



UNHCR
The UN Refugee Agency

GLOBAL APPEAL

2018-2019



FINANCIAL | OPERATIONAL | STATISTICAL

GLOBAL
APPEAL
2018-2019

GLOBAL APPEAL 2018-2019

UNHCR's Global Appeal provides information for governments, private donors, partners and other readers interested in the organization's priorities and budgeted activities for 2018-2019. It is presented in two ways: through this print publication and on the Global Focus website.



The Global Appeal 2018-2019 print publication presents the financial resources that will be required in 2018 (and indicative amounts for 2019) for UNHCR's programmes 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 the organization and its partners in attempting to respond to multiple life-threatening crises and ever-growing humanitarian needs.

- Global overview: UNHCR's requirements in 2018-2019
- Regional summaries
- Thematic information
- Statistics and financial data



The Global Focus website (<http://reporting.unhcr.org>) is UNHCR's main operational reporting platform for donors. The website provides regularly updated information about programmes, operations, financial requirements, funding levels and donor contributions.

- Population statistics on people of concern to UNHCR
- Operational information on more than 70 countries and 16 subregions
- Thematic data on key operational themes and objectives
- Financial information including budgetary requirements, contributions and donor profiles of governmental and private donors

UNHCR IN 2018

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. To date (December 2017), 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 (101 member States as of October 2017) 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. To date (October 2017), 89 States are parties to the 1954 Convention relating to the Status of Stateless Persons and 70 to the 1961 Convention on the Reduction of Statelessness.

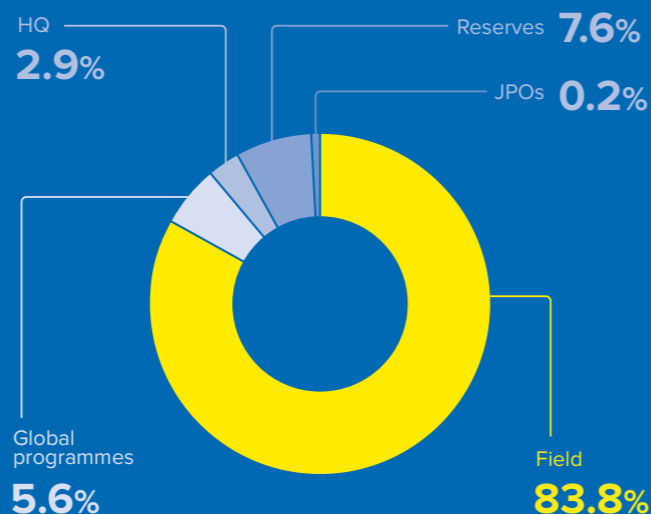
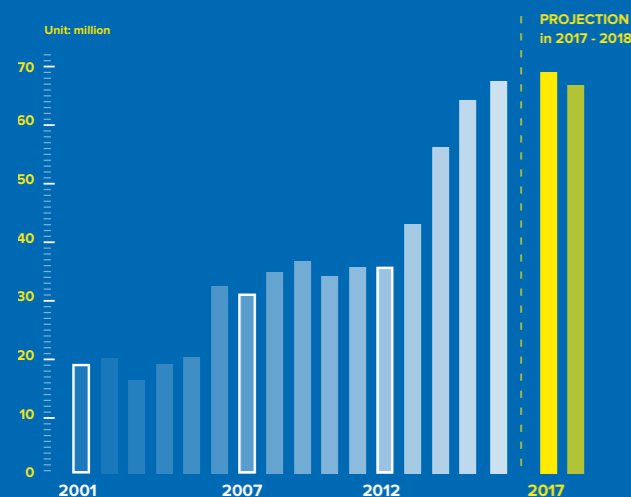
The Office seeks to reduce situations of forced displacement by encouraging States and other institutions to create conditions which are conducive to the protection of human rights and the peaceful resolution of disputes. In all of its activities, it pays particular attention to the needs of children 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, international and non-governmental organizations. It is committed to the principle of participation, believing that refugees and others who benefit from the organization's activities should be consulted over decisions which affect their lives.

UNHCR Global presence (2018 projection)

11,621 staff members* in 468 locations, 130 countries where UNHCR is present

67.7 million people of concern

\$7.508 billion global budget



* All posts excluding JPOs and UNVs (source: A/AC.96/1169 - UNHCR Biennial programme budget 2018-2019).

Key figures

In 2018, the requirements for programmed activities* stand at \$6.929 billion. The percentage breakdown by Pillar is presented below.

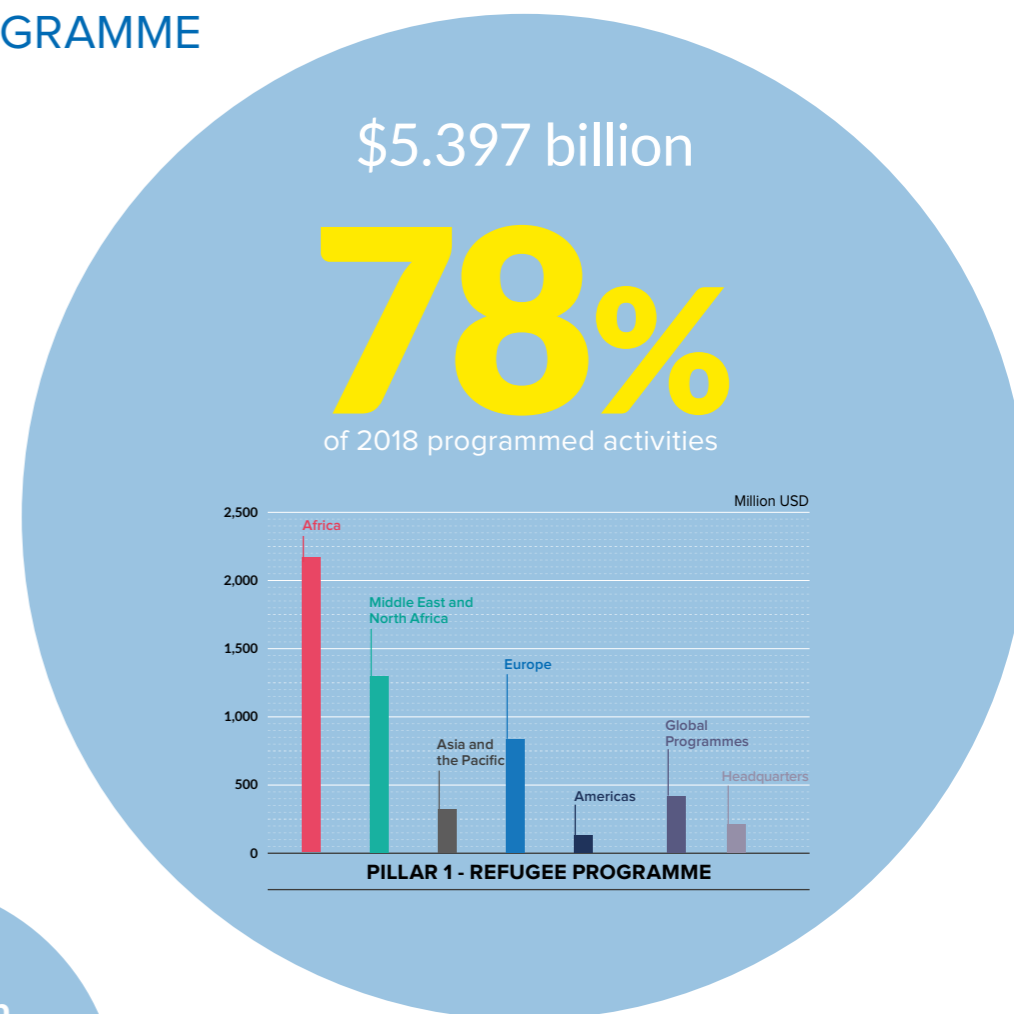
REFUGEE PROGRAMME

More than half of all refugees come from three countries

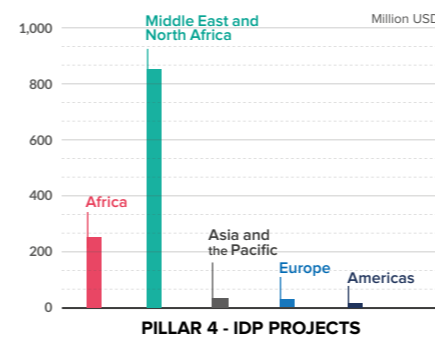
- Syrian Arab Republic**
5.5 million people
- Afghanistan**
2.5 million people
- South Sudan**
1.4 million people

Major refugee hosting countries

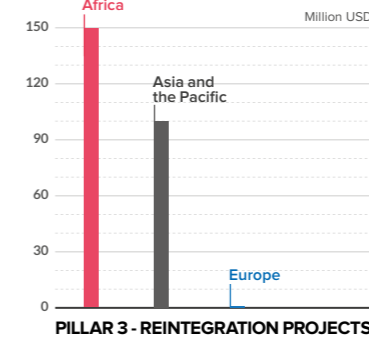
Country	number of refugees**
Turkey	2.9 million
Pakistan	1.4 million
Lebanon	1 million
Islamic Republic of Iran	979,400
Uganda	940,800
Ethiopia	791,600



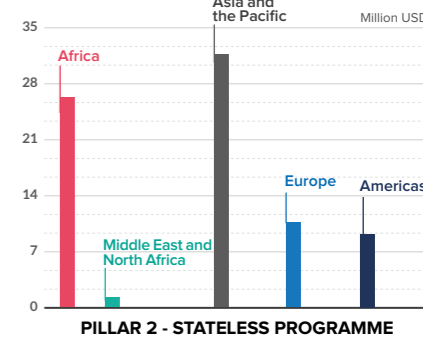
IDP PROJECTS



REINTEGRATION PROJECTS



STATELESS PROGRAMME



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

** By the end of 2016.

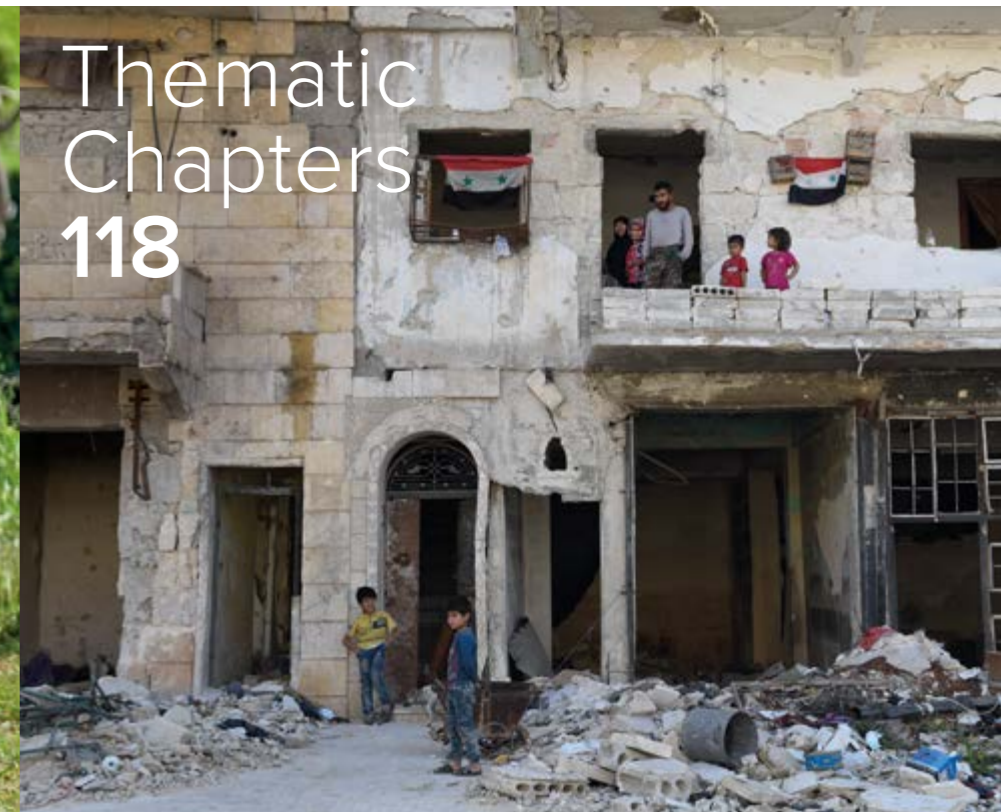
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Matching commitments with action

Rohingya refugees congregate in a central space where aid distributions take place at Kutupalong refugee camp in Bangladesh.

As we issue this Global Appeal, thousands of people are fleeing their homes every day in search of safety—in the Central African Republic, the Democratic Republic of the Congo, Iraq, Myanmar, the Syrian Arab Republic (Syria), and elsewhere. Refugees are crossing borders, arriving in remote rural communities, or in sprawling cities affected by urban poverty. Others are uprooted within their own countries, forced from their homes by major security operations or armed clashes, caught up in the midst of conflict, often without the option of making their way to safety abroad.

In 2017, more than 600,000 people crossed from Myanmar to Bangladesh in the space of just a few short weeks, the most rapid outflow since the massive refugee emergencies of the 1990s. Other major crises show no sign of abating, as in Yemen, where two-thirds of the population is in need of humanitarian assistance, and South Sudan, where one in four people is displaced, and refugee outflows continue.

Some protracted crises are now decades old. Conflicts in Afghanistan and Somalia continue to uproot hundreds of thousands

of people, leaving millions stranded in exile, and propelling an entire generation of young people across deserts and seas, exposed to terrible risks. At the same time, some refugees and internally displaced people are returning home to those countries, and need support.

For many refugees, the search for safety and protection has become more dangerous. People fleeing gang violence in northern Central America—the majority of whom are women and children—face appalling risks on their journeys in search of refuge. Along the central Mediterranean route to Europe, stretching from sub-Saharan Africa through Libya to Italy, refugees and migrants are exposed to life-threatening violence and exploitation, detention and torture.

At the same time, in certain situations important new dynamics are emerging, with potentially significant consequences. In Syria, large-scale internal displacement has continued in 2017, but in parallel, space is opening up that has allowed some IDPs, and a much smaller number of refugees, to return home, often in less than optimal conditions and to circumstances of stark devastation. Signs of resilience are nonetheless emerging, and must be nurtured, especially if there is progress on de-escalation. At the same time, sustaining protection in neighbouring host countries, and avoiding pressure for premature return, will be critical during the complex period ahead. In the Lake Chad region, greater stability is emerging, but return must be

managed carefully to ensure that it is fully voluntary and sustainable. Iraq too, is entering a complicated new phase, in which grave protection challenges must be overcome and deep divisions addressed, if conflict and displacement are to be progressively resolved.

The same weaknesses in international cooperation that allow crises to emerge and gather force, triggering refugee flows, have also eroded protection for those forced to flee. Certain States—often those least impacted by refugee arrivals—have closed borders, restricting access to asylum and deterring entry. But many refugee-hosting States, particularly those neighbouring conflict zones, keep their borders open and generously host thousands—sometimes millions—of refugees. Across the world, we also see humanity, generosity, resilience, welcome, patience, determination, and understanding, reminding us that extending protection to those in search of refuge is an age-old value, as well as a universal, binding legal obligation.

Bringing the New York Declaration to life

With the adoption of the New York Declaration on Refugees and Migrants in September 2016, States agreed to address and resolve refugee flows through a new model—the Comprehensive Refugee Response Framework (CRRF)—that places the rights, interests and potential of refugees and of their hosts at the heart of a



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multi-dimensional response, encompassing, but extending beyond, humanitarian action. The Declaration resonates throughout this Appeal as the foundation of a new approach. In concrete terms, this process should result in more predictable support to host countries and communities, enhanced self-reliance for refugees, more resettlement places and other legal pathways to protection and solutions, and

greater engagement in solving conflicts and addressing root causes - so that voluntary repatriation becomes a real and sustainable option. All these elements must be worked on together, with equal determination.

Now, we must match commitments with action.

South Sudanese refugees and members of the Sudanese host community welcome the High Commissioner to Al-Nimir camp in Sudan's East Darfur State.

The countries and communities in the developing world that receive and host the majority of the world's refugees are the mainstays of the international protection regime. Many of these States are now pursuing important policies that foster refugee inclusion and self-reliance, but their hospitality must be shored up through sustained international support, and a genuine assumption of shared responsibility. The CRRF—which is now being applied in twelve countries and two situations, and will be progressively rolled out in all large-scale refugee situations, as described in more detail in this Global Appeal—provides a framework for realising this in practice.

Experience in applying the CRRF, together with lessons learned and ideas generated from experience in other refugee situations, will inform the development of the global compact on refugees, which I will propose as part of my annual report to the General Assembly in 2018, based on consultations with Member States and other relevant stakeholders.

UNHCR is also contributing to parallel efforts to develop a global compact for safe, orderly and regular migration. A strong compact there will have a positive impact on the human rights of both refugees and migrants.

Strengthening traditional and building new partnerships

As the vision of the New York Declaration takes root, and the global compact on refugees is crafted and applied, UNHCR's own role, and our engagement with partners, will also progressively change. The new framework presents important opportunities for a more comprehensive and strategic approach to partnerships—one in which UNHCR acts as a catalyst to engage a broad range of entities—including with regional bodies, NGOs, faith-based organisations, sports entities, the private sector and other parts of civil society. We need to develop and strengthen partnerships that cross thematic divides, including ones that effectively and sustainably bridge the gap between humanitarian and development action.

This is a key area in which we are already seeing demonstrable change. Development action and financing are central to the new Comprehensive Response model—to enhance policy dialogue, to expand service delivery, and boost economic opportunities for refugees and host communities. The evidence is ever stronger that, properly supported by policy instruments and development investments, the socio-economic inclusion of refugees benefits both them and their hosts, and is in line with the 2030 Agenda for Sustainable Development.

As this Global Appeal describes, we are pursuing a transformative partnership with the World Bank and developing fruitful partnerships with other development partners, including multilateral and regional development banks, and other development partners.

In line with its vision for strong private sector and civil society involvement, we are also stepping up our engagement with the corporate sector, philanthropists, sports and other foundations. The engagement of private sector individuals and entities plays an important role in helping us innovate, fostering positive attitudes, and sometimes,

influencing policy. They are often also important donors, and we are also now boosting our efforts to raise \$1 billion from the private sector annually by 2026.

The global compact should provide a platform through which we can inform, mobilize and engage a wider range of entities and sectors of society than in the past, as well as reinforcing existing partnerships—with the overarching objective of strengthening protection. These should invest in the future by strengthening the resilience of both refugees and hosting communities, and by expanding access to resettlement and complementary pathways, and other solutions.

There is much, then, to be hopeful about. As we work towards the global compact, the Secretary-General's peace and security reforms are also taking shape, embedding conflict prevention and mitigation, and efforts to sustain peace, as the core task of the United Nations. Together with the envisaged reform of the United Nations Development System, these echo the comprehensive, multi-dimensional approach embodied in the New York Declaration.

Looking forward to 2018 and 2019

In January 2017, we issued UNHCR's Strategic Directions, setting out clear orientations for our work until 2021, and areas of investment needed to pursue them, aligned with the vision of the New York Declaration. Their elements—the core directions of protect, respond, include, empower and solve—will guide our work in the coming years.

We are now in a highly fluid situation, as international cooperation wanes and fragmented, state-by-state responses to refugee flows emerge, often driven by short-term political agendas. In this context, the New York Declaration's resounding reaffirmation of protection—as a binding obligation, reflecting core principles and shared values—was critical. As we work to build a comprehensive response to refugee flows, and UNHCR's own role shifts to reflect a more catalytic orientation, it will nonetheless be critical that the space is preserved for UNHCR's distinct mandate for international protection and solutions to be fully exercised, including through robust operational engagement and the provision of cash, services and material assistance where needed. Providing protection and hope for the future—if properly managed—adds and enriches, and I trust that in the pages of this Global Appeal you will find evidence of individuals and communities whose lives have been made fuller by giving refugees a new start. Amidst the turbulence of so many challenges to the international protection regime, the best way to steer the course is to stick to the core—the essence of protection—and remind ourselves of why it was created in the first place, and learn how to customize it in today's world.

Continued investment in our emergency response capacities is another important focus. Humanitarian assistance must be sustained even as development action and other forms of support are progressively intensified, if we are to respond to the compelling needs arising from new waves of crisis and displacement. As we have seen in Bangladesh, we must protect and respond where the needs are, providing life-saving protection and support, supporting national authorities, local people and organizations as the first and primary responders to emergencies.

Taking a holistic approach that encompasses the entire continuum of forced displacement, we are also striving to enhance our engagement with the world's 40 million internally displaced people, and to make it more predictable, including by implementing the recommendations of an operational review completed in 2017. The 20th anniversary of the Guiding Principles on Internal Displacement in 2018 and the 10th anniversary of the Kampala Convention in 2019 will present opportunities to galvanize support to States to enshrine the Principles in law, policy, and action.

We will also maintain and step up our investment in pursuing solutions—including identifying and leveraging possibilities for voluntary repatriation, where they are sustainable and can be achieved in safety and dignity. With regards to resettlement, we will work with States to try to develop ways of redressing the drop in the number of places available that has occurred in 2017, and to widen the range and type of other legal pathways to third countries. We will also continue to work with States on our campaign to end statelessness by 2024. A significant milestone will be reached in 2019—the mid-point of the

#IBelong Campaign. UNHCR will convene a high-level event to take stock of progress, showcase achievements, generate new pledges to address statelessness, and provide strong momentum for the campaign's second half.

UNHCR continues to benefit from strong donor support, for which I am deeply grateful. In 2016 we received our highest ever level of voluntary contributions. However as 2017 draws to a close, we estimate that the funds received will be slightly lower than last year, despite increased requirements, and that almost 50 per cent of needs will be left unmet. Too many urgent operations, such as those in Afghanistan, in Burundi, in the Central African Republic, in the Democratic Republic of the Congo, and in South Sudan are underfunded, as are the major refugee crises in Iraq, Syria and Yemen. I appeal to Member States and other donors to sustain and increase support through flexible funding and early contributions that avoid uncertainty and enable us to use funds where the needs are greatest.

Working towards a shared understanding

This Global Appeal presents a sober picture of the immense challenges we will face in 2018 and 2019. This is important. Aspirations are not enough. We have to be realistic, and constantly take stock of where we are making progress, and where we are falling short.

As we prepare for a new year, I remain encouraged that in the New York Declaration and the broader momentum it has generated, a shared understanding has emerged that by working together, and by placing the rights, interests and perspectives of displaced and stateless persons at the centre of our efforts, we can find solutions to forced displacement that are in everybody's interest.

We must not underestimate the task ahead. Despite the promise of the New York Declaration, the collective efforts it has spurred around comprehensive responses in a number of countries and regions, and the extraordinary generosity of many host countries, 2017 brought many protection challenges and a shrinking of space for solutions in certain respects.

The seeds for change have been planted, but the shoots beginning to emerge must be nourished. The New York Declaration was an exceptional expression of political will at the highest level, but this must be sustained and made concrete—through political engagement, funding, technical support, and concrete acts in support of refugees and host countries—including in the major crises that are currently unfolding. We have a collective responsibility to strengthen our response to refugee movements with a new sense of urgency, and redouble our efforts to address their causes.

I thank you all for your confidence in UNHCR.

Exploring new approaches and expanding partnerships

Congolese refugee Janine and fellow members of Oruchinga's fish farm collective feed tilapia with pellets at a fish farm jointly run by refugees and locals on Lake Rwamunga, western Uganda. In Uganda, refugees have the right to work but often do not have the money to set up their own businesses. Village savings and loan associations like Oruchinga's fish farming collective have multiplied in the country over the last decade with the help of capital investment from UNHCR. These associations provide loans and a way of saving for vulnerable communities that do not have access to banks or financial services.

There are now more than 67 million people of concern to UNHCR around the world—refugees, stateless persons, returnees, and IDPs affected by conflict—a number which has doubled over the past two decades. The succession of new or worsening crises has caused an increase in displacement from about 1 in 160 people a decade ago to 1 in 113 today. Of those refugees under UNHCR's mandate, 84 per cent are residing in low- or middle-income countries, and a quarter of those are living in the world's least developed

countries. These historic levels of displacement have highlighted the need to revisit some of the traditional approaches to the provision of protection and assistance as well as the search for solutions.

The international community is increasingly recognizing that development and peacebuilding objectives cannot be fully achieved without addressing the challenges of forced displacement and statelessness. Through the 2030 Sustainable Development Agenda and in

support of the Secretary General's UN reform process, States have pledged to "leave no one behind," with the Grand Bargain (see *Glossary*) and "New Way of Working" seeking to cement the links between humanitarian and development action.

In the September 2016 New York Declaration on Refugees and Migrants, the Member States of the United Nations unanimously acknowledged that a stronger international response to refugee movements requires the engagement of a much broader range of actors and resources, the promotion of the social and economic empowerment of refugees, and early action to support the countries and communities that host them. It furthermore

"Development action and financing are central to the new model—to enhance policy dialogue, to expand service delivery, and boost economic opportunities for refugees and host communities. Together, these can build resilience and self-reliance and pave the way towards solutions over the mid and longer term."

—Filippo Grandi, the UN High Commissioner for Refugees, at the opening session of UNHCR's ExCom, 2 October 2017

sets out the elements of a Comprehensive Refugee Response Framework (CRRF, see *Glossary*) as a blueprint for international responses to large movements of refugees and protracted refugee situations, and paves the way for the adoption in 2018 of a global compact on refugees to ensure the effective implementation of the framework.

This chapter outlines the "how" of UNHCR's evolving approach to partnerships and complements the "what" as outlined respectively in the regional and thematic chapters in this Global Appeal. It sets out

UNHCR's overall approach to strengthen and diversify partnerships and how these will help better deliver assistance and protection to people of concern.

Deeper partnerships to support hosting countries and their communities

The New York Declaration recognized the importance of ensuring that humanitarian and development efforts are complementary and mutually supportive. This is an area in which UNHCR and some of its key partners—notably UNDP and the World Bank—have been working for a long time. Displacement policy has been evolving over the last 30 years, as has the role of

development actors in alleviating the effects of forced displacement. This saw the emergence in the 1980s of initiatives such as the International Conference on Assistance to Refugees in Africa, the International Conference on Central American Refugees, and the Cambodian Resettlement and Rehabilitation Programme. More recently, it has included initiatives at the country and regional level such as the Syria Crisis Regional Refugee and Resilience Plan (3RP) through to global initiatives such as the Transitions Solutions Initiative, and the Solutions Alliance.

The World Bank and UNHCR partnership

The World Bank's engagement with UNHCR on issues of forced displacement rests on an appreciation of the two organizations' respective humanitarian and development mandates and approaches. This appreciation underlies joint activities to bridge humanitarian and development gaps by including populations of concern to UNHCR in development planning, and the analysis of the mid- to long-term implications of displacement for host communities, including opportunities for socio-economic growth.

"At the World Bank Group, we believe the Comprehensive Refugee Response Framework is an opportunity for us to work together in new and critically more effective ways. For too long, forced displacement was considered a humanitarian concern, and not part of the development agenda. But we cannot achieve the Sustainable Development Goals without addressing the situation of refugees, especially when nearly 90 per cent live in the developing world."

—Statement by Mr. Jim Yong Kim, President of the World Bank, at the opening session of UNHCR's Executive Committee, 2 October 2017

The World Bank and other development actors are key to the provision of medium- to longer-term support to hosting communities, including in the form of opportunities for additional and more predictable financing for national governments and local authorities. The \$2 billion sub-window for refugees and host communities in the International Development Association's (IDA) eighteenth replenishment will provide critical support to low-income countries hosting large numbers of refugees which are also open to policy and legal reform to further the inclusion of refugees in local systems. For middle-income countries, the Global Concessional Financing Facility provides an affordable and sustainable means of meeting the medium- and long-term development costs associated with hosting large numbers of refugees through the provision of loans at concessional rates.

Furthermore, the World Bank and UNHCR are establishing a joint data centre on displacement that will improve statistics on refugees, other displaced people and host communities. The new centre will enable a better-informed and more sustainable response to forced displacement, underpinning a coordinated humanitarian-development approach. It will build on UNHCR's role as the reference institution for refugee data, bringing in the World Bank group's analytical expertise and its experience in helping national governments to improve statistical capacity.

The May 2016 World Humanitarian Summit emphasized the importance of bringing greater coherence, efficiency, transparency and accountability to the effort to protect people and find solutions to humanitarian crises. The most tangible outcome was the Grand Bargain, which included specific commitments by UNHCR to enhance management efficiencies, provide greater support to local and national responders, and strengthen the engagement between humanitarian and development actors. These commitments seek to ensure that protection remains at the centre of humanitarian action, that engagement in situations of internal displacement is more predictable, and that efforts are maintained to end statelessness. These commitments are only some of the areas that the High Commissioner underlined in the 2017-2021 Strategic Directions which will frame UNHCR's partnership approach.

UNHCR's partnership approach has at its heart clarity on protection principles, adherence to clear divisions of work that maximize expertise and mandates, and a commitment to getting coordination right from the start. The 2030 Agenda promise to "leave no one behind" provides compelling support for the inclusion of refugees, IDPs and stateless persons in regular development planning. UNHCR will continue to advocate for the inclusion of people of concern in national development plans and all other activities related to the Sustainable Development Goals, in close collaboration with partners at the global and country level. To achieve this, UNHCR is strengthening its cooperation with humanitarian and development actors, in particular, ILO, OECD, UNDP, UNICEF and the World Bank. Other development agencies, such as the European Commission's Directorate-General for

International Development Cooperation (DEVCO) and the Japan International Cooperation Agency (JICA), as well as the large bilateral development actors, are also increasing support to refugee-hosting countries so that they can further include refugees in national development plans and programmes.

In addition, stronger ties are being created with national organizations of all kinds, including humanitarian, development, human rights, faith-based and academic ones. UNHCR's Annual Consultations with NGOs will remain a leading forum worldwide for civil society to discuss questions related to forced displacement. Engaging with local and national partners, and in line with its Grand Bargain commitments, UNHCR will pursue its efforts to increasingly engage local and national partners in country operations. Illustrative of this, 20 per cent of the \$1.4 billion disbursed by UNHCR to more than 900 partners in 2016 was allocated to local and national partners for programmes providing protection and solutions to refugees and other people of concern. The Office aims to raise this to 25 per cent by 2020.

UNHCR will remain a principled, effective and inclusive responder to refugee situations. The Office will also use the various refugee, humanitarian or development plans—such as the Humanitarian Response Plan, the Refugee Response Plan (RRP) and the associated pooled funding mechanisms, or the UNDAFs—to quantify and qualify the needs in a given context, and to conduct advocacy. The Refugee Coordination Model (see *Glossary*) will remain a predictable and focused mechanism for rapid action that, in line with the New York

Working within the United Nations system

UNHCR has continued to participate in the deliberations on ways to strengthen humanitarian-development cooperation within the UNDG and the IASC. These have also explored how the renewed focus of the Secretary-General on the work of the United Nations on peace can be integrated in the humanitarian-development nexus. Over the next two years, UNHCR will maintain its close engagement with the Secretary-General's reform agenda through its participation in relevant discussions and bodies, such as the CEB, UNDG, and Executive Committees of the Secretary-General.

UNHCR's work on strengthening humanitarian-development cooperation on issues such as data collection and analysis, poverty measurement, and community-driven development models—all with the goal of increasing support to refugees and hosting countries and integrating people of concern into national development plans—are outlined in the subsequent regional and thematic chapters of this Global Appeal. Some examples of partnerships are highlighted below.

UNDP

In the past, UNDP and UNHCR were both leading members of the Transitional Solutions Initiative, from 2010, and the Solutions Alliance launched in 2014. These global initiatives aimed to test new approaches to durable solutions to displacement crises. The lessons learned from these experiences were key building blocks for the New York Declaration. The most important current regional and country level UNDP-UNHCR collaboration is the Syria crisis Regional Refugee Resilience Plan (3RP), launched in 2015, that frames the UN's response to the displacement in five countries within the context of the humanitarian-development nexus.

UNICEF

UNICEF and UNHCR are strengthening their partnership for a more coordinated and predictable response and to work towards the inclusion of people of concern in development plans and national services as well as continued joint actions to reduce statelessness. The two agencies will collaborate more closely in emergency preparedness through combined missions to support country operations, reinforce their cooperation in relation to cash-based interventions (see *Glossary*), social protection and insurance schemes together with ILO, WFP and WHO.

ILO

UNHCR and ILO updated their MoU in 2016—which aimed at expanding cooperation in the promotion of employment opportunities for refugees and other people of concern. In addition, the "Guiding Principles on the access of refugees and other forcibly displaced persons to the labour market", adopted by the ILO Governing Board in 2016, marked an important step towards establishing the foundation for improved self-reliance. In collaboration with ILO, UNHCR has drawn up a joint action plan on refugees' access to labour markets, rights at work and livelihoods, and will continue advocating for refugees' full enjoyment of the right to work in hosting countries.

WFP

UNHCR and WFP signed an addendum to their previous MoU to include the provision of cash assistance to refugees. The addendum provides a strong and predictable framework for collaboration and coordination in this regard. In addition, the two organizations are working on, and will issue, joint operational guidance on targeting assistance based on needs in 2018 to ensure that those most in need are targeted with appropriate assistance.

Declaration, will be used to seek comprehensive assistance for refugees and hosting communities. The Special Envoys and Regional Refugee Coordinators designated by the High Commissioner to address the regional protection and solution dimensions of a refugee crisis will have their support and roles strengthened.

A progressive approach to protection and solutions: multi-year, multi-partner pilots

UNHCR's decision to move towards multi-year and multi-partner (see *Glossary*) planning embodies the spirit of the New York Declaration and the CRRF (on which more below). It builds planning upon a longer-term vision and strategic objectives agreed with partners through an inclusive and consultative process, ensuring that all people of concern to UNHCR and their hosts are at the centre of planning and priority-setting in the areas where they live and focusing support on national systems, institutions and civil society. Longer-term strategies will also help to establish and strengthen important linkages between UNHCR's plans and those of development and peace-building actors, and focus support on the inclusion of people of concern in national services and systems, institutions and civil society.

In line with its Grand Bargain commitment, UNHCR field operations will have included multi-year perspectives to support the inclusion and comprehensive solutions for people of concern and will engage a wider range of partners, including development actors, to plan with a longer-term vision by 2020. That will also facilitate the full range of UNHCR's Strategic Directions as well as the implementation of the CRRF. It will enable the Office to be a more predictable

partner on longer-term and coordinated strategy development to improve protection and advance solutions for all populations of concern, as well as support hosting communities. UNHCR's results-based management system will incorporate this into its redesign, with the new results framework to be aligned with inter-agency frameworks.

Applying the Comprehensive Refugee Response Framework

The various initiatives outlined above, all of which align with the vision of greater resilience for refugees and host communities, and all of which are singularly or individually laudable, could not provide the range of comprehensive solutions to the needs of people of concern. Something else was needed, an operational framework and overarching methodological link to a renewed declaration of the principles underpinning the international protection regime.

The New York Declaration is that milestone, a reflection of a acknowledgement of global solidarity and refugee protection, containing a wide range of commitments and principles agreed to by all United Nations Member States. It further demonstrates that assisting and protecting refugees, and supporting host countries and communities, are shared international responsibilities that must be borne more equitably and predictably, and which require engagement from a much wider group of stakeholders: government authorities, UN and other international partners, international and regional financial institutions, development actors, NGOs, academia, business and civil society actors, host communities and refugees themselves.

The Declaration confirms that ensuring protection for refugees and securing solutions for people of concern to UNHCR requires predictable and coordinated responses, the reinforcement of national institutions and the strengthening the capacity and resilience of host, refugee and statelessness communities. Lasting systemic changes take time. By committing States to “a more equitable sharing of the burden and responsibility”, the Declaration serves as a basis for mobilizing a more effective—and more predictable—response to large movements of refugees, and protracted refugee situations.

To assist in realizing this vision, the New York Declaration established a new framework—the CRRF. This is a blueprint for responding throughout the whole life cycle of displacement, from large-scale movements of refugees, to protracted refugee situations, and to the achievement of durable solutions. It also presents the international community with an important opportunity to further consolidate and strengthen the international refugee protection regime through the application of the CRRF and the adoption of a global compact on refugees. It reiterates that the achievement of comprehensive solutions for refugees will require robust cooperation, commitment and a multi-year, multi-partner approach.

As a new approach, the CRRF charts a course for the mobilization of more effective and predictable responses to large movements of refugees from global preparedness, early response, to the inclusion in national societies and solutions. It builds on the policy initiatives such as the 2030 Agenda and the Grand Bargain. Applying a “whole-of-society” approach, it requires the engagement of a much broader range of actors, including

government authorities at national and district levels, international organizations, development actors, international financial institutions, the private sector, civil society, academia, as well as refugees and host communities themselves.

The express objectives of the CRRF are four-fold:

- Easing pressures on hosting countries.
- Building the self-reliance of refugees.
- Expanding access to resettlement in third countries as well as other complementary pathways.
- Supporting conditions that enable refugees voluntarily to return in their home countries in safety and dignity.

In support of these objectives, the CRRF identifies a range of measures to better:

- Ensure adequate reception and admission measures.
- Meet immediate and ongoing needs (such as protection, health, education).
- Provide assistance to national/local institutions and communities receiving refugees.
- Conceptualize the expansion of opportunities for durable solutions.

Member States called upon UNHCR to roll out and implement the CRRF in close coordination with relevant States and partners. To achieve this, the High Commissioner established a dedicated Task Team on Comprehensive Responses to facilitate the initial stage of this process in an expanding number of roll-out countries. As of September 2017, 12 countries are officially rolling out

the CRRF—Belize, Costa Rica, Djibouti, Ethiopia, Guatemala, Honduras, Kenya, Mexico, Panama, Somalia, Uganda and the United Republic of Tanzania. Regional approaches are being pursued for the Somali Refugee Situation, and for Central America and Mexico. The key achievements of these regional approaches thus far are the Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia adopted by Heads of State of the Intergovernmental Authority on Development (IGAD) in March 2017, and the Comprehensive Regional Protection and Solutions Framework adopted in Honduras in October 2017 (see *regional chapters*).

Host countries have demonstrated leadership in this multi-stakeholder response, by defining priorities for the roll-out of the CRRF, and building on existing coordination and funding structures. Some have already taken

significant steps to revise refugee laws and policies, such as Ethiopia, where refugees can have vital events such as births and marriages recorded in national registries, and Djibouti, where national education laws have been revised to take refugees into account.

Alongside authorities responsible for refugee matters, offices in charge of development planning, key line ministries and officials from refugee hosting districts are beginning to engage in short- and longer-term planning and programming that addresses the needs of refugee and host communities in an integrated manner. Regional approaches for the CRRF roll-out are shaped by national consultations and action plans, and benefit from the active steering of regional organizations, as demonstrated in Central America and Mexico as well as in the Somali refugee situation.

In addition, NGOs are very engaged allies in implementing the CRRF. In various roll-out countries, they are represented in the CRRF governance bodies—such as Secretariats or Steering Committees—working in a multi-stakeholder approach with development and humanitarian actors, line ministries and the private sector. NGO networks across the globe are coordinating and shaping the contribution of civil society to the implementation of the CRRF.

Moreover, NGOs are advocating at various levels including mobilizing and engaging grassroots organizations to ensure local voices and perspectives are heard and integrated, including those of refugees. NGOs are working to influence policies at global and regional level, mobilize public opinion and the media for enhanced support to refugees and host communities in the context of implementing the CRRF, and developing a global compact on refugees.

A key element of the operationalization of the CRRF is the mainstreaming of refugees into national development planning and the inclusion of refugees in national systems and services, such as for education, health and social protection. A growing body of evidence and experience suggests that, where possible, the inclusion of refugees in national and local systems and services (as opposed to the establishment of parallel structures) yields efficiency gains and leads to improved outcomes for refugees and host communities. Inclusion supports refugees to achieve their potential as individuals and as drivers of economic development, serves as the basis for strong relationships between refugees and host communities, and also lays the groundwork for durable solutions, including voluntary and sustainable return when conditions allow. The inclusion of Afghan

refugees in Iran's national health system, for example, demonstrates the potential of this approach, whilst also showing that a number of countries that are not officially rolling out the CRRF are already applying a CRRF approach. These include those countries affected by the Syria situation, through the 3RP, and the Islamic Republics of Afghanistan, Iran and Pakistan through the Solutions Strategy for Afghan Refugees (see *regional chapters*).

Refugee inclusion brings with it a range of challenges, however. It requires national and local systems to be strengthened and expanded so that they can cater to a larger and more diverse population with a range of specific needs. In order to strengthen and expand national and local systems, many hosting States require the support of the international community. Reliable support is required in financial terms, but also to support the coordination of inclusive policies, to provide technical advice and to build the capacity of relevant actors.

As part of the roll-out of the CRRF in 2018, UNHCR will build on and consolidate initial progress achieved in 2017. Particular emphasis will be placed on:

- Supporting governments and partners in scaling-up short- and longer-term programming in line with CRRF work plans.
- Advancing practical steps towards including refugees in national plans and response strategies across thematic sectors, including continued policy guidance.



A volunteer gives technical advice in the computing room at La 72 migrant shelter in Tenosique, Mexico.

Mexican shelter provides safe space for Central Americans

At a shelter near the Guatemalan border, a Mexican friar provides protection and humanitarian assistance to people fleeing violence, extortion and forced recruitment by gangs in the north of Central America.

Tomás González Castillo, a member of the Christian religious order of Franciscans, opened the La 72 shelter in the town of Tenosique in 2011 and since then it has welcomed more than 50,000 people, including single mothers, minors and a growing number of families, as well as lesbian, gay, bisexual, transgender and intersex people, collectively known as LGBTI, from the north of Central America.

In the past two years, shelters in Mexico have seen the demand for their services nearly double as the number of people in need of protection continues to grow. The shelters, often run by civil society or church groups, have also received more than 1,500 asylum-seekers released from migration detention centres in a programme that began in 2016.

The network of safe spaces in Central America and Mexico is one of the examples of good practice in robust reception for people on the move for protection reasons.

- Accelerating resource mobilization in line with humanitarian and development needs observed.
- Collating and analyzing best practices and lessons learned in preparation for the global compact on refugees (see below).

The engagement with a wide range of actors in a comprehensive response will enable UNHCR to further increase emphasis on its protection and solutions mandate, including emergency response, strengthening asylum systems, and expanding resettlement and complementary pathways for admission (see *thematic chapters*) while continuing to pursue innovative approaches and improved data systems and analytics to inform comprehensive solutions.

This new paradigm presented by the CRRF, and the work towards developing the global compact, offers significant opportunities for more comprehensive and longer-term strategic planning for protection and solutions for people of concern. UNHCR's decision to move towards multi-year and multi-partner planning derives from the need for longer-term and coordinated strategy development in order to improve outcomes for all populations as well as local communities. Multi-year and multi-partner strategies will be, essentially, UNHCR's process for planning and programming its contributions to CRRF.

Towards a global compact on refugees

In the New York Declaration, the High Commissioner was asked to propose, in 2018, a global compact on refugees. This global compact will build upon the commitments made in the Declaration, to

underpin the CRRF and to strengthen predictable responses to large movements of refugees and protracted refugee situations. It will not contain new standards.

The global compact will be, in essence, a global agreement on comprehensive refugee responses. It will be based on the CRRF and facilitate its implementation by building a platform of cooperation that enables a more equitable and predictable sharing of the burden of and responsibility for the world's refugees.

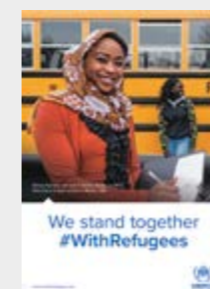
The CRRF and the development of a global compact on refugees are expected to have a transformative effect across the entire spectrum of UNHCR's activities as it works with partners to bring a more comprehensive and longer-term strategic focus to the provision of protection and the search for durable solutions.

To develop a global compact that can receive broad consensus, UNHCR has set out a "roadmap" for its development. In 2017, UNHCR hosted a series of "thematic discussions" to elicit proposals and to engage in a process of stocktaking of good practices and lessons learned during the CRRF roll-out and in other historical and current refugee situations. These will contribute to the drafting of the global compact, which UNHCR will circulate in early 2018 in advance of a series of formal consultations. Following the consultations, the High Commissioner will propose the text of the global compact in his annual report to the General Assembly of the United Nations and it will be considered in conjunction with the annual resolution on the work of the Office (known as the "omnibus" resolution).

Engaging with the public: We stand together #WithRefugees

In 2018, UNHCR's #WithRefugees Campaign will continue to channel global public solidarity for forcibly displaced people. To quantify this solidarity, the Campaign uses a global petition as its call to action. With over 1.5 million signatures, the #WithRefugees petition shows government leaders who will be asked to adopt the global compact on refugees that there is a strong constituency of citizens around the world who support its principles. It specifically asks that every refugee child have an education; every refugee family has somewhere safe to live; and that every refugee can work or learn new skills to support their families.

Launched in 2016, the two-year campaign recounts positive stories of communities which are welcoming refugees—and brings to life the stories of refugees to show how they bring value to their adopted communities. By accentuating the positive, UNHCR aims to counter the negative narrative about refugees and supports the United Nations' TOGETHER initiative called for in the New York Declaration.



The campaign has also mobilized a diverse group of organizations under the umbrella of the #WithRefugees coalition to help amplify the refugee solidarity message to new and larger audiences. The ever-growing #WithRefugees coalition of more than 280 universities, companies, foundations, faith-based organizations, youth groups, and NGOs is working together with the common goal of improving opportunities and assistance for families on the move. Influential in their own right, each coalition member supports the #WithRefugees Campaign by mobilizing its own network. The Campaign also features a "solidarity map" which tracks big and small efforts to welcome refugees worldwide.

UNHCR's #WithRefugees Campaign is a vital tool for building public empathy and activating broader support for refugee and displaced families. In 2018, its goodwill ambassadors and high-profile supporters will continue playing a vital role in amplifying the #WithRefugees Campaign. In addition to generating key support for the Campaign, they support UNHCR's work more broadly through their focus on building engagement, telling the human story behind the numbers, and amplifying particular issues and partnerships. Often invited to participate in events and campaigns by UNHCR offices, by partners, and by governments, they are able to leverage the Office's advocacy, awareness, and fundraising goals. Given some of UNHCR's supporters were themselves refugees, they bring not only this deeply personal perspective to their work, but offer a trusted voice to speak on refugee issues.

The Special Envoy

Angelina Jolie will continue representing UNHCR and the High Commissioner in her role as Special Envoy. She will undertake advocacy and help to contribute to the vital process of finding solutions for people forced to flee their homes, and will lend her support to UNHCR in this important year of work towards the global compact. During a visit to Geneva earlier in the year, she met with the High Commissioner to renew her agreement as UNHCR Special Envoy. Speaking to hundreds of UNHCR colleagues assembled in the atrium, she reaffirmed her commitment to refugees worldwide, stating: “I am with you for life.”

In the years she has worked with the organization, the Special Envoy has observed the number of 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 67 million from 22 million, presenting a challenge to the world and in particular for UNHCR. Speaking to these challenges, the Special Envoy told her colleagues: “I hope I represent you as best I can in all your work, and that I will continue to.” During her Geneva visit, the Envoy also delivered the annual lecture for the Sergio Vieira de Mello Foundation, which honours

the memory and work of the former UNHCR staff member and diplomat.

Spending time in the field with refugees has and always will remain a priority for the Special Envoy, who regularly travels the world on behalf of the organization. In June, she marked World Refugee Day in Kenya, her third visit to the country since assuming her functions with UNHCR in 2001. The visit focused on the hardships faced by adolescent refugee girls who fled extreme violence or persecution in Burundi, the Democratic Republic of the Congo, Rwanda, Somalia, and South Sudan, almost all of whom had suffered sexual and gender-based violence and who had been robbed of their childhoods. After hearing about their personal stories and their lives today, the Special Envoy acknowledged their bravery and resilience.



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“Over half of all refugees and displaced people worldwide are women and children. How we treat them is a measure of our humanity as nations. On World Refugee Day, my only ask is that people consider the pain and suffering of young girls like these. Not only have they had to flee extreme violence or persecution, lost everything and witnessed the death of family members, but they have also had to face so much abuse and intolerance and hardship. They are doing their best to carry on, with minimal support, trying to live lives in dignity against impossible odds.”

—Angelina Jolie, UNHCR Special Envoy

Angelina Jolie meets vulnerable women on World Refugee Day, in Nairobi, Kenya. UNHCR's Special Envoy comforts a 16-year-old Congolese refugee and her baby at the Heshima Kenya project in Nairobi.

GLOBAL STRATEGIC PRIORITIES 2018-2019

UNHCR's Global Strategic Priorities (GSPs) for the 2018 and 2019 biennium represent important areas in which the Office is making targeted efforts in strengthening protection, improving the well-being of refugees and other people of concern to UNHCR, and seeking solutions. The operational GSPs reflect key priorities shared by UNHCR's offices worldwide and also support the objectives set out in the Comprehensive Refugee Response Framework (see *Glossary*). They guide the development and implementation of country level plans undertaken by field operations together with partners and national authorities.

The set of operational GSPs for 2018-2019 are identical to those of the previous biennium (2016-2017). Not only does this ensure 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.

The set of support and management GSPs for 2018-2019 provide direction to the work of those at the agency's headquarters and regional offices engaged in policy development, operational support, and oversight. Improvements have been made to this set to reflect the way UNHCR is implementing the

vision of its Strategic Directions. The improvements also allow for better alignment with UNHCR's support of the Sustainable Development Goals (SDGs) covered by the 2030 Agenda for Sustainable Development, and the outcomes of the 2016 World Humanitarian Summit, in particular the Grand Bargain (see *Glossary*).

PLANNING AND TRACKING

Staff in UNHCR's operations around the world work with those in partner organizations and other key stakeholders to review and decide which GSPs are most relevant to their context and will contribute to improving the situation of refugees and other people of concern. They also consider how the SDGs' commitment to "leaving no one behind" may help foster new approaches and partnerships to improve progress with people of concern to UNHCR. Together, they agree on the most appropriate operational activities as well as ways to implement and monitor their impact on the GSPs.



At UNHCR's Headquarters, colleagues responsible for overseeing the various areas of the GSPs closely track progress achieved by field operations, and support and advise them when needed. They also assess and provide an aggregated report on the overall performance achieved by the organization against the global engagement levels, presented in the matrix that follows.

CHALLENGES

The overall needs in most countries where UNHCR is present largely exceed the resources available, making it a recurring challenge for operations in how to prioritize interventions that are often of equal importance. Discussions in specific countries, involving partners and people of concern to UNHCR, help determine priorities, taking into account how critical a situation is, the likelihood of a programme

being successful, and the cost efficiency of a particular project or activity. Operations also actively engage with governments on some of the GSP areas where their active support is essential in achieving progress.


OPERATIONAL GSPs

	IMPACT INDICATOR	ENGAGEMENT
FAVOURABLE PROTECTION ENVIRONMENT		
 1. 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 80 countries so as to be consistent with international standards concerning refugees and asylum-seekers. Seek improvements to national law and policy in 17 countries, so as to be consistent with international standards concerning IDPs. Seek improvements in citizenship laws in 40 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 14 situations.
FAIR PROTECTION PROCESS AND DOCUMENTATION		
 2. 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 53 situations. Seek to maintain or increase levels of individual registration in 96 refugee situations.









OPERATIONAL GSPs


	IMPACT INDICATOR	ENGAGEMENT
SECURITY FROM VIOLENCE AND EXPLOITATION		
 3. Reducing protection risks faced by people of concern, in particular, discrimination, SGBV and specific risks faced by children	<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 95 refugee operations, 10 situations where UNHCR is operationally involved with IDPs, and 3 returnee situations.</p> <p>Seek improved community involvement in SGBV prevention and protection of survivors in 58 refugee situations, 8 situations where UNHCR is operationally involved with IDPs, and 4 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 74 refugee situations.</p> <p>Seek to increase the non-discriminatory access to national child protection and social services in 37 refugee situations, 4 situations where UNHCR is operationally involved with IDPs, and 3 returnee situations.</p>

BASIC NEEDS AND SERVICES

 4. Reducing mortality, morbidity and malnutrition through multi-sectoral interventions	<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 36 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 44 situations where refugees live in camps or settlements.</p>
 5. Meeting international standards in relation to shelter, domestic energy, water, sanitation and hygiene	<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 48 refugee situations, 15 situations where UNHCR is operationally involved with IDPs, and 7 returnee situations.</p> <p>Seek to maintain or increase the level of water supply in 46 refugee situations.</p>

	IMPACT INDICATOR	ENGAGEMENT
COMMUNITY EMPOWERMENT AND SELF-RELIANCE		
 6. Promoting active participation in decision-making of people of concern and building coexistence with hosting communities	<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 54 refugee situations and 4 situations where UNHCR is operationally involved with IDPs.</p> <p>Seek improvements in relations between people of concern and local communities in 65 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 38 operations.</p>
 7. Promoting human potential through increased opportunities for quality education and livelihoods support	<p>% of primary school-aged children enrolled in primary education</p>	<p>Seek improved enrolment rate of primary school-aged children in 95 refugee situations.</p>

DURABLE SOLUTIONS

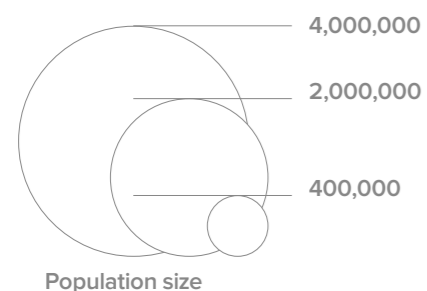
 8. Expanding opportunities for durable solutions for people of concern, particularly those in protracted situations, including by strengthening the use of comprehensive approaches and contributing to sustainable reintegration, local settlement and successful resettlement in third countries	<p>Extent 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 40 situations where conditions permit.</p> <p>Support returnees in 11 situations to reintegrate in a sustainable manner, with the same access to rights as other citizens.</p> <p>Support local integration in 42 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 74 situations.</p>
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SUPPORT AND MANAGEMENT GSPs

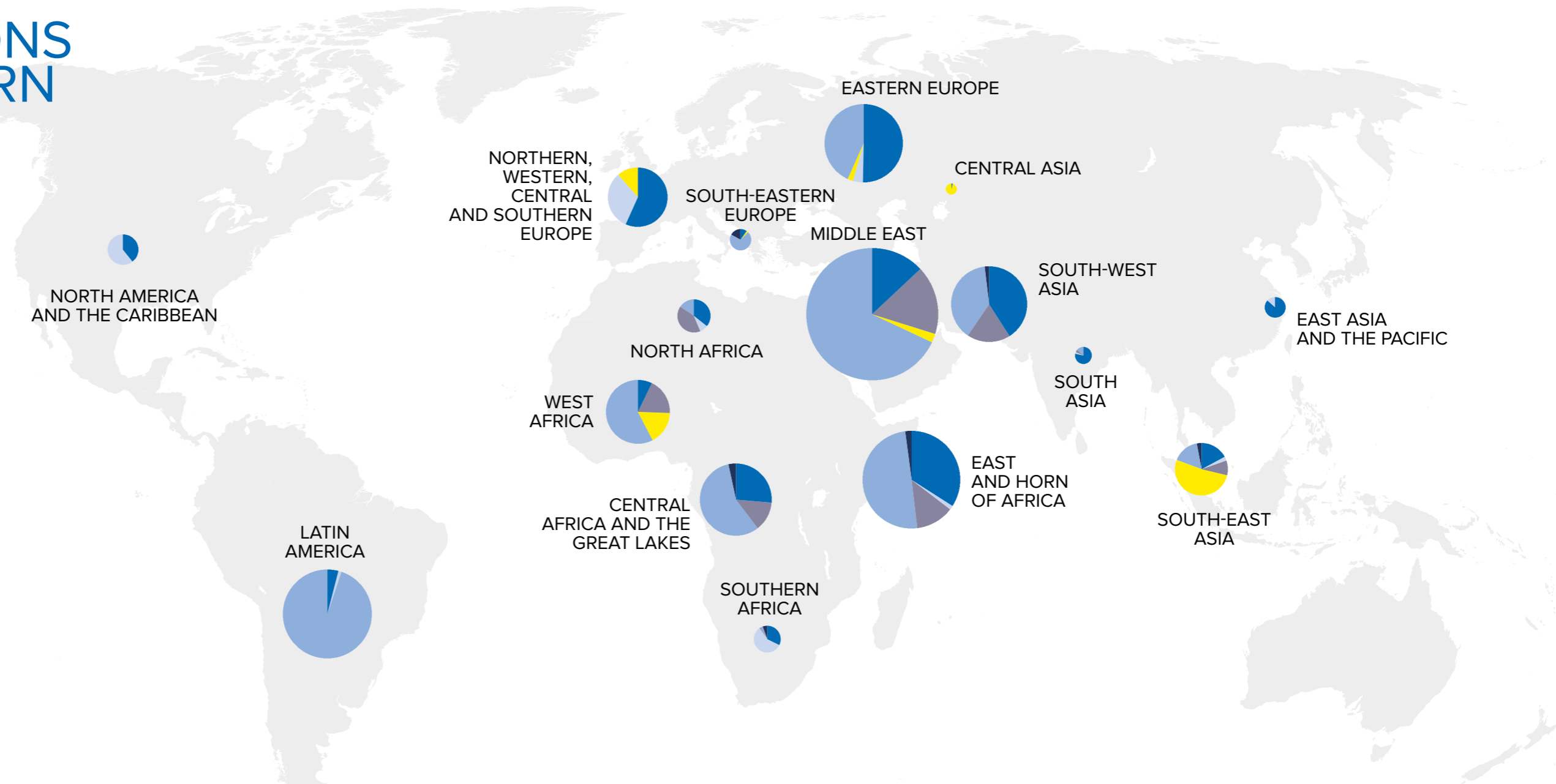
INDICATOR	
<p>1. UNHCR's programmes are carried out in an environment of sound financial accountability and adequate oversight</p>	<ul style="list-style-type: none"> Financial management and reporting are strengthened at UNHCR Headquarters and in the field through streamlined and enhanced systems, with effective guidance on financial controls provided and applied. 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. CBIs are supported by a robust financial control framework and business processes that are embedded in the delivery system. 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.
<p>2. 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"> Global protection and solutions capacity and response are strengthened through direct operational support, enhanced monitoring and partnerships. The promotion of gender equality is enhanced and accountability to people of concern is reinforced at global and operational levels.
<p>3. 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"> 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. 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.
<p>4. 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"> 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. 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. Data and information management approaches, including storing and sharing of personal data, respect protection practices and privacy concerns.
<p>5. 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"> Effective coordination and leadership is established for refugee responses and for UNHCR-led clusters at the global and operational levels. UNHCR provides protection expertise and analysis to guide and inform joint humanitarian action.
<p>6. 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"> 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. UNHCR's RBM systems support collaborative and evidence-based planning and monitoring.

INDICATOR	
<p>7. 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"> UNHCR is equipped with the relevant systems, tools, skills and processes to implement and scale-up CBI programmes in an accountable manner. UNHCR pursues the objective of common cash transfer arrangements with partners, in line with UNHCR's CBI policy and strategy.
<p>8. UNHCR strengthens emergency preparedness, maintains and builds capacity to mobilize rapidly and effectively in response to emergencies</p>	<ul style="list-style-type: none"> Core relief items are stocked to provide emergency assistance for up to 600,000 people and dispatched within 48 hours. 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. Representation of local and national partners and communities is increased in preparedness action planning. A proactive approach to security management is applied through a qualified security workforce, security training and support to emergencies.
<p>9. 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"> Strategic workforce planning that accounts for diversity and gender balance is improved through analysis of current and future talent requirements. Career management is supported through the provision of learning opportunities and performance review, and is informed by the organizational demand for skills. 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. Minimum standards of occupational health and safety for UNHCR's workforce are implemented across operations.
<p>10. 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"> Resource mobilization strategies are enhanced to increase funding from public and private sources, through existing and new creative approaches. Partnerships with Member States of the Executive Committee, United Nations agencies, NGOs and other partners are maintained and enhanced through regular and substantive dialogue. 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. Political and operational support from private and public sectors is expanded to improve the welfare of displaced populations and host communities.

POPULATIONS OF CONCERN TO UNHCR



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



[AS OF JANUARY 2017]

Subregion	Refugees	Persons in refugee-like situations ⁽¹⁾	Total refugees	of whom assisted by UNHCR	Asylum-seekers	Returned refugees ⁽²⁾	IDPs protected/assisted by UNHCR ⁽³⁾	Returned IDPs ⁽⁴⁾	Stateless persons	Various ⁽⁵⁾	TOTAL POPULATION OF CONCERN
Central Africa and the Great Lakes	1,355,163	26,743	1,381,906	1,273,115	26,082	58,000	3,000,098	637,813	974	174,071	5,278,944
East and Horn of Africa	3,290,441	-	3,290,441	3,237,399	128,224	73,383	5,766,377	752,261	20,000	221,277	10,251,963
West Africa	300,616	-	300,616	294,768	7,004	29,318	2,377,353	725,892	694,115	16,275	4,150,573
Southern Africa	162,090	-	162,090	47,571	288,891	5,776	15,128	-	-	26,932	498,817
North Africa	370,640	26,000	396,640	295,635	87,408	11	174,510	449,840	19	3	1,108,431
The Middle East	2,252,789	32,542	2,285,331	2,107,313	96,190	159	11,955,323	2,971,074	372,442	21,391	17,701,910
South-West Asia	2,391,766	-	2,391,766	2,391,766	5,075	383,969	2,246,507	704,370	-	114,221	5,845,908
Central Asia	3,775	-	3,775	2,760	688	3	-	-	120,055	-	124,521
South Asia	223,704	-	223,704	49,681	9,867	1,054	39,730	12,445	-	849	287,649
South-East Asia	187,813	295,405	483,218	239,925	68,291	74	462,434	256,972	1,460,771	80,332	2,812,092
East Asia and the Pacific	370,784	4,581	375,365	682	56,561	-	-	-	837	2	432,765
Eastern Europe	3,109,814	15,185	3,124,999	2,886,723	256,507	64	2,686,894	-	142,549	-	6,211,013
South-Eastern Europe	36,686	7,160	43,846	19,566	3,595	215	317,957	477	14,053	78,406	458,549
Northern, Western, Central and Southern Europe	2,006,154	24,943	2,031,097	22,374	1,137,485	-	-	-	413,932	6,045	3,588,559
North America and the Caribbean	371,125	-	371,125	822	570,193	-	-	-	2,302	1,718	945,338
Latin America	100,053	221,516	321,569	33,763	84,447	204	7,584,816	-	158	61,612	8,052,806
TOTAL	16,533,413	654,075	17,187,488	12,903,863	2,826,508	552,230	36,627,127	6,511,144	3,242,207	803,134	67,749,838

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 statistical trends and changes of global displacement can be found in the "2016 Global Trends" report. <http://www.unhcr.org/statistics/>

⁽¹⁾ 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.

⁽²⁾ Includes refugees who have returned to their place of origin during 2016.

⁽³⁾ Includes IDPs who are in IDP-like situations.

⁽⁴⁾ Includes IDPs protected/assisted by UNHCR who have returned to their place of origin during 2016.

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

UNHCR's 2018-2019 Financial Requirements

UNHCR's biennial programme budget presents the consolidated budgetary requirements based on a global needs assessment of people of concern. This Global Appeal presents the proposed budgets for the 2018-2019 biennium —\$7.508 billion and \$7.352 billion for 2018 and 2019 respectively—based on needs assessed in the first quarter of 2017, as well as a summary of the current budget for 2017 (\$7.963 billion, as at September). The budget for 2019 is based on estimations and will be updated in the first quarter of 2018. A revised budget for 2019 will be presented to the Executive Committee for approval at its 69th session in October 2018.

This chapter provides an update of the overview of the planning process used to identify needs UNHCR foresees for refugees, stateless persons, IDPs and returnees. It also offers an update on the financial resources UNHCR will require in 2018 to provide them with protection, assistance and solutions. More detailed information on UNHCR's 2018 programmes and priorities at the regional level are available in the regional and thematic chapters in this publication, and at the subregional and country levels on the Global Focus website, UNHCR's main operational reporting platform for donors (<http://reporting.unhcr.org>).

UNHCR expects 2018 to be as demanding as 2017. Indeed, when considering the challenges stemming from the roll-out of new initiatives such as the Comprehensive Refugee Response Framework, and multi-year, multi-partner planning (see *Glossary*), it risks being an even more demanding year. Demanding not only operationally, but also conceptually, with risks associated with high expectations that

increasing humanitarian – development linkages will start to impact UNHCR's budget by, for example, shifting costs to development programmes or decreasing costs due to the potential elimination of parallel programmes such as health posts or schools. Benefits that will accrue from the greater coordination between humanitarian and development actors will take time, particularly with development

planning and implementation cycles much longer, and more time needed for UNHCR to plan, budget and implement effectively in relation to them. UNHCR's decision to move towards multi-year and multi-partner planning derives in large part from this need for longer-term and coordinated strategy development in order to improve outcomes for all populations as well as local communities.

The multiplication of large-scale emergencies and the complex needs they generate, needs which are captured under UNHCR's comprehensive needs assessment, are the main factors behind the rise in UNHCR's budget, which has more than doubled since 2010, when the budget was \$3.288 billion. The crises to which UNHCR responded in 2017 will all continue in 2018.

These include some of the most violent and protracted crises in the world, among them the ongoing crises in the Middle East in Iraq, the Syrian Arab Republic (Syria), and Yemen; in Africa in Burundi, the Central African Republic, Nigeria, Somalia, and South Sudan; to the mixed movement crisis from North Africa into southern Europe of refugees and migrants, and to internal displacement in Ukraine; in the Americas to the complex situation across the North of Central America; and to the emergency in Bangladesh and Myanmar, and to the deteriorating situation in Afghanistan.

UNHCR's five largest operations in 2018—in order Iraq, Lebanon, Turkey, Syria and Uganda—will alone take up nearly 40 per cent of the budget for programmed activities.

TABLE 1 | PROJECTED NUMBERS OF PEOPLE OF CONCERN
2016-2019

PEOPLE OF CONCERN	(in thousands)			
	2016	2017	2018	2019
	Actual	Projection	Projection	Projection
Refugees ¹	17,187	18,684	18,904	19,078
Asylum-seekers (pending cases)	2,827	3,015	3,435	3,588
Returnees (arrival during the year)	552	1,102	854	1,741
Persons under UNHCR statelessness mandate	3,242	3,328	3,420	3,321
Internally displaced people (IDPs) ²	36,627	36,300	33,167	30,525
Returned IDPs (during the year)	6,511	5,409	5,476	6,226
Others of concern	803	1,112	1,723	1,872
TOTAL	67,750	68,951	66,979	66,352

¹ Includes people in refugee-like situations.

² Includes people in IDP-like situations.

The requirements in the 2018 budget are to respond to the needs of a projected 66.9 million people of concern (see Table 1), a number which has doubled since 2010's recorded total of 34 million people. According to current estimates, the total population of concern is expected to increase by some 1.2 million people, or 2 per cent, by the end of 2017, in comparison to the final population data for 2016 of 67.7 million people. The main increases are expected in relation to refugees, the majority in the East Africa and the Horn of Africa subregion.

A moderate decrease of slightly less than 2 million people, or 3 per cent, is projected in 2018. This is mainly due to an expected decrease in the number of IDPs in the Africa and Middle East and North Africa regions. In 2019, the total number of people of concern is expected to remain stable when compared to 2018. However, the number of IDPs is expected to continue to decline in the same regions as in 2018. Providing a reliable level of support to the millions of people of concern to UNHCR and to the partners with which it works will subject it to more strain—operational and financial—if there is no increase in the levels of financial support forthcoming.

TABLE 2 | UNHCR's FINANCIAL REQUIREMENTS 2018-2019 | USD

REGION AND SUBREGIONS	2017 Current budget (as of 30 June 2017)	PILLAR 1				PILLAR 2		PILLAR 3		PILLAR 4		2019 Proposed budget
		Refugee programmes	Stateless programmes	Reintegration projects	IDP projects	TOTAL	TOTAL	TOTAL	TOTAL			
AFRICA												
West Africa	309,229,576	137,495,466	15,388,267	36,106,808	59,741,961	248,732,501	230,873,129					
East and Horn of Africa	1,817,313,724	1,497,154,032	7,223,170	71,541,862	114,475,785	1,690,394,851	1,677,941,101					
Central Africa and the Great Lakes	685,550,693	461,195,655	1,816,313	42,022,950	79,862,767	584,897,684	540,269,379					
Southern Africa	113,368,306	74,595,596	1,896,865	-	-	76,492,461	71,099,453					
SUBTOTAL AFRICA	2,925,462,299	2,170,440,748	26,324,615	149,671,620	254,080,513	2,600,517,498	2,520,183,062					
MIDDLE EAST AND NORTH AFRICA												
Middle East	1,883,538,482	1,117,707,053	1,313,445	-	862,768,826	1,981,789,324	2,039,542,151					
North Africa	231,002,088	183,245,616	-	-	3,067,735	186,313,351	165,959,733					
SUBTOTAL MIDDLE EAST AND NORTH AFRICA	2,114,540,570	1,300,952,668	1,313,445	-	865,836,561	2,168,102,674	2,205,501,884					
ASIA AND THE PACIFIC												
South-West Asia	362,053,344	203,547,738	595,000	100,215,758	19,667,392	324,025,889	317,587,326					
Central Asia	8,953,206	6,547,844	2,077,155	-	-	8,624,999	8,543,999					
South Asia	29,344,006	26,840,319	826,049	-	-	27,666,367	24,512,782					
South-East Asia	132,310,762	78,134,153	27,962,606	-	11,534,674	117,631,432	118,161,862					
East Asia and the Pacific	12,246,852	14,009,258	312,925	-	-	14,322,183	11,573,705					
SUBTOTAL ASIA AND THE PACIFIC	544,908,169	329,079,312	31,773,735	100,215,758	31,202,066	492,270,871	480,379,674					
EUROPE												
Eastern Europe	429,615,487	460,603,141	2,339,011	-	29,213,817	492,155,969	489,654,873					
South-Eastern Europe	61,208,117	39,793,906	5,372,896	-	-	45,166,802	39,690,737					
Northern, Western, Central and Southern Europe	337,577,567	335,759,559	3,045,449	162,653	-	338,967,661	264,960,110					
SUBTOTAL EUROPE	828,401,171	836,156,606	10,757,356	162,653	29,213,817	876,290,432	794,305,720					
THE AMERICAS												
North America and the Caribbean	29,884,311	19,128,989	8,267,618	-	-	27,396,607	24,645,279					
Latin America	120,254,919	102,525,806	1,073,855	-	21,556,495	125,156,157	131,922,887					
SUBTOTAL THE AMERICAS	150,139,230	121,654,796	9,341,473	-	21,556,495	152,552,764	156,568,166					
SUBTOTAL FIELD	6,563,451,440	4,758,284,130	79,510,623	250,050,032	1,201,889,453	6,289,734,238	6,156,938,506					
Global programmes	433,575,700	421,726,193	-	-	-	421,726,193	408,706,438					
Headquarters ¹	235,305,641	217,274,178	-	-	-	217,274,178	218,949,456					
Operational Reserve	498,924,474	547,679,512	-	-	-	547,679,512	535,728,413					
"New or additional activities - mandate-related" Reserve	20,000,000	20,000,000	-	-	-	20,000,000	20,000,000					
Junior Professional Officers	12,000,000	12,000,000	-	-	-	12,000,000	12,000,000					
TOTAL	7,763,257,253	5,976,964,013	79,510,623	250,050,032	1,201,889,453	7,508,414,121	7,352,322,814					

¹ The Annual Programme Budget includes allocations from the UN Regular Budget as follows: \$42.2 million for 2017, \$42.3 million for 2018 and 2019 respectively. All values are provisional, subject to approval of final United Nations Programme Budget and subsequent recosting.

UNHCR's budget structure and methodology

UNHCR's programme budget for the 2018-2019 biennium is 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. Budgets are then prepared to respond to the full range of needs identified. In line with the multi-year, multi-partner planning approach (see chapter on *Exploring new approaches and expanding partnerships* and *Glossary*), UNHCR is also making efforts to align its programming with other development actors where appropriate. For instance, in the IDA18 countries, data from World Bank studies is shaping the Office's programming, and is an example of how UNHCR is enhancing and expanding its data collection. A thorough global review process ensures that UNHCR's comprehensive plans adopt a realistic and coherent approach, and that they are in alignment with the Global Strategic Priorities (GSPs) and UNHCR's 2017-2021 Strategic Directions.

The Strategic Directions set out five core directions on which UNHCR will focus for the next five years: i) ensuring protection; ii) effectively responding to emergencies; iii) promoting inclusion and self-reliance, including through the engagement of development actors; iv) empowering people of concern to UNHCR; and v) pursuing solutions. With respect to the GSPs, these represent a common set of key priorities for planning in UNHCR's operations worldwide, and are designed as part of the

Office's commitment to results-based management (RBM, see *Glossary*) and to help it report on aggregated global results. (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 not just survive, but thrive. It is calculated on the projection of 66.9 million people of concern to UNHCR in 2018, giving due consideration to the Office's estimated capacity to implement the planned programmes with available resources. Other factors also influence the GNA, for example the specific security context limiting access to populations of concern, which is beyond UNHCR's control, or the extent to which capital investments in infrastructure have already taken place in prior years.

Programmed activities are defined as field, global programmes and Headquarters activities only, 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, Brussels, 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 presented under the Pillar structure.

- 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 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 (see *Glossary*).

TABLE 3 | SUMMARY OF REQUIREMENTS 2018-2019 | USD thousands

	2018		2019		Variance	
	Budget		Proposed budget			
	Amount	%	Amount	%	Amount	%
Africa	2,600,517	35%	2,520,183	34%	(80,334)	-3%
Middle East and North Africa	2,168,103	29%	2,205,502	30%	37,399	2%
Asia and the Pacific	492,271	7%	480,380	7%	(11,891)	-2%
Europe	876,290	12%	794,306	11%	(81,985)	-9%
The Americas	152,553	2%	156,568	2%	4,015	3%
Subtotal field	6,289,734	84%	6,156,939	84%	(132,796)	-2%
Global programmes	421,726	6%	408,706	6%	(13,020)	-3%
Headquarters	217,274	3%	218,949	3%	1,675	1%
Subtotal programmed activities	6,928,735	92%	6,784,594	92%	(144,140)	-2%
Operational reserve (OR)	547,680	7%	535,728	7%	(11,951)	-2%
Subtotal programmed activities and OR	7,476,414	100%	7,320,323	100%	(156,091)	-2%
"New or additional activities – mandate-related" reserve	20,000	0%	20,000	0%	-	0%
Junior Professional Officers	12,000	0%	12,000	0%	-	0%
TOTAL	7,508,414	100%	7,352,323	100%	(156,091)	-2%

OVERVIEW ON 2017 BUDGET AND FUNDING

As at the 70th session of the UNHCR Standing Committee in September 2017, UNHCR reported estimated total funds available for the year (including voluntary contributions recorded and projected, carry over, the United Nations Regular Budget contribution, and other estimated income and adjustments) of \$4.188 billion.

Eight supplementary budgets for \$832.1 million were established by the High Commissioner to address unforeseen needs in the Burundi, central Mediterranean, Congolese (the Democratic Republic of the Congo), Nigeria, Somalia, South Sudan and Syria situations, as well as for the Myanmar refugee emergency response in Bangladesh. These supplementary budgets were established for emergencies that occurred or deteriorated in the course of 2017 and, in some cases, after the needs for the 2018 proposed budget were assessed in early 2017. Thus, their financial implications are not entirely reflected in the proposed budget tables. A budget reduction of \$178.9 million was also implemented, mainly due to a realignment of the inter-agency Regional Refugee and Resilience Plan in response to the Syria crisis (3RP).

These adjustments led to a revised 2017 budget of \$7.963 billion, giving a year-end funding gap estimated at \$3.775 billion, or 47 per cent of the budget as the end of October.

Regarding the quality of funding, 2017 has seen the continued trend of an overall decline of unearmarked or broadly earmarked funding. Of the voluntary contributions received, 15 per cent was unearmarked, meaning funding available to spend however and wherever the Office saw fit. Broadly earmarked funding—meaning funding that could be spent at the regional or situational level—accounted for 19 per cent of income. The remainder of UNHCR’s voluntary contributions were earmarked to the country, thematic or sectoral levels (see *Glossary*).

UNHCR also recorded over \$344 million in multi-year funding—defined as contributions for which the implementation period is over 12 months and thus valuable indicators of predictability and flexibility—of which 26 per cent is unearmarked. With UNHCR intending to pilot its multi-year, multi-partner approach in more operations in 2018, the value of predictable funding of this type for UNHCR, and by extension for its partners, becomes ever more important.

2018-2019 budget breakdown and operational focus

The overall picture is one of budgetary stability across all five of UNHCR’s regions showing small change in the face of wide-scale needs. The majority of UNHCR’s budget—84 per cent—will be spent in the field where the largest requirements will still be in Africa, accounting for 35 per cent of the total proposed budget for 2018 and 34 per cent of the total proposed budget for 2019. Africa’s requirements are closely followed by those for the Middle East and North Africa, which amount to 29 per cent and 30 per cent of the total budgets for 2018 and 2019 respectively.

Global programmes and Headquarters remain in line with 2017, at approximately 6 per cent and 3 per cent of the total requirements for 2018 and 2019 respectively. The preliminary requirements for 2019 show a \$156.1 million, or 2 per cent, decrease in comparison with 2018 with the regional distribution remaining in line with that of 2018.

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 1 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, HQ, JPOs and the reserves.

FIGURE 1 | 2018 BUDGET BY REGION | Percentage

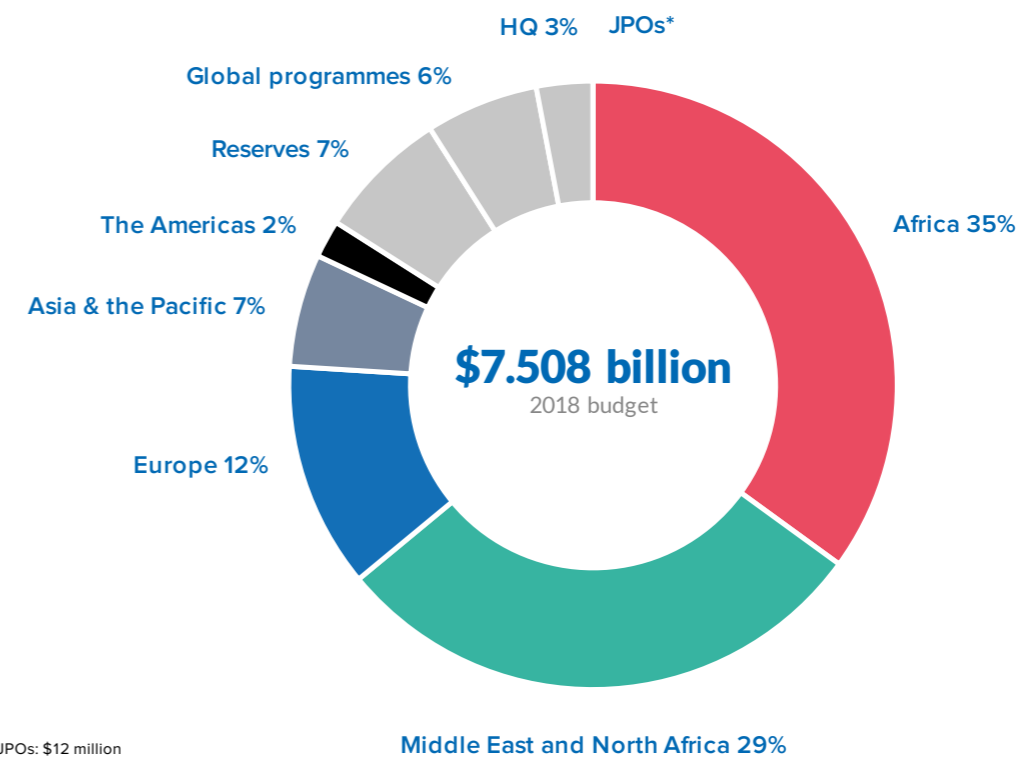
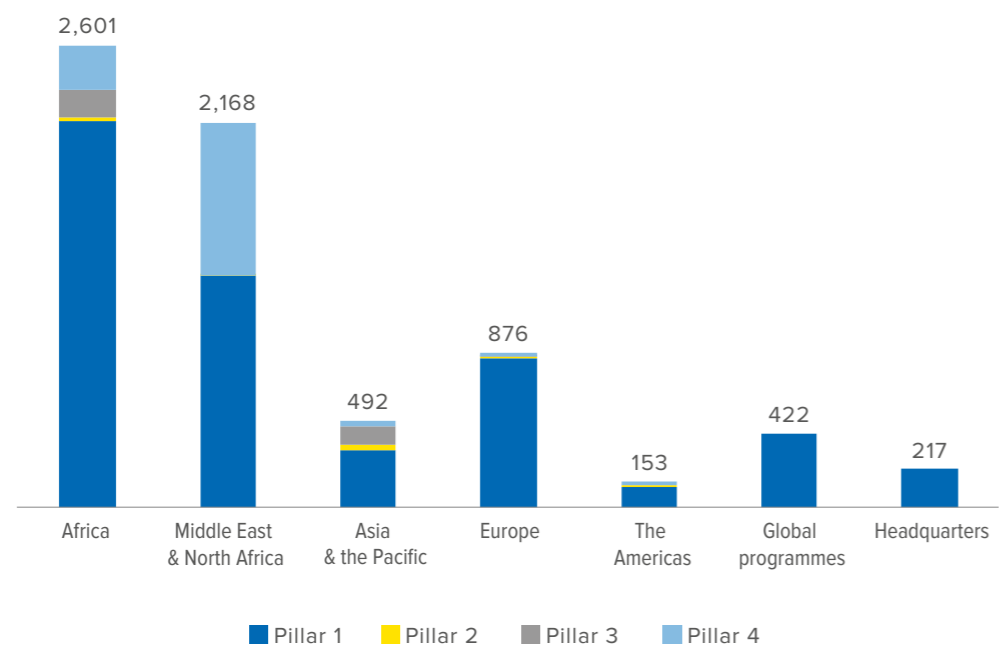


Figure 2 displays the budgets by Pillar, showing the portion that has been allocated regionally. Pillar 1's requirements of \$5.976 billion for global refugee programmes—and which also includes requirements for the global programmes, Headquarters, Reserves and JPOs—constitute 80 per cent of the total requirements of the four Pillars. Geographically, 58 per cent of UNHCR's Pillar 1 budget will be assigned to Africa and MENA, but, at 95 per cent, the region with the highest percentage of Pillar 1 planned expenditure as a proportion of the overall

regional budget will be Europe. Pillar 4's requirements of \$1.201 billion for global IDP programmes constitute 16 per cent of total pillar requirements, with the highest regional percentage in the Middle East and North Africa, at 72 per cent. Pillar 2's requirements for statelessness programmes at one per cent, and Pillar 3's for reintegration at three per cent complete the budgets. The highest percentage of those budgets will be spent for Pillar 2 in Asia and the Pacific, and in Africa for Pillar 3.

FIGURE 2 | 2018 BUDGETS BY REGION AND PILLAR | USD millions

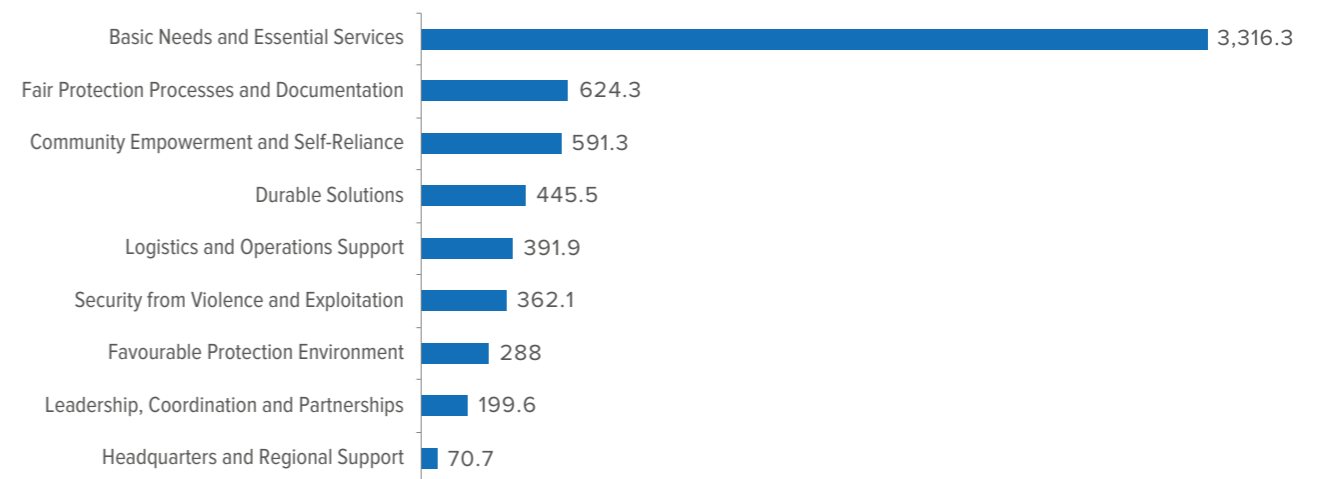


Note: The chart does not include budgets for Operational Reserve, "New or additional activities - mandate-related" Reserve, and Junior Professional Officers.

Figure 3 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 \$6.289 billion. Of that total, \$3.316 billion—53 per cent—is for providing basic needs and essential services for which UNHCR depends on predictable and flexible funding in order to assure timely delivery. This will include efforts to provide people of concern with 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 (see *Glossary*), commitments. The requirements for basic needs and services are slightly up on what was requested in 2017 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 3 | 2018 FIELD BUDGETS BY RIGHTS GROUP | USD millions



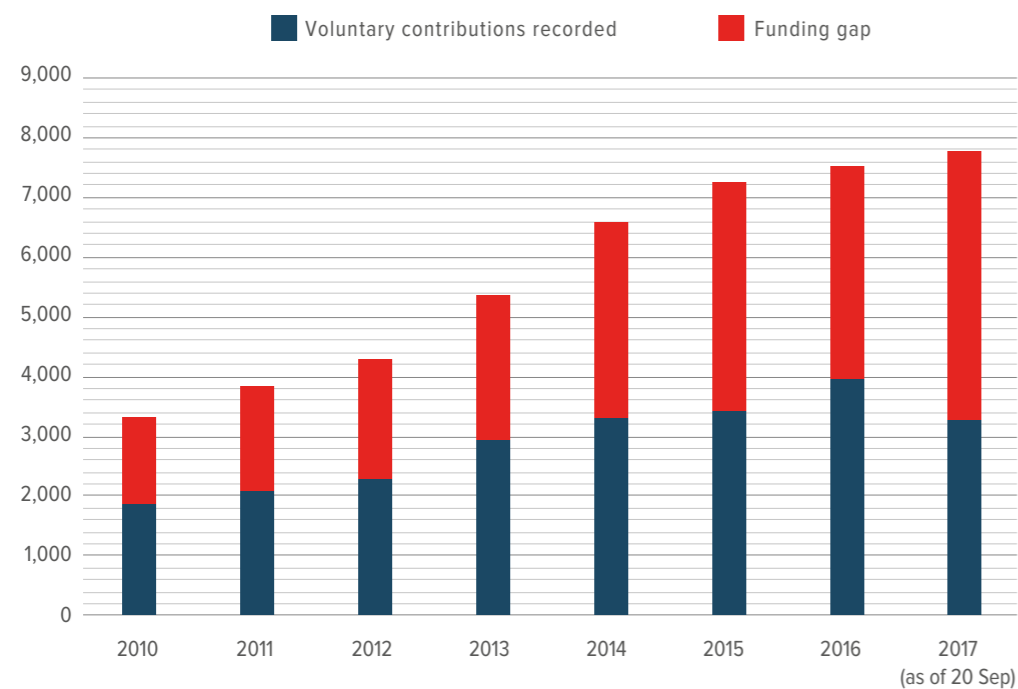
Resource mobilization in 2018

As an organization almost entirely dependent on voluntary contributions, UNHCR always seeks to maintain budgetary efficiency, and to prioritize as rigorously as it can and make the best use of its human and financial resources. With a view to diversifying its donor base and reducing funding gaps, it is also always looking for new ways to increase its funding and find new sources of financing. While needs have climbed sharply since 2009, donor contributions have also risen, almost doubling during the same period (see [Figure 4](#)). UNHCR remains very grateful for the continuing commitment of its donors who

continue to provide remarkable support for the work of the organization in many different ways.

While the resources available from donors to assist people in need are increasing globally, the increases in funding are not keeping up with the growing demands. While many donors have continued to increase their contributions, and despite the successful growth of private sector giving (on which, see more below), UNHCR needs significantly more funding to adequately address the most basic needs of the people it is mandated to care for around the world.

FIGURE 4 | UNHCR's ANNUAL REQUIREMENTS vs VOLUNTARY CONTRIBUTIONS 2010-2017 | USD millions



Up to date details of the contributions of UNHCR's donors can always be found on the Global Focus website (<http://reporting.unhcr.org>).

The Comprehensive Refugee Response Framework (CRRF, see *Glossary*) offers further challenges and opportunities to UNHCR. The requirements necessary to fund the CRRF in the roll-out countries and situations are only partially those of UNHCR; they also include those of other agencies which have refugee-related activities in those countries, as well as the requirements of government departments and plans involved in supporting the presence of refugees. When considering how to fundraise for UNHCR's requirements within the CRRF, as well as how to advocate for the roles and needs of partners, the Office takes the approach that existing tools should be fully utilized, namely the Global Appeal as the appropriate document to identify funding opportunities within the operations included in the roll-out.

To address the growing funding gaps in major humanitarian emergencies, UNHCR's fundraising strategy is outlined overleaf, as well as details on how it commits to working with its donors and partners to find new ways to increase funding towards its activities.

Fundraising for the CRRF will form part of UNHCR's overall fundraising efforts, but the Office is conscious that raising funds will depend considerably not only on the quality of the plans and strategies presented, but also on the wider financial environment. Where relevant, and reinforcing partnerships and coordination, UNHCR will also use the various refugee, humanitarian or development plans—the RRP and HRP together with the associated pooled funding mechanisms, or the UNDAFs—as a means of quantifying and qualifying the needs in a given context. These frameworks will also be useful for conducting advocacy for resource mobilization for UNHCR's own needs and the wider requirements.

UNHCR's resource mobilization strategy

UNHCR takes as basic principles in its fundraising that funds be raised first and foremost for prioritized activities; that the funds be raised as early as possible in the year; and that the funds raised are as flexible as possible given the range of locations, contexts and themes within which the Office works. Put simply, the preferences for income in 2018 would be as follows.

- **Unearmarked funding is the priority for resource mobilization.** Contributed without restrictions on its use, unearmarked funding allows UNHCR critical flexibility in how best to reach refugees and other populations of concern in the greatest need and at the greatest risk.
- Secondly, funding which is **broadly 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.
- 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.
- Fourthly, funding which is **earmarked to the sectoral or thematic level within a country.** This is the most restrictive level of funding.
- Ideally, **all funds raised should be flexible in their implementation period;** meaning, UNHCR should be able to carry funds over into 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.
- For all types of funding, **multi-year funding is most desirable,** without unduly burdensome reporting requirements.

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 soon during 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.

With these principles in mind, UNHCR's fundraising strategy has six key priorities.

- **Maintain and strengthen the engagement and support of traditional bilateral donors from which UNHCR receives the majority of its income,** ensuring full coordination between HQ and field-based efforts so as to avoid duplication, excessive or burdensome earmarking and reporting, and compliance with UNHCR's regulations.
- **Broaden the governmental donor base,** matching UNHCR's needs with the interests and ambitions of new and emerging donors.
- **Increase inclusion of people of concern and host communities in transitional and development funded programmes** through close collaboration with development actors including donors, and international financial institutions. Possibilities to explore different financing options for such programmes will also feature within this priority.

- **Strengthen inter-agency cooperation in fundraising** through increasing multilateral planning and information sharing, including with donors, and drafting of coordinated refugee response plans.
- **Continue fundraising efforts towards UN-administered funds** such as the CERF and country-based pooled funds, particularly in emergency situations.
- **Raise funds from the private sector,** including corporations, foundations, high net worth individuals and individual donors, and to make the necessary investments that will allow UNHCR to build a broad base of support for displacement issues among the general public and with partnerships, generating a stable stream of largely unrestricted income.

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.

For example, the South Sudan situation involves seven countries—South Sudan itself, as well as the CAR, the DRC, Ethiopia, Kenya, Sudan and Uganda—to which refugees from South Sudan have fled. Situations also overlap, again reflecting the complexity of displacement when refugees can flee from one country, whilst at the same time refugees from a second country find refuge in the very same country. For instance,

the CAR, once again in the grip of renewed violence and one of the countries in the South Sudan situation to which South Sudanese refugees have fled, is itself a situation involving five countries—CAR, as well as Cameroon, Chad, the Republic of the Congo, and the DRC.

Given this complexity, UNHCR's response must in turn be responsive and reflective. For it to be effective, funding to these situations needs to be as broadly earmarked as possible as situational management reflects the complexity of today's environment of sustained and mass displacement. Financial support needs to be flexible, allowing UNHCR to place it anywhere within a given situation, in line with the Office's priorities, from where people in need are forced to flee, to where they find refuge. It needs to come as early as possible in order for UNHCR to plan in the most efficient manner possible, allocating to priorities first.

In 2018, UNHCR will begin the year with 14 situations, in all five of its regions, with the majority of them occurring in Africa. All together, these situations will involve 59 operations, and account for some \$5 billion of UNHCR's budget.

Raising funds from the private sector

Private sector partnerships are an increasingly important element in the UN's strategic thinking and operational delivery, appearing in a number of key documents, including the New York Declaration (see *Glossary*), the 2030 Sustainable Development Agenda, and UNHCR's 2017-2021 Strategic Directions. The private sector no longer sees itself merely as a source of financial resources. It aspires to drive innovation, operational efficiency, strong advocacy with governments and the public, and increasingly seeks to move from corporate responsibility to corporate shared value, engaging entire companies.

UNHCR's stated ambition is to raise \$1 billion in financial contributions from the private sector annually by 2025, engaging 25 million people in the process. The priority areas for private sector engagement include livelihoods, employment, technology, education and energy. The private sector is looking for partners who can deliver, but which also provide them with adequate recognition and visibility. From a wide range of organizations, UNHCR aims to position itself to be the one that people think of first and foremost when individuals, companies and foundations are ready to engage in support of refugees. This leadership role is essential to attract unrestricted income from the general public as well as to be the partner of choice for companies or partners looking to make a meaningful and visible contribution to the refugee cause.

Vision in 2018-2019

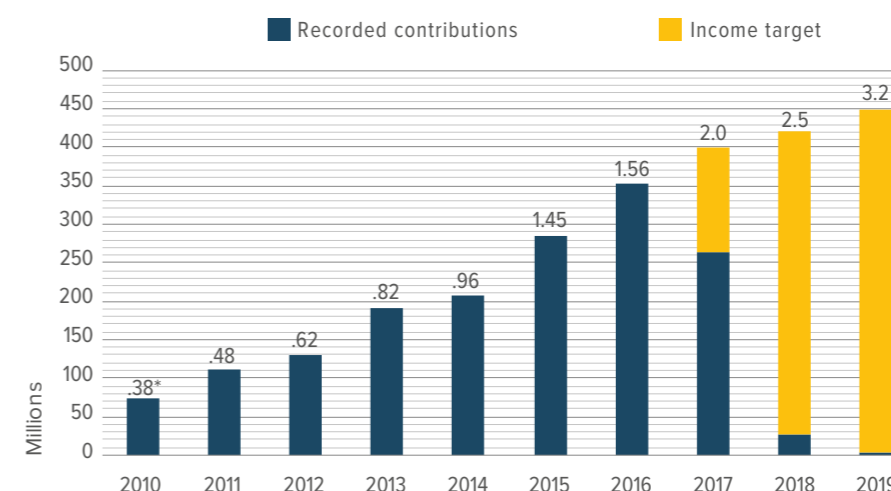
In 2018, UNHCR plans to raise over \$400 million from the private sector (see **Figure 5**). Most of this would be unrestricted, making it the largest source of unrestricted income available to UNHCR. This will be achieved through:

- **Close collaboration with the six National Partners** which, collectively, raise more than half of UNHCR's income from the private sector: Australia for UNHCR, *España con ACNUR* (Spain), Japan for UNHCR, *Sverige för UNHCR* (Sweden), *UNO-Flüchtlingshilfe* (Germany) and USA for UNHCR.
- **Through dedicated offices** in a further twenty national fundraising operations across the world.
- **In partnership with global companies, foundations and philanthropists** such as IKEA Foundation, Educate A Child, the Bill and Melinda Gates Foundation, and UNIQLO.
- **Through global digital outreach** through English, Arabic and Spanish language hubs.

Its focus will be:

- **Growing support** - UNHCR has over 1.6 million individual donors with over 60 per cent giving a regular monthly donation which provides the agency with a sustainable and predictable source of unrestricted funds. In 2018-2019, UNHCR will focus on building their understanding of UNHCR's role in providing solutions to refugees and on inspiring deeper engagement and financial support.

Figure 5 | CONTRIBUTIONS FROM THE PRIVATE SECTOR | USD millions



* Numbers of Individual donors in millions. Figures for 2017-2019 are estimates based on current trends and data.

- **Engaging the public** - UNHCR's visibility and its ability to engage with the general public is central to fundraising from the private sector and the Office will redouble its efforts to integrate its communications activities and leverage the UNHCR brand to engage the public. This will be done by developing advocacy campaigns such as #WithRefugees, and global fundraising campaigns such as "Nobody Left Outside" (see *Responding with lifesaving support* chapter) which seeks to shelter two million refugees by 2018, and which aim to heighten positive sentiments towards refugees and stimulate support from the public.
- **Building local and global partnerships** - UNHCR has a strong track record in building partnerships with leading foundations, companies and individual philanthropists which has resulted in longstanding relationships that leverage the best of the partner and the agency to deliver outcomes for refugees. UNHCR will seek to build further partnerships at national and global levels and is developing its approach to proactively foster strategic partnerships with the objective to create a substantial, flexible, sustainable source of income to fund operations. In 2018, UNHCR will devote energy to addressing the organizational changes required to do this successfully.

Management efficiency and effectiveness

UNHCR has sound organizational strategies backed by effective and efficient management that is intensively focused on realizing rights for people of concern through the achievement of concrete results. Several of UNHCR's Grand Bargain commitments deal with increasing efficiencies and providing better value for money (see below). These include several commitments of its own, including its joint leadership with the Government of Japan on reducing duplication and management costs, and those which it is participating in such as reducing reporting requirements.

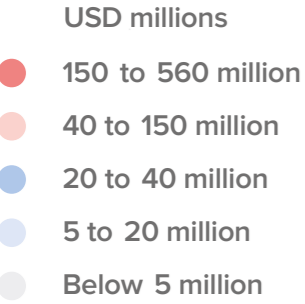
Other examples of UNHCR's commitment to reducing costs while increasing efficiency of delivery are the reductions in Headquarters costs with a constant growth in the share of resources allocated to programme delivery in the field. One aspect of that focus has been the expansion in partnerships, which brought UNHCR greater operational flexibility and technical expertise in delivering life-saving protection and aid. More funding is being channelled through partners, with a commitment to channel at least 25 per cent to national partners by 2020.

The work underway on reforming the implementation of results-based management (RBM) in the organization demonstrates UNHCR's commitment to streamlining its planning process, bringing simplification, transparency, value for money, and aligning with partners and inter-agency processes such as UNDAF and the Sustainable Development Goals. Since its roll-out, UNHCR's RBM has provided a solid framework for field operations to make a conscious link between protection risks and humanitarian needs identified. Over the past seven years of implementation, UNHCR has gained valuable experience in applying the RBM approach to its operations management. However, with the system facing some challenges, in January 2017 UNHCR launched a project to revise it, with the overarching priority of improving UNHCR's effectiveness.

UNHCR's Grand Bargain commitments

<p>Greater transparency</p>	<p>In late 2017, UNHCR engaged a consultancy firm to analyse the impact of publishing UNHCR's existing resource allocation and reporting systems and processes to IATI. In 2018, UNHCR will assess the consultancy's recommendations to determine how best to start publishing to IATI, including the resource implications and taking into account that UNHCR is revising its RBM implementation.</p>
<p>More support and funding tools for local and national responders</p>	<p>UNHCR is committed to transfer at least 25% of its programme expenditure to local and national responders by 2020. In 2016, UNHCR transferred 20%, or \$670 million to national partners, including to national/local NGOs. UNHCR will continue with the joint work with UNICEF and WFP to reduce administrative barriers for partner agencies, and will take into account an NGO survey planned in late 2017. The three organizations have mapped out respective partner due diligence processes for harmonization. By mid-2018, UNHCR's partner portal will be expanded to becoming the main United Nations joint portal.</p>
<p>Increase the use and coordination of cash-based programming</p>	<p>UNHCR has achieved its Grand Bargain commitment to doubling the use of cash assistance and will continue its systematic use, especially multi-purpose cash grants, to help displaced people meet essential needs such as access to water, shelter and education. Cash also helps prevent them from resorting to negative survival strategies. Using cash as a vehicle for expanding partnerships, UNHCR will make available cash tools for their use by the humanitarian community and will, through the common cash delivery approach, establish cash transfer services managed by the private sector but available to all partners.</p>
<p>Reduce duplication and management costs with periodic functional reviews</p>	<p>UNHCR is on track to meet the target of expanding the use of biometrics for refugee registration to 75 operations by 2020. Both UN and NGO communities are looking into how to harmonize cost structures. NRC has proposed a harmonization approach for the international NGO community. UNHCR will engage with a consultancy firm to review different cost classifications in use within the UN family and recommend further steps towards harmonization by March 2018. A UNHCR/UNICEF joint audit of common partners will be mainstreamed in 2018. On behalf of the UN Procurement Network, UNHCR has identified joint procurement opportunities focusing on the 10 most procured items, as well as joint vendor opportunities.</p>
<p>Improve joint and impartial needs assessment</p>	<p>The 2017 UNHCR Needs Assessment Handbook and the accompanying online Toolkit (http://needsassessment.unhcr.org/) set joint needs assessment as a standard for all UNHCR operations and include practical instruction on how to conduct one. Field operations will be assisted with deployments by needs assessment specialists. A dedicated Needs Assessment Coordinator was deployed to the Bangladesh emergency, for example.</p>
<p>Participation revolution</p>	<p>UNHCR is committed by 2020 to ensuring equal (50%) and meaningful participation of women and adolescent girls in all decision-making processes and structures in forced displacement contexts.</p>
<p>Increase collaborative humanitarian multi-year planning and funding</p>	<p>By 2020, UNHCR field operations will have included multi-year perspectives in their planning to support inclusion and solutions for people of concern and engage a broader range of partners, including development actors. In 2018, UNHCR will reflect on the experience gained since the first pilots in 2016.</p>
<p>Reduce the earmarking of donor contributions</p>	<p>UNHCR is cognisant that in order for donors to provide flexible funding, donors require evidence of the impacts achieved with the use of flexible funding received. UNHCR's publication on "Use of unearmarked funding" will be published by mid-2018.</p>
<p>Harmonize and simplify reporting requirements</p>	<p>UNHCR is taking part in this workstream as an aid organization as well as a donor to partner agencies. In Iraq, Myanmar and Somalia, UNHCR will submit its 2017 narrative reporting for earmarked contributions using the common reporting template developed by the workstream. Equally in these countries, UNHCR partners will submit 2017 narrative reporting using the common template.</p>
<p>Enhance engagement between humanitarian and development actors</p>	<p>The results of joint missions in 2017 by UNHCR and the World Bank to a number of major refugee hosting countries will feed into the funding allocation for the Bank's IDA 2017-2020 sub-window for refugees and host communities. The allocation decisions based on these visits will be final in early 2018. Additional project identification will continue in 2018. Partners such as UNDP, UN-Habitat, OHCHR and the ILO are starting to include the priorities of refugees, stateless persons, IDPs and returnees in guidance and normative agreements, and a number of joint programmes are due to launch in 2018.</p>

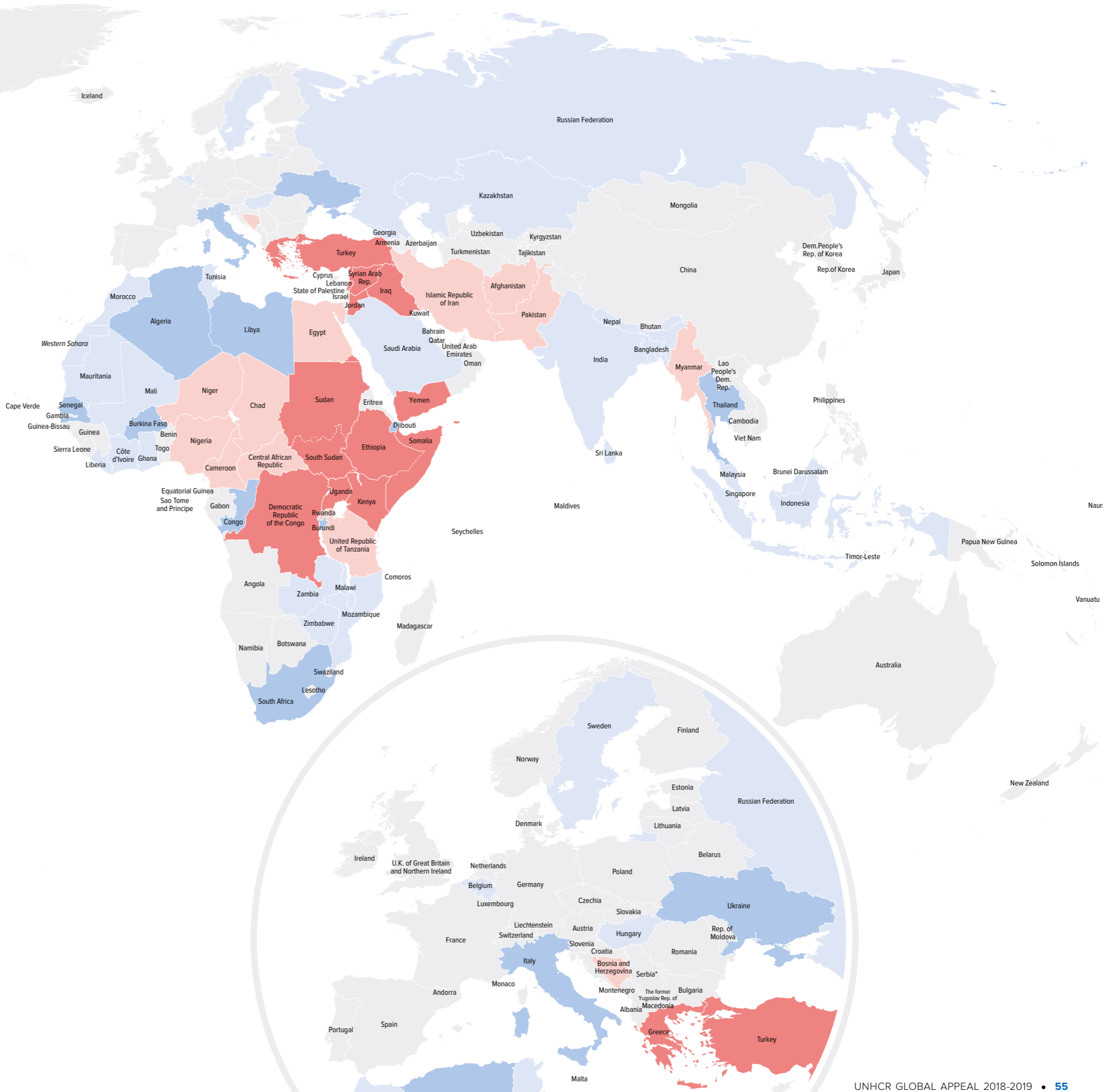
UNHCR's REQUIREMENTS IN 2018 | BY OPERATION



Note: excludes regional activities, global programmes, Headquarters, the Liaison Office in New York, and the Global service centers in Budapest and Copenhagen.

*Including Kosovo (Security Council resolution 1244 (1999)).

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.



Africa

WORKING ENVIRONMENT

With nearly 20 million displaced people residing in sub-Saharan Africa at the end of 2016, the region continues to accommodate the largest population of concern to UNHCR worldwide. Some 5.6 million refugees and asylum-seekers, more than 13 million IDPs and over 700,000 stateless persons are residing in countries across the region, most notably in Chad, the Democratic Republic of the Congo (DRC), Ethiopia, Kenya, Nigeria, Sudan and Uganda.

Several protracted situations—in Burundi, the Central African Republic (CAR), the DRC, Nigeria, Somalia and South Sudan—continue to trigger large-scale population movements within and across borders, while new conflicts and other causes of displacement have emerged throughout the region. The fact that many countries hosting large numbers of people of concern to UNHCR are experiencing social and economic difficulties is particularly worrying. In north-eastern Nigeria, as well as Somalia and South Sudan, for example, persistent drought exacerbates the effects of conflict, resulting in food insecurity and hindering access to populations in need. This situation is expected to continue into 2018.

South Sudanese refugees at Busia crossing point in Koboko District, northern Uganda, May 2017.

© UNHCR / JOSE

In addition to the complex conflict dynamics in the region, the Office is working to address an increase in mixed movements towards northern and southern Africa, as well as the Gulf of Aden. The movement is caused by a variety of factors, including climate change and drought-fuelled insecurity. Hundreds of thousands of people on the move are vulnerable to abuse and exploitation by smugglers and traffickers. While movements along the route across the Sahara desert to North Africa, and then over the central Mediterranean to Europe, is the most high-profile of these movements, people moving towards southern Africa and Yemen through the Gulf of Aden face similar dangers.

The Governments of Djibouti, Ethiopia, Kenya, Somalia, Uganda and the United Republic of Tanzania will be key partners in 2018, applying the CRRF and leading global efforts to tackle refugee issues holistically.

The Comprehensive Refugee Response Framework (CRRF, see *Glossary*) will have considerable bearing in the region in the coming year. As of November 2017, six of 12 countries rolling-out this framework are in Africa, including the regional approach to the Somali refugee situation driven by the Inter-Governmental Authority on Development (IGAD). The Governments of CRRF roll-out countries, namely, Djibouti, Ethiopia, Kenya, Somalia, Uganda and the United Republic of Tanzania, will be key partners in 2018, putting the CRRF into practice and leading global efforts to address refugee matters comprehensively. The number of roll-out countries continues to grow, and refugee policies in line with a comprehensive approach are observed across the continent. The commitment of host countries to uphold the highest standards of protection for refugees and IDPs—including by working closely with the UN and other partners on capacity-building initiatives, technical assistance, and national policies—reflects their willingness to address the ongoing challenges associated with refugee movements on the continent, while seeking approaches that benefit refugees, host communities and local economies alike.

MAJOR SITUATIONS

Burundi situation

Since the outbreak of civil unrest in 2015, some 419,000 Burundians have fled to the DRC, Rwanda, Uganda and the United Republic of Tanzania as of September 2017. Some 534,000 refugees are expected to be in the region by the end of 2017. Violence and civil unrest, together with the continued deterioration of the political and socioeconomic situation, means further displacement is anticipated in 2018. There are also more than 209,000 IDPs, though this number is expected to remain relatively low in 2018, despite the particularly volatile human rights environment.

UNHCR is advocating a political solution to the civil unrest, in order to support Burundi in creating an environment conducive to the return of refugees. Moving into 2018, however, a range of protection challenges are expected to persist. The growing number of refugees has led to overcrowded camps, particularly in Rwanda and the United Republic of Tanzania, and the subsequent need for additional land to accommodate the arrivals. Funding shortages—the Burundi situation is one of the six most underfunded situations globally for UNHCR in 2017—are hampering reception and registration capacities in asylum countries, as well as causing cuts in food rations and poor shelter conditions.

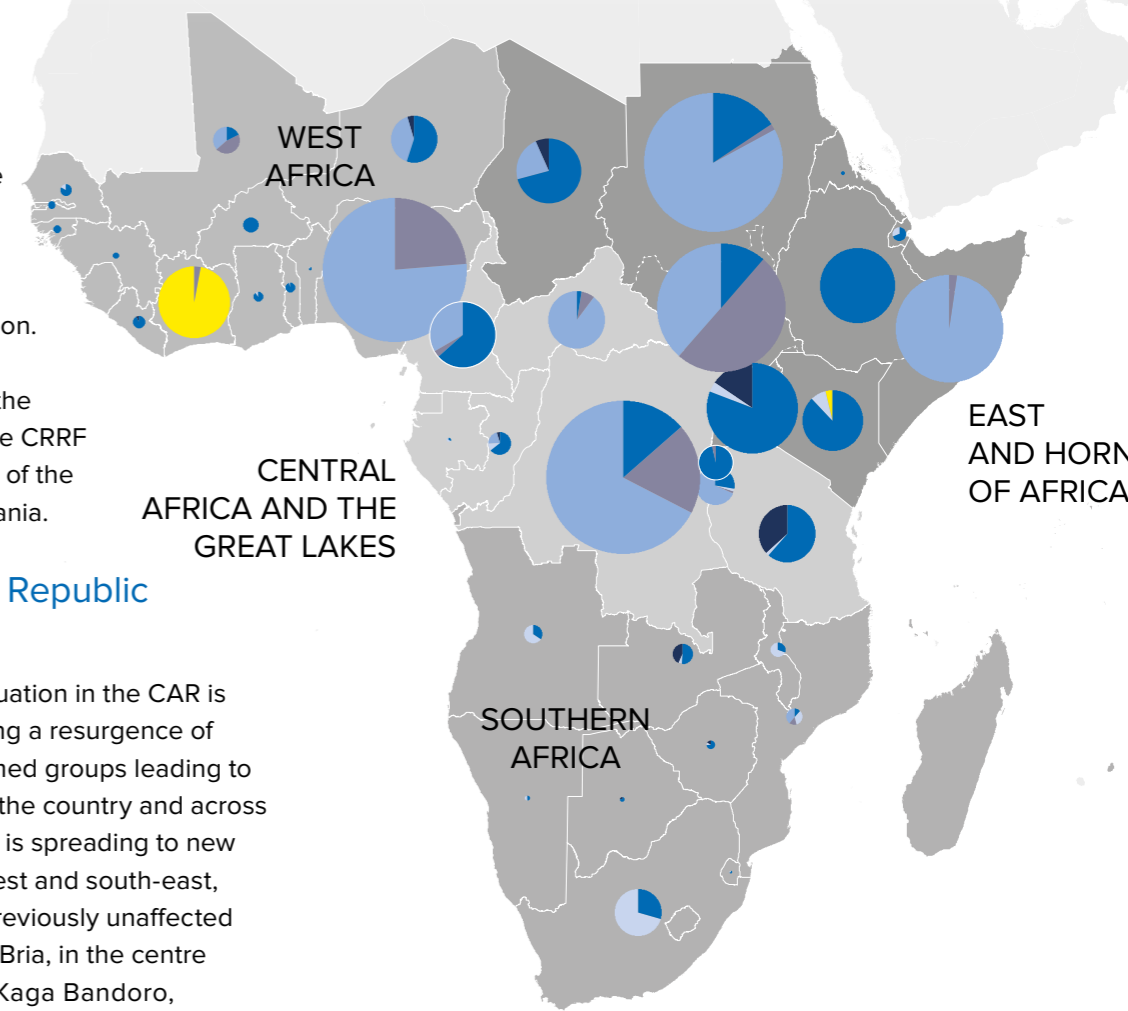
The revocation of the *prima facie* status for Burundian refugees in the United Republic of Tanzania in early 2017 is of particular concern to UNHCR, especially given public encouragement for refugees to return. UNHCR held a high-level dialogue with the Government of Tanzania in August 2017 to address its concerns on these issues and how to improve support for refugees and

host communities. While small-scale returns may continue to take place in 2018, Burundian refugees are still in need of international protection. The Office will also continue to support the implementation of the CRRF with the cooperation of the Government of Tanzania.

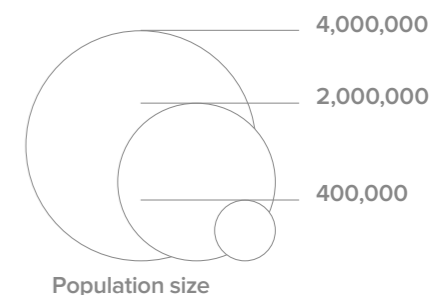
Central African Republic situation

The humanitarian situation in the CAR is deteriorating following a resurgence of fighting between armed groups leading to displacement within the country and across borders. The conflict is spreading to new areas in the north-west and south-east, as well as to areas previously unaffected by violence, such as Bria, in the centre of the country, and Kaga Bandoro, in the north. The resurgence of sectarian violence targeting civilians, humanitarian workers, and UN peacekeepers hampers UNHCR's capacity to deliver life-saving assistance.

By the end of August 2017, displacement figures were at their highest since the crisis started in 2013, with around 592,000 IDPs—25 per cent more than in 2013—and more than 513,000 refugees in neighbouring countries. In 2018, further instability is expected to lead to even greater displacement. At the same time, the CAR continues to receive considerable numbers of refugees from the DRC and South Sudan, as well as people fleeing from continued instability in southern Chad. These situations are likely to produce around 18,500 new refugee arrivals during the course of the coming year.



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



In 2018, UNHCR will continue providing protection assistance to IDPs, targeting the most vulnerable in areas where there are also refugee returnees. The Office will invest further in self-reliance programmes, in advocating the integration of people of concern in national structures, and in its partnerships with the World Bank in neighbouring countries.

In light of recent surges in violence, UNHCR does not recommend or encourage returns to the CAR. UNHCR will need to remain flexible to respond to crises in new areas of the country and will aim to strengthen existing coordination and delivery mechanisms to ensure gaps in the humanitarian response are addressed.



A group of men watch from the Congolese town of Mobayi-Mbongo as houses are burned in their home town of Mobaye, in the Central African Republic.

Home is close, but so far away for Central African Republic refugees

More than 60,000 refugees have crossed the Ubangi and Mboumou rivers in the past five months, fleeing the war-torn Central African Republic.

“We were the last ones in the village. It was three in the morning when we heard gunfire all around. I did not know which one of the groups it was. We got up and ran. We took nothing, we just grabbed the mosquito nets and the bed sheets,” said Francois Koko, a 42-year-old fisherman who fled with his wife and three young children.

DRC situation

With over 600,000 Congolese refugees in the region and 3.8 million IDPs, the situation in the DRC is one of the world’s most complex, protracted and forgotten crises. Refugees continue to flee to Angola, Burundi, Rwanda, Uganda, the United Republic of Tanzania and Zambia in large numbers. The situation has worsened since April 2017 and remains tense, with intercommunal conflict in the Kasai region causing internal displacement at a rate of 8,000 people per day. Tens of thousands of Congolese are now fleeing to Angola and Zambia. The situation prompted UNHCR to issue a supplementary appeal for the humanitarian response in June 2017.

The situation in 2017 has been characterized by serious human rights violations, including physical mutilation, killing, sexual violence, arbitrary arrest, and detention in inhumane conditions. While few improvements are expected in 2018, UNHCR will continue to lead and coordinate efforts for refugees while drawing on the support of the Humanitarian Country Team (see *Glossary*). The Office’s regional response for 2018 will also prioritize activities that ensure access to territory for those seeking asylum. It will increase reception capacity in refugee-hosting countries, and provide international protection and life-saving humanitarian assistance for displaced populations. The Office will use cash-based interventions (see *Glossary*)

to enable refugees to build their own shelters, and together with the Government and development partners to improve infrastructure for health, education, water and sanitation, as well as strengthen the judicial system.

Nigeria situation

The crisis in the Lake Chad basin—which includes north-eastern Nigeria and parts of Cameroon, Chad, and Niger—now affects around 7.1 million people. These people have been displaced as a result of either the ongoing insurgency or its impact on the fragile political and economic structures of countries in the subregion. The insurgency and counter-insurgency measures carried out by the Government and the Multi-National Joint Task Force has resulted in significant humanitarian needs, with nearly 1.9 million IDPs within Nigeria and more than 200,000 Nigerian refugees having fled to Cameroon, Chad and Niger.

UNHCR is concerned about forced and self-organized returns to Nigeria in light of the extreme violence perpetrated against civilians, in addition to severe food insecurity that continues to compound displacement. These returnees often end up as new IDPs in need of registration services and reintegration assistance, such as shelter, protection-based material assistance, and psychological and social support. There are few economic opportunities in the Lake Chad basin subregion, and the general situation is deteriorating.

While the situation in north-eastern Nigeria is expected to gradually improve, it will take some time before military operations are completed and full state authority is re-established in affected areas. UNHCR plans to implement a comprehensive protection and solutions strategy in 2018, targeting asylum-seekers, refugees, IDPs and returnees. This strategy includes the provision of core relief items and shelter assistance, including cash-based interventions; psychological and social support; advocacy and access to justice in response to sexual and gender-based violence (SGBV, see *Glossary*); and protection monitoring and analysis of IDP populations.

Somalia situation

Displaced by a conflict that has lasted more than two decades, the Somali situation is responsible for more than 2.4 million people on the move across the Horn of Africa, including at least 1.5 million IDPs in Somalia and nearly 900,000 refugees living in Djibouti, Ethiopia, Kenya, and Yemen.

The election of a new Federal President in January 2017 was, for many, a major step toward stabilization, and the country’s vibrant younger generations, which account for more than 70 per cent of the population, are key to Somalia’s growth. However, challenges remain. Al-Shabaab militants still control large areas of the country. Political instability and insecurity, particularly in southern and central Somalia, as well as an unstable economy, have limited livelihood opportunities, and caused environmental degradation and severe droughts, contributing to the protracted nature of this crisis.

In 2018, UNHCR will continue to focus on life-saving protection and assistance activities, as well as durable solutions initiatives for people of concern. It will do this by strengthening administrative institutions, regional legal and policy frameworks (where applicable), and practices relevant to refugee protection. Furthermore, the organization will promote refugees' and asylum-seekers' self-reliance and economic inclusion by focusing on livelihood opportunities and education initiatives, while targeting new arrivals and the most vulnerable with financial assistance programmes. Additional priorities for 2018 include addressing the reintegration needs of Somalis returning from Kenya and Yemen, by enhancing reintegration projects that benefit both people of concern and host communities, as well as the emergency pre-famine response in Somalia.

In 2018, UNHCR will work with partners to consolidate the results achieved in 2017 with the Nairobi Declaration, in particular through engagement with the Intergovernmental Authority on Development (IGAD) and its member States with a view to securing durable solutions for Somali refugees.

South Sudan situation

The South Sudan situation is the third largest refugee emergency in the world after the Syrian crisis and Afghanistan situation and the largest and most complex emergency in Africa. There are currently 2 million refugees in the subregion, in addition to the 2 million South Sudanese who are internally displaced. While a third of South Sudan's population of 12 million has been displaced, more than half of the population has been affected by the conflict. The political and security situation inside the country remains volatile. Armed conflict persists, along with killings, abductions, rape and a general state of lawlessness. Severe food insecurity further exacerbates the situation, leading to massive internal displacement and movements across borders, with many refugee children facing alarming levels of malnutrition.

The toll on neighbouring countries is high. Hosting one million South Sudanese refugees, Uganda has accommodated an average of 1,800 South Sudanese per day during the last twelve months. With another one million refugees spread across the subregion, including in Sudan which accommodated more than 180,000 South Sudanese in 2017, funding is urgently needed to support host States and communities to integrate their neighbours.

As a result of the conflict in South Sudan, Uganda has become the largest refugee-hosting country in Africa, with refugees making up 3.5 per cent of the country's total population. Despite the challenges associated with such large numbers, Uganda maintains one of the most progressive policies on refugee protection. The CRRF was officially launched in Uganda in 2017 to support the Government with its inclusive approach. Its implementation will continue well into 2018. Host to the second-largest refugee population in Africa, including more than 350,000 refugees from South Sudan, Ethiopia also became a CRRF roll-out country in February 2017.

In 2018, UNHCR will continue to focus on life-saving assistance for refugees, including by providing basic services and meeting the immediate needs of new arrivals from South Sudan in neighbouring countries. A funding shortage may have grave consequences, with at least 100,000 IDPs at risk of remaining without core relief items. Other negative impacts may include women and girls going without sanitary material in Sudan. UNHCR may also be unable to establish sustainable water supplies in Uganda, where the levels are already below emergency standards. Hundreds of thousands of South Sudanese children in Sudan and Uganda could also be prevented from attending school.

REGIONAL STRATEGY

Meeting basic needs

Meeting the basic needs of people of concern remains a priority for UNHCR across Africa. In fact, meeting basic needs and providing essential services—including shelter, water and education—account for nearly half of the total regional budget.

For example, the Office will focus on life-saving protection and assistance, while helping ensure Somalian refugee and asylum-seeking children are enrolled in primary education. It will provide cash grants or vouchers to cover the cost of families' basic household items, and respond to the drought that is increasing the risk of famine-induced displacement in Somalia. In South Sudan, shelter and other essential needs remain critical. As 88 per cent of IDPs live outside formal settlements, many of their needs remain unmet. After years of displacement, more than half of the refugees in the country (60 per cent) are still in emergency shelters.

Favourable protection environment

In 2018, UNHCR will continue to prioritize the delivery of protection assistance through interventions that have proven to have multiple protection dividends, such as registration and education. Along with other UN humanitarian agencies, UNHCR will remain focused on SGBV protection and response throughout the region, increasing community engagement on the issue, and facilitating survivors' access to health services and legal aid. As ensuring everyone is registered and has identity documents remains important to the organization, in 2018 greater emphasis will be placed on improving registration and documentation systems, including by implementing the new biometric identity management system, when and where possible. UNHCR's policy on alternatives to detention will also be key to its ongoing work in some African countries, as will the promotion of access to asylum. UNHCR therefore intends to follow up on pledges made by governments of African countries made at the UN Summit for Refugees and Migrants and the Leaders' Summit on Refugees in 2016, to strengthen national asylum systems and ensure refugees and IDPs are able to access refugee status determination procedures, legal protection and assistance, as well as local services.

Mixed movements

Migrants and refugees increasingly make use of the same routes and means of transport to get to an overseas destination. If people composing these mixed movements are unable to enter a particular State legally, they often employ the services of human smugglers, embarking on dangerous sea or land voyages, which many do not survive. This phenomenon is becoming increasingly common in the Africa region, with refugees and migrants moving from East Africa and the Horn of Africa, as well as the West Africa sub-regions, through the central Mediterranean route to Europe. Another route sees refugees and migrants travelling from the East and Horn of Africa, the Great Lakes Region, and even some Southern African States, to other destinations in Southern Africa.

UNHCR is working to mitigate protection risks faced by refugees, migrants and other people in need of international protection while moving along these routes. In 2018, this will include strengthening service delivery and information campaigns warning people about the dangers of these voyages, as well as a greater commitment to identifying solutions for people on the move. UNHCR will continue working with the South African Development Community to implement a strategic 2015-2018 plan to address mixed and irregular movement, as well as with IOM as it strengthens coordination and information-sharing mechanisms to ensure refugee and migrant movements across the Gulf of Aden are better monitored.

Durable solutions and the Comprehensive Refugee Response Framework

A number of recent events, including the World Humanitarian Summit in May 2016, the UN Summit for Refugees and Migrants, and the Leaders' Summit on Refugees, in September 2016, have emphasized increasing global commitment to addressing the humanitarian needs of large movements of displaced people in a more focused and comprehensive way, and to ensuring sustainable solutions for them. This is starting to materialize within the region, and work will continue into 2018 with six African countries already in the process of rolling out the CRRF.

Support to facilitate traditional solutions remains crucial. Small-scale voluntary repatriation continues, notably to Côte d'Ivoire, Rwanda and Somalia, alongside some spontaneous returns to Burundi, the CAR, Mali, Mozambique and Nigeria. Nevertheless, UNHCR does not anticipate a large-scale voluntary repatriation programme in the region during 2018. It will continue to support African States implementing inclusive development planning and measures that help refugees build their resilience and self-reliance, and strengthen connections with hosting communities.

It is hoped that 2018 will see high numbers of naturalization throughout the region. In this regard, continued financial support is key, particularly for Burundian refugees in the United Republic of Tanzania. UNHCR has identified six priority areas of engagement, namely: admission and rights,

inclusion and self-reliance, resettlement and complementary pathways (see *Glossary*) for admission, local integration for naturalized Tanzanians, emergency response, and voluntary repatriation and reintegration in ones' country of origin. The Office will work with the Government of Tanzania to facilitate solutions for the remaining Burundian refugees who arrived in 1972. The implementation will build on existing mechanisms, including the United Nations Joint Programme for the Kigoma Region, which fosters an inclusive approach to supporting refugees and host communities. While health and education were addressed under the "Kigoma joint programme" which forms part of the CRRF in 2017, the focus in 2018 will be on water, environment, energy and infrastructure.

Resettlement remains a crucial protection tool to meet the needs of the most vulnerable refugees in Africa. During the last decade, some 279,400 refugees from Africa have been submitted for resettlement to a third country. UNHCR predicts that more than 510,000 refugees in Africa will be in need of resettlement in 2018, which is just 9 per cent of the continent's refugee population. Given the limited number of opportunities for resettlement, UNHCR will continue to advocate complementary pathways for admission, including through educational opportunities and family reunification.

Humanitarian – development nexus

UNHCR will continue to engage with development actors in 2018, in order to promote development in refugee-hosting areas, building on previous collaboration with the African Development Bank and the World Bank, among others. Links are already being made with the World Bank, for example, as UNHCR seeks to identify situations applicable to the Bank's IDA-18 funding. This funding is a three-year loan of \$2 billion, granted for medium- to long-term investments that benefit refugee and host-communities in low-income, refugee-hosting countries. It focuses on addressing fragility and forced displacement on the continent, and will continue into 2018 and 2019. It is hoped this cooperation will enhance the livelihoods and self-reliance of refugees in future years, reducing UNHCR's direct involvement and investment. However, it should be noted that these initiatives will not result in reduced resource requirements, as sustainable collaboration requires significant upfront investment.

CONSTRAINTS

UNHCR operations in the region are often affected by a destructive cycle of insecurity, food shortages, and lack of humanitarian access. While the deteriorating security environment and ongoing conflict in the Lake Chad basin, Somalia, and South Sudan is expected to force more people to flee for safety, security issues will continue to prevent access to populations of concern. These obstacles prevent vulnerable families from receiving crucial food and non-food aid, resulting in an increasing number of displaced people facing food crises. Moreover, taking into account the effects

of climate change, droughts, and the inability to make progress in resolving protracted situations, displacement will likely increase in 2018. UNHCR is an active member of the Steering Committee on Famine Response and Prevention, a collaboration between the IASC, the UNDG and the World Bank. Nevertheless, continued and timely funding is needed to alleviate the situation.

The potential for further conflict in border areas persists, particularly in light of growing and widespread food insecurity, and with close to 5 million people in need of life-saving food assistance. Famine in parts of South Sudan is a likely scenario. Approximately one million children under the age of five are estimated to be acutely malnourished across the country, including 270,000 children who face death without assistance. The Government of Uganda has maintained open borders and has one of the most progressive refugee policies in Africa, promoting self-reliance of refugees and peaceful co-existence with host communities. However, it needs urgent and large-scale support to respond to this critical situation.

FINANCIAL INFORMATION

UNHCR's operations in Africa are responsible for the organization's largest budgetary requirements, largely due to the needs associated with the Somalia and South Sudan situations. With needs amounting to \$2.6 billion, Africa accounts for around 35 per cent of the Office's overall budget. However, this represents 11 per cent less than was allocated for the region in 2017, which is attributed to the anticipated reduction in IDPs during the coming year.

Africa has the largest needs under Pillar 1, refugee programming, amounting to 30 per cent of UNHCR's total budget for 2018. It also requires the largest proportion of the budget dedicated to reintegration projects, under Pillar 3, despite a reduction in the region's budget for this sort of support.

Funding shortages in refugee operations in Burkina Faso, Cameroon, Chad, the DRC, Ethiopia, Kenya, Rwanda, South Sudan and the United Republic of Tanzania have resulted in reductions in food rations for around two million refugees, a trend which is likely to increase if funding is not made available in 2018.

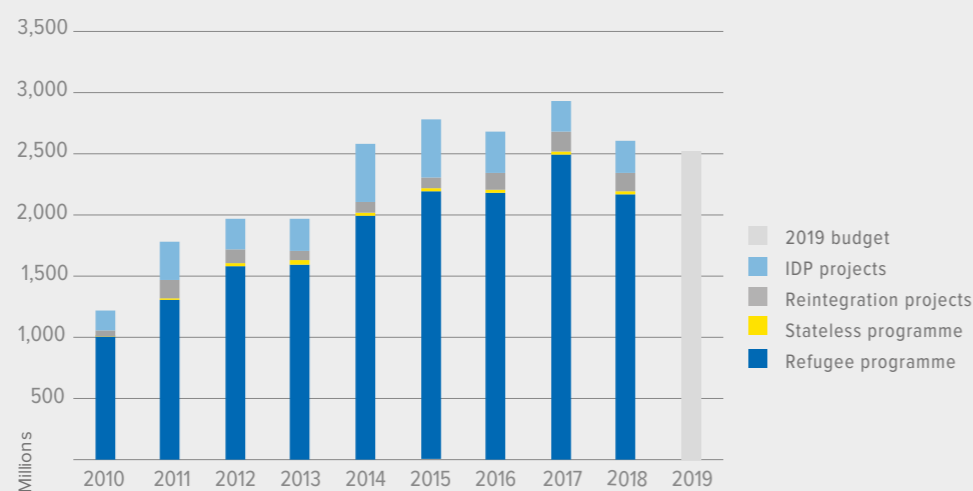
Within the region, the majority of the funding needs are in the East and Horn of Africa subregion, which accounts for 65 per cent of the budget for the whole region. Most of the requirements (89 per cent) are allocated to the refugee programme—a clear reflection of the needs stemming from the Somalia and South Sudan crises. Shortfalls in funding will result in limitations on the organization's capacity to provide urgent and life-saving interventions, core relief items and essential shelter assistance for refugees and IDPs in need.

More details on individual operations are available in the relevant subregional and country operations pages on the Global focus website (<http://reporting.unhcr.org>).

AFRICA 2018 BUDGET BY RIGHTS GROUP | USD millions



BUDGETS FOR AFRICA 2010-2019 | USD



BUDGETS FOR AFRICA | USD

OPERATION	2017 Current budget (as of 30 June 2017)	PILLAR 1 PILLAR 2 PILLAR 3 PILLAR 4				TOTAL	2019 Proposed budget
		Refugee programmes	Stateless programmes	Reintegration projects	IDP projects		
WEST AFRICA							
Burkina Faso	24,785,448	21,347,881	503,114	-	-	21,850,996	18,528,905
Côte d'Ivoire	20,258,448	2,415,705	9,630,012	3,954,285	-	16,000,001	15,800,080
Ghana	8,878,867	8,085,878	-	-	-	8,085,878	7,159,061
Guinea ¹	4,471,017	-	-	-	-	-	-
Liberia	16,194,818	11,580,064	-	-	-	11,580,064	11,041,665
Mali	41,007,532	9,215,547	-	9,262,523	1,125,019	19,603,089	17,432,019
Niger	83,390,232	53,765,858	733,498	-	11,310,943	65,810,299	65,064,162
Nigeria	78,926,048	6,104,000	-	22,890,000	47,306,000	76,300,000	72,485,000
Senegal Regional Office ²	31,317,166	24,980,533	4,521,642	-	-	29,502,175	23,362,236
SUBTOTAL	309,229,576	137,495,466	15,388,267	36,106,808	59,741,961	248,732,501	230,873,129
EAST AND HORN OF AFRICA							
Chad	165,145,807	140,346,387	3,003,699	-	5,634,658	148,984,744	130,384,009
Djibouti	33,785,057	26,730,931	-	-	-	26,730,931	8,100,000
Eritrea	3,899,094	3,943,197	-	-	-	3,943,197	3,943,261
Ethiopia	330,477,808	318,542,363	-	-	1,969,862	320,512,225	353,299,158
Ethiopia UNHCR Representation to the AU and ECA	2,205,453	2,205,453	-	-	-	2,205,453	3,200,012
Kenya	230,228,625	184,907,177	481,496	-	-	185,388,673	170,118,826
Kenya Regional Support Hub	6,376,071	5,116,101	-	-	-	5,116,101	4,425,102
Somalia	116,599,819	76,790,400	-	59,707,514	49,886,360	186,384,275	174,928,992
South Sudan	171,672,619	120,472,438	1,492,482	-	33,322,403	155,287,323	160,244,622
Sudan	201,089,032	194,374,972	2,045,493	11,834,349	23,662,502	231,917,316	256,103,899
Uganda	551,051,801	416,332,152	200,000	-	-	416,532,152	405,800,758
Regional activities	4,782,538	7,392,462	-	-	-	7,392,462	7,392,462
SUBTOTAL	1,817,313,724	1,497,154,032	7,223,170	71,541,862	114,475,785	1,690,394,851	1,677,941,101
CENTRAL AFRICA AND THE GREAT LAKES							
Burundi	33,815,536	28,466,983	-	-	2,457,613	30,924,595	30,924,227
Cameroon	94,244,829	81,169,771	530,533	-	5,027,502	86,727,806	82,291,369
Central African Republic	53,084,438	9,355,282	-	20,659,162	11,254,976	41,269,421	42,599,962
Congo, Republic of the	28,642,667	21,104,168	-	-	2,370,000	23,474,168	21,173,420
Democratic Republic of the Congo Regional Office ³	234,312,899	102,914,438	1,285,780	18,143,850	58,752,675	181,096,744	140,923,027
Rwanda	104,378,181	95,475,730	-	-	-	95,475,730	99,671,325
United Republic of Tanzania	137,072,143	122,709,283	-	3,219,937	-	125,929,220	122,686,048
SUBTOTAL	685,550,693	461,195,655	1,816,313	42,022,950	79,862,767	584,897,684	540,269,379
SOUTHERN AFRICA							
Angola	36,642,183	2,602,287	-	-	-	2,602,287	2,602,287
Botswana ⁴	3,076,320	-	-	-	-	-	-
Malawi	18,118,080	17,399,752	-	-	-	17,399,752	17,377,615
Mozambique	5,522,948	5,626,659	319,555	-	-	5,946,214	5,946,214
South Africa Regional Office	25,440,886	29,123,809	1,323,482	-	-	30,447,291	30,447,773
Zambia	13,609,910	12,279,067	-	-	-	12,279,067	6,907,714
Zimbabwe	10,957,979	7,564,022	253,828	-	-	7,817,850	7,817,850
SUBTOTAL	113,368,306	74,595,596	1,896,865	-	-	76,492,461	71,099,453
TOTAL	2,925,462,299	2,170,440,748	26,324,615	149,671,620	254,080,513	2,600,517,498	2,520,183,062

¹ Guinea will be reported under Senegal Regional Office as from 2018.

² Includes activities in Benin, Gambia, Guinea-Bissau, Sierra Leone and Togo.

³ Includes activities in Gabon and the Democratic Republic of the Congo.

⁴ Botswana will be reported under South Africa Regional Office as from 2018.

The Americas

WORKING ENVIRONMENT

The region is at the forefront of durable solutions, with more refugees resettled in the Americas than in any other region of the world. More than 80,000 refugees —80 per cent of all resettlement worldwide—were resettled there in 2016, mainly in Canada and the United States of America but increasingly in Argentina, Brazil and Chile. Most countries in the region provide inclusive public policies; opportunities for integration and naturalization; complementary pathways for admission (see *Glossary*), such as expanded family reunification programmes or refugee access to temporary labour migration schemes; and apply innovative approaches to resettlement, such as humanitarian visa programmes.

In addition to its continued commitment to solutions, three main situations will be the focus of UNHCR's work in the region in 2018:

- The implementation of the peace agreement between the Colombian Government and the Revolutionary

A family of Venezuelan children and their older Colombian-born relatives stand outside their wooden house in Barrio Camilo Daza in the city of Cúcuta, Colombia. Mother of four, Aide Caceres (far left) recently brought her children here because of the situation in Venezuela, but is unable to access health and education for them as they are undocumented Venezuelans.

Armed Forces of Colombia (FARC), and negotiations with the rebel National Liberation Army (ELN).

- The deteriorating situation in Venezuela (Bolivarian Republic of) that is likely to continue generating population outflows.
- The growing displacement from and within the North of Central America (NCA), including El Salvador, Guatemala and Honduras. In the Caribbean, UNHCR will develop regional safeguards to enhance refugee protection, enhance the quality of asylum procedures and promote durable solutions. It will also support efforts aiming to progressively eradicate statelessness.

The Office also expects the number of complex mixed movements to continue increasing in 2018, with the combination of refugee flows and mixed movements requiring a range of responses from UNHCR.

In line with the New York Declaration on Refugees and Migrants (see *Glossary*), the comprehensive regional protection and solutions framework (CRPSF) has been developed by Belize, Costa Rica, Guatemala, Honduras, Mexico and Panama. The CRPSF includes national action plans that have been informed by extensive national and local consultations and which build upon existing solidarity and responsibility-sharing mechanisms in the region, including the Brazil Declaration and Plan of Action (see *Glossary*) and the San José Action Statement. The CRPSF will support States to implement their commitments, while identifying and addressing remaining gaps through “whole-of-society” integrated responses as well as the mobilization of additional resources for implementation.

In recent years, an ever-increasing number of people seeking asylum has put a strain on the region’s asylum systems. This is likely to

continue in 2018. UNHCR will therefore continue to prioritize the implementation of programmes in the Brazil Plan of Action, which was adopted by 28 countries and three territories in Latin America and the Caribbean.

MAJOR SITUATIONS

Colombia

Approximately 7.6 million IDPs have been registered as internally displaced in Colombia since 1985. Since the signature of the peace agreement in December 2016, the FARC have begun disarming and reintegrating into civilian communities. However, other illegal armed groups are now vying for territorial control, and forced displacement continued with over 8,700 IDPs newly displaced between January and August 2017. This trend is expected to continue, particularly along the Pacific coast and the border region, mainly affecting Afro-Colombian and indigenous communities.

UNHCR will begin implementing its multi-year, multi-partner protection and solutions strategy. It will work closely with the UN Verification Mission in Colombia to ensure that protection and solutions issues are known, and its alliances with development actors to facilitate durable solutions for IDPs are strengthened. UNHCR will also help enhance the authorities’ knowledge, resources and response to asylum issues, in keeping with Colombia’s growing role as a receiving country for people in need of international protection.

The Office continues to support efforts in Venezuela (Bolivarian Republic of) to host refugees, in particular Colombians over the years. UNHCR will continue working with partners to ensure quality protection standards for refugees, asylum-seekers

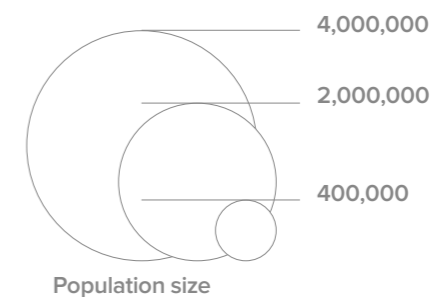
and stateless persons in the country, providing them with comprehensive, complementary and sustainable solutions; and promoting safe borders and emergency preparedness to better protect all people of concern.

With the authorities in Ecuador, UNHCR will look to strengthen the national asylum system, building its capacity to provide legal assistance to refugees and asylum-seekers; and achieving self-reliance for refugees through the “graduation approach” (see *Building better futures* chapter and *Glossary*).

North of Central America

The region has seen a tenfold increase in refugees and asylum-seekers from the NCA countries over the last five years, reaching 215,000. Some 46,000 new asylum applications were received in the subregion within the first six months of 2017, and 77,740 people returned to NCA countries between January and July 2017 from Mexico and the United States of America, a significant proportion of whom had protection needs. The Government of Honduras estimates that from 2004 to 2014, 174,000 persons were internally displaced in their country.

The reasons for the increased displacement are complex and multifaceted but violence and insecurity remain the major contributing factors. An increase in asylum claims in this subregion is expected to continue in 2018. During the past two years, the number of asylum-seekers from the NCA has increased in Belize, Costa Rica, Mexico and Panama. Guatemala is also increasingly perceived by people of concern not only as a country of transit but also a country of asylum.



IDPs and members of host communities benefited from community-based infrastructure and empowerment projects.

In 2018, UNHCR will continue working with partners to build stronger asylum systems; establish mechanisms that can respond to urgent protection risks faced by IDPs and other people affected by violence; identify and protect returnees with protection needs; and find durable solutions for all people of concern. UNHCR's response aims to ensure safe transit by establishing protection networks along the main migration routes and by providing humanitarian assistance, with a special focus on the most vulnerable.

Venezuela (Bolivarian Republic of)

The deteriorating situation in Venezuela (Bolivarian Republic of) continues to prompt people to flee. The number of asylum applications lodged by Venezuelans around the world rose to approximately 48,500 between January and mid-September 2017, a considerable increase over the 34,000 claims lodged by the end of 2016.

The primary destination countries for Venezuelan asylum-seekers are Brazil, Costa Rica, Mexico, Peru, Spain and the United States of America. Despite the efforts of host countries to generously meet the increasing needs of Venezuelans fleeing their country, a more robust response is needed to protect their physical security and documentation, and to respond quickly to sexual and gender-based violence (SGBV, see *Glossary*), exploitation, and abuse. In certain areas, armed groups and criminal gangs are exploiting new arrivals and the local population. In 2017, together with partners and respective governments, UNHCR went to Brazil, Colombia, and Trinidad and Tobago to assess border movements, evaluate the humanitarian

needs of those crossing, and what would be needed if anyone else arrived. The Office also deployed technical missions to look at cash-based interventions (see *Glossary*), shelter and registration.

The volatile situation in Venezuela (Bolivarian Republic of) may result in more Colombians returning home, as well as Venezuelans in need of international protection crossing into Colombia. UNHCR, with partners, will strengthen its programmes in the border areas of neighbouring countries to improve basic humanitarian assistance, including multipurpose cash grants, and to support government registration, documentation, and access to refugee status determination processes for those fleeing, or alternative legal pathways, such as temporary stay arrangements and humanitarian visas. These will enable Venezuelans to normalize their stay in countries, while allowing those who intend to seek asylum to do so.

REGIONAL STRATEGY

Building a harmonized asylum system

Access to asylum and high-quality decision-making will remain key areas of engagement between UNHCR and States in the region, whether as part of the quality assurance initiative or as part of UNHCR's provision of technical expertise on refugee law and procedures. To increase the efficiency of their asylum systems, ten States in the region—Argentina, Bolivia (Plurinational State of), Brazil, Chile, Costa Rica, Ecuador, Mexico, Panama, Peru, and Trinidad and Tobago—have committed to running a quality assurance initiative programme. This should improve the

identification, registration and processing of applicants according to their vulnerabilities. It should also help ensure that they are properly interviewed and ultimately receive a fair decision on their claim.

In 2018, UNHCR will prioritize regional cooperation among States' asylum bodies. To strengthen national asylum systems, particular attention will be paid to managing backlogs in asylum processing. UNHCR's engagement with countries currently participating in the quality assurance initiative will continue, with a focus on strategic case management and backlog reduction. It will also work to establish asylum systems where these are not yet in place, particularly in the Caribbean region, where governments will progressively assume responsibility for refugee status determination.

In addition, the Office will support the Inter-American Institute for Human Rights and hundreds of civil society organizations across the Americas, including legal clinics, which provide legal counselling and offer representation services to asylum-seekers and refugees through the Americas Network for Refugee Legal Aid.

Progressing towards solutions

Argentina, Brazil and Chile will continue their efforts as emerging resettlement countries, with re-designed resettlement and private sponsorship programmes, receiving an increasing number of families affected by the conflict in the Syrian Arab Republic (Syria) and from the NCA.

At the Leaders' Summit on Refugees, held in the United States of America in September 2016, both Argentina and Brazil committed to admitting 3,000 people

affected by the crisis in Syria by combining their humanitarian visa programmes with private sponsorship programmes, including for UNHCR-referred refugees. Brazil has also pledged to establish a State-funded resettlement programme for individuals from the NCA subregion by the end of 2018. Uruguay has also committed to receive families from the NCA.

Launched in 2016 and piloted in Costa Rica, El Salvador and the United States of America, the protection transfer arrangement aims to facilitate the humanitarian evacuation of people at heightened risk. In 2018, it will be expanded to the three NCA countries and aims to reach a referral capacity of nearly 1,100 people, depending on the availability of funding and the receiving countries.

While the Americas are providing more opportunities for local integration as a durable solution, some resettlement needs prevail for cases whose specific protection needs prevent them from achieving local integration. Excluding the protection transfer arrangement cases, around 1,800 people have been identified as needing resettlement as the only viable durable solution in 2018, which indicates that resettlement is a strategic protection tool in the region.

UNHCR will continue promoting the inclusion of refugees and other people of concern in national plans and policies in the region. In Ecuador, the "graduation approach" (see *Building better futures* chapter and *Glossary*) helps people of concern to become free of poverty and self-reliant and, ultimately, facilitates their local integration. Taking advantage of the momentum created by the adoption of Ecuador's Human Mobility Law, and the commitments on naturalization included

in the Brazil Declaration and Plan of Action, UNHCR will advocate the implementation of simplified naturalization procedures. In Colombia, the Office will focus on increasing IDPs' access to durable solutions by supporting the Government with the

legalization of informal settlements; providing technical assistance to strengthen public policies for solutions; and assisting selected communities with return, relocation, local integration and collective reparation processes.



Musician who fled Colombia finds his forte in Canada

“When you have to flee abruptly, you find home not in terms of place, but the likeminded people who make you feel like family.” Ruben Esguerra, Colombian refugee speaks of his experience of being welcomed in Canada.

Ruben Esguerra, 37, arrived in Canada 28 years ago after fleeing conflict in Colombia.

Ending statelessness

The region will continue working towards the eradication of statelessness by 2024. UNHCR will continue to advocate that the Governments of Chile, El Salvador, Mexico, as well as Caribbean countries, accede to one or both statelessness conventions. Furthermore, the Office will keep promoting the adoption and implementation of domestic frameworks to ensure the protection of stateless migrants and access to facilitated naturalization in Argentina, Colombia, El Salvador, Panama, Paraguay and Uruguay. UNHCR will provide interested States with technical assistance to address gaps in nationality laws that may generate cases of statelessness, and will support strategic partnerships and initiatives to prevent statelessness through universal birth registration, in line with goal 16.9 of the Sustainable Development Goals.

Despite notable progress in Latin American countries, UNHCR will continue to work

with Caribbean States to ensure the acquisition, confirmation or restoration of nationality for stateless persons in the region. Despite the closure of the its office in Haiti in 2018, UNHCR will maintain its engagement with the Government, in particular to provide technical assistance for the adoption of a new nationality law and for the implementation of the statelessness conventions.

Strengthening regional cooperation

The Americas will continue working under the Brazil Plan of Action, the regional framework for cooperation and responsibility-sharing in Latin America and the Caribbean. The triennial evaluation of the Plan—which took place in 2016 on the statelessness, solutions and quality of asylum chapters—will help inform the process leading towards the development of the global compact on refugees through a regional conference in Brasilia in February 2018.

The Caribbean Migration Consultations will address challenges related to mixed movements and develop protection-sensitive responses across the subregion. In 2018, UNHCR is expecting to formalize its cooperation with the Caribbean Community (CARICOM) Implementing Agency for Crime and Security to jointly provide support and capacity-building for Caribbean governments on matters related to refugee protection and mixed movements.

UNHCR will continue to foster regional cooperation and alliances with the UNDG-LAC, regional and subregional mechanisms such as OAS, MERCOSUR and the Central American Integration System, as well as multilateral development banks, civil society, the private sector and other relevant partners. Enhanced coordination with the regional consultation forums on migration (Lima and Puebla processes) will contribute to the inclusion of protection safeguards when identifying people in need of international protection within mixed movements.

CONSTRAINTS

The increased number of people seeking asylum throughout the region during the last few years is taking its toll on national asylum systems. The quality assurance initiative will therefore remain UNHCR's primary means of helping to strengthen asylum systems and to improve strategic case management.

Ensuring States can respond effectively to the region's asylum-migration nexus, and building the capacity within the region to process applications through migration pathways, when possible are an important part of UNHCR's response to mixed movements. In the Caribbean, this includes promoting a consistent approach to refugee protection within the region's broader migration trends. The operational challenges posed by mixed movements from other continents are expected to continue, as is an increasing number of Cuban and Haitian and nationals transiting through the region, some of whom may have international protection needs.

Opportunities for local integration of people of concern are limited in the Caribbean, despite gradual progress. In this context, resettlement is used as a protection tool for a small number of refugees for whom this durable solution is crucial.

More details on individual operations are available in the relevant subregional and country operations pages on the Global focus website (<http://reporting.unhcr.org>).

FINANCIAL INFORMATION

As the region with the smallest budgetary requirements, at just \$152.6 million, the Americas represents 2 per cent of the organization’s overall budget for 2018, or an increase of 2.7 per cent since 2017. With its focus on obtaining durable solutions, the budget for refugee programmes in this region is the most significant and has more than doubled in the last five years.

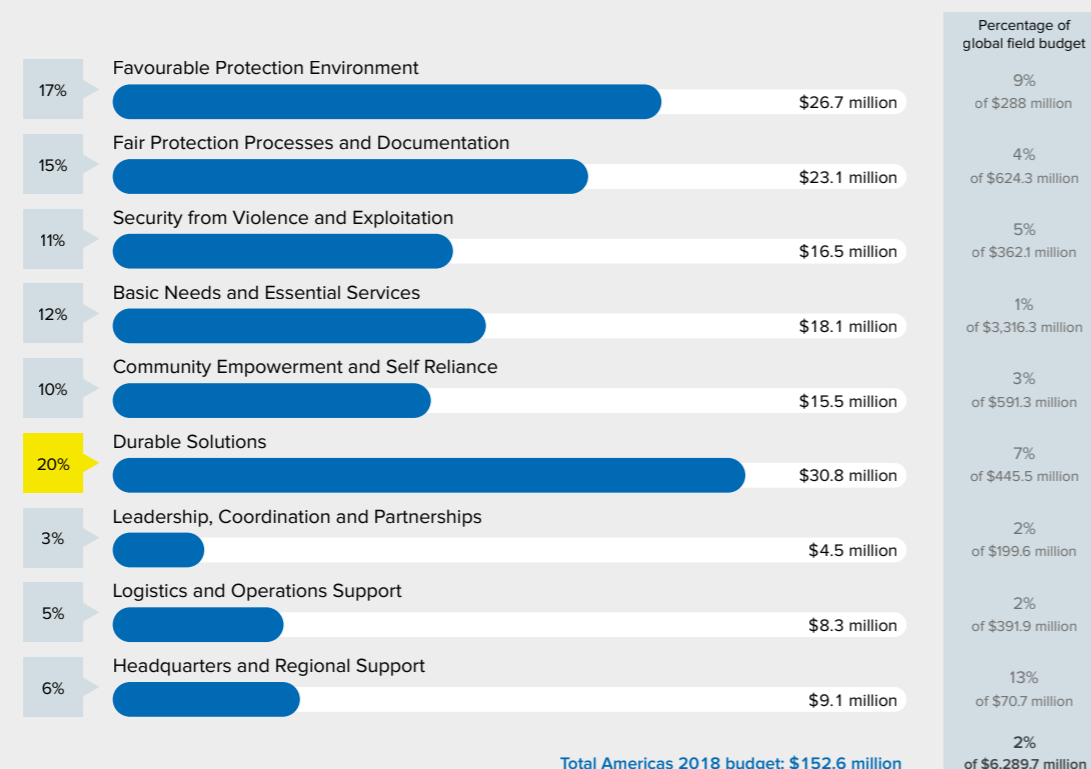
Within the region, the Latin America subregion has the greatest budgetary needs, accounting for more than 82 per cent of the region’s allocation. This is largely due to the increasing arrivals from Venezuela (Bolivarian Republic of), the growing humanitarian needs in the NCA, and continued stabilization efforts in Colombia. There is also a particular need to support UNHCR’s operational presence and monitoring capacity in border areas.

Regional priorities include a focus on improving reception conditions and border monitoring; access to quality status determination; potential for integration; and women’s empowerment, child protection and SGBV prevention and response.

With respect to UNHCR’s protection response, a funding shortfall would limit UNHCR’s capacity to monitor humanitarian needs and new displacements in some areas of Colombia, where these continue to occur, and to respond appropriately to the needs of the most vulnerable.

Regarding the regional response in the NCA, a funding shortfall could hinder efforts to prevent greater displacement and to address the risks that people of concern face, particularly those who are forced to take insecure routes to seek safety and are susceptible to exploitation (such as SGBV, trafficking, or forced recruitment).

THE AMERICAS 2018 BUDGET BY RIGHTS GROUP | USD millions

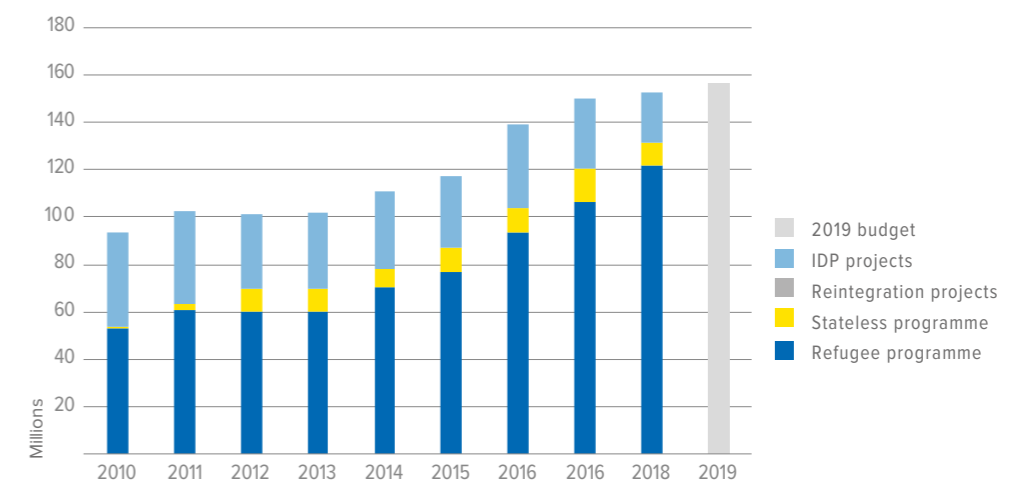


BUDGETS FOR THE AMERICAS | USD

OPERATION	2017 Current budget (as of 30 June 2017)	PILLAR 1 PILLAR 2 PILLAR 3 PILLAR 4				TOTAL	2019 Proposed budget
		2018 Refugee programmes	2018 Stateless programmes	2018 Reintegration projects	2018 IDP projects		
NORTH AMERICA AND THE CARRIBBEAN							
Canada	1,758,241	1,836,756	50,595	-	-	1,887,351	1,810,350
United States of America Regional Office ¹	28,126,070	17,292,233	8,217,022	-	-	25,509,256	22,834,929
SUBTOTAL	29,884,311	19,128,989	8,267,618	-	-	27,396,607	24,645,279
LATIN AMERICA							
Argentina Regional Office ²	5,547,848	6,186,526	163,870	-	-	6,350,396	4,458,398
Brazil	5,766,676	6,017,070	103,867	-	-	6,120,936	5,671,089
Colombia	28,686,415	3,320,005	-	-	21,556,495	24,876,500	24,833,046
Costa Rica	6,455,431	8,019,699	-	-	-	8,019,699	10,263,930
Costa Rica Regional Legal Unit	4,002,099	3,142,349	806,118	-	-	3,948,467	3,948,466
Ecuador	21,763,000	19,560,801	-	-	-	19,560,801	17,999,943
Mexico	14,677,287	16,145,000	-	-	-	16,145,000	16,599,999
Panama Regional Office ³	22,672,194	25,883,586	-	-	-	25,883,586	26,308,183
Venezuela (Bolivarian Republic of)	8,166,950	10,805,911	-	-	-	10,805,911	19,339,833
Regional Activities ⁴	2,517,018	3,444,860	-	-	-	3,444,860	2,500,000
SUBTOTAL	120,254,919	102,525,806	1,073,855	-	21,556,495	125,156,157	131,922,887
TOTAL	150,139,230	121,654,796	9,341,473	-	21,556,495	152,552,764	156,568,166

¹ Includes Haiti, Dominican Republic, Puerto Rico, the US Virgin Islands, 12 independent Caribbean States, three other CARICOM States, and British and Dutch overseas territories in coordination with the Europe Bureau.
² Includes activities in the Plurinational State of Bolivia, Chile, Paraguay, Peru and Uruguay.
³ Includes activities in Cuba, El Salvador, Guatemala, Honduras and Nicaragua.
⁴ Regional activities cover the entire Americas region.

BUDGETS FOR THE AMERICAS 2010-2019 | USD





Asia ^{and} the Pacific

WORKING ENVIRONMENT

The region hosts some 3.5 million refugees (mostly from Afghanistan and Myanmar), 2.7 million IDPs and 1.6 million stateless persons.

From emergencies requiring urgent humanitarian assistance to situations where innovative longer-term solutions are required, the Asia and the Pacific region presents a complex set of situations requiring UNHCR's presence. Among the former is Afghanistan, where violence continues to create displacement and obstruct the chances of sustainable returns. Also among the former is the biggest and fastest growing refugee emergency the region has seen in decades—the flight from Myanmar of hundreds of thousands of refugees into Bangladesh. With the existing camps and settlements overcrowded, and with limited basic infrastructure and services, the humanitarian needs are astounding.

© UNHCR / R. ARNOLD

A Rohingya mother wades through water as she crosses the border from Myanmar into Bangladesh, near the village of Anzuman Para in Palong Khali.

The volatile security situation in Afghanistan continues to trigger displacement, with more than 192,000 people forced to flee their homes in the first eight months of 2017. With the situation likely to remain precarious, displacement is expected to continue.

The protracted Afghan refugee situations in the Islamic Republics of Iran and Pakistan require long-term solutions, with a focus on the creation of conditions conducive to voluntary repatriation to Afghanistan and support for refugee-hosting communities.

UNHCR has dramatically increased its presence, and the protection and assistance it is providing to refugees, including in Bangladesh since it was granted the authorization to expand its operational capacity beyond the two existing refugee camps. The operation will require significant support into 2018 to meet the comprehensive needs of all refugees in Bangladesh.

More than two-thirds of refugees in Asia and the Pacific—an estimated 2.8 million people—live in urban and semi-urban areas. This requires UNHCR and partners to work with States and other actors to strengthen the protection of those living outside camps and ensure their access to essential services in new and innovative ways.

The region is home to more than half of those under UNHCR’s statelessness mandate, approximately 50 per cent of the global stateless population. Preventing and reducing statelessness, and protecting the rights of stateless persons, will therefore be key regional priorities for the Office.

Despite the generosity and good practices evident across the region, only 20 of its 45 countries and territories have acceded to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol, posing challenges in terms of refugee protection and solutions. Ensuring access to territory will also remain a priority for UNHCR in the region.

MAJOR SITUATIONS

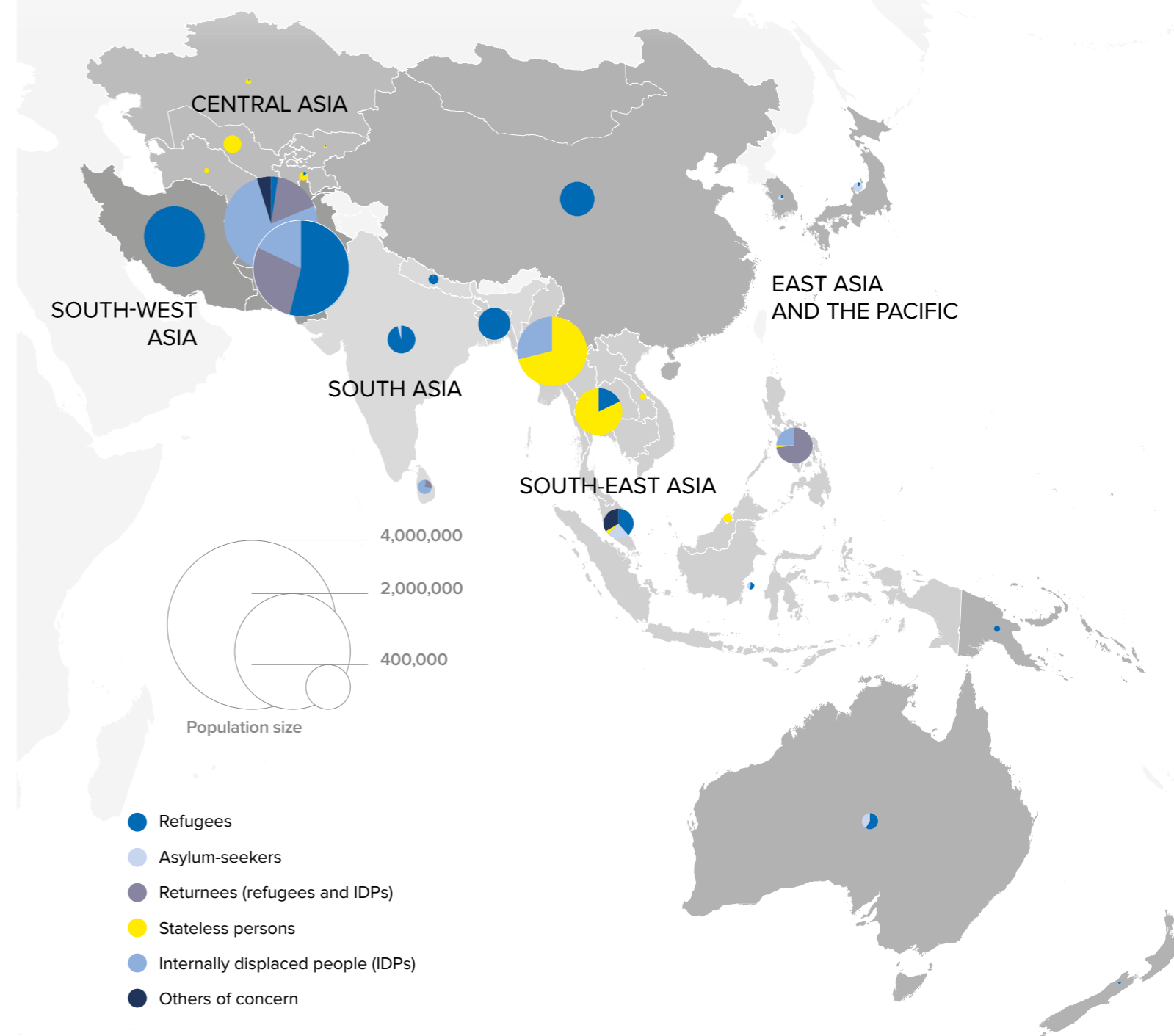
Afghan refugees in South-West Asia

The volatile security situation in Afghanistan continues to trigger displacement, with more than 192,000 people forced to flee their homes in the first eight months of 2017. More than half of those displaced were under the age of 18. There are more than 2.2 million Afghan refugees worldwide, with the majority of them having received protection and assistance from the Islamic Republics of Iran and Pakistan for almost four decades.

The “Solutions strategy for Afghan refugees to support voluntary repatriation, sustainable reintegration and assistance to host countries” (SSAR) is a multi-year regional framework that seeks solutions for Afghan refugees living in a protracted situation. The SSAR offers a comprehensive and integrated framework for joint interventions aimed at facilitating voluntary repatriation and sustainable reintegration, while at the same time providing assistance to host communities and countries.

Within Afghanistan, some 1.2 million people are internally displaced. The situation is likely to remain precarious with continuing internal displacement. UNHCR will work to build closer partnerships with development actors, while supporting the Government to ensure that returnees are included in national development plans.

Pakistan hosts more than 1.3 million registered Afghan refugees, with the number of refugee returns from this country declining from some 370,000 in 2016 to around 50,000 in the first three-quarters



of 2017. The pace of returns is expected to remain modest in 2018. However, UNHCR cannot discount the impact that the parliamentary elections in Pakistan in 2018 may have on Afghan refugees. Nevertheless, the “Refugee affected and hosting areas” (RAHA) programme, a key element of the SSAR, will continue to support host communities and promote peaceful coexistence.

The Islamic Republic of Iran continues to expand refugee access to healthcare through the universal public health

insurance scheme, supported by UNHCR. By the end of July 2017, some 125,700 refugees were registered in the scheme, giving them access to the same level of services as Iranian nationals. In 2018, the Office will continue to support the Government of Iran to ensure all refugees have access to public services, including in the areas of health, livelihoods, and education.

Refugee outflow from Myanmar

The Myanmar situation has become the fastest growing refugee crisis in the world. Triggered by security operations in northern Rakhine State in response to the attacks on Myanmar police and military posts launched in August 2017, the displacement situation is the largest and swiftest refugee exodus the region has experienced in recent decades. At least half a million refugees arrived in Bangladesh from Myanmar in little more than a month. They joined more than 300,000 refugees already in Bangladesh from previous waves of displacement.

While the Office is working closely with the Government of Bangladesh and other agencies to respond to the most urgent humanitarian needs, it is clear that the effects of the violence in Myanmar will continue to be felt in 2018. With the situation exacerbated by continuous refugee arrivals, and reoccurring natural disasters, local infrastructure has been overstretched and the environment placed under great strain.

UNHCR will prioritize providing life-saving support and the distribution of core relief items and shelter materials. In line with its mandate responsibilities, it will also continue to lead the protection sector in Bangladesh—working alongside the Government to carry out biometric registration, count families, map newly arrived refugee communities, and establish transit centres on the Bangladesh border to support the immediate needs of new arrivals. Critically, it will also provide support to host communities, in which an estimated 120,000 refugees now live. UNHCR will mitigate the effects on host communities, including by improving infrastructure and roads, and providing technical support to local and national authorities.

Finally, when conditions are conducive and allow, UNHCR is prepared to support the voluntary return of refugees to their places of origin in Myanmar, working alongside the respective governments. This would require an end to violence, and safety and security restored for all, as well as progress on citizenship and rights and inclusive development for all communities in Rakhine State.

REGIONAL STRATEGY

Safeguarding access to protection and asylum

While advocating and supporting the establishment and improvement of asylum procedures by States, UNHCR will continue promoting protection-sensitive systems for the management of mixed movements in the region. The Office will work with States and other stakeholders to identify alternatives to the detention of asylum-seekers; ensure people of concern are protected; and establish mechanisms for achieving solutions for people of concern, including regional schemes beyond resettlement to third countries, such as labour mobility agreements. Strengthening the protection of refugee communities living outside camps will remain a priority.

UNHCR continues to undertake refugee status determination in countries without national asylum procedures and to promote protection-sensitive systems. In February 2017, the Government of Pakistan adopted a comprehensive policy on the voluntary repatriation and management of Afghan refugees, extending the validity of “proof of residence” cards until the end of 2017. The policy foresees the adoption of a draft refugee law and the creation of asylum and migration management regimes, including visas for Afghan refugees with specific profiles. In line with this policy, the Government of Pakistan launched a six-month programme in July 2017 to register undocumented Afghans. UNHCR welcomed this initiative and will continue working with the Government on its implementation in 2018.

In South-East Asia, UNHCR will remain actively involved in the Bali Process, building on the establishment of a task force on preparedness and planning in January 2017. This taskforce aims to promote a more cohesive response to mixed movements in the Bay of Bengal through its consultative mechanism in response to the crisis in Myanmar. UNHCR will endeavour to increase its engagement with the Association of South-East Asian Nations (ASEAN) in order to address the root causes of displacement in Rakhine State and ensure that the return of the hundreds of thousands of Rohingya refugees in the region is sustainable.

In Central Asia, a number of positive changes have been made to refugee and citizenship laws. In June 2017, Uzbekistan issued a decree outlining procedures for the granting of political asylum. UNHCR will continue to work with countries, including at the regional level, to bring about changes to refugee and citizenship laws that ensure people of concern have nationality and legal status in Central Asia.

Seeking durable solutions for protracted refugee situations

Given the ongoing conflict in the country and its limited absorption capacity, UNHCR still does not promote refugee returns to Afghanistan. However, it will continue to assist those who voluntarily chose to return in 2018, in accordance with its mandate and within the framework of SSAR.

In July 2017, a delegation of 160 Afghan refugees travelled from Pakistan to Afghanistan to advocate for measures to be taken to ensure return is sustainable,



Many refugees fleeing Myanmar experience unimaginable horrors.

Mental health first aid on the frontlines of the Rohingya crisis

“Now I have to nurture these children. There is no-one else,” sixteen-year-old Abder Rashid tells Mahmuda, UNHCR’s psychologist, in a gentle voice. “I feel the burden when I try to sleep.” He explains that his father was shot dead in Myanmar. His mother drowned when the boat broke up off the beach, and – as the eldest of four brothers who survived – he is the new head of the family.

including in relation to land, employment, shelter, health and education. In 2018, data from UNHCR's protection-based monitoring in Afghanistan will continue to help address protection issues in the country, support the transition between humanitarian assistance and development work, and inform government-led reintegration activities.

More than 880 Sri Lankan refugees have returned to Sri Lanka so far in 2017, many to the country's north and east. UNHCR staff met each family upon their return and provided cash grants for their transport and reintegration, as well as basic household items. It also carried out protection monitoring in areas of return, which helped inform advocacy efforts. In 2018, UNHCR will continue to expand its partners in Sri Lanka to further support the voluntary repatriation and return of refugees in India.

In the region, UNHCR continues to advocate alternative pathways for refugees. For example, it supports scholarship programmes sponsored by the Japanese Government, which started in 2017, to enable Syrian refugees to pursue post-graduate education. This will continue into 2018, and the selection process is ongoing.

Ensuring protection and durable solutions for IDPs

With the situation in Afghanistan expected to remain critical for IDPs in 2018, UNHCR will continue supporting their specific needs by running specialist services, and in-kind and cash-based assistance. This aims to help them meet urgent medical expenses, cover the cost of legal assistance, while promoting self-reliance. The Office, in coordination with other humanitarian actors, and in its capacity as lead of the emergency shelter and non-food items cluster, will also provide one-off assistance to families newly displaced by conflict.

In Myanmar, as part of an inter-agency response, and as the lead of the protection, shelter and camp coordination and camp management clusters, the Office will continue working with partners and the Government to protect and assist approximately 100,000 IDPs in Kachin and Northern Shan States, as well as a now unknown number of IDPs in Rakhine State. In 2018, UNHCR will continue to advocate increased regional support to help the Government of Myanmar address the root causes of displacement by providing temporary protection for refugees and sharing good practices on peaceful coexistence. UNHCR will also promote inclusive development, and the prevention and reduction of statelessness.

In Pakistan, UNHCR expects to disengage from its protection cluster responsibilities in relation to IDPs in the Federally Administered Tribal Areas and Khyber Pakhtunkhwa by 2018, after building the capacity of the authorities.

In Sri Lanka, the Government adopted a national policy on durable solutions for conflict-affected displacement in August 2016. In line with this policy, Sri Lanka has committed to relocating IDPs from welfare centres to resettlement areas, with land from high security zones gradually released to facilitate returns. UNHCR will work closely with the authorities on this.

Reducing and preventing statelessness and protecting stateless persons

With more than 1.6 million people in the Asia and the Pacific region, the region is home to the highest number of stateless persons worldwide. Addressing statelessness will remain a key strategic priority in 2018, UNHCR will maintain its close cooperation with ASEAN in this regard.

Building on progress made in previous years, States in the region continue to take concrete steps to prevent and reduce statelessness. The support of UNHCR and civil society remains crucial in this regard. The Office remains committed to strengthening its engagement with States and other partners in 2018, to achieve the goals of its "#IBelong Campaign to end statelessness by 2024" and to build on the region's related successes.

For example, in line with the Campaign, the Thai Government provided Thai nationality to more than 30,000 stateless persons between 2012 and mid-2017. In 2018, UNHCR will continue to work closely with the Government of Thailand to ensure nationality is granted to an additional 80,000 stateless children and young adults.

Over 6,000 people have also had their nationality conferred through an ongoing tripartite registration exercise conducted by UNHCR and the Governments of Indonesia and the Philippines. In 2018, UNHCR will continue to support governments in this regard.

Further reduction of statelessness in Central Asia through the acquisition of citizenship will be a priority for UNHCR in 2018, building on the positive work already done.

CONSTRAINTS

Considerable challenges persist in responding to the influx of refugees from Myanmar into Bangladesh. With the refugee population having more than doubled within the space of a month, both capacity and facilities are critically overstretched. The existing coordination mechanism needs to be adapted to the fast-evolving, large-scale refugee situation. In Myanmar, particularly Northern Rakhine State, challenges remain. Despite UNHCR's presence there, by October 2017 there had been no humanitarian access granted, preventing the delivery of life-saving assistance.

Continuing violence in Afghanistan is creating an environment of increasing insecurity in which humanitarian access is limited. The deteriorating security environment is also a major concern for UNHCR staff, particularly national staff who are vulnerable to attacks and injury.

[More details on individual operations are available in the relevant subregional and country operations pages on the Global Focus website \(http://reporting.unhcr.org\).](http://reporting.unhcr.org)

FINANCIAL INFORMATION

While the region started 2017 with a relatively modest budget, accounting for some 6 per cent of the Office's overall budget, a supplementary appeal was released in September to address the urgent protection needs generated by the Myanmar refugee emergency. This situation is likely to continue into 2018.

In 2018, the Asia and the Pacific region accounts for the majority of UNHCR's global budget for statelessness, largely due to the situation in Myanmar. However, the refugee programme remains the most important aspect of UNHCR's work, amounting to \$329 million, or 67 per cent of the region's funding requirements.

Within Asia and the Pacific, the South-West Asia subregion will receive the large share of the region's budget, with needs representing nearly 65 per cent of Asia's budget, despite a reduction of \$38 million compared to 2017.

Shortfalls in funding have also resulted in UNHCR's diminished presence in certain parts of the region, and a prioritization of resources is likely to reduce the number of UNHCR staff across Asia and the Pacific. If the funding levels continue to fall, this will put serious pressure on UNHCR's ability to maintain an effective presence and deliver interventions. This will have a significant impact on its provision of life-saving support in the context of the Myanmar refugee emergency, critical support to Afghan refugees throughout the region and those who return home, as well as smaller, less visible operations across the region.

ASIA AND THE PACIFIC 2018 BUDGET BY RIGHTS GROUP | USD millions

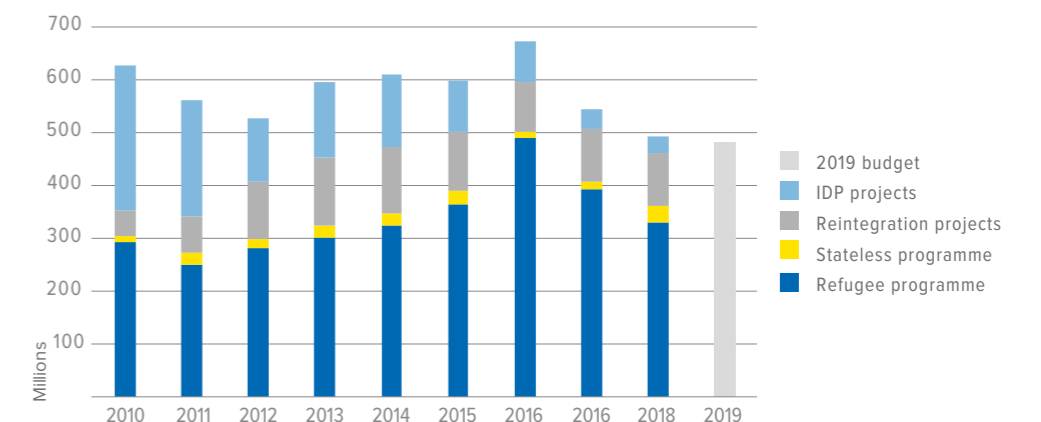


BUDGETS FOR ASIA AND THE PACIFIC | USD

OPERATION	2017 Current budget (as of 30 June 2017)	PILLAR 1				PILLAR 2		PILLAR 3		PILLAR 4		2019 Proposed budget
		Refugee programmes	Stateless programmes	Reintegration projects	IDP projects	TOTAL						
SOUTH-WEST ASIA												
Afghanistan	137,733,598	36,182,665	-	71,233,540	18,667,392	126,083,598					121,706,582	
Iran, Islamic Republic of	97,246,544	98,756,622	-	-	-	98,756,622					99,195,100	
Pakistan	127,073,202	68,608,451	595,000	28,982,218	1,000,000	99,185,669					96,685,643	
SUBTOTAL	362,053,344	203,547,738	595,000	100,215,758	19,667,392	324,025,889					317,587,326	
CENTRAL ASIA												
Kazakhstan Regional Office ¹	5,567,284	4,416,615	1,122,712	-	-	5,539,327					5,539,327	
Kyrgyzstan	1,038,189	562,367	341,578	-	-	903,945					822,945	
Tajikistan	2,347,732	1,568,862	612,865	-	-	2,181,727					2,181,727	
SUBTOTAL	8,953,206	6,547,844	2,077,155	-	-	8,624,999					8,543,999	
SOUTH ASIA												
India	15,814,436	15,633,434	181,000	-	-	15,814,434					15,814,572	
Nepal	7,910,131	6,173,108	538,995	-	-	6,712,104					4,595,444	
Sri Lanka	5,619,439	5,033,776	106,053	-	-	5,139,829					4,102,765	
SUBTOTAL	29,344,006	26,840,319	826,049	-	-	27,666,367					24,512,782	
SOUTH-EAST ASIA												
Bangladesh	13,765,846	14,571,728	14,148	-	-	14,585,876					14,185,771	
Indonesia	7,200,394	7,159,417	31,500	-	-	7,190,917					7,190,916	
Malaysia	18,525,588	15,841,742	763,655	-	-	16,605,397					16,498,119	
Myanmar	49,326,676	9,780,517	24,224,418	-	11,534,674	45,539,608					46,975,074	
Philippines	2,676,318	1,099,137	1,295,765	-	-	2,394,902					2,450,000	
Thailand	33,792,090	23,893,478	1,039,191	-	-	24,932,669					23,838,129	
Thailand Regional Office ²	7,023,852	5,788,135	593,928	-	-	6,382,063					7,023,852	
SUBTOTAL	132,310,762	78,134,153	27,962,606	-	11,534,674	117,631,432					118,161,862	
EAST ASIA AND THE PACIFIC												
Australia Regional Office ³	2,955,303	3,055,019	19,472	-	-	3,074,491					3,074,490	
China	3,195,086	4,715,880	140,770	-	-	4,856,650					2,693,208	
Japan	3,461,469	3,430,040	74,072	-	-	3,504,112					3,301,731	
Republic of Korea	1,720,000	1,655,916	78,611	-	-	1,734,528					1,504,275	
Regional activities	914,994	1,152,402	-	-	-	1,152,402					1,000,000	
SUBTOTAL	12,246,852	14,009,258	312,925	-	-	14,322,183					11,573,705	
TOTAL	544,908,169	329,079,312	31,773,735	100,215,758	31,202,066	492,270,871					480,379,674	

¹ Includes activities in Uzbekistan.
² Includes activities in Cambodia, Mongolia and Vietnam.
³ Includes activities in New Zealand, the Pacific Island countries and Papua New Guinea.

BUDGETS FOR ASIA AND THE PACIFIC 2010-2019 | USD



Europe

WORKING ENVIRONMENT

Europe is likely to remain a destination for refugees fleeing conflict and persecution in 2018, from situations as far afield as Afghanistan, Iraq, and the Syrian Arab Republic (Syria), as well as from crises within Europe, such as that in Ukraine.

From January to August 2017, European countries received some 396,700 asylum applications—down 56 per cent compared to the same period in 2016—with applicants originating mainly from Syria (58,200), Afghanistan (27,800), Nigeria (26,200) and Iraq (25,600). Turkey remains host to the world's largest refugee population, with 3.4 million refugees and asylum-seekers, the vast majority of whom (3.15 million) originate from Syria.

The lack of durable solutions—including limited integration prospects in many first countries of asylum and a limited number of legal pathways—leaves many with few choices but to attempt migration to Europe, and refugees and migrants are likely to continue to risk their lives to cross the Mediterranean Sea in search of safety.

© UNHCR / C. TOULIS

A Somali chef (right) works together with his Greek colleague in the kitchen of a restaurant participating in the 2017 Refugee Food Festival in Athens, Greece.

During the first three quarters of 2017, over 2,600 refugees and migrants died or went missing in the Mediterranean.

Refugees and migrants generally enter Europe along one of three routes. Two go through the Eastern and Western Mediterranean. The third, the central Mediterranean route, from North Africa to Italy, is currently the most high-profile and dangerous. During the first three quarters of 2017, at least 2,600 refugees and migrants died or went missing in the Mediterranean, 94 per cent of whom were trying to cross from Libya to Italy.

Despite the decrease in arrivals, refugees and migrants continue to put themselves at grave risk during their journeys to Europe and while attempting to move onwards throughout the continent. Given the factors compelling people to use that migration route, there is every reason to believe that in 2018 the route will remain active, and that UNHCR and its partners will need to work with States to continue providing international protection and assistance.

The ongoing conflict in Ukraine continues to cause large-scale displacement, with more than 1.6 million IDPs, according to Government registration figures. Freedom of movement, lack of prospects for integration and restricted access to affected populations in non-government controlled areas will remain key concerns in 2018. The Office will also continue to monitor and provide support to the 1.4 million Ukrainians who have sought asylum or other forms of legal stay in neighbouring countries since the conflict began in 2014.

Significant challenges will persist to provide protection and secure solutions for people of concern to UNHCR in Europe, particularly in relation to the increasing restrictions being placed on their access to territory; a lack of appropriate reception conditions, particularly for people with specific needs, including unaccompanied

and separated children; inadequate asylum procedures and insufficient integration support. In 2018, UNHCR will continue to strengthen its cooperation with governments, European Union institutions, regional organizations and agencies, as well as civil society and affected communities, in order to address these challenges.

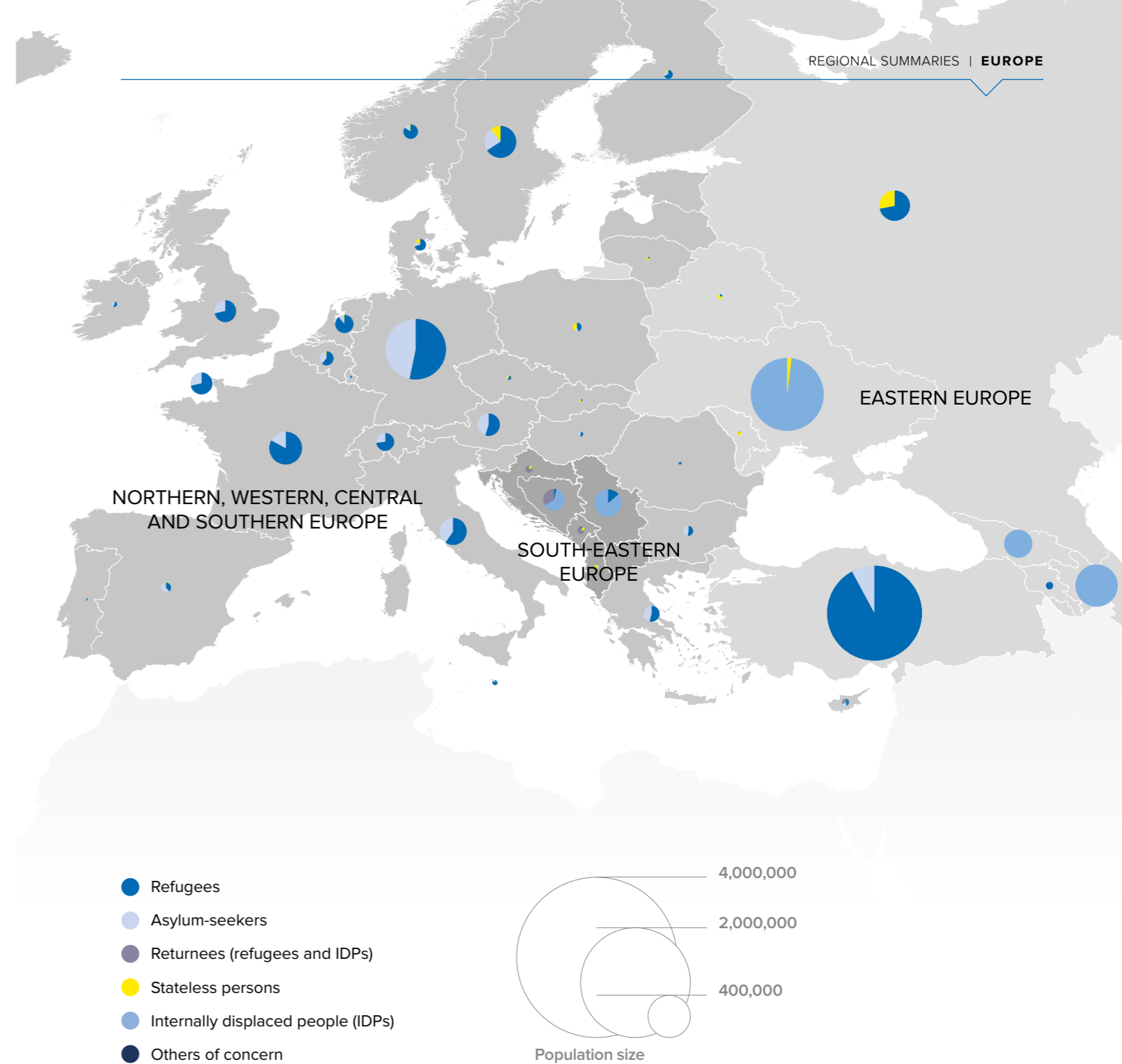
MAJOR SITUATIONS

Europe refugee situation

The number of refugees and migrants entering Europe by sea between January and August 2017 decreased by 55 per cent compared to the same period in 2016. The main reason for the overall drop in new arrivals was the significant decrease in numbers crossing from Turkey to Greece by sea since March 2016 and, more recently, the fall in numbers crossing the sea to Italy.

In Italy, UNHCR is strengthening its operational response through community-based (see *Glossary*) protection, including the protection of unaccompanied and separated children as well as sexual and gender-based violence (SGBV, see *Glossary*) prevention and response. The Office will continue supporting authorities in the identification and referral of people with specific needs and monitoring reception conditions.

The year saw a significant increase in arrivals to Spain, with nearly double the number of arrivals for the same period in 2016. The majority were of West African, Syrian and Moroccan origin. In Ceuta and Melilla more specifically, where the reception conditions are particularly concerning, UNHCR will continue working with authorities in 2018 to support access



to asylum, the identification of those with specific needs and improvement of reception conditions.

UNHCR estimates that over 43,000 asylum-seekers and refugees arrived in Greece since January 2015, however the number of new arrivals has been relatively stable since April 2016 – a trend that is expected to continue into 2018. With Greek authorities progressively

increasing their presence in the registration and identification centres on the Aegean Islands, UNHCR will continue to reduce its operational engagement.

Challenges remain, nonetheless, in terms of reception. UNHCR will continue to advocate transfers to the mainland and expects to secure some 22,000 places for asylum-seekers and refugees in mainland Greece by the end of 2017.

This is related to its shift away from providing support to sites on the Greek islands and in line with its urban-centered approach. The organization reached approximately 36,000 people through its partners in 2017 and will continue to provide cash assistance in 2018. UNHCR's focus in Greece in 2018 will be on the development of national asylum and reception systems, protection monitoring and interventions, with a particular focus on those with specific needs, as well as supporting the creation of conditions for self-reliance and potential for integration of refugees in Greece.

In Central Europe, mixed movements continue, albeit at a slower pace compared to previous years. Since most countries have increased the legal and physical restrictions on refugees and migrants, further limiting their access to territory, many resort to unsafe smuggling routes, including by seeking new corridors via land and sea. This situation is expected to continue into 2018. Collective expulsions continue to be reported through the region. UNHCR will continue its efforts to work with key stakeholders—including governments, partners and civil society—to strengthen asylum systems and provide protection to

people with specific needs, including unaccompanied or separated children, and survivors of SGBV.

In Northern and Western Europe, governments have made significant investment in integration programmes, social integration and the inclusion of refugees. UNHCR will continue promoting and training government personnel in carrying out participatory and community-based assessments to ensure refugees' particular vulnerabilities are taken into account, to address any barriers to their integration. In addition, UNHCR will continue strengthening the cooperation with NGOs and civil society, as well as with corporate actors, to support labour integration projects.

The Office remains concerned about the increasing hurdles to family re-unification that are being introduced in some countries in response to increasing refugee arrivals. In 2018, UNHCR will engage with governments to reduce practical and procedural requirements for family reunification and to promote alignment of national laws to international and European standards.

In Turkey, the Government provides protection and assistance to all people of concern, 90 per cent of whom live in urban settings. UNHCR will continue to support the Government to provide essential services. UNHCR also promotes the adoption of national protection-sensitive border management tools, improving access to legal remedies and assistance, and advocating access to people of concern in closed centres. While UNHCR's

strategy focuses on urban refugees, it will continue to assist the Government in addressing the needs of refugees in camps, when needed.

Conflict in Ukraine

As the conflict enters its fourth year, UNHCR will continue to monitor and report on the protection situation of those displaced within and outside Ukraine. This will include approximately 1.6 million IDPs in Ukraine and more than 1.4 million Ukrainians who have applied for asylum and other forms of legal stay, mainly in neighbouring countries. UNHCR will continue to advocate for IDPs to have full access to their pensions and social benefits, as well as for vulnerable IDPs to have access to social housing. An important element of its work will be to facilitate safe crossing of the line of contact. Life-saving humanitarian assistance will remain a priority in the vicinity of the contact line and in the non-government-controlled areas. UNHCR will continue to build its strategic partnerships with government and non-government actors, and use established inter-agency coordination mechanisms to improve protection of the interventions for people with vulnerabilities.



Abdul* and his daughter speak with Serbian authorities.

One family's journey to Europe

Abdul* was a renowned artist in Kabul. In spring 2016, after his work attracted threats from many sides, Abdul, his wife and two small daughters decided to leave. Relying on smugglers to cross borders, they crossed into Iran and then Turkey. There, smugglers promised them an easy journey through Bulgaria but it was to be one of the hardest parts of the journey. The smuggler started to increase his demands for more money, threatening Abdul and his family if they did not comply and pay him \$2,000. "They told me that they would take my daughters and we'd never see them again if we fail to pay," Abdul recounts while his wife, sitting next to him, breaks down in tears. "I was terrified, beside myself with worry and grief! I hid my tears, so that the children would not realize that something was wrong. And I kept telling myself they should see only determination and courage in their parents."

"The smugglers are ruthless, they size you up and decide on the spot how much they will charge you." After five nights trying to cross the border irregularly, Abdul's family and 15 other refugees crossed into Serbia. Traumatized by the journey thus far, their youngest child begged them to stop. So they registered with Serbian authorities and have been accommodated and assisted in a reception facility in Serbia since.

*Name changed to protect the individual's identity

REGIONAL STRATEGY

In 2018, UNHCR will continue to support governments in maintaining protection regimes that are compliant with international standards by advocating the rights of asylum-seekers, refugees and stateless persons. UNHCR will also continue to provide protection support to European states, including in reception management, the identification of people with specific needs, the development of referral pathways, the prevention and response to SGBV, and provision of technical support to national child protection systems.

Safeguarding asylum space and providing appropriate reception conditions

Establishing adequate reception conditions, in particular for vulnerable people, remains a challenge in a number of countries in Europe. UNHCR will continue to assist States in this regard, in addition to ensuring access to information and asylum procedures, referral to appropriate services, and that all processes are based on consultation with people of concern.

UNHCR has worked with partners and national authorities to establish protection monitoring mechanisms at border areas across Europe and will continue to work with them to ensure protection-sensitive border management.

The Office will continue to promote compliance with internationally-accepted asylum standards and to work with States on solutions, while looking to address some of the drivers behind onward movement using an evidence-based and participatory approach. Some such drivers

relate to reception conditions, the granting of protection, access to integration and to family reunification. Even where processes are in place, practical obstacles persist, and in the case of family reunions have the effect of hampering the reunification.

Building and maintaining fair and effective asylum and protection systems

UNHCR will continue to support States in managing protection-centred asylum systems, including access to asylum procedures, the provision of information on procedures and rights, as well as the provision of legal aid and interpretation support. UNHCR will promote the use of fair and efficient accelerated procedures to ensure a more timely access to international protection for those who need it, and to facilitate return for those who do not.

An effective implementation of the Dublin Regulation (see *Glossary*) has the potential to foster solidarity between EU States as well as with applicants, including in reuniting family members. Similar efforts for building and strengthening asylum and protection systems in non-EU member States will continue in 2018 through advocacy and capacity-building support, including the Asylum Systems Quality Initiative for Eastern Europe and the South Caucasus.

UNHCR will also continue to engage in advocacy with relevant EU institutions regarding the reform of its rules on asylum (the Common European Asylum System). In line with its recommendations in the “Better protecting refugees in the EU and globally” document, the Office will continue promoting a protection-oriented reform that will ensure preparedness in the event

of future large-scale arrivals, foster a well-managed common EU asylum system, and integrate refugees. In particular, it is key that the reform guarantees the orderly processing of arrivals, prioritization of family reunion, provision of fair and efficient procedures for asylum determination, fair responsibility sharing, and also incentivizes compliance by both applicants and States.

In line with its commitment to the framework, accountability to affected populations, UNHCR will continue to ensure that refugee participation and inclusion is prioritized in protection programme planning and implementation. The organization will work with States and child protection actors to take concrete action to protect refugee and migrant children across Europe, with a focus on unaccompanied and separated children, as reflected in the papers “The way forward: to strengthened policies and practices for unaccompanied and separated children in Europe” and the “Call to action”.

UNHCR will prioritize the prevention of and response to SGBV, particularly by establishing minimum reception standards and effective mechanisms for prevention of this violence.

Securing durable solutions

UNHCR will maintain its advocacy for predictable and credible pathways for admission to Europe, with particular reference to the commitments made by European states for the New York Declaration on Refugees and Migrants (see *Glossary*). As of September 2017, 25 European countries had made approximately 120,600 places available for resettlement or other forms of admission for Syrian refugees. Under the Council of

the European Union conclusions of July 2015, 27 Member States, together with Iceland, Liechtenstein, Norway and Switzerland, voluntarily pledged more than 22,500 places for resettlement over two years. As of September 2017, approximately 17,300 people were resettled under this scheme. UNHCR will continue to advocate for all participating states to fulfil their commitments as an important token of European solidarity.

Negotiations will continue regarding the European Commission proposal for a European Union-wide resettlement framework. UNHCR will maintain engagement with all relevant stakeholders to contribute to the legislative process. It will also continue to participate in negotiations related to the establishment of a European Union voluntary humanitarian admission scheme with Turkey.

Resettlement is a vital tool for protecting refugees in Eastern Europe. In light of higher levels of displacement in the subregion and bearing in mind the displacement from Syria, UNHCR sees an ongoing need to maintain the resettlement programmes. An estimated 2,000 people in Eastern Europe are in need of help. UNHCR will continue to advocate and support expanded and facilitated access to family reunification for beneficiaries of international protection. Greater family reunification would provide an additional safe pathway to Europe and reduce reliance on the use of smugglers. UNHCR will continue to campaign for the removal of legal and practical obstacles to family reunification, such as limits on the eligibility of spouses and unmarried children under 18 years of age; short application time limits; a lack of information and assistance

when navigating complex administrative procedures; difficulties in accessing travel documents; and prohibitive travel costs.

Preventing and resolving statelessness

UNHCR will continue to support governments, lawmakers and civil society throughout Europe in their efforts to find solutions for the approximately 600,000 stateless persons in the region, in line with the objective of the #IBelong Campaign. Efforts include the adoption and implementation of laws that prevent statelessness at birth or later in life; and of procedures that give access to civil registration and documentation, allowing the confirmation of citizenship to those

entitled to it, notably in Southeast Europe. Procedures to identify and protect stateless persons are being developed and strengthened throughout Europe, notably in relation to the adequate recording of statelessness among refugees and migrants arriving in Europe. UNHCR seeks to engage the different EU institutions that can play a role in this regard, notably EASO and Frontex. Cooperation with the OSCE, initiated with the publication of the joint UNHCR-OSCE “Handbook on statelessness in the OSCE area: international standards and good practices” will continue throughout the region, notably in Southeast and Eastern Europe. UNHCR’s fruitful collaboration with the European Network on Statelessness will continue in 2018 in a number of thematic areas, regionally and nationally.



In 2015, Pessat-Villeneuve, which has a population of 550, opened the doors of its chateau as a reception and guidance centre for refugees from Calais and Paris. Since then, it has hosted 136 refugees.

French village opens its chateau as home for refugees

“Hatred is noisy”, says Mayor Gerard Dubois, “solidarity is quiet, but inspiring and effective. It’s difficult to accept that people you know do not hold the same values. But I have also discovered so much solidarity.”

Dubois believes that initial fears stemmed from the fact that locals did not know the new arrivals. Any apprehension, he says, disappeared once they had met them. “Meeting and getting to know each other changes everything. It’s as simple as that. I don’t call them refugees, but guests.”

Strengthening external relations in the region

Increasing public awareness of efforts across Europe from numerous and diverse actors to welcome refugees, as well as contributions made by refugees themselves, are important to combat negative discourse against refugees and asylum-seekers and to demonstrate the

positive contribution they make to society. This includes ensuring awareness through communications and other external opportunities showcasing the spirit of solidarity in Europe towards those forced to flee their homes as well as efforts by refugees to contribute and integrate in their new communities. Principles of solidarity and responsibility-sharing among States will continue to be promoted.

CONSTRAINTS

Despite the existence of a shared legal framework and common standards among some States, the official treatment of refugees and migrants varies widely throughout Europe. UNHCR has noted that the standards and practices of some EU Member States are at variance with international law. These divergences contribute to irregular onward movement and allow criminal smuggling networks to persist.

European States are increasingly focused on encouraging and supporting protection solutions outside of Europe, at times at the expense of granting effective protection themselves. This practice is contrary to the commitments made at the summits in New York in September 2016. Restricting access to protection space within the EU risks undermining the message of solidarity to low- and middle-income countries currently hosting the majority of refugees, which is at the core of the New York Declaration.

European States frequently have fundamentally different views regarding solidarity and responsibility-sharing for asylum-seekers and refugees. Some explicitly state their reluctance to welcome asylum-seekers on their territory, at times responding with discriminatory sentiment. These differences hamper efforts to support States facing large numbers of arrivals, and the wider goal of reforming EU rules on asylum.

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 only temporary. The reasons for this vary from a real or perceived impression of their experiences in the country, the assistance offered, and their own preferences to seek asylum in specific destinations. This approach reinforces the inclination of the States to consider themselves as transit countries.

UNHCR remains concerned by restrictive legislation introduced in several countries within the European Union in relation to border controls, asylum procedures and family reunification. In response, the organization has increased protection monitoring and intervention, and will continue in 2018 to advocate safe access to territory and asylum procedures while reinforcing efforts to facilitate integration and find other durable solutions.

FINANCIAL INFORMATION

Europe is the region with the greatest percentage budget growth, with an increase of \$47.9 million or 6 per cent compared to 2017, mostly due to the continued large-scale movements across the Mediterranean Sea. Within the region, the proposed budget for Eastern Europe represents an increase of \$62.5 million, or almost 15 per cent in comparison to the 2017 current budget, mainly due to the growth of the refugee programme in Turkey as a result of the Syria Crisis. The requirements for Northern, Western, Central and Southern Europe in 2018 amount to some \$339 million,

of which \$238.6 million, or 70 per cent, is allocated to Greece, remaining more or less stable compared to 2017.

UNHCR expects to remain engaged in providing assistance and protection to refugees in 2018, particularly in relation to those arriving in Greece and Italy. With respect to UNHCR's engagement with the protracted refugee and IDP populations in the Western Balkans, a progressive scaling down is expected to continue. The main activities in 2018 will focus on advocacy and assistance to the governments in the subregion to improve asylum systems and strengthen the protection regime.

EUROPE 2018 BUDGET BY RIGHTS GROUP | USD millions



BUDGETS FOR EUROPE | USD

OPERATION	2017 Current budget (as of 30 June 2017)	2018				TOTAL	2019 Proposed budget
		PILLAR 1 Refugee programmes	PILLAR 2 Stateless programmes	PILLAR 3 Reintegration projects	PILLAR 4 IDP projects		
EASTERN EUROPE							
Belarus	1,343,027	1,595,197	43,000	-	-	1,638,197	1,598,699
Georgia Regional Office ¹	16,743,893	11,149,900	505,777	-	4,972,920	16,628,598	15,909,806
Russian Federation	5,883,781	5,255,250	970,894	-	-	6,226,145	6,462,417
Turkey	367,991,775	436,573,729	2,790	-	-	436,576,519	437,401,598
Ukraine	37,653,012	6,029,065	816,550	-	24,240,896	31,086,511	28,282,353
SUBTOTAL	429,615,487	460,603,141	2,339,011	-	29,213,817	492,155,969	489,654,873
SOUTH-EASTERN EUROPE							
Bosnia and Herzegovina Regional Office ²	61,208,117	39,793,906	5,372,896	-	-	45,166,802	39,690,737
SUBTOTAL	61,208,117	39,793,906	5,372,896	-	-	45,166,802	39,690,737
NORTHERN, WESTERN, CENTRAL AND SOUTHERN EUROPE							
Belgium Regional Office ³	17,846,129	17,739,230	1,274,599	-	-	19,013,829	18,417,677
Greece	245,866,265	238,484,306	86,813	-	-	238,571,119	167,086,596
Hungary Regional Office ⁴	17,612,569	14,888,729	522,964	162,653	-	15,574,346	14,468,017
Italy Regional Office ⁵	31,893,246	29,252,050	193,385	-	-	29,445,436	28,564,893
Sweden Regional Office ⁶	4,631,118	4,778,610	487,687	-	-	5,266,297	5,326,293
Regional activities	19,728,240	30,616,634	480,000	-	-	31,096,634	31,096,634
SUBTOTAL	337,577,567	335,759,559	3,045,449	162,653	-	338,967,661	264,960,110
TOTAL	828,401,171	836,156,606	10,757,356	162,653	29,213,817	876,290,432	794,305,720

¹ Includes activities in Armenia and Azerbaijan.

² Includes activities in Albania, Macedonia, Serbia (and Kosovo; Security Council Resolution 1244 (1999)) and Montenegro.

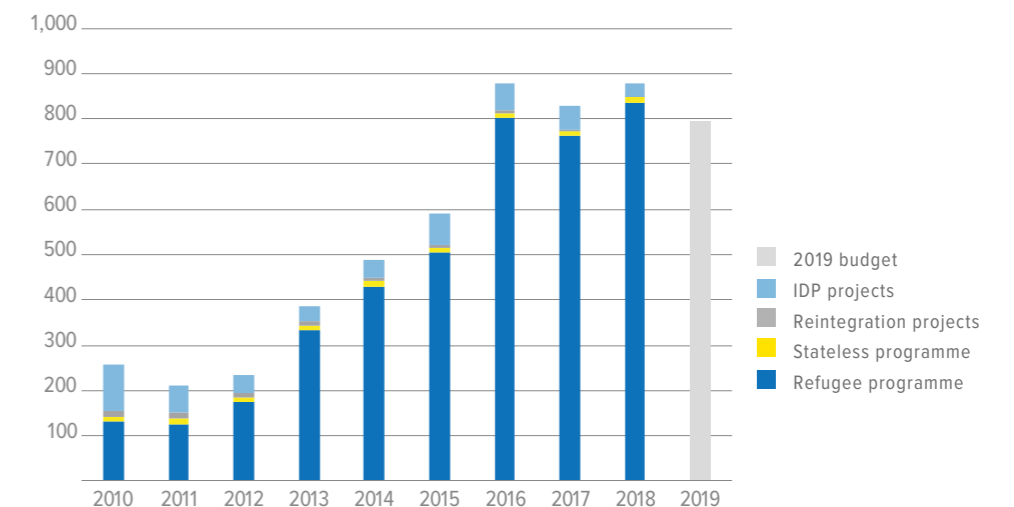
³ Includes activities in Austria, France, Germany, Ireland, the Netherlands, the liaison office in Switzerland and the United Kingdom.

⁴ Includes activities in Bulgaria, Croatia, Czechia, Republic of Moldova, Poland, Romania, Slovakia and Slovenia.

⁵ Includes activities in Cyprus, Malta and Spain.

⁶ Includes activities in Latvia and Lithuania.

BUDGETS FOR EUROPE 2010-2019 | USD



Middle East and North Africa

WORKING ENVIRONMENT

The Middle East and North Africa region is facing one of the most challenging periods in its recent history. Violence in the region is characterized by persistent inter- and intra-State armed conflict, high unemployment rates and deepening poverty. Continued instability has resulted in mass displacement, increased protection needs, and sustained mixed movements, with people fleeing in search of safety and better opportunities.

The Inter-Agency Standing Committee (IASC) system-wide, Level-3 emergency declarations (see *Responding with lifesaving support* chapter and *Glossary*) for Iraq, the Syrian Arab Republic (Syria) and Yemen remain in effect, with all three emergencies deteriorating further in 2017, a trend that will likely continue into 2018.

Syrians constitute the largest refugee population worldwide under UNHCR's mandate. Neighbouring countries and host communities continue to generously accommodate more than 5 million Syrian refugees, overstressing basic services. In parallel, refugees have become increasingly vulnerable.

A man and woman flee fighting in the old city of Mosul, Iraq, in June 2017.

Providing assistance to both refugee and host communities, supporting improvements in social cohesion and peaceful co-existence, will remain crucial for UNHCR. With over ten million IDPs in the region, the Office will also continue to respond to ongoing and protracted displacement inside Iraq, Syria and Yemen.

The organization will also maintain its response to the dramatic consequences of mixed movements in the region, while working to alleviate some of the underlying drivers of such flows. As the central Mediterranean route remains the main corridor to reach Europe (Italy) from Libya, UNHCR is scaling up its operational presence in Libya to meet the needs of IDPs and refugees suffering from severe abuse and living in dire conditions.

Providing protection and advocating for protection space, supporting access to asylum, expanding opportunities to find durable solutions for people of concern and strengthening IDP coordination and response will be UNHCR's priorities in the region in 2018.

MAJOR SITUATIONS

Syria situation

The Syria crisis continues to trigger large-scale displacement, with more than 1.3 million people reportedly internally displaced in the first half of 2017 alone. As of September 2017, there are 5.1 million registered refugees in the neighbouring countries of Egypt, Iraq, Jordan, Lebanon and Turkey, and more than 6 million IDPs inside Syria.

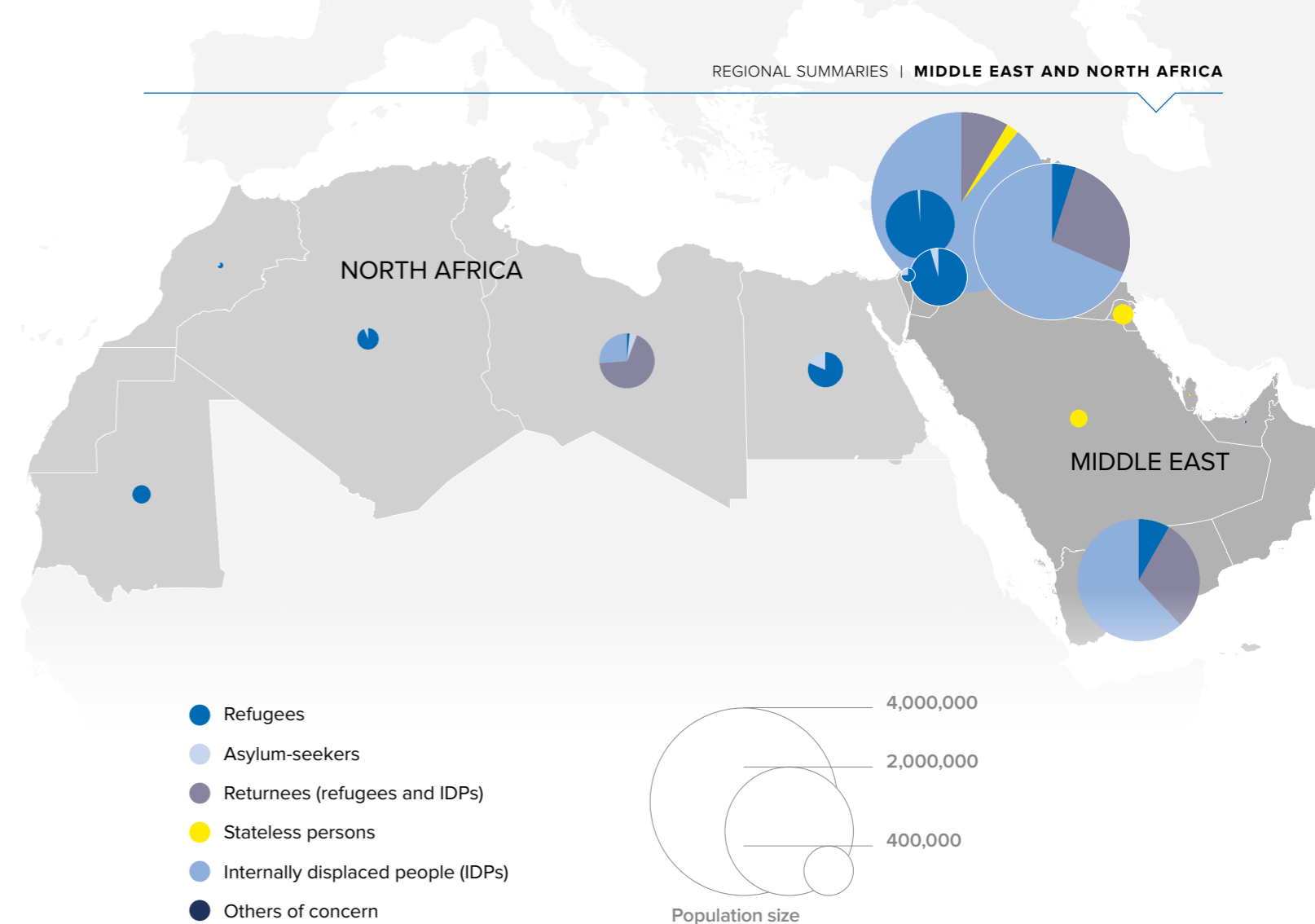
Mounting demographic, social, economic, political and security pressures in the region have led to the introduction of border

management measures, which effectively prevent thousands of vulnerable people from seeking safety abroad. While acknowledging the outstanding levels of generosity of host governments and their communities, UNHCR will continue to advocate for access to asylum, including for those inside Syria or stranded at the borders. It will also call for expanded international responsibility-sharing to reduce the pressure on host countries in the region.

Across Syria, UNHCR and partners are operating in extremely challenging conditions. Faced with limited access and security, they are often unable to provide humanitarian assistance to those in need, including more than half a million people living in besieged and hard-to-reach areas or in close proximity to rapidly shifting front lines.

An estimated 600,000 IDPs and more than 30,000 refugees spontaneously returned home to areas of relative stability in the first half of 2017. While UNHCR does not promote, nor facilitate, the return of refugees to Syria, based on current trends, the Office foresees that up to 100,000 refugees may have returned by the end of 2017 with a modest increase projected for 2018. The Office will consequently expand its protection response to monitor returns and to provide humanitarian assistance as necessary, targeting both returnees and nearby populations.

UNHCR will advocate for protection space and access to asylum to be maintained for Syrian and Iraqi refugees in host countries, ensuring their welfare in camp and urban settings and stressing the need for donor support to host countries. It will do this both directly and in partnership with host governments, donors, and humanitarian and development agencies.



In this context, UNHCR continues to co-lead the Regional Refugee and Resilience Plan in Response to the Syria Crisis (3RP) with UNDP. This coordination mechanism, with more than 240 government, UN and NGO partners enables the provision of protection and assistance to more than 5.1 million refugees across the region. In 2018, the 3RP will continue to focus on innovative approaches to encourage efficiency, while promoting synergies between resilience and humanitarian programming. UNHCR also coordinates the protection, non-food item/shelter and camp coordination and camp management (CCCM) sectors inside Syria.

Iraq situation

In Iraq, an estimated 3.4 million IDPs require assistance and protection. In addition, at least 257,000 Iraqi refugees are registered with UNHCR in neighbouring countries.

As a result of the operation to retake Mosul, one million people have been displaced since October 2016, including around 22,300 who fled to surrounding countries. Further displacement is expected as operations are consolidated in areas such as Tel Afar, Hawiga and Shirqat in the north of the country. One year on, 833,000 people remain displaced due to the Mosul crisis and in dire need of protection and assistance. Some 244,000 people have returned.

While return movements are anticipated in 2018, many are expected to remain displaced given the considerable protection challenges and integration obstacles to return. Operations will prioritize emergency response, as well as return assistance, within UNHCR's broader protection-oriented strategy.

Ensuring the protection of displaced and affected populations, including safe and sustainable returns, will be essential components of the broader recovery and stabilization efforts in Iraq in 2018 and beyond.

Yemen situation

More than 80 per cent of Yemen's population are in need of humanitarian assistance or protection interventions.

Yemen is one of the largest humanitarian crises in the world, with people trying desperately to survive in the face of protracted conflict, staggering food insecurity and a massive cholera outbreak. Civilians have borne the overwhelming brunt of the continuous and deepening decline of Yemen's economic, social, political and security situation. More than 80 per cent of the population are in need of humanitarian assistance or protection interventions, and almost 2 million civilians remain internally displaced. In addition, Yemen continues to host more than 280,000 refugees and asylum-seekers, mainly from Ethiopia and Somalia.

With the number of those in need of humanitarian and protection assistance increasing each year, UNHCR will expand its cash-based programming in Yemen in 2018, in order to deliver assistance to those hardest to reach. Protection interventions for IDPs and returnees will be strengthened, particularly through community-based protection (see *Glossary*) networks, with a focus on providing legal assistance, and psychological and social support, particularly for survivors of sexual and gender-based violence (SGBV, see *Glossary*). UNHCR will continue to offer assistance to Somali refugees wishing to return to Somalia, and will also help widen the scope of a regional information campaigns highlighting the risks of dangerous crossings to and through Yemen.

Libya

In Libya, civilians continue to suffer due to conflict and insecurity, with some 226,000 internally displaced Libyans, 267,000 returnees and 42,800 registered refugees and asylum-seekers.

UNHCR continues to witness the dramatic consequences of mixed movements, with Libya being the most significant transit point for refugees and migrants attempting to cross the Mediterranean Sea to Europe. During the past five years, millions have made this dangerous journey. More than 90 per cent of those arriving in Italy by sea are reported to have departed from Libya. Between January and September 2017, Libya's coastguard rescued almost 10,600 refugees and migrants, while approximately 2,400 people are believed to have perished or gone missing.

UNHCR has significantly scaled up its operations in Libya as part of a comprehensive regional strategy to mitigate protection risks along main migratory routes. Although access remains challenging, UNHCR will continue to deliver life-saving protection and assistance in 2018, while also advocating for alternatives to detention.

REGIONAL STRATEGY

Maintaining protection space

Given the region's challenging humanitarian landscape, characterized largely by mass displacement triggered by violence and complex mixed movements primarily towards Europe, UNHCR's strategy will centre on providing access to safety and asylum, and ensuring protection for refugees in host countries.

UNHCR will advocate for protection-sensitive border management and pursue an open dialogue with governments, ensuring humanitarian actors get the access they need to protect and assist thousands of vulnerable people seeking safety abroad.

The Office will also continue to conduct individual biometric registration for those in need of international protection, support the management of protection cases, and use identity-based management systems, cash assistance management, and vulnerability and social and economic profiling (see *Safeguarding fundamental rights* chapter).

Community-based protection approaches and support to host governments and communities will remain central to the Office's work in the region. UNHCR will continue to advocate the inclusion and mainstreaming of people of concern into national systems, such as education.

Addressing statelessness

The various and protracted crises within the region, new conflicts, and record-high displacement, continue to create new risks of statelessness. UNHCR remains committed to adopting a "Regional strategic approach on the prevention and reduction of statelessness", which builds on the "Global action plan to end statelessness 2014-2024". Key interventions will focus on developing regional frameworks for nationality and birth registration, increasing access to civil status documentation, as well as strategic advocacy, the promotion of women's nationality rights, engagement with regional bodies and capacity-building initiatives.

Emergency response

UNHCR will maintain its capacity in 2018 to rapidly respond to new emergencies in a reliable, predictable and effective way. In response to the unstable situation and complex mixed movements witnessed in Libya, the organization will expand its support to IDPs, returnees and their hosting communities by scaling up the delivery of core relief items and cash assistance. The Office's regional operations are guided by a strategic plan addressing the growing protection and humanitarian needs in Yemen. The capacity to respond to the Iraq and Syria emergencies will be maintained and adapted as displacement continues, with increasing return movements expected to amplify the complexity of these situations.

Strengthening refugee protection in mixed movements

UNHCR will continue working with governments and partners to improve access to safety, protection from *refoulement*, and solutions within existing migration frameworks.

In response to the complex population movements associated with shifting routes, UNHCR will further implement its comprehensive strategy targeting interventions in the countries of origin and transit in sub-Saharan Africa and North Africa, and in countries of destination in Europe. Awareness-raising activities, such as UNHCR's information campaign highlighting the risks of dangerous crossings to Yemen, will aim to help people make informed decisions about the risks of onward movement and their options, including voluntary return and access to protection services.

Providing safety from violence and exploitation

UNHCR will enhance its gender-sensitive programmes, ensuring these programmes and services are inclusive and easily accessible for all. It will continue implementing strategies that protect children and prevent and respond to SGBV, including in the inter-agency context, to provide safe and secure support to survivors. To protect lesbian, gay, bisexual, transgender or intersex (LGBTI) people in key operations, UNHCR plans to work with national authorities to strengthen national protection mechanisms and build on existing innovative approaches.

Pursuing durable solutions

UNHCR will advocate for increased resettlement capacity, while maximizing opportunities for individual and comprehensive solutions for refugees in the region. It will be ready to respond to newly emerging scenarios in a timely and flexible manner, when conditions in Syria are conducive to safe and voluntary return, ensuring the continuity of efforts towards protection, humanitarian assistance,

recovery and durable solutions. Until then, the Office will seek other solutions, such as resettlement and alternative pathways to safety and sustainable futures, including through labour mobility, family reunification and academic scholarships. Access to livelihoods and employment for refugees will also remain key priorities. UNHCR will work together with partners and the Governments of Jordan and Lebanon to build on the important progress made in opening space for Syrian refugees to work legally, including through the delivery of work permits.

Diversifying and strengthening partnerships

UNHCR will continue pursuing opportunities for new and innovative approaches and enhanced partnerships in the region so as to expand protection and solutions for people of concern.

UNHCR's response to the Syria crisis, through the 3RP, is an example of effective programming, driven by synergies between humanitarian and development actors. The Office will continue using state-of-the-art iris recognition technology for registration.

Biometric registration enables the operation to be more efficient, from strengthened identity management and improved coordination of assistance delivery, to reducing the risk of fraud associated with cash programmes.

Large-scale, monthly cash-based interventions (see *Glossary*) and voucher programmes will continue empowering refugees with choice, while common inter-agency vulnerability assessments and targeting models, developed with the World Bank, will better identify and assist the most vulnerable. In addition, the Office will also collaborate on multi-sectoral and inter-agency profiling in implementing multi-purpose and seasonal cash programmes.

Furthermore, UNHCR has developed a network of civil society actors, as a unique platform for regional coordination, advocacy and capacity-building. Reinforcing strategic partnerships in the region—particularly with civil society, the private sector and academic institutions—will be one of UNHCR's key priorities aiming to increase public awareness of the refugee cause in the region and mobilizing support for it.

Tighter border control, driven by security concerns, and restrictive asylum policies, have forced more people fleeing persecution and extreme poverty to undertake dangerous journeys to Europe. This places them at serious risk of exploitation at the hands of smugglers and criminal networks, and leads to additional vulnerabilities on arrival.

Reaching the necessary level of funding to be able to respond sufficiently to the increasing needs of people of concern in the region, in a context of increasing insecurity for staff and people of concern, is another major challenge.

CONSTRAINTS

Limited access and security constraints in several locations across the region pose significant operational challenges to UNHCR, restricting the humanitarian space and in, many cases, preventing humanitarian relief and basic protection services reaching those in need.

More details on individual operations are available in the relevant subregional and country operations pages on the Global focus website (<http://reporting.unhcr.org>).



Hussein, who fled Syria in 2012 with his wife and daughter, has been a butcher all his working life. Under Jordan's new refugee employment rules, he can now work at his trade.

New deal on work permits helps Syrian refugees in Jordan

Syrians can now apply for jobs in certain sectors, such as agriculture, construction, textiles and food like Hussein, who fled Syria in 2012 with his wife and daughter and has been a butcher all his working life. Under Jordan's new refugee employment rules, he can now work at his trade and told UNHCR:

"They treated us like real professionals, I felt changed inside. My relationship with my family has got much better because I am now relaxed and I have regained confidence in myself. I can provide what each father would like his children to have."

FINANCIAL INFORMATION

The continuing deterioration of the humanitarian situation in the region led to a massive surge in humanitarian and protection needs in 2017, which is expected to continue into 2018. With the needs in the region unbaiting, UNHCR’s budget for the Middle East and North Africa region is set at some \$2.170 billion—or 29 per cent of the overall budget for 2018—a near threefold increase within five years.

The region will continue to account for the majority of the global budgetary requirements for IDPs, under Pillar 4, mainly due to the operations in Iraq, Syria and Yemen.

Within the region, the Middle East is the subregion with the largest funding requirements due, primarily to the situations in Iraq and Syria, with both

refugee programming and IDP projects (Pillars 1 and 4) accounting for over 90 per cent of the budget for the entire region.

Despite sustained and generous contributions, severe shortfalls in funding continue to affect even the region’s most visible emergencies. With civilians continuing to flee active conflict areas in Iraq, becoming internally displaced, the gap between critical needs and assistance is becoming untenable. In Syria and countries hosting Syrian refugees, a lack of funding to ensure basic services risks condemning vulnerable families to increasing poverty, and forcing them to make difficult choices about the health, schooling and future of their children.

Funding shortfalls will also significantly affect UNHCR’s capacity to protect and assist vulnerable refugees and asylum-seekers in the region, particularly in smaller operations.

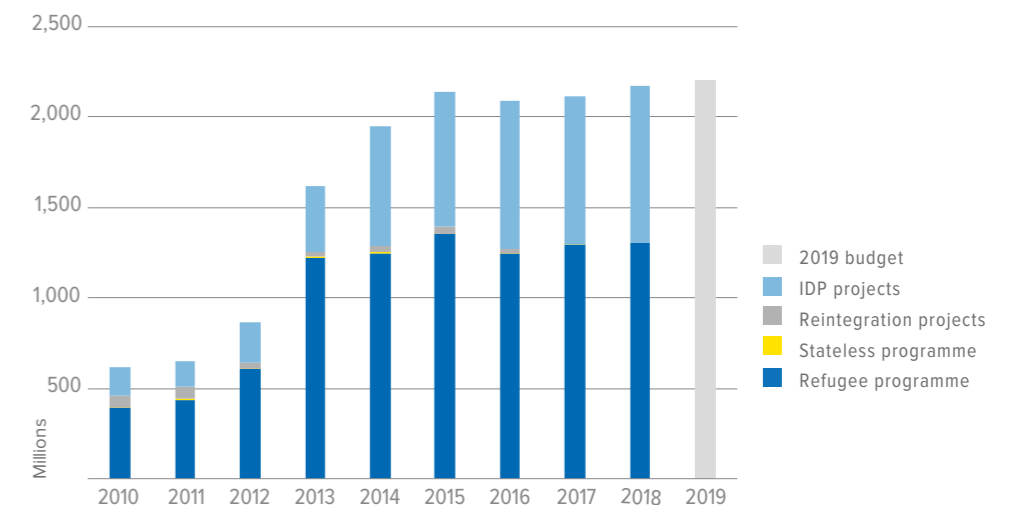
MIDDLE EAST AND NORTH AFRICA 2018 BUDGET BY RIGHTS GROUP | USD millions



BUDGETS FOR MIDDLE EAST AND NORTH AFRICA | USD

OPERATION	2017 Current budget (as of 30 June 2017)	PILLAR 1				PILLAR 2				PILLAR 3				PILLAR 4				2019 Proposed budget
		Refugee programmes	Stateless programmes	Reintegration projects	IDP projects	Refugee programmes	Stateless programmes	Reintegration projects	IDP projects	Refugee programmes	Stateless programmes	Reintegration projects	IDP projects	Refugee programmes	Stateless programmes	Reintegration projects	IDP projects	
MIDDLE EAST																		
Iraq	557,093,761	135,891,731	307,821	-	423,626,565	559,826,117	607,207,598											
Israel	3,731,972	3,902,301	-	-	-	3,902,301	3,902,303											
Jordan	277,212,606	274,896,607	-	-	-	274,896,607	274,896,687											
Lebanon	462,993,683	462,444,318	590,906	-	-	463,035,225	478,037,903											
Saudi Arabia Regional Office	5,547,575	5,985,281	216,077	-	-	6,201,357	6,201,753											
Syria Regional Refugee Coordination Office	51,161,167	26,395,815	-	-	30,000,000	56,395,815	52,499,180											
Syrian Arab Republic	352,000,068	47,257,066	198,641	-	305,544,294	353,000,000	352,999,989											
United Arab Emirates	4,215,506	4,871,010	-	-	-	4,871,010	4,871,010											
Yemen	113,649,648	95,145,669	-	-	103,597,968	198,743,637	200,808,474											
Regional activities	55,932,497	60,917,255	-	-	-	60,917,255	58,117,255											
SUBTOTAL	1,883,538,482	1,117,707,053	1,313,445	-	862,768,826	1,981,789,324	2,039,542,151											
NORTH AFRICA																		
Algeria	36,030,726	36,256,053	-	-	-	36,256,053	36,777,566											
Egypt	79,251,293	74,468,653	-	-	-	74,468,653	78,656,917											
Libya	72,395,217	28,391,314	-	-	3,067,735	31,459,049	5,808,986											
Mauritania	19,390,331	19,300,355	-	-	-	19,300,355	19,314,853											
Morocco	7,376,727	6,668,546	-	-	-	6,668,546	6,668,546											
Tunisia	5,799,697	5,682,457	-	-	-	5,682,457	6,254,386											
Western Sahara (CBM)	7,701,761	8,478,237	-	-	-	8,478,237	8,478,479											
Regional activities	3,056,336	4,000,000	-	-	-	4,000,000	4,000,000											
SUBTOTAL	231,002,088	183,245,616	-	-	3,067,735	186,313,351	165,959,733											
TOTAL	2,114,540,570	1,300,952,668	1,313,445	-	865,836,561	2,168,102,674	2,205,501,884											

BUDGETS FOR MIDDLE EAST AND NORTH AFRICA 2010-2019 | USD



Operational support and management

UNHCR's emergency supplies of blankets, kitchen sets, tarpaulins, tents, plastic sheets, jerry cans, buckets, sleeping mats and mosquito nets arrive at Nchelenge Transit Centre in Chiengi, Luapula Province, northern Zambia for Congolese refugees fleeing violence and insecurity.

© UNHCR / P. RULASHE

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

Throughout 2018 and 2019, Headquarters' divisions and bureaux will provide leadership and support for field operations, including through their responsibilities for the following key functions:

- Developing doctrine and policy.
- Articulating strategic directions.
- 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, see *Glossary*).
- Oversight (inspection, evaluation, investigation and audit).
- 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.

Headquarters

The category of management and administration reflected in the Headquarters budget is comprised of costs required to maintain the direction and leadership of the organization. This includes functional units for executive direction, organizational policy and evaluation, external relations, information technology and administration. The 2018-2019 proposed budget for this category is expected to decrease by \$18.1 million in 2018, or 7.65 per cent, compared to the 2017 current budget of \$235.3 million to \$217.2 million in 2018, and will be stabilized at \$218.9 million in 2019. These planned reductions of Headquarters budgets, as well as budgets for the global programmes (on which more below), reflect both the results of the ongoing institutional changes and optimization of resources begun in 2017 to adjust UNHCR's structure where needed, and to relocate decision-making closer to the point of delivery in line with the organization's 2017-2021 Strategic Directions.

Global programmes

In addition to its country and regional operations, UNHCR undertakes a range of projects and activities of a global nature. These global programmes are designed to be implemented at the field level, but are budgeted for and managed at Headquarters, and are designed to reinforce UNHCR's protection and solutions work in the field across a very broad range of operational activities. These include public health; HIV and reproductive health; nutrition and food security; WASH; shelter and settlements;

education; livelihoods; energy and environment; registration and identity management; information management and cash-based interventions (see *Glossary*). Five-year global strategies established in 2014 for public health, settlement and shelter, livelihoods and safe access to fuel and energy (SAFE) help guide policy and implementation, along with a new policy on cash launched in 2016 which also has a five-year institutionalization strategy. The global programmes also encompass UNHCR’s engagement as co-lead of the Global Shelter Cluster and Global Camp Coordination and Camp Management Cluster; and its growing cooperation with development partners and the operational dimensions of solutions.

The global programmes contribute to UNHCR implementing rapid, agile and effective emergency responses, for example through shelter and site planning, or through the deployment of registration specialists. They also contribute to improving lives through programme quality, technical integrity and innovation, such as helping with refugees’ access to clean energy, or to cost-effective and environmentally friendly approaches to sanitation, or to more effective identity management, or in expanding the use of cash assistance in its global operations, making UNHCR “cash enabled” at every level.

The global programmes are also vital in promoting inclusive, sustainable and development-oriented responses, such as support for mainstreaming service delivery through national systems in areas like education, healthcare, and water and

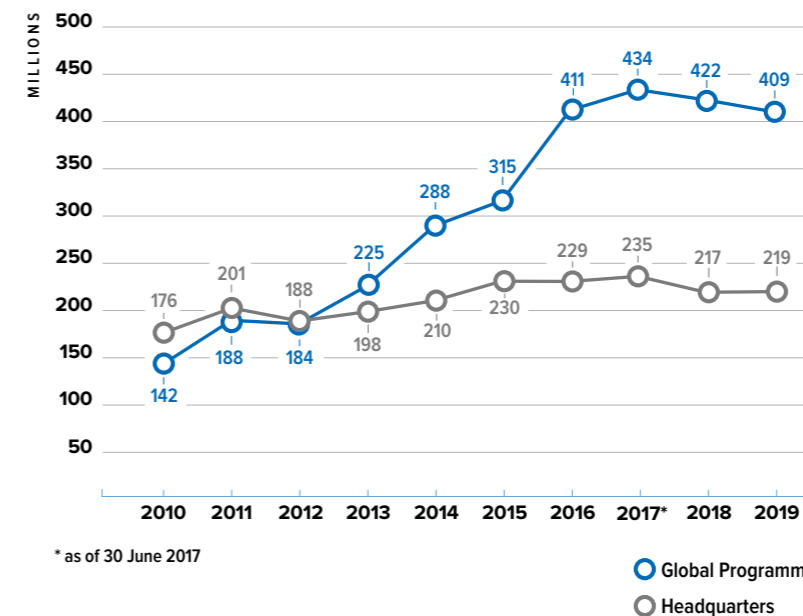
sanitation, or instrumental to developing UNHCR’s professionalised, market-based approach to livelihoods, such as the “graduation approach”. They are strongly aligned with the 2030 Agenda for Sustainable Development, and support UNHCR’s efforts to implement the outcomes of the World Humanitarian Summit and its Grand Bargain commitments. They take forward as well the vision of the New York Declaration and the Comprehensive Refugee Response Framework, and are founded on UNHCR’s Strategic Directions for 2017-2021 (see *Glossary* for all terms mentioned above).

The 2018-2019 proposed budget for global programmes comes to \$421.7 million for 2018 and \$408.7 million for 2019, reflecting a decrease of \$11.8 million for 2018, or 2.73 per cent, and of 24.8 million or 5.73 per cent for 2019 as compared to the current 2017 requirements of \$433.5 million. These overall reductions reflect a mix of gradual gains in efficiencies, as well as prioritization of activities with, for example, support for important objectives such as increasing income from the private sector and maintaining capacity in shelter-related projects.

Tables and charts showing budgets 2018-2019 for global programmes and Headquarters are presented on the following pages.

A more detailed description of Headquarters functions and activities can be found on the Global Focus website at <http://reporting.unhcr.org/resources>, and more details on the global programmes are provided throughout this Global Appeal in the regional and thematic chapters.

BUDGETS FOR GLOBAL PROGRAMMES AND HEADQUARTERS (PILLAR 1) 2010-2019



BUDGETS FOR HEADQUARTERS¹ 2017-2019 | USD

DIVISIONS/DEPARTMENTS	PILLAR 1	PILLAR 1	PILLAR 1
	2017 Current budget (as of 30 June 2017)	2018	2019
	Refugee programmes	Refugee programmes	Refugee programmes
EXECUTIVE DIRECTION AND MANAGEMENT			
Executive Office	5,681,453	5,682,772	5,687,226
Liaison Office New York	4,818,395	4,522,408	5,359,993
Inspector General's Office	5,463,735	4,724,175	4,724,176
Legal Affairs Section	4,114,546	4,060,235	4,010,233
Office of the Ombudsman	566,891	519,726	519,726
Director's office for Change Management	1,726,538	-	-
Ethics Office	1,308,793	1,205,671	1,205,672
Enterprise Risk Management	538,310	494,616	494,615
Evaluation Service	2,017,011	2,122,307	2,016,765
Organizational Development and Management Service	1,309,076	1,044,661	1,044,661
SUBTOTAL	27,544,748	24,376,572	25,063,068
DIVISION OF EXTERNAL RELATIONS			
Office of the Director	2,724,795	2,739,965	2,739,964
Specialized sections and services	23,390,592	21,614,457	22,754,926
SUBTOTAL	26,115,387	24,354,422	25,494,890



DIVISIONS/DEPARTMENTS	2017 Current budget (as of 30 June 2017)	2018	2019
DIVISION OF INTERNATIONAL PROTECTION			
Office of the Director	3,335,781	3,418,039	3,418,615
Specialized sections and services	17,174,566	15,749,768	15,265,041
SUBTOTAL	20,510,347	19,167,807	18,683,655
DIVISION OF PROGRAMME SUPPORT AND MANAGEMENT			
Office of the Director	2,345,344	2,295,286	2,295,288
Specialized sections and services	5,623,998	8,101,140	8,101,132
SUBTOTAL	7,969,342	10,396,426	10,396,421
DIVISION OF EMERGENCY, SECURITY AND SUPPLY			
Office of the Director at Headquarters	1,886,303	1,667,707	1,809,343
SUBTOTAL	1,886,303	1,667,707	1,809,343
REGIONAL BUREAUX			
Office of the Director for Africa	10,776,053	9,844,538	9,962,470
Office of the Director for the Middle East and North Africa	8,667,714	7,811,953	8,401,998
Office of the Director for Asia and the Pacific	5,023,748	4,712,900	4,777,784
Office of the Director for Europe (includes office in Brussels)	5,274,229	5,440,257	5,580,256
Emergency Response for Europe	5,331,417	3,705,343	5,142,971
Office of the Director for the Americas	3,032,993	3,004,288	3,200,040
SUBTOTAL	38,106,154	34,519,279	37,065,518
DIVISION OF INFORMATION SYSTEMS AND TELECOMMUNICATIONS			
Office of the Director (includes ICT fixed costs)	20,220,088	20,564,728	18,308,901
Specialized sections and services	2,432,000	2,206,000	2,106,000
SUBTOTAL	22,652,088	22,770,728	20,414,901
DIVISION OF HUMAN RESOURCES MANAGEMENT			
Office of the Director	2,960,336	2,719,618	2,719,614
Specialized sections and services	11,909,006	10,663,483	10,663,482
SUBTOTAL	14,869,342	13,383,100	13,383,097
DIVISION OF FINANCIAL AND ADMINISTRATIVE MANAGEMENT			
Office of the Director	8,442,883	4,785,330	4,785,329
Specialized sections and services	28,406,328	27,769,241	27,769,246
SUBTOTAL	36,849,210	32,554,571	32,554,575
GLOBAL SERVICE CENTRE (BUDAPEST)			
Management Unit	3,616,667	3,533,176	3,533,176
Specialized sections and services	29,867,112	25,258,343	25,200,168
SUBTOTAL	33,483,779	28,791,519	28,733,344
GLOBAL SERVICE CENTRE (COPENHAGEN)			
Management Unit	4,610,998	4,595,786	4,654,385
SUBTOTAL	4,610,998	4,595,786	4,654,385
Staff Council	707,944	696,259	696,259
TOTAL	235,305,641	217,274,178	218,949,456

¹ The Annual Programme Budget includes allocations from the UN Regular Budget as follows: \$42.2 million for 2017, \$42.3 million for 2018 and 2019 respectively. All values are provisional, subject to approval of final United Nations Programme Budget and subsequent recosting.

BUDGETS FOR GLOBAL PROGRAMMES 2017-2019 | USD

ACTIVITIES	PILLAR 1	PILLAR 1	PILLAR 1
	2017 Current budget Refugee programmes (as of 30 June 2017)	2018 Refugee programmes	2019 Refugee programmes
OPERATIONAL ACTIVITIES			
Cash-based incentives	641,965	800,000	800,000
Durable solutions	2,236,813	3,193,013	3,193,013
Education-related projects	22,056,029	18,644,986	14,244,986
Emergency-related projects	37,322,658	25,465,034	25,144,125
Environment-related projects	477,500	250,000	250,000
Global Clusters	3,104,090	3,130,000	2,230,000
Health-related projects	4,049,855	5,350,000	8,350,000
Innovation Project	8,089,209	2,697,446	2,697,446
Private Sector Fundraising	110,905,169	119,066,316	119,881,893
Protection-related projects	9,517,713	7,679,323	6,389,323
Public information and media projects	8,116,009	4,088,961	8,642,388
Refugee women, children and adolescents	3,486,169	2,363,055	1,226,667
Registration, data and knowledge management	5,969,769	5,316,000	5,391,000
Research, evaluation and documentation	1,566,814	2,352,604	3,983,235
Resettlement	23,224,390	11,984,000	10,184,000
Shelter-related projects	601,000	24,045,000	24,045,000
Training-related projects	1,018,196	845,173	845,173
Miscellaneous	565,890	516,100	516,100
SUBTOTAL	242,949,237	237,787,011	238,014,348
PROGRAMME SUPPORT ACTIVITIES			
EXECUTIVE DIRECTION AND MANAGEMENT			
Connectivity for refugees	4,552,565	-	-
Innovation project	1,217,929	2,179,450	2,179,450
Inspector General Office Field Activities	2,409,720	933,526	933,526
Legal Affairs Section Field Activities	442,161	424,070	691,778
DIVISION OF EXTERNAL RELATIONS			
Specialized sections and services	17,982,128	7,605,800	10,307,911
Private sector fundraising - investment funds and activities	13,262,012	13,376,693	13,825,741
DIVISION OF INTERNATIONAL PROTECTION			
Specialized sections and services	15,655,899	5,987,232	4,084,063
DIVISION OF INFORMATION SYSTEMS AND TELECOMMUNICATIONS			
IT and telecommunications - field support	32,392,793	37,079,670	25,992,110
DIVISION OF PROGRAMME SUPPORT AND MANAGEMENT			
Global Clusters - field support	43,031	260,000	260,000
Technical support to the field	11,811,355	19,772,275	20,086,460
DIVISION OF EMERGENCY, SECURITY AND SUPPLY			
Emergency Capacity Management Section	7,808,498	5,505,435	5,881,863
Field safety section - field security support	12,265,767	11,915,099	12,103,314
Supply management - field strengthening and support	17,522,248	22,825,100	22,825,101
DIVISION OF HUMAN RESOURCES MANAGEMENT			
Global staff accommodation	1,378,716	955,173	955,173
Special staff costs (including voluntary separation)	16,805,515	19,682,367	15,079,367
Training of UNHCR staff	9,670,553	7,599,776	7,599,777
DIVISION OF FINANCIAL AND ADMINISTRATIVE MANAGEMENT			
Specialized sections and services	5,195,736	5,000,000	5,000,000
BUDAPEST GLOBAL SERVICE CENTER			
Division of Emergency, Security and Supply	1,817,654	1,643,630	1,772,457
COPENHAGEN GLOBAL SERVICE CENTER			
Division of International Protection	1,464,774	1,511,706	1,511,705
Division of Information Systems and Telecommunications	461,529	1,593,323	1,423,940
Division of Programme Support and Management	7,318,778	9,341,313	9,341,312
Private Sector Partnerships	9,147,101	8,747,543	8,837,040
SUBTOTAL	190,626,462	183,939,182	170,692,090
TOTAL	433,575,700	421,726,193	408,706,438



Safeguarding Fundamental Rights

Children play in front of their damaged family home in the old city of Aleppo, the Syrian Arab Republic (Syria).

Conflict, violence and persecution continue to drive unprecedented levels of forced displacement with more than 67 million people affected worldwide—in particular in the regions and countries that neighbour today's conflicts, where the majority of the world's refugees live.

The changing scale and scope of displacement has generated a spike in global attention, including political and public support. There are persistent challenges in connection with more complex, irregular movements of refugees

and migrants than ever before, including that of addressing smuggling and human trafficking. In recent years, a growing focus on border control and damaging narratives around people on the move have had a direct impact on refugees. While many host countries have generally maintained open borders, showing remarkable commitment and generosity towards those in need of international protection, their capacities are overstretched. In some instances, protection space has shrunk, and serious gaps have emerged in asylum and reception systems.

The New York Declaration on Refugees and Migrants (see *Glossary*) acknowledged the need to address more effectively the underlying root causes and drivers of displacement, as well as to advance on solutions as early as possible to avoid creating situations of protracted displacement. These needs include strengthening the rule of law, promoting good governance systems based on inclusivity, ensuring access to justice, supporting legislative frameworks that are applied fairly, building effective and accountable institutions, and undertaking reform in the security sector. None of this is easy, it requires far-sighted leadership, collaboration and comprehensive approaches, by all involved, to overcome the challenges and seize the opportunities associated with human mobility today.

UNHCR seeks to deepen its partnerships with States, other international organizations, financial institutions, the private sector and

civil society. Nowhere is this more evident than in the Office's consultative work to develop and implement the Comprehensive Refugee Response Framework (CRRF, see *Glossary*), and in laying the foundation for a global compact on refugees in 2018 (see chapter on *Exploring new approaches and expanding partnerships* and *Glossary*).

This chapter outlines the challenges and opportunities facing UNHCR today as it seeks to ensure and provide international protection for refugees and other people of concern, as well as respect the human rights of all people on the move. It also provides an overview of the Office's work to prevent and resolve statelessness; its efforts to strengthen and improve its response to the growing protection and assistance needs of IDPs, and to facilitate solutions to their plight; and its engagement in climate change and disaster displacement.

ENSURING ACCESS TO PROTECTION



A South Sudanese mother and child wait to be registered at Imvepi settlement in northern Uganda.

UNHCR works to promote greater respect for the rights of refugees, asylum-seekers, IDPs, stateless persons and others of concern. Despite the introduction of restrictive asylum policies and practices in some regions—such as border closures, detention, and legal and procedural impediments—there has been a movement towards greater collaboration and solidarity with asylum countries. The New York Declaration provides an opening for this constructive engagement and calls upon UNHCR to apply the CRRF in different situations and to develop a global compact on refugees in 2018. This process affords a critical opportunity for the Office to support States in identifying and agreeing on concrete measures to protect displaced people. This includes building upon good practices implemented through the CRRF together with key host countries.

as restricting access to fair procedures and protection. UNHCR will continue advocating for the rights and protection of refugees by supporting the development of refugee law. This will include supporting global, regional and national treaty and legislative processes as well as engaging with the judiciary and judicial proceedings. The Office will conduct and issue relevant legal and policy research and guidance, supporting the UNHCR's Executive Committee to develop its "conclusions on international protection", and providing legal advice to UNHCR country operations and partners to enhance the effectiveness of their advocacy efforts.

International human rights standards can complement and strengthen international, regional and national refugee law, in addition to other applicable legal

“The scope and severity of global refugee crises which led to the adoption of the Declaration a year ago have not abated one bit. Refugees are fleeing for their lives in even larger numbers, to some of the poorest countries in the world. We have a collective and moral responsibility to strengthen our response to refugee movements, while redoubling efforts to address their causes.”

—Filippo Grandi, the UN High Commissioner for Refugees.

Many challenges to the proper interpretation and application of international refugee law are related to issues of eligibility for refugee status, access to fair and efficient procedures, and rights that should ordinarily be extended to refugees. These rights include not penalizing refugees for their irregular entry, upholding refugees' right to work and their right to family life, as well

frameworks. By engaging with human rights mechanisms, States and other partners, UNHCR works to ensure legal instruments reflect and contribute to the progressive development of international refugee law and improve the protection of people under its mandate. It also promotes their inclusion in national systems.

Building and strengthening fair and efficient asylum procedures

With the number of asylum-seekers increasing globally, as well as concerns about how to effectively manage population movements made up of both refugees and migrants, UNHCR continues to engage with States on building and strengthening national systems for refugee status determination (RSD). UNHCR’s refugee status determination is part of a broader set of protection and solutions strategies, where it remains a tool to identify international protection needs and facilitate solutions. It applies in contexts where States assume their responsibilities to undertake refugee status determination, or are transitioning away from UNHCR procedures; in countries where UNHCR conducts it under its mandate; as well as through projects to improve State refugee status determination decision-making and to develop quality assurance systems.

Recognizing that only a State can ensure comprehensive refugee protection and durable solutions, UNHCR will continue to promote more sustainable asylum procedures, focus on quality and efficiency, help with the revision of legal frameworks, or work with civil society and development counterparts. To gain efficiency, the Office will support States in streamlining case processing procedures for relevant people of concern, and providing information on countries of origin to assist decision-makers.

Where there is an ongoing transition of responsibility or refugee status determination from UNHCR to the State, the Office will engage in measured, sustainable capacity development, looking at the entirety of the asylum system. UNHCR’s experience has shown that gradual transitions, embedded in the rule of law and supported by strong State institutions, are the most successful and sustainable. The Office has recently welcomed several States’ expressions of intent to increase their engagement and responsibility for refugee status determination and related refugee protection functions, and will work with them in 2018 to ensure it becomes a reality.

UNHCR will review its operational engagement where the Office continues undertaking refugee status determination under its mandate, to ensure it is conducted only when necessary and effective, and through appropriate channelling. That includes group-based status determination or other protection-sensitive stay arrangements not requiring refugee status determination. When refugee status determination is considered the most appropriate protection response, UNHCR will continue using differentiated case processing modalities, such as accelerated or simplified procedures, to ensure its resources are used in the most efficient way possible, while still maintaining high levels of quality and integrity.

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

FAVOURABLE PROTECTION ENVIRONMENT

LAW AND POLICY DEVELOPED OR STRENGTHENED. UNHCR WILL:

Advocate the adoption or revision of laws consistent with international standards

Provide technical advice to States to enact new or revised legislation and policy guidance that incorporates protection standards.
Undertake court interventions to advance the development and consistent interpretation and/or application of relevant legal standards.
Support advocacy by country operations with 40 country-specific submissions to the Universal Periodic Review and 120 treaty monitoring bodies respectively.

Develop, publish and disseminate guidance on international refugee protection

In cooperation with partners, develop legal guidance on related issues to international protection, such as the non-penalization of refugees for irregular entry; the right to work; the right to family life and fair and efficient RSD procedures.

FAIR PROTECTION PROCESS AND DOCUMENTATION

ACCESS TO, AND QUALITY OF, STATUS DETERMINATION PROCEDURES IMPROVED. UNHCR WILL:

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

Build capacity and provide legal, procedural and strategic case processing advice—including through quality assurance initiatives—to States with national RSD systems, or those taking on more responsibility for it.
Undertake RSD, under UNHCR’s mandate, when it is a necessary and effective element of its protection response.
Provide guidance to governments, staff and other stakeholders in asylum/RSD procedures on applying the exclusion criteria of the 1951 Convention, to ensure the integrity of asylum procedures. Develop guidance on security-related provisions of the 1951 Convention to address concerns while maintaining vital standards of refugee protection, in line with international law.
Undertake protection support missions to critical RSD operations.

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 RSD learning programme, benefitting up to 90 UNHCR staff members.
Introduce and roll out an online induction training module for new RSD eligibility officers.
Support UNHCR staff in individual case processing with specialized interview training. Roll out e-learning materials and sessions of the newly-developed learning programme on interview techniques.
Deploy RSD experts to support mandate RSD country operations.

Provide access to decision-makers on asylum claims with 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.
Specific country of origin reports will be commissioned from independent organizations with expertise in such research.
Maintain up-to-date country of origin information on the Refworld website for governments, UNHCR staff and other stakeholders working on asylum/RSD procedures.

Alternatives to detention



Central American children play football outside the compound where they live in Tenosique, Tabasco, Mexico. Entire families from the North of Central America (Honduras, El Salvador and Guatemala) are now fleeing their homes in search of safety in neighbouring countries. The region's rampant violence is prompting a neglected refugee crisis.

As part of UNHCR's "Global strategy - beyond detention 2014-2019", participating countries are encouraged to develop stronger data collection and monitoring systems, and to systematically report on all instances of immigration detention.

Every year, hundreds of thousands of refugees, asylum-seekers and migrants, including children, are detained for immigration-related reasons, representing a growing human rights challenge. Detention has devastating consequences for people, their families and communities, and represents huge costs for States.

In line with its "Global strategy - beyond detention 2014-2019" UNHCR will continue working towards three goals:

- Ensuring alternatives to detention are available to asylum-seekers.
- Ending child detention.
- Promoting adequate conditions to ensure detention is used only as a last resort and that it meets international standards.

UNHCR works in partnership with national authorities to address these goals through for example, key advocacy interventions, the development of alternatives to detention, and the strengthening of national monitoring abilities.

In partnership with States and civil society organizations, UNHCR's strategy has been rolled out in 20 focus countries—Belgium, Botswana, Bulgaria, Canada, Czechia, Hungary, Indonesia, Israel, Japan, Lithuania, Malaysia, Malta, Mexico, South Africa, Thailand, the former Yugoslav Republic of Macedonia, the United Kingdom, the United States of America, Zambia and Zimbabwe. Since 2014, its implementation has resulted in a 14 per cent decrease in the number of children

detained in the focus countries, as well as the introduction of alternatives to detention in 10 countries in coordination with civil society and national counterparts.

In collaboration with the European Instrument for Democracy and Human Rights, UNHCR has also launched a project to protect and prevent the detention of children. In 2018, the project will be

expanded, with learning tools being developed for States and other partners on the fundamentals of immigration detention and child protection. The Office also seeks to 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.

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

FAVOURABLE PROTECTION ENVIRONMENT

LAW AND POLICY DEVELOPED OR STRENGTHENED. UNHCR WILL:

Advocate relevant legal and policy frameworks related to detention and alternatives to detention, in accordance with international standards

- Provide technical advice to the 20 focus countries to encourage the enactment of new or revised legislation with improved detention safeguards, including alternatives to detention.
- Implement and evaluate progress of national plans of action developed in the 20 focus countries.
- Implement 3 learning programmes on detention monitoring and alternatives to detention.
- Conduct 3 global workshops associated to these learning programmes in Asia and the Pacific and the Americas regions.
- Organize a global roundtable on the reception of children and alternatives to detention for them.

Work towards ending the detention of 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 detaining asylum-seeking children.
- 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



Afghan refugees and Pakistani migrants huddle around a fire behind an abandoned warehouse. They are stuck in transit in Belgrade, Serbia.

Although most refugees worldwide sought protection in neighbouring countries, many moved further afield, often alongside migrants. The two groups face many of the same risks in what are extremely dangerous journeys that expose them to a wide range of abuse, including risk of prolonged separation from family members, being kidnapped, detained in poor conditions and for long periods, physical and sexual abuse, torture, and being extorted by smugglers and criminal gangs.

Mixed movements that include significant numbers of people of concern to UNHCR are now occurring in several regions, across the central Mediterranean into southern Europe from northern Africa—a situation serious enough to prompt the

nomination of a UNHCR Special Envoy in 2017—as well as from the Great Lakes and Horn of Africa towards southern Africa, across the Red Sea and the Gulf of Aden to Yemen, and from Latin and Central America towards North America.

Recognizing the complexity and realities of mixed movements today, UNHCR will support, wherever possible, measures that reduce the need for people to undertake these dangerous journeys, by increasing protection and opportunities where people are from. Where movements are occurring, the Office will help offer safe and regular opportunities for migration, providing more pathways for safety and protection for asylum-seekers and refugees.

The New York Declaration envisages that migration experts, including UNHCR, contribute to the development of a global compact for safe, orderly and regular migration, and that they elaborate on non-binding principles on the treatment of migrants in vulnerable situations. The Office will develop and reinforce existing bilateral partnerships to promote the wider application of all relevant international and regional instruments and norms relating to mixed movement,

and to encourage the adoption of more coherent, comprehensive and better coordinated approaches to the issue of international migration. Partnerships of particular importance include IOM, the Inter-Agency Coordination Group against Trafficking in Persons, the Global Forum on Migration and Development, and the Global Migration Group—an inter-agency group assembling heads of UN agencies, including IOM, as well as the World Bank.



Solomon, a fourteen-year-old Eritrean refugee stands outside a refugee shelter in Milan, Italy, where he has been living alone, hoping to reach his aunt in Holland.

A child's journey to reach loved ones in Europe

Solomon was just ten years old when he was forced to flee his home in Eritrea. He was exploited by smugglers as he travelled through Sudan and Libya in the hope of reaching Europe. “We got sold in the Sahara then again in Libya where we stayed for seven months,” he says. “It was very difficult, very difficult. You give up on your life. They made us pay a lot of money. One buys you then sells you, then another one sells you.” Now 14, he has been living alone in a transit reception facility for months and he is still waiting to be reunited with his beloved aunt in Holland.

Solomon is one of tens of thousands of unaccompanied children reaching Italy by sea. Many have experienced a wide range of abuse on the way, including sexual and gender-based violence, and been forced to deal with psychological and physical issues alone. Despite the high number of eligible applicants, like Solomon, only a few isolated cases of relocation of minors from Italy have succeeded. UNHCR has called on countries to simplify the process of reuniting refugees with families and speed up the relocation of unaccompanied children.

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

FAVOURABLE PROTECTION ENVIRONMENT

LAW AND POLICY DEVELOPED OR STRENGTHENED. UNHCR WILL:

Advocate migration management policies, practices and debates to consider the particular needs and rights of people in need of international protection

Engage with inter-agency migration forums such as the Global Migration Group, the Global Forum on Migration and Development and other organizations dealing with mixed movements.
Engage in the development of the global compact for safe, orderly and regular migration until its adoption and, thereafter, for its implementation.

Develop the capacity of States and partners to meet asylum and mixed flow management challenges in a protection-sensitive manner

Provide guidance, technical advice and deliver training on law and policy issues related to mixed movements, including through engagement in inter-agency forums, such as the Inter-Agency Coordination Group against Trafficking in Persons.
Develop guidance and contribute to initiatives directed at remedying existing protection gaps, including new forms of displacement not addressed by the international refugee protection regime.
Prepare and disseminate legal and policy guidance on topical issues related to mixed movement, such as trafficking, rescue and interception at sea.

PROVIDING PROTECTION RESPONSES



A UNHCR staff member speaks to Charity Gala, a South Sudanese refugee with special needs, at her home in the Bidibidi refugee settlement in Yumbe District, northern Uganda.

Identifying and meeting the needs of people at heightened risk

Displacement can often exacerbate protection risks and create barriers to accessing rights—including the right to participate in decisions affecting one's life. Vulnerable women and children at risk, unaccompanied and separated children, survivors of sexual and gender-based violence (SGBV, see *Glossary*), people with disabilities, people with diverse sexual orientation and gender identity, minority groups and other diverse groups can be exposed to greater risk. Protection responses must take into account the specific needs as well as skills and capacities of asylum-seekers, refugees, IDPs and stateless persons, among others. This includes prioritizing the protection of people most at risk and promoting gender equality in different regions worldwide.

UNHCR applies a community-based protection approach (see *Glossary*) to achieve protection outcomes for communities, including people with specific needs and is accountable to the people it serves. This approach facilitates the empowerment of communities to exercise their rights with dignity and safety. It is therefore a means of engaging crisis-affected communities in identifying the protection risks of greatest concern to the community, exploring the causes and consequences, jointly identifying prevention and response strategies and building on the existing resources, skills and capacities of all members in the community.

Implementing this approach requires building the capacity of partners to establish relationships with displaced and host communities, and working together with them to develop effective responses with and for the communities. With a view to advancing the 2030 Agenda for Sustainable Development Goals (SDGs) and the commitment to “leave no one behind”, UNHCR will continue to place particular attention on people with specific needs. The Office will further strengthen its capacity to embed an age, gender and diversity approach across all operational areas so that UNHCR programmes are inclusive of all people within communities. The Office will also expand the reach and roll out the newly-developed capacity building programme on community-based protection and on accountability to affected populations.

Enhancing protection of people at heightened risk

Approximately half of the world's refugees are **children**, many of whom were forced to flee their homes without their parents or were separated during flight, and who face heightened protection risks.

In line with the New York Declaration and the CRRF, UNHCR's child protection programming approaches are being redirected from a narrower focus on child protection "issues" to one of strengthening child protection systems. This approach may help to develop partnerships with development actors as well as promote the inclusion of children of concern to UNHCR into national services and programmes, and also strengthen community-based child protection mechanisms.

In 2018, UNHCR will continue investing in initiatives and programmes with and for young people, and through the Youth Initiative Fund will support 20 projects initiated and led by youth. It will ensure children and young people are part of the consultations on the global compact on refugees and the CRRF, and enhance its inter-agency efforts to place child protection at the heart of both processes by contributing to the "Initiative for child rights in the global compacts". Together with its partners, UNHCR is seeking solutions for children on the move—including facilitating family reunification, scholarships and other pathways for solutions—and aims to ensure they can access national protection systems. UNHCR's engagement with the Global Partnership to End Violence Against Children and its effort to build on the SDGs as part of the global compact on refugees, will focus on creating opportunities to better include children on the move in national child protection and education systems. The Office will strengthen its individual child protection case management by rolling out revised guidelines for determining the best interests of the child as well as a new training package for caseworkers.

Forcibly displaced **lesbian, gay, bisexual, transgender and intersex (LGBTI) people** constitute another group at heightened risk, facing daily violence, discrimination and persecution in many parts of the world, those protection concerns are exacerbated as a result of displacement and lack of supportive networks. UNHCR recently developed a learning programme which has enhanced staff ability to expand the protection space for LGBTI people, for example by promoting the use of respectful terminology and effective methods of communication, creating safe spaces where people can express their concerns confidentially, without fear of judgment or reprisal and identifying and responding to the particular risks faced by this group. A training of trainers was developed in 2017 in order to increase UNHCR's training capacity on this topic. In 2018, UNHCR will develop an online version of this training to broaden its reach.

People with disabilities also face specific protection risks and barriers to accessing protection and assistance. Their specific needs cannot be addressed in isolation. Instead, the inclusion of people with disabilities must be systematic and considered central to all programming, as well as a responsibility of all staff and partners. One of UNHCR's key priorities in this regard is to strengthen partnerships with organizations of people with disabilities at a country, regional and global level. During 2017, UNHCR finalized an e-learning on working with people with disabilities in situations of forced displacement; and UNHCR continues to engage actively in the IASC Task Team on inclusion of people with disabilities in humanitarian action. During 2018, UNHCR will continue working towards improving the identification of people with disabilities through existing data collection processes.

Promoting gender equality



Humanitarian crises tend to impact women, men, girls and boys in different ways, often changing social and cultural structures, and redefining the roles taken on by women and men. Inequality begins long before crises occur, contributing to the widespread disadvantages that limit access to, and control of, resources—both social and economic. This leads to cycles of poverty and marginalization.

UNHCR has been integrating gender equality in its work to create positive protection and solutions outcomes for women, girls, boys and men. It considers their specific needs, challenges and capacities. Notably, the Office has mainstreamed the equal and active participation of women and girls in decision-making processes, ensuring individual registration for females, and preventing and responding to SGBV (see *Responding with lifesaving support* chapter). Strengthening and exploring new

opportunities to address gender inequalities that people of concern experience on a regular basis is still necessary, however.

In 2018, UNHCR will help its country operations to strengthen gender equality-related outcomes for people of concern. Priorities include supporting staff in country operations with expertise on gender equality to strengthen the implementation of UNHCR's "Commitments to Refugee Women" and improve the collection, analysis and use of sex- and age-disaggregated data in a manner that is focused on impact and outcomes for women and girls of concern. It will also increase its expertise in promoting self-reliance and empowerment for women and girls, in collaboration with key partners, including States. UNHCR will also finalize a gender equality e-learning course, addressing how to incorporate gender equality into daily work; and strengthen gender focal points.

Efforts will be made, in particular, to ensure a standardization of terms of reference for gender focal points, along with inclusion of these roles and responsibilities within existing job descriptions. Gender equality learning programmes will be offered to different regions to develop internal capacity on gender equality integration.

In response to the needs identified by the 2016 “UNHCR review of gender equality in operations”, and those expressed by

colleagues working on gender equality, the Office will continue developing a compendium of relevant existing gender equality tools, and finalize additional ones. These will include an introduction package for UNHCR gender focal points; a series of practical checklists on how to integrate gender equality in the UNHCR management cycle; and a practical guide to increase the equal and active participation of women of concern in leadership and management structures.

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

PROTECTION OF PEOPLE WITH SPECIFIC NEEDS

ENHANCE COMMUNITY MOBILIZATION AND EMPOWERMENT. UNHCR WILL:

Strengthen country operation capacity to design, implement, monitor and evaluate protection and assistance programmes, in close collaboration with people of concern

Expand newly developed community-based protection learning programme and on-line versions of community-based protection learning programme and accountability to affected population to reach out to more UNHCR and partner staff.
Collect and share good practice examples and learning among field operations for mutual learning.
Identify and strengthen partnership opportunities and linkages between community-based protection and other functional areas.

Strengthen UNHCR’s participatory approach and promote methods for meeting commitments to accountability to affected populations

Provide technical support to country operations to improve the components of accountability: participation and inclusion; communication and transparency; feedback and response; and organizational learning and adaptation.
Develop an online accountability to affected population e-learning.

PEOPLE WITH SPECIFIC NEEDS HAVE EQUAL ACCESS TO PROTECTION AND ASSISTANCE. UNHCR WILL:

Strengthen child protection programming in emergencies

Deploy 2 child protection officers at the onset of emergencies to establish quality child protection programmes.
Support 4 emergency situations through child protection deployments, the development of operational tools, and regional—or country-specific strategies.

Strengthen capacity for the protection of children

Provide operational and technical support to at least 15 country operations through the deployment of child protection experts.
Develop and implement child protection strategies in 20 country operations based on UNHCR’s child protection framework.
Organize 4 regional workshops for UNHCR and partner staff on UNHCR’s revised best interest determination guidelines and new child protection caseworker training package.
Deliver inter-agency training on child protection in refugee situations for 25 child protection and education professionals.
25 UNHCR staff members will complete UNHCR’s child protection learning programme.

Reinforce programming for adolescents and youths

Support 20 youth-initiated and led protection projects through a Youth Initiative Fund.
Support 4 country operations to develop strategic action plans for adolescents and youth.
Strategically engage UNHCR’s Global Youth Advisory Council in policy and advocacy forums.

Advocate and strengthen partnerships around children on the move

Support country operations to engage with the “Global partnership to end violence against children”, to ensure national action plans include refugee, IDP and stateless children.
Include strong provisions for the protection of children, adolescents and youth in the global compact on refugees and strengthen national child protection systems will be a key element of CRRF implementation.
Incorporate specific reference to refugee children on inter-agency tools and policies.

Strengthen active participation of people with specific needs—LGBTI people, people with disabilities, older people, ethnic, religious, linguistic minorities among other groups—in programming

Enhance participation of people with specific needs in the processes of CRRF roll-out and development of the global compact on refugees.

Build capacity of UNHCR staff and partners to ensure equal access to protection and assistance and address protection risks facing people with specific needs

Roll out globally an online learning programmes on the community-based protection approach, the inclusion of people with disabilities and protection of LGBTI people.
Disseminate good practice examples and learning to country operations.

STRENGTHEN GENDER EQUALITY KNOWLEDGE, SUPPORT AND CAPACITY. UNHCR WILL:

Develop and implement gender equality policy, guidance and good practices

Strengthen implementation of the 2001 UNHCR “Commitments to Refugee Women”.
Develop and distribute to UNHCR staff and partners tools on gender equality.
Disseminate good practice reports on gender equality programming in the Middle East and North Africa and the Asia and the Pacific regions.

Provide gender equality capacity building to UNHCR staff

Strengthen the gender focal point system, including by delivering the finalized gender equality learning programme to UNHCR staff and partners.
Launch a 2-hour gender equality e-learning course with a campaign to get UNHCR staff and partners to take the course.

Provide gender equality technical expertise

Support UNHCR operations, in particular gender focal points, with ongoing mentoring and technical expertise, including through targeted missions.

Identity management, registration and profiling



UNHCR staff scan the irises of Syrian children in Cairo, Egypt, as part of a registration process. More than four million refugees and asylum-seekers have been biometrically registered by 42 operations, using either UNHCR's biometric identity management system (BIMS) or IrisGuard in the Syria situation.

UNHCR is making biometrics a “routine and regular” part of registration and expanding biometrics in refugee registration to at least 75 country operations by 2020.

Identity management

The establishment, preservation and management of digital identities is central to UNHCR's mandate and underpins all aspects of protection, assistance and solutions work. The empowerment of people of concern is one of UNHCR's core identity management objectives. The Office is strengthening its identity management—including through its collaboration with governments and partners on data sharing, interoperability and building national capacities for identity management, consistent with data privacy and data protection principles. The Office aims to design and develop scaled solutions, including to enable refugees to access and manage their own digital identity.

UNHCR will use new and emerging technologies to develop digital identity capacity for refugees and stateless persons, who may otherwise be unable to prove their identity. Such systems will empower people by providing them with access to, and agency over, their identity data, and by increasing the opportunities for self-reliance and economic participation available to them.

Registration

Registration of refugees and asylum-seekers is primarily the responsibility of the host State. In 2018, UNHCR will deepen its partnership with the World Bank and other key agencies to strengthen and build the civil registration and national identification capacity of States. The priority is to ensure

the inclusion of displaced, marginalized and vulnerable people—in particular refugees and stateless persons. In addition to developing operational guidance for field operations to support States taking on this responsibility, UNHCR will also ensure its activities are well integrated into efforts to achieve SDG 16.9, providing a legal identity for all by 2030.

UNHCR will continue supporting country operations, including in emergency situations, with ongoing registration and verification exercises. It will continue developing a roster of skilled staff who can be deployed worldwide, with other priorities including speeding up the deployment rate of tools, such as biometrics. The Office will also centrally manage a stockpile of registration equipment and supplies and establish a global user support unit to offer real-time assistance with UNHCR registration and case management tools. Biometric registration will be at the heart of a comprehensive package of support, enabling the Office to monitor the needs of those fleeing, the aid they are receiving, and the impact it is having.

UNHCR's policy and operational guidance is being updated to reflect operational and technological developments, and changing inter-agency collaboration. A new policy will harmonize and unify all identity management activities. Complementing the policy, and supporting its implementation, an updated handbook for registration will be phased in.

The deployment of *proGres* v4 and the biometric identity management system will help ensure the right assistance is received by the right beneficiaries, and will improve data quality and analysis globally. UNHCR will maximize its programmes' reach and build efficiencies through appropriate inter-agency data sharing and interoperability. Among other examples, this will facilitate the targeted distribution of assistance by WFP to people of concern to UNHCR. Similarly, secure data sharing between UNHCR and governments, guided by the 2015 Policy on the Protection of Personal data of Persons of Concern to UNHCR, will increase efficiency and protect the integrity of registration systems in host

In tandem, the Office is accelerating implementation of the updated case management tool, *proGres* v4, which will have been deployed to around 45 operations by the end of 2017, and to CRRF roll-out countries to the extent possible in 2018.



In Bangladesh, a UNHCR volunteer meets Rohingya refugee families in their shelters and enters their family data into a mobile phone application.

UNHCR teams gather baseline data to help thousands of Rohingya refugees in Bangladesh

In Bangladesh, UNHCR has been working with the Government in the first stage of a new “family counting” exercise to collect data on the estimated 536,000 newly-arrived refugees and their needs. UNHCR volunteers meet families in their shelters and enter their family data into a mobile phone application. Families are asked a set of questions, including composition, sex, ages, date of arrival, and area of origin in Myanmar. This data, including a photo of the family, is uploaded into the application, together with a basic indicator of the family's location based on zones and GPS coordinates of the family's residence. This data can be collected via a smartphone even without Internet connectivity.

The exercise will enable the Government, UNHCR, and other agencies to have a better understanding of the size and breakdown of the population and where they are located. It is key for getting the right aid to the right people. It will also help flag refugees with special protection needs, such as single mothers, people with disabilities, or children and elderly refugees who are on their own.

States, as well as processing carried out by resettlement States.

Profiling the needs of people of concern

Of particular importance is social and economic information about people of concern to increase understanding of their needs and ensure responses to those needs are relevant and comprehensive. However, the collection and dissemination of data on refugees and IDPs is challenging, given their mobility, and the lack of agreed international standards. Some countries also lack the capacity to collect and disseminate high-quality data, requiring assistance and guidance to do so.

UNHCR is aware that it needs to adapt its existing tools and knowledge, and adopt new data collection methods. In 2018, the Office will not only continue working with traditional partners, such as the Joint IDP Profiling Service, but also seek new opportunities with other aid agency partners, the private sector and academic institutions to build a more complete profile of the population it seeks to support, with a view to bridging the gap between humanitarian and development responses. In addition, the Office will also use data and social media analysis to improve the understanding of the profile of affected populations, providing the humanitarian and development communities with information to support advocacy, activities and solutions.

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

FAVOURABLE PROTECTION ENVIRONMENT

QUALITY OF REGISTRATION AND PROFILING IMPROVED OR MAINTAINED. UNHCR WILL:	
Build capacity and provide support on registration activities	<p>Deliver at least 1 emergency and 1 strategic registration training, and maintain an active global roster for the deployment of skilled staff to support registration, biometrics and identity management needs in country operations.</p> <p>Issue a policy on registration and identity management, and commence the phased publication of an updated handbook for registration.</p>
Improve identity management	<p>Expand the deployment and support of biometrics and case management tools to at least 15 new operations and launch a user support unit.</p> <p>Pilot an improved data-sharing system between UNHCR and resettlement States, facilitating the secure transmission of biometrics and case data.</p> <p>Develop a proof of concept digital identity system to provide people of concern with access to their data, access to services, and to facilitate legal identity.</p>
Better data collection, analysis, sharing and dissemination for populations of concern, and active UNHCR engagement in data revolution	<p>Develop new tools and capacity for data collection, analysis, storage and sharing.</p> <p>Develop information and data management tools and practices for population data in IDP situations, for protection monitoring and for cash.</p>
Promote greater engagement of national statistical offices in statistics and data for people of concern to UNHCR	<p>Approve international standards for refugee statistics and support national statistical offices in their implementation, including collection of data relevant to reporting on SDG indicators.</p>
Improve evidence in support of enhanced decision-making	<p>Implement a standard approach for household surveys to ensure quality and comparability of data to support targeting and assessments.</p>

PREVENTING AND ENDING STATELESSNESS



Mahamadhoussen Chamimakatomme, 58 years old, stateless, Karana Community, Madagascar.

Statelessness is a global problem with devastating impacts on millions of people. Living without a nationality can mean a life without education, health care, legal employment, and the ability to move freely. Statelessness can, however, be resolved where there is sufficient political will and support for States to do so. Since the launch of the #IBelong Campaign to end statelessness by 2024, significant progress has been made in some parts of the world. Many States have implemented or developed the types of reforms and national action plans needed to address statelessness, while others have granted or confirmed nationality to hundreds or thousands of stateless persons in 2016 alone.

Notwithstanding the significant achievements of the past three years against the 10 actions in UNHCR’s “Global action plan to end statelessness 2014-2024”, more needs to be done to meet the ambitious targets of its 2020 milestones and to help States eradicate statelessness. In 2018, the #IBelong Campaign reaches midpoint but, despite a steady increase in accessions, the number of States parties to the 1954 and 1961 Conventions (see Annexes) remains short of the 2020 goals of 120 and 103 accessions respectively. UNHCR will convene a high-level event in 2019 to review progress achieved and encourage new pledges to prevent and reduce statelessness.

Since the launch in November 2014 of the #IBelong Campaign to End Statelessness by 2024, the number of States party to the 1954 Convention has increased from 83 to 89 and to the 1961 Convention from 61 to 70.

In 2015 and 2016, approximately 110,000 people who were formerly stateless or of undetermined nationality, acquired nationality or had their nationality confirmed.

Achieving solutions

Significant progress, such as legal reform and strengthened administrative capacity, has been made by many States around the world to resolve statelessness, including in the context of UNHCR's Campaign. Efforts have also led to the recognition of ethnic minorities as nationals and cooperation between States regarding nationality determination. Tangible results have been achieved in implementing activities to reduce statelessness, with relatively limited financial and human resources. The creation of new positions for regional statelessness officers in recent years has greatly strengthened UNHCR's dedicated capacity to provide guidance to States and partners seeking practical solutions to prevent and eradicate statelessness in different settings.

However, additional support will be needed to meet the objectives of the #IBelong Campaign and the "Global action plan to end statelessness 2014-2024". Moreover, as stated in the New York Declaration, statelessness can be a root cause of displacement that can, in turn, lead to further statelessness. As such, strengthened support to prevent statelessness falls within the scope of the global compact on refugees and requires States' attention when addressing forced displacement.

Despite progress, reform is yet to occur in a number of countries hosting major stateless populations. To achieve results in these situations, a continuous process involving technical assistance and advocacy is required along with reinvested support by UNHCR.

For instance, while there was some progress to remove gender discrimination from nationality laws in 2017, 25 States still do not allow mothers to confer nationality to their children on an equal basis with fathers. The Office will continue to advocate that change and offer States technical advice to encourage them to do so.

Seizing opportunities

The 2030 Agenda for Sustainable Development, with its overarching aim "to leave no one behind", clearly applies to those who experience the many negative consequences of not being recognized as citizens of any country. Planning and implementation will consider the needs of stateless populations, and specific SDGs and targets will help prevent and reduce statelessness itself. In this sense, UNHCR is partnering with the World Bank's Identification for Development initiative, or ID4D, to draw attention to the importance of SDG 16.9, which calls on States to provide a legal identity, including birth registration, for all. The Office will continue its advocacy to ensure that civil registration and the collection and analysis of data on stateless persons are prioritized.

To commemorate the third anniversary of the Campaign, UNHCR will launch a thematic report on stateless minorities, highlighting the importance of equal nationality rights. In 2018, it will aim to strengthen the access of all minority groups to nationality by offering enhanced technical assistance to States, continuing its advocacy efforts, and implementing the joint strategies developed by the UNHCR-UNICEF "coalition on every child's right to a nationality".

Fostering partnerships to end statelessness

For each of the four areas of UNHCR's work on statelessness—identification, prevention, reduction and protection—the Office seeks to strengthen partnerships with other UN agencies, international and regional organizations, NGOs civil society groups, national human rights institutions, academics and legal associations, as well as financial institutions.

All of these partners can, in different ways, help leverage awareness and accelerate progress towards ending statelessness. UNHCR will also continue working with United Nations Member States and agencies as well as civil society to link statelessness advocacy efforts to relevant initiatives. The work of the United Nations Human Rights Council and the United Nations treaty bodies also provides important opportunities to advocate the prevention and resolution of statelessness, including in the context of the recommendations made to States during their Universal Periodic Review.

UNHCR has been strengthening cooperation with intergovernmental organizations, regionally and subregionally, and there are numerous opportunities for collaboration. In Africa, the "Abidjan declaration on the eradication of statelessness" now has an eight-year plan of action—the "Banjul plan of action on the eradication of statelessness". In 2015, the African Commission on Human and Peoples' Rights adopted a draft protocol

on the right to nationality, with input from UNHCR and other experts. This new instrument will be submitted for approval to African Union Member States in 2018. In addition, the 12 member States of the International Conference on the Great Lakes Region also adopted a declaration to eradicate statelessness in 2017. In Asia, the Association of Southeast Asian Nations (ASEAN) Commission on the Promotion and Protection of the Rights of Women and Children has begun a three-year research and capacity-building project looking into the right to nationality, documentation and legal identity. In the Middle East, the recommendations from a meeting convened by the Arab League and UNHCR on "Belonging and legal identity", are expected to be formally adopted. Finally, in the Americas, 28 Latin American and Caribbean States adopted the Brazil Declaration and Plan of Action in which they committed to eradicating statelessness by 2024.

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

FAVOURABLE PROTECTION ENVIRONMENT

LAW AND POLICY DEVELOPED OR STRENGTHENED. UNHCR WILL:

Advocate and provide technical advice to governments for reform of nationality laws, policies and procedures to close gaps that may lead to statelessness, to ensure that stateless persons can acquire a nationality	Encourage 12 States to take steps to improve their nationality laws, policies and procedures, to be more consistent with international standards on the prevention and reduction of statelessness.
Advocate and provide technical advice to governments for the introduction or improvement of statelessness determination procedures	Support 6 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 with the removal of gender discrimination from their nationality laws.

INTERNATIONAL AND REGIONAL INSTRUMENTS ACCEDED TO, RATIFIED OR STRENGTHENED. UNHCR WILL:

Promote accession to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness	Encourage States to accede to the 1954 and 1961 Conventions to increase the number of States party by 12 in total.
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FAIR PROTECTION PROCESSES AND DOCUMENTATION

IDENTIFICATION OF STATELESSNESS IMPROVED. UNHCR WILL:

Support identification/registration exercises and surveys to increase knowledge of the number of stateless persons, their situation and possible solutions	Improve quantitative and/or qualitative baseline data is available for 8 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 5.

DURABLE SOLUTIONS

GREATERS REDUCTION OF STATELESSNESS IS ACHIEVED. 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 100,000 stateless persons to acquire nationality or have it confirmed.
Provide training and technical advice to government officials on statelessness reduction measures, including the acquisition or 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 to support 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 trainings and other practical initiatives aimed at reducing statelessness globally. Collaborate with civil society networks recently established in Asia and the Pacific, Central Asia and Southern Africa on statelessness.

ENGAGING IN SITUATIONS OF INTERNAL DISPLACEMENT



Internally displaced children from Kasai Province play at the Orphanage of the Carmelites of St Joseph in Kananga, Lulua Province, the Democratic Republic of the Congo.

UNHCR aims to engage in IDP situations in a predictable, coherent and sustainable manner and to ensure that protection is central to humanitarian action. As the global lead for three clusters—protection, shelter and camp coordination and camp management (CCCM)—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, but also communities unable to access their basic needs and rights and those in hard-to-reach, besieged areas and enclaves. UNHCR is also regularly called upon for analysis, advice, advocacy and support across a broad spectrum of protection issues that arise in humanitarian crises.

The year 2018 marks the 20th anniversary of the “Guiding Principles on internal displacement”, which are widely recognized by States as providing an important framework for preventing, responding to and resolving internal displacement. The Guiding Principles recognize that IDPs, while not a separate legal category, have specific vulnerabilities and hence protection needs. With the number of IDPs surpassing 40 million today, this anniversary presents a critical opportunity for UNHCR to promote and support national, regional and global action towards significantly reducing displacement, in line with the 2030 Agenda for Sustainable Development.

UNHCR engages in IDP situations in 29 countries with a total IDP population of 36.6 million.

Working across the displacement continuum

UNHCR's 2017-2021 Strategic Directions have committed the Office to working more systematically across the entire spectrum of displacement, including internal displacement. To make good on that commitment, in September 2017 UNHCR launched an operational review of its engagement in situations of internal displacement. This review made wide-ranging recommendations covering preparedness and emergency response through to disengagement and solutions. It called for the Office to ensure protection is central to any inter-agency response to internal displacement and, within that framework, demonstrate greater automaticity in its response, making UNHCR an even more reliable and predictable humanitarian actor.

The High Commissioner has appointed a Special Advisor on Internal Displacement to take forward the recommendations and, in 2018 and 2019, UNHCR will pursue the four priority actions that it deemed essential to achieving this transformation. These will be preparing and engaging early on in responses to IDP operations; changing the mindset of UNHCR staff in IDP operations, to ensure the Office responds immediately to protection risks as they arise, while simultaneously enabling others to intervene when appropriate; creating the evidence base needed for analysis and enhancing its responses; and removing internal barriers to achieving protection outcomes for all populations of concern.

The follow-up process, to be coordinated by the Special Advisor, will include working closely with country operations to develop protection and solutions strategies, address key operational challenges, and support and monitor compliance with the 2016 "Operational guidelines on UNHCR's engagement in situations of internal displacement". UNHCR will also update and revise its corporate policy on internal displacement to ensure full alignment with its Strategic Directions.

IDP law and policy

UNHCR will continue providing technical advice to States, in partnership with the Special Rapporteur on the human rights of IDPs 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.

It will also ensure greater cooperation and information-sharing among stakeholders and experts in IDP protection. In doing so, it will build on the momentum generated by the commemoration of the 20th anniversary of the guiding principles in 2018 and the 10th anniversary of the Kampala Convention (OAU, see *Glossary*) in 2019. These normative developments recognize that displacement is a long-term and complex process requiring sound policy, law and capacity.

Solutions

Facilitating solutions and addressing protracted displacement will be important to UNHCR in 2018 and beyond. Through its operational engagement, the Office acts as a facilitator and catalyst for protection and solutions, developing strategies to enable local and national actors to take over its delivery and coordination as soon as possible. The Office will continue applying lessons learned from implementing the 2011 "Secretary-General's decision on durable solutions" and the additional framework on ending displacement in the aftermath of conflict, by encouraging countries to design national strategies and take a leading role. Furthermore, UNHCR will continue to support the development of benchmarks for UNHCR's responsible disengagement in IDP situations, as recommended in the operational review.

Global Protection Cluster

UNHCR leads the global protection cluster (GPC), a network of UN agencies, NGOs and international organizations working on the protection of IDPs and others affected by conflict and natural disaster. Working alongside OHCHR, UNICEF and UN Women, it leads 25 of the 34 protection clusters, or other inter-agency protection coordination mechanisms, currently in place worldwide, including in the complex situations of Iraq, Myanmar, South Sudan, Syria, Ukraine and Yemen.

To maintain a coherent and integrated protection response in 2018, UNHCR will maintain its close cooperation with UNICEF, UNFPA, UNMAS and the Norwegian Refugee Council, which have specific areas of responsibility within the cluster for, respectively: child protection; gender-based violence; mine action; and housing, land and property. UNHCR will continue improving the quality of cluster leadership in the field and provide field support through an "operations cell" staffed by personnel from UNHCR, the Danish Refugee Council and the Protection Standby Capacity Project.

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 2018, the framework will support four newly created task teams working on anti-trafficking, cash, protection, and information management. The launch of the cluster's protection innovation lab will also be held. Lastly, the GPC will reinforce its work with academia, pioneering an agreement with the universities in Aix-en-Provence, in France, and Essex, in the United Kingdom, to deliver protection courses and increase field clusters' use of legal clinics.

As cluster lead, UNHCR will continue promoting protection as central to humanitarian action. It will support the development of inter-agency policy, protection standards and guidance globally, and strengthen the role of field protection clusters. The GPC will reinforce the areas of law and policy, cash assistance, and protection information management in line with the Grand Bargain (see *Glossary*). The GPC will also continue increasing the breadth and depth of training it offers on protection, by developing an e-learning course on humanitarian protection and conducting joint trainings on crimes against humanity.

Global Camp Coordination and Camp Management Cluster

The global CCCM cluster is led by UNHCR in conflict situations and by IOM in natural disasters. It offers a range of support to national CCCM clusters, including guidance and tools, population data and site monitoring information management systems, and training materials for country operations. It also supports country offices by deploying rapid response teams and technical experts in emergencies. UNHCR leads (or co-leads) 10 of the 15 clusters and cluster-like coordination mechanisms currently active.

In 2018, the global CCCM cluster will focus on two overarching issues:

- Strengthening its efforts to reach collective outcomes through inter-cluster and multi-agency collaboration. In particular,

this means improving links between the coordination of assistance and services in camps and camp-like settings, and advocating the inclusion of displaced populations in national services.

- Making UNHCR's leadership of the CCCM cluster more predictable in terms of its objectives and delivering on expectations. This includes formalizing some of its working modalities and areas of responsibilities with other clusters, and developing strategic partnerships, particularly on development issues.

Following the first year of its Strategic Advisory Committee, which was established in 2016 to enhance the global CCCM cluster's transparency, inclusiveness and capacity to meet its global responsibilities, the cluster will evaluate improvements in its governance structure and renew its call for new members. In line with the objectives of the new five-year strategy put in place in 2017, existing and planned technical working groups on capacity-building, area-based approaches, remote management and participation will develop strategic guidance and tools. Missions to selected country operations will focus on good practices in population data management, preparedness and contingency planning, and standards monitoring, as well as the implementation of standards from the Sphere Project companion for the CCCM cluster. This undertaking to be published in 2018 with the revised Sphere Handbook is supported by the expert reference group established under the cluster.

Global Shelter Cluster

The global shelter cluster (GSC) is co-led, by UNHCR during conflict-related emergencies and by IFRC during natural disasters. The Office leads or co-leads 12 of the 27 shelter clusters currently active worldwide, including all those in the system-wide Level-3 emergencies (Iraq, Syria and Yemen). The GSC supports country-level shelter clusters mainly through the provision of immediate and medium-term surge support in coordination, technical assistance and information management, including through the deployment of trained and experienced shelter cluster coordinators, within 72 hours of a cluster being activated or after a scale-up request. Additionally, the GSC provides and disseminates global policy and technical guidance, offers targeted capacity building, facilitates assessments, evaluation and performance monitoring of country-level clusters and engages in advocacy on behalf of the shelter sector.

The GSC will implement its new strategy for 2018 to 2022, bolstering its capacity to support national clusters and sustaining its core services. As global co-lead, UNHCR supports the GSC's day-to-day activities, chairs its thematic technical working groups, and hosts 50 per cent of the GSC support team.

The GSC will strive to translate its Grand Bargain commitments, and those made at the United Nations Conference on Housing and Sustainable Urban Development, into practical activities that can be implemented by the national clusters and their partners. This includes promoting the localization of cluster coordination and response through meaningful engagement with subnational authorities and local organizations, encouraging the recruitment of national staff, and promoting local preparedness activities.

It will also strengthen its cash-for-shelter capacity by developing global guidance and tools, and deploying experts. Developing innovative approaches will require stronger engagement with academia, private sector and development actors, and more strategic advocacy messaging.

In 2018, UNHCR, in collaboration with the IFRC and Oxford Brookes University, will continue to host the Humanitarian Shelter Coordination course, which prepares around 50 professionals annually to take on coordination roles. The GSC will also remain engaged with those in country operations to improve the collection and dissemination of good practices, including through workshops, GSC events, specialized publications, such as "The shelter projects 2017-2018", as well as the "State of humanitarian shelter and settlement" report and its online platform (www.sheltercluster.org).

In the first seven months of 2017, 320 days of support were provided to camp coordination and camp management, mainly to national CCCM clusters through UNHCR missions.

ENGAGING IN CLIMATE CHANGE AND DISASTER DISPLACEMENT



Families affected by the ongoing drought in Somalia. "We moved from QolAde and we stayed at different locations until we moved to Wajaale district. We had 320 sheep, but only 100 are left. We just moved to this place, it is our second day here. I am here now with my daughter and her husband and child", says Sahra Ismael Elade, an internally displaced woman in Somaliland.

Climate change and disasters will continue to contribute to the scale and complexity of human displacement in the future. Their effects can exacerbate already fragile situations and can fuel conflict over depleted resources. People already displaced by conflict can be forced to move again when disasters strike, or be forced to move away from living areas because of the adverse effects of climate change. Their ability to return can also be limited if their homes become inhospitable.

As articulated in its Strategic Directions, UNHCR is committed to responding to climate change, disasters and displacement in two ways:

- 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.

UNHCR will continue undertaking its collaborative research, analysis and consultations in areas where refugee law applies to climate change and disaster-related displacement, under international or regional instruments. UNHCR will also develop legal considerations on refugee protection in climate change and disaster contexts, and contribute to global policy processes, to ensure they are coherent and coordinated when responding to, and protecting, people displaced by climate change and disasters. This includes evaluating the role of human rights law, or researching protection needs arising from climate change, disaster, displacement and conflict; assessing effective practices on protection in the context of disasters and displacement; and applying regional refugee law in the context of climate change and disaster, following up the Brazil Declaration and Plan of Action, and pursuant to the OAU Convention (see *Glossary*).

UNHCR has gained substantive experience in averting and addressing displacement in the context of climate change and disaster, particularly with the development of normative standards relating to international protection needs. Its contribution to the Warsaw International Mechanism on Loss and Damage associated with climate change impacts will continue. The Office will also maintain its support to Parties of the UNFCCC, for consideration of human mobility in the climate change negotiations, and continue to contribute to the Advisory Group on Climate Change and Human Mobility.

Furthermore, UNHCR will continue to actively participate in the task force on displacement that was established under the Paris climate change agreement and was created to develop recommendations for integrated approaches that avert, minimize and address displacement linked to climate change and disasters by the end of 2018.



Responding with Lifesaving Support

Thousands of Rohingya refugees arrive having crossed the border near Anzuman Para village, Palong Khali, Bangladesh.

Conflicts in Iraq, Nigeria, South Sudan, the Syrian Arab Republic (Syria), Yemen and other situations continued to trigger displacement internally and across borders in 2017. With more than 30 UNHCR operations responding to large-scale refugee outflows and internal displacement, the organization declared new emergencies for Angola, Bangladesh, the Republic of the Congo, Libya, the Venezuela situation and Zambia.

In 2018, UNHCR and its partners will continue delivering protection and assistance to displaced people, often in complex and protracted conflicts that are high-risk security environments. The Inter-Agency Standing Committee (IASC, see *Glossary*) system-wide Level-3 emergency declarations will remain effective in Iraq, Syria and Yemen. Sustaining those responses will require large-scale assistance for people in desperate need of urgent relief.

Partnership being at the core of emergency preparedness and response, UNHCR will maintain and strengthen, wherever possible, its work with national governments and local authorities, as well as with NGOs as critical first responders. In line with the Grand Bargain commitments (see *Glossary*), UNHCR will expand its work

with local actors involved in preparedness planning and training. In the spirit of the Comprehensive Refugee Response Framework (CRRF, see *Glossary*), UNHCR will also work towards solutions from the outset of a refugee emergency with host governments, and will promote refugees' inclusion in national systems.

RESPONDING TO EMERGENCIES



A South Sudanese mother and her children are given blankets and sleeping mats as they spend the night at a way station in Mettu, Ethiopia, before being transferred to the newly constructed camp at Gure Shembola.

Emergency preparedness

Being prepared for emergencies enables UNHCR to provide protection for more people in a timely and efficient manner, by using the right resources. The organization has built its emergency preparedness capacity in the past three years, investing in a faster and more efficient response that is grounded in sound risk assessment.

This response is built on collaborative and localized planning with partners and stakeholders, and recognizes the rights, dignity, and expressed protection needs of people displaced by conflict.

In 2017, UNHCR introduced a new classification to its emergency levels, that of Level 1, “Proactive preparedness”. It also adopted a corresponding new emergency policy, to better prepare for and respond to the needs of displaced people during emergencies. Based on lessons learned, the policy sharpens the focus on risk analysis and preparedness ahead of a crisis. It allows UNHCR to respond faster and more effectively thanks to new rosters of specialists on standby, release emergency funds more quickly, pre-position more relief material and accelerate procedures for staff and partner selection. The new policy also emphasizes the importance of engaging early with development actors and pursuing solutions from the onset of a crisis.

In 2018, UNHCR will continue expanding its joint network with local actors for preparedness plans and training, including with the “Strengthening preparedness and response capacity of local partners” training package, which aims to ensure local actors can prepare and mobilize an effective, immediate emergency response.

The Office uses HALEP, the High Alert List for Emergency Preparedness, to help monitor situations that may trigger displacement and assess the readiness and capacity of partners and relevant governments to respond. To boost the development and execution of preparedness plans, UNHCR will deliver training workshops to staff in priority countries in 2018, using the revised “Preparedness package for refugee emergencies”.

It will also continue building its analytical capacity, using non-traditional data sources to better anticipate emergencies and drive decision-making for preparedness. Innovative technological approaches are strengthening preparedness, such as predictive analytics for population movement and social media monitoring tools, both of which aid operational planning.

The new “Emergency Policy” is the mandatory framework for sharpened emergency preparedness and for a faster, more reliable, accountable and effective response.



Rohingya refugee families arrive at a UNHCR transit centre near the village of Anjuman Para, Cox's Bazar, south-east Bangladesh, after spending four days stranded at the Myanmar border.

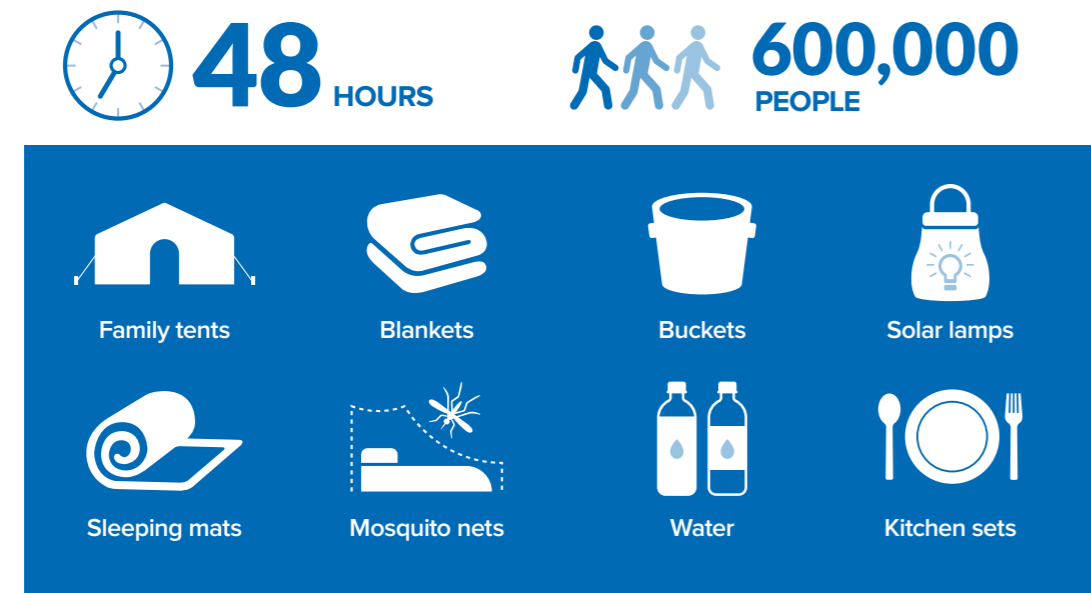
Thousands of new Rohingya refugee arrivals cross the border into Bangladesh

As an estimated 500,000 Rohingya sought safety in Bangladesh between late-August and October 2017, UNHCR with the authorities created an extension site and a transit centre near Kutupalong refugee camp to shelter new arrivals. Families with young babies, elderly, vulnerable and bereaved people are among the thousands who have fled the latest wave of violence in Myanmar. They came by boat or walked barefoot for days to reach the border, leaving most of their possessions behind. Many arrived in a worrying physical and mental state—some in need of life-saving support. The Bangladeshi Government has allocated some 3,000 acres of land on which family tents and temporary communal shelters have been erected. UNHCR worked swiftly to accommodate as many as possible in the camps and settlements and provided emergency relief items.

Emergency response

Getting ready to respond to emergencies

Core relief items from UNHCR's [global stockpiles](#) * can be released **within 48 hours** for around **600,000 refugees and people** affected by conflict in simultaneous emergencies.



* UNHCR's relief stocks are pre-positioned in six global warehouses strategically located across Africa, Asia and Europe.

All emergency staff are fully trained thanks to a wide range of capacity-building initiatives, including UNHCR's Workshop on Emergency Management, its Situational Emergency Training sessions, and the inter-agency Emergency Team Leadership programme.

UNHCR's relief stocks are pre-positioned in six global warehouses strategically located across Africa, Asia and Europe, enabling it to reach up to 600,000 displaced people within 48 hours by air, road or sea. The stockpiles allow UNHCR to respond quickly with family tents, blankets, buckets, solar lamps, sleeping mats, mosquito nets, water cans, plastic sheets and kitchen sets, as well as other core relief items that provide urgently needed relief. UNHCR has established global framework agreements with international freight companies to move much needed items to affected populations quickly.

UNHCR is extending its network to include smaller regional warehouses where it can pre-position items even closer to countries with elevated emergency risks. A new regional warehouse in Uganda will be established, and other locations, such as one in Southern Africa, will be examined in 2018.

Equally important are emergency procedures for procuring relief items, including through local procurement where markets and infrastructure allow for it. UNHCR keeps an emergency stock of vehicles, as well as a truck fleet, currently based in East Africa, which can be deployed to boost country offices' capacity in emergencies.

Within 72 hours, UNHCR emergency standby teams and roster members can be deployed to manage and coordinate a response, and address the most urgent needs of conflict-affected populations. These teams are supported by technical experts in security, the prevention and response to sexual and gender-based violence (SGBV, see *Glossary*), health, human resources, WASH, shelter, and the management of programmes and supplies. Dedicated rosters for finance and

administration, protection, and ICT will be running in 2018. UNHCR also has a senior corporate emergency roster, comprising experienced senior staff, to coordinate UNHCR's operations and response during large-scale emergencies.

The e-Centre in Bangkok will continue providing training and capacity-building on emergency preparedness and response, as well as security management, for NGOs and government officials.

More than 1,000 UNHCR and partner staff targeted for training in 2018.

UNHCR's standby partners

UNHCR's 18 existing agreements with standby partners provide specialist emergency staff deployments with key skills in, for example, protection, coordination, and registration or information management. These deployments complement the organization's core staff and increasingly contribute to meeting its commitments under the New York Declaration (see *Glossary*) by helping build the self-reliance of refugees

and fostering their integration in the communities that host them. Standby partners also provide technical services, including water and sanitation facilities, communication technology, renewable energy, and infrastructure, such as offices and accommodation, in newly established operations often situated in remote locations.

- *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 (previously Netherlands Enterprise Agency)
- 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

To strengthen its commitment to accountability to affected populations, UNHCR will continue developing and implementing innovative solutions that establish and maintain two-way communication with communities in emergency contexts. It will build on

success in 2017, during which UNHCR's emergency operations developed multiple channels to communicate with communities. This included brokering new partnerships with mobile network operators for expanded coverage to new refugee settlements in Uganda.

Emergency classifications

Level-3: An IASC system-wide Level-3 (L3) emergency is the global humanitarian system's classification for the most severe crises. They require system-wide mobilization to significantly increase the scope of the response and improve the effectiveness of assistance. A system-wide L3 emergency is declared by the United Nations' Emergency Relief Coordinator on behalf of the IASC, of which UNHCR is an active member.

UNHCR's emergency classifications

In July 2017, the Office issued its revised "Policy on emergency preparedness and response", introducing three emergency levels with clearly defined accountabilities and coordination roles.

Emergency Level 1 for proactive preparedness is activated to trigger preparation for a likely humanitarian

emergency. Preparation is undertaken by the UNHCR country operation(s) concerned with Headquarters' support, preparedness missions, and staffing, financial, and material support.

Emergency Level 2 applies to a situation that requires additional Headquarters' support and resources for the in-country team to 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 and call for a corporate, whole-of-UNHCR response.

Delivering protection and assistance in high-risk security environments

In 2018, UNHCR will operate across a range of complex and high-risk security environments to protect and assist those who have been forced to flee their homes. Without sufficient security measures, UNHCR will not be able to access people in need and will be unable to provide them with protection and humanitarian assistance.

Fulfilling the Office's duty of care to its personnel as they deliver humanitarian assistance requires a delicate but important balancing act. As part of emergency operations, particularly where the security risks are deemed high, additional security personnel will be deployed to undertake risk assessments and adjust security measures. Community acceptance and building up trust with affected populations, including host communities, are integral to security risk management and

UNHCR will continue to work closely with affected communities to develop a wider understanding of its mandate.

UNHCR engages with the UN Department of Safety and Security and the Inter-Agency Security Management Network to develop global policies and procedures for the UN Security Management System, while also being a member of the Security Management System in each operation. Working closely with partners, host governments and communities, the organization remains committed to the "Saving lives together framework" and strives to provide training and support to NGO partners, where possible.

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

EMERGENCY PREPAREDNESS AND RESPONSE

REINFORCE EMERGENCY RESPONSE CAPACITY AND EFFECTIVENESS. UNHCR WILL:

<p>Enhance emergency preparedness</p>	<p>Expand targeted support on the HALEP.</p> <p>Provide support to emergencies declared as Level 1 “Enhanced Preparedness” to scale up for a robust emergency response.</p> <p>Undertake tailored initiatives to strengthen engagement of local partners for preparedness and response.</p> <p>Incorporate lessons learned from emergency preparedness and response into learning and guidance material.</p>
<p>Deploy standby emergency coordination, preparedness and response teams</p>	<p>Deploy enhanced Emergency Response Teams (HQ Emergency Services Team, Emergency Response Team/Senior Corporate Emergency Roster and technical rosters) within 72 hours.</p> <p>Expand stand-by agreements for emergency response.</p>
<p>Build capacity in emergency preparedness and response, security and supply chain management</p>	<p>Train more than 350 UNHCR and partner staff through 3 workshops on Emergency Management, 3 Situational Emergency Trainings, 1 Emergency Management Training, 2 inter-agency Emergency Team Leadership Programme and preparedness trainings.</p> <p>Deliver training to 400 UNHCR staff in high-risk security environments.</p> <p>Provide training for up to 335 personnel and officials from NGOs and government partners by the e-Centre in Bangkok.</p> <p>Promote the Emergency Handbook (online and mobile application) in English, French, Spanish and Arabic.</p> <p>Strengthen operational capacity through skills building, deployments and tools to appropriately manage and respond to community feedback and complaints.</p>
<p>Reinforce security management as an organizational culture</p>	<p>Provide advice and support to country operations delivering in high-risk operations including 50 or more missions to the field to help operations assess and respond to security risks.</p> <p>Continue to shape a diverse workforce of security professionals with diverse language skills with special emphasis on recruiting more women security professionals.</p> <p>Continue implementation of the IASC policy on gender inclusion in security management through training in the roll-out of the women’s security awareness training.</p>
<p>Inter-agency and strategic partnerships strengthened</p>	<p>Actively engage in the IASC Emergency Directors Group; Reference Group on Preparedness and Resilience, and its Analyst Group on Early Warning, Early Action and related initiatives; Reference Group on Principled Humanitarian Action; UN Crisis Management Working Group; Communicating with Disaster-Affected Communities Network; as well as inter-agency security forums.</p> <p>Realign resources with other UN-agencies and look for areas of collaboration on procurement, logistics, asset auctions and engineering issues.</p> <p>Develop strategic partnerships with the private sector, community-based organizations, and other UN entities for emergency responses, including to provide access to connectivity to refugees.</p>

GLOBAL SUPPLY MANAGEMENT OPTIMIZED FOR EFFICIENT DELIVERY. UNHCR WILL:

<p>Optimize supply chain for shelter and core relief items in emergencies</p>	<p>Reach 600,000 people of concern within 48 hours through the global emergency stock in simultaneous and complex emergencies. As part of a network of regional warehouses close to potential emergencies, a new warehouse in Kampala for eastern Africa and the Horn of Africa will provide relief items for 60,000 people of concern.</p> <p>Maintain a regional truck fleet comprising a variety of 20 trucks which is used to augment trucking needs during emergencies.</p> <p>Expand the roster of supply experts to support emergency operations to deliver relief items quickly, use cash-based assistance and local procurement.</p> <p>Support the global expansion of cash-based assistance through market assessments and the development of tools.</p>
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PREVENTING AND RESPONDING TO SEXUAL AND GENDER-BASED VIOLENCE

Preventing and responding to SGBV

Over half of all refugees worldwide are women and children. They are particularly vulnerable and at higher risk of sexual and gender-based violence during their flight and displacement. The vulnerability of men and boys to sexual violence during conflict has recently started to be documented.



People forced to flee conflict, persecution, and in mixed movements and other people of concern to UNHCR are particularly vulnerable to SGBV (see *Glossary*), a human rights violation with devastating consequences for women and girls in particular, but also for men and boys. Addressing SGBV during and beyond humanitarian emergencies remains a complex, global task, and is a UNHCR priority.

Measures to prevent and respond to SGBV are multi-faceted, inter-linked and require a wide-ranging coordinated approach from communities, governments, NGOs and other civil society actors, and UN agencies. It also requires strong leadership, political will, cooperation, and coordination at all levels, with dedicated resources and expertise.

UNHCR will continue to evolve and strengthen its leadership and approaches to protect people of concern from SGBV. It will also ensure the multi-sectoral nature of SGBV prevention and response are fully integrated into its programmes.

Responding to sexual and gender-based violence

Rape is often used as a conflict tactic and affects many displaced communities. SGBV prevention and response programmes must ensure survivors’ needs are addressed in a timely, compassionate, professional and confidential manner. A non-discriminatory approach to SGBV prevention and response is fundamental, and UNHCR will continue its global advocacy on this issue. The Office will

In 2017, South Sudanese refugees fleeing to the Democratic Republic of the Congo, Ethiopia, Sudan and Uganda, were mostly women and children, representing up to 88 per cent of new arrivals in some places and representing a population at higher risk of SGBV.

continue strengthening services to address the urgency of responding to sexual violence and at the same time also ensure that measures are in place to respond to other forms of SGBV for the different age groups.

UNHCR will maintain its investment in services that underpin SGBV response programmes—including health, psychological and social support, safety and security, and access to justice. In recent years, UNHCR, with its partners, has invested considerably in its SGBV response, ensuring services are established at the onset of an emergency, accessible to all, inclusive, and appropriate for those at risk. Having experts on the ground at the right time is essential to ensure SGBV is effectively addressed during displacement in emergencies. The Office will continue providing dedicated technical support and deploying to emergencies senior protection officers specializing in SGBV response.

As this form of violence continues to be under-reported, due to social stigma and cultural norms, UNHCR uses outreach programmes, advocacy, training and educational initiatives to identify people at risk of SGBV, raise awareness, provide relevant information, and ensure there are links to existing services. By establishing a protective network and encouraging continuous dialogue, UNHCR and partners promote behavioural change and encourage community-based structures and national institutions to lead on prevention and response programmes and initiatives, drawing from the capacities of all actors.

Preventing sexual and gender-based violence

UNHCR’s global strategy to prevent and respond to SGBV focuses on improving the quality, effectiveness and coherence of SGBV programmes from the onset of all emergencies. To tackle SGBV’s root causes, the Office seeks to empower women and girls, works constructively with men and boys, and ensures that all survivors can access supportive programmes on a non-discriminatory basis. The organization engages in a range of prevention activities and strategies, both immediate and longer-term, to make positive changes in gender relations and attitudes. These promote behaviour change and encourage communities to strengthen their willingness and capacity to address and prevent SGBV. Furthermore, the Office has continued to roll out the IASC “Guidelines for integrating gender-based violence interventions in humanitarian actions”, which assist communities and humanitarians in coordinating, planning, implementing, monitoring and evaluating essential actions to prevent and mitigate SGBV.

Building a protective environment starts with communities. Strengthening community involvement in SGBV prevention, so people can help protect survivors, is crucial. Even at the onset of an emergency, concrete steps can be taken to reduce SGBV risks. For instance, incorporating community-based and gender-sensitive measures into the planning, implementation, and monitoring of WASH and shelter programmes can

reduce the risk of SGBV—including rape and physical assault. Safe access to alternative energy sources for cooking can mitigate SGBV risks, as women and girls avoid collecting firewood in dangerous areas.

Incorporating gender equality and community-based measures into the planning, implementation and monitoring of programmes across sectors is key to preventing SGBV, because it helps mainstream gender equality and SGBV

prevention and response measures. UNHCR will therefore ensure women have a meaningful voice in governance committees, or in other community structures. Strong community engagement and the inclusion of men and boys are also key to creating a more protective environment. While important innovations to mitigate and reduce SGBV have been made, UNHCR will continue supporting innovative ideas and strengthening its collaboration with communities, local partners, and States.

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

SECURITY FROM VIOLENCE AND EXPLOITATION

RISK OF SGBV IS REDUCED AND QUALITY OF RESPONSE IMPROVED. UNHCR WILL:

Ensure SGBV programming in emergencies	Deploy senior protection officers with expertise in 10 country operations to strengthen SGBV prevention and response programmes, and coordinate effective response systems. Support 8 operations with innovative multi-sectoral pilot projects that mitigate and respond to SGBV.
Provide guidance in the development and implementation of SGBV strategies	Support 10 country operations in rolling-out the revised IASC “Guidelines for integrating gender-based violence interventions in humanitarian actions”, mainstreaming measures to mitigate and prevent SGBV.
Increase efficient data management	Provide technical support to 10 country operations to strengthen the implementation of the inter-agency gender-based violence information system (GBVIMS).
Develop capacity in SGBV prevention and response	Conduct training sessions for people of concern, UNHCR staff and partners. Support systematic update of the mandatory SGBV e-learning training to ensure that it reflects learners’ needs and innovation. Organize targeted training to a group of national staff that will be closely mentored and coached by senior protection officers specializing in SGBV. Publish and disseminate revised UNHCR’s guidelines on SGBV prevention and response.

MEETING THE BASIC NEEDS OF PEOPLE OF CONCERN

Scaling up cash-based interventions



Phone technology gives refugees cash lifeline in Uganda. South Sudanese refugee Sarah Kiden (right), 19, uses her e-voucher card to buy vegetables from host community member Bako Diana, 32, at the Bidibidi refugee settlement in northern Uganda where Sarah lives with her husband and one-year-old daughter. "Before, it was a challenge to have a balanced diet and my baby was very thin. Now, her health has really improved."

UNHCR has already met its Grand Bargain commitment, made at the 2016 World Humanitarian Summit, to double the use of cash as a proportion of its assistance by 2020.

UNHCR uses cash-based interventions (CBIs, see *Glossary*) to protect and assist the most vulnerable people of concern. The majority of CBIs are multi-purpose cash grants, helping people of concern meet essential needs—including access to food, water, education, healthcare and shelter. The flexibility of CBIs makes them a more dignified form of assistance, allowing refugees to prioritize and choose what they need and, importantly, contribute to the local economy and host community. Cash, together with in-kind assistance and services, helps prevent displaced people from resorting to negative survival strategies, such as removing children from schools, child labour and begging, survival sex, early marriage or returning prematurely to conflict zones.

UNHCR's "Policy on cash-based interventions" and the "Strategy for the institutionalization of cash-based interventions in UNHCR (2016-2020)" set out its commitment and objectives for the expanded, systematic and innovative use of cash assistance. In 2018, UNHCR will continue its "focus country" approach, to enable its teams around the world to systematically assess the available opportunities to use cash and implementing effective and efficient assistance programmes. The focus countries receive dedicated support through in-country technical specialists, the deployment of experts, training and capacity-building support.

The Office will continue scaling up CBI programmes and ensuring robust financial management and accountability, as well as high quality interventions, strong monitoring, and institutional and inter-agency learning. UNHCR will strengthen and roll out its cash monitoring framework, emphasizing systematic post-distribution monitoring, to ensure that the necessary needs are met in an efficient and effective way. It will also learn from the various initiatives carried out in 2017, including research and evaluation in WASH, shelter, nutrition, social protection, mental health, multi-purpose cash grants, and health.

Being better prepared, and providing cash beyond assistance, will remain a major focus for UNHCR. Through the CRRF, the organization will meet short-term humanitarian assistance needs and increasingly pursue more sustainable approaches. It will also help emphasizing the importance of financial inclusion of refugees and people of concern and access to national social protection systems. Partnerships will remain crucial in sharing knowledge, producing systems and tools, and pursuing common cash delivery approaches.

Cash assistance and protection

Cash assistance, including for basic needs, can be a powerful protection tool and UNHCR is keen to build its knowledge and capacity to use CBIs more efficiently for protection and solutions. The Office is using cash assistance to meet specific protection needs in more than 35 countries. Cash transfers from the organization and its partners have met urgent or monthly needs of refugees and other people of concern in the Islamic Republic of Iran, Jordan, Syria, Turkey and Ukraine. Cash assistance in Kenya, Morocco, South Africa and Tunisia helped particularly vulnerable people and covered the basic needs of unaccompanied children in Ethiopia, Sudan and Yemen.

Survivors and people at risk of SGBV received cash assistance, along with counselling and livelihood support, in the Republic of the Congo, the Democratic Republic of the Congo and Morocco. UNHCR is currently developing guidance on using cash for education, as well as to mitigate the risks of SGBV, and will deliver training on cash and child protection, building on experience gained through similar activities in Egypt, Ethiopia, Sudan and Yemen.



Cash assistance is meeting specific protection needs in more than 35 countries. Cash assistance in Kenya, Morocco, South Africa and Tunisia helped particularly vulnerable people, and covered the basic needs of unaccompanied children in Ethiopia, Sudan and Yemen.

Cash-based assistance

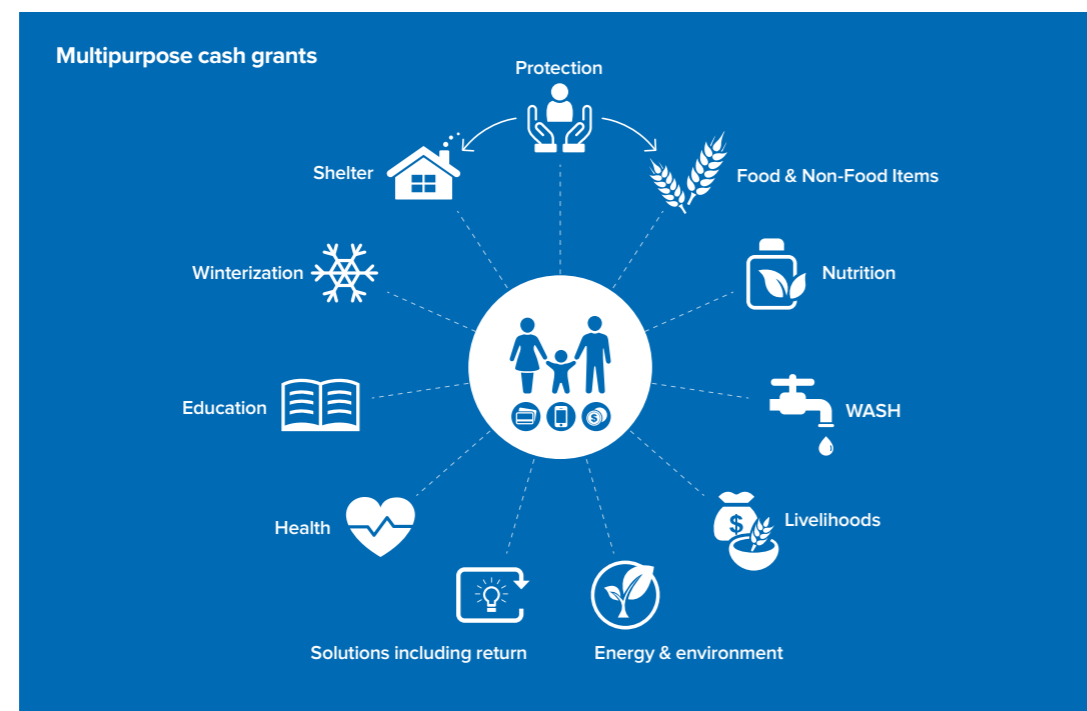
UNHCR uses **cash-based interventions** to protect and assist the most vulnerable people of concern.

UNHCR in 2016

2.5 million people receiving cash assistance

60 countries worldwide with UNHCR cash assistance programmes

\$688 million cash assistance reaching people



UNHCR in 2018

4,000 staff & partners will be trained in cash-based interventions

Increase the use of the common cash facility approach

Global cash network of experts in place

Innovative cash assistance

The common cash facility is used by UN agencies and NGOs to deliver more than 90 per cent of all cash assistance to vulnerable refugees in Jordan who live outside camps. As more partners have joined, increasing the volume, bank fees for cash transfers have fallen from as high

as 5 per cent to 1.67 per cent. In Jordan, UNHCR and its partners work with private sector service providers to support some 32,000 vulnerable refugee families. In 2018, UNHCR will scale up the use of the common cash facility in its operations.

Delivering cash in partnership

UNHCR is using the move to cash as a vehicle for building new and stronger relationships with partners. The CBI policy needs active engagement with all partners to be successful, so UNHCR is expanding and strengthening its collaborative models for cash assistance through partnerships across the private sector, UN agencies, academia, NGOs, and above all, local partners.

In Lebanon, collaboration between UNHCR, WFP and the Lebanon Cash Consortium created unprecedented cost efficiency and effectiveness, by eliminating duplication around assessment, targeting and monitoring. A joint tender for a common financial services provider also led to a

reduction in bank fees. For example, the cost of issuing cards dropped from \$3.25 to zero, the cost of issuing personal identification numbers fell from \$0.75 to zero, and the monthly card maintenance fee was reduced by half to \$0.15.

In May 2017, UNHCR and WFP signed an addendum to the 2011 UNHCR-WFP global MoU on cash assistance to refugees. The addendum provides a strong and predictable framework for collaboration and coordination on cash-based assistance, helping ensure greater efficiency, effectiveness and complementarity. Collaboration is ongoing and will expand, including in Cameroon, Kenya and Rwanda, where UNHCR is seeking to work with WFP to increase both agencies' cost efficiency.

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

BASIC NEEDS AND ESSENTIAL SERVICES

CASH-BASED INTERVENTIONS (CBIs), UNHCR WILL:

Enable UNHCR operations to systematically consider and implement CBIs

- Expand the use of CBIs to 20 focus countries.
- Train another 4,000 staff and partners on cash assistance.
- Conduct 8 comprehensive (3-4 months) CBI learning programmes.
- Organize training of trainers to improve peer-to-peer learning in UNHCR country operations.

Further adapt the skills, processes, systems and tools aimed at clearly defining duties and maintaining efficiency of CBI delivery

- Strengthen UNHCR's monitoring framework for cash and build evidence on the impact of multi-purpose cash grants.
- Implement UNHCR's financial control framework for CBIs in country operations.
- Better mainstream the use of CBIs into UNHCR functions and job descriptions.

Strengthen partnerships and collaborative approaches for CBIs

- Roll out UNHCR's cash management system in countries worldwide.
- Increase the use of the common cash facility approach in UNHCR operations.

Continue to share CBI good practices, tools and guidance developed with the broader humanitarian community

- Strengthen the portfolio of well-defined cash transfer arrangements for UNHCR and partners.
- Implement learnings from research initiatives in the areas of WASH, shelter, education, protection, including voluntary return; social protection; multi-purpose cash grants; and health, to strengthen CBI programmes.

SHELTER AND SETTLEMENT



Bidibidi refugee settlement, in Yumbe District in northern Uganda, which became one of the largest such settlements worldwide.

Shelter is one of the most visible and tangible aspects of protection. Promoting access to safe and adequate shelter is critical to ensuring the protection of people of concern. In its final year of implementation, UNHCR's "Global strategy for settlement and shelter (2014-2018)" provides a framework for all operations to ensure access to dignified, secure settlements and shelter for refugees and other people of concern, irrespective of whether they live in urban or rural settings, and whether they need emergency shelter or more sustainable and durable shelter and settlement solutions.

UNHCR provides shelter to more than 3.4 million people in at least 420 planned settlements. The need for quality shelter and settlements expertise is increasing. On average, UNHCR distributes between 70,000 and 100,000 tents a year (worth up to \$45 million), and around 2 million square

metres of plastic sheeting. It spends more than \$300 million a year on shelter programmes, and \$670 million on non-food items.

While the organization has made significant progress in improving the quality of shelter and settlements in recent years, more needs to be done to ensure better living conditions for forcibly displaced people in the longer term.

In 2018, UNHCR will continue using innovative solutions and working with experts in protection, health, WASH and livelihoods, to better protect people of concern and ensuring that shelter and settlement programmes build upon local and national development plans. In particular, it will focus on mainstreaming CBIs, and integrated settlement planning within the CRRF.

Promoting comprehensive and integrated site planning through UNHCR's master plan approach

UNHCR invests in research and development to improve existing shelter solutions and develop new ones for the benefit of displaced people and their hosting communities. The master plan approach (see *Glossary*) applies urban thinking to settlement planning, to better

As urban displacement becomes more prominent and complex, responding to it in a structured and effective way is pivotal. UNHCR has begun consolidating best practices in urban shelter and settlement responses, to develop appropriate tools and methodologies. It will continue investing in technology, research-based initiatives and partnerships to improve processes, particularly approaches to cash and urban programming.

“Shelter is the foundation stone for refugees to survive and recover, and should be considered a non-negotiable human right.”

— Filippo Grandi, the UN High Commissioner for Refugees.

integrate the initial site planning process into out-of-camp contexts, and respond to the reality that many people live on sites for a longer period of time. This approach is being piloted in several locations and better anchors refugees in their local community by collaborating with national development plans, including local infrastructure, markets, economies and cultures.

For example, in 2017, a comprehensive design for Palabek settlement in Uganda was developed to link existing services, such as health centres and public schools, with additional infrastructure to cater for the needs of refugees and the host community. Palabek followed the master plan design and resulted in a number of de-centralized villages connected by new and upgraded infrastructure, which has fostered a sense of community and furthered the local, environmentally appropriate development plan of Lamwo District.

Site management and coordination

UNHCR will continue its comprehensive approach to meet the needs of people of concern at all stages of their displacement, anywhere in the world. While “Alternatives to camps” (see *Building better futures* chapter) remains a flagship UNHCR policy, it acknowledges that displacement is fluid, with many people moving through several types of shelter options and circumstances, and that camps and camp-like settings (including informal settlements) will remain a feature of the global displacement landscape, particularly in large-scale and sudden-onset emergencies.

The initial setting up and management of such structures can make all the difference when searching for durable solutions for populations, closing camps and decommissioning communal structures. Building on its long-standing experience in managing camps and similar structures, as well as data collection and information management, and applying lessons learned from the recent emergencies in Angola and Bangladesh, UNHCR will work with national authorities to strengthen their capacity to manage and coordinate sites. It will also boost the shelter and settlement knowledge and capability of UNHCR staff and partners, using newly developed training materials that integrate the prevention and mitigation of SGBV into camp management.

Cash for shelter – Emergency Preparedness in Colombia

In response to the civil unrest in Venezuela (Bolivarian Republic of), both a shelter and CBI expert were deployed to support the Colombia operation in contingency planning for a potential influx in May 2017. The prompt deployment of relevant technical expertise allowed for detailed shelter absorption capacity and CBI feasibility assessments to be undertaken. Combined with interviews with key stakeholders as well as real estate agencies, hotels and potential financial providers, this allowed the team to formulate a comprehensive phased plan to respond to a projected influx with a combination of shelter solutions. The plan outlined the establishment of temporary reception

centres by upgrading existing infrastructure and progressing toward rental subsidies and hosting arrangements. Ultimately, technically sound assessments provided a solid foundation upon which to build an effective response. To this end, strengthening UNHCR’s ability to implement technically sound and sustainable cash for shelter programmes will remain a priority.



“Nobody left outside” global shelter fundraising campaign



South Sudanese refugees Samuel, 16 years old, displaced from Lainya, and James, 17 years old, displaced from Wonduruba, work on the thatched roof of a tukul shelter in Bidibidi refugee settlement, Yumbe District, northern Uganda.

UNHCR’s “Nobody left outside” campaign calls on individuals, corporations, foundations and philanthropists worldwide to help fund shelter for two million refugees by May 2019, when the campaign finishes.

Launched in May 2016 in response to the unprecedented need for shelter

for refugees, campaign activities—including photography exhibitions, celebrity-led events to appeal mailings, telemarketing and face-to-face fundraising—are taking place in 20 countries around the world to raise funds and awareness of this critically underfunded cause. It is hoped it will help deliver shelter solutions for two million people who have been forced to flee their homes, recruit new supporters and bring them closer to the refugee cause by deepening their understanding of how the organization provides shelter.

By September 2017, the campaign had raised more than \$17 million from the private sector, helping more than 600,000 people. Private sector actors are also invited to support UNHCR in managing the refugee crisis by becoming part of the Global Shelter Coalition.

“The consistent increase in the number of people displaced worldwide, coupled with the funding predictions for 2018, means funds to help shelter people of concern are needed more than ever.”

— Brett Moore, UNHCR Chief of Shelter and Settlement Section

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

SHELTER AND SETTLEMENT

ENSURE THAT PEOPLE ARE ABLE TO SATISFY THEIR SETTLEMENT AND SHELTER NEEDS IN A SAFE, DIGNIFIED AND SUSTAINABLE MANNER. UNHCR WILL:

Implement the “UNHCR global strategy for settlement and shelter (2014-2018)”	Develop a comprehensive sectoral shelter and settlement strategy in 38 country operations.
Enhance UNHCR’s ability to respond to shelter and settlement needs in situations of urban displacement	Document learning and establish case studies for each urban typology (hosting, renting and collective centres) to inform more efficient programming and operational response.
Continue professional development of shelter and settlement staff and partners, to enable the design of comprehensive and integrated responses in line with the master plan approach, CRRF and “Policy on alternatives to camps”	Develop additional e-learning modules to improve the design and planning skills of technical experts. Deploy 25 settlement planning toolkits to country operation in order to support the design of comprehensive and integrated responses.
Strengthen UNHCR’s ability to implement technically sound and sustainable cash for shelter programmes	Pilot practical cash for shelter checklists, to complement existing guidelines on cash-based interventions in 3 operations.
Promote diverse and appropriate shelter solutions in UNHCR operations	Develop and issue standardized winterization guidelines for country operations.

Public health



Thirty-five-year-old nursing graduate Bosco Nyonkuru, who fled Burundi’s civil war in 2001, started out 16 years ago as a volunteer at Nakivale Health Centre, Uganda, and has been on a full-time contract since 2005.

Addressing life-saving public health needs during emergencies will continue to require substantial effort, support and resources from UNHCR and its partners. The organization strives to ensure all refugees can access quality public health services, including in reproductive health, HIV, food security, nutrition and WASH, as outlined in its “Public health strategy (2014-2018)”.

Refugees fleeing conflict often arrive in poor health and malnourished. UNHCR is working to improve initial refugee health needs assessments, as well as its preparedness and response planning, and disease and mortality surveillance,

to ensure its emergency response remains effective and based on identified need. Globally, the organization and its partners have maintained the crude mortality rate at 0.2 deaths per 1,000 per month, and an under-five mortality rate of 0.4 per 1,000 per month. UNHCR’s standardized health information system, Twine, is also being brought up-to-date, with innovative technology that will allow to collect data entry and compilation in real-time, aiding a faster response time.

UNHCR’s strategic priorities depend largely on partnerships to implement public health programmes in-country, and for

As of September 2017, timely interventions and regular monitoring ensured UNHCR and more than 240 partners could provide lifesaving assistance to around 7.3 million people in camps and other displacement settings.

global technical and policy support. In recent years, the organization has made significant progress in integrating refugees into national health systems partnered with other agencies—including, but not limited to ILO, UNICEF, and WHO, to improve refugees' social protection and universal health coverage. Examples of these are health financing models, such as community-based health insurance.

Non-communicable diseases remain the major causes of illness in refugee communities. UNHCR is continuing to roll out its non-communicable disease project, focusing on the management of chronic health conditions in primary health care.

The integration of mental health, psychological and social support in health care systems also remains a priority. In recent years, UNHCR has helped partners use tools to strengthen the ability of those providing primary care to identify and manage mental health conditions, and will continue to do so in 2018.

Reproductive health and HIV

Providing quality reproductive health services remains integral to UNHCR public health programmes. The organization will work with its partners to expand and improve access to maternal and neonatal health care, family planning services, and comprehensive emergency obstetric care and services for SGBV survivors. While the availability of these services is increasing, their quality and use need to improve. Where refugees are integrated into the national system, UNHCR will continue providing technical support to strengthen the system's capacity to care for them. Furthermore, all maternal and neonatal deaths should be investigated in all operations, to identify and address key problems in the services provided.

UNHCR will strengthen community-based programmes on sexual and reproductive health for adults and young people, including adolescents, to raise awareness about issues such as early pregnancy,

sexually transmitted infections, HIV and family planning. It will continue closely monitoring the quality of reproductive health and HIV services, and establish strategies to overcome any barriers the population face in accessing reproductive health services. In coordination with other agencies, such as UNFPA, UNHCR will build capacity and support with additional resources where required. They will also ensure reproductive health supplies can be accessed by displaced people, particularly women and adolescents. Community-based interventions will be reinforced, and a particular focus will be on increasing access of adolescents to sexual and reproductive health and HIV services. UNHCR will strengthen its efforts to ensure refugee girls are included in national human papillomavirus vaccination programmes, where they exist, as well as the inclusion of refugee women in national fistula and cervical cancer screening and treatment programmes.

UNHCR will continue working closely with the Global Fund for HIV, Tuberculosis and Malaria; the U.S. President's Emergency Plan for AIDS Relief; and UNAIDS to ensure refugees, including those in isolated or insecure areas, can access tuberculosis and malaria diagnoses and treatment, HIV testing and antiretroviral treatment. UNHCR will also continue to advocate for refugees to be integrated into national health programmes and services, including these diseases. It will also speak out against mandatory HIV testing in countries where it is a precondition for refugees' entry or asylum.

Food security and nutrition

Food security and nutrition remain a serious concern in many refugee situations. In 2016, a survey of refugee sites revealed an unacceptable level of global acute malnutrition in 43 per cent of them. Stunting among children under five met the standard in only 26 per cent of surveyed sites, while more than three-quarters of sites had critical levels of child anaemia, another indicator of a poor public health situation. To address these nutrition challenges, UNHCR will continue working with partners to ensure appropriate, quality treatment for those with severe and moderate acute malnutrition. This will be complemented with support to infant and young child feeding practices and encouraging a multi-sector response to nutrition with an aim to prevent malnutrition.

Food insecurity is an underlying cause of malnutrition. In 2017, due to funding shortages, reductions in food rations affected refugees in many countries. UNHCR and WFP have sought to limit the impact of decreases in food assistance by targeting those most in need. The two organizations are working on and will issue joint operational guidance on targeting assistance based on needs in 2018 to ensure that those most in need are targeted with appropriate assistance. Additionally, UNHCR and WFP are developing a joint multi-year operational research plan to evaluate the impact of different approaches for building self-reliance in food security and nutrition in different contexts.



Burundian nurse Bosco Nyonkuru, recently diagnosed with cancer, checks on a young patient with malaria at Nakivale Health Centre.

Refugee nurse cares for the sick

In Uganda, progressive policy enables public schools and hospitals to employ both refugees and locals. More than 70 health facilities across the country have adopted this approach, including the one at Nakivale where refugees are treated alongside locals. Bosco Nyonkuru, a nursing graduate refugee, who fled Burundi's civil war in 2001, started out as a volunteer at the clinic 16 years ago and has been on a full-time contract since 2005. He starts work at 8 am, heading straight for the pediatric ward where children shiver with malaria and malnourished toddlers are hooked up to drips. When Bosco recently became ill and was diagnosed with cancer, his colleagues raised the money for him to travel to Kenya to undergo surgery. "Saving lives is a huge responsibility. I feel sad when I am away from those who need my help."

Water, sanitation and hygiene



Najlaa collects water outside her tent in Hasansham U2 camp near Khazr, Iraq.

UNHCR is strengthening its emergency WASH response capacity in 2018 by increasing coordination, implementing immediate life-saving interventions, and monitoring their progress and the quality of service delivery. This rapid and effective response will be supported with needs assessments, fast data analysis, and the timely deployment of specialized staff. The organization will expand the number of emergency WASH items available under procurement frame agreements, as well as in its global stockpiles.

UNHCR aims to achieve a smooth transition through the phases of WASH support by ensuring planning for durable solutions in parallel with the provision of lifesaving services during the acute emergency phase. It will support the development of

multi-year WASH strategies, with a focus on adopting cost-efficient and environmentally sustainable technology solutions. Furthermore, in line with SDG.6, “Sustainable water and sanitation for all”, and the CRRF, efforts will be made to integrate WASH services for refugees within national development plans. UNHCR will work with public and private utilities in the development of water safety plans and integrated water resource management plans to increase the resiliency of infrastructure and thereby ease the burden on host communities.

The wider use of solar energy for water pumping is helping keep costs down for long-term WASH services in protracted refugee situations, such as Chad, Uganda and the United Republic of Tanzania.

UNHCR operations will continue implementing solar water pumping and sanitation “waste to value” solutions, as well as cash-for-WASH, wherever appropriate.

Women and girls’ health, dignity and school attendance will be promoted by the mainstreaming of WASH practices, preventing SGBV, and menstrual hygiene management. UNHCR will continue working with other global leaders in the roll-out of the toolkit for integrating

menstrual hygiene management in humanitarian response and to establish a global dataset on menstrual hygiene management practices amongst refugees and other people of concern to more effectively respond to their needs in the emergency. UNHCR will also continue creating livelihood opportunities through the establishment of manufacturing facilities for menstrual hygiene management and incontinence materials.

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

BASIC NEEDS AND ESSENTIAL SERVICES

STRENGTHEN RESPONSE AND DELIVERY OF PUBLIC HEALTH, NUTRITION AND WASH PROGRAMMES. UNHCR WILL:

Continue investing in public health, nutrition and WASH related data to drive needs-based responses and evidence-based decision-making

Roll out the new UNHCR Integrated Refugee Health Information System to all country operations with supported health programmes by the end of 2018.

Ensure the technical integrity and quality of public health, nutrition and WASH programmes from emergency to protracted situations

Develop and support through technical expert missions assessment and response planning tools as well as programmatic guidance on integration of refugees in national health services and financing mechanisms.

Strengthen inter-agency and strategic partnerships in public health, nutrition and WASH

In line with the roll-out of the CRRF in pilot countries, new predictable partnership models will be established with technical sector partners and government line ministries.

Building Better Futures

Ibrahim Toto, 28 years old, fled from the Syrian Arab Republic (Syria) in October 2013 with his handicapped older brother through Turkey, Greece, Italy, Switzerland, and Germany before arriving in Denmark in 2014. Toto has no formal education and has never been to school. In Denmark, he took part in a six month internship programme and then joined the midtVask subsidised work programme. In early 2016, he was awarded the only permanent job opening at midtVask where he still works and now mentors newly arrived refugees. He has refugee status and temporary residence.

UNHCR protects and assists refugees, and other people of concern, but the ultimate goal is for them to find durable solutions that allow them to rebuild their lives in dignity, safety and peace. These solutions can only be secured when people of concern have a durable legal status which ensures protection for their civil, cultural, economic, political and social rights without discrimination, including through access to national services and systems. Attaining

these rights not only reduces the risks people face in displacement, but also supports displaced and host communities alike by creating ties and helping to prevent and address feelings of marginalization and frustration. The realization of durable solutions by refugees may culminate in someone's return to their home country through voluntary repatriation, through integration in the country of asylum, or in a third country through resettlement.

Complementary to resettlement, when durable solutions are not achievable for all members of a refugee population, safe and regulated pathways for admission to third countries can help refugee access protection and sustainable solutions.

The 2030 Agenda and its Sustainable Development Goals place emphasis on including marginalized groups in all development plans, “to leave no-one behind”, and provides UNHCR and others with a wider range of opportunities when seeking both durable solutions. In line with the New York Declaration on Refugees and Migrants and the Comprehensive Refugee Response

Framework (CRRF, see *Glossary*), UNHCR is working closely with States to put in place solutions from the onset of displacement.

A strong engagement with other national and international development and peacebuilding actors is also essential to ensuring that refugees, IDPs, returnees and stateless persons are included and considered as participants in national development planning and systems, in peacebuilding processes and in UN development frameworks for all sectors. This chapter outlines how comprehensive and collaborative responses can help to address forced displacement.

COMPREHENSIVE SOLUTIONS



Given the opportunity to start over in Toronto, Thuy Nguyen knew that one day she would return the favour. Now, she is helping the Nouman family, from Syria, begin a new life.

Voluntary repatriation

Many refugees hope to eventually re-establish themselves in their home countries. UNHCR plays a vital supporting role in making this voluntary repatriation (see *Glossary*) a reality. In order that refugees considering returning home make a free and informed decision based on the best information available about conditions in their countries and areas of origin, the Office will continue facilitating cross-border and cross-community information sharing. That includes reports on return areas, visits to areas of return and areas of displacement, and support to local media outlets to provide information about return programmes. In countries of asylum, UNHCR will engage regularly with refugees, including through focus group discussions, to gain their perspective on possible solutions, such as through voluntary repatriation and re-integration, and to plan accordingly.

In the event of a potential return, the Office advocates the signing of tripartite agreements to ensure legal frameworks are in place to support safe and dignified repatriation and sustainable reintegration. UNHCR will continue providing assistance to returning refugees through community and area-based programming and individual in-kind and cash assistance, while linking this to more sustainable and comprehensive support which may be available upon return.

Advocating for returnees and areas of return to be included in national development planning processes remains a priority for UNHCR in 2018. The organization will work closely with a range of actors, including national authorities, to support returnees' participation in conflict resolution mechanisms; transitional justice initiatives; land restitution programmes; and their inclusion in any programmes involving

education, healthcare, livelihoods, civil registration and infrastructure.

Despite a high number of returns in 2016, UNHCR is concerned that returns will not be sustainable given the conditions in some return locations. The Office will therefore establish or maintain mechanisms to observe the challenges returnees may be facing, sharing relevant information with others considering repatriation. These mechanisms will also guide UNHCR and partners in their planning, particularly when seeking to address barriers to sustainable return. Needless to say, when facilitating voluntary repatriation, national authorities and hosting communities in the countries of asylum play an integral role in ensuring refugees' continued protection. By engaging with them from the outset, UNHCR safeguards the element of free choice in refugees' decision-making process, leading to more sustainable re-integration.

Local integration

Local integration (see *Glossary*) is a complex and gradual process with legal, economic, social, cultural, civil and political dimensions. The goal is that people of concern secure a durable solution that grants them the same opportunities and rights as those they live among. This process will ideally culminate in the acquisition of nationality. Access to services and systems to the same extent as nationals allows people of concern to UNHCR to contribute to their essential needs, while enabling them to equip themselves for productive and stable futures.

Throughout 2018, UNHCR will continue building relationships with governments, civil society and other concerned parties in order to improve national services and systems and will continue to advocating greater access and inclusion of people of concern

in these systems and services. Community-oriented police systems equipped to manage multi-cultural populations; civil registration and land management systems that recognize the rights of newcomers; and social services and justice systems that take into account the specific needs of displaced communities can all support sustainable local integration in the long-run, while providing better protection to people of concern in the early days of an emergency. UNHCR will strengthen its collaboration, particularly with UNDP, to better support host country authorities as their populations grow and they need to manage more complex service provision systems. It will help promoting the inclusion of people of concern to UNHCR in national development plans through improved linkages with national and UN development mechanisms using the commitment of the Sustainable Development Goals.

UNHCR encourages States to examine how they can facilitate access to labour opportunities and the employment of refugees and stateless persons. This will include reviewing laws and practices that constitute obstacles to their employment or access to national services, thus allowing them to contribute to the economic life of their host communities and become self-sustainable. The Office encourages legal, institutional and policy frameworks that support long-term residence status for refugees in countries of asylum. UNHCR will pursue stronger partnerships with international actors, including UNDP, ILO and the OECD in order to address any local integration challenges for people of concern, while advocating with host countries for the removal of formal and practical obstacles to economic inclusion.

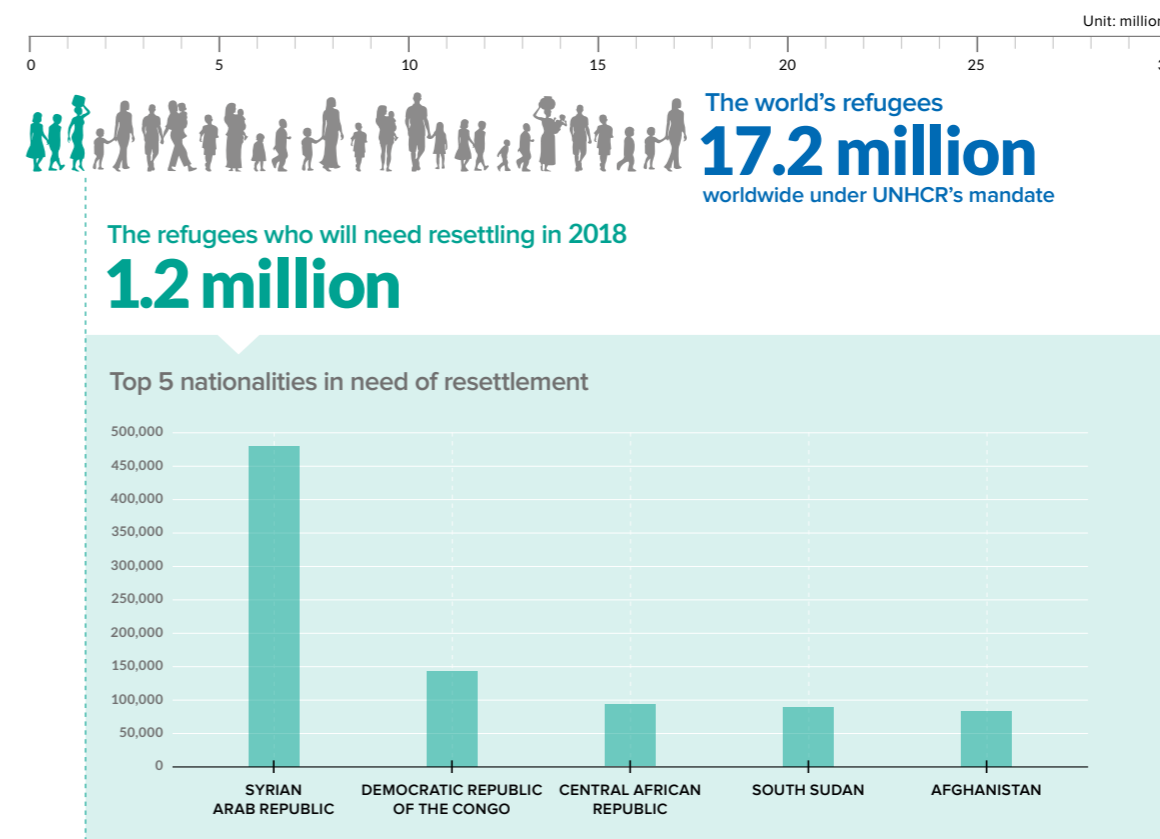
Resettlement

As forced displacement is growing, resettlement (see *Glossary*) remains one of the most important tools for providing refugees facing specific or urgent risks with protection. It is also a tangible example of international solidarity and responsibility-sharing, with today's conflicts becoming more protracted and States geographically close to conflict areas hosting more and more refugees. In the New York Declaration, a specific commitment was made by States to increase global resettlement opportunities in line with the needs identified by UNHCR.

A number of States expanded existing resettlement programmes in 2016, while others developed new ones. UNHCR has scaled up its resettlement activities in response, having submitted more than 162,500 applications in 2016—up from 134,000 the previous year. However, 2017 saw a reduction in global resettlement opportunities and nearly 1.2 million refugees will need resettling in 2018, according to UNHCR estimates. That is why it is vital to strengthen confidence in the resettlement process and ensure it effectively contributes to protection of people of concern. Making sure commitments made by States and others in New York are actioned will be a UNHCR priority.

A growing and diverse group of States are committed to receiving resettlement applications. Through the “emerging resettlement country mechanism” (ERCM), UNHCR offers technical support to governments and other civil society actors during the design and implementation phases of new resettlement programmes, as well as mobilizing the expertise of the international community to ensure capacity-building activities are relevant and well-coordinated, and programmes are sustainable.

Global refugee resettlement to scale



In 2018, UNHCR will improve its resettlement process to ensure it is efficient, robust and meets today's protection needs and global resettlement opportunities. The Office will work with States and other partners to test ways of improving the resettlement process as part of its resettlement innovation project. The organization anticipates that the implementation of a new policy on preventing and responding to fraud committed by people of concern will help to improve the integrity of processes, including resettlement.

There will be greater emphasis placed on partnerships with State actors, NGOs and the private sector, and on ensuring resettlement remains a strategic and effective tool for protection and solutions within the CRRF. UNHCR, States, IOM and the European

Union will continue to participate in “resettlement core groups”—such as the recently-formed “central Mediterranean core group for enhanced resettlement and complementary pathways”. The “core group” model is one of the means to ensure key CRRF objectives can be met. These include broadening the criteria for resettlement and humanitarian admission programmes in mass displacement and protracted situations; increasing opportunities for complementary pathways for admission; sharing best practices and facilitating responsibility-sharing with host countries. These efforts will be integral to the application of the CRRF and will inform the development of a global compact on refugees.

Complementary pathways to protection and solutions



Yazidi boy reunited with his family after three years held captive.

Resettlement and humanitarian entry programmes are crucial to addressing people's urgent protection needs, however, with refugee numbers soaring and the need for humanitarian aid exceeding funding, innovative approaches to increasing access to protection and solutions for refugees will be needed alongside greater resettlement commitments. UNHCR is working with States, NGOs and refugees in this regard.

As States seek to advance third-country solutions for refugees—in line with the New York Declaration and the CRRF—UNHCR will continue working to establish and expand complementary pathways for admission to protection and solutions for refugees. This call for global solidarity, international cooperation and more equitable responsibility sharing recognizes that when one of the three durable solutions—namely voluntary repatriation, local integration or resettlement—are not achievable for all members of a refugee

population, particularly in large-scale and protracted situations, safe and regulated pathways for admission can help refugees access protection and sustainable solutions. These pathways may include extended family reunification, labour mobility, scholarships and education programmes, as well as regional mobility schemes. Together with States and other partners, including the private sector, civil society, academic institutions, and international and diaspora organizations, the Office will assist in increasing the options available to those less likely to attain a durable solution.

UNHCR will also provide guidance and tools for States, staff and partners to help them identify, develop and expand complementary pathways. The Office continues supporting the implementation and advancement of existing State, community and privately-based initiatives, as well as getting pledges and pilots for complementary pathways up and running,

including opportunities for complementary pathways for admission for refugees along the central Mediterranean route. This will include monitoring progress, sharing good practices, identifying and analyzing challenges, barriers and risks faced by refugees in each region, developing and disseminating information on pathways for refugees, facilitating refugees' access, and offering guidance and policy advice to relevant stakeholders.

Facilitating access to finance and loan opportunities for refugees and host communities can enhance their self-reliance and resilience. In line with its 2017-2021 Strategic Directions, UNHCR is expanding its strategic partnership with the World Bank, as well as other international financial institutions and development actors, to better include people of concern in national development frameworks and in the strategies, planning and financing

instruments of development programmes. This will improve longer-term collective planning and response for refugees' economic inclusion, whether at the onset of an emergency or in a protracted context.

In 2017, UNHCR established new partnerships, for example with the United World Colleges and with Talent Beyond Boundaries, to expand education and labour opportunities for refugees in third countries. The organization will continue supporting these initiatives in 2018, while exploring new opportunities. A pilot survey has been conducted with the OECD, exploring non-humanitarian regular entry and visa routes used by refugees to enter OECD countries. Based on the findings, UNHCR will now help OECD Member States develop evidence-based guidance and policy on complementary pathways for admission of refugees.

Freed Iraqi Yazidi boy settles into new life in Canada

After three years in captivity, 13 year-old Emad is reunited with his mother and siblings in Winnipeg, Canada. Nofa Zaghla embraces her son Emad for the first time since she was separated from him after their family was captured by armed extremists who attacked the town of Sinjar, northern Iraq in 2014.

Emad was forcibly recruited into the militant organization and spent three years held captive until he was found under a collapsed building when the Old City of Mosul was liberated in July 2017. UNHCR worked with Winnipeg's *Accueil Francophone* and IOM to reunite the family in Canada, as part of the country's family reunification policy.

Now, for the first time in years, Emad can begin to let go of the past, and focus on the future.

“I want him to be healthy, I want him to be happy,” says his mother. “I want him to be able to go wherever he wants to, freely.”

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

DURABLE SOLUTIONS

POTENTIAL FOR VOLUNTARY RETURN REALIZED. UNHCR WILL:

Support voluntary repatriation	Support refugees to return voluntarily in safety and dignity in situations where conditions permit. Support 2 country operations to improve evaluation and analysis of the impact of the cash grant and reintegration assistance currently provided as part of the voluntary repatriation process.
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REINTEGRATION MADE MORE SUSTAINABLE. UNHCR WILL:

Make reintegration more sustainable	Systematically develop multi-year and multi-partner protection and solution strategies, together with national authorities, development partners and other stakeholders, to support the reintegration of refugee and IDP returnees. Engage in ongoing dialogue and analysis with refugees in countries of asylum, and with returnees in countries of origin, to plan their sustainable reintegration.
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COMPREHENSIVE SOLUTIONS STRATEGY DEVELOPED, STRENGTHENED OR UPDATED. UNHCR WILL:

Develop and implement strategy	Support at least 10 country operations part of the multi-year and multi-partner pilots to develop, strengthen or update their solution strategies. Finalize and roll out a legal mapping tool, which will help identify obstacles to the enjoyment of rights of people of concern in countries of asylum.
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POTENTIAL FOR INTEGRATION REALIZED. UNHCR WILL:

Make integration more sustainable	Work with countries of asylum to map and facilitate access of people of concern to pathways for legal local integration.
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POTENTIAL FOR RESETTLEMENT REALIZED. UNHCR WILL:

Identify and submit resettlement cases	Submit around 120,000 people globally for resettlement consideration in 2018.
Arrange resettlement departures	Work with counterparts to increase the number of departures, with a view to ensuring available quotas are fully utilized.
Optimize the resettlement process	Pilot, before implementing more broadly, the recommendations from the Resettlement Innovation Project's comprehensive review and assessment of UNHCR's resettlement process.
Ensure the integrity of the process	Implement the new policy on preventing and responding to fraud committed by people of concern in resettlement processes. Establish multi-functional, technical anti-fraud assessment missions to provide support and advice to UNHCR operations on minimizing fraud.
Training and capacity building	Conduct training and capacity-building to implement a new policy on addressing fraud committed by people of concern. Develop training tools to help emerging countries set up resettlement programmes. Conduct training on resettlement policy and procedures in UNHCR country offices worldwide to better prepare staff involved in resettlement operations. Provide technical support and assistance to approximately 20 new and emerging resettlement countries (through the ERCM and other initiatives).

ACCESS TO QUALITY EDUCATION

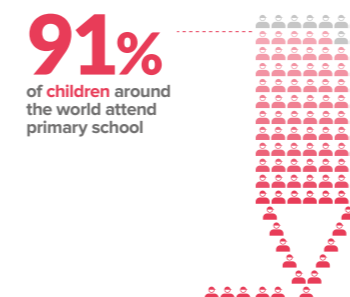


Education gives refugee children, adolescents and youth a safe place amid the many uncertainties and protection risks caused by displacement. Education is an investment in the future, creating and nurturing the artists, scientists, philosophers, architects, teachers, health care workers and public servants who will rebuild and revitalize their countries when peace is established and they are able to return. The education of these young

refugees is crucial to the peaceful and sustainable development of the places that have welcomed them, and to the future prosperity of their own countries. Despite best efforts, too many refugees are still not able to have the education to match their ambitions.

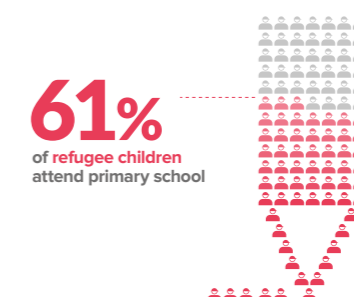
Sustainable access to national education systems has guided UNHCR's strategic direction for refugee education over the

Primary enrolment rates / Children



Source: UNESCO (2015)

/ Refugee Children



Source: UNHCR (2016)

More than half of the 6.4 million refugees of primary and secondary school age do not have access to education. In many regions, refugee children and youth miss out on at least three years of school, if they have attended at all.

past few years. Expanding access to quality education for refugees of all ages—and particularly for women and girls—is key to protecting refugee children and youth, and to achieving solutions. Multi-stakeholder partnerships with ministries of education, UNICEF, UNESCO, the Global Partnership for Education, the Education Cannot Wait fund, NGOs, civil society and the private sector are all essential to establishing and maintaining this access for refugee and

host community children and youth, and is an integral component of the CRRF. With the arrival of refugees frequently drawing attention to education needs in underserved areas, investing in existing national programmes and services that benefit all children can improve social cohesion, increase enrolment, and assure access to accredited examinations for all children and youth in regions where refugees live.

Secondary enrolment rates

/ Adolescents

84%
of adolescents around the world attend secondary school



/ Refugee Adolescents

23%
of refugee adolescents receive a secondary education

Source: UNESCO (2015)

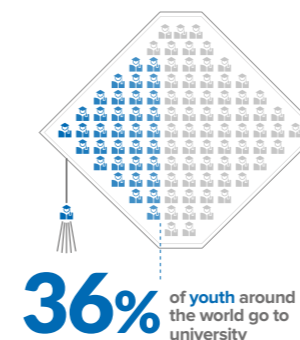
Source: UNHCR (2016)

The difficulty in accessing quality learning, education, and to opportunities for building skills was one of ten issues highlighted by youth during the 2016 Global Refugee Youth Consultations. Increasing access to the full cycle of secondary education is a UNHCR priority, so youth have the opportunities to develop the skills and confidence they need to secure their protection, livelihoods, well-being and self-reliance. In 2018, the Office will

systematically address protection and economic barriers, to improve displaced youth's retention and successful completion of secondary education in four representative contexts: Kenya, Pakistan, Rwanda and Uganda.

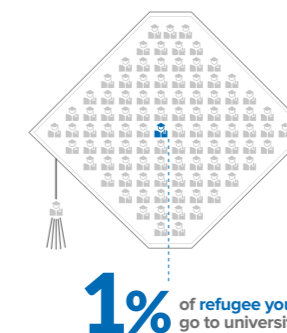
Higher education

/ Youth



Source: UNESCO (2015)

/ Refugee Youth



Source: UNHCR (2016)

Refugees remain largely invisible in national and global education statistics. To address this, UNHCR is partnering with the UNESCO Institute of Statistics, with the aim of including them in national education sector assessments and planning. The Office is also set to deliver real-time data that informs strategic planning,

programming, evaluation, advocacy and research (locally, regionally and globally) through its Refugee Education Management Information System (or REMIS). This is being introduced in six African countries in 2018: Kenya, Rwanda, South Sudan, Sudan, Uganda and the United Republic of Tanzania.

“Education provides the keys to a future in which refugees can find solutions for themselves and their communities.”

—Filippo Grandi, the UN High Commissioner for Refugees.

Children who have missed out on schooling may need specific support to join or succeed in national primary and secondary schools, including accelerated education opportunities. UNHCR is also looking to address specific learning needs in many contexts, including special training in early reading approaches for refugee teachers in Yemen; informal home-based girl's schools in Pakistan; community-based reading programmes in Ethiopia and Jordan; and a competency-based, continuous professional development programme for teachers in Kenya that combines teacher training, peer coaching and mobile mentoring.

UNHCR's focus on innovations in education on increasing access and improving learning outcomes where language, content and teaching methods may differ from those in refugees' country of origin. As an example, DFID, UNICEF and UNHCR have formed and successfully piloted the Humanitarian Education Accelerator (HEA), an initiative which aims to identify and support the scaling-up of projects and programmes that address known challenges to learning for refugees and displaced communities. HEA is supporting the scaling-up of promising practices and evidence-building in Jordan, Kenya, Lebanon, Rwanda and Sudan.

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

BASIC NEEDS AND ESSENTIAL SERVICES

IMPROVE ACCESS TO QUALITY EDUCATION. UNHCR WILL:

Leverage partnerships and strengthen capacity for refugee inclusion in national education systems

Strengthen its internal capacity to engage in national planning processes that include refugees in national education systems, prioritizing CRRF and multi-year and multi-partner countries.

Promote and support the sustainable inclusion of displaced children and youth in education programming and budgeting together with global networks—including the Global Partnership for Education, SDG4 Steering Committee, Inter-Agency Network for Education in Emergencies and ECW.

Strengthen regional partnerships—including with UNICEF, UNESCO and others—and improve planning and support local authorities for refugees' inclusion in national schools.

Enhance access to quality primary, secondary and tertiary education

Ensure the enrolment of 160,000 additional out-of-school children in primary education under the Educate A Child programme.

Based on lessons learned, expand approaches to other countries facing similar barriers to school access.

Facilitate the participation of over 6,500 refugees in higher education in 50 countries through the German-funded Albert Einstein Academic Refugee Initiative (DAFI) scholarships and connected learning programmes.

Encourage the doubling of refugee youth enrolled in secondary education and vocational and skills-training programmes in Kenya, Pakistan, Rwanda and Uganda.

Increase enrolment and retention of girls in education

Increase enrolment and retention of girls in primary, secondary and tertiary education in Kenya, Rwanda, Pakistan and Uganda through targeted programming, which builds on research carried out in 2017 on gender barriers to education access.

Strengthen education data and knowledge management capacity

Systematically collect and analyze education data in 6 countries, through the roll-out of REMIS for improved education planning and monitoring.

Expand innovation in education to improve access to quality education

Implement innovative projects in 11 countries to increase access to education and improve learning achievements.

Strengthen quality of education and curriculum content in 33 primary and secondary schools in the DRC, Kenya, South Sudan and the United Republic of Tanzania through access to technology in the classroom and improved teacher skills.

Strengthen evidence building and documentation of good practices in connected learning and digital education.

POPULATION HAS OPTIMAL ACCESS TO EDUCATION. UNHCR WILL:

Advocate increased admissions in national education systems at all levels

Provide technical support to country operations to develop a strategy for promoting the admission of people of concern to national education systems and tracking the number of students admitted.

SELF-RELIANCE AND LIVELIHOODS



German seamstress Anna Kossmann (left) helps trainee Syrian refugee Esraa Ali at Stitch by Stitch fashion workshop in Frankfurt, Germany.

With growing demands placed on the humanitarian response system, and a widening gap between humanitarian needs and the resources available to address them, enabling refugees to be productive and self-reliant has never been more important. UNHCR considers access to livelihood opportunities, namely a refugee's ability to make a safe and sustainable living, an important driver for self-reliance. In collaboration with development actors and the private sector, the Office seeks to ensure people of concern lead independent and productive lives, and are better able to enjoy their rights. Hereby they can better contribute to their host countries while preparing for their future, whether it be a return home, or integration in their countries of asylum, or in a third country.

Working towards the financial inclusion of refugees in host countries

UNHCR is partnering with the Swedish International Development Cooperation Agency (Sida) on the establishment of a credit guarantee facility to incentivise the provision of debt funding by impact investors to financial service providers (FSPs) willing to provide microcredit loans for business and consumption to refugees and host communities. The selected microfinance fund recipient of the credit guarantee that will provide capital to selected FSPs is Grameen Credit Agricole Foundation. The programme will be initially piloted in Jordan and Uganda, with four FSPs for the next four years. The FSPs will also receive technical assistance through

Nearly four-fifths of the world's refugees live in urban areas where their economic inclusion is not only necessary for their survival, but enables them to contribute to the local economy.

grants provided by Sida to be used mainly for market assessment and product development. In addition, UNHCR is partnering with UNCDF on a broad facility targeting a variety of FSPs in nine countries in Africa, to promote access to credit, savings, payments, and microinsurance for forcibly displaced populations and host communities. Together, UNHCR and UNCDF are also currently working on a research on

remittances to gain a better understanding of country specific issues that forced displaced people experience in accessing affordable remittance channels. The insights from the assessment will enable UNHCR and UNCDF to develop country-specific approaches to reduce remittance costs, improve access to affordable remittance channels, and explore ways to link remittances with broader financial services.

Building the economic self-reliance of the poorest refugees through the “graduation approach”



The Ángel Velásquez family (from left) Miriam, Adriana, Valentina, Sebastián and Ricardo, show off their bread at the family's bakery in San José, Costa Rica. They have built a successful business here since fleeing Colombia.

The poorest and most vulnerable refugees need specific interventions specifically targeted to build their economic self-reliance. Since 2013, UNHCR has partnered with the NGO Trickle Up in piloting the “graduation approach” (see *Glossary*) in refugee contexts. The graduation approach is a sequenced, multi-sectoral and holistic approach to livelihood and protection interventions that supports the poorest and most vulnerable households overcome extreme poverty through structured interventions that meet their basic needs and equip them with the skills, assets and capacity they need to build sustainable livelihoods.

Pilot projects in Burkina Faso, Costa Rica, Ecuador and Egypt showcase how the graduation approach can successfully be applied to support refugees and their host communities. Building on these results, the design has been initiated in Argentina, Mozambique, Sudan, Zambia and Zimbabwe. In 2018, UNHCR will continue designing, sustaining and expanding the graduation approach in these countries. Furthermore, there will be a focus on documenting results and lessons learned to encourage and support other actors to include refugees in graduation projects.

Development actors and governments have already shown interest in incorporating refugees in similar initiatives. For instance, USAID is investing in a \$37 million multi-year graduation pilot in Uganda for both refugee and host communities. In Afghanistan, returnees and IDPs are included in the microfinance investment support facility of Afghanistan's graduation programme. The Ministry of Social and Economic Inclusion in Ecuador is also interested in exploring future collaboration to expand its social protection programme.

Linking refugees to global markets

Whenever refugees flee, they carry with them the traditions, knowledge and craftsmanship that unite and define them. To support them in sustaining their artistic traditions, while enabling their heritage to be a cornerstone of self-reliance, UNHCR will work with the private sector to connect refugees to global markets, including in the artisanal sector. For example, UNHCR and its partners have embarked on a new global initiative designed to link refugee artisans with potential markets. The “market access,

design and empowerment of refugee artisans initiative” will showcase products through a branding and a marketing platform, offering new market access to refugee artisans, fair trade practices and supporting social enterprises. Central to this initiative is the premise that livelihood activities can reduce economic, social and other vulnerabilities that contribute to protection risks. The artisan model provides guidance to staff on how to develop and implement them in a way that expands artisans' access to markets and mitigates the risks of sexual and gender-based violence for participants and communities.

Promoting climate-smart and nutrition-sensitive agricultural programmes



Women watering plants at the agricultural farm in Kakuma refugee camp, Kenya.

Many refugees come from rural areas and have valuable agricultural skills. But scarce natural resources, weather risks, market uncertainties, and poor access to basic assets often undermine the capacity of agricultural livelihoods to contribute to refugees' economic self-reliance. UNHCR is working with IFAD, FAO, WFP, the World Bank, global agriculture alliances and

private sector partners to develop multi-year, climate smart and nutrition sensitive agricultural programmes that help to increase the food security and self-reliance of displaced people and their host communities.

In the Gambia, UNHCR is empowering 900 refugee women, and members of host communities, by taking an integrated approach to horticulture production. Six community gardens received durable fencing materials, solar-powered water reticulation systems, and biogas facilities that produce methane gas for cooking, as well as compost for soil amendment. The project has helped ease refugees' integration into host communities.

Promoting the right to work

UNHCR's partnerships with development actors are being strengthened to support the local and national changes that will expand refugees' access to labour markets. In collaboration with ILO, UNHCR will be leveraging the "Guiding Principles on the access of refugees and other forcibly displaced persons to the labour market", adopted by the ILO Governing Board in 2016; and recommendation R205 adopted by ILO in 2017 on "Employment and decent work for peace and resilience" to expand access to dignified work opportunities for refugees and enable them to contribute to the economy of their host communities.

UNHCR will promote opportunities for access to fair, safe, regulated and sustainable labour mobility for refugees in third countries, in line with international

labour standards, as well as with international humanitarian and human rights law, to help widen the options for refugees with few prospects of attaining a durable solution. The Office will offer technical advice, provide information to refugees, organize briefings and ad-hoc trainings, and design, implement, monitor and fundraise for joint programming. UNHCR will also capitalize on advances made with the OECD, including by working with private sector stakeholders to tackle barriers to refugees' employment and promoting refugees' access to labour markets in OECD countries. Key findings from business consultations in Europe and America have been published in a joint UNHCR-OECD policy brief and promoted among the main stakeholders. The data analysis will contribute to, and support, the development and accessibility of regular pathways to the protection of, and solutions for, refugees in OECD countries.



Dawit and Habtom, refugees from Eritrea, rebuilt their lives in Switzerland.

Refugees get job-ready at IKEA Switzerland

Dawit (at centre), a refugee from Eritrea, undergoes training at IKEA during a pre-apprenticeship course, photographed with Habtom, a logistics co-worker. Dawit arrived in Switzerland as a refugee from Eritrea in 2014. He is a graduate of IKEA Switzerland's internship programme and is currently completing a logistics pre-apprenticeship at IKEA, Lyssach. He has just gained his forklift license. Dawit's pre-apprenticeship will prepare him for a career either at IKEA or another company in Switzerland. His colleagues say they appreciate both his strong work ethic and his friendly nature. They say working alongside a refugee has helped give a face to the global refugee crisis. Habtom is also a refugee from Eritrea. He previously completed the IKEA internship programme. While Habtom attends German language classes, he says it was working alongside German speaking colleagues at IKEA that helped his language skills improve the most."

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

DURABLE SOLUTIONS

SELF-RELIANCE AND LIVELIHOODS IMPROVED. UNHCR WILL:

Build institutional capacity to develop market-oriented and results-driven livelihood programming

Provide annual assessments, tools, visits and remote guidance to over 70 country operations to help them fulfil the minimum criteria on livelihood programming. Provide assistance to at least 2 country operations, in partnership with ILO, to conduct market and value chain analysis and to inform the development of multi-year livelihood strategies. Conduct a wider roll-out of the revised livelihood indicators in 18 countries. Support the maintenance and expansion of a roster of highly-qualified livelihood experts. Organize 2 technical training sessions on livelihood programming, targeting UNHCR staff and affiliated workforce worldwide. With ILO, offer and deliver training on market-based livelihood interventions for refugees to humanitarian and development stakeholders, improving programming.

Promote the financial inclusion of refugees

With Sida and Grameen Credit Agricole Foundation, provide access to credit for refugees and host communities in Jordan and Uganda. With UNCDF, establish and implement a technical assistance fund for financial service providers willing to extend their services to forcibly displaced people in 9 country operations, in Cameroon, Chad, the DRC, Ethiopia, Kenya, Rwanda, Uganda, the United Republic of Tanzania and Zambia.

Increase access to livelihood for refugees, through the development of refugee-inclusive value chains

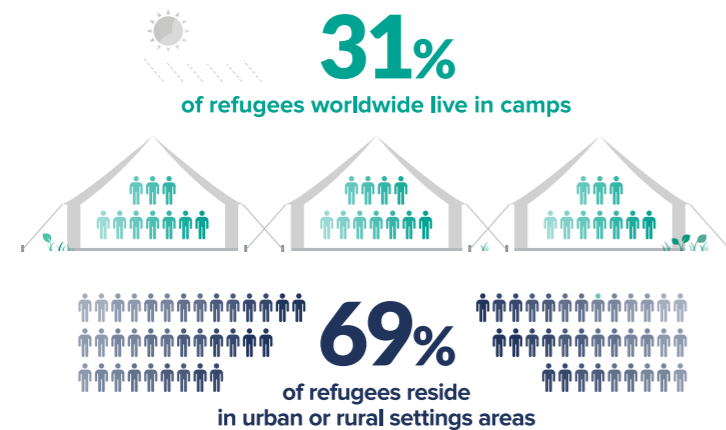
Provide technical assistance to refugee artisans in at least 11 country operations to develop high-quality products and to access international markets, in partnership with social enterprises and key experts in the handcraft industry. Develop and expand refugees' opportunities in agriculture in partnership with development actors.

Promote an enabling environment to enhance economic participation and self-reliance of refugees

With ILO, promote refugees' access to decent work opportunities leveraging the "Guiding principles on the access of refugees and other forcibly displaced persons to the labour market" and recommendation R205 on "Employment and decent work for peace and resilience" in refugee hosting countries. Develop and promote an action plan to address the barriers to employment for refugees to enhance their access to local labour markets in OECD member countries, based on dialogue with private sector employers.

FINDING ALTERNATIVES TO CAMPS

Estimated percentage of refugees worldwide living in/out of camps



Through its policies on alternatives to camps and urban refugees, UNHCR is driving collaborative efforts and initiatives to support refugees living in host communities. The Office focuses on establishing greater synergies with national and international development cooperation planning processes, by contributing to local infrastructure and bringing refugees within national structures—including in areas such as education and healthcare, nutrition, WASH, housing land and property, energy, employment, security sector reforms and local governance.

The results generated in 2017 by UNHCR's diagnostic tool on alternatives to camps reflect efforts by UNHCR and partners to either avoid or dismantle refugee camps, including by increasing advocacy and communication with both refugees and host communities, and engaging more with

national authorities. Nevertheless, there is scope to strengthen collaboration, include refugee and hosting region issues in local and national development plans, and remove some of the obstacles that refugees face when participating in the local economy.

During 2018, UNHCR will build on progress made to invest in these multisectoral approaches in a more integrated fashion, using the tools developed and the experience gained from implementing the "Master plan approach" (see *Glossary*). This leverages conventional urban planning approaches and actors to design and implement more integrated and coherent responses in out-of-camp contexts. UNHCR will also explore how infrastructure development and service provision in refugee settlements, including through cooperation with development

actors, can better serve the interests and needs of both refugee and host communities, and help develop a sustainable integrated community.

Such approaches, undertaken in Bangladesh, Jordan, Kenya and Uganda demonstrate the advantages of integrating a range of services for refugees within national development plans, in line with

SDGs 6 and 11 and the CRRF, and as an important shift from parallel service delivery in this key area. These advances require local authorities to have the capacity to lead and coordinate the delivery of services, including those related to security, justice and civil documentation, water, shelter, and healthcare, which may have previously been driven by humanitarians.

Forging alliances with national development planning and international development cooperation

To be efficient and make a lasting difference on refugees' and host communities' lives, UNHCR will engage more in national development planning and joint UN planning through the UNDAF, SDGs and other processes. Key to UNHCR's policy on alternatives to camps is collaborating with development actors, such as UNDP and UN-Habitat, to support institutional capacity-building in areas where refugees have substantially increased local institutions' responsibilities and catchment areas. UNHCR has been working closely with UNDP to support local governance structures and ensure laws are more inclusive. This will be reinforced to support community-based responses in Djibouti, Ethiopia, Pakistan, Turkey and Uganda in 2018.

The SDG 16 Global Alliance will support governments to report progress towards peaceful, just and inclusive societies and take into account the priorities, capacities and specific needs of refugees, IDPs, returnees and stateless persons. It also avoids the need to respond to rule of law issues by initiating parallel programming. Through its leadership within SDG 4, which aims to "ensure inclusive and quality education for all and promote lifelong learning", UNHCR will continue advocating the inclusion of children and young people in national education systems.

ACCESS TO ENERGY AND ENVIRONMENTAL PROTECTION



A Nigerian refugee walks home carrying her daily harvest at Minawao refugee camp in Cameroon, where a reforestation project is underway.

Almost 10 million forcibly displaced people are living in camp settings, with 80 per cent having minimal access to energy for cooking, lighting, education or livelihood activities.

Providing access to energy

It is UNHCR's ambition to achieve universal access to safe and sustainable energy, which could greatly improve the health and well-being of millions of forcibly displaced people. This will also result in greater economies for the organization, and others, with the cost of providing basic energy needs to refugees living in camps and settlements estimated to cost more than \$500 million per year.

UNHCR is developing its approach to clean electricity generation as it strives for climate neutrality. Partnering with *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ), the IKEA Foundation, Schneider Electric, Moving

Energy Initiative, and Engineers Without Borders among many others, the Office is increasing its capacity, expertise and innovation by building much needed data on energy needs, comparing technology costs and designing appropriate systems.

The Office is implementing pilot projects in Ethiopia, Jordan, South Sudan and Zimbabwe which will lead to the expansion of cost-efficient, safe, and sustainable electricity systems in various other locations. These will incorporate innovative financing mechanisms with the latest renewable energy technologies, to provide power in emergencies and protracted crises, reducing reliance on fossil fuels, lowering operational costs, and minimizing carbon emissions.



After the opening of Azraq Refugee Camp's solar power plant in Jordan, Syrian refugees can enjoy the evening outside their shelters.

Azraq refugee camp's new life after dark

A solar farm funded by the IKEA Foundation's Brighter Lives for Refugees campaign, has brought renewable power to a population that lived for two and a half years with only sporadic access to electricity and will contribute to the Jordan national energy strategy to achieve a green economy by 2020.

UNHCR is currently institutionalizing cash-based interventions to promote livelihoods using clean energy. It will help engaging people in choosing energy goods and service appropriate to their needs, promoting the development of livelihoods and entrepreneurship. This approach is being implemented to allow refugee access to, for example, clean cooking with pellets in Rwanda, or with liquefied petroleum gas in Jordan and Niger. It is also creating business for some refugees, who sell solar lighting products in Rwanda and the United Republic of Tanzania.

ANTICIPATED AREAS OF INTERVENTION IN 2018

KEY ACHIEVEMENTS TARGETED IN 2018

BASIC NEEDS AND ESSENTIAL SERVICES

POPULATION HAS INCREASED ACCESS TO CLEAN ENERGY. UNHCR WILL:

Create lighting solutions to improve safety during hours of darkness

Implement community and sports lighting projects in Rwanda through partnership with the International Olympic Committee.

Complete solar mini-grids lighting projects in the United Republic of Tanzania with support from Philips Lighting.

Increase access to energy products and services

Promote cash-based assistance in energy interventions in 10 countries to allow refugees to choose their energy services, creating employment and promoting local markets.

Promote livelihoods through clean energy

Provide technical and business training in renewable energy systems for at least 200 entrepreneurs from refugee and host communities.

Reduce carbon emissions

Complete expansion of solar power plant in Jordan (Azraq) from 2MW to 5MW.

Lower operational costs

Pilot new approach to clean electricity in 10 target country operations.

Develop off-grid renewable energy kits to replace diesel generators.

Improve health and wellbeing of refugees

Conduct comprehensive assessments and feasibility studies in at least 5 country operations to develop optimal fuel solutions and develop local business opportunities.

Develop field toolkit for clean cooking assessments.

Build capacity and expertise

Increase innovation and build technical capacity through collaborative partnerships with private sector, academia and other humanitarian agencies.

Strengthen partnerships

Second at least 2 additional expert energy staff from partners to plan and implement successful interventions.

Refine and improve energy interventions through monitoring and evaluation

Incorporate monitoring and evaluation into all energy programmes with key indicators.

Environmental protection

Consistent with its SDG commitments, UNHCR is focused on addressing the environmental hazards that threaten refugee and host communities, and mitigating environmental damage, such as deforestation.

UNHCR aims to develop more holistic and effective energy and environment programmes, ensuring any solutions implemented are sustainable and avoid wasting resources.

It aims to access climate finance to support refugees and host communities in building their resilience against climate change, with pilots planned in Cameroon, Niger, Rwanda and the United Republic of Tanzania. As part of the One UN Climate Change Learning Partnership with the United Nations Institute for Training and Research, UNHCR is scaling up the promotion of climate change awareness. By engaging with strong partners and the private sector, the organization aims to reduce the environmental footprint of UNHCR operations.

The Office is looking to strengthen collaboration on environmental and climate issues with a range of thought-leaders and stakeholders. For instance, the organization strengthened its partnerships with FAO which produced new biomass and forest assessments, as well as environmental management plans; and the World Bank, which provided environmental

capacity building for local partners in the United Republic of Tanzania to improve the quality of environmental programmes. In northern Cameroon, a new private sector partnership has begun with the Land Life Company for large-scale reforestation, using innovative technologies.

In 2018, a robust monitoring and evaluation programme will capture best practices and lessons learned from private partnership initiatives. This will contribute to UNHCR's efforts to strengthen performance-based programming, by developing indicators that accurately measure the impact of environmental programming. The Office will provide technical guidance to Cameroon, Chad, Ethiopia, Jordan, Kenya, Niger, Rwanda, Uganda and the United Republic of Tanzania on specific technologies and how to develop integrated, sustainable energy and environment programmes.

This includes plans for hybrid technology, to reduce the cost of diesel-powered equipment. Furthermore, UNHCR is collaborating with IUCN, OCHA, UNEP and WWF in the "Coordinated assessments for environment in humanitarian action" initiative, to update and standardize environmental impact assessment approaches in emergency settings.

PEACEFUL COEXISTENCE PROMOTED

SHARED ENVIRONMENT BETTER MANAGED. UNHCR WILL:

Prevent or remediate erosion in camp settings

Support the implementation of environmental management plans in Rwanda and the United Republic of Tanzania, in partnership with Relief to Development Society. Assist with emergency responses that involve settlement establishment, to ensure erosion control is considered when sites are developed. Undertake a global mapping of refugee settlement sites, to identify at-risk land and potentially dangerous erosion.

Enhance community-based reforestation and forest management

Test and monitor reforestation techniques and technologies being piloted in Cameroon and Malawi in partnership with Land Life Company. Work with FAO and other partners to design and implement evidence-based forestry protection and restoration interventions in Uganda and the United Republic of Tanzania, and in emergency settings. Undertake a global mapping exercise to inventory UNHCR-managed forestry areas and evaluate the value and productivity of all forestry areas.

Prevent or remediate unsustainable use of surface water resources

Support implementation of environmental management plans in Rwanda and the United Republic of Tanzania. Assist with emergency responses that involve settlement establishment, to embed surface water protection in site development activities. Assist WASH and shelter interventions by integrating alternative water supplies, such as rainwater capture, into infrastructure design. Undertake a global mapping of refugee settlement sites to identify those that rely on surface water, and monitor the health and stability of this water.

Support refugees and host communities to build resilience to climate change

Strengthen engagement to access financing for building resilience to climate change. Complete the design, and start the implementation, of a holistic programme for environmentally sustainable refugee camps in Cameroon, Niger, Rwanda and the United Republic of Tanzania. Undertake a global mapping of refugee settlement sites to prioritize regions and countries for a 2020 scale up and expansion of the Green Camps programme.

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 68th session took place from 2 to 6 October 2017. 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 2017, there were 101 ExCom members - in blue - in the following table 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		
China	1982	1982		
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		

Fiji, Lithuania and Paraguay became ExCom members in 2017.

Burkina Faso and Luxembourg acceded to the 1961 Convention on the reduction of statelessness in 2017.

	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		
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	1987	2009	
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
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	
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	
Total Parties	145	146	89	70

GLOSSARY

Asylum

The granting of protection by a State on its territory to individuals from another State who are fleeing persecution or serious danger. Asylum encompasses a variety of elements, including non-refoulement, permission to remain on the territory of the asylum country and humane standards of treatment.

Asylum-seeker

An individual who is seeking international protection. In countries with individualized procedures, an asylum-seeker is someone whose claim has not yet been finally decided on by the country in which the claim is submitted. Not every asylum-seeker will ultimately be recognized as a refugee, but every refugee was initially an asylum-seeker.

AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention)

This African Union Convention was adopted in 2009 and entered into force on 6 December 2012. It is the first legally binding instrument on internal displacement on a continent-wide scope. It provides a comprehensive regional framework setting out provisions for the protection and assistance of IDPs. The Convention also looks at the root causes of displacement and at ways to prevent it.

Best interests assessment

Assessment made by staff regarding the individual protection needs of children of concern to UNHCR to ensure that care programmes give primary consideration to the child's best interests.

Best interests determination

Formal process with strict procedural safeguards designed to determine the child's best interests for particularly important decisions affecting the child.

Brazil Plan of Action

In 2014, the governments of Latin America and the Caribbean met in Brasilia to mark the 30th anniversary of the Cartagena Declaration on Refugees of 1984. At the end of the Ministerial Meeting, 28 countries and three territories in Latin America and the Caribbean adopted by acclamation the Declaration and Plan of Action of Brasilia, agreeing to work together to maintain the highest standards of protection at the international and regional level, implement innovative solutions for refugees and displaced people, and end the difficult situation faced by stateless persons in the region.

Cash-based interventions

Refers to all interventions in which cash or vouchers for goods or services are provided to refugees and other people of concern on an individual or community basis. The concept does not include cash or vouchers provided to governments or other state actors or payments to humanitarian workers or service providers. The term can be used interchangeably with cash-based transfers, cash transfer programming and cash assistance.

Cessation clauses

Legal provisions that set out the conditions in which refugee status comes to an end because it is no longer needed or justified. Cessation clauses are found in Article 1C of the 1951 Convention and in Article 1.4 of the 1969 OAU Refugee Convention.

Cluster leadership approach

Part of the overall UN-led humanitarian reform process initiated in 2005 aimed at improving the effectiveness of humanitarian response through improving the predictability and accountability of humanitarian actions. It was adopted by the Inter-Agency Standing Committee as a mechanism that would address identified gaps in response and enhance the quality of humanitarian actions

by strengthening partnerships between UN agencies, the Red Cross movement, international organizations and NGOs. UNHCR is designated the cluster lead for emergency shelter, camp coordination and camp management, and protection in situations of conflict-related internal displacement.

Community-based protection approach

An inclusive partnership strategy that recognizes and builds on the capacities and resources of people of concern, by promoting participation in programme activities.

Complementary pathways for admission to protection and solutions for refugees

Safe and regulated avenues by which refugees may be admitted and stay in a country, and have their international protection needs met while they are also able to support themselves to potentially reach a sustainable and lasting solution. Complementary pathways are not meant to substitute the protection afforded to refugees under the international protection regime—they complement it and serve as an important expression of global solidarity, international cooperation and more equitable responsibility-sharing. These pathways may include family reunification, scholarship and education programmes, as well as labour regional mobility schemes.

Comprehensive Refugee Response Framework (CRRF)

See *New York Declaration on Refugees and Migrants*.

Comprehensive solutions strategies

Strategies whereby UNHCR engages with concerned parties (including authorities in countries of asylum, origin and affected refugees themselves) with the aim of enhancing solutions opportunities by applying a combination of

durable solutions. These strategies have included support for voluntary repatriation; the strategic use of resettlement; increased opportunities for local integration; support to refugee-hosting communities by UNHCR, development partners and bilateral donors; as well as maximized opportunities for greater mobility as a pathway to solutions.

Convention on the Reduction of Statelessness (1961 Convention)

A treaty that provides for the acquisition of nationality by those who would otherwise be stateless and who have an appropriate link with the State, through birth on the territory or through descent from a national. The Convention also provides for the retention of nationality by those who would become stateless if they were to lose their nationality to that State. UNHCR has been mandated with specific functions under Article 11 of the Convention.

Convention refugees

Persons recognized as refugees by States, under the eligibility criteria in Article 1 of the 1951 Convention, and who are entitled to the enjoyment of a variety of rights under that treaty.

Convention relating to the Status of Refugees (1951 Convention)

This treaty establishes the most widely applicable framework for the protection of refugees. The Convention was adopted in July 1951 and entered into force in April 1954. Article 1 of the Convention limits its scope to "events occurring before 1st January 1951" but this restriction was removed by the 1967 Protocol relating to the Status of Refugees.

Convention relating to the Status of Stateless Persons (1954 Convention)

A Convention that provides the definition of a stateless person and establishes a framework by which a stateless person, who is lawfully resident in a State, can have legal status. The Convention was adopted in September 1954 and entered into force in June 1960.

Dublin II regulation

A European Council Regulation, effective from 1 September 2003, which provides the legal basis for establishing the criteria and mechanism for determining the State responsible for examining an asylum application in one of the Member States of the EU (excluding Denmark), as well as in Iceland, Liechtenstein, Norway and Switzerland.

Durable solutions

A durable solution is achieved when a sustainable legal status is obtained which ensures national protection for civil, cultural, economic, political and social rights. Durable solutions can be achieved through voluntary repatriation, local integration, resettlement or complementary pathways.

Earmarking

A donor restriction that limits or directs the purpose for which a contribution may be used.

UNRESTRICTED CONTRIBUTIONS (also referred to as unearmarked funding) No limitations on the use of funds.

BROADLY EARMARKED CONTRIBUTION

Earmarked contributions towards a region (e.g. Africa), subregion (e.g. West Africa), Headquarters or global programmes. Also includes contributions for a specific Pillar (e.g. Pillar 1 – Refugees) at the global, regional or subregional level; contributions for supplementary programmes that cover more than one

country, such as at the subregional or regional level for a specific situation (e.g. Somalia situation); and contributions that are earmarked for a specific theme or activity at the subregional level or higher.

EARMARKED CONTRIBUTION

Contributions that are earmarked for a specific country, location or population without any further limitations. Also includes contributions for supplementary programmes that cover only one country.

TIGHTLY EARMARKED CONTRIBUTION

Contributions that are earmarked at the country level, Headquarters or global programmes cost centres for specific sectors and/or activities. All in-kind contributions and staff-related contributions, including JPOs, consultants and secondees fall under this category.

Exclusion clauses

Legal provisions that deny the benefits of international protection to people who would otherwise satisfy the criteria for refugee status.

In the 1951 Convention, the exclusion clauses are found in Articles 1D, 1E and 1F. These clauses apply to the following categories:

- Individuals who are receiving protection or assistance from United Nations agencies other than UNHCR.
- Individuals who possess the rights and obligations attached to the possession of nationality of their country of residence.
- Individuals in respect of whom there are serious reasons for considering that they have committed a crime against peace, a war crime, a crime against humanity, a serious non-political crime, or acts contrary to the purposes and principles of the United Nations.

Executive Committee of the High Commissioner's Programme (ExCom)

The Committee charged with approving UNHCR's assistance programmes, advising the High Commissioner on the exercise of his/her functions and overseeing the Office's finances and administration. The ExCom is composed of representatives of 101 States (2017) with a demonstrated interest in refugee issues.

First country of asylum concept

An asylum-seeker may be refused access to the asylum procedure in the country where the application has been made if the applicant has already found protection as a refugee in another country (i.e. where international protection has been made available and is accessible to the applicant).

Global compact on refugees

See *New York Declaration on Refugees and Migrants*.

Graduation approach

A poverty-reduction model that aims to "graduate" people in rural areas out of poverty through a sequenced combination of interventions. The approach is part of UNHCR's "Global Strategy for Livelihoods 2014-2018".

Grand Bargain

An agreement reached in the lead-up to the World Humanitarian Summit between the biggest donors and aid organizations across ten work streams, which aims to shrink the humanitarian funding gap and deliver more aid to the frontline. The initiative stemmed from the recommendations contained in the report of the UN Secretary-General's High Level Panel on Humanitarian Financing, "Too important to fail: addressing the humanitarian financing gap".

Humanitarian Country Team

Composed of organizations undertaking humanitarian action that commit to

participate in coordination arrangements. Its objective is to ensure that the activities of such organizations are coordinated, and that humanitarian action in-country is principled, timely, effective and efficient, and contributes to longer-term recovery.

Inter-Agency Standing Committee

The primary mechanism for inter-agency coordination of humanitarian assistance.

Internally displaced person

An individual who has been forced or obliged to flee from their home or place of habitual residence, "in particular as a result of or in order to avoid the effects of armed conflicts, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border" (according to the Guiding Principles on Internal Displacement).

International protection

All actions aimed at ensuring the equal access to and enjoyment of the rights of women, men, girls and boys of concern to UNHCR, in accordance with the relevant bodies of law (including international humanitarian, human rights and refugee law).

Junior Professional Officer

Government-sponsored young professional working for UNHCR.

Kampala Convention

See AU Convention.

Level-3 emergency

In the context of the IASC, a Level-3 emergency is typically a sudden-onset complex emergency requiring the activation of a UN system-wide response, with agreed mechanisms, tools and

procedures. In addition, UN agencies have their own internal classification of levels of emergency.

Local integration

Involves a durable legal status for refugees in the country of asylum which ensures national protection for rights without discrimination.

Malnutrition

A general term for the medical condition that is caused by an improper or insufficient nutrition, which is not adequate to maintain good health. The adverse effects of malnutrition include both physical and developmental manifestations.

GLOBAL ACUTE MALNUTRITION (GAM)

The measurement of the nutritional status of a population (often used in protracted refugee situations). It is one of the basic indicators for assessing the severity of a humanitarian crisis.

SEVERE ACUTE MALNUTRITION

- Kwashiorkor
Malnutrition brought on by a protein deficiency which causes fluids to drain from the blood into the stomach, causing swelling.
- Marasmus
Resulting from a general lack of calories, causing extreme emaciation with a loss of muscle and fat tissue. It is considered a medical emergency and, if untreated, will most often result in death.

Mandate refugees

People who are recognized as refugees by UNHCR acting under the authority of its Statute and relevant UN General Assembly resolutions. Mandate status is especially significant in States that are not party to the 1951 Refugee Convention or its 1967 Protocol.

Master plan

A comprehensive settlement plan that defines land use, emphasizing its links to the broader environment, enabling

both refugees and host communities to benefit from improved services and infrastructure. This approach integrates the spatial, social, cultural, environmental and economic dynamics of a particular location to ensure all basic needs of the affected population are addressed within one common vision.

Mixed movements

Cross-border movements of people with varying protection profiles, reasons for moving and needs, who are moving along the same routes and using the same means of transportation or travel.

Multi-year, multi-partner

A multi-year approach that will be included in UNHCR planning to support inclusion and comprehensive solutions for people of concern and will engage a broader range of partners, including development actors to plan with a longer-term vision.

New or Additional Activities —Mandate-related (NAM) Reserve

Established to facilitate the acceptance of additional funding from donors for activities consistent with the mandate and capacity of UNHCR and the broad objectives of a country operation, but for which no express budgetary provision had been made.

New York Declaration on Refugees and Migrants

In September 2016, the UN General Assembly adopted a set of commitments to enhance the protection of refugees and migrants, known as the New York Declaration on Refugees and Migrants. It outlines elements for a comprehensive response to refugee displacement based on principles of international cooperation and responsibility-sharing as well as greater inclusion of refugees into local communities.

This Comprehensive Refugee Response Framework (CRRF)

is now being applied in a range of specific situations, through the mobilization of existing and new partnerships with development actors, humanitarian NGOs, the private sector and civil society under the lead of host governments. It contains four key elements aimed at providing more predictable and sustainable responses to large movements of refugees so as to:

- Ease pressure on hosting countries.
- Enhance refugees' self-reliance.
- Expand access to third-country solutions.
- Support conditions in countries of origin for return in safety and dignity for refugees.

The New York Declaration calls on UNHCR to develop and initiate the practical application of the CRRF in each situation involving large-scale movements of refugees, with a view to informing [the global compact on refugees](#), to be adopted by the General Assembly in 2018.

OAU Convention Governing the Specific Aspects of Refugee Problems in Africa

This regional complement to the 1951 Convention provides for a broader refugee definition. Adopted in 1969, the OAU Convention stipulates that the term "refugee" also "applies to those fleeing from external aggression, occupation, foreign domination or events seriously disturbing public order in either part or whole of the country of origin."

Person of concern to UNHCR

A person whose protection and assistance needs are of interest to UNHCR. This includes refugees, asylum-seekers, stateless persons, internally displaced people and returnees.

Persons with specific needs

Individuals, families or groups, requiring additional support in order to enable them to overcome the challenges they face in accessing and enjoying their rights.

Prima facie refugees

Individuals or a group of individuals who are recognized as refugees, by a State or UNHCR, on the basis of objective criteria related to the circumstances in their country of origin, justifying a presumption that they meet the criteria of the applicable refugee definition.

Programme support costs

The costs of organizational units, whose primary functions are the formulation, development, delivery and evaluation of UNHCR programmes.

Protection

All activities aimed at obtaining full respect for the rights of the individual, in accordance with the letter and the spirit of the relevant bodies of law (such as international human rights law, international humanitarian law and international refugee law).

Refoulement

The removal of a person to a territory where he/she would be at risk of being persecuted, or being moved to another territory where he/she would face persecution. Under international refugee law and customary international law, *refoulement* is permitted only in exceptional circumstances.

Refugee

A refugee is any person who, "...owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his [or her] nationality and is unable or, owing to such fear, is unwilling to avail him [or her] self of the protection of that country; or who, not having a nationality and being outside the country of his [or her] former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it."

Article 1A(2) of the 1951 Convention or

"who is outside his/her country of origin or habitual residence and is unable to return there because of serious and indiscriminate threats to life, physical integrity or freedom resulting from generalized violence or events seriously disturbing public order."

OAU Convention and Cartagena Declaration.

Refugee coordination model

In line with the High Commissioner's mandate, it outlines UNHCR's role and responsibilities and re-articulates and standardizes UNHCR's responsibility to lead and coordinate international actions relating to refugees with all partners engaged in the response through an inter-agency platform and under the overall leadership of the host government.

Refugee status determination

Legal and administrative procedures undertaken by States and/or UNHCR to determine whether an individual should be recognized as a refugee in accordance with national and international law.

Refugee-like situation

The category of people in a

refugee-like situation is descriptive in nature and includes groups of people who are outside their country 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.

Registration

Registration can be carried out in different manners, depending on the operational circumstances and data requirements. Level 1 Registration, often referred to as "household registration", gathers only elementary information from people of concern for the purpose of establishing a basic distribution system or to provide demographic estimates. In Level 2 Registration, limited personal data is collected from each individual, for basic planning, monitoring and protection activities. Level 3 Registration represents the most comprehensive recording of detailed personal data of people of concern, which is required for individual case management and delivery of durable solutions

Reintegration

A process which enables returnees to regain the physical, social, legal and material security needed to maintain their lives, livelihoods and dignity, and which eventually leads to the disappearance of any distinctions or discrimination vis-à-vis their compatriots.

Resettlement

The transfer of refugees from the country in which they have sought asylum to another State that has agreed to admit them. The refugees will usually be granted asylum or some other form of long-term resident rights and, in many cases, will have the opportunity to become naturalized citizens. For this reason, resettlement is a durable solution as well as a tool for the protection of

refugees. It is also a practical example of international burden and responsibility-sharing.

Results-based management

A management philosophy and approach that emphasize the achievement of results as the essential task of management.

Returnee

A person who was of concern to UNHCR when outside his/her country of origin and who remains so, for a limited period (usually two years), after returning to the country of origin. The term also applies to internally displaced people who return to their previous place of residence.

Rights groups

Rights groups are thematic groupings of objectives with a similar theme used by UNHCR for planning and budgeting. There are nine rights groups for different areas of protection, assistance, external relations and operations support. For example, the objectives for shelter, water, and sanitation services are all grouped under the rights group "basic needs and essential services".

Safe third country concept

An asylum-seeker may be refused access to the asylum procedure in the country where the application has been made if responsibility for assessing the asylum application in substance is assumed by a third country, where the asylum-seeker will be protected from refoulement and will be able to seek and enjoy asylum in accordance with accepted international standards.

Secondary movements

The notion refers to asylum-seekers and refugees moving independently from their first host country to another country in search of protection and solutions.

Self-reliance

Refers to the ability of individuals, households or communities to meet their essential needs and enjoy their human rights in a sustainable manner and to live with dignity.

Sexual and gender-based violence

Acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion or arbitrary deprivation of liberty that target individuals or groups of individuals on the basis of their gender.

Stateless person

Person who is not considered as a national, by any State under the operation of its law, including people whose nationality is not established.

Subsidiary protection

Beneficiaries of subsidiary protection are people who have been found not to meet the Convention definition of a refugee but who face a real risk of serious harm. This includes the death penalty or execution, torture or inhumane or degrading treatment, or a serious and individual threat to their life or person by reason of indiscriminate violence in situations of armed conflict.

Temporary protection

An arrangement or device developed by States to offer protection, of a temporary nature, to people arriving *en masse* from situations of conflict or generalized violence, without prior individual status determination. Temporary protection has been mostly used in industrialized States.

Trafficking (human)

The organized illegal movement of people for profit. The critical additional factor that distinguishes trafficking from migrant smuggling is the use of force, coercion and/or deception throughout, or at some stage in the process. While the additional elements

that distinguish trafficking from migrant smuggling may sometimes be obvious, in many cases they are difficult to prove without active investigation.

Unaccompanied and separated children

Children who are not in the company of parents or another adult caregiver in a situation of displacement.

Voluntary repatriation

Return to the country of origin based on the refugees' free and informed decision. Voluntary repatriation may be organized (when it takes place under the auspices of the concerned governments and/or UNHCR) or spontaneous (the refugees return by their own means with no involvement of UNHCR and governments).

World Humanitarian Summit

An initiative of the UN Secretary-General, the Summit was held in Istanbul, Turkey, on 23-24 May 2016 and had three main goals:

- To re-inspire and reinvigorate a commitment to humanity and to the universality of humanitarian principles.
- To initiate a set of concrete actions and commitments to countries and communities to better prepare for and respond to crises, and be resilient to shocks.
- To share best practices which can help save lives around the world, put affected people at the centre of humanitarian action, and alleviate suffering.

ACRONYMS

3RP Regional Refugee and Resilience Plan in response to the Syria crisis.

AGD Age, gender and diversity

ASEAN Association of Southeast Asian Nations

AU African Union

BIMS Biometric Identity Management System

BPA Brazil Plan of Action

CARICOM Caribbean Community

CBIs Cash-based interventions

CCCM Camp coordination and camp management (cluster)

CEAS Common European Asylum system

CEB Chief Executives Board for Coordination (UN)

CERF Central Emergency Response Fund

COI Country of origin information

COP Country Operations Plan for UNHCR

CRIs Core relief items

CRRF Comprehensive Refugee Response Framework

DAFI German Albert Einstein Academic Scholarship Programme for Refugees

DFID Department for International Development (United Kingdom)

DRC Danish Refugee Council

EASO European Asylum Support Office

EC European Commission

ECA Economic Commission for Africa (UN)

ECHO Directorate-General for European Civil Protection and Humanitarian Aid Operations

ECOSOC Economic and Social Council (UN)

ECW Education Cannot Wait (Fund)

ERC Emergency Relief Coordinator (UN)

ERCM Emerging resettlement country mechanism

ERT Emergency Response Team

EU European Union

ExCom Executive Committee of the High Commissioner's Programme

FAO Food and Agriculture Organization (UN)

Frontex European border and coast guard agency

GAM Global acute malnutrition

GCC Gulf Cooperation Council

GDP Gross domestic product

GIZ *Deutsche Gesellschaft für Internationale Zusammenarbeit* (German Agency for International Cooperation)

GPC Global Protection Cluster

GSC Global Shelter Cluster

GSP Global Strategic Priority (for UNHCR)

HALEP High Alert List for Emergency Preparedness

HIV and AIDS Human Immunodeficiency Virus and Acquired Immunodeficiency Syndrome

HRP Humanitarian Response Plan

IASC Inter-Agency Standing Committee

IASMN Inter-Agency Security Management Network

IATI International Aid Transparency Initiative

ICT Information and communications technology

ICVA International Council of Voluntary Agencies

IDA International Development Association (World Bank)

IDP Internally displaced person

IFAD International Fund for Agricultural Development

IFRC International Federation of Red Cross and Red Crescent Societies

IGAD Intergovernmental Authority on Development

ILO International Labour Organization

IMF International Monetary Fund

IOM International Organization for Migration

IPSAS International Public Sector Accounting Standards

IRENA International Renewable Energy Agency

IUCN International Union for Conservation of Nature

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

MERCOSUR *Mercado Común del Sur* (Common Market of the South)

MIT Massachusetts Institute of Technology

MOSS Minimum Operating Security Standards

MoU Memorandum of Understanding

MSB Swedish Civil Contingencies Agency

MYMP Multi-year, multi-partner

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

PSP Private Sector Partnerships (for UNHCR)

PTA Protection Transfer Arrangement

RBM Results-based management

RCM Refugee Coordination Model

REMIS Refugee Education Management Information System

RSD Refugee status determination

RRP Refugee Response Plan

SDC Swiss Agency for Development and Cooperation

SDG Sustainable Development Goal(s)

SGBV Sexual and gender-based violence

SICA Central American Integration System

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

UNDSS United Nations Department of Safety and Security

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

UNIDO United Nations Industrial Development Organization

UNSMS United Nations Security Management System

UNVs United Nations Volunteers

USAID United States Agency for International Development

WASH Water, sanitation and hygiene (cluster)

WFP World Food Programme

WHO World Health Organization

WWF World Wide Fund for Nature



Dalila fled gang violence in Honduras.
Her family found a safe place to live in Mexico.

We stand together #WithRefugees

www.withrefugees.org



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Cover photo

A Rohingya mother wades through water as she crosses the border from Myanmar into Bangladesh, near the village of Anzuman Para in Palong Khali.

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