

Myanmar

Multi-year Strategy 2025 – 2027



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1.1 Executive Summary

In 2025, UNHCR will confront the growing displacement in Myanmar fuelled by protracted armed conflict and widespread violations of international humanitarian law. Forcibly displaced people continue to face complex, multi-pronged challenges, including concerns regarding physical safety, the pervasive threat of gender-based violence, and dangers posed by landmines. Many people also experience limited access to civil registration and legal identity documentation, leaving them vulnerable to human trafficking, forced recruitment, arbitrary arrest, detention, extortion, and widespread discrimination. Children are particularly vulnerable and face protection risks that undermine their physical, mental, and educational well-being. Amid this complex and unpredictable landscape, freedom of movement and access to essential services remain limited, compounding the urgent need for protection and humanitarian assistance.

Despite facing significant humanitarian access constraints and resource challenges, UNHCR will scale up its support in Myanmar, with plans to increase its target from around 3.5 million people in 2024 to approximately 5.4 million in 2025. Among those supported will be internally displaced people (IDPs), stateless people, returnees, and host communities. Growing poverty driven by conflict, coupled with poor economic conditions, will continue to disproportionately affect IDPs and returnees, exacerbating their vulnerabilities and driving displacement and irregular movements. Rohingya and other ethnic minorities, who have endured marginalisation and discrimination, remain especially vulnerable amid these escalating crises.

In line with its mandate and roles in the Inter-Agency Standing Committee's response and coordination mechanisms for IDPs, UNHCR Myanmar will prioritise safeguarding the fundamental human rights of forcibly displaced and stateless people, providing humanitarian multi-sector assistance at scale to address the basic needs, physical safety and wellbeing of forcibly displaced and stateless people, and promoting peaceful coexistence and transitional and durable solutions.

In tandem, UNHCR will address access challenges by strengthening community resilience and local and national humanitarian capacities. It will bolster its presence, improve monitoring, and advocate for the protection of forcibly displaced and stateless communities. Community engagement will be crucial in raising awareness and delivering tailored assistance to those who need it while also building the capacity of local partners to sustain long-term support. Providing individual assistance to access

civil registration, legal identity documentation and citizenship will also be key to reducing and preventing statelessness.

Given the complex territorial divisions in Myanmar, UNHCR will take diverse, region-specific approaches and nurture partnerships that draw on local knowledge, relationships, resources, and capacities. As a cluster lead agency, UNHCR will engage with the Myanmar Humanitarian Needs and Response Plan. UNHCR will also incorporate efforts to combat human smuggling and trafficking, statelessness, displacement, and the impacts of climate change into broader initiatives aimed at strengthening the resilience of forcibly displaced and stateless people and their host communities. Advocacy, capacity building and community-based protection will be critical pillars of this approach. Through continued dialogue with relevant stakeholders and parties to the conflict, UNHCR will advocate for greater humanitarian access, more financial support, and robust political engagement with neighbouring countries. It will also work to prevent premature internal and cross border returns as well as pushbacks that would force refugees out of the country.

1.2 Situation Analysis

Armed conflict in Myanmar continues to drive widespread displacement, with an estimated 6 million people expected to be forcibly displaced or stateless by the end of 2026 and over 5 million people requiring humanitarian assistance each year. Among those affected, the Rohingya have been systematically exposed to violence and discrimination.

Civilians across the country experience property destruction and restricted access to essential services due to limited telecommunications and blocked roads and waterways and movement restrictions. Skyrocketing food prices and shortages of essential items have deepened poverty, disproportionately affecting forcibly displaced and stateless people. Many face extreme destitution and suffering, exacerbated by unsafe travel options that increase the risk of human trafficking. Myanmar's volatile climate, marked by cyclones and monsoons, has triggered emergencies within emergencies, wiping out fragile infrastructure and repeatedly displacing communities already on the brink. These challenges have made life particularly difficult for people in conflict-affected areas and complicated humanitarian access.

As the conflict drags on, asylum-seekers are expected to continue facing pushbacks in neighbouring countries, while the repatriation of Rohingya from Bangladesh remains a concern. The humanitarian situation in Myanmar is dire, with various vulnerable groups facing unique challenges. Women and girls are disproportionately affected, as the crisis

worsens gender disparities and heightens risks of trafficking, early marriage, and gender-based violence. Some 6 million children are in need of assistance, with young people particularly vulnerable to forced recruitment into armed groups. Elderly people, who make up 11% of those in need, are also at heightened risk. People with disabilities are especially at risk and require tailored support while lesbian, gay, bisexual, transgender, intersex and queer people encounter additional barriers in expressing their needs and accessing humanitarian services.

Furthermore, forcibly displaced, stateless people, and their host communities suffer from chronic insecurity, lacking physical safety, freedom of movement, access to civil registration, and legal identity documentation. Child protection concerns – such as detention, education, mental health, and physical harm – are critical, along with limited access to essential services. The exclusive and discriminatory citizenship law further deprives Rohingya and other minority groups of their citizenship, exacerbating their vulnerabilities.

Despite constrained humanitarian access, UNHCR will continue to protect, respond and seek solutions for forcibly displaced and stateless people, leveraging its presence to provide critical support. As the lead Agency for the Protection cluster and the combined Camp Coordination and Camp Management, Shelter and Non-food Items (NFI) cluster, UNHCR will advocate for the centrality of protection as a priority within the humanitarian country team and leverage Global Refugee Forum multi-stakeholder pledges on the Rohingya situation to sustain the engagement of international actors.

UNHCR will deliver life-saving assistance, including shelter and core relief items. Core protection activities will continue, including providing legal assistance to forcibly displaced and stateless people in detention, securing civil registration, legal identity documentation, citizenship, and ensuring housing, land and property rights. Multi-sectoral assistance will help forcibly displaced and stateless people improve their safety and protection. Protection monitoring, including for gender-based violence and child-specific protection risks, will be ongoing and vital to maintaining accountability.

To mitigate humanitarian access constraints, UNHCR will work with local partners and strengthen communities' resilience through capacity building, outreach projects, volunteer opportunities, community grants, and quick impact projects. These initiatives will seek to foster peaceful coexistence and help displaced people regain a sense of normalcy. To reduce trafficking risks, UNHCR will support the work of the national Inter-Agency Coordination Group against Trafficking in Persons and continue awareness raising to counter human smuggling and trafficking.

1.3 Vision and Strategic Orientation

UNHCR's vision in Myanmar is that forcibly displaced and stateless people and returnees with protection needs enjoy their rights on an equal footing and can access transitional and durable solutions through whole-of-society, area- and community-based approaches. Building inclusive partnerships and fostering collaboration with diverse stakeholders will be essential to ensuring sustainable, impactful responses from the outset. This approach aims to leave no one behind, enabling all individuals to live with dignity, security, and equality, while embedding resilience and long-term solutions into all phases of response.

To achieve these goals, UNHCR's strategic priorities include:

- **Safeguarding fundamental rights:** UNHCR will oversee protection activities, including legal assistance; counselling; and the issuance of essential civil documents, as part of a broader effort to confirm or grant someone's legal status as a citizen and ensure their access to rights services and related protection. It will also coordinate the protection cluster, undertake advocacy and robust dialogue with communities, and design capacity-building workshops that safeguards the fundamental rights of displaced and stateless people in a holistic and rights-based approach. In addition to their legal and protection needs, the socioeconomic needs of forcibly displaced and stateless people will also be supported through the monitoring and development of tailored and evidence-based action. These efforts will lay the groundwork for future solutions.
- **Delivering humanitarian assistance at scale:** Considering the extensive need for humanitarian assistance and precarious operational environment, UNHCR and partners will stay and deliver life-saving support. It will be crucially important to provide multi-sector assistance at scale in a cost-efficient way to address the basic needs, physical safety and wellbeing of forcibly displaced and stateless people. Interventions will be implemented with sustainable solutions in mind, and humanitarian assistance will be accompanied by awareness raising on climate change and emergency preparedness.
- **Working with communities as they seek to realise their rights:** Peaceful coexistence between forcibly displaced and stateless people and their host communities remains a priority. To promote access to transitional and durable solutions for forcibly displaced and stateless people, UNHCR will work with the humanitarian community to track displacement, conduct needs and vulnerability assessments, analyse protection needs and refer people to local protection networks, including to access legal assistance on detention. When designing programmes, UNHCR will seek to monitor the evolving context and design interventions that strengthen protection response for both gender-based violence and child protection, mainstream its age, gender, and diversity approach, ensure programmes maintain accountability to affected populations and community-based protection approaches, and prevent sexual exploitation and abuse. These

approaches will be integrated into the Protection and combined Camp Coordination and Camp Management, Shelter and NFI clusters. UNHCR will also provide life-saving multi-sectoral assistance to forcibly displaced and stateless people and strengthen its advocacy to achieve greater access to communities that need its support. It will maintain adequate contingency and response capacity to deal with any emergencies or natural disasters. To strengthen communities' resilience and their capacity to realise their rights, UNHCR will diversify and increase its local partnerships through community-based projects and grants, enhance communities' contingency preparedness and response capacity to deal with any emergencies or natural disaster.

- Collaboration and long-term solutions: UNHCR will play a catalytic role in fostering transitional solutions and building resilience within conflict-affected communities. By working closely with development partners, UNHCR will strategically prioritize areas where humanitarian and development interventions intersect, facilitating a sustainable shift toward recovery and self-reliance. UNHCR will enhance its leadership in protection and advocacy by promoting the inclusion of displaced populations in communities, fostering community-based resilience initiatives, and championing policies that safeguard the rights and dignity of all individuals. Through these efforts, UNHCR will support an environment where communities can rebuild and thrive, laying the groundwork for durable solutions.

1.4 Fair Access and Representation

UNHCR's strategy in Myanmar seeks to empower forcibly displaced and stateless people by ensuring their active participation in decision-making processes that affect them, particularly in ways influenced by their age, gender, or other diversity factors. This approach aligns with UNHCR's age, gender and diversity (AGD) policy, which seeks to recognise and address the unique challenges and needs of diverse groups of peoples.

To ensure inclusivity, regular participatory assessments, focus group discussions, and consultations will be conducted with diverse groups to reflect the specific skills, capacities and priorities of people with different backgrounds in all programmes. Data collected will be disaggregated and evidence-based, ensuring that UNHCR remains accountable to affected populations while also taking into account age, gender and other diversity-specific factors.

In its role within the protection cluster at both national and sub-national levels, UNHCR will work with local cluster partners to review and address existing complaints and feedback mechanism and enhance response to ensure the views and concerns of affected people with various age, gender and other diverse characteristics are addressed appropriately.

A particular focus will be placed on supporting women and girls with civil registration, legal identity documentation, and procedural steps towards acquiring citizenship. This approach will leverage global and regional commitments to gender equality, including UN sustainable development goal (SDG) 5, which promotes the empowerment of all women and girls. UNHCR and partners will ensure more women, along with other vulnerable groups, benefit from multi-sectoral assistance.

In 2025, UNHCR will develop standard operating procedures for addressing gender-based violence and child protection issues, in collaboration with other actors involved in these sectors and in coordination with the protection cluster. Referral pathways for survivors of gender-based violence will be established, ensuring access to mental health and psychological support service providers.

To ensure no one is left behind, UNHCR will systematically implement monitoring and assessment tools to identify protection risks and incidents. Data gathered through common feedback channels — including hotlines, help desks and face-to-face interactions — will be analysed to better understand the root causes and impacts of any AGD-related discriminatory practices. Together, these comprehensive approaches will enable UNHCR to effectively address the unique needs of displaced and stateless people in Myanmar. The set of community-based initiatives will focus to mainstream and promote women's participation and leadership under the projects with partner organizations such as by prioritizing the continued support to women committees in camp settings and by working with women led CSOs.

2. Impact Statements

Impact statement

By 2027, more forcibly displaced, returnees, stateless people and vulnerable host communities, especially women and girls can increasingly exercise their rights in safety and dignity.

Impact area: Attaining favourable protection environments

Outcome statements

More refugees, IDPs, returnees and people at risk of statelessness, particularly women and girls, obtain civil and other documents that facilitate access to services

Outcome area: Access to territory, registration and documentation

More refugees, returnees and IDPs have access to GBV and SEA prevention and response services and GBV and SEA risks are mitigated.

Outcome area: Gender-based violence

By 2027, the national child protection system, humanitarian actors, children, families, and communities in Afghanistan are increasingly able to protect refugee, internally displaced, returnee and stateless children from abuse, neglect, exploitation, violence and family separation; and promote solutions in children's best interests.

Outcome area: Child protection

More forcibly displaced and returnee communities are empowered to increasingly participate in decision that affect them.

Outcome area: Community engagement and women's empowerment

Protection of IDPs, returnees and refugees is coordinated effectively and efficiently

Outcome area: Protection policy and law

Timely, credible and quality data and analysis on refugee, statelessness and forced displacement is available and used for strategic and programmatic decisions on protection and solutions by UNHCR and other stakeholders.

Outcome area: Community engagement and women's empowerment

Impact statement

By 2027, more forcibly displaced, returnees, stateless people and vulnerable host communities, especially women and girls can increasingly meet their basic needs in safety and dignity.

Impact area: Realizing rights in safe environments

Outcome statements

Program management support and partner capacity building, operational data management systems.

Outcome area: Systems and processes

Supply chain management including warehousing, inventory management, emergency preparedness and fleet management.

Outcome area: Operational support and supply chain

More IDPs, asylum-seekers and refugees and returnees have access to services that meet their basic needs.

Outcome area: Well-being and basic needs

More refugees, returnees and IDP live in adequate and sustainable shelter

Outcome area: Sustainable housing and settlements

UNHCR delivers coordinated, effective and efficient emergency preparedness and contingency planning

Outcome area: Well-being and basic needs

Impact statement

By 2027, an increasing number of forcibly displaced, returnees, stateless persons, and most vulnerable host communities, with specific focus on women and girls benefit from more resilient livelihoods and socio-economic self-reliance opportunities

Impact area: Empowering communities and achieving gender equality

Outcome statements

More refugee/IDP returnees and IDPs have attained increased access to employment, financial and economic inclusion

Outcome area: Self-reliance, economic inclusion and livelihoods

Impact statement

By 2027, refugees, IDPs and returnees have increased access durable solutions.

Impact area: Securing solutions

Outcome statements

More refugees have access to resettlement and complementary pathways

Outcome area: Resettlement and complementary pathways

Refugees returnees and IDP returnees have access to reintegration support and sustainable solutions.

Outcome area: Voluntary repatriation and sustainable reintegration

Coordination and partnerships among stakeholders is strengthened.

Outcome area: External engagement and resource mobilization

Returnees have improved access to information and support during all stages of return.

Outcome area: Voluntary repatriation and sustainable reintegration

3. Myanmar 2025 Indicators and Targets

Country	Results Level	Result Area	Indicator	Population Type	Baseline	Target 2025
Myanmar	Impact	IA1: Protect	1.2 Proportion of people who are able to move freely within the country of habitual residence	Stateless Persons	0%	Not applicable
Myanmar	Impact	IA2: Respond	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	IDPs	4%	Not applicable

Myanmar	Impact	IA2: Respond	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	Returnees	21%	Not applicable
Myanmar	Impact	IA2: Respond	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	Stateless Persons	20%	Not applicable
Myanmar	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Stateless Persons	30%	Not applicable
Myanmar	Impact	IA3: Empower	3.2a Proportion of children and young people enrolled in primary education	IDPs	5%	Not applicable
Myanmar	Impact	IA3: Empower	3.2a Proportion of children and young people enrolled in primary education	Returnees	61%	Not applicable
Myanmar	Impact	IA3: Empower	3.2a Proportion of children and young people enrolled in primary education	Stateless Persons	57%	Not applicable
Myanmar	Impact	IA3: Empower	3.2b Proportion of children and young people enrolled in secondary education	IDPs	1%	Not applicable
Myanmar	Impact	IA3: Empower	3.2b Proportion of children and young people enrolled in secondary education	Returnees	58%	Not applicable
Myanmar	Impact	IA3: Empower	3.2b Proportion of children and young people enrolled in secondary education	Stateless Persons	51%	Not applicable
Myanmar	Impact	IA4: Solve	4.3a Number of stateless people for whom nationality is granted or confirmed	Stateless Persons	496	Not applicable
Myanmar	Outcome	OA7: Community	7.1 Extent participation of displaced and stateless people across programme phases is supported.	Returnees	Limited: ≤39 points	To be confirmed
Myanmar	Outcome	OA7: Community	7.2 Proportion of people who have access to safe feedback and response mechanisms	IDPs	62%	100%
Myanmar	Outcome	OA7: Community	7.2 Proportion of people who have access to safe feedback and response mechanisms	Returnees	To be confirmed	100%

Myanmar	Outcome	OA7: Community	7.2 Proportion of people who have access to safe feedback and response mechanisms	Stateless Persons	92%	100%
Myanmar	Outcome	OA7: Community	7.3 Proportion of women participating in leadership/management structures	Returnees	To be confirmed	50%
Myanmar	Outcome	OA8: Well-being	8.1 Proportion of people that receive cash transfers and/or non-food items	IDPs	19%	30%
Myanmar	Outcome	OA8: Well-being	8.1 Proportion of people that receive cash transfers and/or non-food items	Returnees	5%	30%
Myanmar	Outcome	OA8: Well-being	8.1 Proportion of people that receive cash transfers and/or non-food items	Stateless Persons	43%	45%
Myanmar	Outcome	OA16: Integrate	16.1 Proportion of people with secure tenure rights to housing and/or land	IDPs	3%	10%
Myanmar	Outcome	OA16: Integrate	16.1 Proportion of people with secure tenure rights to housing and/or land	Returnees	21%	25%
Myanmar	Outcome	OA16: Integrate	16.1 Proportion of people with secure tenure rights to housing and/or land	Stateless Persons	15%	20%
Myanmar	Outcome	OA16: Integrate	16.2 Proportion of people covered by national social protection systems	IDPs	12%	15%
Myanmar	Outcome	OA16: Integrate	16.2 Proportion of people covered by national social protection systems	Returnees	7%	10%
Myanmar	Outcome	OA16: Integrate	16.2 Proportion of people covered by national social protection systems	Stateless Persons	5%	10%