,831</b>	<b>78,774</b>

<sup>1</sup> Includes people in refugee-like situations.  
<sup>2</sup> In addition to 2,796,180 persons under UNHCR's statelessness mandate in 2017, 932,200 stateless refugees in Bangladesh and 125,600 stateless IDPs in Myanmar are already accounted for under the lines "refugees" and "IDPs" respectively.  
<sup>3</sup> Includes people in IDP-like situations.

### Overview on 2018 budget and funds available

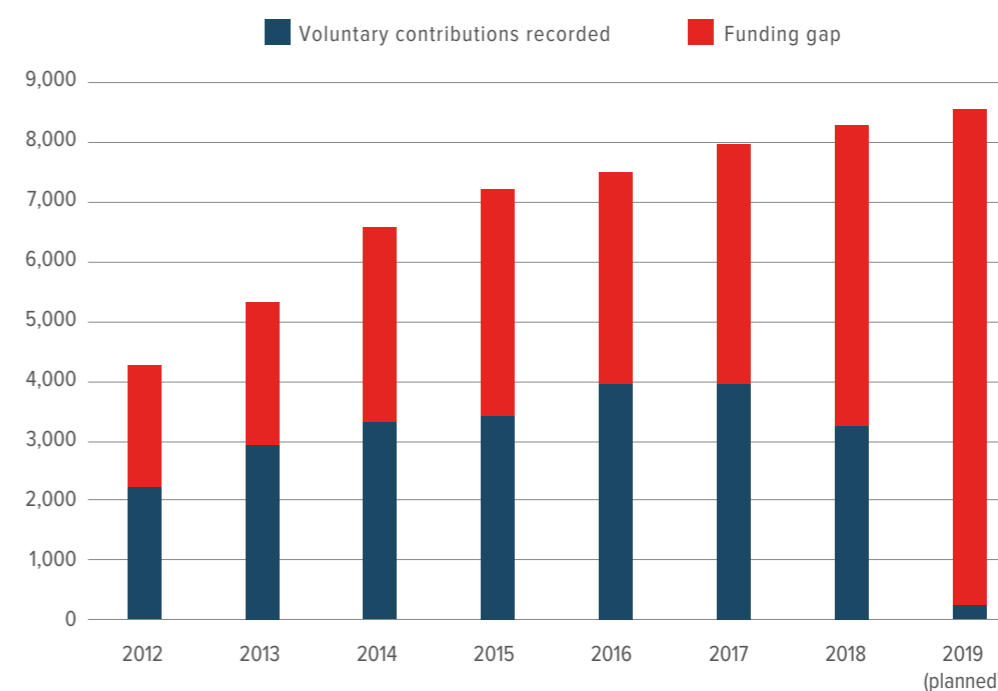
At its 68<sup>th</sup> session in October 2017, the Executive Committee approved the original programme budget for 2018 of \$7.50 billion. The High Commissioner established six supplementary budgets for a total of \$766.9 million to address unforeseen needs in the Central Mediterranean, Congolese, Myanmar, South Sudan, Syria and Venezuela situations. These adjustments led to a revised 2018 budget of \$8.275 billion, an increase of 10%.

Regarding funds available, at the 73<sup>rd</sup> session of the UNHCR Standing Committee in September 2018, UNHCR

reported estimated total funds available for the year of \$4.526 billion. This included \$3.212 billion in recorded voluntary contributions, projected voluntary contributions of \$794 million, carry over from 2017 of \$427 million, the United Nations Regular Budget contribution of \$43 million, and other estimated income and adjustments of \$50 million.

The six supplementary budgets were established for emergencies that occurred or deteriorated in the course of 2018 and, in some cases, after the needs for the 2019 proposed budget were assessed in early 2018. Thus, their financial implications are not entirely reflected in the proposed budget tables.

FIGURE 1 | UNHCR'S ANNUAL REQUIREMENTS vs VOLUNTARY CONTRIBUTIONS 2012-2019 | USD millions



\*Recorded contributions as of 24 September 2018.

Up-to-date details of the contributions of UNHCR's donors can always be found on the Global Focus website





### UNHCR's budget structure and methodology

UNHCR's updated programme budget for the 2018-2019 biennium continues to be driven by extensive planning and formulated on the basis of comprehensive needs identified through a global needs assessment (GNA). Requirements are assessed through a participatory approach with people of concern and in consultation with various stakeholders in the field, and budgets are prepared to respond to the full range of needs identified. A thorough global review process also ensures that UNHCR's comprehensive plans adopt a realistic and coherent approach that aligns with the Global Strategic Priorities (GSPs) and the High Commissioner's 2017-2021 Strategic Directions.

The Strategic Directions set out five core directions on which UNHCR will focus for the next five years: ensuring protection; effectively responding to emergencies; promoting inclusion and self-reliance, including through the engagement of development actors; empowering people of concern to UNHCR; and pursuing solutions.

The GSPs serve to steer planning in UNHCR's operations worldwide. They are designed as part of the Office's commitment to results-based management and to facilitate reporting on aggregated global results. The GSPs also align with UNHCR's commitments made under the 2030 Agenda for Sustainable Development, the World Humanitarian Summit, and the Grand Bargain. (For more information on these, see the chapter on the *Global Strategic Priorities 2018-2019*.)

The operational plans that constitute the GNA present a portfolio of responses intended to allow people of concern to not just survive, but to be able to contribute to their community, whether it be a host community pending realization of a durable solution or the community in which people of concern find themselves with the realization of a durable solution. It is calculated on the projection of 78.7 million people of concern to UNHCR in 2019, and gives due consideration to six main aspects:

- UNHCR's estimated capacity to implement the planned programmes with available resources.
- The presence and degree of involvement of other actors.

- The specific political and environmental context.
- Capital investments or requirements needed in infrastructure.
- The most cost-effective way of achieving the intended results.
- UNHCR's level of engagement and responsibilities in IDP operations within an inter-agency response.

Programmed activities are defined as field, global programmes and Headquarters activities, excluding reserves and the Junior Professional Officer (JPO) programme.

- Field operations – operational activities budgeted by region and carried out in operations around the world.
- Global programmes – technical activities undertaken by substantive divisions at UNHCR Headquarters but that are of direct benefit to field operations globally.
- Headquarters – work carried out by divisions and bureaux located in Geneva, Budapest, Copenhagen and New York, which provide leadership and management, policy guidance, administrative support, and managerial and programmatic assistance to field operations.

The programme budget is also presented under the pillar structure, which represents the needs of particular population groups:

- Pillar 1: Global refugee programme.
- Pillar 2: Global stateless programme.
- Pillar 3: Global reintegration projects.
- Pillar 4: Global IDP projects.

As the budget can only be implemented to the extent that resources are made available during the implementation period, UNHCR maintains a phased approach and continuously reprioritizes and adjusts its programmes accordingly. Dynamic spending ceilings regulate the level of expenditure authorized, based on funding availability. UNHCR is also heavily bound by the way the funds are allocated to it. In order to address evolving operational requirements, UNHCR regularly reviews its financial situation, projected income and underfunded situations for real time allocation of resources, while respecting donors' earmarking.

### 2019 BUDGET BREAKDOWN AND OPERATIONAL FOCUS

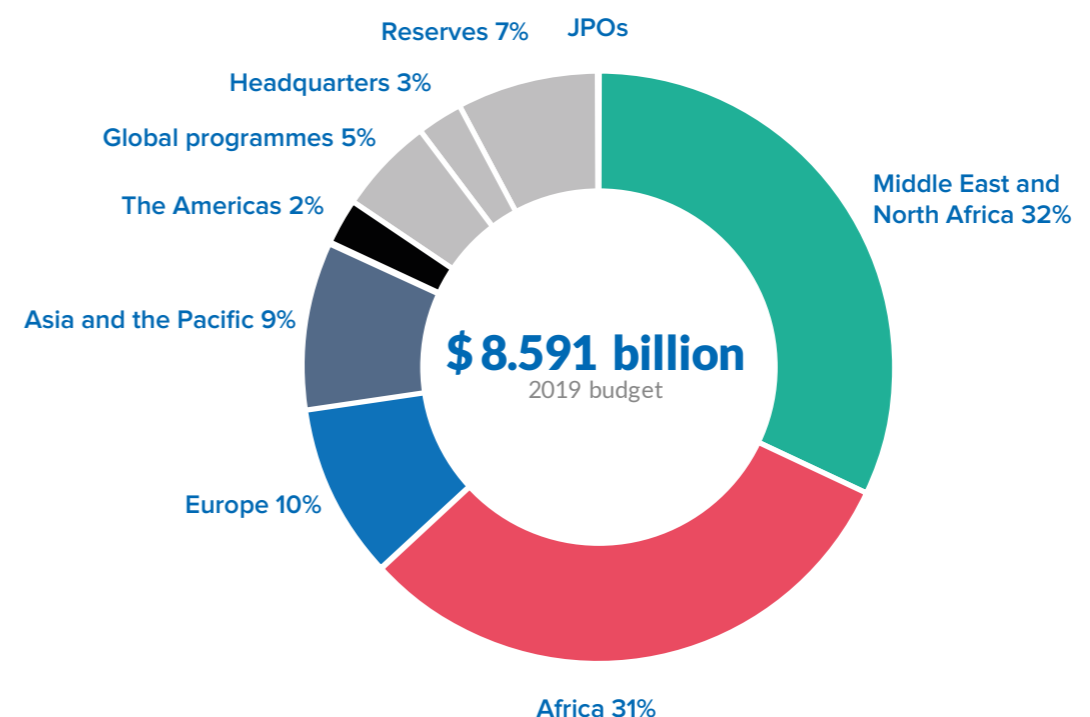
The proposed revised budget for 2019 is \$8.591 billion, a 4% increase compared to the 2018 current budget. This increase derives from some notable budget changes at the regional level. Both the Asia and the Pacific and the Middle East and North Africa regions have each increased requirements by 11%, with the Americas increasing 8%. These increases, in part, are offset by Africa and Europe, both of which decreased by nearly 5%. The Middle East

and North Africa region now surpasses Africa as the largest, comprising 32% with total requirements. Requirements for global programmes and Headquarters remain stable at 5% and 3% respectively.

UNHCR's programme budget is presented in more details below along three main lines of analysis: by region, by pillar, and by rights group.

Figure 2 provides a visual presentation of the percentage breakdown of the proportion of the budget allocated to each of the five geographical regions, as well as to global programmes, Headquarters, JPOs and the reserves.

FIGURE 2 | 2019 BUDGET BY REGION | Percentage

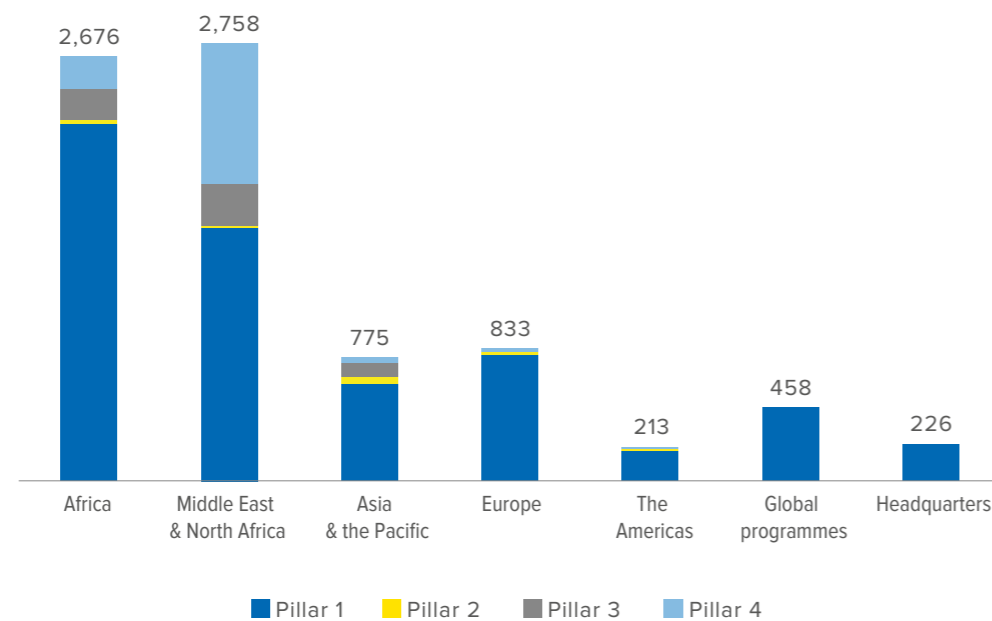


\*JPOs: \$12 millions

Figure 3 displays the budgets by pillar, showing the portion that has been allocated regionally. Pillar 1's requirements of \$6.779 billion for the global refugee programme—which also includes requirements for the global programmes, Headquarters, reserves and JPOs—constitute 79% of the total requirements of the four pillars. Geographically, 57% of UNHCR's Pillar I budget will be assigned to Africa and the Middle East and North Africa. The region with the highest percentage of Pillar I planned expenditure as a proportion of the overall regional budget will be Europe at 95%.

Pillar 4 continues to represent the second largest budgeted pillar with requirements budgeted at \$1.184 billion, or 14%. Pillars 2 and 3 represent respectively 1% and 6% of the total budget. The region to receive the highest regional percentage under Pillar 4's budget will be the Middle East and North Africa, at 76%. For Pillar 2 the highest percentage of budgets will be spent in Africa and Asia and the Pacific, and in Africa and the Middle East and North Africa for Pillar 3.

FIGURE 3 | 2019 BUDGETS BY REGION AND PILLAR | USD millions

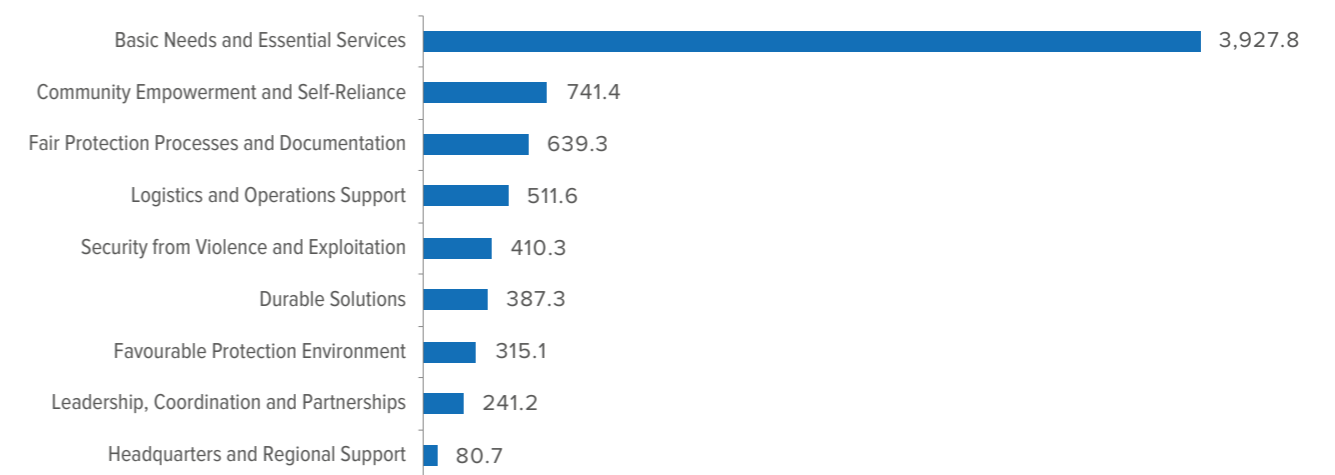


Note: The chart does not include budgets for Operational Reserve, "New or additional activities - mandate-related" Reserve, and Junior Professional Officers.

Figure 4 presents the consolidated field budgets by rights group, which are thematic groupings of objectives with a similar theme used for planning and budgeting, the total requirements for which come to \$7.254 billion. Of that total, \$3.927 billion—54%—is for providing basic needs and essential services such as shelter, health, water and sanitation, and food. It also will include the priority of assisting people of concern through cash-based interventions where this is the most appropriate modality, in line with UNHCR's Grand Bargain commitments.

Assistance, including case support to meet basic needs and thereby ensure survival, is a key protection intervention and often a critical step to ensuring long-term protection. The provision of assistance where national social protection capacity is insufficient or not possible is also a key element in supporting protection interventions. The requirements for basic needs and services are slightly up on what was requested in 2018 and, given the focus on narrowing the humanitarian–development divide, expectations should be managed regarding decreases in what is required to provide people of concern with the basics for their survival and dignity.

FIGURE 4 | FIELD BUDGET BY RIGHTS GROUP | USD millions





# Resource mobilization in 2019

Internal and external changes require a deliberate and joined-up resource mobilization effort by UNHCR to adapt and thrive. UNHCR’s fundraising goal is to secure sufficient, predictable, flexible, and multi-year funding to enable it to protect, respond, include, empower and solve. As an agency almost entirely dependent on voluntary contributions, this is not an easy task.

UNHCR is not alone in facing difficulties in raising sufficient resources in a competitive funding environment. This environment is one of finite resources from a limited number of committed donors, but with a multitude of actors and needs—both humanitarian and development—far outpacing contributions. With the 2030 Agenda, needs have moved from the billions to the trillions. Donors’ accountability to tax payers and boards is another central defining feature of this competitive funding environment.

## BROADENING THE DONOR BASE

UNHCR depends heavily on a small number of donors. In 2017 the top three donors—the United States, Germany, and the European Union—provided 61% of total contributions, with the next seven public donors raising this to 78%.

UNHCR strives to broaden this base. Central to this aim is raising funds from the private sector. The percentage of funding received from this sector has been consistently increasing, reaching 10% of total contributions in 2017. In the public sphere, UNHCR aspires to increase the number of public donors contributing \$20 million or more.

### Key indicators for funding

- Quantity: the amount of funding received.
- Quality: whether the funding is earmarked or unearmarked, which determines in large part the flexibility of the funding.
- Timeliness: how early in the year funding is received.
- Predictability: how reliable or firm are the indications that funding will be received.
- Diversification: how wide is the range of donors from which funding is sought and secured.

### Quantity, timeliness & quality of funds

Since adopting the GNA, UNHCR has never been fully funded. UNHCR has grappled with a funding gap which, excluding 2018, has averaged 43% since 2012. (Figure 1 above). Related to the amount of funding, timing is also a critical factor. UNHCR started 2018 with a record amount of \$857.1 million pledged by donors at the December 2017 pledging conference. Despite that, by mid-year only 26% of the total budget had been received. UNHCR estimates that 18% of total contributions will be recorded in the last quarter of the year, some of which will need to be implemented in the last few months.

### Multi-year funding

In the context of partial funding and increased earmarking, UNHCR has a narrow margin to address the longer-term protection and solution work that is being advanced through the gradual expansion and institutionalization of multi-year, multi-partner (MYMP) strategies.

Moving out of the confines of annual programming requires a greater amount of more predictable and flexible funding. However, UNHCR receives limited amounts of multi-year funding, defined as funding which is contributed predictably over a two-year period or more. For 2018, only some 2% of contributions recorded to date are multi-year compared to 16% in 2017. Moreover, these funds are invariably earmarked. The vast majority of the 22 operations engaged in the institutionalization of MYMP strategies have not benefited from these multi-year funds.

To enable UNHCR to properly implement this reform, the Office is proposing a donor pact, called the Solutions Capital. The pact aims to mobilize additional support to enable a select group of operations to fully implement their MYMP protection and solution strategies. Additional funding would also position the Office to reinforce processes, tools and guidance for MYMP strategies and the reform of the results-based management system (see as well the chapter on *Strengthening the collective response*).

Solutions Capital pact available here.



### The importance of flexible funding for UNHCR's "situations"

Crises are pushing people of concern to UNHCR into multiple locations, over greater and greater distances. For cases when an emergency has repercussions that go beyond the borders of the country in which it originated, UNHCR uses the term "situation" for its advocacy, planning, budgeting and fundraising. Situations are interlinked, one crisis generating impacts in another, or with the impacts felt far away. Crossing borders and sometimes continents, situations reflect the operational complexity of today's displacement crises, and the concomitant difficulties UNHCR and its partners have in planning and responding. In 2019, UNHCR will begin the year with 16 situations, in all five of its regions, with the majority of them occurring in Africa. All together, these situations will involve 72 operations, and account for some \$7 billion of UNHCR's budget

A significant challenge to UNHCR in responding to such situations is the continued trend of increasing earmarking. While 2018 data is not final, around 70% of contributions to date is tightly earmarked (country level or below). The combined share of flexible funding (unearmarked and softly earmarked) has declined from 35% in 2017 to around 30% in 2018, and from 52% in 2012.

Earmarking has both operational and efficiency costs, often resulting in complex and additional reporting requirements that add expense and challenge to UNHCR's financial and operational systems. Unearmarked funding, on the other hand, greatly facilitates UNHCR in kick-starting an emergency response, bolstering forgotten or under-resourced crises, and enabling the fullest possible implementation of programmes.

In 2017, UNHCR received \$588.7 million in unearmarked contributions, of which 68% was allocated to the field. In allocating unearmarked funding, UNHCR employs a cautious, meticulous balancing act that factors in earmarking contributions, funding gaps and the arrival of funding throughout the year against UNHCR's programme budget. Unearmarked allocations help to ensure that UNHCR's activities align with the needs identified through the GNA, which form the basis of UNHCR's programme.

Unlike flexible funding, earmarked funds restrict UNHCR's ability to be a needs based actor. If the proportion of flexible—especially unearmarked—funding continue to decrease and donor preferences do not align with UNHCR's own prioritization, the capacity to respond to identified needs also decreases. As partial funding necessitates prioritization, this scenario creates extra challenges for UNHCR to pursue a programme approach.

## UNHCR'S RESOURCE MOBILISATION STRATEGY

The challenge of securing sufficient, timely and flexible funding is not a new phenomenon. Addressing these decade-long trends while adapting the Office to the present dynamics and opportunities is key to UNHCR's resource mobilisation strategy.

Resource mobilization is and will remain a corporate responsibility. Pursuing comprehensive approaches, UNHCR's change processes and regionalization will make involvement of the field in fundraising even more crucial. The main services with resource mobilization as their core responsibility—Donor Relations and Resource Mobilization, and Private Sector Partnerships—will work in close collaboration with all relevant stakeholders to demonstrate UNHCR's value for money, effectiveness, and impact. Transparency and accountability to donors and affected populations will remain at the forefront of all efforts.

UNHCR will focus on maintaining the support of a solid donor base while dedicating resources to broaden it and tap new and additional sources of funding among private and public donors, vertical funds such as Gavi, the Vaccine Alliance, or the Global Fund, or the range of UN pooled funds. These efforts will seek to leverage private and public funds to maximize their impact: the aim is to

mobilize additional funds for UNHCR as well as partners. The refugee response plans (RRPs) will remain the primary vehicle for coordinating and mobilizing resources for comprehensive inter-agency responses to refugee emergencies (see the chapter on *Strengthening the collective response*).

For 2019, UNHCR will coordinate six regional plans. Two of those (the 3RP and the RRP for Nigeria) are co-led with UNDP and a third (the "Regional Refugee and Migrant Response Plan for Refugees and Migrants from Venezuela") with IOM. Where appropriate, these appeals are an integrated yet distinct part of the inter-agency humanitarian response plans. By way of comparison, in 2018, some \$8 billion were appealed for through RRP, of which 34% funding has been received for UNHCR and partners.

Another area that is evolving, but is still in its infancy, is the inclusion of people of concern into national budgets and development programmes. Bilateral development partners are adapting their programming and development funding to be more inclusive of people of concern. The partnership with the World Bank continues to flourish, offering new financing and funding opportunities to refugee hosting governments. New opportunities related to resource mobilization are also emerging with regional banks, with private sector actors and OECD, as well with the reform of the UN Development System.



UNHCR will continue building partnerships and its advocacy efforts for greater inclusion and more financing for refugee programming, and is hopeful these efforts will allow it to decrease engagement in some current areas of programming which, in turn, will allow UNHCR to focus on underfunded gaps. As development programming is of a much longer nature with an aim to be sustainable, it will take time before the impact of its inclusion on UNHCR's budget can be clearly measured. Attention is already being given to putting in place mechanisms to measure the impacts this inclusion might have on UNHCR's budget alongside existing analysis of budgets, expenditures and funding levels. This internal effort is further complemented by efforts to monitor funding levels for refugee programming beyond UNHCR.

### Raising funds from the public sector

The majority of UNHCR's funding—approximately 90% in 2017—comes from public sector donors, and the Office's focus will therefore be on adapting and realigning its government fundraising efforts. UNHCR's objective is to create, strengthen and elevate relationships with public sector donors using a targeted and proactive approach in order to maximize flexible support for the priorities of the Office. Central to this relationship-building will be effectively marketing UNHCR's core functions, as well as its enhanced convening and catalytic role in the

context of the global compact and CRRF, and presenting UNHCR as an essential, responsive, collaborative and high-performing organization.

This will be achieved by:

- Strengthening dialogue between UNHCR and donors to better align programmatic interests, demonstrate the efficient and transparent use of funds, and enhance donor visibility.
- Enhancing synergies internally—between services with resource mobilization as their core responsibility, bureaux, support divisions and colleagues in donor capitals as well as central field operations—to develop substantive country-level fundraising strategies with host governments, donors and key stakeholders, taking into account the host government's ability and interests alongside those of donors and other key stakeholders.
- Increasing communications that convey the effectiveness of UNHCR and partners' work and its impact on people of concern and, by extension, the value of supporting that work. These communications will be heavily data-driven, including information from a revised results-based management system.
- Boosting collaboration with partners to jointly mobilize resources for people of concern through RRP and other joint fundraising platforms and donor outreach.

### Raising funds from the private sector

UNHCR's objective is, by 2025, to raise \$1 billion annually from the private sector. This is an avowedly ambitious goal, and reflects the appreciation of the growing role of the private sector within the organisation, and the great commitment shown by private individuals and partners who have chosen to engage with UNHCR in support of refugees and other people of concern.

The majority of this projected funding (\$700 million) is expected to come from small donations from up to 5 million individual donors worldwide, most of which will be unearmarked. This will represent UNHCR's largest source of such funding. To build on this platform of support, UNHCR plans to reach out widely with thematic campaigns to engage with up to 25 million supporters by 2025.

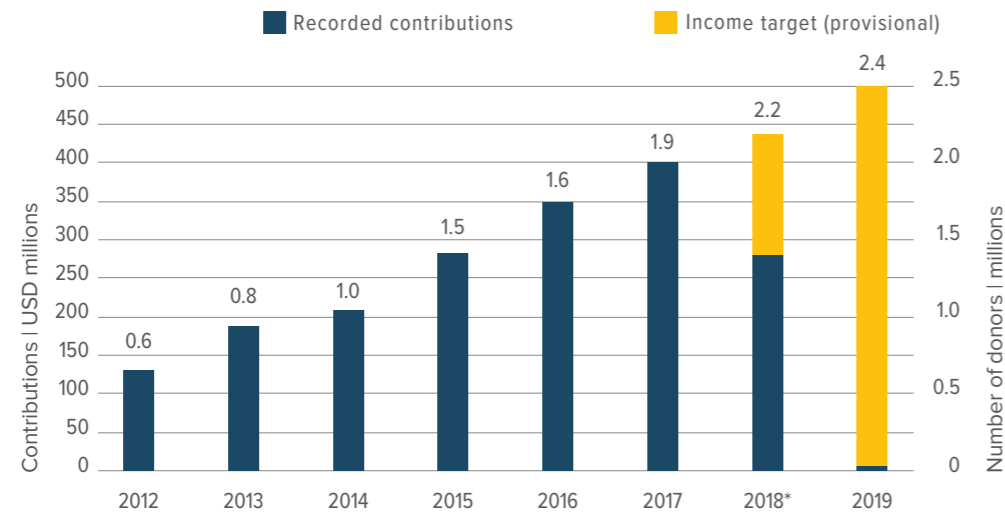
The remainder (\$300 million) is expected to come from companies, private philanthropists and foundations. The philanthropic relationship is evolving to strategic partnerships bringing together financial and operational support as lead actors seek new ways to engage with UNHCR to leverage their expertise and make a significant impact.

In 2019, UNHCR aims to raise \$500 million from the private sector: \$355 million from private individuals and \$145 million from partners. More than half of the funds (\$260 million) will be unearmarked. This will be achieved through:

- Close collaboration with seven national partners which, collectively, raise more than half of UNHCR's income from the private sector: *Argentina con ACNUR*, Australia for UNHCR, *España con ACNUR* (Spain), Japan for UNHCR, *Sverige för UNHCR* (Sweden), *UNO Flüchtlingshilfe* (Germany), and United States of America for UNHCR.
- Through dedicated offices in more than twenty national fundraising operations around the world.
- In partnership with global companies, foundations and philanthropists such as the the Bill and Melinda Gates Foundation, Educate A Child, IKEA Foundation, Qatar Charity and UNIQLO.
- Through global digital outreach via English, Arabic, French and Spanish language hubs.

UNHCR welcomes Argentina con ACNUR as its seventh national partner in 2019.

FIGURE 5 | CONTRIBUTIONS AND NUMBER OF DONORS FROM THE PRIVATE SECTOR



Figures for 2018-2019 are estimates based on current trends and data.

With UNHCR's new campaign, people will be encouraged to join a global movement in solidarity with families forced to flee their homes.



There are three areas of special focus in 2019.

**Core countries** – UNHCR will be prioritizing fundraising investments in 15 countries and regions where there is a fundraising operation in place, and where significant potential for UNHCR to grow private sector income has been identified. These are Australia, Canada, France, Germany, Hong Kong SAR China, Italy, Japan, the Netherlands, the Republic of Korea, Spain, Sweden, Switzerland, the United States of America, the United Kingdom of Great Britain and Northern Ireland, and the Middle East and North Africa region.

**Campaigns** – the first global campaign, *Nobody Left Outside*, concludes at the end of 2019 having raised over \$20 million in 17 countries and achieved a significant, positive impact for refugees. The focus in 2019 will be to raise funds for the Refugee Housing Units. Absorbing the lessons

learnt from *Nobody Left Outside*, UNHCR's new campaign—called *Two billion kilometres to safety*—will aim to mobilize at least 1.5 million people in 25 countries. Additionally, UNHCR will continue to innovate and grow its annual Ramadan campaign, and launch a campaign to raise funds for cash-based interventions.

**Partnerships** – UNHCR has a long history in working with companies, foundations and philanthropists. However, its share of the overall market is relatively small in comparison with other humanitarian organisations working with refugees. This will be addressed with a strategy to broaden our collaboration and engagement with the sector in key countries, focusing on partnering with wealthy individuals, private foundations and corporations to draw on their expertise, financial resources and networks to provide solutions for refugees.

## CONCLUSION

2019 holds great potential for UNHCR, however, the Office's means to fully seize historical opportunities offered by the global compact on refugees and adapt to the evolving operational context will greatly depend on financial support. What follows summarises preferences for income in 2019 against the quality and quantities of income received in 2018. UNHCR will strive

in 2019 to bring these two columns into better alignment as called for in the global compact for refugees, the World Humanitarian Summit, and the Grand Bargain, all of which advance critical funding reforms such as:

- Increasing multi-year planning and funding.
- Reductions in earmarking.
- Harmonizing and simplifying reporting requirements.

Preferences for income in 2019 would be as follows

In 2018, UNHCR received\*

**Unearmarked funding is the priority for resource mobilisation.** Contributed without restrictions on its use, unearmarked funding allows UNHCR the critical flexibility in how best to reach refugees and other populations of concern in the greatest need and at the greatest risk.

15% in unearmarked funding, or \$482.8 million

Secondly, funding which is **softly earmarked at the situational or regional level**: meaning, funding that can be used across the range of countries and activities in a given region or situation in accordance with the priorities and activities identified by UNHCR.

16% in softly earmarked funding, or \$502.1 million

Thirdly, funding which is **earmarked at the country level**. Funding of this type allows UNHCR to allocate funding to its planned activities within a country in a context-specific manner.

47% in earmarked funding, or \$1.511 billion

Fourthly, funding which is **earmarked to the sectoral or thematic level within a country**. This is the most restrictive level of funding.

16% in tightly earmarked funding, or \$529.4 million

For all types of funding, **multi-year funding is most desirable**, without unduly burdensome reporting requirements.

Around 2% of the \$3.212 billion in voluntary contributions came from multi-year funding so far in 2018. In 2017, the percentage was 12%. The quantity is not only low, these funds are heavily earmarked.

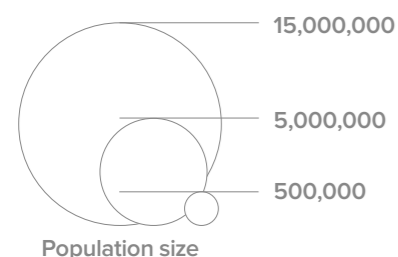
Ideally, **all funds raised should be flexible in their implementation period**; meaning, UNHCR should be able to carry funds to the following year. This will enable the smooth continuation of activities, make operations more predictable, and avoid situations of UNHCR receiving funds it may not be able to spend within the calendar year.

\* Funding data as of 24 September 2018.

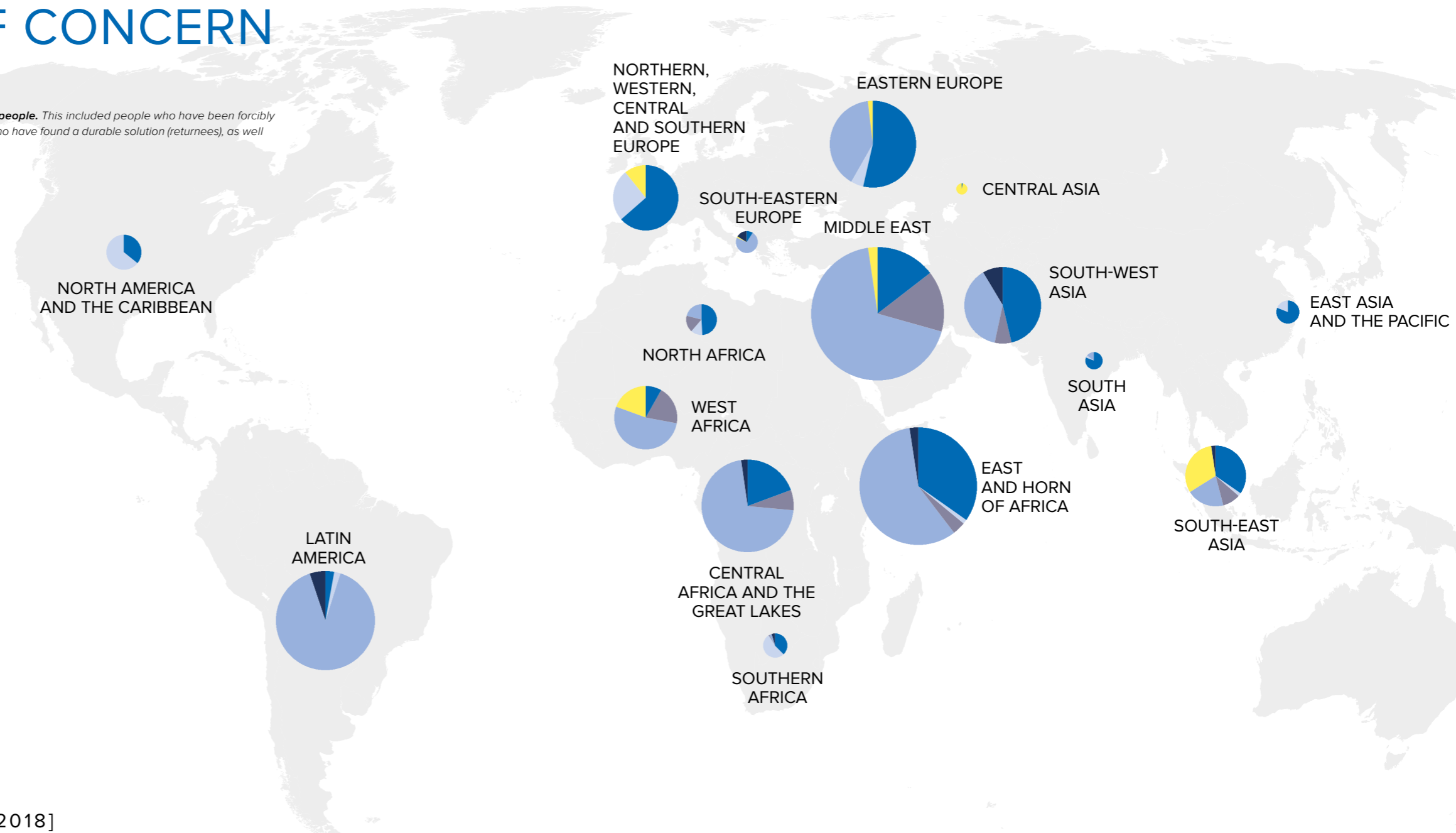


# POPULATIONS OF CONCERN TO UNHCR

In January 2018, the **total population of concern to UNHCR stood at 71.4 million people**. This included people who have been forcibly displaced (refugees, asylum-seekers, and internally displaced people) and those who have found a durable solution (returnees), as well as stateless persons, most of whom have never been forcibly displaced.



- Refugees
- Asylum-seekers
- Returnees (refugees and IDPs)
- Stateless persons
- Internally displaced people (IDPs)
- Others of concern



[AS OF JANUARY 2018]

Sub-region	Refugees	Persons in refugee-like situations <sup>(1)</sup>	Total refugees	of whom assisted by UNHCR	Asylum-seekers	Returned refugees <sup>(2)</sup>	IDPs protected/assisted by UNHCR <sup>(3)</sup>	Returned IDPs <sup>(4)</sup>	Stateless persons	Various <sup>(5)</sup>	TOTAL POPULATION OF CONCERN
Central Africa and the Great Lakes	1,444,034	31,709	1,475,743	1,336,023	62,430	167,378	5,426,857	378,316	974	175,107	<b>7,686,805</b>
East and Horn of Africa	4,307,820	-	4,307,820	3,769,619	148,600	56,667	7,196,092	387,056	18,500	293,750	<b>12,408,485</b>
West Africa	286,919	-	286,919	286,676	15,798	296,189	1,873,617	410,887	692,115	15,362	<b>3,590,887</b>
Southern Africa	197,722	-	197,722	87,441	281,966	6,287	15,128	-	-	25,924	<b>527,027</b>
North Africa	393,122	26,000	419,122	345,117	101,474	-	180,937	149,883	-	1	<b>851,417</b>
Middle East	2,260,595	25,226	2,285,821	2,115,502	133,360	78,086	10,780,055	2,268,772	370,872	15,436	<b>15,932,402</b>
South-West Asia	2,448,506	-	2,448,506	1,515,387	3,798	60,568	2,011,433	314,289	-	448,032	<b>5,286,626</b>
Central Asia	3,518	-	3,518	3,382	754	1	-	-	108,899	2	<b>113,174</b>
South Asia	219,439	-	219,439	35,493	11,299	1,586	39,322	408	-	625	<b>272,679</b>
South-East Asia	1,099,895	51,159	1,151,054	1,095,607	54,042	2	665,051	319,167	2,102,950*	80,180	<b>3,314,667</b>
East Asia and the Pacific	382,633	4,581	387,214	699	90,026	-	-	-	851	5	<b>478,096</b>
Eastern Europe	3,618,198	15,187	3,633,385	1,210,787	318,385	13	2,690,888	-	133,080	-	<b>6,775,751</b>
South-Eastern Europe	34,868	4,415	39,283	16,451	1,061	399	316,027	193	10,288	71,348	<b>438,599</b>
Northern, Western, Central and Southern Europe	2,435,552	6,054	2,441,606	24,749	989,182	-	-	-	408,971	6,008	<b>3,845,767</b>
North America and the Caribbean	392,996	-	392,996	1,066	701,455	2	-	-	6,092	2,794	<b>1,103,339</b>
Latin America	91,265	159,934	251,199	49,502	177,268	203	7,923,109	-	391	461,615	<b>8,813,785</b>
<b>TOTAL</b>	<b>19,617,082</b>	<b>324,265</b>	<b>19,941,347</b>	<b>11,893,501</b>	<b>3,090,898</b>	<b>667,381</b>	<b>39,118,516</b>	<b>4,228,971</b>	<b>3,853,983*</b>	<b>1,596,189</b>	<b>71,439,506</b>

The data are generally provided by governments, based on their own definitions and methods of data collection. A dash ("-") indicates that the value is zero, not available or not applicable. All data are provisional and subject to change. More information on people of concern to UNHCR in 2017, including statistical trends and changes of global displacement during the year, can be found in the "2017 Global Trends" report.

<sup>(1)</sup> Includes groups of persons who are outside their country or territory of origin and who face protection risks similar to those of refugees, but for whom refugee status has, for practical or other reasons, not been ascertained.

<sup>(3)</sup> Includes IDPs who are in IDP-like situations.

<sup>(2)</sup> Includes refugees who have returned to their place of origin during 2017. Source: country of origin and asylum.

<sup>(4)</sup> Includes IDPs protected/assisted by UNHCR who have returned to their place of origin during 2017.

<sup>(5)</sup> People of concern to UNHCR not included in the previous columns but to whom UNHCR may extend its protection and/or assistance.

\* The stateless population includes 932,204 Myanmar refugees in Bangladesh and 125,575 stateless IDPs in Myanmar who are also counted in refugee and IDP populations.



# Africa

## FOREWORD

With the continuing deterioration of the global humanitarian situation, the Africa region continues to be significantly affected as existing conflicts go without resolution and new ones emerge.

The continent still hosts the largest number of displaced people worldwide.

The concerning cross-border displacement trends of 2018 are likely to continue—and even deteriorate—in 2019, mainly triggered by conflict and election-related tension in the Democratic Republic of the Congo (DRC), violence in the Central African Republic (CAR), conflict and food insecurity in Somalia and South Sudan, and human rights violations across the region. Since October 2017, the Africa region has also seen a deepening of the crisis in the north-west and south-west regions of Cameroon. Over 430,000 people have been internally displaced, and over 30,000 Cameroonian refugees fled into Nigeria between September and November 2018.

Despite these concerning challenges, Africa continues to have a historic tradition of welcoming, protecting and assisting the forcibly displaced. It has developed regional frameworks, including the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (the Kampala Convention), which have inspired collective action, cooperation and solidarity to address forced displacement. In the face of adversity, African countries are showing how to do things differently, with remarkable examples of States pursuing policies fostering refugee inclusion and self-reliance. These governments are to

*The majority of Cameroonians seeking asylum in south-eastern Nigeria are women and children. Most are sheltering in rooms with up to 20 people and no privacy.*



be applauded for demonstrating strong leadership in adopting solid protection and response frameworks, with eight countries and one regional situation applying the Comprehensive Refugee Response Framework (CRRF).

While UNHCR applauds such progressive developments, inclusive policies for refugees have to go hand-in-hand with additional international support for host countries and communities. Collectively, the international community, States, and humanitarian and development actors need to operationalize solidarity, responsibility and burden-sharing as agreed in the 2016 New York Declaration and as foreseen in the global compact on refugees. African countries—with host populations at the front line—are doing their part and UNHCR, donors and all partners must support them.

In a region confronted by record levels of displacement, and with the need for humanitarian aid exceeding available funding, a “new way of working” is not a choice but a necessity. The “whole-of-society” comprehensive refugee response

approach recognizes that humanitarian action needs to be supported by targeted development responses to manage large-scale refugee situations. With the continuing gap between needs and available resources, the Africa region will be forced to make difficult decisions about priorities in 2019, primarily focusing on the provision of lifesaving activities. However, continued efforts are also made to invest in activities that will lead to solutions, particularly in the resolution of long-standing protracted situations.

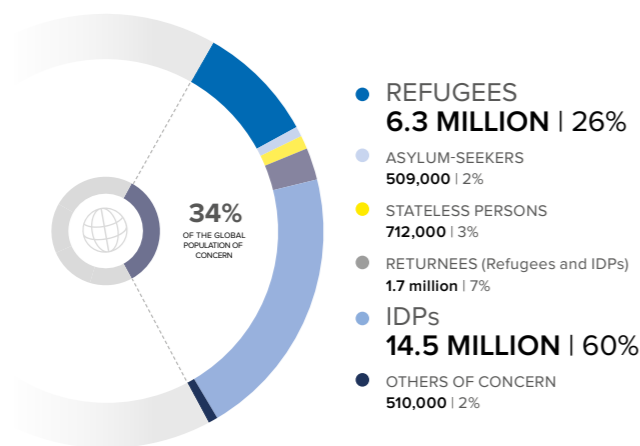
UNHCR’s action in Africa in 2019 will be guided by the Global Strategic Priorities and the five core areas of focus of UNHCR’s 2017-2021 Strategic Directions. Additionally, UNHCR will continue to prioritize education as means for lasting solutions and future regional development.

UNHCR is also cognizant of its role in combating sexual exploitation and abuse, as well as fraud and corruption, which have surfaced in the past year, and will remain vigilant and transparent in its responses.

**Valentin Tapsoba**

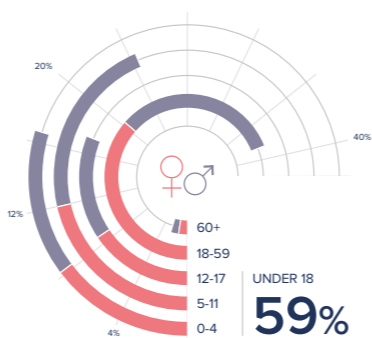
Director of UNHCR’s Regional Bureau for Africa

**24.2 MILLION**  
PEOPLE OF CONCERN IN AFRICA



Official population figures as of January 2018

**AGE AND GENDER BREAKDOWN**  
REFUGEES AND ASYLUM-SEEKERS



**MALI SITUATION**

**140,000 REFUGEES** are hosted mainly in Burkina Faso, Mauritania and Niger  
**30,000 REFUGEES** were displaced in 2018 alone  
**61,400 IDPs**  
**67,400 RETURNEES**



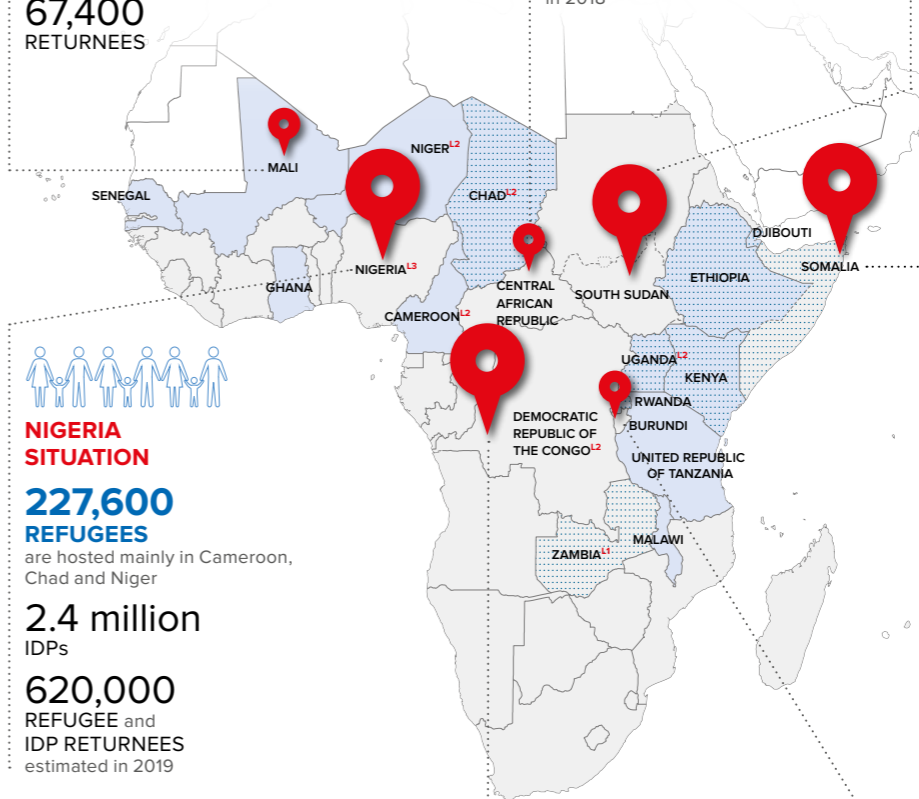
**THE CENTRAL AFRICAN REPUBLIC SITUATION**

**572,000 REFUGEES** are hosted mainly in Cameroon, Chad, Congo and the Democratic Republic of the Congo  
**614,000 IDPs**  
**13,190 RETURNEES** in 2018



**SOUTH SUDAN SITUATION**

**2.5 million REFUGEES** are hosted mainly in the Central African Republic, the Democratic Republic of the Congo, Ethiopia, Kenya, Sudan and Uganda  
**63%** are children  
**84,000 REFUGEES** were displaced in the first half of 2018 alone  
**1.8 million IDPs**



**NIGERIA SITUATION**

**227,600 REFUGEES** are hosted mainly in Cameroon, Chad and Niger  
**2.4 million IDPs**  
**620,000 REFUGEE and IDP RETURNEES** estimated in 2019



**SOMALIA SITUATION**

**820,000 REFUGEES** are hosted mainly in Djibouti, Eritrea, Ethiopia, Kenya, Uganda and Yemen  
**2.65 million IDPs**  
**120,000 RETURNEES** since 2014

**SITUATIONS**

- <1.5 million People of concern
  - 1.5 > 3 million People of concern
  - > 3 million People of concern
  - CRRF countries
  - MYMP countries
- L1, L2, L3 Level of emergencies



**THE DEMOCRATIC REPUBLIC OF THE CONGO SITUATION**

**811,300 REFUGEES** are hosted mainly in Angola, Burundi, Congo, Rwanda, South Africa, Uganda, the United Republic of Tanzania and Zambia  
**120,000 REFUGEES** were displaced in the first half of 2018 alone  
**4.5 million IDPs**



**BURUNDI SITUATION**

**400,000 REFUGEES** are hosted mainly in the Democratic Republic of the Congo, Rwanda, Uganda and the United Republic of Tanzania  
**178,000 IDPs**  
**45,000 RETURNEES** from the United Republic of Tanzania since 2017

Population figures for the situations on this map are the most up-to-date in 2018

## MAJOR SITUATIONS

Sub-Saharan Africa hosts the largest number of people of concern to UNHCR in the world. Around a quarter of the world's refugees can be found here. There were an estimated 24.2 million people of concern in the region at the beginning of 2018, including 6.3 million refugees and 14.5 million IDPs. By mid-2018, those numbers had risen again, with some 170,000 new refugees and more than 2 million new IDPs—mainly from the CAR, the DRC, Nigeria, Somalia and South Sudan.

In 2019–2020, seven major displacement situations—Burundi, the CAR, the DRC, Mali, Nigeria, Somalia, and South Sudan—will remain operational priorities. In order to respond to the urgency and operational needs of these crises, UNHCR activated Level 2 emergency declarations for several countries affected by the displacement situations in Cameroon, the CAR, the DRC, and Nigeria.

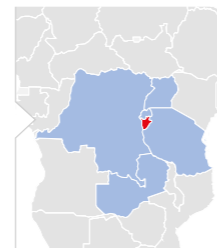
Four situations have UNHCR Regional Refugee Coordinators and one, Somalia, has a Special Envoy dedicated to ensuring a strong overarching vision and coherent engagement across the region in the pursuit of protection and solutions for IDPs and refugees. Regional refugee responses for the situations in Burundi, the DRC, Nigeria and South Sudan are increasingly integrating a solutions approach by building self-reliance and resilience.

**120,000**  
Burundian refugees are expected to return from neighbouring countries in 2019.

Ensure access to asylum for those still leaving Burundi is one of the priorities of the RRRP for the Burundi situation.





### Burundi situation



In addition to more than 178,000 IDPs inside Burundi as estimated by IOM, almost 400,000 Burundian refugees who fled to the DRC (46,500), Rwanda (68,310), Uganda (42,660), and the United Republic of Tanzania (232,700), following the 2015 political crisis remain in desperate need of protection and humanitarian assistance. While the general security situation in Burundi has improved, political tensions and significant human rights concerns persist, with continued displacement in and outside the country. Since 2017, more than 45,000 Burundian refugees have been assisted to return voluntarily from the United Republic of Tanzania. Some 120,000 more from neighbouring countries are expected to return in 2019. While UNHCR is not promoting returns to Burundi at this time, it will continue working with the Government of Burundi and host countries to assist voluntary repatriation in safety and dignity for those who have made a free and informed choice to do so.


In line with the operational priorities of the 2018 Regional Refugee Response Plan for the Burundi situation, UNHCR and partners will continue to ensure Burundian asylum-seekers and refugees enjoy unhindered access to asylum and favourable protection environments. In parallel, UNHCR will advocate their progressive inclusion into national services to help them transition towards self-reliance and resilience, as per the global compact on refugees and the CRRF approach.





© UNHCR/John Winters

*Tower being put up in Nyarugusu camp to provide connectivity.*




© UNHCR/John Winters

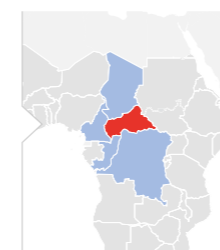
*Refugees learn the importance of connectivity through access to information and internet.*

**Going beyond traditional engagement approaches**

UNHCR's Connectivity for Refugees initiative has been supporting innovative approaches to bringing connectivity to Burundian refugee communities in Nyarugusu camp, in north-western Tanzania. The Office has developed a new partnership approach with mobile network operators that utilises the commercial viability of the refugee markets, rather than a humanitarian contract, to stimulate investment. In 2017, Vodacom established a 3G tower in Nyarugusu camp providing coverage for both refugees and the host population. Other operators leveraged their investment to provide coverage across other networks. A few months later, better coverage correlated with a significant increase in phone ownership, subscription rates, data usage and mobile money transactions. A year later, with the business case proven, the expansion and investment continues. Additional towers are being established in Mtendeli and Nduta camps, bringing the advantages of connectivity to countless more.



### Central African Republic situation



Widespread violence and clashes between rival armed groups in 2018, as well as an increase in reprisals targeting civilians, caused the humanitarian situation in the CAR to deteriorate further. Insecurity, restricted access and limited resources compounded the difficulties of mounting an effective humanitarian response. Nearly 1.3 million people have now fled their homes, including some 614,000 IDPs and more than 572,000 refugees in neighbouring countries, including Cameroon (261,200), Chad (98,700), Congo (31,700), the DRC (176,300) and other countries (4,000). This is the highest recorded level of displacement since the conflict began in 2013.

While UNHCR predicts the overall number of IDPs will continue to decrease in 2019, the large-scale return of refugees is not expected, as most belong to minorities who remain fearful for their safety if they return. Despite this situation, some areas are sufficiently secure to accommodate IDPs returning to their areas of origin and refugees returning spontaneously or benefiting from repatriation facilitated by UNHCR from countries of asylum. An estimated 13,190 refugees spontaneously returned in 2018, including more than 6,000 Central Africans from Chad and Cameroon. Since the beginning of 2018, approximately 12% of the IDP population has returned home.

In 2019, UNHCR will focus on implementing lifesaving protection and assistance activities, including the distribution of core relief items to people recently internally displaced. In addition, the

**12%** of the IDP population in the CAR has returned home since the beginning of 2018.



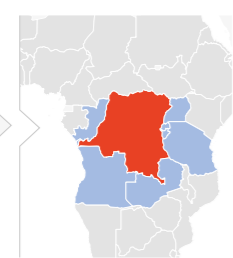
The World Bank is providing **\$274 million** for four projects in Cameroon to assist refugees and host communities.

Office and its partners will continue to implement a combination of protection response programmes that target new Central African refugee arrivals in neighbouring countries, while striving to strengthen their resilience. It will explore and facilitate voluntary return as an option when return is considered safe, and seek

to sustain reintegration programmes for returnee IDPs and refugees in the CAR. In Cameroon, the World Bank is providing \$274 million for four projects to assist refugees and host communities with access to health care, education, and social and economic infrastructure.

### The Democratic Republic of the Congo situation

UNHCR will continue to implement durable solutions in line with the RRRP for the DRC situation.



In 2018, the humanitarian crisis in the DRC worsened, as conflict erupted and degenerated in Ituri Province and the humanitarian situation deteriorated in North

Kivu. Internal displacement rates are high, and large numbers of Congolese are refugees in neighbouring countries. The security situation in several other regions is volatile. Violence between armed groups continues to affect parts of the Kasai region, North and South Kivu, and Tanganyika Provinces.

In the first half of 2018, an estimated 120,000 Congolese fled to neighbouring

countries, including 96,170 to Uganda mainly from the North Kivu and Ituri Provinces. At the same time, new arrivals were registered in Burundi (11,650), Kenya (3,880), Malawi (1,900), the United Republic of Tanzania (1,770), Zambia (4,475), and other countries in Africa. This brought the number of refugees and asylum-seekers from the DRC in Africa to 811,300 including 36,000 in Angola, 72,500 in Burundi, 15,600 in Congo, 81,700 in Rwanda, 104,500 in South Africa, 317,000 in Uganda, 84,000 in the United Republic of Tanzania, 42,500 in Zambia and 57,200 in other countries. According to the United Nations' Office for the Coordination of Humanitarian Affairs, there are some 4.5 million IDPs in the DRC and prospects for their return are bleak at present.



#### Returning Congolese find homes in ruins, livelihoods destroyed

It is hard to believe the town of Tchomia in Ituri Province, from where many boarded overcrowded and rickety fishing boats and canoes and crossed the lake to Uganda, was deserted a few months ago. Since April, an estimated 150,000 Congolese forced to flee because of ethnic violence have returned to Ituri Province. However, they have been greeted by dire conditions on their return.



"They burnt our house. They burnt everything. I had a field where I used to grow vegetables. They burnt that too," says Rith.



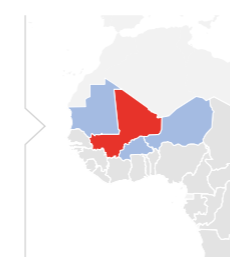
Rith fled the town of Langu in January with her three children. She recently returned to the Djugu territory but has not been able to return home.

© UNHCR/Nadine Meeuw

The internal displacement of Congolese, together with refugee outflows, is expected to continue in 2019. The security situation is anticipated to remain critical as the presidential elections scheduled for December 2018 may result in political unrest thus exacerbating the already fragile security situation.

Within the framework of the 2019-2020 Regional Refugee Response Plan for the DRC situation, UNHCR and partners will continue to implement durable solutions and provide protection for refugees, asylum-seekers and IDPs. UNHCR will seek to foster joint humanitarian and development programming initiatives in countries of asylum to ensure that sustainable opportunities are provided to refugees, returnees, IDPs and host communities.

### Mali situation



Insecurity in northern and central Mali is destabilizing local communities, jeopardizing the protection of civilians and preventing forcibly displaced people from

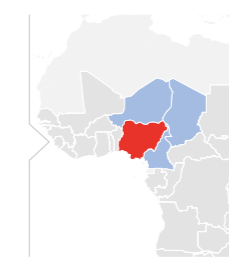
returning to their homes. The situation has created an estimated IDP population of 61,400. Around 140,000 Malian refugees live as refugees in Burkina Faso (24,400), Mauritania (57,100), and Niger (58,500). In 2018, approximately 30,000 Malians became refugees, including 11,500 who fled to Niger. At the same time, insecurity in Burkina Faso also led to the internal displacement of approximately 15,000 citizens of Burkina Faso, as well as the flight of more than 7,000 to Mali.

As governments in the region seek to safeguard national security, UNHCR is increasing its efforts to work with

them to secure asylum space and search for solutions. There were around 67,400 refugee returns registered by the Mali Government as of mid-2018.

In 2019, UNHCR will maintain its protection programmes in Burkina Faso, Mali, Mauritania and Niger. These programmes include protection monitoring, ensuring access to vital social services, and providing shelter and core relief items. The Office will also invest in refugee livelihood programmes to improve their social adaptation and economic integration in the short and medium term. Given the ongoing instability and movement through Mali, a regional European Union Trust Fund project seeks to strengthen the resilience of displaced populations in northern Mali and support peaceful coexistence between communities. The project started roll-out in 2018 and will continue in 2019.

### Nigeria situation



Nigeria is one of the most complex displacement situations on the continent. The Boko Haram insurgency has affected some 7.1 million people across four countries

around the Lake Chad basin. There are 227,600 Nigerian refugees, mostly in Cameroon (97,800), Chad (11,000), along with Niger (118,800). There are also 2.4 million IDPs, including 1.9 million in Nigeria as well as in the border areas of Cameroon (238,000), Chad (127,900), and Niger (104,000) also affected by the Boko Haram insurgency.

While spontaneous returns of Nigerian refugees from Cameroon, Chad and Niger are ongoing, UNHCR and partners continue to advocate that the Governments of Cameroon and Nigeria enable refugees to make informed decisions—ensuring

Insecurity in Burkina Faso also led to the internal displacement of approximately

**15,000** citizens, and the flight of more than **7,000** to Mali.

Through the RRRP for the Nigeria situation, UNHCR will provide humanitarian assistance and support local integration of refugees who want to stay.

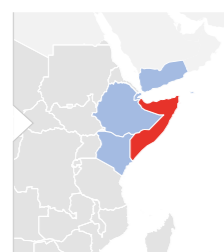


returns take place voluntarily and sustainably, in line with the 2018 Regional Refugee Response Plan for the Nigeria situation. Both governments and UNHCR also signed a tripartite agreement on voluntary repatriation in March 2017, which provides the legal framework for cooperation on returns.

UNHCR will support the return and reintegration of **620,000** refugees and IDPs in northern Nigeria, should the situation improve.

In 2019, UNHCR will support the Nigerian Government with the return and reintegration of 620,000 refugees and IDPs in northern Nigeria, provided the situation improves. Recent developments have triggered increased displacement in Nigeria's Middle Belt region—the region stretching across central Nigeria—due to the increasingly violent conflict between herders and farmers. This emerging conflict is exacerbating the already dire Lake Chad humanitarian crisis.

### Somalia situation



Somalia remains one of the most protracted refugee situations in the world, with more than 2.65 million IDPs and some 820,000 Somali refugees in the Horn of Africa and Yemen as of

mid-2018. The majority of these refugees are in Djibouti (12,000), Eritrea (2,000), Ethiopia (257,000), Kenya (256,000), Uganda (37,000), and Yemen (257,000). While food security has improved significantly in most parts of the country, IDPs continue to face food shortages. Since the beginning of the assisted spontaneous returns programme in December 2014, more than 120,000 refugees have returned to Somalia. The programme involves UNHCR

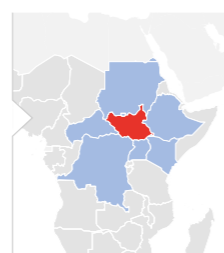
Coordinated through the RRRP, the South Sudanese refugee crisis remains the fastest growing and largest refugee situation on the African continent.



and partners helping returning refugees with documentation, transportation and financial support in Yemen to facilitate the journey, as well as return and reintegration assistance upon arrival in Somalia. Insecurity and lack of humanitarian access make it difficult to implement the programme.

In 2019, UNHCR will continue working with the Inter-Governmental Authority on Development (IGAD), the Government of Somalia and neighbouring countries to implement the commitments of the “Nairobi Declaration on durable solutions for Somali refugees and reintegration of returnees in Somalia” and its accompanying Plan of Action. This is being carried forward through the development and implementation of a regional CRRF, which is being applied to address the situation both in Somalia and the sub-region.

### South Sudan situation



South Sudan's ongoing conflict has created the most significant displacement crisis in Africa. There are around 2.5 million South Sudanese refugees in neighbouring

countries, including the CAR (2,500), the DRC (93,500), Ethiopia (447,000), Kenya (114,600), Sudan (768,800), and Uganda (1,066,000). There are also more than 1.8 million IDPs in the country. Compounded by a general state of lawlessness and severe food shortages, population movements across borders continue with 84,000 South Sudanese refugees arriving in neighbouring countries during the first half of 2018 alone.

The emergency response, coordinated through a Regional Refugee Response Plan has grown exponentially in the recent years. South Sudan's neighbouring countries have generously opened their borders, providing asylum and assistance to refugees. Ethiopia, Kenya and Uganda have committed to implementing the CRRF in areas hosting South Sudanese refugees. The DRC and Sudan have started implementing out-of-camp policies aligned with the CRRF approach, supporting self-reliance and social cohesion among hosting communities. However, limited funding is challenging UNHCR's capacity to uphold its commitments under the global compact on refugees and the CRRF. Due to funding shortages in 2018, some operations—particularly in Uganda—were working under austerity measures which affected education, health and basic preparedness measures for outbreaks of diseases, such as Ebola.

In 2019, UNHCR will continue to focus on empowering South Sudanese refugees in Uganda—who receive land from the Government upon arrival—by providing them with income-generating opportunities. As 63% of South Sudanese refugees across the region are children, child protection is among the priorities for 2019. The success of the peace agreement signed between the South Sudan Government and the opposition on 12 September 2018 will determine much of UNHCR's response and operations in 2019.

## REGIONAL STRATEGY

The humanitarian needs of people of concern in the Africa region are enormous and, as the economic and political situation in several countries remains fragile, that is likely to remain the case in 2019. The Office will continue to strengthen protection, provide assistance and seek solutions for refugees and other people of concern, in line with its Global Strategic Priorities. With the specific opportunities and challenges of the Africa region in mind, UNHCR has identified the following priorities for its work in 2019.

### Meeting basic needs

With so many emergency situations in the region, providing essential services and assistance—particularly adequate standards of shelter, health, nutrition and water, sanitation and hygiene—remains UNHCR's priority. Providing such services also helps mitigate protection risks and prevents negative coping mechanisms among refugees and returnee populations.

In line with the spirit of the global compact on refugees and the CRRF, UNHCR will also strive to strengthen partnerships with development actors and progressively support local government actors to integrate displaced populations as beneficiaries of national services and plans.

In addition to providing essential services, the Office will continue to empower refugees and other people of concern by offering cash-based assistance, improving their access to education, livelihoods skills training and support, and advocating their access to work permits and inclusion in national systems.

**63%** of South Sudanese refugees across the region are children.



### Favourable protection environment

UNHCR will continue supporting host governments as they implement the commitments made at the 2016 Leaders' Summit on Refugees. National efforts will be coupled with stronger partnerships at regional and sub-regional levels.

2019 marks the 10<sup>th</sup> anniversary of the adoption of the 2009 Kampala Convention.

Given the African Union's contribution to developing the global compact, this important partnership will have particular relevance in 2019 as it has been declared the African Union's "Year of refugees, returnees and IDPs". As 2019 also marks the 50<sup>th</sup> anniversary of the adoption of the 1969 Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa, as well as the 10<sup>th</sup> anniversary of the adoption of the 2009 Kampala Convention, it presents an ideal moment to advocate the needs of people of concern.

UNHCR will continue collaborating with the IGAD on the regional application of the CRRF. The IGAD Member States, through the Nairobi Declaration and Action Plan, will continue to pursue a comprehensive regional approach, which is crafting harmonized asylum policies for refugees in the region, supporting access to public services and facilitating integration into national development plans and systems. It is also promoting "out-of-camp" approaches to refugee management, including actions that enable refugees' economic participation, self-reliance and the right to work, as well as creating an environment conducive to voluntary return. UNHCR will look to replicate this exemplary regional approach in other sub-regions when the global compact on refugees has been adopted.



### Refugees learn to code a new future in Malawi

Remy Gakwaya fled his native Burundi at 15 years old after his parents were killed in ethnic clashes. He made it to Dzaleka refugee camp in Malawi in 2008. Taken with computer programming, in 2016, Remy founded TakeNoLab, a community organization that allows him to share his love of computer languages with young refugees in the camp. Ten years later, he is now leading the charge for technology and education for refugees.

In a joint pilot with UNHCR, Microsoft 4Afrika provided Wi-Fi connectivity throughout the settlement with the support of local internet service providers for 12 months. One thousand smartphones, 40 laptops and 10 tablets were also provided to help students get a step closer to unlocking their full potential.

"It is inspiring to see something that I create myself. Here in the refugee camp you are not free to do anything. We aren't able to work outside of the camp. However, if you do programming, you can do it from anywhere in the world," says Remi, now 23.



Henriette Kiwele, 21, works on her app at the AppFactory in Dzeleka refugee camp, Malawi. Henriette and her sisters fled violence in the Democratic Republic of Congo in 2013.



### Mixed movements

The protection and humanitarian challenges that mixed movements present within Africa are persistent and complex. There are three main migration routes used by refugees and migrants in the region: the north-west route converging on the central Mediterranean Sea and crossing into Europe mainly through Libya, the north-east route transiting Somalia or Djibouti across the Red Sea and converging in war-torn Yemen into the Gulf States, and the southern route into South Africa (see the chapter on *Safeguarding fundamental rights* and the *Europe* regional summary).

UNHCR is also strengthening its collaboration with the African Union and the European Union on mixed movements in the region through a joint task force on migration.

In 2019, UNHCR will continue negotiation efforts to establish additional Emergency Transit Mechanisms (ETM) following their success in Niger. The ETM has become a concrete mechanism for securing the protection of people of concern in mixed movements and a means of galvanizing burden and responsibility-sharing, which makes it worthy of replication in other countries. In less than a year, the ETM has secured the lives of some 1,540 people evacuated from Libya to Niger. Almost 500 people have already departed for resettlement, and another 400 have been accepted for resettlement and are awaiting departure before the end of 2018.

### Durable solutions and the Comprehensive Refugee Response Framework

UNHCR is pursuing a strategic, innovative comprehensive solutions approach to identify appropriate solutions for refugees in the Africa region at the earliest opportunity and in partnership with a wide range of humanitarian and development actors. The region is one of the standard bearers in the implementation of the New York Declaration and the CRRF, and in advancing the "whole-of-society" approach to refugee responses.

The CRRF is being applied in eight countries—Chad, Djibouti, Ethiopia, Kenya, Rwanda, Somalia, Uganda, and Zambia—and includes a regional approach, under the auspices of IGAD, for the Somali refugee situation. UNHCR is gearing up to support the implementation of the forthcoming global compact on refugees in these countries and others in the region, with the support of the African Union and the active collaboration of relevant regional economic communities.

Furthermore, 13 countries—Cameroon, Chad, Djibouti, Ethiopia, Ghana, Kenya, Malawi, Mali, Niger, Rwanda, Senegal, Uganda and the United Republic of Tanzania—are implementing multi-year, multi-partner (MYMP) strategies. This is a progressive approach to protection and solutions that applies a longer-term vision to helping people of concern and their hosts, putting them at the centre of planning and priority setting in the areas they live, and providing support to national systems, institutions and civil society. These MYMP operations are currently translating their strategies into

1,540 people were evacuated from Libya to Niger through the ETM in less than a year.

their 2019 operational plans. Due to their focus on improving long-term planning for solutions and protection by working more concertedly with partners, these strategies serve as a vehicle for the application of the CRRF. In 2019, UNHCR will continue the full institutionalization of the MYMP approach. This commitment aligns with broader agency efforts to revise UNHCR's results-based management system for 2022. Three MYMP countries—Ghana, Kenya and Malawi—form part of the Solutions Capital, a donor pact proposed by UNHCR to enable operations to fully implement their protection and solution strategies (see as well the chapters on *Strengthening the collective response* and *UNHCR's 2019 financial requirements*).

UNHCR will continue to advocate the local integration of refugees in 2019, particularly for those who have strong family links to the country of asylum, such as through marriage to nationals. Alternative solutions have also been increasingly integrated within UNHCR responses. The Office and its partners are working with host

governments to provide protection and multi-sectoral assistance to refugees of the Burundi, DRC, Nigeria and South Sudan situations, building their self-reliance and resilience.

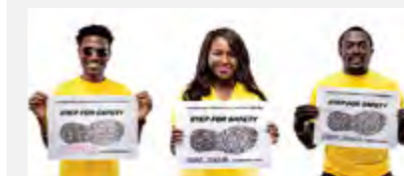
The Office is encouraging States to include refugees in socioeconomic activities, helping them integrate into host communities. Providing legal residency to people of concern to facilitate their access to alternative solutions is increasingly being used as a way to address protracted displacement situations. For example, former Rwandan refugees have benefitted from this approach in some countries of asylum.

The resettlement places for refugees in Africa continued to decline in 2018. UNHCR will therefore explore the region's potential for complementary pathways to legal third country admissions, in particular among African States. This will require the elaboration of a responsibility-sharing strategy that will specifically address this point.

**13** countries across the African region are implementing MYMP strategies  
**3** MYMP countries form part of the Solutions Capital.



### Step for Safety



UNHCR Africa LuQuLuQu supporters, Octopizzo (rap artist) Mercy Masika (gospel singer) and Collins Injera (Kenyan international rugby player) participated in the Step for Safety walk held in Nairobi, Kenya on 23 September 2018 alongside 1,400 participants.



UNHCR's private sector partnerships continue to grow in Africa. As part of the first anniversary of UNHCR's LuQuLuQu movement, corporate supporters showed their solidarity with the campaign by joining its first offline activity—a public walk in support of families forced to flee in Africa called 'Step for Safety'. The walk drew attention to the South Sudan emergency situation and called for pan-African solidarity to take care of forcibly-displaced people on the continent in the spirit of the LuQuLuQu campaign. Corporate partners, including EcoBank, Healthy U Ltd, Seneca Securities and Capital FM radio offered in-kind support and sponsored employees' participation in the 10km walk. In 2019, Step for Safety will be organized again with the support of corporate partners in Burkina Faso, Côte d'Ivoire, Ghana, Kenya, Nigeria, Senegal and South Africa. Additionally, in 2019, UNHCR's private sector outreach in Africa will encourage networks of business women, corporate partners and philanthropic forums to amplify support and awareness for refugee responses in the region.

### Humanitarian – development nexus

Refugees' ever-increasing needs require responses that stretch beyond humanitarian action. Humanitarian support must be linked with development activities, and UNHCR advocates the substantive engagement of development actors in refugee situations through strengthened partnerships. It will continue to involve strong development actors like the European Union's Directorate-General for International Cooperation and Development (known as DEVCO), and financial institutions such as the World Bank Group, the African Development Bank and the Islamic Development Bank in the search for solutions.

UNHCR's partnership with the World Bank Group in Africa on a joint humanitarian and development approach to forced displacement yielded its first tangible results in 2018 when the Bank approved \$2 billion of International Development Association assistance. In 2019, implementation of the first projects will be focused on helping refugees and host communities in low-income countries with greater access to health care, education, social protection, livelihoods and infrastructure in Cameroon, Chad, Congo, Djibouti, Ethiopia, Niger and Uganda. Project proposals submitted by a second group of countries will be considered by the World Bank in late 2018, in the hope of implementing the projects in 2019-2020.



### Communication for refugees by refugees

In Malawi, UNHCR has not only been investing in connectivity and high-tech partnerships but also listening to communities and supporting them as they decide how they want to communicate. Supported by the first UNHCR Innovation Fund, teams in Dzaleka camp helped ex-journalists, media-savvy refugees and host community members in setting up a community radio station. The station broadcasts to all in the camp, having worked with the Malawi Government to be granted an FM broadcasting licence. This more traditional channel is proving to be one of the most popular ways to learn about what is happening in Dzaleka and to stay up-to-date on current affairs and other social issues. The team has also been leveraging connectivity to broadcast to all corners of the earth and build a following through social media. Yetu FM is becoming one of the most trusted sources of information in Dzaleka.



Refugee leading the community radio station.





## CONSTRAINTS

Insecurity, a lack of humanitarian access and food shortages, exacerbated by political instability, climate change and insufficient funding are the most significant constraints facing UNHCR's operations in Africa in 2019. Elections in the DRC have the potential to generate further displacement. Continued insecurity in Mali, Nigeria, Somalia, and South Sudan hampers the ability of UNHCR and its partners' to deliver humanitarian assistance.

Drought and floods caused or exacerbated by climate change threaten the food security of displaced people and their host communities across sub-Saharan Africa.

In 2018 alone, flooding in Somalia's central and southern regions affected more than 1 million people. Severe food shortages affected 1.2 million people in South Sudan and many more in the Lake Chad Basin and north-eastern Nigeria. Food insecurity across the region is aggravated by cuts to food rations, affecting more than 2.4 million people as of mid-2018, and is expected to continue in 2019.

While the region has largely kept its borders open and welcomed refugees, the trend towards shrinking asylum space by governments seeking to safeguard national security is expected to continue. UNHCR will support national governments as they increase their refugee screening capacity and registration.

## FINANCIAL INFORMATION

### Budget

- **\$2.7 billion**, accounting for **31%** of UNHCR's overall budget.
- **-5%** compared to 2018 current budget mainly due to the anticipated return of IDPs to their areas of origin, the arrival of fewer South Sudanese refugees in Uganda, as well as to lower planning figures for people of concern in Chad and Niger.

### Regional budget breakdown per pillar

- **84%** of the Africa budget is allocated to Pillar 1 (refugee programmes).
- 8% to Pillar 4 (IDP projects).
- 7% to Pillar 3 (reintegration projects).
- 1% to Pillar 2 (stateless programmes).

### Sub-regional needs

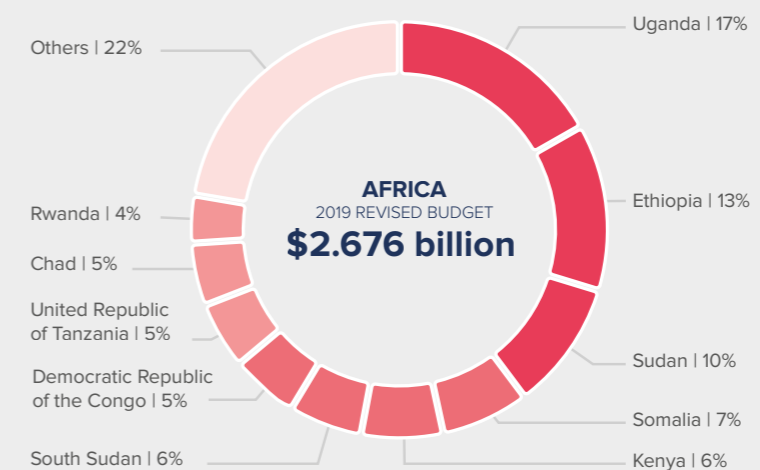
- **65%** of the regional budget (\$1.7 billion) is allocated to the East and Horn of Africa

sub-region with main needs related to the Somalia and South Sudan situations.

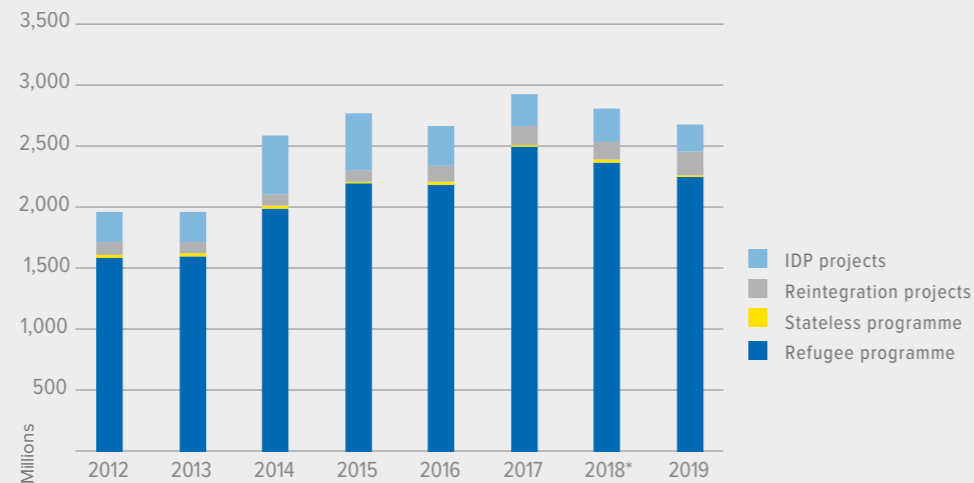
- 21% of the regional budget (\$561 million) is planned for the Central Africa and the Great Lakes sub-region mainly to cater for the needs of the Burundi, the CAR and the DRC situations.
- 9% of the regional budget (\$251 million) is allocated to the West Africa sub-region including to cover the needs related to the Mali and Nigeria situations.
- 5% of the regional budget is allocated to respond to the needs in the Southern Africa sub-region.

### Major rights groups

- **50%** of the regional budget (\$1.3 billion) is planned to cover the basic needs and essential services of people of concern and to deliver lifesaving assistance.
- 20% of the Africa budget is dedicated to durable solutions (\$210 million) and community empowerment and self-reliance (\$308 million).



### BUDGETS FOR AFRICA 2012-2019 | USD millions



\* As of 30 June 2018

### AFRICA 2019 BUDGET BY RIGHTS GROUP | USD millions



### BUDGETS FOR AFRICA | USD

OPERATION	ALL PILLARS	PILLAR 1	PILLAR 2	PILLAR 3	PILLAR 4	TOTAL
	2018 Current budget (as of 30 June 2018)	2019 Refugee programmes	2019 Stateless programmes	2019 Reintegration projects	2019 IDP projects	
<b>CENTRAL AFRICA AND THE GREAT LAKES</b>						
Burundi	30,924,595	28,825,982	12,017	-	2,086,596	30,924,595
Cameroon	86,727,806	77,343,297	478,282	-	4,470,004	82,291,583
Central African Republic	41,269,421	8,685,060	-	14,202,915	19,712,025	42,600,001
Congo	23,474,168	23,015,437	1,250,599	-	2,158,222	26,424,258
Democratic Republic of the Congo Regional Office <sup>1</sup>	200,978,901	100,478,820	1,056,962	2,342,300	36,672,397	140,550,479
Rwanda	98,776,039	97,024,713	-	2,650,000	-	99,674,713
United Republic of Tanzania	125,862,064	136,888,223	-	2,182,815	-	139,071,038
<b>SUBTOTAL</b>	<b>608,012,994</b>	<b>472,261,532</b>	<b>2,797,860</b>	<b>21,378,030</b>	<b>65,099,245</b>	<b>561,536,667</b>
<b>EAST AND HORN OF AFRICA</b>						
Chad	148,984,744	123,727,254	1,054,253	2,425,000	3,177,506	130,384,013
Djibouti	26,730,931	16,925,148	-	-	-	16,925,148
Eritrea	4,788,197	3,943,202	-	-	-	3,943,202
Ethiopia	327,804,676	341,494,170	-	-	5,015,689	346,509,859
Ethiopia UNHCR Representation to the AU and ECA	4,162,503	4,300,000	-	-	-	4,300,000
Kenya	191,063,372	169,562,836	555,990	-	-	170,118,825
Kenya Regional Support Hub	7,933,251	7,946,358	-	-	-	7,946,358
Somalia	186,384,275	34,113,313	-	112,636,247	36,394,302	183,143,862
South Sudan	155,287,323	119,752,839	1,156,964	-	31,273,540	152,183,344
Sudan	255,898,799	221,517,240	2,820,954	21,949,236	22,442,193	268,729,623
Uganda	470,580,499	448,628,121	200,000	-	-	448,828,121
Regional activities	6,899,403	7,392,462	-	-	-	7,392,462
<b>SUBTOTAL</b>	<b>1,786,517,971</b>	<b>1,499,302,942</b>	<b>5,788,161</b>	<b>137,010,483</b>	<b>98,303,230</b>	<b>1,740,404,816</b>
<b>SOUTHERN AFRICA</b>						
Angola	30,322,416	28,998,774	-	-	-	28,998,774
Malawi	17,501,336	16,196,964	-	-	-	16,196,964
Mozambique	5,946,214	6,830,197	117,973	-	-	6,948,171
South Africa Regional Office <sup>2</sup>	30,447,291	29,556,709	1,110,311	-	-	30,667,020
Zambia	32,279,067	32,118,798	-	-	-	32,118,798
Zimbabwe	7,817,850	7,745,481	260,006	-	-	8,005,487
<b>SUBTOTAL</b>	<b>124,314,175</b>	<b>121,446,924</b>	<b>1,488,290</b>	<b>-</b>	<b>-</b>	<b>122,935,214</b>
<b>WEST AFRICA</b>						
Burkina Faso	24,650,996	26,857,898	436,361	-	-	27,294,259
Côte d'Ivoire	16,300,001	3,279,672	9,431,205	3,088,491	-	15,799,369
Ghana	8,085,878	7,158,992	-	-	-	7,158,992
Liberia	11,580,063	11,041,618	-	-	-	11,041,618
Mali	20,841,507	8,282,250	-	8,049,999	1,100,000	17,432,250
Niger	92,783,815	54,376,369	916,541	-	9,769,824	65,062,734
Nigeria	80,400,000	7,127,369	-	27,086,020	38,271,611	72,485,000
Senegal Regional Office <sup>3</sup>	38,883,676	32,417,889	2,564,750	-	-	34,982,639
<b>SUBTOTAL</b>	<b>293,525,936</b>	<b>150,542,057</b>	<b>13,348,857</b>	<b>38,224,511</b>	<b>49,141,435</b>	<b>251,256,860</b>
<b>TOTAL</b>	<b>2,812,371,075</b>	<b>2,243,553,455</b>	<b>23,423,168</b>	<b>196,613,025</b>	<b>212,543,910</b>	<b>2,676,133,558</b>

<sup>1</sup> Coordinates activities in Gabon and the Democratic Republic of the Congo.

<sup>2</sup> Botswana is reported under South Africa Regional Office as from 2018.

<sup>3</sup> Guinea is reported under Senegal Regional Office as from 2018 together with activities in Benin, Gambia, Guinea-Bissau, Sierra Leone and Togo.



# The Americas

## FOREWORD

In 2018, the Americas saw a complex situation that was unlike anything the region had experienced in decades. Thousands of people abandoned their homes and reached neighbouring countries in search of safety, livelihoods and protection. Against this backdrop, it was heartening to witness acts of solidarity at all levels. At the regional level, countries joined efforts to find solutions for the most vulnerable and the United Nations came together in supporting them, while at the grassroots level, it was encouraging to see some of the poorest and most vulnerable people of concern to UNHCR, such as Colombian IDPs and returnees, opening their doors to Venezuelans in a similar situation. The Americas region, once again, displayed remarkable solidarity.

Ahead of the adoption of the global compact on refugees, a range of new initiatives were developed in 2018 and will continue in 2019. It was the first year that commitments started to be implemented by countries in Central America and Mexico in the context of the MIRPS, the Spanish acronym for the Comprehensive Refugee Response Framework. Although initially conceptualized to respond to the North of Central America (NCA) situation, it is inspiring to see how the MIRPS has also been applied to new contexts, such as the Venezuela and Nicaragua situations.

*Venezuelans walk and hitchhike along the highway to Pamplona, searching for work and safety in Colombia.*



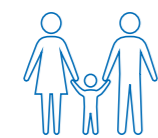
At local level, the Cities of Solidarity initiative recognised and supported local municipalities as crucial actors in socioeconomic and cultural inclusion, as well as in solutions for refugees and migrants.

There was also progress in eradicating statelessness. Chile and Haiti acceded to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness, and adopted relevant legal frameworks. A regional monitoring system was set up in preparation for the High-Level Event on Statelessness, which UNHCR will convene with partners in October 2019.

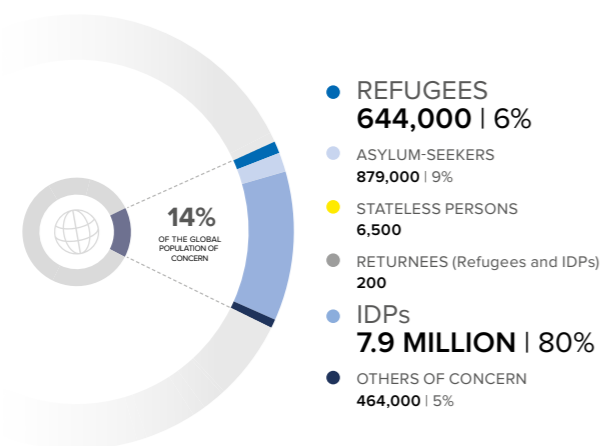
These initiatives point to UNHCR's priorities in 2019 to advance the regional operational response to Venezuelan refugees and migrants, the rising displacement in Colombia, the refugee outflow to Ecuador, and the increasing flow of Nicaraguan and NCA refugees. The Office will also implement and quantify the MIRPS commitments, the monitoring mechanism on progress towards ending statelessness, and the roll-out of the Cities of Solidarity initiative. UNHCR will also invest in strengthening asylum systems in the region by fostering regional cooperation, and will expand the Regional Safe Spaces Network towards the Andean corridor to assist Venezuelans on the move.

**Renata Dubini**

Director of UNHCR's Regional Bureau for the Americas

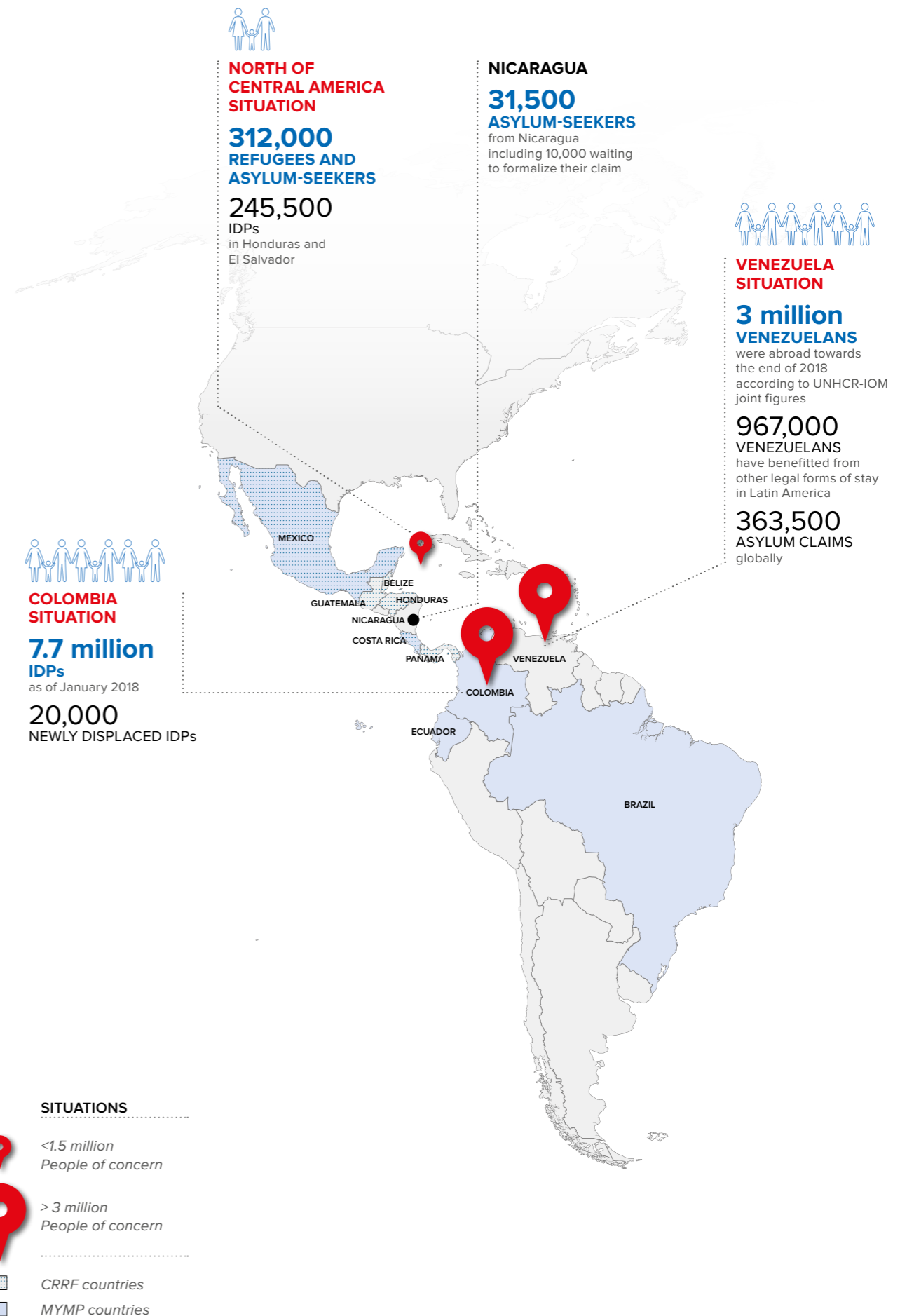
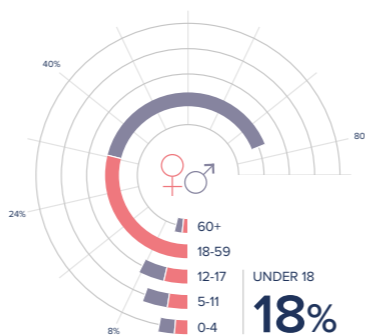


## 9.9 MILLION PEOPLE OF CONCERN IN THE AMERICAS



Population figures verified as of January 2018

### AGE AND GENDER BREAKDOWN REFUGEES AND ASYLUM-SEEKERS



Population figures for the situations on this map are the most up-to-date in 2018





Venezuelans cross the Simon Bolivar International Bridge into the border city of Cúcuta, Colombia.

## VENEZUELA SITUATION

### Overview

Since 2015, more than 2.4 million Venezuelans have left for other countries in the region and beyond. While initially the reasons cited for leaving included lack of food, medicine or essential social services, in recent months, an increasing number of Venezuelans referred to the lack of protection systems in the country, and incidents of violence and insecurity, particularly targeting individuals or groups such as students or journalists, among others. Venezuelans continue to leave at an average of 5,000 a day.

The developments over the last months have reinforced UNHCR's position (as set in the March 2018 Protection Guidance Note on the Outflow of Venezuelans), that a significant and growing proportion of Venezuelans who left their country are in need of international refugee protection. More than 360,000 Venezuelans have filed asylum claims globally. Building on existing regional legal frameworks and through ad-hoc measures, countries in the region have adopted pragmatic and protection-sensitive reception approaches that facilitate access to regular stay to Venezuelans.

By the end of September 2018, over 967,000 Venezuelans had benefitted from a variety of forms of legal stay in Latin America. However, many are in an irregular situation, without documentation. This makes them particularly vulnerable to risks such as sexual exploitation, forced recruitment into labour, discrimination and xenophobia.

Sexual and labour exploitation and abuse, as well as other forms of gender-based violence and trafficking, are a priority protection concern. These affect women, girls and lesbian, gay, bisexual, transgender and intersex (LGBTI) people in particular, but also men and boys.

Access to basic services also remains challenging. Limited access to formal schools is leaving many Venezuelan children without education. Limited access to health services, including chronic medication and treatment, puts Venezuelans with serious medical conditions at risk in host countries. The situation also affects people who had found refuge in the Bolivarian Republic of Venezuela and are now returning to their countries of origin.

Protection Guidance Note on the Outflow of Venezuelans available here



**“Venezuelans without access to a legal status are particularly vulnerable to exploitation, trafficking and discrimination”**

—Filippo Grandi, United Nations High Commissioner for Refugees while visiting Colombia

While most countries in the region have shown commendable solidarity, maintaining an open door policy and facilitating access to protection and assistance to Venezuelans, some are reaching the stage where they need urgent support from the international community to sustain their efforts.

Colombia is the main host country for Venezuelans. However, it is estimated that half of them continue their journey further south, which gives a regional dimension to this situation. The commitment to a regional coordinated response has seen agreement from States to cooperate on key issues such as access for those in need to regular status and asylum, documentation, provision of humanitarian assistance, data collection, the prevention of sexual and gender-based violence (SGBV) and trafficking, while calling for more support from the international community. Other regional initiatives brought migration authorities, ombudspersons and NGOs to work together to promote the rights of Venezuelans and facilitate their access to essential services in the region.

### Response

UNHCR will implement a tailored approach to address the needs of Venezuelans at different stages of displacement. This includes those who settle in the

receiving countries, in transit, along borders, and crossing into neighbouring countries for short periods. UNHCR will continue to reinforce its field presence across the region and support governments to address Venezuelans' most pressing protection and essential needs in host countries.

Given the complex nature of the movements in the region, UNHCR and IOM appointed a Joint Special Representative for Venezuelan refugees and migrants who will promote dialogue and the consensus necessary for the humanitarian response, ensuring access to territory and protection, promote legal stay arrangements and the identification of solutions for Venezuelan refugees and migrants.

Moreover, under the joint leadership of UNHCR and IOM, a new Regional Inter-agency Coordination Platform has been set up to steer the operational response. It brings together a broad range of actors, including the United Nations, other international organizations, civil society, development and financial institutions and the private sector. The platform has developed a 2019 “Regional Refugee and Migrant Response Plan for Refugees and Migrants from Venezuela” which serves as a common appeal for support from the international community.

Colombia is the main host country for Venezuelans.

A Supplementary Budget of **\$72 million** was approved to address the growing needs of the Venezuela situation

<b>BUDGET FOR THE VENEZUELA SITUATION</b>	ExCom approved <b>\$74 million</b>	Budget increase <b>\$72 million</b>	Revised requirements <b>\$146 million</b>
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### Vulnerable Venezuelans find help in Colombia

“I was so thin when we got here that a bar of soap would fit right here,” said Liliana Paz, 55, showing her bony left clavicle. She and her 10-year-old grandson, Gleiber, have slept for the past three months on flattened cardboard boxes in a parking lot where they pay the equivalent of \$1 a night in Maicao, Colombia.



Liliana Paz, vulnerable Venezuelan seeking help among Colombian neighbours.

© UNHCR/Stephen Ferry

## OTHER MAJOR SITUATIONS

### Colombia situation



While public attention has recently shifted towards the Venezuela situation, the implementation of the historic peace agreement between the

Government and the Revolutionary Armed Forces of Colombia (FARC) remains challenging. The humanitarian situation deteriorated in areas of Colombia where irregular armed actors compete for control of territories left by the FARC. As a result, there is significant insecurity and high levels of violence. Community leaders, farmers, youth and children are particularly vulnerable. Internal displacement in Colombia increased from some 15,000 in 2017 to over 20,000 people affected by the end of August 2018. New and recurrent displacement, as well as restrictions on freedom of movement in Colombia, continue to trigger an influx of refugees into Ecuador.

UNHCR’s 2018-2020 multi-year, multi-partner (MYMP) protection and solutions strategy will remain the overall framework for its engagement in Colombia, adapted to reflect the increasingly mixed nature of the operation. In 2019, UNHCR will advocate the protection of IDPs and prevention of new displacement, focusing on ethnic communities, prevention and response to

SGBV, as well as child protection.

The Office will support the legalization of prioritized informal peri-urban settlements as part of its strategy to secure durable solutions for IDPs.

UNHCR will continue to support the implementation of the peace agreement by advocating respect for victims’ rights (including IDPs) as well as support the Special Jurisdiction for Peace and the Truth Commission. Strengthening coordination between public oversight institutions, the Government and the Constitutional Court to advance in overcoming the unconstitutional state of affairs on displacement will continue to be important component of the IDP programme.

In Ecuador, UNHCR will continuously adjust its 2018-2020 MYMP strategy to include the response to the consistent inflow of Venezuelans. Ecuador, as well as Costa Rica, forms part of the Solutions Capital, a donor pact proposed by UNHCR to enable operations to fully implement their MYMP protection and solution strategies (see as well the chapters on *Strengthening the collective response* and *UNHCR’s 2019 financial requirements*).

UNHCR will strengthen the national asylum system to respond to the new arrivals from both Colombia and the Bolivarian Republic of Venezuela, improve reception conditions, support documentation, work towards improving self-reliance through the “Graduation approach”. This is a sequenced, multi-sector intervention that

2 MYMP countries form part of the Solutions Capital.



### UNHCR’s El Jaguar project

UNHCR and its partners in Central America set up a platform to provide information on the asylum system in the country of origin, transit, and destination for people fleeing from insecurity and persecution. The platform is unique as it is built on a simple and easy to access Facebook page and hotline under the name “*Confiar en el Jaguar*” (in English ‘trust the jaguar’). UNHCR set up the innovative platform to be more compelling than traditional communicating with communities’ initiatives so it would break with asylum-seekers’ preconceptions of humanitarian support. UNHCR is currently sharing information and protection messages with people of concern, in addition to directly answering questions or responding to doubts via Facebook’s messenger function.



supports the poorest and most vulnerable households to achieve sustained income and move out of extreme poverty within a specified period. UNHCR will also support the national authorities with needs assessments and technical advice to deal with the increasingly challenging border situation.

### North of Central America situation



There has been a significant increase in the number of people fleeing violence and persecution in the North of Central America (NCA), more than

300,000 asylum-seekers and refugees registered globally by mid-2018, mainly in the United States of America and Mexico, double the number of the previous year. The first half of 2018 also saw 43% more people from NCA countries deported. Violence in NCA countries has also forced people into internal displacement, with an estimated 245,500 IDPs in Honduras and El Salvador, according to estimates from joint Government and UNHCR profiling exercises.

In 2019, in line with the MIRPS, UNHCR will continue supporting governments to consolidate asylum systems in destination countries and strengthen mechanisms to provide durable solutions and respond to urgent protection risks, identify and protect deportees with protection needs, and ensure safe transit along the main

migration routes. This will be accomplished by establishing protection networks and providing humanitarian assistance, with a particular focus on the most vulnerable (women, children, and LGBTI people).

### Nicaragua

Since April 2018, thousands of Nicaraguans have fled mounting political tension, violence, persecution and serious human rights violations. The number of asylum applications by Nicaraguans registered in North and Central America countries has reached 21,500 with an increase of more than 4,000% from June to November 2018 compared to the previous months. Another 10,000 Nicaraguans have requested appointments for an asylum application in Costa Rica. While Costa Rica has received the most asylum claims, Mexico and Panama, as well as countries in the NCA, have also recorded a rise in asylum claims by Nicaraguans seeking international protection.

In 2019, UNHCR will implement a regional response to strengthen the asylum system and the preparedness and capacity of reception conditions. This will include reinforcing border monitoring, supporting temporary transit centres, implementing cash-based interventions, delivering assistance and looking for solutions.

More than **21,500** asylum claims by Nicaraguans were registered in North and Central America by November 2018.



## REGIONAL STRATEGY

### Progressing towards solutions

In 2019, UNHCR will advocate the development of inclusive public policies that promote social, economic and cultural inclusion. The Cities of Solidarity framework, which gives due recognition and support to the key role local municipalities have in ensuring socioeconomic and cultural inclusion and solutions for refugees and migrants, will be further expanded and implemented. This contributes to the effective implementation of the Sustainable Development Goals, which mainstream the principle of “leaving no one behind”.

UNHCR will continue supporting a “whole-of-society” approach to developing and implementing progressive community-based sponsorship and resettlement programmes, as well as complementary pathways in the region. This will provide durable solutions, in line with the commitments of the New York Declaration on Refugees and Migrants.

UNHCR will also continue supporting countries to:

- Promote local integration, with a particular focus on responding to refugees with special needs and complex cases.
- Maintain and strengthen the protection transfer arrangement, an innovative lifesaving tool that provides legal and safe access to third-country resettlement for people at heightened risk in their countries of origin.

- Advocate expansion of complementary pathways and resettlement places, particularly for LGBTI and other people at heightened risk.

UNHCR will also support a wide range of campaigns to promote more tolerance and respect for people of concern across the region, addressing themes such as discrimination and xenophobia.

### Building a harmonized asylum system

In 2017, there was a significant spike in asylum applications in the Americas, with about 1.3 million pending cases, putting a strain on asylum systems. In 2018, most countries in the Caribbean had not established State-run asylum systems and some lacked national legislation. The 2017-2019 Regional Quality Assurance Initiative (QAI) supports countries seeking to consolidate their asylum systems so they can respond to increasing international protection needs by promoting fair and efficient access to protection. In the longer term, States may recognize and endorse the existence of a harmonized area of asylum in the region.

In 2019, UNHCR will continue to support the 10 States in the region that have currently committed to increasing the efficiency of their asylum systems through the QAI. These are Argentina, Bolivia, Brazil, Chile, Costa Rica, Ecuador, Mexico, Panama, Peru, and Trinidad and Tobago. It will also encourage new States to join, possibly Aruba, Belize, Guatemala, Honduras, and Uruguay. UNHCR will host the third regional QAI meeting and will prioritize regional cooperation among

States’ asylum bodies in the framework of the Asylum Support Group, creating working groups on dedicated topics.

UNHCR plans to revamp registration, case management and referral mechanisms in 2019 to improve compatibility between systems used by migration and asylum authorities, access to procedure, as well as the timely issuance of documentation. In view of the rising number of Venezuelan refugees and migrants, UNHCR will enhance and expand protection monitoring activities and increase legal counselling to people of concern. It will achieve the latter by supporting the Americas Network of Refugee Legal Aid, which orients, counsels and represents those in need of international protection.

### Ending statelessness

In the spirit of the #IBelong Campaign to End Statelessness and the regional 10-year framework set out by the Brazil Plan of Action, States held a regional meeting in June 2018, in preparation of the High-Level Event on Statelessness and joined around a common goal to be the first region to eradicate statelessness.

In 2019, UNHCR will focus on expanding regional adherence to the statelessness conventions, namely with Cuba, El Salvador, Mexico and the Bolivarian Republic of Venezuela. The adoption of internal regulations on stateless people in Argentina, Chile and Uruguay will also be prioritized as part of the implementation of the

“Draft articles on the protection of stateless persons”. Likewise, UNHCR will continue to strengthen its partnership with the Americas Network on Nationality and Statelessness to support specific projects designed and implemented by civil society.

In the United States, UNHCR is supporting the creation of an advocacy and mutual support network of stateless people (United Stateless) and will continue to consolidate this initiative in the coming years. UNHCR has also partnered with the Centre for Migration Studies to improve its understanding of the scope of the stateless population in the United States and the hardships they face. This research will inform the work of UNHCR and its partners as they seek protection and solutions for statelessness in the United States.

In preparation for the 2019 High-Level Event on Statelessness, the region has identified State pledges and adopted an evaluation and follow-up mechanism. This mechanism aims to identify existing needs and develop high-impact, low-cost national projects to end statelessness in the Americas. This tool also allows interested countries, UNHCR, civil society organizations and stateless people to collaborate on the design and implementation of projects, ensuring sufficient fund allocation at national level. With the identification of countries that act as champions for the #IBelong Campaign to End Statelessness and given that this is a priority for the region, a high level of participation of the countries of Latin America and the Caribbean is expected at the event.

### Child protection and sexual and gender-based violence

High rates of femicide, sexual violence and exploitation continue to affect displaced populations in the Americas and the Caribbean. UNHCR will expand the regional safe spaces network to enhance access to specialized and multi-sectoral services for survivors of sexual and gender-based violence and children at risk along the displacement cycle across countries. In 2019, UNHCR will prioritize the consolidation of this network through the Andean Corridor to serve Venezuelan refugees and migrants. The network will also implement a regional information-sharing protocol and will support socioeconomic profiling to improve the targeting of assistance and facilitate the integration of people of concern.

### Strengthening regional cooperation

In responding to the evolving situation in the region, UNHCR will continue to support the implementation of the MIRPS (*Marco Integral Regional para la Protección y Soluciones*). This has brought six countries and over ten international, regional and national partners together under one framework to provide protection to people of concern, share responsibility and enhance durable solutions. States will meet annually to track the implementation of national commitments, relying on the Organization of American States (OAS) Committee of Political and Juridical Affairs as a follow-up mechanism, and 2019 will be the second year of implementation of this three year plan.

UNHCR will continue to strengthen the MIRPS's responsibility-sharing mechanisms to enhance protection of asylum-seekers, refugees and IDPs by forging new alliances with regional development actors and the private sector. UNHCR will also work with

both the Inter-American Development Bank and UNDP to identify funds from both national budgets and international cooperation for the implementation of MIRPS commitments.

The Office will also support the compilation and translation of the jurisprudence of the Inter-American Court of Human Rights on issues relating to people of concern to UNHCR. It will integrate a human rights focus into all regional training and capacity-building activities. Active participation will be sought in all regional consultative migration fora to ensure protection safeguards, such as the Regional Conference on Migration, the South American Conference on Migration, the Caribbean Migration Consultations and the Specialized Forum on Migration.

This will help identify people in need of international protection within mixed movements and avoid indiscriminate application of migration control measures.

UNHCR will also advocate issues related to protecting people of concern in regional and sub-regional bodies, such as the Community of Latin American and Caribbean States (CARICOM), the Southern Common Market (MERCOSUR), OAS, the Central American Integration System, and others. Synergies will also be sought with other UN agencies regionally, including the ILO, IOM, the PAHO/WHO, UNFPA, UNICEF and WFP, to better coordinate responses to the needs of people of concern to UNHCR and migrants, ensuring they are based on complementary mandates and responsibilities.

© UNHCR/Santiago Escobar-Jaramillo



Tegucigalpa, Honduras. UNHCR-supported education centres, a haven of peace in gang-controlled zones.

#### MIRPS fosters education in Honduras

Under the MIRPS comprehensive regional support and protection programme developed by UNHCR and regional governments, the Government of Honduras is committed to formulating and implementing a prevention and protection strategy for schools by 2020 within the Ministry of Education.

With UNHCR support, teachers have begun working to improve safety and conditions in schools. UNHCR is helping them develop protection measures and security protocols both for staff and the students themselves. They are creating communication networks among themselves and school administrators to report issues and warnings to protect teachers and students.



© UNHCR/Banamuha Mauer-Franch



Anais (15) fled the violence in Burundi with her mother and sister. She attends secondary school classes at Paysannat school, near Mahama camp, Rwanda.

#### LDS Charities and USA for UNHCR join hands for the most vulnerable displaced



Since 2004, the Latter-day Saints Charities (LDS Charities), one of USA for UNHCR's leading partners has been supporting an array of UNHCR projects and programs, including critical emergency relief, water, sanitation and hygiene, health and education. LDS Charities has emphasized assistance to the world's most vulnerable populations, and counts refugees and other displaced people as one of the core pillars of their mission going forward. LDS Charities' partnership with USA for UNHCR has grown over the last years and will continue to expand, remaining focused on prioritizing the unmet needs of displaced people across UNHCR's operations.



## CONSTRAINTS

The region is going through rapid changes. Upcoming elections in some countries may delay the implementation of regional responses. Political changes throughout the Americas are having an impact on the characterization and reception of people of concern to UNHCR. Efforts should be reinforced to keep humanitarian space open, reminding States of this continent's tradition of regional solidarity, generosity and burden-sharing.

Efforts to implement QAI recommendations in some countries have been impaired by the overwhelming arrival of new asylum-seekers. More pragmatic protection responses will need to be applied, including accelerated or simplified processing and adjudication along with the implementation of collective or group-based responses and recognition. Despite the region's legal and policy developments, such as inclusive and equal registration and documentation of people with diverse gender identity and sexual orientation, there are still challenges within existing asylum systems.

Problems relating to the recognition of refugee identity documents are being addressed in all operations where asylum-seekers and refugees face difficulties accessing employment and housing, opening bank accounts or dealing with public administration.

The influx of Venezuelan refugees and migrants has created considerable challenges for southern Caribbean countries. As States' migration policies towards Venezuelans become more restrictive, UNHCR will engage more systematically with them to ensure Venezuelans and other people of concern can access territory, asylum and basic services. Continued capacity-building, targeted protection interventions and the further consolidation of the Caribbean Migration Consultations are crucial to maintaining the region's protection space and developing asylum systems.

## FINANCIAL INFORMATION

### Budget

- **\$213 million**, accounting for 2.5% of UNHCR's overall budget.
- **+8%** compared to 2018 current budget mainly due to the protection needs of Venezuelans seeking asylum in Caribbean countries and in Latin America but also to expand the implementation of the MIRPS.

### Regional budget breakdown per Pillar

- **88%** of the Americas budget is allocated to Pillar 1 (refugee programmes).
- 8% to Pillar 4 (IDP projects in Colombia).
- 4% to Pillar 2 (stateless programmes).

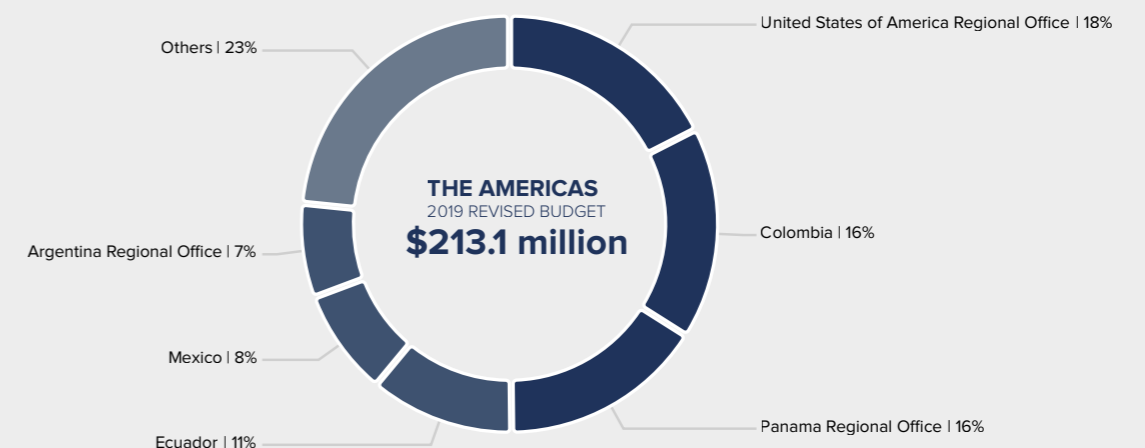
### Sub-regional needs

- **82%** of the regional budget (\$173 million) is allocated to the Latin America sub-region to cover the needs mainly linked to the Colombia, Nicaragua, NCA and Venezuela situations.

- 18% of the regional budget (\$39 million) is allocated to the North America and the Caribbean sub-region including to cover the needs of Venezuelans seeking asylum in Caribbean countries.

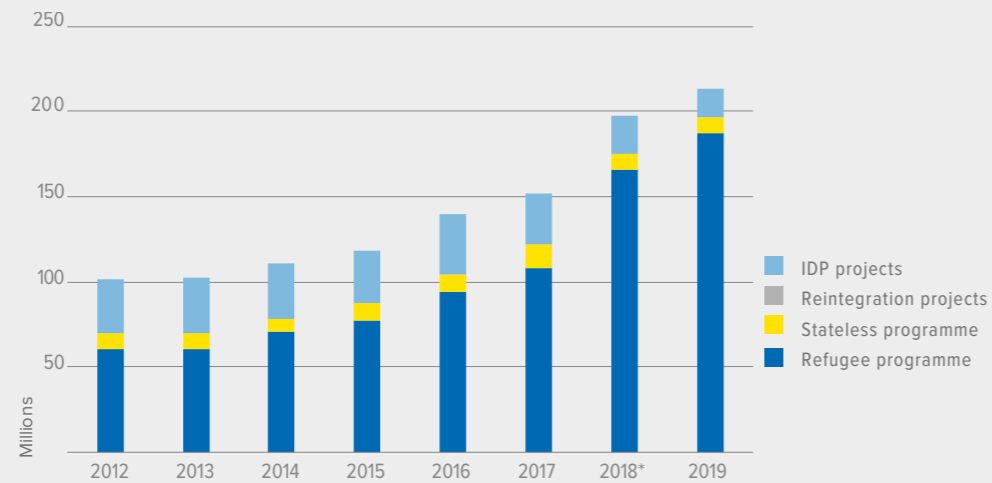
### Major rights groups

- **35%** of the regional budget is intended to cover activities to create a favourable protection environment (\$42 million) and fair protection processes and documentation (\$32 million) in the region in 2019.
- 25% of the regional budget is planned for activities to achieve durable solutions (\$28 million) and community empowerment and self-reliance (\$25 million).
- 16% of the regional budget will be allocated to cater for the basic needs and essential services of people of concern in the Americas region.
- 10% (\$22 million) is planned for security from violence and exploitation programs.



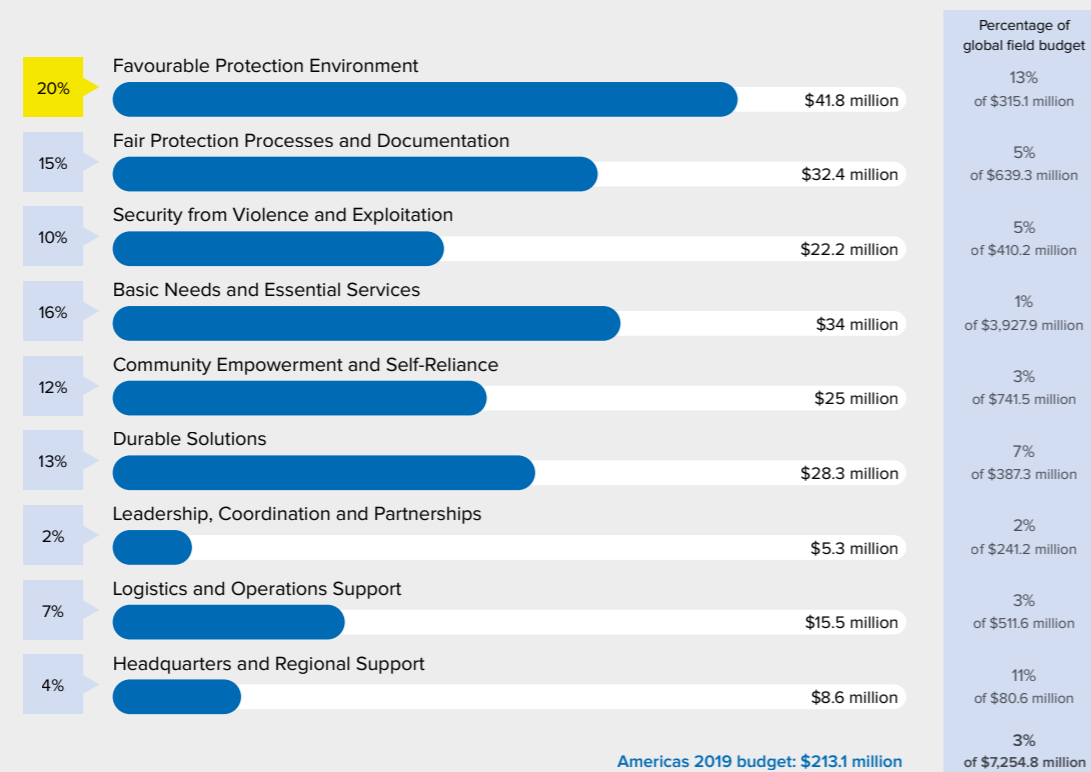
\* Note: figures do not include supplementary requirements of \$72 million for the Venezuela situation, requested after ExCom approval of the 2019 budget.

### BUDGETS FOR AMERICAS 2012-2019 | USD millions



\* As of 30 June 2018

### THE AMERICAS 2019 BUDGET BY RIGHTS GROUP | USD millions



### BUDGETS FOR THE AMERICAS | USD

OPERATION	ALL PILLARS	PILLAR 1	PILLAR 2	PILLAR 3	PILLAR 4	TOTAL
	2018 Current budget (as of 30 June 2018)	2019 Refugee programmes	2019 Stateless programmes	2019 Reintegration projects	2019 IDP projects	
<b>LATIN AMERICA</b>						
Argentina Regional Office <sup>1</sup>	11,291,809	15,579,632	-	-	-	15,579,632
Brazil	13,828,400	13,412,482	-	-	-	13,412,482
Colombia	31,816,893	18,100,038	-	-	16,963,267	35,063,305
Costa Rica	9,150,306	9,281,703	-	-	-	9,281,703
Costa Rica Regional Legal Unit	4,261,616	3,858,564	981,548	-	-	4,840,112
Ecuador	22,705,543	23,860,423	-	-	-	23,860,423
Mexico	17,788,265	17,600,000	-	-	-	17,600,000
Panama Regional Office <sup>2</sup>	27,033,209	33,818,444	-	-	-	33,818,444
Venezuela, Bolivarian Republic of	17,813,695	11,987,612	-	-	-	11,987,612
Regional activities <sup>3</sup>	5,153,801	8,283,259	-	-	-	8,283,259
<b>SUBTOTAL</b>	<b>160,843,538</b>	<b>155,782,158</b>	<b>981,548</b>	<b>-</b>	<b>16,963,267</b>	<b>*173,726,972</b>
<b>NORTH AMERICA AND THE CARRIBBEAN</b>						
Canada	1,887,351	1,939,540	97,935	-	-	2,037,474
United States of America Regional Office <sup>4</sup>	33,870,142	28,985,369	8,317,075	-	-	37,302,444
<b>SUBTOTAL</b>	<b>35,757,493</b>	<b>30,924,909</b>	<b>8,415,010</b>	<b>-</b>	<b>-</b>	<b>39,339,919</b>
<b>TOTAL</b>	<b>196,601,031</b>	<b>186,707,066</b>	<b>9,396,558</b>	<b>-</b>	<b>16,963,267</b>	<b>213,066,891</b>

<sup>1</sup> Includes activities in the Plurinational State of Bolivia, Chile, Paraguay, Peru and Uruguay.  
<sup>2</sup> Covers activities in Belize (since 2018), Cuba, El Salvador, Guatemala, Honduras and Nicaragua.  
<sup>3</sup> Regional activities cover the entire Americas region.  
<sup>4</sup> Includes activities in the Dominican Republic and Haiti.

\* Note: subtotal for the Americas does not include supplementary requirements of \$72 million for the Venezuela situation, requested after ExCom approval of the 2019 budget.



# Asia and the Pacific

## FOREWORD

By the end of 2018, Asia and the Pacific was home to more than 60% of the world's population. As a continent characterised by people on the move seeking new opportunities, there are a host of challenges regarding mixed movements, which often include young and highly mobile populations traveling across the region in search of solutions.

The region hosts approximately 9.5 million people of concern to UNHCR. It presents a set of complex situations, all requiring UNHCR's presence across the spectrum of forced displacement, from emergencies to situations where longer-term solutions are needed, and situations of statelessness.

The region's long-standing tradition of hospitality towards refugees remains strong. This was demonstrated when Bangladesh welcomed approximately 725,000 stateless Rohingya refugees from Myanmar who had fled an eruption of violence in late August 2017. UNHCR's operational context and focus in Bangladesh has dramatically altered to deal with the emergency. In 2019, it will require significant support to respond to the continuing humanitarian needs and work on finding solutions to this crisis, which lie in Myanmar.

In view of the enormous scale and diversity of the challenges facing the people of Rakhine State and the urgent need to find solutions, in 2018 UNHCR began to promote the concept of "A Solidarity Approach for the People of Rakhine State". The approach aims to bring together a broad range of stakeholders in support of

*Rohingya refugees make their way down a footpath during a heavy monsoon downpour in Kutupalong refugee settlement, Cox's Bazar district.*



resilience, solutions and a decent life for the people of Rakhine State, wherever they may be.

Statelessness remains a significant challenge across the region and will require UNHCR's continued efforts and advocacy work with national governments in 2019. The High-Level Event on Statelessness will mark the mid-point of the #IBelong Campaign to End Statelessness by 2024. UNHCR will use the event as an opportunity to strengthen its engagement with States and work with them to ensure they make, and act on, concrete commitments to prevent and eradicate statelessness by 2024.

It has been 40 years since the start of the large-scale displacement of Afghans in 1979, yet with 2.6 million Afghans worldwide, Afghan refugees still constitute just over 13% of the global refugee population. More than ever, the situation requires long-term solutions that create conditions conducive to voluntary repatriation. In line with this,

in late 2018, Afghanistan committed to apply the Comprehensive Refugee Response Framework (CRRF). This welcome development will complement the "Solutions Strategy for Afghan Refugees to Support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries" (SSAR). The SSAR has been the main multi-year regional framework for solutions to Afghan refugees living in protracted situations, mainly in the Islamic Republics of Iran and Pakistan, as well as for addressing the mixed nature of population movements.

Building on previous years, in 2019 UNHCR will continue to provide assistance and protection to people of concern, finding solutions for them and strengthening partnerships with a range of actors. As UNHCR confronts some of the greatest challenges to its work around the world, it appeals to the international community for continued support of refugees, stateless persons and displaced populations in the Asia and the Pacific region.

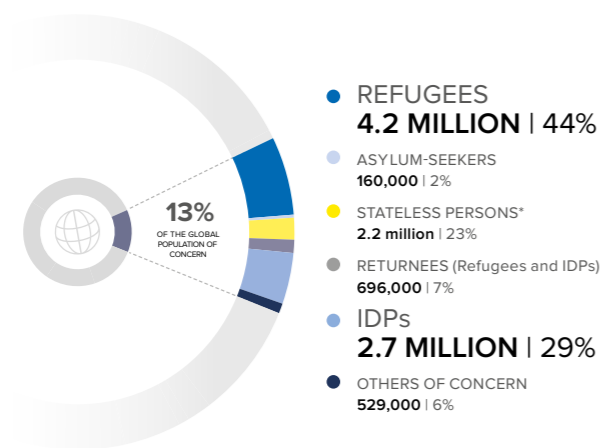
**Indrika Ratwatte**

Director of UNHCR's Regional Bureau for Asia and the Pacific

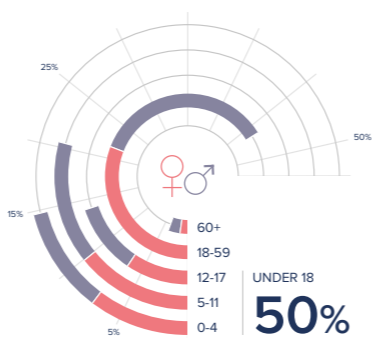


**9.5 MILLION**

PEOPLE OF CONCERN IN ASIA AND THE PACIFIC



**AGE AND GENDER BREAKDOWN**  
REFUGEES AND ASYLUM-SEEKERS



\* The stateless population includes 932,000 Myanmar refugees in Bangladesh and 126,000 stateless IDPs in Myanmar who are counted in refugee and IDP populations.

Official population figures as of January 2018



**AFGHANISTAN SITUATION**

**2.4 million REFUGEES**

are hosted mainly in the Islamic Republics of Iran and Pakistan

**175,800**

People were displaced in the first eight months of 2018 alone

**1.9 million IDPs**

**444,670** RETURNEES since 2016



**MYANMAR SITUATION**

**894,200 REFUGEES**

are hosted in Bangladesh

**128,000**

IDPs in central Rakhine State



**SITUATIONS**

**<1.5 million** People of concern

**> 3 million** People of concern

**CRRF countries**

**L3** Level of emergencies

Population figures for the situations on this map are the most up-to-date in 2018



## MAJOR SITUATIONS

While Asia and the Pacific continues to enjoy overall economic growth and rising living standards, in 2019 millions of people will remain without a nationality, documentation or a place to call home. The region was home to 9.5 million people of concern to UNHCR towards the end of 2018—including 4.2 million refugees, 2.7 million IDPs and 2.2 million stateless persons. Most of the region's refugees are from Afghanistan and Myanmar: two very different UNHCR operations that illustrate the complexity of the Office's work in Asia and the Pacific and why its presence is necessary.

Violence in Afghanistan continues to displace families and prevents many from returning home. As some have been displaced from their homes for several years, even decades, the situation demands innovative longer-term solutions from UNHCR. The Office's focus remains on creating conditions conducive to voluntary repatriation and supporting communities hosting Afghan refugees.

Meanwhile, hundreds of thousands of refugees from Myanmar who fled to Bangladesh to escape violence are living in extremely overcrowded and precarious conditions in settlements and camps. Their needs are comprehensive and require the Office's extensive emergency assistance and that of a wide range of partners. The region is also home to around half of the world's stateless persons.

**5.2 million**  
Afghan refugees  
voluntarily returned  
since 2002 with  
UNHCR support.

### Afghanistan situation



Afghans remain the largest refugee population of concern to UNHCR in Asia and the Pacific, with some 1.4 million Afghan refugees hosted by Pakistan and close to

1 million by the Islamic Republic of Iran. Both countries also host large numbers of undocumented Afghans, some of whom may also need international protection. Additionally, it is estimated that there are 1.9 million IDPs in Afghanistan as of September 2018. In 2018, the volatile security situation in Afghanistan continued to drive displacement, with more than 175,800 people forced to flee their homes in the first eight months of the year.

While the SSAR remains the overarching framework for solutions to Afghan displacement, due to the record number of displaced people worldwide, there is a growing recognition that forced displacement is not just a humanitarian but also a political, peacebuilding and development challenge. The global compact on refugees and the associated CRRF, along with the global compact for migration, will complement the SSAR in providing a comprehensive framework for addressing the mixed nature of population movements in a holistic manner. Mobilizing resources and political support for Afghan refugees is increasingly challenged by other humanitarian crises around the world. The SSAR will seek to build on these global initiatives and expand partnerships to find solutions to Afghan displacement.



### UNIQLO mobilizes comprehensive support for the refugee cause



Gul Bibi is a strong advocate for women in her Afghan community in Quetta, Pakistan. Thanks to tailoring skills learned at a UNHCR and UNIQLO-funded training centre, she is able to support her family. Gul Bibi is an example of change happening in her community.

Since 2007, the scope of UNHCR's partnership with UNIQLO has grown in a unique and comprehensive manner. Under the current global partnership agreement, UNIQLO's contribution of \$10 million has strengthened UNHCR's livelihoods programme in the Asia and the Pacific region, by providing emergency response in the form of in-kind donations. Additionally, 65 refugees are currently employed in UNIQLO stores globally, and more than 120,000 students have been taught refugee issues by UNIQLO employees in Japan. This multifaceted partnership serves as a model for how UNHCR will continue to partner with the private sector to mobilize comprehensive support for the refugee cause.

Pakistan hosts more than 1.4 million registered Afghan refugees, and fewer of them are leaving the country to return home. Through the UNHCR-facilitated voluntary repatriation programme, 58,800 Afghan refugees returned to Afghanistan in 2017, primarily from Pakistan. But, nine months into 2018, only around 13,300 had returned, mostly from Pakistan (89%), with the remaining 11% returning from the Islamic Republic of Iran. UNHCR has facilitated and supported the voluntary return of more than 5.2 million Afghan refugees since 2002. It will continue to do so in 2019, though the rate of return is expected to remain modest due to insecurity in Afghanistan.

In Pakistan, the Refugee Affected and Hosting Areas (RAHA) initiative continues to play a major role in promoting social cohesion between refugees and host communities. The Government also

registered nearly 880,000 undocumented Afghans, providing them with Afghan Citizen Cards (ACCs), which do not confer refugee status but regularize temporary stay in Pakistan.

The Government of the Islamic Republic of Iran continues to extend protection and assistance to close to 1 million Afghan and Iraqi refugees. It has also taken steps to regularize the large undocumented Afghan population residing within its borders. It is implementing inclusive social protection policies that facilitate access for all Afghan children to school and enable all refugees to enrol in the national universal public health insurance scheme. UNHCR will support the Government's efforts by covering the insurance premium fees of identified extremely vulnerable refugees while working with the Government to seek sustainable solutions.

The SSAR helps facilitate voluntary return and sustainable reintegration for Afghan refugees, while providing assistance to host countries.



### Trailblazing health scheme benefits refugees in the Islamic Republic of Iran



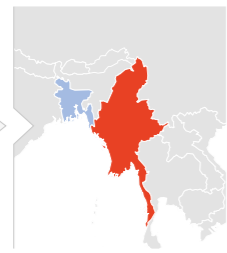
An Iranian doctor visits Afghan refugees at a health centre in Savejbolagh in Alborz province, northwest of Tehran.

The Islamic Republic of Iran is one of the few countries to provide medical insurance for refugees on the same basis as its own citizens. "This initiative by the Government of Iran is certainly exemplary, particularly as it has resulted in the inclusion of refugees in its national health system," says Irina Korenyak, a UNHCR official in the Islamic Republic of Iran.



### Myanmar situation

**900,000** stateless Rohingya refugees estimated in Bangladesh in 2019 including **200,000** who fled Rakhine State previously.



The refugee emergency in Cox's Bazar in Bangladesh remains a major operational focus for UNHCR, where it will continue its support to the Government of

Bangladesh in providing protection and lifesaving assistance. More than a year after the start of the current crisis, Rohingya refugees continue to flee to Bangladesh, albeit in smaller numbers than in 2017. UNHCR projects that there will be approximately 900,000 stateless Rohingya refugees in Bangladesh in 2019, including an estimated 200,000 who fled Rakhine State in previous waves of displacement.

As part of its strategic priorities in Bangladesh, in 2019 UNHCR will work to secure the legal identity of Rohingya refugees, which has been denied in Myanmar, strengthening the protective environment for refugees and ensuring they can enjoy basic human rights. Moreover, the Office will improve the living

conditions for refugees in settlements while bolstering peaceful coexistence with host communities, empowering refugees and supporting the establishment of governance systems that promote resilience.

There is an urgent need for solutions to the significant challenges facing the people of Rakhine State, including voluntary repatriation or other solutions that will allow refugees to live safe and dignified lives. In this regard, the "Solidarity Approach for the People of Rakhine State" presents several opportunities for States and other actors, including regional organisations, international financial institutions, NGOs, refugees, influential individuals and private sector actors to help identify comprehensive solutions for the people of Rakhine State, both inside and outside Myanmar. UNHCR will aim to build consensus among the diverse groups of stakeholders around a coherent approach, ensuring relevant actors are consulted throughout the process.

There will be a focus on putting into action the tripartite memorandum of

understanding (MoU) signed by UNHCR, UNDP and the Government of Myanmar in June 2018. The MoU established a framework for cooperation aimed at creating conditions conducive to the safe, voluntary, dignified and sustainable repatriation of Rohingya refugees. In September 2018, following authorization from the Government of Myanmar, UNHCR and UNDP began assessments in 23 villages. This was the first step of a phased implementation of the MoU that also aims to foster social cohesion. UNHCR is continuing to engage with the Government of Myanmar to increase access for humanitarian and development agencies. While acknowledging the Government's challenges and constraints, UNHCR will stress that gradual but steady progress is necessary and that with the completion of the first phase, assessments should be quickly expanded to other areas.

### Safeguarding access to protection and asylum

While advocating for States to establish or improve their asylum procedures, and supporting that process, UNHCR will continue to promote protection-sensitive systems for managing mixed movements in the region. It will also continue to undertake refugee status determination in countries without national asylum procedures.

The Office will work with States and other stakeholders to identify alternatives to detaining asylum-seekers, ensure people of concern are protected, and establish mechanisms that achieve solutions for them, including regional schemes beyond resettlement to third countries, such as labour mobility agreements. Strengthening the protection of refugee communities and internally displaced will remain a key priority in 2019.

In September 2018, the Government of Pakistan approved the extension of the validity of "proof of registration" cards until the end of June 2019.

In South-East Asia, UNHCR will remain actively involved in the Bali Process. The 7<sup>th</sup> ministerial conference of the Bali Process in August 2018 provided an opportunity for relevant States to reaffirm the commitments of the 2016 Bali Declaration. Furthermore, it provided a platform to seek support from regional States and actors for sharing responsibility of the Rohingya refugee crisis through the "Solidarity Approach for the People of Rakhine State", as outlined above. UNHCR will continue

## REGIONAL STRATEGY

The humanitarian needs of people of concern to UNHCR in the Asia and the Pacific region are vast, diverse and show no immediate signs of abating. In the first half of 2018, 11,500 more people were forced to flee to Bangladesh from Myanmar because of violence and insecurity. In 2018, some 336,000 people left their homes and belongings to find safety as IDPs in another part of their country (Afghanistan, Myanmar and the Philippines). The Office will continue to strengthen protection, provide assistance and seek solutions for refugees and other people of concern, in line with its Global Strategic Priorities. With the specific opportunities and challenges of the Asia and the Pacific region in mind, UNHCR has identified the following priorities for its work in 2019.

**336,000** IDPs in Afghanistan, Myanmar, and the Philippines in the first half of 2018.



### Teacher works overtime to give Rohingya girls a chance to learn

Alinesa got a late start on her own education. Now a devoted teacher, she is intent on helping young refugees get the schooling they need.

"I'm so happy to get this chance to study. I didn't know how to read or write before I came here. Now I'm learning," says Rosina Akhter.

According to a UNHCR report, only 61% of refugee children worldwide are enrolled in primary school, 23% in secondary and 1% in tertiary education.



Working to help young Rohingya refugee girls get some schooling in displacement. Recently arrived Rohingya refugee, Rosina Akhter, 12, is in school for the first time in her life.



**1,500**  
Sri Lankan  
refugees returned  
home in 2017.  
By mid-2018 there  
had been 675  
returns recorded.

its engagement with the Association of South-East Asian Nations (ASEAN) to address the root causes of displacement in Rakhine State and ensure that the return of Rohingya refugees is sustainable.

In Central Asia, as part of ongoing efforts to safeguard access to asylum procedures, UNHCR and IOM will continue to support the chair of the Almaty Process on Refugee Protection and International Migration. Furthermore, they will continue to collaborate with other organizations and initiatives that engage border officials from the five central Asian countries to strengthen border management systems.

### Seeking durable solutions for protracted refugee situations

The ongoing conflict in Afghanistan and the country's limited absorption capacity for returnees mean UNHCR does not promote refugee returns. However, it will continue to assist those who choose to voluntarily return in 2019, in accordance with its mandate and within the framework of the SSAR and CRRF.

In 2017, more than 1,500 Sri Lankan refugees returned home—the largest number of returnees in five years. By mid-2018, there were 675 returns recorded, therefore, returns in 2018 are expected to exceed 2017. UNHCR will continue to work closely with the Sri Lankan and Indian authorities to enhance opportunities for return in 2019.

From the start of the large-scale third-country resettlement programme in 2008 to August 2018, more than 113,000 Bhutanese refugees arrived in eight resettlement countries, with 85% travelling to the United States of America. By the end of 2018, the resettlement programme will come to an end. An estimated 6,500 refugees remain in Damak, Nepal, and UNHCR will continue to identify durable and dignified solutions to bring this protracted displacement situation to closure.

UNHCR continues to advocate for alternative pathways for refugees in the region. For example, it supports scholarship programmes sponsored by the Government of Japan that enable Syrian refugees to pursue post-graduate education. The programme started in 2017 and is expected to continue in 2019.

### Ensuring protection and durable solutions for IDPs

There are 2.7 million IDPs in the region, with an estimated 1.9 million in Afghanistan. The situation in the country is expected to remain critical for IDPs in 2019, requiring continued support from UNHCR for their specific needs. The Office will provide core relief items to IDP families in the country. UNHCR will also continue to support community-based protection measures to reduce protection risks and vulnerabilities while fostering peaceful coexistence and the reintegration of returnees and IDPs with local host communities, including persons with specific needs. These measures will continue to include: community support facilities and infrastructure, in-cash and in-kind support for subsistence, promoting representation in community decision-making structures, and skills development for employment, particularly focused on women and youth.

In the Philippines, more than 106,000 IDPs remain on the southern island of Mindanao, including those affected by the Marawi conflict. UNHCR is focused on supporting the Government in promoting the voluntary, safe and dignified return of 77,170 displaced families, or finding alternative solutions for those who used to reside in the most affected areas and are unable to return.

In Myanmar, the Office will continue to work with partners and the Government to protect and assist approximately 107,000 IDPs in Kachin and northern Shan States. In central Rakhine State, there are an estimated 128,000 IDPs and UNHCR will continue to urge the Government to develop a plan to close the IDP camps, in line with the recommendations of the Advisory Commission on Rakhine State.

### Reducing and preventing statelessness and protecting stateless persons

With 2.2 million stateless persons in the Asia and the Pacific region, addressing statelessness remains a key strategic priority, and for which UNHCR maintains close cooperation with ASEAN. The most urgent situation in the region is that of the Rohingya in Myanmar where, as a direct result of their statelessness, they suffer entrenched discrimination, marginalisation and the denial of a wide range of basic human rights, which has resulted in successive waves of displacement. UNHCR will continue its work with the Government to address the root causes of displacement and work to ensure Rohingya can meaningfully enjoy their fundamental human rights and, ultimately, a pathway to citizenship.

As 2019 marks the mid-way point of the #IBelong Campaign to End Statelessness by 2024, UNHCR will strengthen its engagement with States across the region and other partners to achieve the campaign's goals, build on the region's related successes and encourage new commitments.

There were  
**2.2 million**  
stateless persons  
in the Asia and the  
Pacific region by  
mid-2018.



**77,170**  
displaced families  
in Mindanao,  
Philippines, will be  
supported to  
voluntary return  
or find alternatives  
solutions in 2019.



### Using telecommunications to improve clinical healthcare in refugee camps in Nepal

The implementation of resettlement programmes to third countries meant the number of Bhutanese refugees living in Nepal's camps was declining. UNHCR sought new and innovative ways to provide health services efficiently and effectively to the remaining Bhutanese refugee population in Nepal. UNHCR tested "telemedicine" to strengthen night-time emergency medical services for Bhutanese refugees in Nepal. The project used information and communications technology to enable night medical staff to treat non-emergency cases by distance, allowing doctors to communicate directly with specialists in government-run secondary and tertiary health care centres. This helped to reach more patients more effectively and reduced the number of referrals.



A UNHCR Health Associate interviews local staff to better understand how night-time emergency medical services can be improved in the Beldangi refugee camp located among the settlements in Damak, Jhapa District, Nepal.





**"In all my life, I've not known even five minutes of peace."**

Four generations of a Rohingya refugee family describe how statelessness has clouded their lives and hopes of returning to Myanmar. Her eyes milky with age, 90-year-old Gul Zahar looks back on a lifetime of injustices that have stalked her family. Back home in Myanmar, Gul's family lacked basic rights and freedoms. She first fled to Bangladesh in 1978, then again in 1991, and once more in August 2018, when her village was torched in a deadly attack. Now a great-grandmother, she lives in a one-room shelter in this Bangladesh refugee settlement with four generations of her extended family.

"It's been a lifetime of sorrow," she says.



Oli Ahmed, 53, his mother, Gul Zahar, 90, and his son, Mohammad Siddiq, 25, pose for a photo in the family's shelter in Bangladesh.

© UNHCR/Roger Arnold

**470,000**  
stateless persons  
registered in  
Thailand.

The Royal Thai Government continues to express strong political will to resolve the issue of statelessness. It has endorsed UNHCR's #IBelong Campaign and has become a leader among the Campaign's "group of friends". It provided nationality to more than 110,000 stateless persons between 2008 and mid-2018. UNHCR will continue to work with the Royal Thai Government to speed up the processing of nationality applications for the 470,000-plus registered stateless persons in the country.

In Central Asia, between 2014 and mid-2018, a total of 46,200 people had their statelessness situation resolved. In addition, in June 2018, all five countries in Central Asia reaffirmed their willingness to work towards the reduction and prevention of childhood statelessness at a regional conference on the right to legal identity and prevention of statelessness. Building on these positive achievements made in Central Asia, UNHCR will continue to prioritize the reduction of statelessness in the sub-region in 2019.

## CONSTRAINTS

Insecurity in Afghanistan makes humanitarian access difficult in some parts of the country. UNHCR staff, and particularly national staff, are also vulnerable to attacks and injury.

In Bangladesh, the refugee camps in Cox's Bazar remain overcrowded, and facilities are overstretched. Existing coordination mechanisms must be adapted to enable different national and international stakeholders to work together more effectively in pursuit of common goals in the areas of protection, humanitarian assistance, development, resilience and support for host communities.

In Myanmar, particularly in northern Rakhine State, UNHCR will continue to advocate for effective humanitarian access. It will continue to work towards the successful implementation of the tripartite MoU between UNHCR, UNDP, and the Government of Myanmar.

## FINANCIAL INFORMATION

### Budget

- **\$775 million**, accounting for **9%** of UNHCR's overall budget.
- **+11%** compared to 2018 current budget mainly due to \$77.1 million increase for the continued response to the needs of Myanmar refugees in Bangladesh, and despite a reduced budget due to limited humanitarian access in Afghanistan which is affecting the implementation of the reintegration programme.

### Regional budget breakdown per Pillar

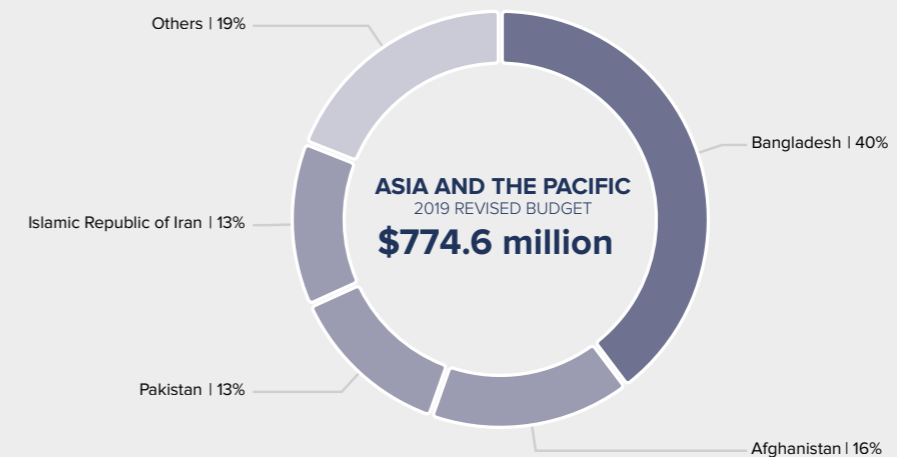
- **79%** of the regional budget is allocated to Pillar 1 (refugee programmes).
- **12%** to Pillar 3 (reintegration projects) in Afghanistan and Pakistan.
- **4%** to Pillar 2 (stateless programmes).
- **4%** to Pillar 4 (IDP projects).

### Sub-regional needs

- **52%** of the regional budget (\$403 million) is allocated to the South-East Asia sub-region mainly related to the Myanmar situation.
- **41%** of the regional budget (\$320 million) is planned for the South-West Asia sub-region mainly to cover the needs related to the Afghanistan situation.

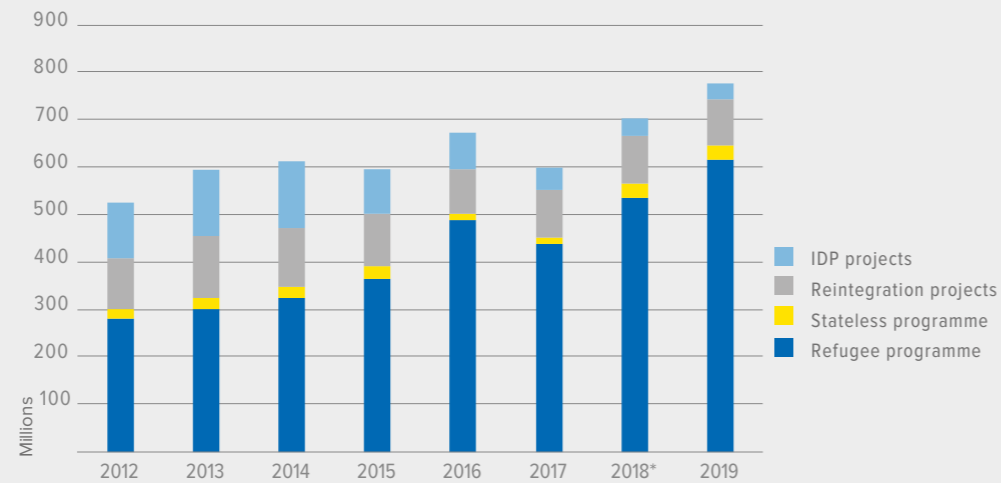
### Major rights groups

- **53%** of the regional budget (\$409 million) is allocated to cover the basic needs and essential services for people of concern and to deliver lifesaving assistance.
- **23%** of the regional budget is planned for durable solutions and community empowerment and self-reliance (\$82 million and \$93 million respectively).



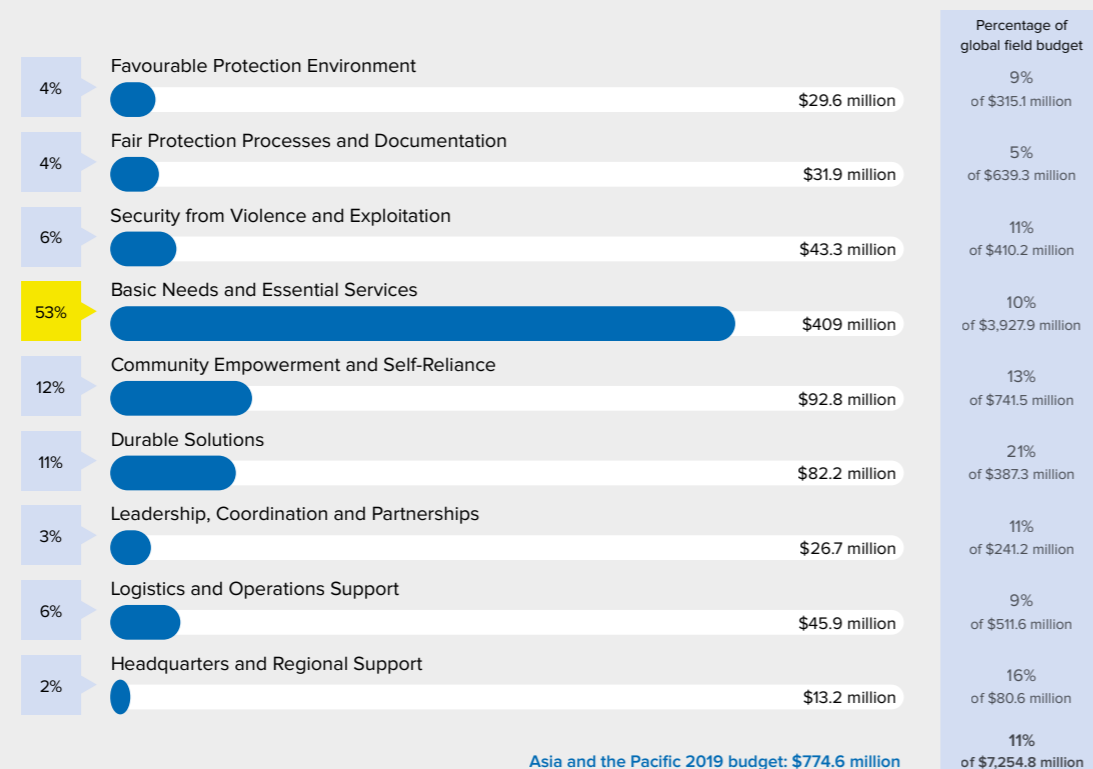


### BUDGETS FOR ASIA AND THE PACIFIC 2012-2019 | USD millions



\* As of 30 June 2018

### ASIA AND THE PACIFIC 2019 BUDGET BY RIGHTS GROUP | USD millions



### BUDGETS FOR ASIA AND THE PACIFIC | USD

OPERATION	ALL PILLARS	PILLAR 1	PILLAR 2	PILLAR 3	PILLAR 4	TOTAL
	2018 Current budget (as of 30 June 2018)	2019 Refugee programmes	2019 Stateless programmes	2019 Reintegration projects	2019 IDP projects	
<b>CENTRAL ASIA</b>						
Kazakhstan Regional Office <sup>1</sup>	5,520,373	4,328,075	1,200,774	-	-	5,528,849
Kyrgyzstan	913,899	539,101	274,735	-	-	813,836
Tajikistan	2,181,727	1,317,877	1,015,585	-	-	2,333,462
<b>SUBTOTAL</b>	<b>8,615,999</b>	<b>6,185,054</b>	<b>2,491,094</b>	-	-	<b>8,676,147</b>
<b>EAST ASIA AND THE PACIFIC</b>						
Australia Regional Office <sup>2</sup>	3,074,491	3,107,803	46,818	-	-	3,154,621
China	4,871,650	4,963,622	136,379	-	-	5,100,000
Japan	3,504,112	3,474,354	64,777	-	-	3,539,131
Republic of Korea	1,734,528	1,980,508	92,319	-	-	2,072,827
Regional activities	1,082,333	2,782,579	-	-	-	2,782,579
<b>SUBTOTAL</b>	<b>14,267,114</b>	<b>16,308,866</b>	<b>340,292</b>	-	-	<b>16,649,158</b>
<b>SOUTH ASIA</b>						
India	15,814,434	16,019,427	148,804	-	-	16,168,231
Nepal	6,727,104	5,019,071	480,929	-	-	5,500,000
Sri Lanka	5,141,830	4,071,629	31,136	-	-	4,102,765
<b>SUBTOTAL</b>	<b>27,683,367</b>	<b>25,110,127</b>	<b>660,869</b>	-	-	<b>25,770,996</b>
<b>SOUTH-EAST ASIA</b>						
Bangladesh	220,442,812	307,553,397	-	-	-	307,553,397
Indonesia	7,190,917	7,864,301	365,047	-	-	8,229,348
Malaysia	16,593,397	17,088,602	863,183	-	-	17,951,785
Myanmar	46,116,560	6,973,421	22,230,162	-	9,520,417	38,724,000
Philippines	4,051,402	397,796	392,338	-	2,867,883	3,658,017
Thailand	24,932,669	18,632,009	920,504	-	-	19,552,513
Thailand Regional Office <sup>3</sup>	7,260,299	7,106,737	913,146	-	-	8,019,883
<b>SUBTOTAL</b>	<b>326,588,056</b>	<b>365,616,263</b>	<b>25,684,380</b>	-	<b>12,388,301</b>	<b>403,688,943</b>
<b>SOUTH-WEST ASIA</b>						
Afghanistan	125,834,134	29,156,568	-	71,229,102	21,320,010	121,705,680
Iran, Islamic Republic of	98,756,622	98,916,706	-	-	-	98,916,706
Pakistan	99,201,669	73,015,649	558,163	25,627,856	-	99,201,669
<b>SUBTOTAL</b>	<b>323,792,426</b>	<b>201,088,924</b>	<b>558,163</b>	<b>96,856,958</b>	<b>21,320,010</b>	<b>319,824,055</b>
<b>TOTAL</b>	<b>700,946,962</b>	<b>614,309,233</b>	<b>29,734,798</b>	<b>96,856,958</b>	<b>33,708,311</b>	<b>774,609,300</b>

<sup>1</sup> Includes activities in Uzbekistan

<sup>2</sup> Covers New Zealand, the Pacific Island countries and Papua New Guinea.

<sup>3</sup> Includes activities in Cambodia, Mongolia and Viet Nam.



# Europe



## FOREWORD

The protection environment for refugees and other people of concern varies widely throughout Europe. Divergences with international standards coupled with restrictive asylum policies in some States persist and contribute to irregular onward movements within Europe. Negative, even discriminatory, political discourse in several countries hampers healthy and results-focused policy development. With 85% of refugees under UNHCR's mandate in developing regions, insufficient support to host countries and lack of durable solutions contribute to movements towards and within the continent. In their quest for protection, many continue to attempt the increasingly perilous journey across the Mediterranean.

As of the end of 2018, Europe at large is host to more than 5.2 million refugees, Turkey remaining the largest host country with more than 3.9 million refugees. As the conflict in Ukraine remains unresolved, protracted large-scale displacement persists, with 1.5 million internally displaced.

Discussions on refugees and migrants continue to occupy a central place in the European political and electoral arena. However, public debates mostly fail to result in concrete solutions which are in line with European values and traditions of solidarity and responsibility. Political divisiveness and toxic rhetoric create an environment of fragility for refugees and other people of concern and in many countries, refugees speak of a growing climate of distrust and even fear.

*Disembarkation of 58 people rescued by the Aquarius, Malta.*



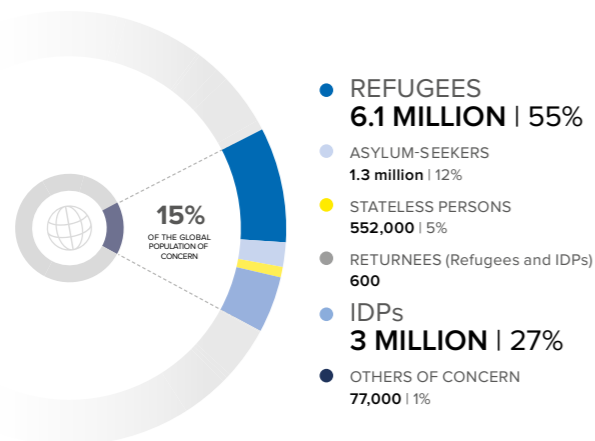
Notwithstanding, Europe and European citizens have also shown remarkable support to refugees and asylum-seekers, particularly at the community and municipal levels where numerous acts of solidarity and generosity take place. Many States and leaders also continue to uphold high standards of asylum policies and systems as well as generous solidarity measures towards refugees and host communities, both at home and globally.

In Europe, UNHCR will continue to promote the adoption of viable and efficient asylum measures that can lead a commonly-managed system of protection based on principles of solidarity. New collaborations and partnerships should be encouraged to achieve comprehensive solutions for people of concern. In particular, well-designed financial investments and political commitments will also be required to support host communities but also peace and stability in the regions of origin and transit.

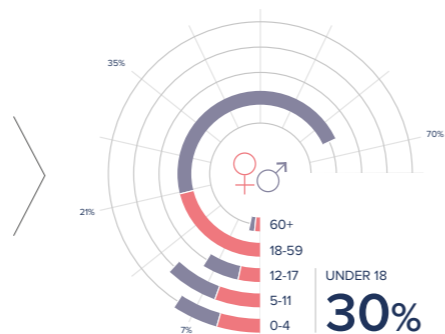
**Pascale Moreau**  
Director of UNHCR's Regional Bureau for Europe



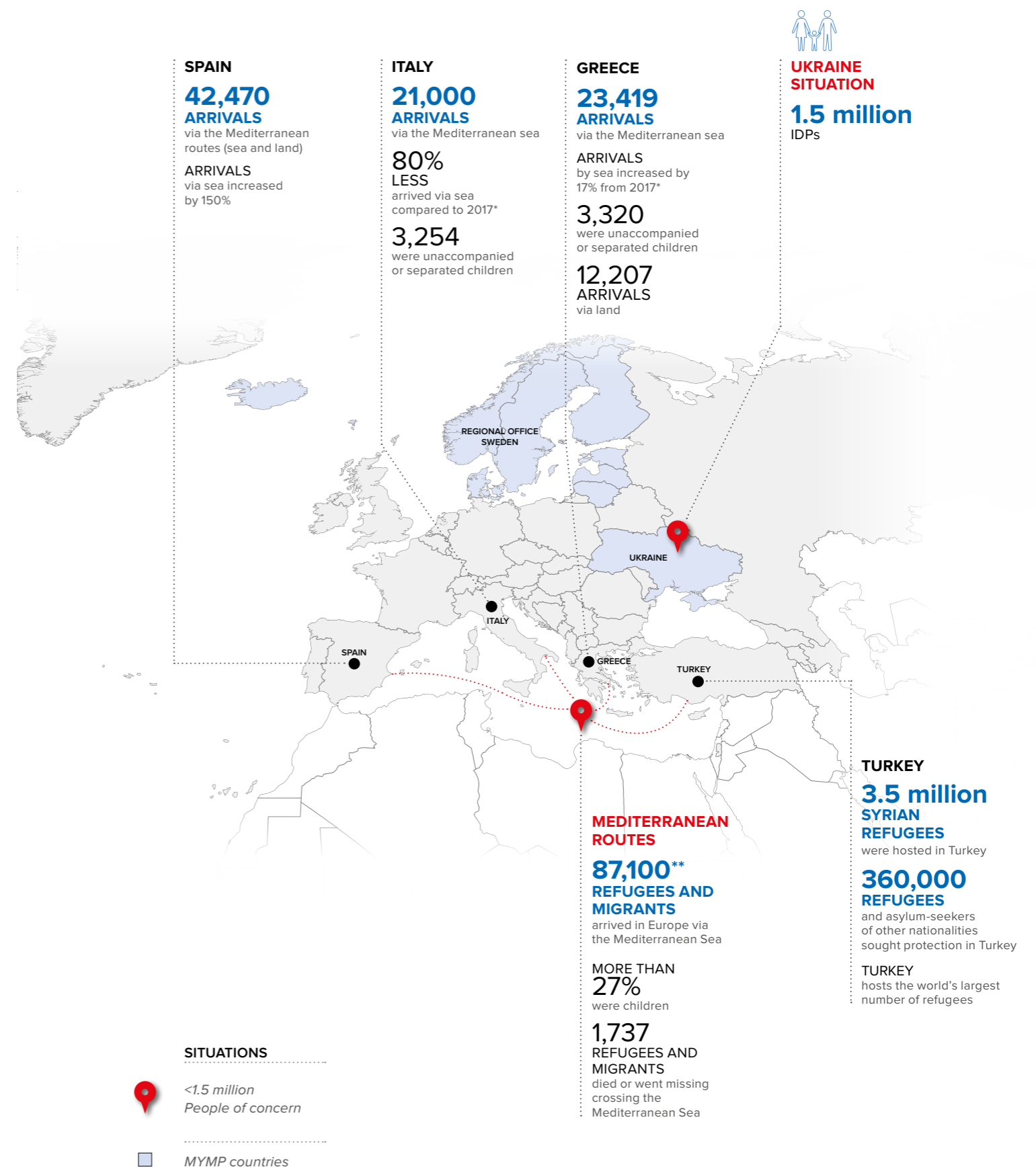
**11 MILLION**  
PEOPLE OF CONCERN IN EUROPE



**AGE AND GENDER BREAKDOWN**  
REFUGEES AND ASYLUM-SEEKERS



Official population figures as of January 2018



\* 2018 figures are compared against the same period for 2017.  
\*\* Includes sea arrivals to Cyprus and Malta.

Population figures for the situations on this map are the most up-to-date as of September 2018.

## MAJOR SITUATIONS

**104,300**  
refugees and  
migrants had  
arrived in Europe  
by September  
2018.

By September 2018, 104,300 refugees and migrants had arrived in Europe via the Mediterranean Sea or over land. Of those who arrived, 27% were children and 16% were women. More than 330,000 first-time asylum applications were received in the European Union (EU).

### Europe refugee situation

Thousands of people continued to try to reach Europe in search of safety in 2018, along with many others traveling for different reasons, including economic and educational opportunities. Spain has become the primary entry point for those crossing the Mediterranean Sea with some 42,470 arrivals in 2018. While sea arrivals increased by 150% in Spain, overall in the Mediterranean, there were 30% fewer compared to 2017. The drop is due primarily to new measures targeting irregular migration in the central Mediterranean, further restrictions on the work of NGOs involved in search and rescue operations,

and limited opportunities for refugees and migrants rescued at sea to be disembarked in places of safety.

In Spain, UNHCR will strengthen its operational involvement following increased sea arrivals and support the government in addressing existing gaps in reception capacity. In collaboration with the authorities, the Office will provide guidance to ensure sufficient and adequate accommodation for asylum-seekers and refugees, with particular attention to people with specific needs. Furthermore, UNHCR will help to establish an outreach system to identify protection gaps and refer identified cases to relevant services.

Arrivals to the Greek islands continued and led to severe overcrowding in reception centres, where people stayed for months in appalling conditions. While continuing its process of transition, UNHCR will support the accommodation scheme and related services, as well as cash-based assistance, while transfers from the islands to the mainland and related

transportation activities will be handed over to the Government, as planned. Building on the progress made in case management and protection responses, particularly for unaccompanied and separated children, UNHCR will support the strengthening of the guardianship system, alternative care, and prevention and response to sexual and gender-based violence (SGBV) with the inter-agency coordination forum. The Office will also support the design of integration policies for people of concern in the country.

In Italy, the current asylum processing and reception capacities remain overstretched due to a significant increase in asylum applications over the last two years. UNHCR will continue to maintain its engagement in responding to the specific needs of asylum seekers, in particular survivors of SGBV, arbitrary detention, severe physical maltreatment and torture, as well as people with disabilities. In 2019, the Office will engage in community-based protection interventions and strengthen communication with communities to prevent SGBV and make protection services available to SGBV survivors and unaccompanied or separated children.

Mixed movements continue in Central Europe, albeit at a slower pace than in previous years, due to increased physical and legal restrictions that often push refugees and migrants towards unsafe routes. As collective expulsions continue to be reported throughout the region, UNHCR and its partners will work to strengthen asylum systems where possible

and provide protection to the most vulnerable people of concern, including unaccompanied and separated children, and survivors of SGBV.

In South-Eastern Europe, UNHCR will strengthen its protection monitoring in implementing international standards and corresponding national policies and procedures, including adequate reception and referral systems, with a particular focus on protecting children, survivors of SGBV, and other vulnerable groups. While coordinating with key stakeholders, UNHCR will develop and roll out a cross-regional strategy to address the creation of an environment that enables refugees and other people in need to seek and find protection where they are and to be integrated into national social service schemes. UNHCR will strategically engage with governments to advocate durable solutions for internally displaced people and vulnerable returnees.

Governments in North and Western Europe continue to make significant investments in programmes for social integration and refugees' inclusion. UNHCR will continue to focus on the promotion of such systems and to advocate refugee integration and other durable solutions. The Office will pursue efforts to ensure efficient and effective access to asylum, such as systematizing and strengthening monitoring and data collection capacities, supporting national legislative developments and through strategic judicial engagement.



### Eritrean teen finds harmony after desperate journey to Europe

*"In some hangars in Libya they would let us sing, in whispers. [...] In others, everything was forbidden. Thanks to the music, I kept my hopes up along my terrible journey,"* said 16-year-old Kokob\*, who found solace in music and safety in Europe after a narrow escape from Libya.

A new report from UNHCR shows that while the total number of people arriving in Europe has fallen, the rate of deaths has risen sharply, particularly for those crossing via the Mediterranean Sea from Libya, often after a harrowing overland journey.



*Kokob looks out from the balcony of a reception centre for unaccompanied girls in Pozzallo, near the southern tip of Sicily.*

© UNHCR/Rafaela Rotundo

\*Name changed for protection purposes.



**90%**  
of refugees  
in Turkey live in  
urban settings.

Over 3.5 million Syrian refugees have found safety in Turkey, along with 360,000 refugees and asylum-seekers from other countries. With 90% of refugees living in urban settings, UNHCR will continue to advocate and support their inclusion into national systems by strengthening cooperation with line ministries and institutions at national, provincial and local levels, and by providing technical and capacity development support. UNHCR will also promote protection-sensitive border management and access to protection for people of concern, including by improving access to information and legal assistance.

In all these regions, more concerted efforts will be made to diversify and multiply partnerships, focusing on municipalities, cities, private sector actors and ensuring that refugees and other people of concern are given a voice.

### Ukraine situation



Approximately 1.5 million people remain internally displaced in Ukraine and many residents of non-government-controlled areas are expected to continue to commute

across the line of contact to meet their basic needs. Challenges will persist in securing protection and durable solutions for IDPs and other conflict-affected populations, particularly for those with specific needs. Freedom of movement and humanitarian access will likely continue to be curtailed. UNHCR will continue to promote measures to facilitate and expedite crossings, working closely with community-based organizations to support IDPs and people at risk.

## REGIONAL STRATEGY

In 2019, UNHCR will continue to support governments throughout Europe in maintaining access to effective protection regimes by advocating the rights of asylum-seekers, refugees and stateless persons. The Office will seek to raise public awareness across Europe to help integrate refugees in their new communities. UNHCR will also continue providing support to European States on reception management, the identification of people with special needs, prevention and response to SGBV, and national child protection systems.

### Safeguarding asylum space and providing appropriate reception conditions

In 2019, UNHCR will work closely with governments and other partners to enhance response capacity and contingency planning, particularly regarding reception arrangements. Strategic operational engagement in Europe will be maintained, including efforts to establish a better evidence-base for protection interventions and to strengthen communication with local communities to enhance prevention and response to SGBV. To improve prospects for refugees' integration and for child protection, UNHCR will explore new opportunities to collaborate with governments, local authorities, NGOs, the private sector, and national and international development actors.

The Office will collaborate with governments and partners to consolidate the progress made in improving conditions for people of concern in mainland Greece and in Turkey. An example of such collaborative efforts are the urban accommodation programme and the cash assistance scheme in Greece.

These provide direct and much-needed support to asylum-seekers and promote self-reliance.

In the Western Balkans, UNHCR will pursue a regional strategy to support the authorities' efforts towards building the capacity of asylum systems, communicating with communities to ensure that those who need protection seek it where they are and contributing to the development of appropriate reception conditions. The protection environment in Eastern Europe will be strengthened through the continuation of quality regional activities and strategic protection engagement, focusing on particularly vulnerable groups.

Monitoring practices at the borders of Europe will be continued, particularly in the Western Balkans and around the Mediterranean coast, to ensure that protection measures and sensitive border management are in place and that people who may be in need of international protection have access to territory and asylum procedures. UNHCR will work closely with local authorities, supporting them in strengthening their reception capacities and reinforcing the identification and referral of people with specific needs, using methodologies adapted to a context of mixed migration and onward movement context.

### Building and maintaining fair and effective asylum and protection systems

Efforts to improve the current European Union asylum law, through the reform of the Common European Asylum System, remain challenging, particularly to the establishment of solidarity measures. While several States focus on border management, admissibility and

return, UNHCR will continue to stress the importance of access to territory and asylum procedures coupled with responsibility-sharing and increasing efforts to expand the availability of safe and legal pathways. As part of its efforts to propose concrete responses, in 2018, jointly with IOM, UNHCR proposed a regional disembarkation mechanism for the Mediterranean basin. Efforts towards increasing search-and-rescue capacities and ensuring predictable disembarkation will continue. Similarly, advocacy towards the adoption of accelerated and simplified procedures to process asylum claims will also be pursued.

In the Western Balkans, with the Instrument for Pre-Accession Assistance, together with the European Asylum Support Office, the European Border and Coast Guard Agency (Frontex) and IOM, UNHCR will play an integral role in building the capacity of governments to manage protection challenges in mixed movements and ensuring functional asylum and migration systems.

Balancing national security considerations with relevant provisions in international refugee law remains challenging. In Eastern Europe, the quality initiative (QIEE) has been successful in enhancing States' asylum capacity and fostering closer relations between UNHCR and the authorities in six targeted countries. This initiative will be vital to ensuring access to territory and quality asylum procedures. In 2019, UNHCR will build on its recent assessments to guide the development of the QIEE's work to appropriately respond to the identified gaps in asylum systems.

The Instrument  
for Pre-Accession  
Assistance



UNHCR estimates there are more than **550,000** stateless in Europe.

### Securing durable solutions

In line with the New York Declaration for Refugees and Migrants and the global compact on refugees, UNHCR will call on European States to demonstrate solidarity with those countries hosting the majority of the world's refugees. It will also advocate more resettlement and family reunification opportunities.

Recalling that 1.4 million refugees worldwide are in need of resettlement, UNHCR advocates for a more diversified resettlement base and more places, specifically targeting the most vulnerable.

UNHCR will also urge European States to develop complementary pathways of admission to supplement resettlement places. A number of European States have already demonstrated their capacity to pilot successful initiatives such as community sponsorship programmes and student scholarship schemes, or are in the process of exploring such possibilities. UNHCR will support such efforts under the framework of the Global Refugee Sponsorship Initiative, among others.

The Office will continue to advocate expanded access to family reunification for people in need of international protection. More family reunification opportunities would provide an additional safe pathway to Europe and reduce reliance on smugglers. UNHCR will campaign for the removal of legal and practical obstacles to family reunification, such as limits on the eligibility of spouses and unmarried adults, short application time limits, a lack of information and assistance in complex administrative procedures, difficulties in accessing travel documents, and prohibitive travel costs.

### Preventing and resolving statelessness

As 2019 marks the mid-point of the #IBelong Campaign to End Statelessness by 2024, additional efforts will be made to find solutions for more than 550,000 stateless in Europe. UNHCR will step up its technical assistance to governments as they seek to close existing gaps in nationality laws by introducing safeguards that prevent statelessness at birth and later in life. Concerted efforts will continue to confirm the nationality of people who are entitled to access civil registration and documentation but have so far been unable to obtain proof of nationality, particularly in South-East Europe.

UNHCR will collaborate with the OSCE in building on two joint study visits aimed at addressing statelessness among the Roma people, which took place in 2017-2018 under the OSCE-UNHCR cooperation. At the same time, UNHCR will collaborate with governments and national institutions to improve the identification of stateless persons through the establishment and improvement of existing statelessness determination procedures. This is particularly relevant to identifying and recording statelessness among refugees and migrants arriving in Europe. Efforts will also be made to improve the availability of quantitative and qualitative data on stateless in Europe.

UNHCR will call on States to accede to the UN statelessness conventions, if they have not already done so, and will provide technical assistance in reviewing and aligning national legislation with these international instruments. UNHCR's close collaboration with the European Network on Statelessness will continue at country

and regional levels, including on capacity-building and advocacy efforts with the Council of Europe and European institutions.

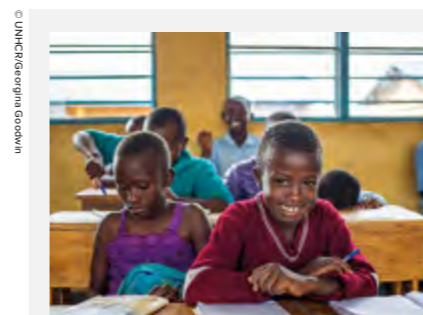
### Strengthening external relations and strategic communication in the region

With rising levels of negative public and political rhetoric aimed at refugees and asylum-seekers, UNHCR will strengthen its public communications approach to address common public attitudes and build positive perceptions of refugees.

UNHCR will continue engaging with actors such as States, municipalities, EU institutions, NGOs, volunteers, private sector actors, academic institutions, as well as refugees themselves to enhance the economic, social, cultural and legal integration of refugees and asylum-seekers in Europe.

New integration laws and strategies recently adopted in Italy and Malta will offer valuable opportunities for UNHCR to collaborate closely with governments on refugee integration. Examples of such cooperation include the employment workshops organized with the Organisation for Economic Co-operation and Development to bring employers, government officials and employment agencies together with refugee and migrant communities.

UNHCR and UNDP will continue to co-chair the Issue-Based Coalition on large movements of people, displacement and resilience. This inter-agency platform aims at aligning key advocacy messages related to large displacement of refugees and migrants and advise governments in the development and application of their policies on the "leave no one behind" principle, in moving towards the 2030 Sustainable Development Goals.



Nirinzia, 11, (left) and Muganzifuri, 12, (right) are students at Paysannat L school in Mahama refugee camp, Kirehe, eastern Rwanda.

### Postcode Lotteries in the Netherlands and Sweden support education and sustainable livelihoods for refugees

The Dutch and Swedish Postcode Lotteries represent some of the biggest and most important partners to UNHCR globally and are a leading example of how private sector partners can make an impact on the lives of refugees. UNHCR's partnerships with the Dutch and Swedish Postcode Lotteries date back to 2002 and 2009 respectively. The support from both lotteries combines core funding with the chance to work on key initiatives through project-based grants, for instance supporting refugee education and improved sustainability. Millions of refugees benefit from this lifesaving support.



## CONSTRAINTS

The protection environment for refugees and migrants varies widely throughout the European region from welcoming environments in some places to ones characterized by negative rhetoric and unwelcoming approaches. Divergences with international standards coupled with restrictive asylum policies in some States persist and contribute to irregular movements within Europe.

UNHCR is concerned by the existing restrictive legislation in many countries, including within the European Union, concerning border controls, asylum procedures and family reunification. This affects the search for common approaches that are needed to increase intra-European solidarity. Further restricting search-and-rescue opportunities and the lack of predictable disembarkation mechanisms can affect the safety of lives. Limited resettlement and family reunification opportunities also contribute to irregular movements and allow criminal networks to continue offering dangerous and irregular passage.

States continue to have fundamentally different views regarding responsibility-sharing for asylum-seekers and refugees, with some explicitly stating their unwillingness to welcome asylum-seekers on their territory, at times responding with xenophobic sentiment. These differences hamper efforts to support those States which, although willing, have asylum systems that are now under severe strain.

In Eastern Europe, security concerns coupled with economic hardship continue to dominate asylum policy and national asylum systems lack the capacity to ensure effective protection for the most vulnerable. In South-Eastern Europe, refugees and migrants are often determined to proceed onward and consider their stay as temporary. The reasons for this vary from a real or perceived impression of their experiences in the country. This approach reinforces the inclination of some States to consider themselves as transit countries instead of countries where refugees could rather find inclusion and opportunities.

## FINANCIAL INFORMATION

### Budget

- **\$833.3 million**, accounting for **10%** of UNHCR's overall budget.
- **-5%** compared to 2018 current budget mainly due to an anticipated reduction by 11% in the number of people of concern in Turkey, and of refugees and mixed migratory flows in South-Eastern Europe by 12% in 2019 together with the progressive transfer of accommodations responsibilities to Greek authorities started in 2018.

### Regional budget breakdown per Pillar

- **96%** of the Europe budget is allocated to Pillar 1 (refugee programmes).
- 3% to Pillar 4 (IDP projects).
- 1% to pillar 2 (stateless programmes).

### Sub-regional needs

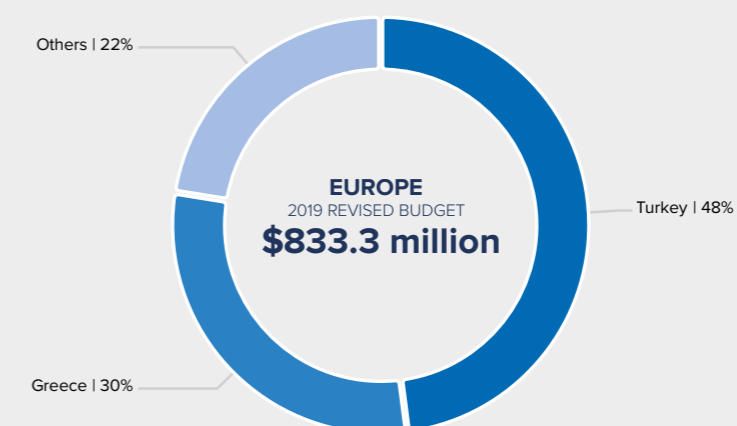
- **54%** of the regional budget (\$452 million) will be allocated to the

Eastern Europe sub-region mainly to cover the needs of people of concern in Turkey and in Ukraine.

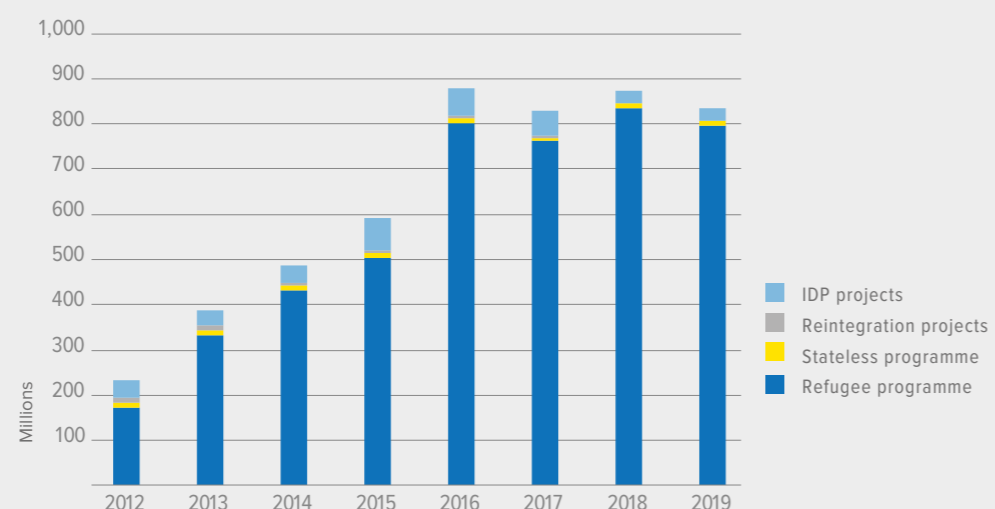
- 41% of the regional budget is planned for the Northern, Western, Central and Southern Europe sub-region including \$246 million for the operation in Greece and \$30 million allocated to the UNHCR Regional Office in Italy for needs related to the refugee arrivals using the Mediterranean route.
- 5% is allocated to the South-Eastern Europe programmes mainly to advocate and support improvements to asylum systems.

### Major rights groups

- **47%** of the regional budget is planned to cover the activities aiming to create a favourable protection environment (\$73 million) and fair protection processes and documentation (\$314 million).
- 30% of the regional budget (\$246 million) will be allocated to cover the basic needs and essential services for people of concern in Europe in 2019.



### BUDGETS FOR EUROPE 2012-2019 | USD millions



\* As of 30 June 2018

### EUROPE 2019 BUDGET BY RIGHTS GROUP | USD millions



### BUDGETS FOR EUROPE | USD

OPERATION	ALL PILLARS	PILLAR 1	PILLAR 2	PILLAR 3	PILLAR 4	TOTAL
	2018 Current budget (as of 30 June 2018)	2019 Refugee programmes	2019 Stateless programmes	2019 Reintegration projects	2019 IDP projects	
<b>EASTERN EUROPE</b>						
Belarus	1,639,328	1,907,754	45,000	-	-	1,952,754
Georgia Regional Office <sup>1</sup>	16,522,700	10,984,604	647,656	-	4,277,545	15,909,804
Russian Federation	6,148,481	5,585,930	876,487	-	-	6,462,417
Turkey	436,067,478	399,574,258	5,000	-	-	399,579,258
Ukraine	31,083,924	5,156,445	910,783	-	22,215,123	28,282,352
<b>SUBTOTAL</b>	<b>491,461,911</b>	<b>423,208,992</b>	<b>2,484,926</b>	<b>-</b>	<b>26,492,668</b>	<b>452,186,586</b>
<b>NORTHERN, WESTERN, CENTRAL AND SOUTHERN EUROPE</b>						
Belgium Regional Office <sup>2</sup>	15,204,989	19,943,789	833,082	-	-	20,776,871
France	3,187,291	3,150,763	213,710	-	-	-
Germany	2,963,994	2,314,803	34,393	-	-	-
Greece	239,307,212	246,581,093	30,000	-	-	246,611,093
Hungary Regional Office <sup>3</sup>	15,736,198	13,734,845	477,248	255,925	-	14,468,018
Italy Regional Office <sup>4</sup>	30,992,559	30,790,600	135,927	-	-	30,926,527
Sweden Regional Office <sup>5</sup>	5,280,435	4,958,452	434,803	-	-	5,393,255
United Kingdom	2,350,920	1,954,766	404,163	-	-	-
Regional activities	24,156,179	14,846,123	350,000	-	-	15,196,123
<b>SUBTOTAL</b>	<b>339,179,776</b>	<b>338,275,234</b>	<b>2,913,325</b>	<b>255,925</b>	<b>-</b>	<b>341,444,483</b>
<b>SOUTH-EASTERN EUROPE</b>						
Bosnia and Herzegovina Regional Office <sup>6</sup>	45,029,501	34,920,930	4,769,808	-	-	39,690,738
<b>SUBTOTAL</b>	<b>45,029,501</b>	<b>34,920,930</b>	<b>4,769,808</b>	<b>-</b>	<b>-</b>	<b>39,690,738</b>
<b>TOTAL</b>	<b>875,671,189</b>	<b>796,405,156</b>	<b>10,168,059</b>	<b>255,925</b>	<b>26,492,668</b>	<b>833,321,807</b>

<sup>1</sup> Includes activities in Armenia and Azerbaijan.  
<sup>2</sup> Includes activities in Austria, France, Germany, Ireland, the Netherlands, the liaison office in Switzerland and, until 2018, in the United Kingdom.  
<sup>3</sup> Includes activities in Bulgaria, Croatia, Czechia, Republic of Moldova, Poland, Romania, Slovakia and Slovenia.  
<sup>4</sup> Includes activities in Cyprus, Malta and Spain.  
<sup>5</sup> Includes activities in Denmark, Estonia, Finland, Iceland, Latvia, Lithuania and Norway.  
<sup>6</sup> Includes activities in Albania, Kosovo (Security Council Resolution 1244 [1999]), Macedonia, Montenegro and Serbia.



# Middle East and North Africa

## FOREWORD

The Middle East and North Africa region continues to pose almost overwhelming challenges, with complex emergency and protection situations of a scale and magnitude that are virtually unprecedented. The volatile security conditions in Libya, the Syrian Arab Republic (Syria) and Yemen are severely affecting not only refugees and the internally displaced but also host countries and communities. Economies, public and social services, as well as civil and political structures, are stretched to the limits.

Across the region, continued conflict is the key variable that governs UNHCR's ability to respond with lifesaving assistance and protection, or to promote solutions to longer-term needs. Coming to the end of its eighth year, the conflict in Syria remains the largest in the world. In 2018, fighting within some areas of the country escalated, displacing hundreds of thousands of people. Responding to their needs will be a priority in 2019, with UNHCR ready to provide lifesaving humanitarian assistance and services to both IDPs and returnees while standing by to respond to any new displacement in a rapidly evolving environment.

In Iraq, together with the ongoing needs of the displaced population, many Iraqis who returned to their places of origin during 2018 face the risk of further displacements, forced evictions and revenge attacks against communities.

The humanitarian situation in Yemen has not improved since last year. Fighting continues, including around the port of Al Hudaydah and city of Taiz.

*Returnees starting over amid the rubble after the siege of Eastern Ghouta, Syria.*



Despite the dramatic deterioration of security conditions in 2018, UNHCR will continue to deliver and coordinate lifesaving assistance to people in need.

In Libya, sporadic fragmented situations fuelled by national rivalries have continued in Tripoli, putting already vulnerable refugees and asylum-seekers in life-threatening conditions. Against this backdrop, since late 2017, UNHCR has saved the lives of many refugees by evacuating them from detention in Libya and has provided assistance to IDPs and IDP returnees in the country. UNHCR will continue to pursue emergency solutions in Libya, where insecurity remains a key challenge.

The rapidly changing operational context and growing humanitarian needs on the ground in the Middle East and North Africa mean that UNHCR and humanitarian partners can expect 2019 to be yet another challenging year for the region. In addition to two Inter-Agency Standing Committee system-wide Level-3 emergency declarations for Syria and Yemen, Libya remains a UNHCR Level 2 emergency. All three emergency declarations will continue in

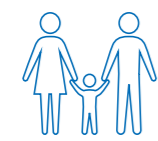
2019 with the possibility of security conditions deteriorating within those countries.

Despite insecurity and constrained access, UNHCR is committed to its work across the region. Together with partners, the Office reaches millions of beneficiaries with multi-sectoral assistance including protection services, shelter, basic relief items, multi-purpose cash and health assistance. The provision of aid is based on the direct and active participation of people of concern: dialogue with communities to identify priority needs and possible solutions is a crucial element of UNHCR protection strategies.

With the continued support of the international community and in support of hosting countries, UNHCR will strengthen its presence and capacity to provide lifesaving assistance to those who need it. Beyond such support, however, UNHCR strongly advocates resettlement and complementary pathways as durable solutions and instruments of international responsibility-sharing.

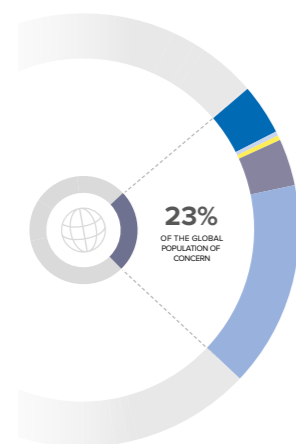
**Amin Awad**

Director of UNHCR's Regional Bureau for the Middle East and North Africa



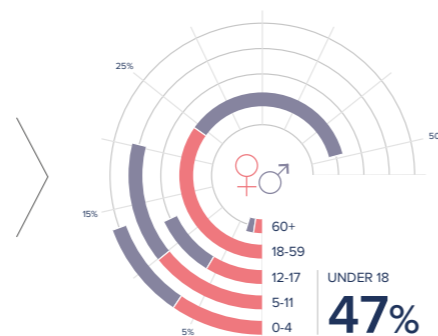
**16.8 MILLION**

PEOPLE OF CONCERN IN THE MIDDLE EAST AND NORTH AFRICA



- REFUGEES **2.7 MILLION** | 16%
- ASYLUM-SEEKERS **235,000** | 1%
- STATELESS PERSONS **371,000** | 2%
- RETURNEES (Refugees and IDPs) **2.5 million** | 15%
- IDPs **11 MILLION** | 65%
- OTHERS OF CONCERN **15,000**

**AGE AND GENDER BREAKDOWN**  
REFUGEES AND ASYLUM-SEEKERS



Official population figures as of January 2018



**SYRIA SITUATION**

**5.6 million REFUGEES**

are hosted mainly in Egypt, Iraq, Jordan, Lebanon and Turkey

**6.2 million IDPs**

**750,000 IDP RETURNEES** in the first eight months of 2018 alone

**23,000 REFUGEE RETURNEES** in the first eight months of 2018 alone



**IRAQ SITUATION**

**271,500 REFUGEES**

are hosted mainly in Egypt, the Gulf Cooperation Council countries, Jordan, Lebanon, Syria and Turkey

**2.9 million IDPs**

**4.1 million IDP RETURNEES**



**YEMEN SITUATION**

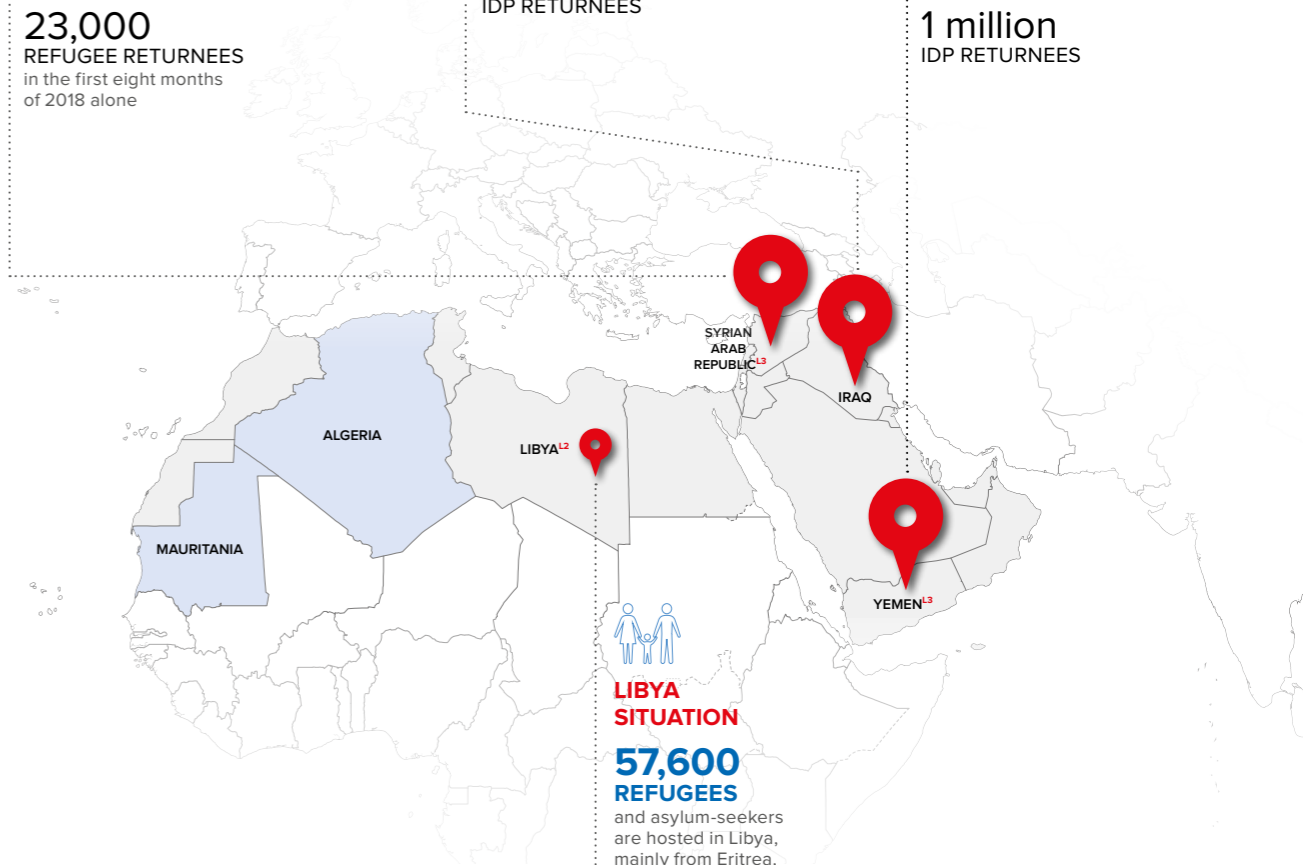
**282,000 REFUGEES**

and asylum-seekers are hosted in Yemen mainly from Ethiopia and Somalia

**100,000 NEW ARRIVALS** per year

**2 million IDPs**

**1 million IDP RETURNEES**



**LIBYA SITUATION**

**57,600 REFUGEES**

and asylum-seekers are hosted in Libya, mainly from Eritrea, Ethiopia, Iraq, State of Palestine, Somalia, Sudan and Syria

**193,600 IDPs**

**382,200 IDP RETURNEES**

**13,600 PEOPLE AT SEA** were rescued in the first nine months of 2018

**5,400 REFUGEES AND MIGRANTS** are detained in Libya including 3,900 people of concern to UNHCR

**SITUATIONS**

<1.5 million People of concern

> 3 million People of concern

MYMP countries

L2, L3 Level of emergencies

Population figures for the situations on this map are the most up-to-date in 2018



## MAJOR SITUATIONS

Multiple complex and volatile emergency situations continue to cause human suffering in the Middle East and North Africa region, including in Syria and Yemen. Towards the end of 2018, the region was home to almost 21 million people of concern to UNHCR, including over 7.7 million refugees, 13 million IDPs and around 200,000 stateless persons.

The situation in Syria remains volatile, although it has evolved significantly. Despite waves of IDP returns and smaller refugee return movements to relatively stable areas of the country, the majority of displaced families have been away from their homes for several years. Delivering humanitarian assistance to the most vulnerable amid ongoing displacement and insecurity is challenging.

Violence and instability in Yemen continue to have a devastating impact on families, with new waves of displacement expected in 2019. Millions of Iraqi returnees find themselves home but unable to meet their basic needs amid devastated property and infrastructure. The country is also hosting many Syrian refugees who continue to live in challenging circumstances. In North Africa, hundreds of thousands of refugees and asylum-seekers require UNHCR's ongoing support, particularly in Libya.

### Iraq situation

**2.9 million** people are internally displaced from the conflict in Iraq.



In Iraq, there are almost 2.9 million people currently internally displaced from the conflict, which began in 2014. According to the IOM's displacement tracking matrix, there are close to 4.1 million IDP returnees. Most of these returnees face severely limited

access to basic services, continuing security risks, extensive destruction of property and critical infrastructure, and a lack of livelihood opportunities or financial resources. The return figures do not consider secondary displacement or re-admittance to camps where return was not possible or sustainable. In addition to IDPs, 271,500 Iraqi refugees are registered with UNHCR in neighbouring countries namely in Egypt (6,920), the Gulf Cooperation Council countries (3,200), Jordan (67,175), Lebanon (15,330), Syria (35,220), and Turkey (142,640).

UNHCR leads the protection, camp coordination, camp management (CCCM), and shelter/non-food items (NFI) clusters for the IDP response. It also co-leads, with UN-Habitat, the Working Group on Sustainable Solutions for IDPs within the Resilience and Recovery Programme for Iraq. Through the Regional Refugee and Resilience Plan in Response to the Syria Crisis (3RP), UNHCR also leads the humanitarian response for Syrian refugees in Iraq, in coordination with the authorities.

The Office is engaging with Iraqi authorities, as well as humanitarian and development actors, on social protection with the aim of transitioning the humanitarian response for IDPs to development plans.

UNHCR supports a gradual absorption of needs-based assistance into the Iraqi social welfare system. During the transition to development, the Office is identifying how it can help expand the Government's national social protection system to assist more IDPs and returnees, ensuring adequate protection outcomes for the most vulnerable. UNHCR is also pursuing a strategy in the Kurdistan Region of Iraq to ensure Syrian refugees enjoy a durable legal status that guarantees the protection of their civil, cultural and economic rights.

### Yemen situation



In Yemen, more than 22 million people need humanitarian assistance, including more than 2 million IDPs, nearly 1 million IDP returnees and more than 282,000 refugees

and asylum-seekers who are mainly from Ethiopia (13,250) and Somalia (256,770).

The unfolding events in Al Hudaydah Governorate, and the resultant surge in humanitarian and protection needs, have forced approximately 50,000 households to flee their homes since June 2018. If the fighting over strategically important locations such as Al Hudaydah port escalates, these numbers are expected to rise. A particular risk is the deepening food insecurity situation, which is making civilians significantly more vulnerable and increasing the risk of famine in the country. Substantial humanitarian assistance, including food, is stockpiled in the port but is largely inaccessible for delivery.

UNHCR leads the multi-sector response for refugees and asylum-seekers in Yemen, both in urban settings and in Kharaz refugee camp. It maintains regular interaction with national and local authorities, international and national NGOs and refugees. To ensure a coordinated and guided response to the displaced and conflict-affected populations in Yemen, UNHCR leads the protection and shelter/NFIs and CCCM clusters.

Besides IDPs and IDP returnees, Yemen also hosts more than 282,000 registered refugees. There are an estimated 100,000 new arrivals—including both migrants and asylum-seekers—per year. Due to the significant level of insecurity, Yemen is not a country conducive to seeking asylum, with policies of arbitrary detention, arrest and, on occasion, summary deportations. Refugees and asylum-seekers are some of the most vulnerable groups in Yemen, and serious challenges will be faced in 2019 to maintain the protection space and assist people of concern.

**100,000** people including both migrants and asylum-seekers are estimated to arrive every year in Yemen.

© UNHCR/Abdul Rinnan Al Ansi



Internally displaced Yemenis construct their own eco shelters using natural materials near the town of Abs in the north-west of the country.

### For displaced Yemenis, 'eco huts' provide shelter from the elements

Uprooted by war in Yemen, Mohammed Ali and his family found themselves stranded in the elements.

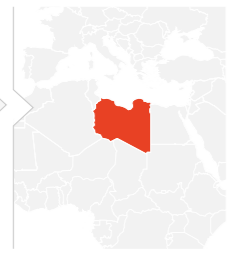
*"When the first rains would pour, we had no plastic sheeting or anything. I swear to God that I used to hug my children and my wife and I would cry,"* says Mohammed Ali.

Mohammed recalls. Since conflict erupted in Yemen in 2015, more than three million people have been driven from their homes, with more than 2 million of those still displaced within the country. To accommodate some of the most vulnerable, UNHCR is building 4,700 so-called "eco huts" in Abs, a town on the coastal plain in Hajjah Governorate. The shelters are designed and built with the help of displaced Yemenis using traditional construction methods and materials.



## Libya situation

**5,400**  
refugees and migrants are detained in Libya including **3,900** people of concern to UNHCR.



In Libya, civilians continue to suffer from a situation of ever more volatile security in a politically fragmented and war-torn country. Some 382,200 IDPs have returned to their

homes amid challenging protection conditions, and UNHCR will advocate the safe, dignified and voluntary return of the remaining 193,600 displaced Libyans. In this difficult situation, some 57,600 refugees and asylum-seekers are currently registered with UNHCR in Libya, mainly from Eritrea (7,719), Ethiopia (1,183), Iraq (3,139), State of Palestine (7,364), Somalia (3,345), Sudan (10,754), Syria (23,742), and others (354).

UNHCR's strategy in 2018 was to mitigate risks to people under its mandate in mixed flows along the routes to and through Libya, as well as across the Mediterranean Sea. It also aimed to broaden access to international protection and solutions for those in need. Despite these aims, significant mixed movements continued to Libya—mainly via Algeria, Egypt and Sudan. Libyan authorities intercepted or rescued more than 13,600 people at sea in the first nine months of 2018 (for more details, please refer to the chapter on *Safeguarding fundamental rights*). Due to the significant rise in disembarkations in Libya, detention centres are increasingly overcrowded, and the conditions of refugees and migrants there are of grave concern.

UNHCR estimates that around 5,400 refugees and migrants are detained in Libya. This includes 3,900 people who are of concern to UNHCR, of whom over 2,700 are registered with the Office. Since November 2017 and as of mid-October 2018, the Office has evacuated some 2,082 vulnerable refugees and asylum-seekers from Libya to the newly established Emergency Transit Mechanism in Niger, the Emergency Transit Centre in Romania and to Italy (1,675 to Niger, 312 to Italy and 95 to Romania). UNHCR also submitted 930 individuals for resettlement directly from Libya to seven States (Canada, France, Italy, the Netherlands, Norway, Sweden and Switzerland).

Together with IOM, UNHCR co-leads the Mixed Migration Working Group for the coordination of protection and assistance to migrants, refugees and asylum-seekers in Libya. It also leads the protection response, shelter/NFIs and cash for IDPs and returnees.

After the lifting of the evacuation status in Libya in early 2018, UNHCR relocated its international staff to Tripoli. However, the security situation remains challenging, especially since the rise in violence in August 2018. In 2019, UNHCR staff will strive to deliver lifesaving protection to refugees and will advocate the release from detention of all people of concern and alternatives to detention.

## Syria situation



The Syria crisis continues to trigger large-scale displacement, with more than 1.2 million population movements recorded inside Syria in the first half of 2018

alone. In September 2018, 5.64 million refugees were registered in the neighbouring countries of Egypt (131,000), Iraq (250,185), Jordan (671,920), Lebanon (976,000) and Turkey (3.6 million). An estimated 6.2 million IDPs remain inside Syria.

Host governments and their communities have showed outstanding generosity in what is now the eighth year of this conflict, despite mounting demographic, social, economic, political and security challenges. Across the region, borders remain closely managed, affecting the ability of thousands of people to seek safety abroad. In 2019, UNHCR will need to continue advocating access to asylum and expanded international responsibility-sharing to reduce the pressure on host countries in the region.

An estimated 750,000 IDPs and more than 23,000 refugees spontaneously returned home to areas of relative stability in Syria between January and August 2018. That brought the number of self-organized refugee returns to Syria since 2015 to 100,000.

UNHCR recognizes that refugees have the fundamental human right to return in safety and dignity to their country of origin at a time of their own choosing. While some will return, however, many Syrian refugees are likely to remain in host countries for the medium term. This requires the international community to maintain a comprehensive approach to solutions. Similarly, recognizing that some refugees will not be able to return, the international community needs to expand alternative solutions, such as increasing access to resettlement and complementary pathways. These refugees, and the Government and communities who generously host them, require sustained support.

UNHCR will continue to co-lead the 3RP with UNDP, coordinating the work of more than 270 partners in the five main countries hosting Syrian refugees. In 2019, the 3RP will maintain its focus on providing comprehensive protection and assistance support to refugees while also ensuring resilience building, sustainability and local-engagement are factored into all steps of the response. Inside Syria, UNHCR will continue to coordinate the protection, shelter/NFI, and CCCM clusters. The Office will also play a vital role in the newly-developed Syria Return and Reintegration Working Group.

**750,000**  
IDPs and more than **23,000** refugees spontaneously returned home in Syria between January and August 2018.

Coordinating the work of more than 270 partners in the 5 main countries hosting Syrian refugees, UNHCR will continue to co-lead the 3RP with UNDP in 2019.





## REGIONAL STRATEGY

The humanitarian needs of people in the Middle East and North Africa are extensive and delivering assistance to the most vulnerable there remains a challenge for humanitarian workers, not least because of high levels of insecurity in some places.

In the first half of 2018, 350,000 refugees were forced to flee their homes in the region because of violence and insecurity, while Libya saw the arrival of 12,500 people in search of routes to a safer and more prosperous life. UNHCR predicts proximity the same number of people from the region will need its support in 2019.

The Office will continue to provide assistance to, and seek solutions and strengthen protection for, refugees, asylum-seekers and other people of concern in the Middle East and North Africa, in line with its Global Strategic Priorities. With the specific opportunities and challenges of the region in mind, it has identified the following priorities for its work in 2019.

**1.2 million** people were eligible for cash assistance in the Syria situation in 2018.

## Emergency humanitarian response

Within the region's rapidly changing operational context and priorities, UNHCR will maintain its capacity to provide emergency response and will continue to reassess, coordinate and adjust operational resource allocations as appropriate. With partners, the Office will provide lifesaving humanitarian assistance across the region through a variety of channels, including multi-purpose cash assistance. UNHCR's cash assistance programmes are one component of a much broader and integrated network of activities that aim to provide protection and assistance to the most vulnerable. In the Syria situation, UNHCR identified 1.2 million people eligible for cash assistance in 2018 but, as of October 2018, has been only able to reach at most around 450,000 per month due to funding constraints. In total, between January and July 2018, UNHCR assisted over 640,000 people, disbursing more than \$95 million.

In Syria, UNHCR responded to major crises in eastern Ghouta, Afrin and in south-west Syria with shelter assistance, legal counselling, medical assistance and core relief items. UNHCR also responded to emergencies in Libya and Yemen, where operations faced surging humanitarian needs. Building on existing capacities, in 2019 UNHCR will continue to expand its support by scaling up the delivery of humanitarian assistance and services to the most vulnerable people of concern, host communities, and other crisis-affected populations.

of admission, the proliferation of barriers to admission are significant and there are continuing protection concerns, particularly for Syrian refugees.

UNHCR strengthened its support to governments on the registration of refugees and asylum-seekers in 2018. It will continue to do so in 2019 with increased use of biometric registration for those in need of international protection. The Office will also reinforce specialized protection and multi-sectoral services. Community-based approaches will enhance opportunities to provide protection in the region. Given the trends and evidence of previous years, the majority of displaced people will be in urban settings in 2019. UNHCR will continue to design outreach and engagement activities that consider age, gender and diversity for more inclusion and mainstreaming of people of concern into national systems, such as education.

## Maintaining protection space and supporting access to national asylum systems

With the region's protection space continuing to shrink, UNHCR's strategy will centre on advocating refugees' and IDPs' access to asylum and safety, while also ensuring the protection of UNHCR's population of concern across the spectrum of forced displacement. While there have not been reports of a systematic pattern of deportation or denial



### Syrian refugees face harsh winter as funding falls short

Radwan, a Syrian refugee in Lebanon, faces the challenge of keeping his family warm and dry through another winter away from his home. "Winter is very harsh here. Whenever it rains, our homes are flooded," he says. Radwan is one of millions of Syrians uprooted by war who face deepening hardship as funding shortfalls threaten the vital relief work of UNHCR, and its partners. "We are in debt to the grocery shop. Our children need healthcare, medicine, milk but we can't afford that."



A young Syrian refugee girl tries to reinforce the plastic sheeting covering her tent using sand bags while wind blows in an informal settlement in Minyara, North Lebanon.

© UNHCR/Muhammad Naimani



### Creatively addressing challenges in communicating with communities

UNHCR has pursued creative ways to amplify the voices of those it works for. Examples include refugee-led Facebook groups in Lebanon, which engage with more than 150,000 refugees. Additionally, across a number of different contexts, UNHCR operations in the Middle East and North Africa region have been experimenting with chatbots as a tool to communicate with people of concern. Acknowledging that at times there are barriers to making technology inclusive and available for all, UNHCR in Lebanon started designing an inclusive chatbot that uses voice rather than text. The chatbot will provide information to users and allow them to navigate the interface. UNHCR Innovation will be supporting other operations regarding adoption of chatbots.



© UNHCR



A Facebook group, popular with Syrian refugees in Lebanon, was the brainchild of another Syrian who fled in 2012.

## Ensuring protection from violence and exploitation

Sustained efforts at promoting gender equality in law and policy will remain a focus for UNHCR in 2019 and beyond.

Domestic violence, forced and child marriage, sexual violence, abuse and exploitation are the main forms of sexual and gender-based violence (SGBV) reported by refugee women and girls, particularly female heads of household. In North Africa and Yemen, refugees and asylum-seekers who are women and girls are at risk of additional rights violations, including abduction by non-State armed groups, human trafficking, and needing to resort to survival sex.

Preventing, mitigating and responding to SGBV are priorities for UNHCR and its partners. With this in mind, in 2019 the Office's regional strategy will focus on strengthening national systems and capacity, community-based protection and response initiatives, the promotion of gender equality in national laws, protection from sexual exploitation and abuse, and improved data collection and analysis.

Other key priorities in 2019 include addressing longer-term care arrangements and durable solutions for separated and unaccompanied children, with a focus on children who have been in existing care arrangements. Some of these children face pressing protection issues and may have dead or missing parents. After sustained engagement by UNHCR, Member States in the region are starting to show interest in investing in the educational needs of young refugees, including secondary and tertiary education.

## Addressing statelessness

In line with the regional statelessness strategy, UNHCR will prioritise opportunities to prevent statelessness in the context of the large-scale emergencies affecting the region. The four objectives of this strategy are to ensure access to civil documentation such as birth and marriage certificates, promote gender equality in nationality laws, strengthen data and evidence, and promote international standards on statelessness prevention and reduction. UNHCR's work in the region to increase access to civil status documentation has yielded significant progress, and sustained efforts at promoting gender equality in law and policy will remain a focus in 2019 and beyond.

The Arab Declaration on Belonging and Identity adopted by the League of Arab States in February 2018 is an opportunity to ensure all children in the region enjoy the right to a legal identity and reaffirmation of that shared commitment. Using this momentum, UNHCR's Special Envoy on Statelessness (see the chapter on *Safeguarding fundamental rights*) will reinforce the importance of implementing the Declaration's principles and conclusions in 2019 as part of the lead-up to the High-Level Event on Statelessness. Building on these elements, UNHCR will aim to examine and address statelessness in new and emerging contexts, including mixed migratory movements and children born from situations of SGBV.

## Pursuing durable solutions

The region's resettlement places have reduced drastically since they peaked in 2016. UNHCR will continue to call on States to provide places for all refugees, and in 2019, it will continue to coordinate durable solutions groups in the region and in host countries to ensure a shared inter-agency approach aligned with protection thresholds. In Libya, where there are tens of thousands of asylum-seekers and refugees, solutions—such as alternatives to detention, other evacuation options, and increased and faster resettlement—will be pursued.

In countries hosting Syrian refugees, UNHCR will engage with government authorities and other relevant stakeholders to communicate the need for any returns to be voluntary and according to international standards. The Office will aim to be present as return movements take place to monitor them and ensure refugees can make decisions that are as informed as possible. More broadly, UNHCR will continue

to assess the needs of refugees who express their intention to return to Syria and will provide legal support with civil documentation as part of the humanitarian assistance given to those returning.

Across the region, UNHCR will seek alternative pathways to safety and sustainable futures, including through labour mobility, family reunification and academic scholarship schemes. Access to livelihoods and employment for refugees will also remain priorities.

## Mobilizing public, political, financial and operational support through strategic partnerships

In line with the application of the Comprehensive Refugee Response Framework, addressing regional refugee crises through an inclusive approach remains a priority for UNHCR's strategic partnerships in the region. The Office intends to build the capacities of civil society organizations—both at local and national levels—which support refugees



### Ramadan campaign and Qatar Charity

During Ramadan in 2018, UNHCR reached 11.7 million people and raised more than \$3 million for refugees in Bangladesh, Jordan and Lebanon. In 2019, UNHCR will build on its successful authorization as a Zakat agent and will seek to expand its Zakat initiative to reach other refugees and IDPs.

Qatar Charity has positioned itself as a global humanitarian partner by generously committing to funding UNHCR's programmes for the next five years. It has also taken the lead as a key contributor to UNHCR's Zakat initiative, with a ground breaking contribution of \$10 million. Overall, more than 1 million refugees and IDPs globally have benefited from this expanding partnership.





and host communities. This includes a wide range of grassroots and community-based organizations. Some of these organizations deliver assistance and protection services, others focus on advocacy, outreach and research shaping the narrative and perception of refugees.

The Middle East and North Africa Civil Society Network for Displacement.



An example from 2018 was the Middle East and North Africa Civil Society Network for Displacement, which offers a unique platform for cross-regional engagement, exchange of learning, joint advocacy and coordinated implementation. The evolution and growth of the network will be supported in 2019, to maximize its impact on protection and assistance programmes across all the region's country operations. UNHCR will engage with the private sector on ways to support refugees and host communities, with a renewed focus on faith-based philanthropy and social entrepreneurship across the region.

## CONSTRAINTS

The lack of safe and unhindered humanitarian access restricts the ability of UNHCR and its partners to deliver assistance in insecure environments. Furthermore, the absence of an appropriate protection environment and the presence of restrictive asylum policies in the region drive asylum-seekers to undertake perilous journeys, often in the hands of smugglers. This can lead to negative coping mechanisms such as child labour and under-aged marriage, survival sex, and others leading them into even more vulnerable conditions. Across the region, there are other challenges, such as ensuring people of concern, who have gone through difficult and traumatic experiences, have access to mental health and psychosocial support and care, particularly in post-conflict areas to which IDPs are returning.

## FINANCIAL INFORMATION

### Budget

- **\$2.8 billion**, accounting for **32%** of UNHCR's overall budget.
- **+11%** compared to 2018 current budget mainly due to ongoing situations of conflict and insecurity in Iraq, Libya, Syria, and Yemen, as well as mixed migratory flows.

### Regional budget breakdown per pillar

- **58%** of the regional budget is allocated to Pillar 1 (refugee programmes).
- **32%** to Pillar 4 (IDP projects).
- **9%** to Pillar 3 (reintegration projects).

### Sub-regional needs

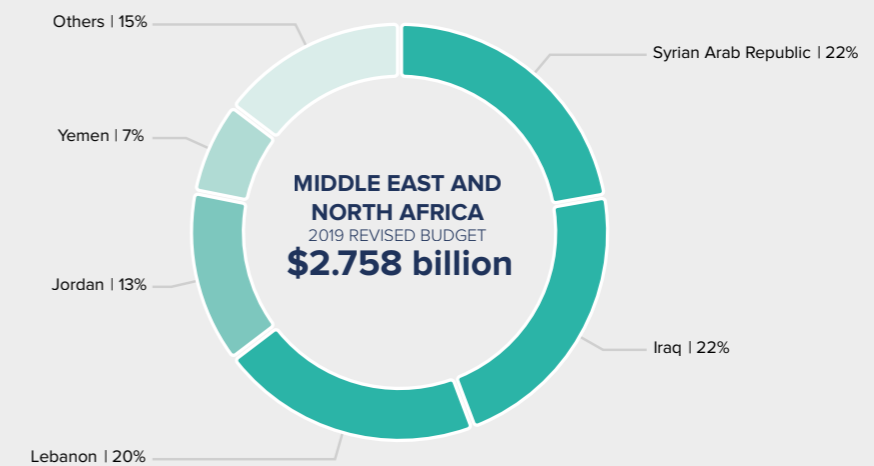
- **90%** of the regional budget (\$2.5 billion) is planned for the Middle East sub-region to cover the needs related to the

Iraq, Syria and Yemen situations and to implement a lump-sum approach to multi-purpose cash programming in Iraq, Jordan and Lebanon.

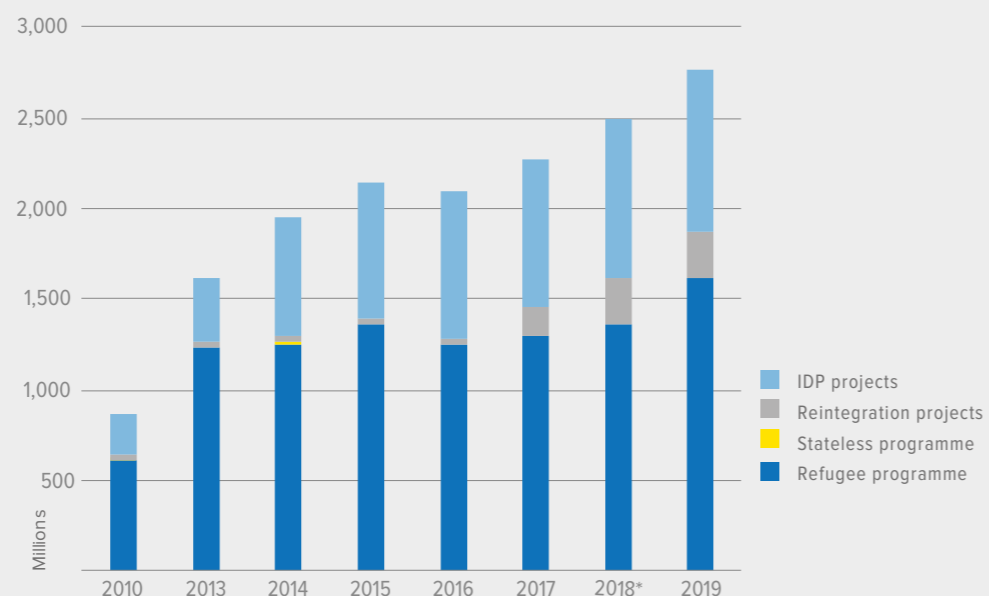
- **10%** of the regional budget (\$275 million) will be allocated to cover the needs in the North Africa region, with an increased budget for the operations in Egypt and in Libya to respond to the needs related to the mixed migration routes and to implement a lump-sum approach to multi-purpose cash programming in Egypt.

### Major rights groups

- **69%** of the regional budget (\$1.9 billion) is planned to cover the basic needs and essential services and delivering lifesaving assistance to people of concern.
- **9%** of the regional budget is allocated to achieve durable solutions and community empowerment and self-reliance (\$38 million and \$229 million respectively).

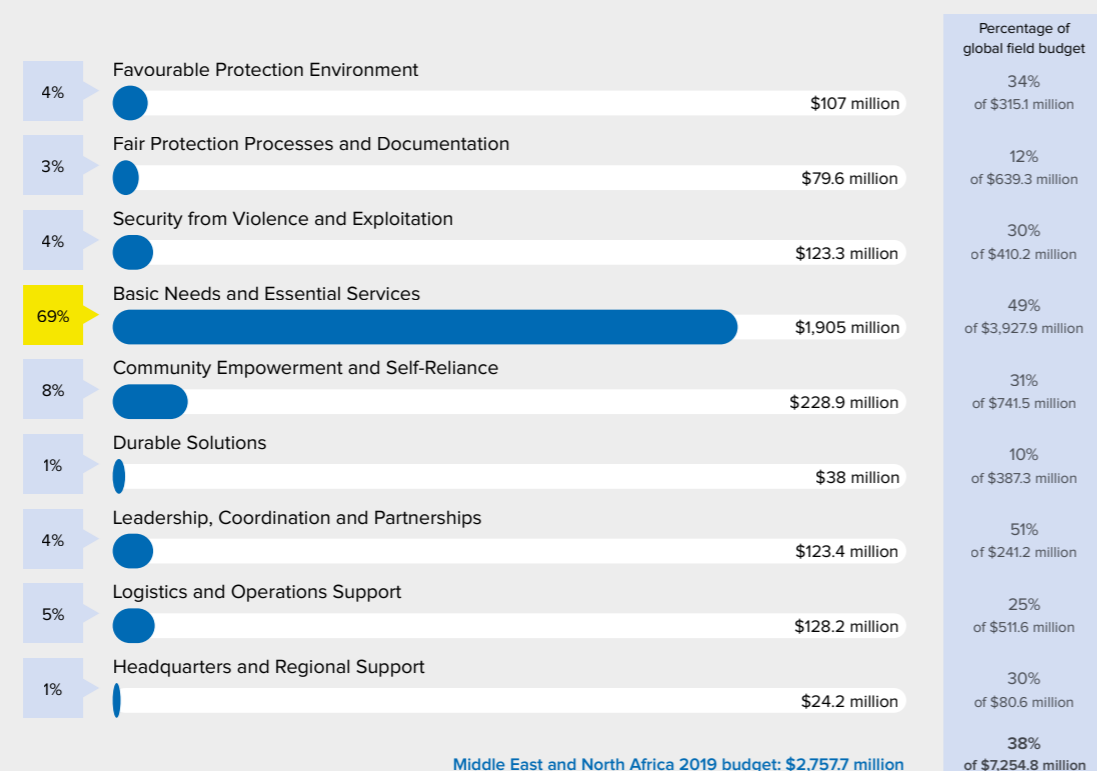


### BUDGETS FOR MIDDLE EAST AND NORTH AFRICA 2012-2019 | USD millions



\* As of 30 June 2018

### MIDDLE EAST AND NORTH AFRICA 2019 BUDGET BY RIGHTS GROUP | USD millions



### BUDGETS FOR MIDDLE EAST AND NORTH AFRICA | USD

OPERATION	ALL PILLARS	PILLAR 1	PILLAR 2	PILLAR 3	PILLAR 4	TOTAL
	2018 Current budget (as of 30 June 2018)	2019				
		Refugee programmes	Stateless programmes	Reintegration projects	IDP projects	
<b>MIDDLE EAST</b>						
Iraq	559,826,117	185,673,863	465,781	-	421,520,296	607,659,940
Israel	3,957,076	4,291,967	-	-	-	4,291,967
Jordan	274,896,607	371,820,283	-	-	-	371,820,283
Lebanon	463,035,224	562,157,934	603,045	-	-	562,760,980
Saudi Arabia Regional Office	6,087,650	5,871,485	216,077	-	-	6,087,562
Syrian Arab Republic	612,189,000	46,968,149	198,641	259,382,854	305,833,049	612,382,693
Syria Regional Refugee Coordination Office	56,847,235	22,500,000	-	-	30,000,000	52,500,000
United Arab Emirates	4,833,010	4,833,009	-	-	-	4,833,009
Yemen	198,743,637	88,514,717	-	-	110,133,920	198,648,637
Regional activities	56,582,816	60,917,255	-	-	-	60,917,255
<b>SUBTOTAL</b>	<b>2,236,998,371</b>	<b>1,353,548,662</b>	<b>1,483,544</b>	<b>259,382,854</b>	<b>867,487,265</b>	<b>2,481,902,325</b>
<b>NORTH AFRICA</b>						
Algeria	36,256,053	36,777,580	-	-	-	36,777,580
Egypt	74,468,653	104,156,716	-	-	-	104,156,716
Libya	84,999,998	61,152,106	-	-	26,968,830	88,120,936
Mauritania	20,094,194	19,314,853	-	-	-	19,314,853
Morocco	7,749,546	8,000,000	-	-	-	8,000,000
Tunisia	5,615,843	6,320,784	-	-	-	6,320,784
Western Sahara - Confidence Building Measures	8,478,237	7,259,413	-	-	-	7,259,413
Regional activities	6,901,525	5,800,000	-	-	-	5,800,000
<b>SUBTOTAL</b>	<b>244,564,051</b>	<b>248,781,451</b>	<b>-</b>	<b>-</b>	<b>26,968,830</b>	<b>275,750,281</b>
<b>TOTAL</b>	<b>2,481,562,422</b>	<b>1,602,330,113</b>	<b>1,483,544</b>	<b>259,382,854</b>	<b>894,456,095</b>	<b>2,757,652,606</b>





# Operational support and management

*Technicians from the refugee and host community repair a broken solar panel in Buramino camp, Ethiopia.*

© UNHCR/Diana Diaz

## HEADQUARTERS

UNHCR's Headquarters staff, located in Geneva, Budapest, Copenhagen and other regional capitals, work to ensure the Office carries out its mandate in an effective, coherent and transparent manner.

Throughout 2019, Headquarters' divisions and bureaux will continue to provide leadership and support to field operations, including through their responsibilities for the following key functions:

- Developing protection doctrine and policy.
- Articulating strategic directions at the regional level.
- Prioritizing and allocating resources.
- Ensuring organization-wide emergency, security and supply management.
- Ensuring financial control in accordance with United Nations and UNHCR rules and regulations.
- Directing organizational development and management.
- Monitoring, measuring and reporting (including results-based management).
- Oversight (inspection, evaluation, investigation and audit).
- Supporting a wider understanding of innovation and building related competencies and capacities throughout UNHCR.
- Directing and supporting fundraising and resource mobilization.
- Coordinating and directing communications and external relations.
- Servicing the Executive Committee and other governance bodies, allowing them to assume their oversight functions.
- Supporting inter-agency relations and strategic partnerships.
- Building resilience and working towards solutions.

## New initiatives

In June 2017, UNHCR launched a two-year reform process which includes a number of changes in Headquarters to support UNHCR's operations around the world. As part of the reform process, and as part of UNHCR's efforts to adopt a more holistic and comprehensive approach to solutions that goes beyond traditional approaches and looks at building resilience, a new Division of Resilience and Solutions was created at Headquarters. The new Division focuses on the operationalization and mainstreaming of the Comprehensive Refugee Response Framework (CRRF), as well as the development of partnerships, strategies, advocacy and resource mobilization.

Furthermore, a comprehensive UNHCR Partnership Service is now in place, bringing together the current partnership service and existing inter-agency coordination functions. The new Partnership Service is working with other entities dealing with partnerships including the Division of Resilience and Solutions, the Implementing Partnership Management Service, and the Private Sector Partnerships Service. The objective is to build a more coherent approach to partnerships within UNHCR.

The review of the UNHCR Division of Human Resources has also been completed. In line with broader organizational change and decentralization work, the Division is reconfiguring its human resources model to be more strategic and field-facing to ensure that UNHCR is sufficiently agile and able to respond quickly through a strong and well-cared for workforce.



The main objective of UNHCR's change process is to create the space for country operations to prioritize funds in optimal ways and capture context-specific knowledge and translate it into viable programmes, with increased effectiveness and efficiencies, in a collective effort to protect and assist forcibly displaced people and stateless persons. As part of this process, UNHCR is developing a new organizational design oriented towards enhancing UNHCR's delivery in the field with agile, innovative, and responsive country offices at the forefront. UNHCR Representatives and their teams will have the necessary authority and corresponding accountability to pursue protection and leverage solutions in line with global standards, and to mobilise partnerships and resources.

## GLOBAL PROGRAMMES

In addition to its country and regional operations, UNHCR undertakes a wide range of activities of a global nature that are managed by divisions at Headquarters. The objectives of these activities is to coordinate and support field operations in many of the global priority areas, both operationally and through policy development. These global programmes are designed to be implemented at the field level, but are budgeted for, and managed at, Headquarters. Interventions are guided by five-year global strategies established in 2014 for public health, settlement and shelter, livelihoods, and safe access to fuel and energy, with a five-year policy on cash launched in 2016. Details on these programmes are included in the thematic chapters of this Global Appeal.

## New initiatives

In line with the Sustainable Development Goals and the CRRF, the programmes will be carried out in close collaboration with partners with the aim to bridge UNHCR's humanitarian programmes with longer-term development efforts for people of concern.

Accordingly, the new Division of Resilience and Solutions seeks to ensure all the Office's efforts to build protection and provide support to refugees, stateless persons and internally displaced people are underpinned by building resilience and working towards solutions. The new Division is providing guidance and technical support to field operations in crucial areas such as education, economic inclusion and self-reliance, peacebuilding and conflict prevention, social protection, voluntary repatriation and reintegration, the rule of law and governance—including housing, land and property—and local integration opportunities. Furthermore, it supports the goals of the global compact on refugees in operationalizing the objectives of the CRRF in relevant UNHCR operations. Finally, the Division of Resilience and Solutions focuses on the generation of socioeconomic analytics and data to inform the efforts of governments, UNHCR and partners in targeting the most vulnerable within displaced populations and maximizing the efficient use of resources.

## Focus on innovation

For an organization to progress and adapt to change, it needs to draw on creativity and lessons learned. UNHCR's Innovation Service helps facilitate and promote innovation further in UNHCR staff's day-to-day work. It assists UNHCR staff to understand how innovation can improve

the efficiency of the organization, whilst providing people with resources and methodologies to drive creative approaches in their operations. Through the innovation process, UNHCR can pursue systems and organizational change to make UNHCR more impactful for people of concern and better prepare the organization for the future of displacement.



A more detailed description of Headquarters functions and activities can be found on the Global Focus website and more details on the roles and results achieved by global programmes are provided throughout this Global Appeal in the regional summaries and thematic chapters.

© UNHCR/Muhammad Saheed



UNHCR's predictive analytics project marks a shift by revealing the potential impact that data-driven decision-making could have on forcibly displaced people.

## Using artificial intelligence to predict displacement

UNHCR's Innovation Service has been working to understand the intrinsic relationship between climate change, violent conflict, and forced displacement. Using supervised machine learning, the Innovation Service designed "Jetson", an engine that is fed data and uses trained models to predict the displacement of people in Somalia based on variables such as weather, conflict, and market prices. The project is an experiment to better understand how artificial intelligence and machine learning can be used to predict the movement of people in sub-Saharan Africa. Combining data science, statistical processes, design-thinking techniques, and qualitative research methods, Jetson gives UNHCR and other humanitarian organizations the potential to become more proactive in their response efforts—a transformation that could significantly improve on-the-ground relief services and, more importantly, the lives of those who are forcibly displaced. For projects like Jetson to continue to evolve, humanitarian organizations will have to create more safe spaces for experimentation and improve how the sector collects, uses, and shares data.





### BUDGETS FOR HEADQUARTERS' 2018 - 2019 | USD

PILLAR 1 - REFUGEE PROGRAMME

DIVISIONS/DEPARTMENTS	2018 Current budget (as of 30 June 2018)	2019
<b>EXECUTIVE DIRECTION AND MANAGEMENT</b>		
Executive Office	5,407,214	5,001,001
Liaison Office New York	4,522,408	4,683,116
Inspector General's Office	11,101,459	11,350,649
Legal Affairs Section	4,339,842	4,901,285
Governance Service	2,103,247	2,412,721
Office of the Ombudsman	516,244	538,036
Director's office for Change Management	2,331,931	2,331,932
Ethics Office	1,526,600	2,107,561
Enterprise Risk Management	1,193,356	1,369,715
Evaluation Service	2,122,307	3,689,443
Organizational Development and Management Service	1,044,661	2,571,506
<b>SUBTOTAL</b>	<b>36,209,269</b>	<b>40,956,966</b>
<b>DIVISION OF EXTERNAL RELATIONS</b>		
Office of the Director	2,607,441	2,761,603
Specialized sections and services	19,491,463	19,176,558
<b>SUBTOTAL</b>	<b>22,098,904</b>	<b>21,938,161</b>
<b>DIVISION OF INTERNATIONAL PROTECTION</b>		
Office of the Director	3,289,676	2,430,825
Specialized sections and services	13,960,398	11,565,616
<b>SUBTOTAL</b>	<b>17,250,075</b>	<b>13,996,441</b>
<b>DIVISION OF PROGRAMME SUPPORT AND MANAGEMENT</b>		
Office of the Director	2,295,286	6,754,785
Specialized sections and services	8,960,975	3,857,881
<b>SUBTOTAL</b>	<b>11,256,261</b>	<b>10,612,666</b>
<b>DIVISION OF EMERGENCY, SECURITY AND SUPPLY</b>		
Office of the Director at Headquarters	1,564,299	1,616,046
<b>SUBTOTAL</b>	<b>1,564,299</b>	<b>1,616,046</b>
<b>REGIONAL BUREAUX AT HEADQUARTERS</b>		
Office of the Director for Africa	10,393,808	9,457,614
Office of the Director for the Middle East and North Africa	7,669,854	6,046,989
Special Envoy for the central Mediterranean situation	1,588,973	
Office of the Director for Asia and the Pacific	5,838,561	5,311,040
Emergency Response for Europe	3,927,110	2,379,400
Office of the Director for Europe, includes Brussels up to 2018	3,799,088	4,346,164
Office of the Director for the Americas	3,336,402	4,297,569
<b>SUBTOTAL</b>	<b>36,553,797</b>	<b>31,838,775</b>
<b>DIVISION OF RESILIENCE AND SOLUTIONS</b>		
Office of the Director	983,060	3,052,059
<b>SUBTOTAL</b>	<b>983,060</b>	<b>3,052,059</b>
<b>DIVISION OF INFORMATION SYSTEMS AND TELECOMMUNICATIONS</b>		
Office of the Director (includes ICT fixed costs)	18,570,391	18,136,467
Specialized sections and services	6,737,300	6,736,150
<b>SUBTOTAL</b>	<b>25,307,691</b>	<b>24,872,617</b>

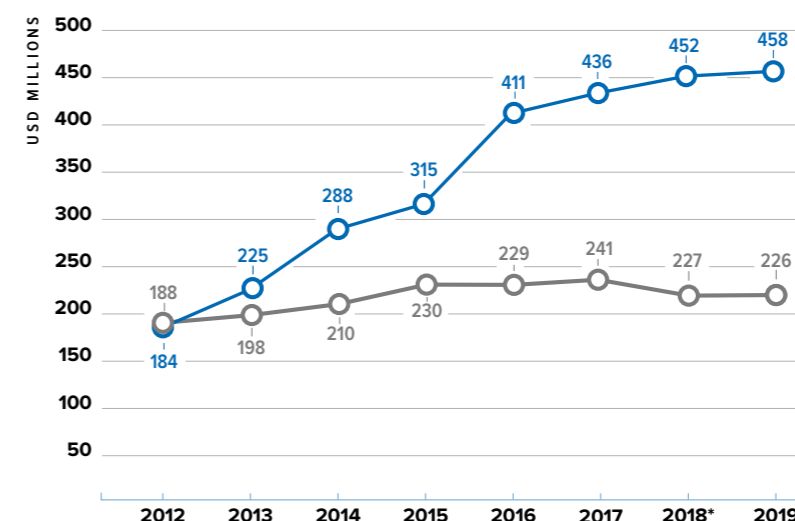
### BUDGETS FOR HEADQUARTERS' 2018 - 2019 | USD

PILLAR 1 - REFUGEE PROGRAMME

DIVISIONS/DEPARTMENTS	2018 Current budget (as of 30 June 2018)	2019
<b>DIVISION OF HUMAN RESOURCES</b>		
Office of the Director	2,557,568	2,691,921
Specialized sections and services	9,651,834	10,717,594
<b>SUBTOTAL</b>	<b>12,209,402</b>	<b>13,409,515</b>
<b>DIVISION OF FINANCIAL AND ADMINISTRATIVE MANAGEMENT</b>		
Office of the Director	4,435,378	4,655,427
Specialized sections and services	22,464,780	21,993,172
<b>SUBTOTAL</b>	<b>26,900,157</b>	<b>26,648,599</b>
<b>BUDAPEST GLOBAL SERVICE CENTER</b>		
Management Unit	3,589,447	4,177,696
Specialized sections and services	27,357,847	28,210,666
<b>SUBTOTAL</b>	<b>30,947,294</b>	<b>32,388,362</b>
<b>COPENHAGEN GLOBAL SERVICE CENTER</b>		
Management Unit	4,630,004	4,357,690
<b>SUBTOTAL</b>	<b>4,630,004</b>	<b>4,357,690</b>
Staff Council	696,259	706,537
<b>TOTAL</b>	<b>226,606,472</b>	<b>226,394,435</b>

<sup>1</sup> The Annual Programme Budget includes allocations from the UN Regular Budget as follows: \$42.9 million for 2018, \$43.3 million for 2019. All values are provisional, subject to approval of final United Nations Programme Budget and subsequent recosting.

### BUDGETS FOR GLOBAL PROGRAMMES AND HEADQUARTERS (PILLAR 1) 2012-2019



\* as of 30 June 2018

○ Global Programmes  
○ Headquarters

## BUDGETS FOR GLOBAL PROGRAMMES | USD

ACTIVITIES	PILLAR 1 - REFUGEE PROGRAMME	
	2018 Current budget (as of 30 June 2018)	2019
<b>OPERATIONAL ACTIVITIES</b>		
Cash-based incentives	800,000	1,129,784
Durable solutions	3,193,013	4,055,960
Education-related projects	20,779,786	24,401,273
Emergency-related projects	32,208,381	36,872,653
Environment-related projects	250,000	750,000
Global Clusters	3,331,975	3,428,661
Health-related projects	5,350,000	5,852,979
Innovation projects	2,513,374	3,118,732
Private sector fundraising	118,578,042	129,211,401
Protection-related projects	7,522,404	6,032,192
Public information and media projects	8,822,355	9,214,995
Refugee women, children and adolescents	1,958,971	1,601,686
Registration, data and knowledge management	5,316,000	8,312,450
Research, evaluation and documentation	4,500,000	4,069,436
Resettlement	13,223,168	8,698,136
Shelter-related projects	24,255,000	21,815,000
Training-related projects	1,150,273	1,372,500
Miscellaneous	773,600	647,800
<b>SUBTOTAL</b>	<b>254,526,342</b>	<b>270,585,638</b>

## PROGRAMME SUPPORT ACTIVITIES

EXECUTIVE DIRECTION AND MANAGEMENT		
Innovation projects	2,146,990	1,267,700
Inspector General's Office field activities	1,826,709	1,943,181
Legal Affairs Section field activities	709,133	920,705
Risk Management 2.0	1,656,834	3,193,782
<b>DIVISION OF EXTERNAL RELATIONS</b>		
Specialized sections and services	9,351,737	9,814,736
Private sector fundraising - investment funds and activities	14,271,658	15,592,764
<b>DIVISION OF INTERNATIONAL PROTECTION</b>		
Specialized sections and services	6,488,704	4,080,301
<b>DIVISION OF PROGRAMME SUPPORT AND MANAGEMENT</b>		
Global Clusters - field support	260,000	474,813
Technical support to the field	14,078,702	14,420,602
<b>DIVISION OF EMERGENCY, SECURITY AND SUPPLY</b>		
Emergency Capacity Management Section	5,187,661	4,569,680
Field Safety Section - field security support	11,840,133	12,111,767
Supply Management - field strengthening and support	16,771,248	17,698,656

## BUDGETS FOR GLOBAL PROGRAMMES | USD

ACTIVITIES	PILLAR 1 - REFUGEE PROGRAMME	
	2018 Current budget (as of 30 June 2018)	2019
<b>DIVISION OF RESILIENCE AND SOLUTIONS</b>		
Specialized sections and services	17,486,929	12,114,337
<b>DIVISION OF INFORMATION SYSTEMS AND TELECOMMUNICATIONS</b>		
IT and telecommunications - field support	37,050,048	27,189,018
<b>DIVISION OF HUMAN RESOURCES</b>		
Global staff accommodation	722,033	1,420,326
Special staff costs (including voluntary separation)	21,966,432	18,245,989
Training of UNHCR staff	7,881,681	11,406,991
<b>DIVISION OF FINANCIAL AND ADMINISTRATIVE MANAGEMENT</b>		
Specialized sections and services	5,000,000	4,500,000
<b>BUDAPEST GLOBAL SERVICE CENTER</b>		
Division of Emergency, Security and Supply	1,716,574	1,617,988
<b>COPENHAGEN GLOBAL SERVICE CENTER</b>		
Division of External Relations	8,293,528	9,204,069
Division of International Protection	700,420	2,280,569
Division of Information Systems and Telecommunications	9,466,582	11,510,829
Division of Programme Support and Management	819,980	
Private Sector Partnerships	1,586,824	1,610,996
<b>SUBTOTAL</b>	<b>197,280,541</b>	<b>187,189,799</b>
<b>TOTAL</b>	<b>451,806,883</b>	<b>457,775,437</b>





# Safeguarding fundamental rights

*Abu Mohammad, internally displaced from Eastern Ghouta, Syria, describes the conditions at the Adra electricity complex shelter in rural Damascus to a UNHCR staff member.*

The safeguarding of fundamental rights requires a clear focus on the human dignity of all people of concern to UNHCR. The refugee definition set out in the 1951 Convention Relating to the Status of Refugees has been developed in regional instruments and through State practice and judicial interpretation over decades. Being able to flee and be recognized as a refugee can be a matter of life and death. Respect for dignity must be central to the progressive development and implementation of law and standards for refugee protection and underpins all of

UNHCR's activities in pursuit of the full enjoyment of refugee rights.

The framework provided by the global compact on refugees offers renewed opportunities to prioritize the dignity of refugees and the communities that host them and to make a real difference in their lives. In the delivery of solutions, UNHCR needs to maintain the focus on resettlement and complementary pathways which are key to the successful implementation of the global compact. Through the three-year strategy envisaged in the global compact, the Office hopes



to address the widening gap between the number of refugees in need of resettlement and the places made available globally, as well as encouraging States to develop and facilitate access to complementary pathways for admission.

Equally in the context of internal displacement, law and policy development, as well as humanitarian action, need to be centred on respect for dignity. On the 20<sup>th</sup> anniversary of the Guiding Principles on Internal Displacement, this is being brought into focus with a three-year strategy—the GP20 Plan of Action—to advance the implementation of the Guiding Principles in key displacement situations around the world. The 10<sup>th</sup> anniversary of the African Union Convention on IDPs (the Kampala Convention) provides additional impetus and refocused attention on internal displacement.

The right to a nationality, which recognizes that individuals are not objects to be governed by the powerful but subjects of law, endowed with dignity and hence entitled to legal identity, is fundamental to addressing statelessness. The right to a nationality was the powerful aspiration of Article 15 of the Universal Declaration of Human Rights and, recently, UNHCR has seen a revival of this ambition. Sustainable Development Goal 16 provides a means to realise this right and UNHCR's 10-year #IBelong Campaign to End Statelessness has kept attention on this goal. The Campaign will continue to catalyse initiatives aimed at respecting and restoring dignity through legal identity.

UNHCR's new Age, Gender, and Diversity Accountability (AGD) Policy will allow it to make further headway in bringing the experiences and views of all people of concern more visibly to the forefront of planning, engagement and communications

and will underpin all efforts to promote effective safeguarding of fundamental rights. Better monitoring and reporting based on sound evidence will strengthen UNHCR's accountability to the people it serves.

Record numbers of people have been displaced due to human rights violations, armed conflict, violence and public disorder, making international refugee protection more relevant than ever. There are immense challenges in ensuring the legal framework for protecting refugees is appropriately implemented and that people in need of international protection have access to fair and efficient asylum procedures and are properly received and treated.

UNHCR's work is committed to promoting greater respect for the rights of refugees, asylum-seekers, internally displaced people, stateless persons and others of concern. Protection is central to any humanitarian response, with activities aimed at obtaining full respect for the rights of individuals in accordance with international refugee law and human rights law, as well as international humanitarian law.

In line with its mandate, UNHCR will advance and monitor the implementation of protection standards, strengthening State compliance and national systems, and mainstreaming protection in all areas of its work. This will include developing and disseminating legal, policy, procedural, operational and country guidance, as well as tools, on current international protection issues. Such issues would include protecting people displaced by the effects of climate change, environmental degradation and natural disasters, the right to family life for refugees in the context of family reunification, refugees' right to work, and the principle of not penalizing refugees for their irregular entry or stay.

UNHCR will also promote international protection principles in strategic partnerships, internationally and locally, particularly when following up the global compacts on refugees and migration. It will join the African Union in commemorating the 50<sup>th</sup> anniversary of the OAU Refugee Convention, as well as supporting UNHCR's Executive Committee (ExCom) process on Conclusions on International Protection, and will engage with various UN human rights mechanisms to promote greater respect, in practice and law, for the rights of refugees, asylum-seekers, stateless persons and others of concern.

As of 2018, 148 States are party either to the 1951 Geneva Convention, its 1967 Protocol or both. Furthermore, 46 of the African Union's 55 Member States are party to the 1969 Organization of African Unity (OAU) Convention Governing the Specific Aspects of Refugee Problems in Africa.

In the same period, approximately 138 UN Member States had some form of law or decree that affected refugee protection issues to varying degrees –whether they were national asylum or refugee laws, rulings covering general immigration or other laws or decrees governing non-nationals. By strengthening the capacity of States, UNHCR and other stakeholders will help guide a coherent and consistent interpretation and application of protection standards, including by supporting global, regional and national treaty and legislative processes and engaging with academics, lawyers and the judiciary. UNHCR will submit third-party interventions and engage strategically with judicial institutions and processes on relevant questions relating to international protection and the rights of people of concern.

## ENSURING ACCESS TO PROTECTION



Asylum-seekers fleeing violence in Nicaragua wait to file their applications at the immigration office in San Jose, Costa Rica.



### Partnerships

Strategic partnerships are central to maintaining and strengthening international protection principles. This includes participation in international processes and mechanisms—particularly those in the area of human rights, migration, climate change, and displacement driven by environmental degradation and natural disasters. Such partnerships in 2019 will include academic experts and institutions, the International Association of Refugee and Migration Judges, the International Detention Coalition, the Platform for Disaster Displacement, the Inter-Parliamentary Union, the International Commission of Jurists, ICRC, IOM, the International Maritime Organization, UNICEF and UN Women.

Operational partnerships will also be important. UNHCR will continue to work closely with the OHCHR, the Human Rights Council, the UN human rights treaty bodies and special procedures mandate holders. It is expected that these engagements will encourage recommendations for States that address fundamental rights of immediate relevance to people of concern, including the protection of IDPs, the prevention of and response to sexual and gender-based violence, the detention of asylum-seekers, respect for the principle of *non-refoulement*, universal birth registration and the prevention of statelessness.

#### ANTICIPATED AREAS OF INTERVENTION IN 2019

#### KEY ACHIEVEMENTS TARGETED IN 2019

### FAVOURABLE PROTECTION ENVIRONMENT

#### LAW AND POLICY DEVELOPED OR STRENGTHENED. IN 2019, UNHCR WILL:

Advocate the adoption or revision of laws consistent with international standards

Provide technical advice to encourage States to enact new or revised legislation and policy guidance incorporating improved protection standards.

Undertake court interventions to advance the development and consistent interpretation and/or application of relevant legal standards.

Develop, publish and disseminate guidance on key topics

Develop legal guidance with partners on issues related to international protection, including displacement linked to the effects of climate change, environmental degradation and natural disasters; refugees' right to family life in the context of family reunification; refugees right to work; and the principle of non-penalization of refugees for irregular entry or stay.

Promote consideration, by the Treaty Monitoring Bodies and the Universal Periodic Review (UPR), of the enjoyment of rights of people of concern to UNHCR

Strengthen engagement with UN human rights mechanisms, including with the UPR, the special procedures and treaty monitoring mechanisms.

Deliver webinars on Treaty Bodies and UPR to improve the capacity of UNHCR's field staff to strategically use the UN's human rights machinery in their protection and advocacy work.

### Building and strengthening fair and efficient asylum procedures



UNHCR staff verify and assist Venezuelan refugees, asylum-seekers and people of concern at the Rondon I shelter in Boa Vista, Roraima, Brazil.

The number of asylum-seekers globally is high and growing and presents challenges on how to effectively respond to protection needs arising in large mixed movements. UNHCR will continue to strategically engage with refugee status determination (RSD) from both a national and regional cross-border perspective. This aims to anchor the Office's RSD work within broader protection and solutions strategies, whether in countries with a State asylum system or those where UNHCR conducts RSD under its mandate.

States have a specific responsibility to ensure comprehensive refugee protection and durable solutions. UNHCR has an obligation to support them in assuming responsibility for RSD activities and will engage in measured and sustainable capacity development. This requires looking holistically at asylum systems and pursuing transitions that are fully embedded in the rule of law and supported

by well-organised and well-equipped State institutions. UNHCR welcomes expressions of intent and steps towards increasing engagement with RSD and will work actively with those States in 2019.

UNHCR will establish the asylum capacity support group, as envisaged by the global compact, to support States, at their request, in strengthening national asylum systems that identify and respond to people in need of international protection in a fair and timely manner with capacity to adapt in the event of pressure due to large numbers of applications.

UNHCR will seek opportunities for holistic technical support to ensure effective asylum decision-making through quality assurance initiatives, training sessions and support in revising legal frameworks. The Office will work with a broad range of actors, including civil society and development counterparts, to support the institutional capacity of asylum bodies.

**30** States Parties to both the 1951 Geneva Convention and its 1967 Protocol, or one of the two, do not have a national asylum or refugee law.

To help increase efficiency, UNHCR will continue to assist States with differentiated case processing modalities allowing for streamlined procedures adaptable to specific profiles and caseloads in order to prevent or respond to backlogs. It will also provide country guidance products to inform decision-makers.

UNHCR will also undertake refugee status determination under its mandate and keep these activities under continuous review to ensure that engagement serves as a necessary and useful element of UNHCR's protection response. It will channel other cases into group, or community-based protection responses.

**ANTICIPATED AREAS OF INTERVENTION IN 2019**

**KEY ACHIEVEMENTS TARGETED IN 2019**

**FAIR PROTECTION PROCESSES AND DOCUMENTATION**

**ACCESS TO AND QUALITY OF RSD PROCEDURES IMPROVED. IN 2019, UNHCR WILL:**

Further develop and oversee the implementation of policies, guidance, standards and procedures relating to RSD

Establish an asylum capacity support group to assist States, on their request, in strengthening asylum and RSD systems.  
 Engage in sustainable capacity development and provide legal, procedural and strategic case processing advice, including through quality assurance initiatives, to States with national RSD systems, or in the process of taking on RSD responsibility.  
 Support initiatives such as standby rosters of technical experts and case-processing staff with more multi-functional profiles. Seek and build synergies in institutional capacity assessment and development.  
 Provide guidance to governments, UNHCR staff and other stakeholders on the application of the exclusion criteria of the 1951 Refugee Convention.  
 Provide guidance on the provisions of the 1951 Refugee Convention and address security concerns and maintain necessary standards of refugee protection, in line with international law.

Strengthen the capacity of UNHCR RSD staff and operations, including through deployments

Develop and deliver RSD-specific training, including up to 3 sessions of the learning programme for up to 90 UNHCR staff.  
 Roll out e-learning materials and sessions of the Interviewing Learning Programme.  
 Roll out an online induction training module for new RSD eligibility officers.  
 Support mandate RSD operations by deploying RSD experts.

Provide asylum decision-makers up-to-date country of origin information and country-specific policy guidance

Publish eligibility guidelines and other country-specific guidance on major countries of origin.  
 Commission country of origin information reports from independent organizations with expertise in this research field.  
 Maintain up-to-date country of origin information on Refworld for governments, UNHCR staff and other stakeholders in asylum and RSD procedures.

**Alternatives to detention**



Women and children who were being held at Triq Al Sikka detention centre in Tripoli are finally on their way to Niger, where they hope to be resettled to a third country.

Every year hundreds of thousands of people on the move, including asylum-seekers, refugees and stateless persons, are detained for immigration-related reasons. In many cases, they face arbitrary detention in conditions that do not meet minimum international standards, and many of them should not, in principle, be detained at all, given that seeking asylum is not an unlawful act.

This worrying trend is widespread and driven by increasingly restrictive border management practices that make access to territories and asylum ever more challenging. Research shows that even the most stringent detention policies do not deter irregular movements or discourage people from seeking asylum. The physical and psychological consequences of detention are well-documented, and UNHCR advocates for States to

systematically collect data on detention practices and use it to identify alternatives to detention.

The consolidation of the “Global strategy - beyond detention 2014-2019” has focused attention on three specific goals, with the aim of supporting governments and engaging civil society on ending child detention, ensuring alternatives to detention are available to asylum-seekers, and promoting conditions of detention that meet international standards.

In 2019, the completion of a collaborative project with the European Instrument for Democracy and Human Rights to prevent the detention of children will see the production of three learning programmes on immigration detention and related learning tools for UNHCR staff, States and other partners. These programmes will focus on the fundamentals of immigration



detention, alternatives to detention and immigration detention monitoring. The project will help build States' capacities to create new care arrangements and community-based alternatives to detention for children and their families in selected country operations in the Balkans, the Middle East, North America and South-East Asia.

UNHCR will strive to mainstream detention within other relevant operational priorities and ensure the global advocacy on detention concerns is maintained through further operational engagement. In 2019, UNHCR will produce a comprehensive advocacy toolkit to develop country-specific messaging in continued support of the strategy's three goals. The Office will also work closer with the regional bureaux to develop detention mapping exercises to inform further interventions to promote alternatives to detention.

UNHCR will support the "UN global study on children deprived of liberty", which is due to be presented to the United Nations General Assembly in October 2019. With other UN agencies and civil society actors, the Office is leading the drafting of the chapter related to children deprived of liberty in the immigration context. This study should mark a threshold in terms of States' commitments to providing systematic and reliable information on this sensitive area.

Partnerships are crucial to ensure UNHCR's detention activities have the maximum impact. These partnerships include working in collaboration with State authorities, other UN agencies and civil society, including the International Detention Coalition and its many active member organizations.

**ANTICIPATED AREAS OF INTERVENTION IN 2019**

**KEY ACHIEVEMENTS TARGETED IN 2019**

**SECURITY FROM VIOLENCE AND EXPLOITATION**

**RISKS RELATED TO DETENTION REDUCED AND FREEDOM OF MOVEMENT INCREASED. IN 2019, UNHCR WILL:**

[Advocate relevant legal and policy frameworks related to detention and alternatives to detention in accordance with international standards](#)

Consolidate the expansion of the number of countries engaging in the strategy.  
 Continue providing technical advice to focus countries on enacting new or revised legislation with improved detention safeguards, including alternatives to detention.  
 Evaluate implementation and progress on focus countries' national plans of action.  
 As part of the implementation of the European Instrument for Democracy and Human Rights' project, "Global technical assistance and capacity-building programme to prevent detention of children and to protect children and other asylum-seekers in detention 2016-2019" implement 3 learning programmes on detention monitoring and alternatives to detention; deliver 5 global workshops associated with these learning programmes (in Asia and the Americas); organize a global roundtable on reception and alternatives to detention for children.

[Work towards ending the detention of asylum-seeking and stateless children](#)

Provide technical advice to governments and other stakeholders on child-appropriate alternatives to detention.  
 Develop child protection tools in the context of detention, such as best interests assessments and referral mechanisms to prevent the detention of children seeking asylum.  
 Pilot project(s) and study visits on reception and alternatives to detention for children and families with national authorities and partners.

**Addressing and responding to mixed movements**



UNHCR staff members at Triq Al Sikka detention centre, on the outskirts of the Libyan capital, assess the needs of refugees and migrants who have been intercepted and detained while trying to cross to Europe.

In recent years, more people in different parts of the world have been travelling in mixed movements. It is challenging to put global figures to this phenomenon. Those travelling in mixed movements are in many cases never registered because they often cannot access any means to claim asylum, do not come forward for fear of being detained and deported, or because they perish somewhere along the dangerous routes they take.

People in need of international protection travel alongside migrants, frequently in an irregular manner, using the same routes and means of transport. Although they travel for different reasons they face many of the same threats to their lives and safety, such as exploitation and violence at the hands of traffickers and smugglers, prolonged separation from family members, abduction, detention in deplorable conditions and for long periods,

physical and sexual abuse, torture, and extortion by criminal gangs.

UNHCR's engagement with mixed movements aims to ensure that people who need international protection can seek and secure it. Mixed movements of particular interest to UNHCR include the routes from West and East Africa across the Mediterranean into southern Europe, from the Great Lakes and the Horn of Africa towards southern Africa, across the Red Sea and the Gulf of Aden to Yemen, and from South and Central America towards North America.

Recognizing the complexity and realities of mixed movements, UNHCR will continue supporting measures that reduce the need for people to undertake these dangerous journeys in the first place. It will do so in the framework of the global compacts. These measures will need to address the

root causes of displacement and support the development of asylum systems in countries in regions of origin and along routes. Developing and strengthening asylum systems will help ensure people in need of international protection have access to territory, receive adequate reception facilities, and that the principle of *non-refoulement* is fully respected.

The Office will continue developing and reinforcing partnerships to promote access to international protection for those who need it, and the application of all relevant international and regional refugee and human rights instruments and norms in situations of mixed movement. It will participate in the United Nations Migration Network, and strive to contribute to a coherent, comprehensive and coordinated implementation of the global compact for safe, orderly and regular migration. Important partnerships for 2019 will include those with IOM, OHCHR, UNICEF, UNODC, as well as the Inter-Agency

Coordination Group against Trafficking in Persons, the Global Forum on Migration and Development, and various regional consultative processes.

### The Mediterranean situation

Despite efforts to mitigate the risks to people in mixed flows along the routes leading to and through Libya and across the Mediterranean, significant movements continued in 2018 and diversified to include other points of departure. Communications strategies, which included the participation and testimony of people who had attempted and survived the dangerous journey, succeeded in raising awareness of the risks. However, such testimonies and evidence alone will not impact on the continuation of dangerous journeys. Chronic underfunding of critical programmes providing lifesaving support and protection and a lack of attention of root causes continued to spur flight and onward movement.

**“Rescue at sea has been taken hostage by politics. Responsibility-sharing has been replaced by responsibility-shifting.”**

—Filippo Grandi, United Nations High Commissioner for Refugees, during the 69<sup>th</sup> session of the Executive Committee.

UNHCR’s efforts in 2019, informed by the lessons learned, will prioritize reception capacity and access to international protection along the main routes of mixed movements. Programming for children and youth, particularly for unaccompanied or separated children, needs to be strengthened. Children made up significant numbers of those aiming to reach and cross the Mediterranean in 2018 and are expected to continue doing so in 2019. Offering children and young people meaningful alternatives, including through legal pathways, is a priority.

UNHCR is concerned that some children are being deprived of basic assistance, which makes them more vulnerable to trafficking. Increased data collection and analysis of the protection risks encountered along routes leading to Libya have led to a more accurate understanding of the needs, as well as gaps, in service provision. Referral pathways for victims of trafficking and other people with specific needs, as well as adequate services to attend to them, are still lacking in many transit countries. In 2019, UNHCR will renew efforts to work with partners on filling these gaps.

Through the Core Group on Resettlement and Complementary Pathways for the central Mediterranean situation, UNHCR appealed for 40,000 resettlement places

in 15 priority countries of asylum along the route. Evidence suggests the many refugees who might be eligible for family reunification cannot access this option due to legal or administrative barriers. In 2019, UNHCR and partners will maintain efforts to facilitate access to family reunification in several pilot countries and will continue advocating more flexible or simplified family reunification procedures for refugees. In parallel, it will continue to identify vulnerable people in need of international protection with acute needs and vulnerabilities in all 15 countries of asylum, seeking support for their resettlement.

In response to the deterioration of the security situation in Libya, and in complement to the Emergency Transit Mechanism (ETM), UNHCR is seeking to swiftly broaden the scope for solutions, including the evacuation of refugees to countries where they were previously registered or admitted.

UNHCR and IOM have proposed a regional cooperative arrangement for the swift and predictable disembarkation of those rescued-at-sea. It calls upon the solidarity of all affected countries. States have the primary role in achieving this. UNHCR remains ready to play a facilitating role in 2019, jointly with IOM.



### UNHCR warns over Mediterranean rescue capacity

UNHCR continues to call strongly for increasing search-and-rescue capacity in the Central Mediterranean and for leaving space for NGOs to contribute in a coordinated manner to these efforts. This is a collective responsibility, with saving lives as its primary concern.

“We are talking about people’s lives. Refugees and migrants cannot be continually put at risk while States argue over their responsibilities,” said Filippo Grandi, the High Commissioner for Refugees.



The NGO vessel Aquarius arrives in the port of Valetta, Malta, in August 2018.

© UNHCR/UNHCR



**ANTICIPATED AREAS OF INTERVENTION IN 2019**

**KEY ACHIEVEMENTS TARGETED IN 2019**

**FAVOURABLE PROTECTION ENVIRONMENT**

**ACCESS TO TERRITORY IMPROVED AND RISK OF REFOULEMENT REDUCED. IN 2019, UNHCR WILL:**

Support States' and partners' capacity to meet challenges related to the management of mixed movements in a protection-sensitive manner

Support States as they establish protection-sensitive border management and asylum systems that ensure access to territory, proper reception and respect for the principle of *non-refoulement*.

Prepare and disseminate legal and policy guidance, including for terminology on topical issues related to mixed movements. This will also involve disseminating good practices, such as those emerging from the implementation of UNHCR's 10-point plan of action on refugee protection and mixed movements.

Advocate policies and practices that meet the particular needs and rights of people in need of international protection travelling in mixed movements

Engage with States bilaterally or through multilateral fora such as the Global Forum on Migration and Development and relevant regional consultative processes, to continue dialogue on the development of protection-sensitive entry systems.

Provide guidance, technical advice and training on law and policy issues related to the asylum-trafficking nexus, including by engaging in inter-agency fora, such as the Inter-Agency Coordination Group against Trafficking in Persons.

Provide guidance and support States and relevant actors on issues related to protection at sea, including in respect of rescue, interception and disembarkation.

**PROVIDING PROTECTION RESPONSES**



Boa Vista, Brazil. Venezuelans arrive to be registered at Nova Canaã, a reception site opened in partnership with Brazilian authorities in late April 2018.

**Understanding needs and building on capacities of people of concern**

Displacement can result in many people facing heightened and sometimes overlapping protection risks because of the intersection of their gender, age, disability, sexual orientation and gender identity, membership of a minority or indigenous groups, or other aspects of diversity. These risks are exacerbated by barriers they may face to accessing protection and assistance.

It is critical that UNHCR's programmes and interventions are informed by the needs, experiences, capacities and priorities of people of concern to better address and respond to risks. UNHCR's AGD policy aims to drive progressive change towards fuller inclusion of the perspectives of people of concern in protection and solutions programming and more effective, accountable responses to their needs.

Based on global estimates, it is expected that in 2019, there will be **10 million** forcibly displaced with disabilities (based on a calculation of 15% of all forcibly displaced individuals).

**Accountability to affected people**

AAP is central to UNHCR's work, and the updated 2018 Policy on Age, Gender and Diversity Accountability formally outlines UNHCR's AAP commitments with 10 core actions advancing AGD-inclusive programming, accountability to affected people, and gender equality. Achieving UNHCR's AAP commitments requires enabling informed, meaningful participation of people of concern; establishing contextually appropriate channels of communication, accessible for all groups in a community; soliciting and responding to feedback from people of concern; and adapting programmes, strategies and policies in response to feedback and documenting this organizational learning.

In 2019, the Office will continue institutionalizing and mainstreaming the 10 core actions of the ADG policy. It will focus on building the resilience and capacities of people of concern, especially those at heightened risk of marginalization or exclusion, such as female-headed households, those with disabilities, elderly people, youth, lesbian, gay, bisexual, transgender and intersex (LGBTI) people, minorities and indigenous people.

Much of this will be achieved by partnering with people of concern through community-based protection that puts them at the centre of decision making, supports their capacities and promotes the role of women, men, girls and boys of all ages and backgrounds in their own protection and that of their families and communities.

**60%** of preventable maternal deaths takes place in settings of conflict, displacement and natural disasters.

Crises and displacement are not gender neutral. They affect women, men, girls and boys differently, often disproportionately disadvantaging women and girls. UNHCR recognizes this differentiated impact and the need to support specific actions to promote gender equality and reaffirm its commitment to women and girls. While much progress has been achieved, across the world, displaced women and girls are still held back by the daily experiences of discrimination and violence, as well as the prevalence of attitudes and behaviours that trivialise and diminish the value of gender equality work and by the chronic underfunding and lack of prioritisation of institutions and resources required to promote gender equality. These are all serious challenges that call for

increased accountabilities and increased investment in actions that address systemic discrimination against women and girls and ensures their equitable access to services and assistance.

Five of the core actions of the AGD Policy focus on advancing gender equality and the empowerment of women and girls, thus outlining concrete actions to strengthen UNHCR's work and creating more accountability in the policy's implementation. These include women and girls':

- Equal and meaningful participation in all decision-making, including management and leadership.
- Individual registration and documentation.
- Equal access and control over management and distribution of food, core-relief items (CRIs) and cash-based assistance.
- Economic empowerment, including equal access to quality education and health services.
- Prevention and response to sexual and gender-based violence.

Partnerships with organizations of persons with disabilities are crucial to ensure they are included in all efforts to promote the rights of persons with disabilities at local, national, regional and global levels. UNHCR will also continue to work with key partners from the UN system and civil society to advance the "Charter on inclusion of persons with disabilities in humanitarian action".



© UNHCR/Gavin Dufashanye



Adeline Hatangimana (left), 30, lost an eye when she was a young girl. She now works with Mathias Nzorigendera (right) to turn scrap metal into household items.

### Burundian refugees in Congo forge a better future

"It is more difficult for the handicapped to find jobs. But through our association, we have found work," said Mattias Nzorigendera, president of the association Dufashanye.

Refugees living with disabilities have set up a workshop where they turn scrap metal into household items.



UNHCR will promote partnership with local organisations to better reach out to and understand the specific needs of LGBTI people. UNHCR will sensitize the LGBTI organisations it partners with on the particular protection risks attached to forced displacement and will seek to work together on effective referral pathways for LGBTI people at heightened risk.

To better understand and respond to the diverse needs of people of concern, UNHCR will invest in better data collection and analysis. Existing methods of data collection will be strengthened to enable disaggregation by age, sex, disability and

other aspects of diversity—helping to advance gender equality and non-discrimination, including on the basis of disability.

UNHCR will further develop and expand innovative approaches and successful practices, such as community outreach volunteers or the use of specific identification tools at registration, to improve its capacity to identify groups and individuals at heightened risk. This will ensure the timely identification and appropriate response for these groups and will improve UNHCR's ability to monitor access to protection and assistance.



In 2017, UNHCR operations reported **173,800** unaccompanied and separated children.

### Children

Children make up more than half of the world’s refugees. Responding to their needs requires stronger protection systems for children and youth. This means ensuring their access to national child protection systems; implementing

child-specific areas of asylum and refugee protection systems, especially case management; and protecting children in emergencies. UNHCR will also continue to work with partners to operationalize the best interests principle and to empower youth, with a particular focus on emergencies and mixed movements.



#### Early marriage looks like our only option, say displaced Congolese teens

“Life has stolen my childhood. I shouldn’t be married now,” said Boniface.

Extreme poverty among the displaced, who are not getting enough humanitarian aid due to funding gaps, is forcing some parents to marry off their children.



They married for survival

Boniface and Anuarite are among the many displaced Congolese teens compelled to marry young.

© UNHCR/Cain Delisse

In line with its 2017-2021 Strategic Directions, UNHCR will invest in information management and data analysis to help operations maximise their resources—ensuring smarter, more effective and evidence-based child protection and youth programming. Through the roll-out of UNHCR’s Population Registration and Identity Management Ecosystem (PRIMES, on which more below)—an evolving portfolio of applications furnishing refugees and other forcibly displaced people with a recognized legal and digital identity—the Office will enhance its information management capacity. The roll-out will be particularly helpful for data analysis disaggregated by age, gender and

diversity; strengthening child protection and youth programming; and information management for case management and family tracing and reunification. UNHCR will also continue to develop predictive analytics relating to the displacement of unaccompanied and separated children through statistical modelling. This cutting-edge work will provide practical and evidence-based forecasting tools to support the planning and implementation of protection and youth work.

A key focus for UNHCR’s child protection and youth work in 2019 will be to leverage existing capacity and partnership at national, regional and global level. Building on successful advocacy with the East African Community (EAC), UNHCR will

work with its partners to deliver regional training sessions on child protection in refugee settings to front-line government child protection/social welfare staff in the EAC region. UNHCR will also work strategically with States, UN organisations and civil society to operationalize the global compact with, and for, children and young people.

UNHCR will utilize its Youth Initiative Fund to work directly with young people to implement innovative approaches and will also continue to utilize sports for protection programming. In 2019, UNHCR will support an additional 15 Youth Initiative Fund

projects and will continue to work with existing youth groups to ensure sustainability and integration with government and civil society structures. The Office will continue to support its Global Youth Advisory Council as it operationalizes the “Core actions for refugee youth”—closely aligned with the global compact’s “whole-of-society” approach. In 2019, UNHCR will ensure the Council’s participation in key policy and advocacy events so that young people’s voices are heard at every level of its work.

Since 2014, **118** Youth Initiative Fund projects have been implemented, led by more than 2,400 refugees and displaced youth and impacting more than 100,000 community members.

### Integrity

As part of overall efforts to empower people of concern, and in the context of the High Commissioner’s Enterprise Risk Management 2.0 Initiative, in 2017 UNHCR launched its Policy on Addressing Fraud Committed by Persons of Concern with a scope expanded beyond previous guidance to address fraud committed not just by refugees but by any person of concern. The Policy comprehensively addresses fraud throughout the individual case management continuum from initial registration, through the full range of protection and assistance activities, and solutions. This broad approach promotes synergies across UNHCR Divisions and raises awareness of the need for effective anti-fraud measures in all protection related processes and procedures.

The Policy provides a clear framework to facilitate investigation and decisive action in response to fraud. These efforts will help strengthen institutional capacity to prevent, detect, and respond to fraud in protection systems and processes. People of concern will be directly engaged with a participatory role in complaints and communication mechanisms. A learning programme will be rolled out globally in 2019 for the benefit of anti-fraud focal points. In parallel, UNHCR will continue to field multi-functional support missions to assess procedural and operational vulnerabilities to fraud within protection processes, advance proactive responses, and institute safeguards in line with the Policy.

**ANTICIPATED AREAS OF INTERVENTION IN 2019**

**KEY ACHIEVEMENTS TARGETED IN 2019**

**BASIC NEEDS AND ESSENTIAL SERVICES**

SERVICES FOR PERSONS WITH SPECIFIC NEEDS STRENGTHENED. IN 2019, UNHCR WILL:	
Roll out the AGD Policy through deep dive countries in different regions	<ul style="list-style-type: none"> <li>Provide 13 operations with targeted support to roll out the policy and draw lessons learned to inform a monitoring framework.</li> <li>Develop guidance on, and tools for, the implementation of core actions.</li> <li>Develop and roll out the AGD e-learning programme.</li> <li>Develop AGD monitoring framework.</li> </ul>
Enhance the capacity of UNHCR and partner staff to work with diverse communities and ensure active engagement of all AGD groups within the community throughout the operations management cycle	<ul style="list-style-type: none"> <li>Develop global community-based protection and training of trainers programmes based on a pilot carried out in the Middle East and North Africa in 2018.</li> <li>Compile and disseminate good practices on AGD, community-based protection and accountability to affected populations.</li> <li>Provide direct guidance and technical support.</li> <li>Support the multi-functional teams during operations to ensure inclusive AGD programming by delivering the Planning for Protection learning programme.</li> </ul>
Build capacity of UNHCR staff and partners to ensure equal access to protection and assistance for all people of concern, and identify and address specific protection risks	<ul style="list-style-type: none"> <li>Roll out a new e-learning programme and revised “Need to Know” guidance on working with persons with disabilities in forced displacement.</li> </ul>

**SECURITY FROM VIOLENCE AND EXPLOITATION**

STRENGTHEN PROTECTION OF CHILDREN. IN 2019, UNHCR WILL:	
Best interests determination process established and operational	<ul style="list-style-type: none"> <li>Finalize and disseminate the “UNHCR guidelines on assessing and determining the best interests of the child” and respond to technical support requests to implement case management systems for children at risk in an efficient and protective manner.</li> <li>Organize a global workshop for UNHCR and partner staff on UNHCR’s revised best interests procedure guidelines and new child protection caseworker training package.</li> </ul>
Develop capacity for child protection	<ul style="list-style-type: none"> <li>Provide operational and technical support to at least 15 country operations by deploying child protection experts.</li> <li>Deliver inter-agency training on child protection in refugee situations for 50 child protection professionals from UNHCR, governments and civil society.</li> </ul>
Assessment and analysis undertaken	<ul style="list-style-type: none"> <li>Support 4 operations to strengthen information management for case management through PRIMES.</li> <li>Produce analysis of child protection data with recommendations for at least one regional refugee situation.</li> </ul>
Reinforce programming for adolescents and youth	<ul style="list-style-type: none"> <li>Support 15 youth-initiated and youth-led protection projects through the Youth Initiative Fund.</li> <li>Support 2 country operations to include the “Core actions for refugee youth” in AGD roll-out plans.</li> </ul>

**COMMUNITY EMPOWERMENT AND SELF-RELIANCE**

COMMUNITY MOBILIZATION STRENGTHENED AND EXPANDED. IN 2019, UNHCR WILL:	
Develop and implement gender equality policy, guidance and good practices	<ul style="list-style-type: none"> <li>Strengthen implementation of the core actions on gender equality as prioritised in the updated UNHCR AGD Policy.</li> <li>Disseminate promising practice reports on gender equality programming across regions.</li> </ul>
Provide gender equality capacity building to UNHCR colleagues	<ul style="list-style-type: none"> <li>Strengthen capacities of gender focal points, including by delivering the finalized gender equality learning programme to UNHCR colleagues and partners in different regions.</li> </ul>
Provide gender equality technical expertise	<ul style="list-style-type: none"> <li>Support UNHCR operations with technical expertise.</li> <li>Support sectors, bureaux and divisions with technical advice and input on gender equality mainstreaming, and targeted gender equality programming where required.</li> <li>Strengthen partnerships with key stakeholders with the purpose of collaborating and integrating efforts on gender equality mainstreaming for operations.</li> </ul>

**Registration and identity management**



A Rohingya refugee has his fingerprints scanned as part of the biometric identity verification project underway at Shalbagan-Nayapara settlement near Cox’s Bazar, Bangladesh.

Registration is the process of recording, verifying and updating information on people of concern to UNHCR. It is primarily the responsibility of the host State and is an essential tool for protection, the management of operations and achieving durable solutions. For example, the number of people requiring protection and assistance determines the amount of food, water and other material help needed, as well as the extent of shelter, health and sanitation facilities. Registration is crucial for identifying those who are at risk or have special needs.

The establishment, preservation and management of identities are pivotal to UNHCR’s mandate and underpins all

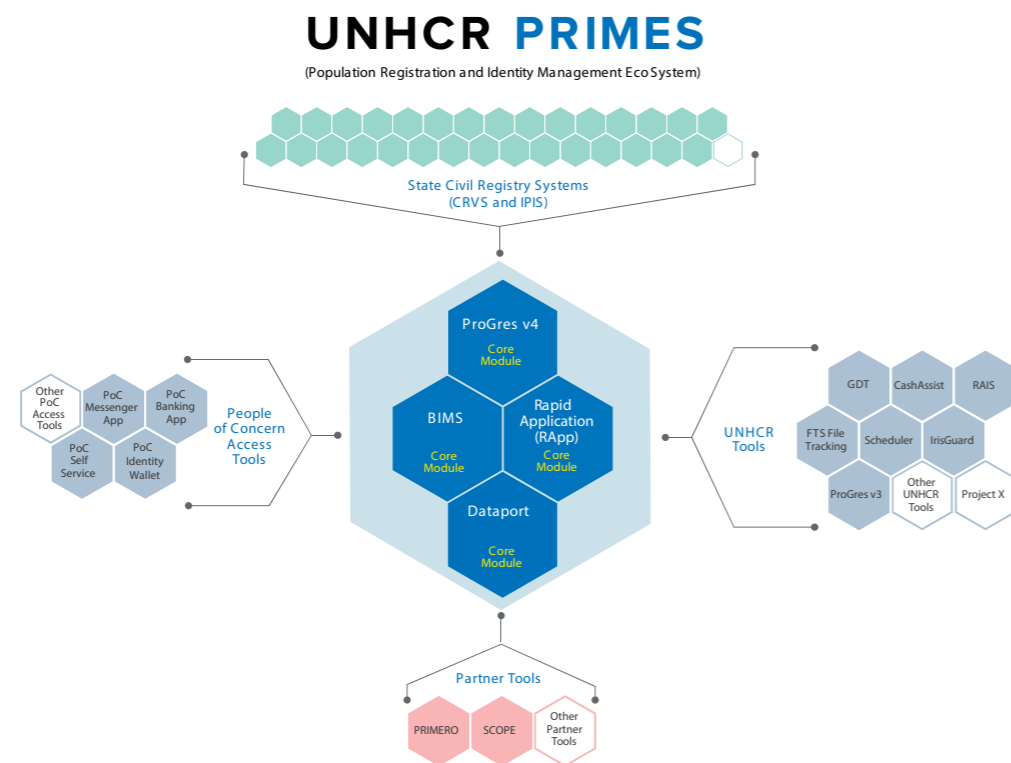
aspects of its protection, assistance and solutions work. The empowerment of people of concern is one of UNHCR’s core identity management objectives.

“Identity management” describes the suite of identity-related processes UNHCR undertakes in the performance of its mandate. Among the components of identity management, “registration” provides for the recording and updating of identity data in UNHCR systems. A separate process, where required by governments or service providers, will offer “validation” or authentication of identities (on the basis of available evidence and interaction with UNHCR over time), giving high, substantive or moderate assurance of the claimed identity.



PRIMES is UNHCR's suite of interoperable registration, identity and case management tools. The core applications of PRIMES include a centralized database called proGres v4; a biometric identity management system, known as BIMS; the offline registration tool RApp, which stands for rapid application; and Data Port, a business intelligence tool that provides access to statistical data.

By July 2018, PRIMES had been rolled out across 51 operations and regional offices, and more than 6.4 million people had been biometrically enrolled in 54 operations. In 2019, UNHCR will strive to implement and manage PRIMES globally, across all operations. The PRIMES support structure in Headquarters will be strengthened, and regional and local operations assisted in providing systems support for PRIMES.



UNHCR will also ensure PRIMES tools are accessible and interoperable with partner systems. This will help streamline beneficiary identity management, enable safe and efficient partner access to data (including through WFP's SCOPE, its beneficiary and transfer management platform) and facilitate data transfer to resettlement partner States. Ultimately, through digital distribution using biometric identity verification, incidents of recycling and multiple distributions will be reduced.

This should lead to overall savings in assistance, and assurance that assistance is channelled and provided to legitimate beneficiaries.

Field operations in emergency situations will be supported with the deployment of skilled and trained registration staff, as well as with the timely delivery of registration equipment and supplies. UNHCR will continue supporting governments to build asylum, civil registration and legal identity

systems which are inclusive and protection-sensitive. Benefits will also include the provision of legal identity to people of concern in the host State and secure their access to rights and services. The Office will ensure its activities are integrated into national strategies to achieve Sustainable Development Goal target 16.9—providing legal identity, including birth registration for all by 2030.

### Profiling the needs of people of concern

Social and economic information about people of concern is important. It allows UNHCR to increase its understanding of their needs and tailor responses that are relevant and comprehensive. However, it is challenging collecting and disseminating data on refugees and IDPs,

given their mobility and the lack of agreed international standards. Some countries need assistance and guidance to collect and distribute high-quality data. This means UNHCR needs to continually adapt its existing tools and knowledge and adopt new data collection methods.

In 2019, the Office will continue its work with valuable partners, including the Joint IDP Profiling Service. To build a more complete profile of the people it seeks to support, UNHCR will establish partnerships with other aid agency partners, the private sector and academic institutions. Data and social media analysis will improve the understanding of the profile of affected populations, providing the humanitarian and development communities with information to support advocacy, activities and solutions.

© UNHCR/Roger Anand



Rohingya refugee children stand outside a shelter which has been reinforced against monsoon rains in Kutupalong settlement, Bangladesh.

### Counting Rohingya families, using innovation to target UNHCR aid

UNHCR teams fanned out across the extensive Rohingya refugee settlements in Bangladesh to count the families and build up a detailed map of needs amongst more than half a million new arrivals. The data collectors used innovative smartphone tools to collect personalized data and gain a bird's eye view of the influx behind the world's fastest growing humanitarian crisis. The family counting exercise, organised with the Government of Bangladesh, resulted in a family identity card being given to each head of household. The process helped UNHCR focus its protection efforts and target those most in need. Additionally, each refugee family's house was linked and tagged with GPS coordinates to help UNHCR identify where families are located, creating a clear and interactive map of the most pressing needs in the settlements.



ANTICIPATED AREAS OF INTERVENTION IN 2019

KEY ACHIEVEMENTS TARGETED IN 2019

FAIR PROTECTION PROCESSES AND DOCUMENTATION

QUALITY OF REGISTRATION AND PROFILING IMPROVED OR MAINTAINED. IN 2019, UNHCR WILL:

Enhance and support UNHCR's registration and case management software, including enhancing interoperability with partner systems

Build capacity and provide support to registration activities in the field  
Improve identity management and digital identity

- Deploy PRIMES tools to all remaining UNHCR operations.
- Pilot and enhance a data transfer platform to share biometric and resettlement-related biographical data with resettlement States.
- Deliver emergency registration training and maintain the global roster for the deployment of skilled staff to support registration, biometrics and identity management needs in emergency operations.
- Publish the policy and guidance on identity management and registration.
- Deploy the BIMS to 15 operations, bringing the total number of operations with biometric systems to 70 worldwide.
- Deploy UNHCR's global distribution tool in 8 operations. In 2018, the tool was used in places like Uganda to verify identities at food distribution points. It made the distribution process faster and more secure, with real-time distribution reports made available.
- Work in partnership with the World Bank's Identification for Development (ID4D) programme to promote the appropriate inclusion of people of concern within State projects to strengthen legal identity and civil registration systems.
- Contribute to the United Nations Legal Identity Expert Group to realize Sustainable Development Goal target 16.9 by 2030.
- Pilot the proof of concepts digital identity system to provide people of concern with access to and control of their data, access to services and the enjoyment of legal identity.

PREVENTING AND ENDING STATELESSNESS



Immaculate Ainamie, a stateless woman of Burundian descent who works as a pastor in Mombasa, poses for a photograph with her daughters outside of their home.

Achieving solutions

Since its launch in November 2014, the #IBelong Campaign to End Statelessness by 2024 has seen UNHCR work energetically with governments, UN agencies, civil society and affected populations to address and eliminate statelessness. The Campaign has led to significant strides in many regions, aided by the adoption of relevant national and intergovernmental initiatives. Many States have begun making law and policy reforms, and many more have granted or confirmed nationality to hundreds and sometimes thousands of stateless persons in the last year.

Notwithstanding these successes, the Campaign reaches its midpoint in 2019 and much more must be done if the ambitious

goals set out in the Global Action Plan to End Statelessness are to be met. Reform is yet to occur in some countries with significant stateless populations. Mothers are not allowed to confer nationality to their children on an equal basis with fathers in 25 States, and the majority of States do not report reliable data on their stateless populations.

A major goal for 2019 is to speed up the reduction of statelessness, especially in countries with a large number of stateless persons. Some 160,000 people acquired or had their nationality confirmed between 2015-2017. In 2019, UNHCR wants to increase the number of such confirmations. Another key objective is to increase the number of States party to the UN Statelessness Conventions by 17 in 2019.

In 2019, it is hoped: **150,000** people will acquire nationality or have their nationality confirmed. **17** States will accede to the UN Statelessness Conventions. **15** States will start reporting reliable quantitative data on stateless persons.





### Brazil makes dream of belonging come true for stateless activist

Maha Mamo received word of her naturalization at a surprise ceremony in Geneva, ending the nightmare of statelessness shared by millions worldwide.

“I never imagined this day would come ... this is my life’s dream coming true,” said Maha.



Formerly stateless activist Maha Mamo photographed after receiving her Brazilian citizenship at the Palais des Nations in Geneva.

© UNHCR/Susan Hopper

### Seizing opportunities

Marking the #IBelong Campaign’s midpoint, UNHCR will convene a High-Level Event (HLE) on Statelessness in October 2019. The HLE will give States and other actors a platform to showcase achievements made since the Campaign was launched and offers an important platform for them to pledge additional action to eradicate statelessness during its final five years. It presents a unique opportunity for States to strengthen their support to the Campaign and its aims.

In the lead-up to the HLE, UNHCR and other international organizations and key civil society actors will need to encourage and support States—including by increasing technical assistance, to accelerate achievements and help them to deliver concrete pledges. To assist with this, the High Commissioner appointed a Special Adviser on statelessness to help lead outreach efforts in the lead-up to the HLE.

The Campaign has demonstrated that many of its achievements have been achieved with modest financial resources. Additional support will accelerate progress underway towards the resolution and

prevention of statelessness allowing, for example, successful interventions to be scaled up or accelerated in countries and regions where strong momentum exists.

As the HLE approaches, resources will be required to support regional and sub-regional preparatory meetings organized by States and UNHCR, as well as a surge in technical assistance at the country level. These regional meetings will allow States to share good practices, raise awareness of the challenges to be overcome in the regions, and develop pledges to be delivered at the event in October 2019.

Resources will also be needed for an initiative to improve quantitative and qualitative data on stateless persons, closely linked to action point 10 of the Campaign. Currently, fewer than 75 countries report statistics on stateless persons, meaning the true global number is unknown. UNHCR will work with other agencies, in particular, the United Nations Statistical Commission, to encourage the better collection of data nationally, as well as the establishment of a more rigorous global estimate for the number of stateless persons.

### Fostering partnerships to end statelessness

Partnerships—with UN agencies, international and regional organizations, NGOs, civil society groups, national human rights institutions, academics, legal associations and financial institutions—are essential to UNHCR’s work on statelessness.

In late 2016, UNHCR and UNICEF co-launched the Coalition on Every Child’s Right to a Nationality. Joint statelessness strategies are now underway in more than 20 countries to assist in ensuring that no child is born stateless. Expanding the number of strategies and enhancing financial support for their implementation is an important objective for 2019.

UNHCR will collaborate with the International Institute of Humanitarian Law to deliver training courses on statelessness for government officials and NGOs. The Office expects to develop a guideline on loss and deprivation of nationality, an issue that has gained increased attention in recent years. In addition, UNHCR aims to produce a toolkit on researching statelessness to assist in mapping and measuring the issue in different contexts. The toolkit will be a field manual, containing technical guidance, good practice examples and practical tools to strengthen the capacity of UNHCR operations and others to undertake statelessness research effectively and consistently.

Closer collaboration with civil society networks working on statelessness across the globe is fundamental to enhance support to stateless populations. To improve UNHCR’s assistance in 2019,

it intends to strengthen cooperation with these networks, currently present in the Americas, Asia and the Pacific, Central Asia, Europe, the Middle East and North Africa, and Southern Africa.

There have been several major regional conferences and declarations relating to the resolution and prevention of statelessness. The Brazil Plan of Action, adopted in December 2014, was the first regional response to the launch of the Campaign. It was followed by the Abidjan Declaration of Ministers of ECOWAS Member States on the Eradication of Statelessness in February 2015. In October 2017, a declaration on the eradication of statelessness was signed by the Ministers of Foreign Affairs of the Member States of the International Conference of the Great Lakes Region. The League of Arab States convened a ministerial meeting in February 2018 that adopted the Arab Declaration on Belonging and Legal Identity. A challenge for 2019 and beyond is to translate these notable regional developments into concrete changes in the protection of stateless persons and the resolution of statelessness.

**ANTICIPATED AREAS OF INTERVENTION IN 2019**

**KEY ACHIEVEMENTS TARGETED IN 2019**

**FAVOURABLE PROTECTION ENVIRONMENT**

**LAW AND POLICY DEVELOPED OR STRENGTHENED. IN 2019, UNHCR WILL:**

Advocate, and provide technical advice to governments for, the reform of nationality laws, policies and procedures to close gaps that may lead to statelessness—ensuring stateless persons can acquire a nationality	Encourage 20 States to improve their nationality laws, policies and procedures, supporting consistency in international standards on the prevention and reduction of statelessness.
Advocate, and provide technical information to governments for, the introduction or improvement of statelessness determination procedures	Support 15 States to establish or improve statelessness determination procedures.
Advocate, and provide technical advice to governments for, the elimination of gender discrimination in nationality laws	Assist 6 States in removing gender discrimination from their nationality laws.

**INTERNATIONAL AND REGIONAL INSTRUMENTS ACCEDED TO, RATIFIED OR STRENGTHENED. IN 2019, UNHCR WILL:**

Promote accession to the UN Statelessness Conventions	Encourage States to accede to the UN Statelessness Conventions to increase the number of States party by 17.
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**FAIR PROTECTION PROCESSES AND DOCUMENTATION**

**IDENTIFICATION OF STATELESSNESS IMPROVED. IN 2019, UNHCR WILL:**

Support identification and registration exercises and surveys to increase knowledge of the number of stateless persons, their situation and possible solutions	Improve quantitative and qualitative baseline data for 15 additional States.
Advocate, and provide technical advice for, improved statistics on stateless persons	Advocate to increase the number of countries for which UNHCR reports statistical data on stateless persons by 15.

**GREATER REDUCTION OF STATELESSNESS IS ACHIEVED. IN 2019, UNHCR WILL:**

Develop and implement strategies to address protracted situations of statelessness	Develop at least 5 multi-year solutions strategies to address protracted statelessness situations.
Assist stateless people, and those with undetermined nationality, to acquire or confirm their nationality	Support at least 150,000 stateless persons in obtaining nationality or having it confirmed.
Provide training and technical advice to government officials on statelessness reduction measures, including acquiring confirmation of nationality by stateless persons and those with undetermined nationality	Continue to deliver a dedicated course on statelessness at the International Institute of Humanitarian Law in San Remo, Italy. Provide technical advice on nationality laws to at least 25 countries, helping to support the legal reforms needed to prevent and reduce statelessness. Maintain the International Institute for Humanitarian Law course on statelessness. Partner with the University of Melbourne, Australia, on training sessions and other practical initiatives aimed at reducing statelessness globally. Collaborate with civil society networks in the Americas, Asia and the Pacific, Central Asia, Europe, the Middle East and North Africa, and Southern Africa on statelessness.

**ENGAGING IN SITUATIONS OF INTERNAL DISPLACEMENT**



Three-year-old Susan and five-year-old Khadija play in antiquated buildings in Amran's Old City in Yemen as their families struggle to cope with the effects of the country's continuing violence and deteriorating conditions.

Responding to internal displacement presents major protection challenges. Most of the people fleeing conflict and persecution are displaced within the borders of their own country. They are often precariously sheltered in areas hard to reach with assistance and reliant on national authorities who may be unable or unwilling to offer them protection.

IDPs are a significant group of people of concern to UNHCR. At the end of 2017, there were 39.1 million of them, and that number is expected to increase with new, ongoing or worsening crises. In 2018, UNHCR was engaging in IDP situations in 29 countries, playing a leading role in alleviating suffering, restoring dignity, and advocating prevention of, and solutions for, the internally displaced.

UNHCR aims to engage in IDP situations in a predictable, coherent and sustainable

manner, ensuring that protection is central to humanitarian action. As lead for the Global Protection cluster, and co-lead for the Shelter and the Camp Coordination and Camp Management Clusters—an arrangement UNHCR encourages to be mirrored in each country operation—the Office is a major responder to internal displacement.

It seeks to drive a holistic and integrated approach to the assistance and protection needs of conflict-affected IDPs and their host communities, including those unable to access their basic needs and rights, and those in hard-to-reach, besieged areas and enclaves. UNHCR is also regularly called on for analysis, advice, advocacy and support across a broad spectrum of protection issues that arise in humanitarian crises.

In 2018, UNHCR was engaging in IDP situations in **29** countries.





### Pensioners caught up in Ukraine conflict struggle to survive

“I don’t understand. We earned this pension,” said Svetlana Shuko, internally displaced in Ukraine.

Shelling, landmines and long queues are among the hazards facing elderly residents as they try to collect their pensions.



Pensioners wait to withdraw their pensions from the state bank in Volnovakha.

© UNHCR/Anastasia Vlasova

### Working across the displacement continuum

UNHCR’s engagement in situations of internal displacement during 2019 will continue to be guided by UNHCR’s 2017-2021 Strategic Directions, which call for systematic work across the entire spectrum of displacement, including through a more decisive and predictable engagement with IDPs. The High Commissioner has emphasized the need for UNHCR to develop the same reflexes for protecting, empowering and seeking solutions for the internally displaced that the organization has for refugees.

In 2019, UNHCR will begin implementing an updated policy framework for internal displacement, institutionalizing the recommendations from the recent operational review. A key element will be to strengthen UNHCR’s preparedness and early engagement in internal displacement

emergencies through better analysis, streamlined decision-making and the rapid deployment of skilled coordinators and information management specialists. UNHCR will also explore the longer-term changes to programming, budgeting approaches and tools needed to facilitate a more integrated response to the internally displaced, refugees, host communities and others of concern.

UNHCR’s enhanced engagement with internal displacement will be supported by efforts to build a more versatile and agile workforce. A new learning programme will prepare UNHCR personnel at all levels to work effectively in today’s inter-agency coordination environment, including with the Inter-Agency Standing Committee (IASC) cluster approach. UNHCR will also strengthen internal capacities and promote collaborative, inter-agency approaches to gathering and analyzing data on internal displacement. The aim is to build the necessary evidence base to identify

Operational review of UNHCR’s engagement in situations of internal displacement.



protection risks, make the humanitarian response more effective and achieve solutions.

In the coming year, UNHCR will also work within the IASC and with OCHA and other partners to elevate the centrality of protection and ensure greater coherence across the inter-agency response to internal displacement. As part of these efforts, UNHCR is advocating coordination arrangements which are lighter, more focused on delivery and capable of adapting when new opportunities emerge to reinforce government leadership and engage development partners.

### IDP law and policy

UNHCR will continue providing technical advice and support to States, in partnership with the Special Rapporteur on the Human Rights of Internally Displaced Persons and other key stakeholders, to support the development and implementation of legal and institutional frameworks that prevent and respond to internal displacement and facilitate solutions. This includes the review of draft laws and policies on internal displacement, as well as the regular update of the Global Database on IDP Laws and Policies. Engaging IDPs in national consultations is equally important.

Fostering strategic cooperation and the sharing of experience and best practice, UNHCR will continue building on the

momentum generated by commemorations of the 20<sup>th</sup> anniversary of the “Guiding principles on internal displacement” (GP20) in 2018 and the 10<sup>th</sup> anniversary of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) in 2019. These opportunities saw the elaboration of a multi-stakeholder, three-year GP20 Plan of Action in 2018 to advance prevention, protection and solutions for the internally displaced. This has led to a growing number of regional and national-level initiatives, including several in Africa, that will inform pledges at the AU Extraordinary Summit on refugees, the internally displaced and returnees which will mark the concurrent 50<sup>th</sup> anniversary of the OAU/AU Refugee Convention in 2019.

### Solutions

States have the primary responsibility to protect IDPs, meet their basic needs and enable them to find solutions. A system-wide approach and shared efforts are needed, with decisive engagement by humanitarians and development agencies, participation by IDPs themselves in the decisions that affect them, and systematic donor support to those who are in recent or long-term displacement. IDPs are a positive force of change. Their skills and abilities can substantially contribute to the communities that host them, while efforts to address their needs can help move towards peace, security and development.

UNHCR leads **24** of the **26** protection clusters or other protection coordination mechanisms currently active in the field.

[GPC website available here](#)



## Global Protection Cluster

UNHCR leads the Global Protection Cluster (GPC), a network of UN agencies, NGOs and international organizations working on the protection of people affected by conflict and natural disaster. UNHCR leads 24 of the 26 protection clusters or other protection coordination mechanisms currently active in the field, including in the complex situations of the Democratic Republic of the Congo (DRC), Iraq, Myanmar, South Sudan, the Syrian Arab Republic, and Yemen.

To maintain a coherent and integrated protection response in 2019, UNHCR will continue its close cooperation with UNICEF, UNFPA, UNMAS and the Norwegian Refugee Council, which have specific areas of responsibility within the cluster for child protection, gender-based violence, mine action, housing, land and property. UNHCR will continue to improve the quality of coordination in the field and provide field support through an operations cell staffed by personnel from UNHCR, the Swiss Development Cooperation and the Norwegian Refugee Council.

The “Global Protection Cluster Strategic Framework 2016-2019” emphasizes the need for a stronger operational focus, the engagement of new partners and the adoption of innovative practices. In 2019, the GPC will continue to implement this Framework, which addresses the recommendations from the independent “Whole-of-system review of protection in the context of humanitarian action” as well as the outcomes from the World Humanitarian Summit and the Grand Bargain. The 2019 work plan will take forward the following streams:

- An improved GPC website and data portal as part of a communications strategy.
- Civil-military coordination for protection outcomes.
- The database on IDP law and policy.
- Advocacy for IDPs in the context of GP20 and the 10<sup>th</sup> anniversary of the Kampala Convention.

## Global Camp Coordination and Camp Management Cluster

The Global Camp Coordination and Camp Management (CCCM) Cluster, co-led by UNHCR in conflict situations and IOM in natural disasters, sets global standards and policies, builds preparedness and response capacity, and provides operational support to country-level CCCM coordination platforms to enable them to fulfil their core functions.

As it moves into the third year of its 2017-2021 strategy, the Global CCCM Cluster will focus on three overarching areas:

- **Ensuring people-centred camp management and coordination.**  
The needs of displaced women, men, girls and boys in camps, camp-like and communal settings will be addressed promptly from the onset and throughout their displacement in a comprehensive manner, with the active participation of, and feedback from, the affected populations. This objective is one of the CCCM cluster’s real strengths as it works directly with people of concern to support their voice in the coordination and delivery of services and assistance in their communities. Woman’s participation, real time feedback and more engagement of the host communities are

priorities for 2019, which will yield more holistic and consultative response plans that embrace the voice and vision of communities and affected people.

- **Information and feedback-driven quality responses.**  
CCCM activities and interventions and UNHCR’s IDP response must be driven by efficient information management systems and based on a sound analysis of the population’s needs, protection concerns and demographics, continuous monitoring and robust analytical methodologies.
- **Strategic and inclusive support and collaboration.**  
With new partnerships, and its Strategic Advisory Group, the overall capacity of the Global Cluster to respond to emergencies and address the diversity of displacement situations will be strengthened. Equally, UNHCR will continue supporting clusters in the field and gathering lessons learned from the implementation of the CCCM urban displacement, area-based and out-of-camp initiative. With new collaborations like these, UNHCR is refining the role of CCCM, including how to adapt camp management approaches to various operational contexts.

UNHCR and IOM supported **15** country-level clusters and cluster-like structures worldwide in 2018, with UNHCR leading or co-leading **10** of them.

[Global CCCM Cluster website available here](#)





In 2018, UNHCR led or co-led **12** of the **26** activated country-level shelter clusters, including the system-wide Level-3 emergencies in Iraq, Syria and Yemen.

Global Shelter Cluster website available here



### Global Shelter Cluster

The Global Shelter Cluster (GSC) is co-led by UNHCR in conflict situations and the IFRC in natural disasters. Its primary purpose is to provide predictable, coherent and sustainable support in IDP situations to country-level clusters or cluster-like mechanisms.

Following the finalisation of a new strategy for 2018-2022, UNHCR will support GSC efforts to ensure predictable coordination for localized, effective and timely shelter responses. Collective advocacy will also be pursued to increase the recognition of, and mobilize resources for, shelter and settlement action in emergency and recovery contexts.

To ensure shelter responses and strategies are evidence-based, UNHCR will provide support to country-level assessments. This will also help inform advocacy and learning. On a global level, improved policy and practice will be supported by technical working groups using field best-practice to produce policy and technical guidance for enhancing construction practices, reinforcing the use of cash-based shelter

responses, mitigating gender-based violence and strengthening urban shelter responses.

The GSC will continue providing targeted support to country-level clusters where needed. In 2018, such support to national and sub-national shelter clusters in the DRC helped reinforce coordination and information management capacity across all provinces affected by the IDP situation.

In 2019, immediate and medium-term surge support will continue with the deployment of experienced and competent shelter and information management experts and cluster coordinators. The further development of roving capacity in coordination, information management, cash-based interventions and housing, land and property will facilitate the extension of support to country-level clusters responding to protracted crises, as well as ensuring timely responses to coordination needs arising from new emergencies.

As global co-lead, UNHCR will continue supporting the GSC's strategic direction and day-to-day activities, including hosting 50% of the GSC global support team.

## ENGAGING IN CLIMATE CHANGE AND DISASTER DISPLACEMENT



Survivors in Petobo village, Palu city, Sulawesi island in Indonesia, come to terms with the destruction the earthquake and tsunami left in its wake on 28 September 2018.

As articulated in its 2017-2021 Strategic Directions, the Office is committed to responding to climate change, disasters and displacement in two key areas:

- Advancing legal, policy and practical solutions to protect people displaced by the effects of climate change and disasters.
- Contributing to inter-agency emergency response to natural disasters, particularly by providing protection leadership.

In 2019, UNHCR will continue to contribute to legal and policy guidance, normative development and strengthened policy coherence in close cooperation with States, civil society actors and academic experts. This will involve the promotion and dissemination of research and findings on gap areas in the context of disaster displacement and the adverse effects of climate change through ongoing partnerships and participation in global policy processes.

Targets in 2019 will include advancing analyses of, and guidance on, the applicability of refugee law and instruments for people displaced by climate change, environmental degradation and natural disasters. The Office also aims to disseminate key findings and implement recommendations outlined in various studies examining, for example, the protection available to people displaced across borders due to climate change, disaster, displacement and conflict or violence. UNHCR will also support the follow-up to aspects of the global compacts with regards to climate change, environmental degradation and disaster displacement issues.

UNHCR will maintain its engagement in significant fora, including continued participation in various bodies of the UNFCCC as a means of contributing to recommendations on integrated approaches that avert, minimize and address displacement caused by the adverse effects of climate change. UNHCR will also remain closely engaged with the Platform on Disaster Displacement (PDD) as it seeks to complete its 2016-2019 strategic framework and work plan. UNHCR will take part in discussions on the future of PDD's work, including ongoing efforts to implement the "Agenda for the protection of cross-border displaced people in the context of disasters and climate change", which was produced by the Nansen Initiative in 2015.

## ANTICIPATED AREAS OF INTERVENTION IN 2019

## KEY ACHIEVEMENTS TARGETED IN 2019

### FAVOURABLE PROTECTION ENVIRONMENT

#### LAW AND POLICY DEVELOPED OR STRENGTHENED. IN 2019, UNHCR WILL:

Advancing legal, policy and practical solutions to protect people displaced by the effects of climate change, environmental degradation and natural disasters

Complete study on protection needs arising from the nexus between climate change, disaster, displacement, and conflict.

Disseminate findings of the Brazil Declaration study.

Support implementation of the Brazil Declaration and Plan of Action 2014, including the application of the Cartagena Declaration on Refugees' criteria, which may apply to displacement in the context of climate change and disaster.

Develop recommendations on how to apply the 1969 OAU Refugee Convention and Cartagena Declaration in disaster contexts.

Support 2019 AU Summit reflections on legal instruments, including the OAU Refugee Convention, the Kampala Convention and (sub-)regional free movement arrangements.

Advance legal considerations on the applicability of refugee protection in climate change and disaster contexts

Advance the development of guidance on international protection for people displaced in the context of climate change and disasters.

Support the implementation of the global compact on refugees and the global compact for migration regarding displacement caused by climate change and disaster

Contribute to greater awareness of the links between displacement in the context of climate change and disaster and the need for international protection in some cases.

Contribute to inter-agency emergency response to natural disasters, including by providing protection leadership

Participate actively in the work of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts (WIM) and UNFCCC meetings, as well as supporting implementation of the "Sendai framework for disaster risk reduction 2015-2030" where relevant for disaster displacement.

Follow-up on implementation of COP 24 Task Force recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change.

Contribute to the programme of work of the WIM on human mobility, including preparation of recommendations to COP 25.

Contribute further to the 2016-2019 strategic framework and workplan for the Platform on Disaster Displacement

Map relevant IDP policy and law development at national and regional levels and establish a global database.

Decide on next steps for the ongoing dissemination and implementation of the protection agenda produced by the Nansen Initiative.





# Responding with Lifesaving Support

*UNHCR staff verify and assist Venezuelan refugees, asylum-seekers and people of concern at the Rondon I shelter in Boa Vista, Roraima, Brazil.*

Conflicts continue to trigger substantial displacements worldwide. By November 2018, UNHCR was responding to ten large-scale refugee and internal displacement emergency situations in 24 countries. This included two Inter-Agency Standing Committee (IASC) system-wide Level-3 emergencies in the Syrian Arab Republic (Syria) and Yemen. The Office declared eight new internal Level 2 emergencies in response to the protection and assistance needs of refugees crossing into Chad, Nigeria, Uganda, and countries affected by mixed movements in the North of Central America and the

Venezuela situations, as well as those of IDPs in the Provinces of Ituri and Kivu, in the Democratic Republic of the Congo (DRC). With the High Commissioner's Strategic Directions prioritizing emergency preparedness and response, ensuring refugee and IDP emergencies receive prompt and robust support, the Office will continue to deliver protection and assistance, particularly in high-risk security environments.

UNHCR's emergency preparedness capacity is rooted in a sound assessment of risk that considers the rights, dignity



and expressed protection needs of people. Partnerships remain at the core of emergency preparedness and response. To support emergency operations globally, UNHCR will work closely with key first responders, such as national

governments, local authorities as well as non-governmental organizations. It will also explore new partnerships and strengthen local partners' engagement through tailored initiatives, such as dedicated workshops and training sessions.

## RESPONDING TO EMERGENCIES



A UN convoy reaches Tall Refaat with lifesaving assistance for some 50,000 women, men and children who fled their homes in Afrin, Syria.

### HALEP

allows country teams to identify their strengths and gaps in key areas of emergency preparedness.



### Emergency preparedness

Collaboration between UNHCR, governments, civil society and other actors such as development agencies at an early stage of preparedness is key to providing effective lifesaving support to people forced to flee.

UNHCR has identified 24 situations in 64 countries that are at medium or at high risk of an emergency. To monitor these situations and track countries' level of preparedness, the Office relies on the

High Alert List for Emergency Preparedness (HALEP). This tool helps to identify strengths and gaps in preparedness, and to analyse operations' readiness and capacity to respond in a coordinated manner while enabling UNHCR to prioritize global support for emergency preparedness and response. Operations at medium or high risk of emergencies are identified through regular risk analysis. In 2019, the monitoring and support on emergency preparedness will continue with more operations reporting as per HALEP requirements.

UNHCR's 2017 emergency policy provides a framework to better prepare for and respond to the needs of displaced people in emergencies, sharpening the focus on risk analysis and pre-crisis preparedness. In 2019, the Office will build on lessons learnt to foster response speed and effectiveness, swiftly releasing emergency funds and pre-positioned relief material, accelerating selection procedures to deploy staff and partners quickly and engaging more with development organizations, communities and the private sector from the onset of a crisis in pursuit of solutions.

To strengthen its preparedness, UNHCR relies on innovative technologies and sources of data, such as predictive analytics for population movements to support operational planning and social media monitoring tools. In 2019, the Office will build its analytical capacity through non-traditional data sources to better anticipate emergencies and drive decision making for preparedness.

### UNHCR's Policy on Emergency Preparedness and Response has three emergency levels with clearly defined accountabilities and coordination roles.

**Emergency Level 1 for proactive preparedness** is activated to trigger preparations for a likely humanitarian emergency. Preparedness actions are undertaken in the UNHCR operation(s) concerned with Headquarters support, preparedness missions and human, financial and material support.

**Emergency Level 2** applies to a situation requiring additional support and resources from Headquarters so that the country operation(s) can respond in a timely and effective manner.

**Emergency Level 3** for a whole-of-UNHCR response signifies an exceptionally serious situation in which the scale, pace, complexity or consequences of the crisis exceed the existing response capacities of the country operation(s) and call for a corporate, whole-of-UNHCR response.

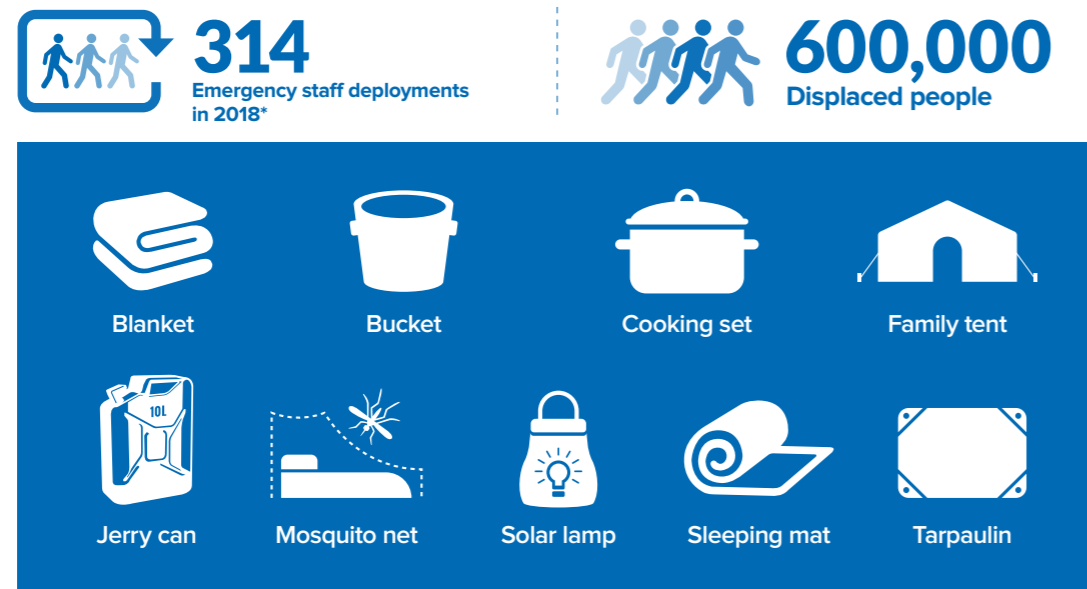
At the level of the humanitarian system as a whole, a **system-wide Level-3 (L3) emergency** aims to strengthen leadership, coordination, and accountability in inter-agency responses to major humanitarian emergencies, and is declared by the United Nations' Emergency Relief Coordinator on behalf of the IASC. It activates mechanisms and tools to ensure the system as a whole delivers effectively. It creates tools and capacity that enable the humanitarian system to take rapid decisions soundly and coordinate effectively. It also commits IASC member organizations to support L3 mobilization. L3 emergency declaration procedures are being revised by the IASC.



## Emergency response

### GETTING READY TO RESPOND TO EMERGENCIES

UNHCR can provide 600,000 displaced people in simultaneous emergencies around the world with relief materials within 72 hours.



UNHCR's relief materials are pre-positioned in seven global warehouses strategically located across Africa, Asia and Europe.

\*Figures as per October 2018.

To ensure supply chain systems, processes, tools and resources support quick delivery and are compatible with fast evolving operational realities, UNHCR will continue to rely on pre-positioned stocks from its seven strategically placed global warehouses across Africa, Asia and Europe. These warehouses have stockpiles that can reach up to 600,000 displaced people within 72 hours by air, land or sea. These enable UNHCR and its partners to respond quickly with core relief items that provide urgently needed lifesaving assistance.

The supply chain management and organizational structures will be systematically reviewed and adapted. Global stockpile management, robust procurement, supplier management and support to cash-based interventions

will be carried out. To ensure its limited resources are used effectively, UNHCR will harmonize and simplify processes, further introduce modern systems and tools and professionalize its workforce. The Office will also pursue mobility solutions for other UN agencies through global fleet management.

The response to the crisis in Bangladesh offers a good example of what can be done, and of the type of capacity that needs to be sustained in 2019. From the outset of the crisis, UNHCR rapidly increased its response capacity by deployments of skilled emergency roster staff, including experts in protection, supply, site planning or water, sanitation and hygiene (WASH) to boost preparedness for the monsoon season. Within the first three months of

the emergency, more than 100 UNHCR and partners' emergency staff had been deployed to support close to 900,000 refugees, along with core relief items to meet basic household and shelter needs.

Prompt, high-quality emergency responses require dedicated professionals who can be available immediately. Members of UNHCR's emergency standby team can be deployed within 72 hours to support country operations in managing and

coordinating a principled, comprehensive, people-centred and protection-oriented emergency response that meets the most urgent humanitarian and protection needs of refugees and IDPs, as well as the communities hosting them. The permanent standby team is complemented by a regular emergency roster and partners with standby teams of technical specialists in security, prevention and response to sexual or gender-based violence (SGBV), health, human resources, WASH, shelter and programme and supply management.

### UNHCR standby partners

UNHCR works with a wide range of standby partners to complement its own emergency response core staff with the deployment of protection, coordination, registration, information management and technical experts. Standby partners also provide specialized services, such as water and sanitation facilities, communication technology and renewable energy. They also offer infrastructure support, such as office and accommodation facilities in newly established operations, often in remote locations. In 2019, UNHCR's standby partners will continue to support emergency operations by deploying staff and providing service packages, such as constructing offices or accommodation for UNHCR staff.

The Office maintains 18 active standby partner agreements for emergency preparedness and response. Three new agreements are being developed.

- *Bundesanstalt Technisches Hilfswerk (THW)*
- CANADEM
- Centers for Disease Control and Prevention, United States of America
- Danish Refugee Council
- Department for International Development, United Kingdom of Great Britain and Northern Ireland (DFID)
- Directorate for Civil Protection and Emergency Planning, Norway (DSB)
- Dutch Surge Support Water
- Emergency.lu Luxembourg Ministry of Foreign Affairs
- International Humanitarian Partnership
- iMMAP
- Irish Aid
- Norwegian Refugee Council (NRC)
- RedR Australia
- Save the Children Norway
- Swedish Civil Contingencies Agency (MSB)
- Swiss Agency for Development and Cooperation (SDC)
- Veolia Environment Foundation
- White Helmets Commission, Argentina

A workforce available for emergency deployments must be appropriately trained for emergencies. UNHCR has a wide range of capacity-building initiatives, including online training, workshops on emergency management and situational emergency trainings. An emergency team leadership programme is carried out in collaboration with inter-agency partners. To the extent possible, training sessions will be conducted by, and in partnership with, governments and humanitarian actors in identified regions and countries. The creation and strengthening of dedicated rosters in 2019 will enhance standby staff response capacity in various key thematic areas such as finance and administration, protection, and information and communications technology. UNHCR will continue developing the senior corporate

emergency roster, which is used to deploy experienced staff to lead and coordinate its response to large-scale emergencies.

UNHCR works with governments to identify solutions from the outset of a displacement situation. New profiles of surge partners' staff will provide expert knowledge on the connections between humanitarian and development support, promoting refugees' inclusion in national development systems.

UNHCR will also improve operational decision-making and achieve better protection results and pursue solutions through an inter-agency collaborative mechanism to share community-level information about populations of concern, which will also lead to a more efficient and effective response to internal displacement.



### Vulnerable Venezuelans find help in Colombia

"It was never our plan to leave, but here we are," said 22-year-old Yuliany Ayala, a Venezuelan mother who arrived in La Guajira, a border town in Colombia's north-eastern desert region with her husband Adrián Vega and their 4-year-old son Diose a year ago.

The shelter has become a lifeline for many and is an example of the kinds of responses that governments, NGOs and others throughout the region have put in place to meet the basic needs of Venezuelans who have left their homeland.

As it is doing in La Guajira, UNHCR is supporting partners and local governments across Colombia and throughout the region to address the growing needs of Venezuelans on the move. Projects range from furnishing food kitchens and temporary shelters to bolstering the resources of hospitals and supporting childcare facilities.



Venezuelan refugees and migrants gather for a free meal at the Casa de Paso Divina Providencia charitable feeding centre in Cúcuta, run by the Catholic Church and supported by UNHCR.

© UNHCR/Stephen Ferry

An important UNHCR objective remains to ensure emergency operations are fully compliant with relevant rules, regulations, policies and instructions, particularly during the early phases of an emergency. To support emergency operations, UNHCR conducted compliance missions to Angola, Bangladesh and the DRC that specifically focused on supply management compliance.

### Delivering protection and assistance in high-risk security environments

In 2019, UNHCR will continue to work in complex and high-risk security environments to protect and assist those who have been forced to flee their homes. The need to provide lifesaving assistance means personnel must operate close to or within areas of active conflict. UNHCR's continued presence in countries such as Afghanistan, Libya, Somalia, South Sudan, Syria and Yemen requires robust security measures and procedures to protect personnel seeking to access those in desperate need of relief.

Fulfilling the Office's duty of care to its personnel while they deliver humanitarian assistance remains a delicate balancing act. UNHCR works to ensure its staff are security aware and trained. This is particularly important for managers in high-risk operations.

Where the security risks are high, security experts will be deployed to undertake risk assessments, advise managers and implement measures. Integrating the security of workforce, refugees and other people affected by conflict will remain key in 2019. As an integral aspect of security risk management, UNHCR will continue to work closely with affected populations and host communities to earn and build their acceptance and trust, including refugees and IDPs, as part of its contingency planning and preparedness actions.

In recent years, duty of care has become a major priority of the UN Secretary-General. As the lead agency in the cross-functional inter-agency task force on duty of care within the High-Level Committee on Management, the Office will continue to improve its duty of care. The Office issued UNHCR administrative instruction on "Measures in support of personnel serving in high-risk duty stations" in August 2018. UNHCR will improve entitlements and support for staff appointed to high-risk locations at all stages of deployment. Duty of care training, outreach and awareness raising will continue as will better integration of duty of care in managers' objectives and UNHCR's risk and accountability frameworks.

More than  
**2,000**  
workforce trained  
in emergency  
and security  
procedures  
in 2018.



**ANTICIPATED AREAS OF INTERVENTION IN 2019**
**KEY ACHIEVEMENTS TARGETED IN 2019**
**EMERGENCY PREPAREDNESS AND RESPONSE**
**EMERGENCY RESPONSE CAPACITY AND EFFECTIVENESS REINFORCED. IN 2019, UNHCR WILL:**

<b>Emergency response teams assembled, trained and deployed</b>	<p>Manage and coordinate the response to, and address the most urgent needs of, conflict-affected populations in emergencies declared as Level 3 within 72 hours.</p> <p>Provide additional support and resources to Level 1 and 2 emergencies to respond in a timely and effective manner.</p> <p>Provide gap filling options for country offices through short-term deployment of emergency service standby staff.</p>
<b>Early warning and contingency planning mechanisms optimized</b>	<p>Continue to actively engage with the IASC Reference Group on Preparedness and Resilience, its Analyst Group on Early Warning, Early Action, and related initiatives.</p> <p>Monitor global preparedness levels for situations at medium and high risk through HALEP and ensure full compliance with reporting on preparedness.</p> <p>Provide targeted support on preparedness based on HALEP ratings.</p> <p>Contribute to the development of tools to enhance UNHCR's preparedness systems for internal displacement situations.</p>
<b>Emergency roster and standby partner management optimized to respond to operational needs</b>	<p>Create and operationalize the database for deployments.</p> <p>Lead UNHCR bilateral consultations with standby partners, participate in standby partner consultations and its training steering committee and contribute financially to the training secretariat.</p> <p>Facilitate selection for UNHCR internal rosters, contribute to maintaining functional rosters and facilitate staff deployment to emergencies.</p>

**CAPACITIES, SKILLS AND KNOWLEDGE FOSTERED AND DEVELOPED. IN 2019, UNHCR WILL:**

<b>Emergency management training provided</b>	<p>Train more than 360 UNHCR and partner staff through 3 workshops on emergency management, 3 situational emergency trainings, 1 senior emergency leadership programme, and 2 inter-agency emergency team leadership programme and preparedness training sessions.</p> <p>Train some 340 people, including NGO staff, UNHCR workforce and government officials via the e-Centre in Bangkok.</p> <p>Make a dedicated e-learning available on emergency preparedness and response.</p>
<b>New learning and training packages and materials developed</b>	<p>Incorporate lessons learnt from emergency preparedness and response into learning and guidance materials as well as in the curriculum of various training sessions.</p> <p>Create topics or entries for the Emergency Handbook and publish new guidance, lessons learnt from emergency preparedness and response in it.</p>

**POLICY DEVELOPMENT STRENGTHENED. IN 2019, UNHCR WILL:**

<b>Implementation and effectiveness of policies monitored and evaluated</b>	<p>Continue to take stock of the timeliness and effectiveness of UNHCR emergency operations and monitor the application of the emergency policy through real-time reviews.</p> <p>Continue to undertake qualitative and quantitative analyses of the progress made in implementing the emergency policy, as well as the challenges and achieved progress through a tailored exercise.</p>
<b>Current policies maintained and updated</b>	<p>Provide support to emergency-related policy reviews, initiatives, activities, and internal or external processes.</p> <p>Incorporate and publish emergency-related policies in the online Emergency Handbook.</p>

**SECURITY MANAGEMENT REINFORCED AS AN ORGANIZATIONAL CULTURE. IN 2019, UNHCR WILL:**

<b>Identification and deployment of security specialists optimized to meet operational needs</b>	<p>Identify, screen, test and interview candidates for professional field security positions.</p> <p>Induct and on-board new field security advisors.</p> <p>Ensure follow-on training and development to build the profile and skills needed to be a UNHCR field security advisor.</p>
<b>UNHCR's global security exposure monitored</b>	<p>Manage annual global self-assessment of compliance with security requirements (MOSS).</p> <p>As secretariat of Security Steering Committee, coordinate focused reviews of selected high-risk operations.</p> <p>Review all mission security clearance requests to high-risk areas.</p>

**GLOBAL SUPPLY MANAGEMENT OPTIMIZED FOR EFFICIENT DELIVERY. IN 2019 UNHCR WILL:**

<b>Stockpile for logistics, supplies and IT equipment provided</b>	<p>Provide relief items for at least 600,000 people of concern in simultaneous and complex emergencies within 72 hours through 7 global emergency stockpiles.</p> <p>Expand procurement desk review to 10 selected countries by including the monitoring through desk review of partners' procurement, especially in emergency operations.</p>
<b>UNHCR's contract management optimized for operational effectiveness</b>	<p>Maintain 60 frame agreements with suppliers of core relief items for emergency preparedness and response, ensuring excellent quality products, fast delivery, sufficient production capacity and lowest possible cost.</p> <p>Simplify and clarify procurement processes and guidelines to improve efficiency and effectiveness in emergency response and governance. This will be done by finalizing the review of chapter 8, simplifying administrative policy instructions.</p>
<b>International procurement undertaken</b>	<p>Actively engage with and support field operations with particular emphasis on CBIs and emergency response.</p> <p>Effectively process submissions for emergencies to the UNHCR Emergency Committee on Contracts within 72 hours.</p>
<b>Warehouse management improved and maintained</b>	<p>Maintain global warehousing and inventory management practices, further develop and monitor securing optimal supply infrastructures and safeguarding of properties and goods.</p>
<b>Supply chain systems and procedures developed and improved</b>	<p>Conduct quality inspections to ensure core relief items meet technical specifications and needs of people of concern, as well as factory audits, so that they are manufactured in line with UNHCR's ethical, labour, social and environmental standards.</p>
<b>System for management of assets developed and maintained</b>	<p>Continue to implement its fleet management, insurance and disposal programmes, while maintenance/repair activities, which are currently under development, will be added.</p>

## PREVENTING AND RESPONDING TO SEXUAL AND GENDER-BASED VIOLENCE



Rahua\*, 22, fled Eritrea in 2015 and suffered physical, psychological and sexual abuse at the hands of smugglers. UNHCR evacuated her and her friends to Niger, from where they are now being resettled to start new lives in Europe. (\*Name changed for protection reasons.)

Sexual and gender-based violence (SGBV) poses a severe threat to the life, health, safety and human rights of people of concern that UNHCR is committed to protecting. Although women and girls in risk situations are mostly affected, increasing evidence of male survivors, both men and boys, highlights the need for programme expansion. A mainstream cross-sectoral approach is required to address the complexity and challenges posed by SGBV. In 2019, UNHCR will launch a new policy on SGBV prevention, mitigation and response and all staff across all sectors will undertake risk reduction measures in their work. Coordination and effective partnerships with government authorities, UN agencies, NGOs and communities will underpin the Office's SGBV work.

### Mitigating risks and preventing sexual or gender-based violence

In line with its new Policy on Age, Gender and Diversity Accountability (see the chapter on *Safeguarding fundamental rights*), UNHCR also has a new strategy to prevent SGBV, which emphasises how critical risk reduction and mitigation measures are to humanitarian programmes. All sectors have a responsibility to reduce the risk of SGBV. This policy will build on the 2011-2016 SGBV strategy to address some of the most persistent gaps and challenges in humanitarian work. Challenges that may place women and girls at risk of SGBV exposure include, but are not limited to, the lack of adequate communal latrines or bathing facilities and the need for safe access to energy. Interventions to mitigate such risks will

One example of joint efforts is the Call to Action on Protection from Gender-based Violence in Emergencies. UNHCR was one of the several agencies to commit to implementing the initiative's five-year road map.



include the installation of communal lighting, the promotion of alternative energy options that avoid exposure to SGBV during firewood collection, such as briquettes and liquefied petroleum, and the promotion of artisanal skills programmes.

In line with the IASC "Guidelines for integrating gender-based violence interventions in humanitarian actions", UNHCR will continue to develop its capacity to integrate risk mitigation across work sectors. This will involve implementing measures, such as regular safety audits, which identify SGBV risks in all operations. Mainstreaming risk mitigation measures will be expected to happen in all interventions in an accountable way. UNHCR has been at the forefront of the fight to eradicate the risk of SGBV among staff for years. This translated into clear action to tackle sexual exploitation, sexual harassment and abuse with effective investigations, sanctions and clear procedures that led to greater confidence in existing mechanisms and more survivors coming forward.

In 2019, UNHCR will continue to identify and replicate best practices, such as engaging men in accountable practice to prevent, mitigate and respond to SGBV.

### Responding to sexual and gender-based violence

SGBV encompasses threats of violence and coercion. It can be physical, emotional, psychological or sexual in nature, and it can take the form of a denial of resources or access to services. It inflicts harm on women, girls, men and boys. UNHCR will sustain and strengthen investment in services that underpin SGBV response programmes, including health, psychological and social support, safety and security, and access to justice for survivors. In line with the Comprehensive Refugee Response Framework (CRRF), specific efforts will continue to promote appropriate and accessible services for all SGBV survivors, including men and boys, particularly for those at risk at the onset of an emergency.



© UNHCR/Helena Piss



Mbera camp, Mauritania. Fatimata writes and draws in her school notebooks inside her parents' tent. Behind her, piled up, are the mattresses and blankets that would have served as her dowry.



### Malian refugee refuses forced marriage in favour of school

Fatimata had a narrow escape after resisting an arranged marriage. Her case reflects a wider problem among Malian refugees in Mauritania. The presence of a reliable system of child referral and protection in Mbera camp proved crucial to breaking Fatimata's forced marriage so that she could go back to school. Documentation is also an essential child protection tool that allows to intervene in cases of forced early marriages.

"Now that the marriage is off I'm not afraid anymore," said 12-year-old Fatimata.

Mauritania has recently started delivering birth certificates to all Malian refugees born in the camp. Proof of age plays a crucial role in child protection by allowing authorities to identify cases of forced early marriages and other forms of abuse before gathering evidence against the perpetrators.



Having experts on the ground at the right time is key to response programming. As part of UNHCR’s Safe from the Start scheme, by mid-2018 it had deployed expert support in 22 countries for 197 months. This improved access to services for survivors and helped mainstream measures to reduce the risks of SGBV across multiple sectors. To improve programming and facilitate reporting, UNHCR will continue to provide dedicated technical support and deploy senior protection officers in SGBV response, in addition to strengthening SGBV case and information management. The Office will also draw on the technical schemes of other partner organisations, such as the Swedish Civil Contingencies Agency and Swedish Disaster Authority, the Norwegian Refugee Council, and the International Rescue Committee’s

surge team to enable specialist staff to be deployed to UNHCR field operations in support of programming that addresses SGBV.

UNHCR will continue to work closely with communities and staff to identify people at risk of SGBV, raise awareness, provide relevant information, and ensure there are links to existing services. It will do this through outreach programmes, advocacy, training and educational initiatives. By establishing a protective network and encouraging continuous dialogue, UNHCR and partners promote behavioural change. They also inspire community-based structures and national institutions to lead prevention and response programmes and initiatives so that all actors can actively contribute within their respective capacities.

**ANTICIPATED AREAS OF INTERVENTION IN 2019**

**KEY ACHIEVEMENTS TARGETED IN 2019**

**SECURITY FROM VIOLENCE AND EXPLOITATION**

RISK OF SGBV IS REDUCED AND QUALITY OF RESPONSE IMPROVED. IN 2019, UNHCR WILL:	
Ensure SGBV programming in emergencies	Deploy senior protection officers to support 10 country operations to strengthen SGBV prevention, mitigation and response.
Provide guidance to develop and implement SGBV strategies	Support the roll out and implementation of the UNHCR SGBV policy to country operations.
Increase efficient case and data management	Provide technical support to 10 country operations to strengthen the implementation of efficient and ethical case management and information management for SGBV.
Develop capacity in SGBV prevention and response	<p>Promote 100% compliance of staff enrolment and completion of SGBV e-learning.</p> <p>Organize training of trainers of UNHCR staff, including a targeted group of national staff, focused on building capacity to address SGBV prevention and response across the organisation.</p> <p>Support 2 regional roll outs on mainstreaming measures to mitigate SGBV across sectors, based on the IASC “Guidelines for integrating gender-based violence interventions in humanitarian actions”.</p> <p>Support 8 operations with innovative multi-sectoral pilot projects that mitigate and respond to SGBV.</p>

**MEETING THE BASIC NEEDS OF PEOPLE OF CONCERN**



Samuda, 35, from Buthidaung, Myanmar and her daughter are among the more than 11,000 households in Kutupalong camp receiving a one-off cash grant of around \$30 to cover their basic needs.

**Scaling up cash-based interventions**

Most refugees live in environments where they have the same access to markets and services as local communities. Providing them with cash enables them to fulfil their needs in a dignified manner and contributes to the local economy.

UNHCR uses cash-based interventions (CBIs) to support refugees in fulfilling their basic needs, such as access to food, water, education, healthcare and shelter. CBIs make the displaced less likely to resort to

harmful coping strategies, such as survival sex, child labour, family separation and forced marriage. They also directly benefit the local economy and can contribute to peaceful coexistence with host communities. CBIs are designed to mitigate and respond to numerous protection risks while contributing to local economies and host communities. UNHCR’s approach builds on integrated services, cash and in-kind contributions to fulfil both sectoral and protection outcomes.

Since the launch of the “Strategy for the institutionalization of cash-based interventions in UNHCR (2016-2020)”, more than **\$1.4 billion** has been distributed to more than **8 million** people of concern.

**CASH-BASED ASSISTANCE**

UNHCR uses **cash-based interventions** to protect and assist the most vulnerable people of concern.

**UNHCR in 2018**

**8 million** people assisted with cash since 2016

**100 countries** worldwide with UNHCR cash assistance programmes

**\$1.4 billion** cash distributed since 2016



**UNHCR in 2019**

**700 staff and partners** will be trained in cash assistance

**Increase the use of interoperable systems**

**Agreements with financial service providers established in 15 countries**

In 2019, UNHCR will strive to continue providing CBIs whenever appropriate, ensuring people are able to meet their basic needs with choice and flexibility. Improving the quality of CBI programmes by adopting a holistic basic needs and protection approach remains at the forefront of UNHCR priorities. It will carry out feasibility assessments and post-distribution monitoring in key operations where cash assistance is provided, using the information gleaned to ensure future programmes meet the needs of the most vulnerable.

For example, in 2018 UNHCR implemented a pilot cash assistance project to assist 9,015 families in Bangladesh, in coordination with the government, BRAC NGO and the Bangladesh Red Crescent Society. Households received a one-off payment of around \$30 to cover basic household needs. A post-delivery monitoring survey showed that the cash provided was used to address urgent needs such as food, health, clothing, debt repayment and fuel. Local tradesmen also welcomed this programme as a boost to the local market.

© UNHCR/Sheikh Abuamr



Displaced Yemeni, Fatima Mohammed, receives a UNHCR cash subsidy at Al Amal Bank in the capital, Sana'a.

**Bridge the gap**

The global campaign to raise funds for UNHCR's cash-based interventions

Drawing on the lessons learnt from the *Nobody Left Outside* campaign, UNHCR will launch a new thematic campaign in 2019 to mobilize private sector funds for its CBIs. The aim is to make a significant financial contribution to UNHCR's cash-based programming in several countries and provide thousands of vulnerable refugee families with a financial safety net.

This new global campaign has been designed to target the full spectrum of private sector donors, from individuals to leadership donors. It is made up of three distinct fundraising products, including an innovation project, which aims to establish a reliable and predictable funding stream from individual donors to vulnerable Syrian refugee families in Jordan who are eligible for monthly cash assistance. UNHCR is also exploring opportunities to collaborate with government donors.





### Delivering cash in partnership

UNHCR works with WFP to mitigate the risks of abuse by private sector service providers when delivering cash assistance. This joint project was developed in light of vulnerable populations' increasing reliance on cash as a transfer modality, which exposes them to a greater risk of abuse of power by financial service providers' agents, traders and others.

The project promotes appropriate behaviour by agents, traders and service providers through sanctions and greater capacity, reinforces consumers' rights in contracts, and builds beneficiaries' financial literacy. The project will be implemented with partners from public and private alliances, UN agencies, the private sector, academia and NGOs. It will be rolled out in 20 countries by the end of 2019.

In Cameroon, UNHCR and WFP have adopted a unified approach to address the unmet needs of refugees, providing them with access to available national services. In a complementary partnership with WFP, UNHCR launched a transitional social safety net to provide cash assistance to economically-vulnerable refugee households that do not receive WFP food assistance. The system mirrors the national social safety net and has the capacity to scale-up and increase coverage if more funding is needed.

### ANTICIPATED AREAS OF INTERVENTION IN 2019

### KEY ACHIEVEMENTS TARGETED IN 2019

## BASIC NEEDS AND ESSENTIAL SERVICES

#### CASH-BASED INTERVENTIONS. IN 2019, UNHCR WILL:

Enable UNHCR operations to implement CBIs effectively

- Support an additional 12 country operations with dedicated staff.
- Train another 700 staff and partners on cash assistance.
- Conduct 4 comprehensive learning programmes.
- Facilitate multi-functional team technical training sessions in 15 country operations.

Ensure appropriate skills, processes, systems and tools are in place to clearly define duties and efficiently deliver CBIs

- Enable an additional 15 countries to establish agreements with financial service providers.
- Market assessments and/or post-distribution monitoring in 30 operations.

Strengthen partnerships and collaborative approaches to CBIs

- Roll out UNHCR's cash management system in operations implementing CBIs.
- Increase the use of common cash facilities and interoperable systems, in collaboration with partners.

## Shelter and settlement



Kalobeyei, Kenya, is temporary home to more than 26,000 mostly South Sudanese refugees, and is being developed as an integrated settlement for the refugees and their host communities.

In 2019, ensuring people of concern have adequate emergency, transitional and durable shelter solutions is an organisational priority. Shelter is critical to the survival of people of concern after displacement. In addition to providing security and protection from the elements, it provides displaced people with a sense of home, which is essential to both family unity and community life. Every year, UNHCR responds to the needs of around 4.9 million forcibly displaced people living in more than 420 planned settlements. It provides them with about 2 million pieces of plastic sheeting, between 70,000 and 100,000 tents, 15,000 pre-fabricated refugee housing units, and a range of local shelter solutions. Innovation and best practices will drive the development and improvement of shelter options for people of concern. Notably, a new self-standing family tent and a kit to help people prepare for winter will be available to support emergency responses in the field.

UNHCR's Policy on Alternative to Camps promotes the pursuit of alternatives to camp creation whenever possible. However, formal camps and camp-like settlements are a global reality. Many humanitarian settlements develop gradually from emergency camps into more sustainable settlements. In 2019, UNHCR will reinforce efforts to re-think planning to ensure that the design of humanitarian settlements—camps and camp-like settlements—supports the achievement of long-term, area-based development priorities, in line with national development plans and policies. UNHCR will build on lessons learnt from settlement planning initiatives in Africa and Asia (such as Kenya, Nepal and Uganda) in support of the spatial design and development of forward-thinking humanitarian settlements, which promote both local development and the integration of people of concern.

In 2019, **75,000** people of concern will receive Refugee Housing Units and **20** countries more will transit towards more durable settlements.

**11.5 million** refugees living in urban areas are exposed to poverty.

With more people of concern living outside camps, in 2019 UNHCR will focus on the needs of an estimated 11.5 million urban refugees, focusing on out-of-camp and urban shelter responses. People of concern living in urban areas are typically dispersed across large areas and therefore more difficult to reach, while urban poverty often results in substandard shelter conditions for displaced and host populations alike. UNHCR will strengthen partnerships, tools and response modalities in urban settings through:

- Broad and cross-cutting partnerships that combine significant technical expertise and investment for robust and predictable urban responses. UNHCR's successful collaborations with UN-Habitat, which integrate development planning

approaches in Bangladesh and Kenya, will be further developed.

- Area-based, multi-sectoral response strategies, which work within and strengthen existing systems to improve the living conditions of displaced and host communities alike.
- Appropriate use of CBIs for urban housing, building on best-practices from responses to situations in Europe and the Bolivarian Republic of Venezuela. This will foster the social inclusion of people of concern into existing rental market systems.

UNHCR will also continue to work closely with partners to address challenges in the achievement of durable housing solutions, with specific attention to housing, land and property considerations.

**ANTICIPATED AREAS OF INTERVENTION IN 2019**

**KEY ACHIEVEMENTS TARGETED IN 2019**

**BASIC NEEDS AND ESSENTIAL SERVICES**

SHELTER AND SETTLEMENT. IN 2019, UNHCR WILL:	
Reinforce appropriate, protection-sensitive, shelter responses	75,000 people of concern will receive refugee housing units to improve shelter conditions for vulnerable families.
Design and implement phased response strategies	15 operations will be assisted in designing and implementing phased response strategies to respond to the emergency, transitional, and durable shelter needs of people of concern.
Strengthen shelter responses in situations of urban displacement	5 operations will develop specific urban shelter response strategies.
Use cash-based interventions to strengthen shelter responses	5 operations will scale up the use of cash-based interventions in support of shelter responses.
Ensure the spatial design of humanitarian settlements supports local development and integration in line with CRRF implementation and UNHCR's Policy on Alternative to Camps	10 operations will develop spatial designs for humanitarian settlements which promote both local development and the integration of people of concern.

**Public health**



A Rohingya refugee mother and her new-born daughter at UNHCR's Comprehensive Women's Center in Kutapalong camp, Cox's Bazar, Bangladesh. This center serves critical health and protection needs.

Emergency interventions remain a strong pillar of UNHCR's public health response. Establishing a robust technical response capacity coupled with efficient coordination mechanisms and supporting tools will remain vital in addressing the immediate needs of people in crisis settings. While developing a new global public health strategy (replacing that for 2014-2018), UNHCR will work in close collaboration with ministries of health to ensure all refugees can access integrated quality public health services, including in reproductive health, HIV, food security, nutrition and WASH.

UNHCR is expanding its partnerships, for example with ILO, to accelerate the inclusion of refugees in national health systems and health financing mechanisms, including urban and other out-of-camp refugees. In line with Sustainable Development Goal 3, which aims to

ensure health for all, UNHCR will carry out assessments to help operations engage with governments to develop multi-year integration plans that look at sustainable ways to include refugees.

Non-communicable diseases are still not sufficiently addressed in humanitarian settings. In collaboration with inter-agency partners, UNHCR is developing and rolling out tools to support improvement in the clinical management of such diseases, including essential drugs and equipment lists, clinical protocols, advice on screening and recall systems to improve related services in humanitarian settings.

After intensive development and testing, UNHCR launched a new and innovative integrated refugee health information system (known as iRHIS) in 2018, allowing for the collection and analysis of real-time information from health services in refugee



settings, and allowing country operations to report online faster and more accurately. In 2019, UNHCR will be ensuring quality monitoring and surveillance, improving interoperability and data sharing with national health information systems, and enhancing iRHIS integration within the UNHCR results-based framework.

UNHCR will increase support to field operations to ensure better and sustained quality health services. For this, UNHCR will use a range of tools, such as the newly-updated balanced scorecard. In line with the global compact on refugees and universal health care principles, UNHCR will continue to work with partners such as the Global Fund, the Vaccine Alliance (Gavi) and WHO, among others, to enhance financial, technical and material support to governments towards the inclusion of refugees in national health systems and services.

The integration of mental health and psychological and social support in healthcare systems remains important to UNHCR. It continues to support partners with tools and capacity-building to integrate mental health care into general health care and introduce scalable psychological interventions.

### Reproductive health and HIV

Reproductive health services are an integral part of public health programmes. In 2019, UNHCR will continue to strengthen coordination and collaboration with partners to expand and improve access to quality maternal care, including comprehensive emergency obstetric care and neonatal care with high impact, low-cost interventions. The Office will launch new tools in maternal health, family planning, and adolescent reproductive health to provide effective and

timely capacity-building opportunities for UNHCR and partner staff.

For example, an adolescent reproductive health toolkit will strengthen community-based programmes on sexual and reproductive health for young people. It will help raise awareness about issues such as early pregnancy, sexually transmitted infections, HIV and family planning, and also help to overcome patients' stigmatization.

In coordination with other agencies such as UNFPA, UNHCR will build capacity and support partners with additional resources where required. Wherever possible, the Office will increase efforts to ensure refugee girls are included in national human papilloma virus vaccination programmes as well as the inclusion of refugee women in national fistula and cervical cancer screening and treatment programmes. Furthermore, it will reinforce its work with UNFPA to improve country-level support to the health and protection needs of sex workers in humanitarian emergencies.

UNHCR and WFP will continue to co-lead the Inter-Agency Task Team on HIV response in humanitarian situations. UNHCR will maintain key alliances, including with the Global Fund to Fight AIDS, Tuberculosis and Malaria, the U.S. President's Emergency Plan for AIDS Relief, and UNAIDS. These alliances will help ensure refugees, including those in isolated or insecure areas, can access tuberculosis and malaria diagnoses and treatment, HIV testing and antiretroviral treatment, working to achieve the UNAIDS 90-90-90 targets. UNHCR will also continue to speak out against mandatory HIV testing in countries where it is a precondition for refugees' entry or asylum.



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Bangladesh. A community health worker visits a pregnant woman, making sure she is receiving prenatal care and checking on the health of her children, who have all received care at the nearby UNHCR health facility.



### Rohingya health workers are lifeline for other refugees

UNHCR is supporting 290 community health volunteers in Bangladesh's Rohingya camps. Much work has been done to engage them in emergency preparedness and response, including training on their role as first responders in the event of heavy rains, landslides, flooding and cyclones. With UNHCR's support, the Bangladesh Red Crescent Society also conducted first aid and mass casualty response training to 2,024 community level workers across all camps in the first half of 2018.

During the 2018 monsoon season, UNHCR's community health workers assisted, referred and accompanied injured people from their communities to health facilities. They reported major incidents to site managers and deaths through ongoing mortality surveillance, and they helped affected families to get proper assistance by connecting them to field and protection teams.

### Food security and nutrition

Many refugee situations continue to face significant food security and nutrition challenges. In 2017, a survey of 98 refugee sites in Bangladesh, Burkina Faso, Burundi, Chad, Djibouti, Eritrea, Ethiopia, Kenya, Mauritania, Rwanda, South Sudan, Sudan, Uganda, the United Republic of Tanzania and Zambia revealed unacceptable levels of global acute malnutrition in 37% of them. Nevertheless, this was a 9% improvement from 2016. Stunting among children under the age of five met the standard in only 24% of surveyed sites, though improvements in 19% of them were significant. Overall, the survey revealed a poor public health situation with more

than half of the sites showing critical levels of child anaemia, though 17% of them showed improvement. Further surveys covering more than 60 refugee sites have been carried out in 2018.

In the spirit of the principles contained in the road map on "State of food security and nutrition in the world 2018", UNHCR will continue to work with partners to address all forms of malnutrition through enhanced prevention, detection and treatment. This will be accompanied by support for infant and young child feeding practices and a multi-sector approach to malnutrition prevention and response. UNHCR will also explore innovative, non-invasive methods to identify and detect anaemia.

Refugee food security is still of great concern in many contexts where food cuts affect basic assistance. Countries that are particularly exposed to drought in the East and Horn of Africa, as well as the Sahel, are the most affected. In line with the “Joint principles for targeting assistance to meet food and other basic needs to persons of concern”, UNHCR and WFP continue to work in different countries to ensure assistance is provided to those who need it the most while continuing to advocate collectively to fill assistance gaps.

Guided by several joint global agreements, including on cash collaboration (May 2017), targeting (January 2018), self-reliance (September 2016) and, most recently, data sharing (September 2018), UNHCR and WFP are expanding their collaboration at all levels.

One outcome of this is the commitment to work towards greater interoperability of systems, ensuring donors’ funds are spent efficiently and effectively.

Water, sanitation and hygiene



After school, 15 year-old Rihanna Siraj fetches water to take back to the house she shares with her sisters in Kakuma, Kenya. Her elder sister Fauzia works so that Rihanna doesn't have to and instead is free to attend the local UNHCR-funded primary school.

In line with the CRRF, UNHCR will support the design of sustainable water and sanitation networks from the onset of emergencies. This will help ensure a smooth transition from emergency to longer-term WASH services. In 2018, the Office reduced the cost of supplying water by using improved solar water pumping systems in Bangladesh, Kenya, Mauritania, Sudan and the United Republic of Tanzania. Building on these initiatives, in 2019 UNHCR will adopt cost-efficient, environmentally-sustainable technology solutions and encourage the integration of refugee service provision within national development plans. It will continue to

uphold the technical integrity of WASH responses, produce guidance on how refugee WASH services can be included in national systems, and develop an optimized water truck monitoring system to boost the accountability of services and drinking-water quality. Providing sanitary materials to all women and girls of concern is considered standard practice and will continue in 2019 while considering all dimensions of menstrual hygiene management to ensure dignity and health. In 2019, UNHCR will also build capacities to increase the implementation of hygiene promotion guidelines in all WASH operations.

ANTICIPATED AREAS OF INTERVENTION IN 2019

KEY ACHIEVEMENTS TARGETED IN 2019

BASIC NEEDS AND ESSENTIAL SERVICES

STRENGTHEN RESPONSE AND DELIVERY OF PUBLIC HEALTH, REPRODUCTIVE HEALTH, NUTRITION AND WASH. IN 2019, UNHCR WILL:

Continue investing in public health, nutrition and WASH-related data to drive needs-based responses and evidence-based decision-making

Provide technical support to at least 22 health information systems reporting countries to ensure they are using the integrated system to guide health programming and detect and respond to outbreaks.

Implement and roll out the revised standardised expanded nutrition survey tools.

Collect WASH access data for all 8.8 million refugees receiving direct WASH support from UNHCR.

Ensure the technical integrity and quality of public health, nutrition and WASH programmes with specific support for greater inclusion into national systems

Develop multi-year country-specific integration plans through technical expert missions to 4 or 5 countries.

Continue investing in timely and effective primary health care assessment, response and coordination in refugee emergencies

Offer technical support for the roll-out of the newly-developed public health emergency assessment and coordination tools to 100% of new refugee emergencies in 2019.

People of concern with non-communicable diseases (NCDs) including mental health conditions are better identified, managed and protected. This results in reduced premature morbidity and mortality and fewer protection risks

By the end of 2019, support the introduction of protocols and tools for the integrated management of priority NCDs in 4 to 6 additional country operations.





# Building Better Futures

*Young Afghan women learn clothing design at the UNHCR-partnered Iranian Life Quality Improvement Association Centre in Tehran, Iran.*

Finding solutions for refugees, asylum-seekers, stateless persons and internally displaced people that enable them to live their lives in dignity and peace is a core part of the Office's work. Such solutions can include voluntary repatriation or return, resettlement or relocation, and local integration. When durable solutions are not achievable for all members of a refugee population, resettlement or safe and regulated pathways for admission to third countries can help refugees access protection and sustainable solutions.

There is no hierarchy of durable solutions. An integrated approach that combines all three and is implemented in close cooperation with countries of origin, host States, humanitarian and development actors, as well as with people of concern themselves, usually offers the best chances for success. Enabling people of concern to become self-reliant, pending the realization of an appropriate long-term solution, is an essential first step towards achieving any durable solution. Working towards solutions can also reduce the need for irregular onward movements.



### Institutionalizing a progressive approach to solutions

The new UNHCR Division of Resilience and Solutions will guide the Office's engagement on solutions for all forcibly displaced people.

At a time when the number of people forced to flee their homes far outweighs the number finding lasting solutions, UNHCR is strengthening its work on resilience and solutions for forcibly displaced and stateless persons, and striving to become more coherent in its approach.

The global compact on refugees places particular importance on solutions, bringing countries together to enhance the inclusion and resilience of refugees and expand access to third-country solutions. “Solve” is among the key priorities set out in UNHCR’s 2017-2021 Strategic Directions, highlighting the need to collectively sharpen UNHCR’s “solutions reflex” and partner with a broader range of actors to expand and diversify solutions opportunities for refugees and internally displaced people. Such an approach would help to address the underlying causes of displacement and prevent and solve problems of statelessness.

UNHCR’s approach to solutions entails progressively addressing four interrelated dimensions, namely legal, sociocultural, civil-political and economic. All four are relevant to the success of eventual solutions for refugees, internally displaced, and stateless persons.

Against this backdrop, a new UNHCR Division of Resilience and Solutions was established in February 2018. The Division seeks to ensure the Office’s efforts to build protection and provide support to refugees, stateless persons and internally displaced people are underpinned by building resilience and working towards solutions.

This new Division is providing guidance and technical support in crucial areas such as education, economic inclusion and self-reliance, peacebuilding and conflict prevention, social protection, voluntary repatriation and reintegration, the rule of law and governance—including housing, land and property (HLP)—and local integration opportunities. Furthermore, it supports the goals of the global compact in operationalizing the objectives of the Comprehensive Refugee Response Framework (CRRF) in relevant UNHCR operations. Finally, the Division focuses on the generation of socioeconomic analytics and data to inform the efforts of governments, UNHCR, and humanitarian and development partners in targeting the most vulnerable within displaced populations and maximizing the efficient use of resources.

## COMPREHENSIVE SOLUTIONS



Batola, Hussen Mohammed and their children prepare to depart Yemen's Port of Aden for Somalia, with the support of a UNHCR and IOM-assisted spontaneous return programme for Somali refugees in Yemen.

### Voluntary repatriation

In 2019, UNHCR will continue to facilitate voluntary repatriation through various means, including organizing “go-and-see” visits for refugees, compiling updated information on their country and region of origin, engaging in peace and reconciliation activities, promoting housing and property restitution, and providing assistance and legal aid to returnees. As the durable solution of choice for the largest number of refugees, voluntary repatriation in safety and dignity requires the full commitment of the country of origin to help reintegrate its own people. It also needs the continuing support of the international community through the crucial post-conflict phase to ensure that those who make the decision to go home can rebuild their lives in a stable environment.

In line with the global compact and its fourth objective—that of supporting

conditions in countries of origin for return in safety and dignity—in 2019 UNHCR will work with people of concern, States and other key stakeholders to create such conditions and to address the key barriers that displaced people feel prevent their voluntary return. This will require expanding innovative partnerships with development, peace and security actors. For example, building on experience in 2018, UNHCR and partners will extend justice-perception surveys—a standard tool of peacebuilding and governance actors—to forcibly displaced people or returnees. This can generate programmes that specifically address people’s perceived impediments to returning, which some past surveys have shown are more often linked to justice and security, the rule of law and HLP, rather than livelihoods or infrastructure.



UNHCR will expand its own return-intention surveys by creating ready-to-use tools with suitable mobile technology. It will use them to analyze in greater depth what is needed to generate intentions to return and to ensure that returnees re-integrate successfully. UNHCR's partnerships with

development, peace and security actors provide a programmatic means to address potential returnees' key concerns about their areas of origin. These partners can address security and rule-of-law concerns to reassure potential returnees and complement UNHCR's return assistance.

### Local integration and reintegration



A refugee project transforms a former prison into a trendy hotel in the Netherlands. Hayder Al Saadi, 30, from Baghdad, Iraq, is the floor manager of A Beautiful Mess restaurant, located in what used to be the laundry room of Amsterdam's former jail.

**1.1 million** refugees around the world became citizens of their country of asylum, during the past decade.

In cases where repatriation is not an option, finding a home in the country of asylum and integrating into the local community could offer a durable solution to a refugee's plight and the chance to build a new life. Local integration is a complex and gradual process with legal, economic, social and cultural dimensions. It imposes considerable demands on both the individual and the receiving society. In many cases, acquiring the nationality of the country of asylum is the culmination of

this process. UNHCR estimates that, during the past decade, 1.1 million refugees around the world became citizens of their country of asylum.

However, in cases where this is not a prospect, both refugees and the host community and country can benefit from degrees of inclusion even if the refugees' stay is not seen as permanent. Elements of integration can be applied progressively or in packages custom-designed to fulfil the host government's vision for refugee

integration, even in situations where a permanent legal stay is not envisaged.

These elements can include, for example, rights or access to employment, housing and land, mobility, education, health, social protection and other national systems and services. In 2019, UNHCR and partners will support host governments to design and implement—especially at the municipal level—the elements of local integration that best suit the governments' vision.

HLP rights for the displaced are important in both asylum and return. There has been a shift from encampment and aid dependence to out-of-camp and self-reliance. HLP rights in displacement are, as studies increasingly show, an essential part of the formula for self-reliance. The right tenure arrangements allow better mobility and livelihoods and create value. Resolving HLP challenges in areas of origin also incentivizes return and makes reintegration, as well as peacebuilding and social cohesion, more likely to succeed. UNHCR will work with national and local authorities to adapt laws and practices, where necessary, to afford refugees access to, and enable them to secure tenure of,

commercial space. This is important, as such space can not only be used for housing but also for commercial purposes or as productive land and assets. This provides another example of how helping refugees or the displaced also helps host communities. UNHCR will continue to revamp its expert and mainstream capacity in HLP issues to design and advocate HLP measures that facilitate self-reliance or return. It will also work with partners to implement this element of resilience and solutions.

Successful refugee livelihoods need an enabling environment for policy and law, administration and economy. Through its new rights mapping tool, UNHCR will consolidate information on these factors in key countries and develop concerted approaches for advocating and securing the necessary changes. For example, the Office will partner with development actors to share analysis and good practice with refugee-hosting governments on the benefits of refugee economic empowerment and inclusion in national systems, and the capacity-building support that governments may require to implement this.

In 2019, refugees and returnees will be supported to address HLP issues and facilitate their reintegration or local integration.

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Andreas Hollstein, Mayor of Altena, has worked tirelessly to welcome refugees.



### German mayor sets example of how to welcome refugees

"The newcomers are a gain for German society," says Mayor Andreas Hollstein, 55. "We can't solve all the problems of all the millions of refugees in the world but we can do our bit to improve things to the best of our ability. I think we've done that and it didn't overwhelm us."

Mayor Hollstein sees refugees as a benefit to his community. When unprecedented numbers arrived in Europe seeking safety, he volunteered to take more than his town's fair share. Since then, he has worked tirelessly to ensure the newcomers are welcome in his town of Altena in western Germany and to create an atmosphere conducive to integration, such that the mayor and his community were singled out by the OECD and the German Government for their successful approaches to integrating newcomers.

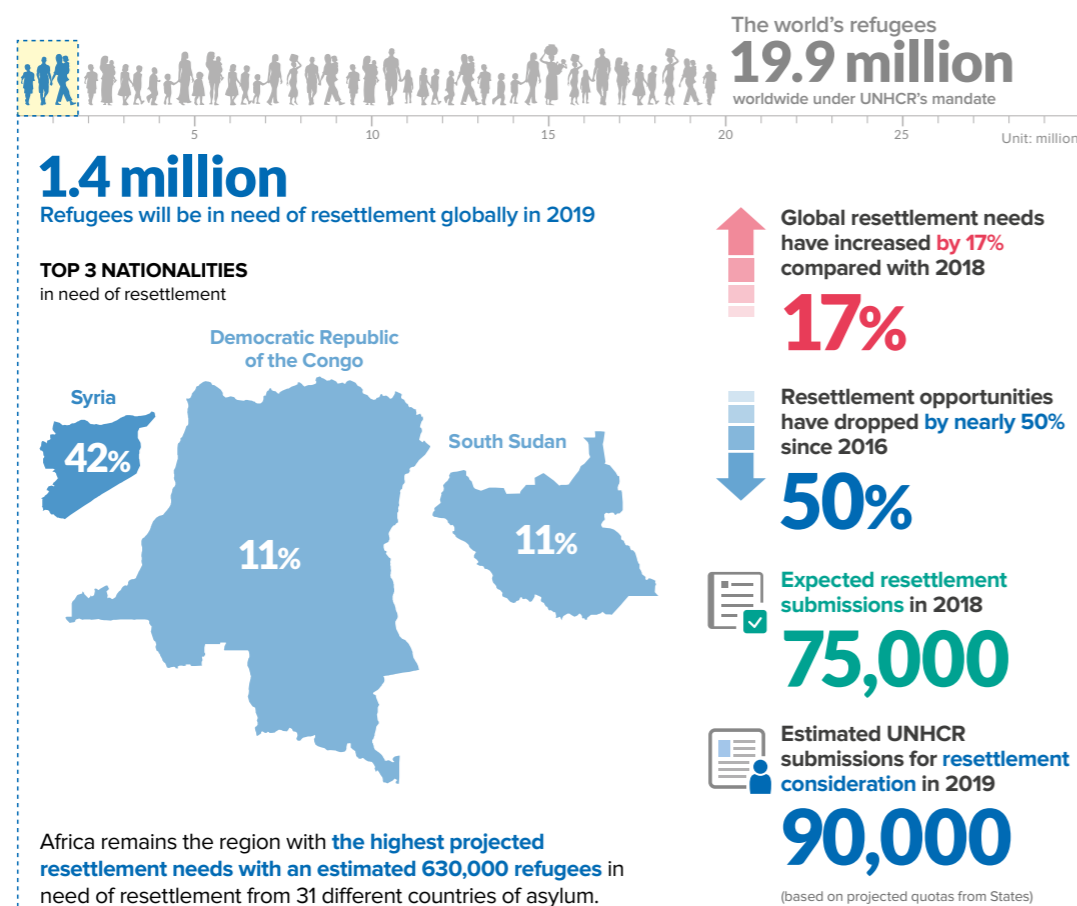


Building on ILO recommendation R205, “Employment and decent work for peace and resilience”, which was adopted in June 2017, UNHCR will collaborate with ILO and refugee-hosting governments to validate and implement refugees’ right to work where appropriate, and to make formal employment possible. Furthermore, it will work with city authorities, their networks

and interested partners—such as the Organization for Economic Cooperation and Development (OECD) and the Organization for Security and Cooperation in Europe—to accelerate the spread of best practice and help build the necessary capacity and experience for municipal authorities to play their front-line role in refugee-hosting and integration.

### Resettlement

## GLOBAL REFUGEE RESETTLEMENT TO SCALE



Resettlement remains a critical protection tool, providing protection and solutions for refugees who face specific protection risks. Resettlement is also a tangible mechanism of international solidarity and

responsibility-sharing with States that host large numbers of refugees.

UNHCR estimates that 1.4 million people will need resettlement in 2019 globally, representing a 17% increase from 2018.

In a context of unprecedented and growing global forced displacement, the expansion of resettlement and complementary pathways as tangible mechanisms for burden and responsibility-sharing is one of the central objectives of the global compact on refugees.

The global compact envisages the development of a three-year strategy (2019-2021) on resettlement and complementary pathways to increase the pool of resettlement places—including countries not already participating in global resettlement efforts—consolidate emerging resettlement programmes, and expand complementary pathways. UNHCR’s resettlement and related activities in 2019 and beyond will be guided by this strategy.

In implementing its resettlement programmes in more than 65 countries of asylum, in 2019 UNHCR will prioritize the most vulnerable refugees including lesbian, gay, bisexual, transgender and intersex people, women and girls at risk, and children at risk (see the chapter on *Safeguarding fundamental rights*). Resettlement will also be used strategically to demonstrate international solidarity and responsibility-sharing with host States, with a view to achieving comprehensive solutions in line with the New York Declaration, the CRRF and the global compact on refugees.

Guided by these considerations, in 2019 UNHCR will continue to focus on priority needs, including: the central Mediterranean situation, resettlement out of Egypt, Iraq, Jordan, Lebanon and Turkey in the context of the Syrian Arab Republic (Syria) situation, and countries applying the CRRF approach. UNHCR will also continue to advocate using unallocated resettlement quotas in

a flexible way for urgent and emergency cases across the globe.

UNHCR will support operations and enhance the quality and integrity of its global resettlement programme by providing policy and operational guidance and extending oversight, monitoring and capacity-building. The Office will continue to work with NGO partners and the experts available under its Resettlement Deployment Scheme to ensure the full utilization of all resettlement opportunities made available to refugees.

Building-up sustainable resettlement and complementary pathways requires a “whole-of-society” approach and wide-ranging partnerships. With a “whole-of-society” approach the ambition is to generate a positive change in the “system” that responds to the growing resettlement needs. UNHCR will scale up its efforts to diversify resettlement partnerships by engaging more with non-traditional partners and long-standing stakeholders on resettlement, including local communities, governments, academia and the private sector.

UNHCR will use the Emerging Resettlement Countries Joint Mechanism (ERCM) to further work with a wide range of partners to provide new and emerging resettlement countries with capacity-building support, technical advice and expertise in the design and implementation of resettlement programmes. The ERCM is a global platform led by UNHCR and IOM that is designed to facilitate and channel financial and technical support to new and emerging countries. UNHCR will additionally draw on the materials developed by the European Union Action on Facilitating Resettlement and Refugee Admission through New Knowledge.

There are **35** resettlement States globally, a significant increase compared to 27 States in 2008.



UNHCR's Resettlement Data Portal strengthens the evidence base for global resettlement activities.



In 2019, the Office will pursue specific evidence and data development efforts that demonstrate the impact, availability and use of resettlement.

UNHCR will continue to support the Annual Tripartite Consultations on Resettlement and its different working groups, including

the core groups for the Syrian and central Mediterranean situations. The core groups are critical in mobilizing efforts to increase resettlement for the most vulnerable refugees. They also proactively pursue opportunities for safe and regulated admission through complementary pathways.

### Complementary pathways for admission to third countries



Numeir Khalife, an 18-year-old Syrian refugee, is reunited with his 7-year-old sister, Anmar, in the northern German town of Lensahn.

With refugee numbers rising and the demand for humanitarian aid surpassing available resources, innovative approaches to increase refugees' access to protection and solutions are essential. Complementary pathways for admission to third countries can expand the scope for solutions, empower refugees and alleviate pressure on host countries, particularly in large-scale and protracted refugee situations. Such pathways include, but are not limited to, humanitarian admission programmes, humanitarian visa programmes, community

or private sponsorship programmes, family reunification, skilled migration and labour mobility opportunities, academic scholarships as well as study and apprenticeship programmes. Taking a comprehensive approach to solutions, and as a complement to resettlement, UNHCR works with States, civil society, the private sector, academia, government organizations and refugees to identify, establish and expand complementary pathways of admission. This is in line with the New York Declaration

and the CRRF and in accordance with UNHCR's Strategic Directions. The global compact on refugees highlights the scope for complementary pathways to enhance protection and solutions for refugees and as an expression of international solidarity and responsibility-sharing.

In 2019, through the development of a three-year strategy on resettlement and complementary pathways, UNHCR will advocate for expanding the predictable availability of such pathways. UNHCR will continue to provide guidance and tools for States, staff and partners to help them identify, develop and expand complementary pathways on a more systematic and sustainable basis. Complementary pathways tested since 2016, such as third-country scholarship programmes for refugees and the establishment of a refugee skills database that can be matched with potential employers for labour mobility options, have sparked interest from countries keen to establish pathways in 2019 and beyond.

UNHCR will continue fostering relevant new partnerships, assisting with programme design, monitoring progress,

sharing good practices, identifying and analyzing challenges, barriers and risks faced by refugees in each region, and developing and disseminating information on pathways facilitating refugees' access to third countries. In 2017, UNHCR established partnerships with the United World Colleges and Talent Beyond Boundaries to expand education and labour opportunities for refugees in third countries respectively. These partnerships, and the ILO-UNHCR joint action plan to advance labour mobility pathways for refugees, will be sustained in 2019 while new partnerships are explored and developed.

Improving data and evidence is essential to achieving solutions for refugees. UNHCR and OECD conducted a pilot survey in 2018 on the use of non-humanitarian regular entry and visa routes for refugees to enter OECD countries. This will be an ongoing area of collaboration in 2019. Based on the findings from 2018, UNHCR will help the OECD Member States to develop evidence-based guidance and policy on complementary pathways for admission of refugees through 2019.

In 2019, UNHCR will advocate to expand the availability and predictability of complementary pathways through a three-year strategy on resettlement and complementary pathways.

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Ahmed, 14, and Mohamed, 15, hug their mother Amina\* in Niamey, Niger.

### Somali torture survivor reunited with her sons in Niger

After 15 months of beatings and abuse in captivity by Libyan traffickers, a Somali mother rejoins her teenage sons in Niamey. A mother of two, Amina was strong and vigorous before she fell into the hands of Libyan traffickers. After more than a year of relentless beatings and electric shocks, she is now broken and unable to walk.

"When I arrived in Libya, I was walking, nobody had to help me... but look at me now," she says, holding up her badly broken arms in despair, her legs paralyzed. "They tortured me so badly. I begged them not to torture my family," says Amina.

"There's nothing more important for us in our lives than our mother, and we are so grateful that she is okay," says Ahmed, grinning broadly. "I want to go back [to Somalia] one day myself," he adds. "I want to bring change to my country, but how can I, when I can't even protect myself?"



\*Name changed for protection purposes.



**ANTICIPATED AREAS OF INTERVENTION**

**KEY ACHIEVEMENTS TARGETED**

**DURABLE SOLUTIONS**

**POTENTIAL FOR VOLUNTARY RETURN REALIZED AND REINTEGRATION MADE MORE SUSTAINABLE. IN 2019, UNHCR WILL:**

Help foster creation of conditions conducive to return and reintegration, in line with objective four of the global compact on refugees

Work with partners on justice-perception surveys in at least 3 refugee situations.  
 Collaborate with development and peacebuilding actors in at least 2 return situations to create conditions conducive to return and reintegration.  
 Analyze returnees' HLP issues and develop or foster suitable programming that incentivizes return and aids reintegration.  
 Replicate recent grants by the United Nations' Peace Building Fund to UNHCR, UNDP and partners for joint projects in this vein, to strengthen ties with peacebuilding actors who can create conditions conducive to return.  
 Make calibrated investment in engaging with global processes that can promote resilience and solutions on the ground. This will include, among others, the UN Global Focal Point for Rule of Law, the UN Land and Conflict Core Group, and the SDG 16+ Global Alliance.

Design and implement return and reintegration programmes

Develop solid tripartite agreements to ensure legal frameworks are in place to support safe and dignified repatriation and sustainable reintegration.  
 Assist returning refugees through community and area-based programming and individual in-kind and cash assistance, based on latest lessons learned and best practice.  
 Establish ready-to-use tools for return-intention surveying and post-return protection monitoring, connected to the new proGres v4 information system.

**POTENTIAL FOR INTEGRATION REALIZED. IN 2019, UNHCR WILL:**

Support host governments in designing the package of refugee rights and accesses, plus alternative durable-stay statuses, to fulfil the government's vision for refugee integration, in line with objective one and two of the global compact on refugees

Present tailored menus of options, with analysis and lessons learned, to governments interested in designing an appropriate package of rights and accesses. These include rights or access to employment, HLP, mobility, education, health, social protection and other national systems and services.  
 Mobilize partners to support host governments, especially at municipal level, to implement the chosen elements of local integration.

Secure refugee rights to HLP in country and zone of asylum to the extent necessary to enable livelihoods, mobility and security—and in ways that can benefit host communities where feasible

Work in at least 5 countries of asylum, with national and local authorities, to adapt law and practice where necessary to afford refugees access to, and secure tenure of, commercial space, productive land and assets.  
 Distribute guidance, training and other resource materials on HLP to staff with the latest best practice and lessons learned regarding HLP issues in asylum and their interaction with the other elements of resilience and solutions.

Promote an enabling environment for successful refugee livelihoods in terms of policy and law, administration, economy and security

Consolidate information for successful refugee livelihoods in key countries (through the new rights mapping tool among other systems) and develop concerted approaches for advocating and securing the necessary changes.  
 Collaborate with ILO and refugee-hosting governments to validate and implement refugees' right to work, where appropriate, to make formal employment possible.  
 Assess and diagnose the challenges that people of concern and local authorities face in the administrative, justice and security environment. Design collaborative programmes to address them, capitalizing on UNDP's expertise in governance and supporting local authorities.

Promote municipal action in favour of practical refugee local integration

Structure its work with city authorities, their networks and interested partners to help build the necessary capacity and experience for municipal authorities to play their front-line role in refugee-hosting and integration.

**POTENTIAL FOR RESETTLEMENT REALIZED. IN 2019, UNHCR WILL:**

UNHCR's global resettlement programme is efficient and effective

Based on projected resettlement needs and global priority situations, ensure the equitable distribution of quotas that maximizes their strategic use and protection impact.  
 Based on projected quotas from States, UNHCR will submit an estimated 90,000 people for resettlement consideration.  
 Expand the development and use of innovative approaches, such as the development of system modules for secure sharing of biometric data with governments and the expanded use of electronic transfer of resettlement submissions.  
 Develop a robust evidence base for resettlement programme delivery and advocacy through the global collection, compilation, analysis and dissemination of statistical information on resettlement.

Oversight, policy guidance and capacity building is provided to field operations to ensure the quality and integrity of UNHCR's global resettlement programme

Undertake multi-functional, technical anti-fraud assessment missions to provide support and advice to UNHCR operations on addressing the risk of fraud.  
 Conduct training and capacity-building on resettlement policy and procedures in UNHCR offices worldwide to better equip staff involved in resettlement operations.

Resettlement opportunities are expanded, including through multi-stakeholder partnerships, structured and strategic advocacy, and capacity-building

Advocate and support States to establish new resettlement programmes and expand existing ones.  
 Promote support for resettlement through advocacy targeting communities, local governments and the wider public in resettlement countries.  
 Work with a wide variety of partners and stakeholders to develop and implement the 3-year strategy on expanding resettlement and complementary pathways.  
 Provide policy and programme design support and assistance to new and emerging countries through the ERCM.  
 Develop policy and design tools to support new and emerging countries in establishing and/or expanding their resettlement programmes.



## ACCESS TO QUALITY EDUCATION



Sudanese refugees, 11-year-old Nasija (left) and 9-year-old Krula (right), smile when asked what they want to be when they grow up, at Ajuong Thok camp in South Sudan.

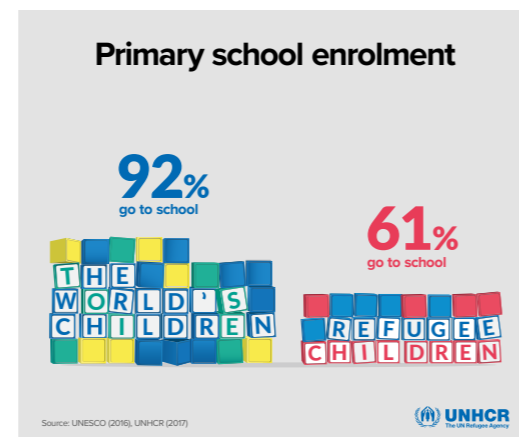
### Education, connected learning and vocational training

Building on UNHCR education strategy on refugee inclusion in national education systems' successes, UNHCR will launch a new five-year global education strategy (2019-2023).



UNHCR's education strategy on refugee inclusion in national education systems was developed following extensive consultation with a broad range of stakeholders and has been underway since 2012. In support of the global compact on refugees, UNHCR will build on the strategy's successes and learnings by launching a new five-year global education strategy (2019-2023). The strategy is designed to explicitly support the global compact by mobilizing key partners to reduce the gap that exists in refugee education and by emphasising a multi-stakeholder approach to programming, to help fully realise the global compact's second objective of building refugee self-reliance. The Office will focus on expanding access to, and retention in, national primary, secondary

and tertiary education. Attention will be paid to non-formal and skills training programmes, with greater support for host communities, the sustainable expansion of national and local authority facilities, and a better supply of qualified, salaried teachers.



“Without education, the future of young refugees, and the future of their communities, will be irrevocably damaged”

—Filippo Grandi, United Nations High Commissioner for Refugees.

Emergency response and education for youth are two areas that will be strengthened in the new education strategy. In 2018, UNHCR improved its capacity to provide education from the onset of an emergency to ensure that initial response invests in systems and strengthens young refugees' access to sustainable education. A youth education programme initiated in four countries with

high numbers of young refugees—Kenya, Pakistan, Rwanda and Uganda—will be intensified in 2019. The Office will target its support to increase access to secondary education, skills training and tertiary education. A strong research component will ensure successful approaches and good practices are identified, disseminated and replicated, helping scale-up education access for young people.



### Innovative solutions strengthen learning for refugee children in Pakistan



Refugee students receive their Tutudesks to improve their local learning environment in Turkman refugee village.



UNHCR's Pakistan operation provides education access to more than 35,000 Afghan refugees in 105 schools and 40 home-based girl's schools in refugee villages across Khyber Pakhtunkhwa province. The "Tutudesk"—a portable and sustainable work surface that children can rest on their laps—was brought to the operation's attention as a creative way to strengthen the learning environment for refugee children in crowded classrooms. It was immediately recognised for its low cost, high-impact design. More than 12,000 Tutudesks have already been distributed to first-grade to third-grade children across 15 refugee village schools. Furthermore, a recently-conducted impact assessment demonstrated a high-level of satisfaction to the solution from the refugee community and strong demand for it to be rolled out. The successful piloting means UNHCR will continue to distribute the “desks” to more students in Pakistan in 2019.

With the Global Partnership for Education, UNHCR will work in at least 12 countries to support refugee inclusion in multi-year education plans, including producing and sharing good practices in policy-making. Through the Sustainable Development Goal 4 Education 2030 Steering Committee, which aims to harmonize and strengthen support to Member States and their partners to achieve the education-related targets of the global agenda, UNHCR will help monitor refugee

inclusion in education in reporting on progress to the High-level Political Forum on Sustainable Development in mid-2019. In partnership with DFID and the World Bank, research will take place to inform effective government and partner practices related to refugee-inclusive education planning and implementation. As a member of the steering group for the Inter-Agency Network for Education in Emergencies, in 2019, UNHCR will support training and dissemination of advocacy and guidance

Through the Sustainable Development Goal 4 Education 2030 Steering Committee, UNHCR will help monitor refugee inclusion in education.



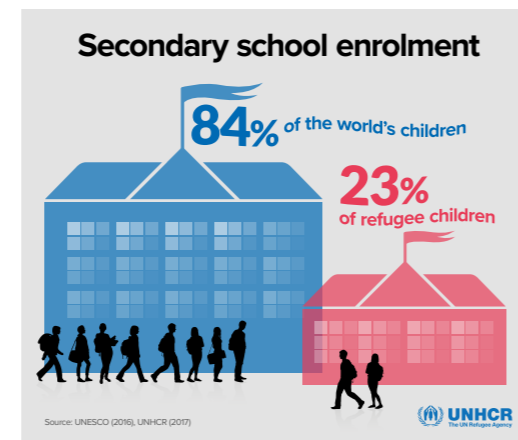
material on refugee inclusion. This will be focused on systems strengthening, civil society organisations and ministries of education. A global partnership between UNHCR, the Global Education Cluster and the Inter-Agency Network for Education in Emergencies will develop the evidence base for joint planning, coordination and response through country case studies including Bangladesh, Chad, Ethiopia, Somalia and Syria.

UNHCR intends to continue its partnership with Educate A Child and build on the successes of the current programme to further expand access to refugee children in primary schools.

There are few post-primary education opportunities for young refugees. Less than a quarter of refugee primary school leavers continue to secondary school. To address this gap, UNHCR will support the Youth Education Programme currently being piloted in Kenya, Pakistan, Rwanda and Uganda, targeting 70,000 refugee youth in 2019 alone. UNHCR sets a new benchmark for initiatives seeking to ensure that more refugee youth have access to quality post-primary education. It is an investment in the future of refugee youth, unlocking their potential and leading them towards solutions. Between 2017 and 2021, the Youth Education Programme will work with over 232,000 refugee youth over a four-year period.

The global needs of youth dwarfs this number, however, the programme aims to build on evidence from this first step, opening up further educational and economic inclusion opportunities on a wider scale. Furthermore, the programme prioritizes education and training for refugee youth empowerment and

self-reliance and improves access to quality learning opportunities through secondary and higher education, skills development, and vocational training. Stronger links will be made with employment, apprenticeship, livelihoods and economic inclusion opportunities in 2019.



Working closely with the Accelerated Education Working Group, UNHCR will continue to strengthen the quality of accelerated education programmes in Kenya, Pakistan, Rwanda, South Sudan and Uganda in 2019, providing flexible opportunities for over-age children who are out of school and youth to access certified education programmes.

The Refugee Education Management Information System (REMIS) will be piloted with partners in 18 countries in Africa and Asia, aimed at improving data management to inform education programme planning, with the school as the unit of measurement.

UNHCR is strengthening its commitment to ensuring refugees and host communities can access relevant, accredited learning opportunities that are supported by



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Jacqueline, a football coach at the Mahama refugee camp, Rwanda.

### Burundian refugee and football coach Jaqueline hopes for the future

Jaqueline (23) coaches the football team in the youth-friendly space in Mahama camp. She fled Burundi alone in 2015 at the age of 21. Her mother passed away when she was very young, leaving behind eight children. Jaqueline was living with her older brother, Charles, when the turmoil in her country began. When she came home one day, she discovered her brother's body and fainted out of shock. He had been killed by a rebel group. Jaqueline fled and, after a grueling journey, she arrived in Mahama camp, Rwanda, alone and scared. At the camp, Jaqueline began attending the youth centre where she received training in coaching.

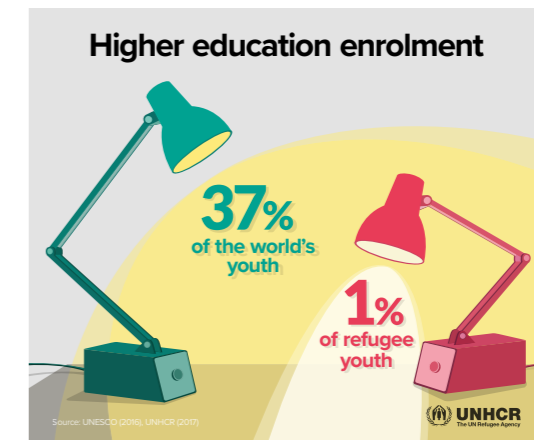
"What a boy can do, a girl can do," Jaqueline says.

She now coaches a number of camp basketball and football teams and also plays on the mixed boys and girls team regularly. Coming to the centre is important to Jaqueline because she is able to make friends, learn skills and have hope for the future. Her hope is to one day be able to coach internationally.

expanded mobile networks and dynamic digital resources. In 2019, UNHCR will launch a Connected Education Alliance with educational partners and the private sector. This Alliance will lay the groundwork for new digital education standards that support free connectivity, available electricity and refined digital competencies in all refugee-hosting public schools. By 2025, UNHCR aims to establish 300 digital hubs in refugee-hosting public schools and 10 satellite tertiary campuses with local partners and governments.

In 2019, 15 new digital learning hubs and satellite campuses will be established, with support from Learning Equality, Google and Microsoft, in Jordan, Kenya and Uganda.

The German Albert Einstein Academic Scholarship Programme for Refugees (known as DAFI) will enrol 1,000 additional students in university in 53 countries, expanding to Malawi, Mexico and Somalia, reaching a total of 8,000 students in 2019.



With support from 16 partners in the Connected Learning in Crisis Consortium, an additional 1,000 students will participate in certified, digitally-supported programmes in Africa, the Middle East, North Africa, and Asia.

**15** new digital learning hubs and satellite campuses will be established in Jordan, Kenya and Uganda.





**DAFI students provide homework support to refugee children**

“When I was in Grade 9, we had to flee with my family. We were displaced within Syria. I could not complete the school year but still managed to sit the final exam. I remained one year without studying. I learned about DAFI from other students at university,” says Amane, a student on a DAFI scholarship at Lebanese University.

Since the Albert Einstein Academic Refugee Initiative (the DAFI programme) began in 1992, over 14,000 young refugee women and men have received accredited undergraduate degrees in various disciplines in their country of asylum. This helped them to develop leadership skills, benefit from greater protection and to increase self-reliance for themselves and their families.

“Lots of refugee children and youth in Lebanon do not have access to education. They should receive more support,” says Amane.

By providing higher education scholarships and facilitating pathways to livelihood opportunities, the DAFI programme improves protection, helps to achieve long-term solutions for refugees and the communities that host them, and advances the vision and goals of the CRRF and the global compact on refugees.



Amane, 28 years old, in Aley Baysour (Mount Lebanon) where she volunteers to do homework support.

© UNHCR/Amalim Taha

**ANTICIPATED AREAS OF INTERVENTION**

**KEY ACHIEVEMENTS TARGETED**

**BASIC NEEDS AND ESSENTIAL SERVICES**

ACCESS TO QUALITY EDUCATION. IN 2019, UNHCR WILL:	
Enhance access to quality primary education	Enroll 138,510 children in primary education in 18 countries.
Enhance access to quality secondary education	Enroll 70,000 youth in the Youth Education Programme in Kenya, Rwanda, Uganda and Pakistan.
Enhance access to quality tertiary education	Enroll 1,000 additional DAFI scholarship students in tertiary education. Enroll 1,000 additional students in digital blended programmes through the Connected Learning in Crisis Consortium.
Strengthen education data and knowledge management capacity	Pilot the REMIS in 18 countries in Africa and Asia, aimed at improving data management to inform education programme planning, with the school as the unit of measurement.

**LIVELIHOODS AND ECONOMIC INCLUSION**



Noura, a returnee and mother of seven, works on the sewing machine provided by UNHCR in her partially destroyed home in Homs, Syria.

© UNHCR/Amalim Taha

In line with the first two objectives of the global compact on refugees, UNHCR will seek to promote an enabling environment and apply effective market-based approaches to facilitate refugees’ inclusion in economies and market systems, building their self-reliance and resilience while supporting affected host community members. UNHCR will prioritize investment in, and support of, 25 countries across Africa, Europe, Asia and the Pacific, the Middle East and North Africa, and South America. Expressions of interest received from country operations, which outline their needs and priorities for economic inclusion programming, will determine prioritization. Other ongoing global processes, including a commitment to the CRRF and recipients of World Bank IDA18 loans, will be considered as they impact economic inclusion efforts.

**Advancing financial inclusion of refugees in host countries**

The financial sector is expressing growing interest in serving forcibly-displaced people, recognizing their potential as profitable clients. Between 2017 and 2018, 12 financial institutions in eight countries opened services to refugees. Building on this, UNHCR will partner with financial sector development actors, such as UNCDF and Financial Sector Deepening Africa (FSD Africa), to establish grants and technical assistance that will encourage financial service providers in six host countries within Africa—possibly Cameroon, the Democratic Republic of the Congo, Rwanda, Uganda, the United Republic of Tanzania and Zambia—to extend services to refugees. Studies will be undertaken in three of the aforementioned countries to build the business case. FSD Africa and UNCDF have been working to promote financial inclusion

**60** UNHCR operations together with partners will facilitate economic inclusion initiatives reaching **5 million** people of concern and host community members.

**4,500** refugees will access loans through the credit guarantee facility in Jordan and Uganda.

for people without bank accounts in Africa and will build on their initiatives to expand scope of services to refugees.

By organizing business visits and workshops, UNHCR has raised awareness of refugees as viable clients and changed financial service providers' perceptions of refugees from a risky to a creditworthy clientele. In 2019, similar workshops and business visits will be facilitated in 10 countries to influence local financial service providers' willingness to offer services to people of concern. These countries will be selected based on the response to the call for expressions of interest in November 2018. UNHCR and

the Swedish International Development Agency will continue to roll out the credit guarantee facility in Jordan and Uganda, which will enable 4,500 refugees to access loans. While expanding incentives to extend financial services to refugees, UNHCR will support market-based financial solutions by organizing product design competitions with FSD Africa. The competition will award grants to financial service providers so that they can develop products that cater for people of concern. In addition, UNHCR will leverage its cash-based interventions to advocate and facilitate refugees' access to mainstream financial services, such as savings accounts, insurance, remittances and loans.

### Refugees are creditworthy

In 2017, the crowdfunding platform Kiva launched the World Refugee Fund to catalyze lending to refugees. The Fund expects to deploy more than \$26 million in loan capital by the end of 2020. Data from Kiva's 11 field partners across six countries show that the 7,800 refugees and IDPs who borrowed from these institutions had repayment rates of 96.6%, as high as non-refugee borrowers (96.8%) during the same period. Among the pioneer financial service providers lending to refugees, Al Majmoua in Lebanon is recording the highest outreach in the market, with exceptional repayment rates. As of April 2018, Al Majmoua was serving 8,520 Syrian refugee clients. Microfund for Women in Jordan has also achieved an impressive portfolio of 4,047 Syrian refugee borrowers and will soon disburse start-up business loans and educational loans to Syrians.



Bi Clere Sahota, a refugee from the DRC and the beneficiary of a UNHCR loans programme, during an interaction with Young Global Leaders in her tailoring shop in Kakuma Refugee Camp, Kenya.

### Expanding poverty alleviation interventions for refugees

The piloted graduation approach, implemented since 2013, has been successful in helping refugees move out of poverty. However, to create a significant impact, a scale-up is needed. UNHCR is convening a consortium of nine development-oriented organizations to develop a multi-country and multi-million-dollar graduation programme

facility for refugees and host communities. It will be presented to donors by the first quarter of 2019. Access to funds will allow the nine organizations to target refugees on a larger scale across a wider geographical area that will be determined based on the organizations' focus areas. UNHCR will maintain its protection mainstreaming, facilitation and convening role, leveraging its comparative advantages.

### Local enterprises empowering refugee artisans

In Cairo, refugee women from Eritrea, Ethiopia, Sudan and Syria work with Egyptian women through Nilfurat, a UNHCR-initiated crafts project that economically empowers women while fostering community cohesion. Through the Market Access and Design Empowerment initiative (known as MADE51), UNHCR collaborated with Yadawee, an Egyptian Fairtrade enterprise, to help Nilfurat improve the handcrafting skills of the women and set up profitable production processes. Through Yadawee, Nilfurat is now poised to fill domestic and export orders with a market-ready product collection imbued with cultural motifs, traditional craftsmanship and each refugee woman's unique story.



Burundian refugee women from Mahama Camp, Rwanda, come together to produce crafts, baskets, bags, dresses, bedspreads and dishes sold locally and also internationally through MADE51.



### Social protection and inclusion of refugees in national development plans

Building on the global compact on refugees and the 2030 Agenda for Sustainable Development's pledge to "leave no one behind", in 2019, UNHCR will reinforce its efforts to advocate the inclusion of refugees, IDPs, and stateless persons in national development plans. This will also help support the implementation of the Sustainable Development Goals, with an emphasis on refugee inclusion in national health and public education services.

Moving away from encampment and increasing the possibilities for refugees to contribute to their self-reliance is a strategic priority for UNHCR when addressing protracted forced displacement and enabling solutions (see below, and the chapter on *Responding with lifesaving support*).

Many of the functions of humanitarian and protection sectors or clusters fall within those of social protection programmes led by governments and development actors. To support the transition from humanitarian assistance to national government systems and internationally-supported development programmes, UNHCR will implement referral processes. Where people cannot rely on government services, it will reinforce informal and locally-led systems.

UNHCR will increase its efforts to link people of concern to national and local social protection programmes specializing in cash-based interventions, health, education, livelihoods, child and sexual and gender-based violence protection. This is in line with the global compact's commitment to enable more sustainable management of protracted displacement while building humanitarian mechanisms into national social safety nets that can potentially scale up assistance around emergencies.



**ANTICIPATED AREAS OF INTERVENTION IN 2019**

**KEY ACHIEVEMENTS TARGETED IN 2019**

**LIVELIHOODS, ECONOMIC INCLUSION AND SELF-RELIANCE**

SELF-RELIANCE AND ACCESS TO LIVELIHOODS IMPROVED. IN 2019, UNHCR WILL:	
Support and enhance an enabling environment for refugees' economic inclusion	Organize OECD fora for the private sector in 4 countries to promote uptake of the recommended actions in the joint publication "Engaging Employers in Hiring Refugees". Continue legal mapping in at least 10 operations to identify gaps and opportunities related to access of refugees to markets and economies.
Promote the financial inclusion of refugees	Provide access to loans for 3,000 refugees and 1,500 members of the host population in Jordan and Uganda through 3 financial service providers supported by the Swedish International Development Agency and UNHCR credit guarantee facility. Collaborate with FSD Africa to expand market-based financial products for refugees in the Democratic Republic of the Congo, Uganda and possibly Zambia. With UNCDF, implement the technical assistance facility for financial service providers to extend financial services to refugees in at least 3 of 9 targeted countries. Facilitate links between financial service providers and refugees through workshops and business visits in 10 countries.
Increase income levels and employment opportunities for refugees in the short, medium and long term	Organize fundraising for the multi-country, multi-million-dollar global graduation programme. Sustain the graduation approach piloted by UNHCR and partners in 6 countries, in collaboration with Trickle Up, benefiting around 7,000 refugees and host communities. Respond to food security needs and facilitate with FAO the inclusion of more refugees in agriculture programmes in at least 6 countries. Facilitate economic development interventions in at least 2 countries with ILO and other development partners, creating employment opportunities for refugees and host community members.
Support refugees to access international markets	Expand the implementation of the MADE51 programme from 11 to 23 countries, doubling the number of refugees benefiting from 1,000 to at least 2,000. Promote MADE51 products in at least 2 international trade shows and through an online marketing platform.
Improve the capacity of UNHCR and partners to facilitate livelihoods and economic inclusion	Train at least 300 UNHCR staff and partners in 10 countries in inclusive market systems approaches. Monitor the adoption of the new economic inclusion guidance notes. Develop the livelihoods and economic inclusion strategy for 2019-2023.

**FINDING ALTERNATIVES TO CAMPS**

**ESTIMATED NUMBER OF REFUGEES WORLDWIDE LIVING IN/OUT OF CAMPS**



UNHCR's Policy on Alternatives to Camps aims to ensure people of concern are protected and assisted effectively without resorting to the establishment of camps, and that existing ones can be transformed into sustainable settlements.

Pursuing alternatives to camps means supporting people of concern to exercise their rights and freedom, make meaningful choices regarding their lives, and have the possibility to live with greater dignity, independence and normality as members of communities as soon as possible. Nevertheless, more than 4.9 million refugees are currently encamped worldwide. Many of these people of concern have been displaced for over five years, making them an integral portion of those affected by the world's most protracted refugee situations.

An additional 15 million refugees are estimated to live outside of formal camps.

In response, the "Master Plan approach" to settlement planning supplements UNHCR's Policy on Alternatives to Camps. It aims to ensure settlements are linked to the local context, and people of concern are firmly connected with the requirements of the host population, ideally resulting in a settlement typology which, over time, evolves into a sustainable, fully-integrated community. As such, the Master Plan approach establishes a unique and collaborative response aligned to national and local development plans, while supporting efforts to link humanitarian responses with the long-term development priorities outlined in the global compact and Sustainable Development Goals.

UNHCR's Policy on Alternatives to Camps supports people of concern to exercise their rights and freedom while having the possibility to live with greater dignity.

Building on a 2018 review of pilot experiences in operations including Chad, Kenya, Malawi, Nepal and Uganda, UNHCR will roll out revised guidance to field operations. It will also provide targeted support to operations as they develop and upgrade settlements that facilitate long-term, area-based development priorities, while enabling displaced people to integrate sustainably.

Furthermore, while humanitarian interventions in refugee contexts have traditionally evolved in rural areas, there are an estimated 11.5 million refugees living in urban areas. Most people of concern in urban settings are dispersed across large areas, absorbed within the urban fabric and less visible and accessible to targeted responses that meet their basic needs.

Given the above-mentioned contextual realities, meeting the needs of displaced people living in urban areas presents a diverse set of challenges. In 2019, UNHCR will continue to strengthen responses in

urban areas by building on financial and regulatory frameworks, local governance structures, land tenure systems and social service provision—all of which are essential to the design of effective response strategies.

By working with local governments, municipal authorities, UN-Habitat and other relevant stakeholders, the Office will offer urban refugees a protective environment, taking into consideration complex governance structures as well as the dynamics of labour markets. Urban responses require particular attention to ensure people are protected against risks such as forced eviction, as well as enabling them access to finance and livelihood opportunities essential to durable shelter solutions. Taking such care means there is more chance the assistance provided paves the way to a more durable solution for people of concern. In addition, and in line with the global compact, UNHCR will build on existing infrastructure and services within host countries.



### New Zambia settlement gives refugees and hosts a chance to prosper

A new approach that lets refugees live alongside the local community in Mantapala settlement is boosting livelihoods for all.

Mela Mwansa stoops to water her garden plants, soaking their roots in the red, sandy soil. Around her, green shoots reach up towards the dappled light under the trees. These plants mean a lot to Mela, a life-long farmer.

This harvest will be the first since she and her family fled an armed attack on her village in southern Democratic Republic of the Congo and sought safety across the border in Zambia.

*“I feel good when I see the crops growing well in my garden, the green here gives me hope,”* says Mela.



Mela Mwansa, 35, is a single mother of six, looking forward to selling the cassava she has grown at the market at Mantapala Settlement.

© UNHCR/Enoch Kendeke Jr

## ACCESS TO ENERGY AND ENVIRONMENTAL PROTECTION



Ayatullah, a 28-year-old Rohingya refugee from Myanmar, lights a fire in his shack in Nayapara refugee camp in southern Bangladesh with liquid gas petroleum distributed by UNHCR. The liquid gas facilitates not only cooking, it prevents the area around the camps from being deforested.

### Providing access to energy

Energy poverty—primarily a lack of cooking fuel—along with environmental degradation of land and water, remain vital contributors to refugee poverty and insecurity. In 2019, UNHCR will continue its efforts to provide people of concern with access to clean energy and promote responsible environmental stewardship in refugee operations through innovative approaches and partnerships.

The Office will look to develop new partnerships with development and private sector actors in the field of energy and environment. In Rwanda, UNHCR is implementing the Renewable Energy for Refugees project, funded by the IKEA

Foundation and co-implemented with Practical Action. The project is an example of the new multi-partner initiatives being designed to support the global compact. Further examples of this are UNHCR’s new joint climate change projects with WFP, UNEP and UNICEF, which have successfully mobilized climate finance to support climate change adaption and land restoration in refugee contexts in Burundi and Sudan. Significant progress was also made in the roll-out of liquefied petroleum gas for cooking in Bangladesh refugee settlements across the Teknaf Peninsula. In 2019, that programme will reach 220,000 refugee households, as well as 20% of host community households.

**220,000** refugee households and **20%** of host community households in Bangladesh refugee settlements will benefit of liquefied petroleum gas.





### Partnering with UN agencies and multi-stakeholders to provide sustainable energy solutions in humanitarian settings

On 11 July 2018, the “Global plan of action for sustainable energy solutions in situations of displacement” (GPA) framework document was launched alongside the 2018 global review of Sustainable Development Goal 7 at the High-level Political Forum in New York. The event highlighted how the GPA movement can be a tool for accelerating progress on sustainable energy solutions in situations of displacement. The GPA brings together UN agencies, private sector corporations, NGOs, research institutions, donors and financiers to develop appropriate responses to improve access to affordable, reliable, sustainable and modern energy services for displaced people and affected communities. UNHCR is a founding member of the GPA Steering Group. Other organizations and energy stakeholders include FAO, IOM and WFP, with the Coordination Unit hosted by UNITAR. UNHCR has been a leading voice in the GPA’s development as it is keen to ensure its core mandate of protecting the most vulnerable people is embedded within the initiative. In 2019, the GPA will provide concrete activities for UNHCR and stakeholders to deliver improvements to energy access in displacement settings.



Global Plan of Action Framework

© Eduardo Samaniego

### Environmental protection

UNHCR has partnered with UNEP to share expertise that addresses environmental challenges in new operations such as Brazil. New partnerships with the private sector, including with the Land Life Company, have strengthened UNHCR’s land and forest protection programmes and more than doubled the success rate of reforestation interventions. In 2019, the Office will build on these initiatives and partnerships by seeking more support to implement them.

In Kakuma refugee camp, Kenya, UNHCR partnered with FAO, UNEP, UN-Habitat and WFP, among others, for a peer review of environmental performance at the refugee camp. UNHCR also helped to identify challenges with solid waste management. The review informed a further partnership with Engineers Without Borders Norway,

which completed a full plastic waste audit and developed an on-site plastic waste recycling programme in Ethiopia and Kenya. The programme is set to be implemented by UNHCR and UNEP in 2019.

UNHCR’s environment and cash-based interventions teams are also collaborating to ensure environmental considerations are embedded in cash-based programming and are seeking support for piloting environmental safeguards in such programmes. In 2019, UNHCR will expand similar environmental performance assessments to more operations. It will look to upscale its efforts to contribute to UN-wide sustainability targets by improving its ability to monitor carbon emissions, implement recycling programmes in countries that hosted waste audits, and pilot full environmental management systems in selected operations.



### Uprooted refugees plant trees to rebuild Uganda’s forests

Refugees, Ugandans and their governments are working together to save the environment.

Under a searing midday sun, Olany Mario wipes his brow as he bends to water a bed of tiny green neem seedlings in the fertile soil of a tree nursery in Palabek refugee settlement, northern Uganda.

“We are growing these indigenous seedlings to help bring back all the trees that were cut down to make way for us, when we came here,” says Olany Mario.

UNHCR has provided Olany and 11,000 other South Sudanese refugees who live in the settlement with food, mats and household items. They have also received tools to build shelters and seedlings to grow tree borders around their plots. Uganda is now sheltering some 1.4 million refugees, most of them from South Sudan. That number is expected to grow by the end of 2018, and so, too, is concern over the impact such a large number is having on the environment. In the past 20 years, Uganda has lost one third of its forest and green cover due to tree cutting by the local population, for farming and cooking fuel. In the Adjumani district alone, local officials estimate that 11 million trees have been felled since December 2013 to make way for settlements to house refugees.

“Instead of rehabilitating the environment after refugees return home, we need to prevent the damage from being done at the very beginning of the emergency phase,” says John Paul Magezi, the Ugandan Government’s environment officer.



Refugees from South Sudan tend to saplings at a tree nursery in Uganda’s Palabek refugee settlement.

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### MEMBERS OF UNHCR'S EXECUTIVE COMMITTEE AND STATES PARTIES TO THE REFUGEE AND STATELESSNESS CONVENTIONS

UNHCR is governed by the United Nations General Assembly and the Economic and Social Council (ECOSOC). In 1958, ECOSOC established the Executive Committee of the High Commissioner's Programme (ExCom), pursuant to a resolution of the General Assembly. Its main tasks are to approve the High Commissioner's programmes, advise the High Commissioner in the exercise of his functions (mainly on protection issues), and oversee the Office's finances and administration.

ExCom holds an annual session in Geneva every October. The 69<sup>th</sup> session took place from 1 to 5 October 2018. Meetings of the Executive Committee's Standing Committee are held at various dates throughout the year to carry on the work between plenary sessions.

ExCom membership is on the widest possible geographical basis from those States (members of the United Nations) with a demonstrated interest in, and devotion to, the solution of refugee problems. By the end of 2018, there were 102 ExCom members in the following table - in blue - which also shows the State Parties to the 1951 Refugee Convention relating to the Status of Refugees and its Protocol of 1967 and to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness.

	Convention relating to the Status of Refugees and its Protocol		Conventions on the Status of Stateless Persons and the Reduction of Statelessness	
	1951	1967	1954	1961
Afghanistan	2005	2005		
Albania	1992	1992	2003	2003
Algeria	1963	1967	1964	
Angola	1981	1981		
Antigua and Barbuda	1995	1995	1988	
Argentina	1961	1967	1972	2014
Armenia	1993	1993	1994	1994
Australia	1954	1973	1973	1973
Austria	1954	1973	2008	1972
Azerbaijan	1993	1993	1996	1996
Bahamas (the)	1993	1993		
Bangladesh				
Barbados			1972	
Belarus	2001	2001		
Belgium	1953	1969	1960	2014
Belize	1990	1990	2006	2015
Benin	1962	1970	2011	2011
Bolivia (Plurinational State of)	1982	1982	1983	1983
Bosnia and Herzegovina	1993	1993	1993	1996
Botswana	1969	1969	1969	
Brazil	1960	1972	1996	2007
Bulgaria	1993	1993	2012	2012
Burkina Faso	1980	1980	2012	2017
Burundi	1963	1971		
Cabo Verde		1987		
Cambodia	1992	1992		
Cameroon	1961	1967		
Canada	1969	1969		1978
Central African Republic (the)	1962	1967		
Chad	1981	1981	1999	1999
Chile	1972	1972	2018	2018
China	1982	1982	2018	2018
Colombia	1961	1980		2014
Congo	1962	1970		
Costa Rica	1978	1978	1977	1977
Côte d'Ivoire	1961	1970	2013	2013
Croatia	1992	1992	1992	2011
Cyprus	1963	1968		
Czechia	1993	1993	2004	2001
Dem. Rep. of the Congo	1965	1975		
Denmark	1952	1968	1956	1977
Djibouti	1977	1977		
Dominica	1994	1994		
Dominican Republic	1978	1978		
Ecuador	1955	1969	1970	2012
Egypt	1981	1981		
El Salvador	1983	1983	2015	
Equatorial Guinea	1986	1986		
Estonia	1997	1997		
Ethiopia	1969	1969		
Fiji	1972	1972	1972	
Finland	1968	1968	1968	2008
France	1954	1971	1960	
Gabon	1964	1973		

Chili and Haiti acceded to the 1954 and 1961 Conventions on statelessness in 2018.

Spain signed the 1961 Convention on the Reduction of Statelessness in 2018.

Zimbabwe became the 102<sup>nd</sup> ExCom member in 2018.

	1951	1967	1954	1961
Gambia	1966	1967	2014	2014
Georgia	1999	1999	2011	2014
Germany	1953	1969	1976	1977
Ghana	1963	1968		
Greece	1960	1968	1975	
Guatemala	1983	1983	2000	2001
Guinea	1965	1968	1962	2014
Guinea-Bissau	1976	1976	2016	2016
Haiti	1984	1984	2018	2018
Holy See	1956	1967		
Honduras	1992	1992	2012	2012
Hungary	1989	1989	2001	2009
Iceland	1955	1968		
India				
Iran (Islamic Republic of)	1976	1976		
Ireland	1956	1968	1962	1973
Israel	1954	1968	1958	
Italy	1954	1972	1962	2015
Jamaica	1964	1980		2013
Japan	1981	1982		
Jordan				
Kazakhstan	1999	1999		
Kenya	1966	1981		
Kiribati			1983	1983
Kyrgyzstan	1996	1996		
Latvia	1997	1997	1999	1992
Lebanon				
Lesotho	1981	1981	1974	2004
Liberia	1964	1980	1964	2004
Libya			1989	1989
Liechtenstein	1957	1968	2009	2009
Lithuania	1997	1997	2000	2013
Luxembourg	1953	1971	1960	2017
Madagascar	1967	1967		
Malawi	1987	1987	2009	
Mali	1973	1973	2016	2016
Malta	1971	1971		
Mauritania	1987	1987		
Mexico	2000	2000	2000	
Monaco	1954	2010		
Montenegro	2006	2006	2006	2013
Morocco	1956	1971		
Mozambique	1983	1989	2014	2014
Namibia	1995	1995		
Nauru	2011	2011		
Netherlands	1956	1968	1962	1985
New Zealand	1960	1973		2006
Nicaragua	1980	1980	2013	2013
Niger	1961	1970	2014	1985
Nigeria	1967	1968	2011	2011
Norway	1953	1967	1956	1971
Pakistan				
Panama	1978	1978	2011	2011
Papua New Guinea	1986	1986		
Paraguay	1970	1970	2014	2012

	1951	1967	1954	1961
Peru	1964	1983	2014	2014
Philippines	1981	1981	2011	
Poland	1991	1991		
Portugal	1960	1976	2012	2012
Republic of Korea	1992	1992	1962	
Republic of Moldova	2002	2002	2012	2012
Romania	1991	1991	2006	2006
Russian Federation	1993	1993		
Rwanda	1980	1980	2006	2006
Saint Kitts and Nevis	2002			
Saint Vincent and the Grenadines	1993	2003	1999	
Samoa	1988	1994		
Sao Tome and Principe	1978	1978		
Senegal	1963	1967	2005	2005
Serbia	2001	2001	2001	2011
Seychelles	1980	1980		
Sierra Leone	1981	1981	2016	2016
Slovakia	1993	1993	2000	2000
Slovenia	1992	1992	1992	
Solomon Islands	1995	1995		
Somalia	1978	1978		
South Africa	1996	1996		
Spain	1978	1978	1997	2018
Sudan	1974	1974		
Suriname	1978	1978		
Swaziland	2000	1969	1999	1999
Sweden	1954	1967	1965	1969
Switzerland	1955	1968	1972	
Tajikistan	1993	1993		
Thailand				
the former Yugoslav Republic of Macedonia	1994	1994	1994	
Timor-Leste	2003	2003		
Togo	1962	1969		
Trinidad and Tobago	2000	2000	1966	
Tunisia	1957	1968	1969	2000
Turkey	1962	1968	2015	
Turkmenistan	1998	1998	2011	2012
Tuvalu	1986	1986		
Uganda	1976	1976	1965	
Ukraine	2002	2002	2013	2013
United Kingdom of Great Britain and Northern Ireland	1954	1968	1959	1966
United Republic of Tanzania	1964	1968		
United States of America		1968		
Uruguay	1970	1970	2004	2001
Venezuela (Bolivarian Republic of)		1986		
Yemen	1980	1980		
Zambia	1969	1969	1974	
Zimbabwe	1981	1981	1998	
<b>Total Parties</b>	<b>145</b>	<b>146</b>	<b>91</b>	<b>73</b>



# ACRONYMS

**3RP** Regional Refugee and Resilience Plan in response to the Syria crisis

**AAP** Accountability to affected people

**AGD** Age, gender and diversity

**ASEAN** Association of Southeast Asian Nations

**AU** African Union

**BIMS** Biometric Identity Management System

**CARICOM** Community of Latin American and Caribbean States

**CBIs** Cash-based interventions

**CCCM** Camp coordination and camp management (cluster)

**CEAS** Common European Asylum System

**CERF** Central Emergency Response Fund

**COI** Country of origin information

**COP** Country Operations Plan for UNHCR

**COP 24** Conference of the Parties to the Convention on Climate Change

**CRIs** Core relief items

**CRVS** Civil Registration and Vital Statistics

**RRRF** Comprehensive Refugee Response Framework

**DAFI** German Albert Einstein Academic Scholarship Programme for Refugees

**DEVCO** Directorate-General for International Cooperation and Development (EU)

**DFID** Department for International Development (United Kingdom)

**EAC** East African Community

**EASO** European Asylum Support Office (EU)

**ECA** Economic Commission for Africa (UN)

**ECHO** Directorate-General for European Civil Protection and Humanitarian Aid Operations (EU)

**ECOSOC** Economic and Social Council (UN)

**ECOWAS** Economic Community of West African States

**ERC** Emergency Relief Coordinator (UN)

**ERCM** Emerging resettlement countries joint mechanism

**ETM** Emergency transit mechanism

**EU** European Union

**ExCom** Executive Committee of the High Commissioner's Programme

**FAO** Food and Agriculture Organization (UN)

**FSD Africa** Financial Deepening Sector Africa

**GAM** Global acute malnutrition

**GAVI** the Vaccine Alliance (formerly the Global Alliance for Vaccines and Immunization)

**GCC** Gulf Cooperation Council

**GCCFF** Global Concessional Financing Facility

**GDP** Gross domestic product

**GDT** Global Distribution Tool (for UNHCR)

**GNA** Global needs assessment (for UNHCR)

**GP20** 20<sup>th</sup> anniversary of the Guiding Principles on Internal Displacement

**GPA** Global plan of action for sustainable energy solutions in situations of displacement

**GPC** Global Protection Cluster

**GSC** Global Shelter Cluster

**GSP** Global Strategic Priority (for UNHCR)

**HALEP** High Alert List for Emergency Preparedness (for UNHCR)

**HIV and AIDS** Human Immunodeficiency Virus and Acquired Immunodeficiency Syndrome

**HLE** High-Level Event (on statelessness)

**HLP** Housing, land and property

**HRP** Humanitarian response plan

**HRWG** Human Rights Working Group (UNDG)

**IASC** Inter-Agency Standing Committee

**ICRC** International Committee of the Red Cross

**ICT** Information and communications technology

**ICVA** International Council of Voluntary Agencies

**IDA** International Development Association (World Bank)

**IDP** Internally displaced person

**IFRC** International Federation of Red Cross and Red Crescent Societies

**IGAD** Intergovernmental Authority on Development

**ILO** International Labour Organization (UN)

**IMF** International Monetary Fund

**IOM** International Organization for Migration

**IPIS** Integrated Population Identification System

**IPSAS** International Public Sector Accounting Standards

**IRC** International Rescue Committee

**IRHIS** Integrated refugee health information system (for UNHCR)

**IYCF** Infant and young child feeding

**JICA** Japan International Cooperation Agency

**JIPS** Joint IDP Profiling Service

**JPO** Junior Professional Officer

**LGBTI** Lesbian, gay, bisexual, transgender and intersex

**MDB** Multilateral development bank

**MERCOSUR** *Mercado Común del Sur* (Common Market of the South)

**MINARE** *Marco Integral Nacional de Atención y Respuesta a los Refugiados en Costa Rica* (Comprehensive National Response and Assistance Framework for Refugees in Costa Rica)

**MIRPS** *Marco Integral Regional para la Protección y Soluciones* (Comprehensive Regional Protection and Solutions Framework)

**MoU** Memorandum of understanding

**MYMP** Multi-year, multi-partner (for UNHCR)

**MSB** Swedish Civil Contingencies Agency

**NCA** North of Central America

**NFIs** Non-food items

**NGO** Non-governmental organization

**NRC** Norwegian Refugee Council

**OAS** Organization of American States

**OAU** Organization of African Unity

**OCHA** Office for the Coordination of Humanitarian Affairs (UN)

**OECD** Organization for Economic Cooperation and Development

**OHCHR** Office of the High Commissioner for Human Rights (UN)

**OSCE** Organization for Security and Cooperation in Europe

**PAHO/WHO** Pan American Health Organization/World Health Organization

**PDD** Platform on Disaster Displacement

**PRIMES** Population Registration and Identity Management Ecosystem (for UNHCR)

**QAI** Quality Assurance Initiative

**QIEE** Quality Initiative in Eastern Europe

**RAIS** Refugee Assistance Information System (for UNHCR)

**RBM** Results-based management (for UNHCR)

**REMIS** Refugee Education Management Information System (for UNHCR)

**RMRP** Refugee Migrant Response Plan

**RRP** Refugee Response Plan

**RRRP** Regional Refugee Response Plan

**RSD** Refugee status determination

**SDC** Swiss Agency for Development and Cooperation

**SDG** Sustainable Development Goal(s)

**SGBV** Sexual and gender-based violence

**SIDA** Swedish International Development Cooperation Agency

**SSAR** Solutions strategy for Afghan refugees

**THW** *Technisches Hilfswerk* (German Federal Agency for Technical Relief)

**UN** Women United Nations Entity for Gender Equality and the Empowerment of Women

**UNAIDS** Joint United Nations Programme on HIV/AIDS

**UNCDF** United Nations Capital Development Fund

**UNDAF** United Nations Development Assistance Framework

**UNDG** United Nations Development Group

**UNDP** United Nations Development Programme

**UNEP** United Nations Environment Programme

**UNESCO** United Nations Educational, Scientific and Cultural Organization

**UNFCCC** United Nations Framework Convention on Climate Change

**UNFPA** United Nations Population Fund

**UN-Habitat** United Nations Human Settlements Programme

**UNICEF** United Nations Children's Fund

**UNITAR** United Nations Institute for Training and Research

**UNMAS** United Nations Mine Action Service

**UNODC** United Nations Office on Drugs and Crime

**UNOPS** United Nations Office for Project Services

**UNV** United Nations Volunteer(s)

**USAID** United States Agency for International Development

**WASH** Water, sanitation and hygiene (cluster)

**WBG** World Bank Group

**WFP** World Food Programme (UN)

**WHO** World Health Organization (UN)

# C R E D I T S

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**Cover photo:**

Luis and Magaly, a Venezuelan couple from Mérida, carry their daughter Izabella along a highway from the border city of Cúcuta. They are heading 450 kilometres south-west to the city of Tunja in the department of Boyacá, Colombia, where Luis has a job lined up in a mechanical workshop.

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