

**Executive Committee of the
High Commissioner's Programme**

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Standing Committee
77th meeting

**UNHCR's draft programme in the
Secretary-General's proposed programme
budget for 2021**

Summary

This paper presents UNHCR's draft programme (contained in annex I) in the Secretary-General's proposed programme budget for 2021. It is provided to the Standing Committee for review. The Committee is asked to take note of the draft programme through the adoption of the decision contained in annex II.

1. UNHCR has submitted the draft programme plan for 2021 (see annex I) to the Programme Planning and Budget Division of the United Nations Secretariat. In April 2020, the document will be issued under symbol A/75/6 (Sect.25), for the subsequent review of the advisory bodies and the approval of the General Assembly.
2. In keeping with paragraph 11 of resolution A/72/266, it is anticipated that the programme plan will be presented to the Committee for Programme and Coordination (CPC) in June 2020, following which the CPC will issue a report with conclusions and recommendations for approval by the General Assembly. The corresponding programme budget proposal will be considered by the Advisory Committee on Administrative and Budgetary Questions (ACABQ) during their session in June or July 2020. The Fifth Committee of the General Assembly will then consider the budget proposals in the final quarter of 2020.
3. Having been thoroughly examined by the Programme Planning and Budget Division of the United Nations Secretariat, the Standing Committee is asked to review the draft programme plan for 2021 and, through the decision contained in annex II, take note of it.

ADVANCE COPY

Seventy-fifth session

Items 137 and 138 of the preliminary list*

Programme planning

Proposed programme budget for 2021

Part VI

Human rights and humanitarian affairs

Section 25

International protection, durable solutions and assistance to refugees

Programme 21

International protection, durable solutions and assistance to refugees

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* [A/74/50](#).

** In keeping with paragraph 11 of resolution [72/266 A](#), the part consisting of the programme plan and programme performance information is submitted through the Committee for Programme and Coordination for the consideration of the General Assembly.

*** In keeping with paragraph 11 of resolution [72/266 A](#), the part consisting of the post and non-post resource requirements is submitted through the Advisory Committee on Administrative and Budgetary Questions for the consideration of the General Assembly.

Foreword

Forced displacement owing to conflict, violence and persecution continues to rise, with the number of people of concern to the Office of the United Nations High Commissioner for Refugees (UNHCR) reaching an estimated 79.4 million by the end of 2019. Tackling this complex phenomenon and addressing its root causes will continue to present significant challenges in 2021 and beyond.

The Global Compact on Refugees, affirmed by the General Assembly in its resolution 73/151, in December 2018, established a new set of arrangements in support of a comprehensive refugee response model. These aim to reinforce the efforts of refugee-host countries to uphold asylum, through more substantial and sustained international support to bolster education systems, health facilities, infrastructure, and the economies of impacted countries, and build the resilience of host communities. Looking ahead to 2021, UNHCR will continue to orient its engagement to play a catalytic role in mobilizing international efforts to drive the application of the new model, including through the engagement of development actors and private sector support.

The first Global Refugee Forum (GRF), held in December 2019, was a milestone in this respect. There was broad participation in the event, including from States, international organizations, humanitarian and development partners, international financial institutions, the private sector, civil society academic institutions and refugee representatives. More than 1,000 pledges and contributions were made to support the application of the Global Compact on Refugees. In 2021, UNHCR will forge new partnerships to expand inclusion of refugees and other people of concern, and to work to support the implementation of the commitments made at the Global Refugee Forum. As we look to the future, these must be rapidly translated into concrete outcomes.

UNHCR's new organizational design and way of working, in place as of 2020, will better position it to protect persons of concern, work with others to find solutions, and address future challenges and opportunities. Through the new decentralized model, UNHCR will work to respond to crises more rapidly and flexibly, and leverage partnership opportunities. This will provide more contextualized and consistent support to country operations, including the ability to review and readjust the approach as necessary; translate global priorities into regional and country-specific strategies; and foster greater programmatic integrity and value for money. UNHCR will also continue to invest in improving and streamlining systems and processes, creating space for innovation, improving evidence-based planning, and increasing efficiencies – in line with its “grand bargain” commitments and as an active participant in broader United Nations reform efforts. UNHCR will continue to strengthen its risk management culture and efforts to prevent and respond to misconduct, including sexual exploitation and abuse, and sexual harassment.

There is growing recognition of the linkages between climate change, disasters and displacement. UNHCR will continue to help steer the legal and normative debate in this area and support governments to provide protection-based responses. At the same time, we will continue to reduce the environmental impact of refugee crises.

In 2021, the protection environment is likely to remain complex and troubling, with refugees the casualties of polarized political debates. The challenges will not go away, and the Global Compact on Refugees will not provide all the answers. It is, nonetheless, a powerful tool to address the massive global displacement trends and spur international action that offers feasible solutions, in a true spirit of solidarity and responsibility-sharing.

(Signed) Filippo Grandi
United Nations High Commissioner for Refugees

Overall orientation

1. Mandates and background

6.1 The Office of the United Nations High Commissioner for Refugees (UNHCR) is responsible for leading and coordinating international action for the protection of refugees and solutions to their plight. The mandate derives from the priorities established in relevant General Assembly resolutions and decisions, including resolution 319A (IV), by which the Assembly established the Office, and resolution 428 (V), which sets out its Statute. In addition, the mandate of the High Commissioner is embedded in international law, in particular international treaty law, notably the 1951 Convention relating to the Status of Refugees and its 1967 Protocol. UNHCR also has responsibilities for stateless persons, pursuant to paragraph 6 (A) (ii) of the Statute and article I (A) (2) of the 1951 Convention, with regard to refugees who are stateless, as well as to various General Assembly resolutions, including 3274 XXIX and 31/36, in relation to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness. Over the years, the mandate of UNHCR has been extended to other groups through various General Assembly resolutions. It provides protection and assistance to internally displaced persons (IDPs), working in cooperation with the Emergency Relief Coordinator and in the context of the collaborative response of the United Nations system, as well as with the consent of the State concerned.

6.2 The Global Compact on Refugees (GCR), affirmed by the General Assembly in 2018, provides a comprehensive framework for transforming the way the international community responds to refugee movements. It is based on the recognition that protecting people who are forced to flee and supporting the countries that host them are shared international responsibilities that must be borne more equitably and predictably. Ensuring responsibility-sharing, particularly in the countries that have hosted the largest numbers of refugees for the longest time, is a gap in the international refugee protection regime that the Global Compact on Refugees seeks to address. Its key objectives include: easing pressures on host countries, enhancing refugee self-reliance, expanding access to third-country solutions and supporting conditions in countries of origin for return in safety and dignity. While firmly based on existing protection standards, it brings to bear new approaches, arrangements and resources which will result in a more predictable, effective and sustainable response. The Global Compact on Refugees, which supports UNHCR's partnership approach, is central to the Office's work, both now and in the coming period.

2. Recent developments

6.3 In 2019, conflict, persecution and human rights violations continued to cause displacement across the globe. In Africa and most notably the Sahel, violence and instability continued to displace hundreds of thousands of people across Burkina Faso, Mali and Niger. In the Mediterranean, lives were lost at sea as official search and rescue operations were either discontinued or significantly cut back in scope. Millions were exposed to hunger as the crisis in Yemen deepened, while the conflict in the Syrian Arab Republic entered its ninth year, with hundreds of thousands of people newly displaced in the province of Idlib. Continued violence and insecurity in the north of Central America uprooted people from their homelands, adding to pre-existing difficulties in managing mixed movements across the region, while a massive outflow from Venezuela (the Bolivarian Republic of) affected the entire region and beyond.

6.4 While the final figures for 2019 are not yet available, the total population of concern to UNHCR (including refugees, asylum-seekers, returnees, stateless and internally displaced persons) reached an estimated 79.4 million by year-end. This represents an increase compared to 2018, when the total population of concern was 74.8 million. In 2021, the number of persons of concern will depend on the resolution of or increase in the number of conflicts.

6.5 UNHCR embarked on an internal change process which has been driven, in part, by developments in a rapidly evolving international context in which the need for a more comprehensive, predictable and equitable international response to large refugee movements

has become clear. The GCR provided further the impetus for UNHCR to evaluate the skills, capacities and new ways of working needed to deliver protection, assistance and solutions in a more effective, efficient and accountable manner. UNHCR has moved towards a more decentralized structure, shifting capacities, authorities and resources closer to the people UNHCR serves. The organization's seven regional bureaux are now based in the regions they cover and have been better equipped to support the country operations. Measures were implemented to ensure that the new regional bureaux were fully staffed and operational by January 2020, with improved systems, processes and the technical capacity to support a new and decentralized way of working. To ensure the success of the reform, targeted initiatives were organized to make sure UNHCR's workforce were fully up to date with relevant policies and decisions.

3. Evaluation activities

6.6 The following evaluations completed in 2019 have guided the programme plan for 2021:

1. Evaluation of the Office of the United Nations High Commissioner for Refugees, Office of Internal Oversight Services, March 2019 ([E/AC.51/2019/8](#));
2. [Evaluation of UNHCR's engagement with the private sector](#), December 2019;
3. [Evaluation of UNHCR's data use and information management approaches](#), November 2019;
4. [Sexual and gender based violence \(SGBV\) response, risk mitigation and prevention in humanitarian crises: A synthesis of findings from evaluations of UNHCR operations 2019](#), September 2019;
5. [Evaluation of UNHCR's engagement in humanitarian-development cooperation: Think piece on research phase 1 \(November 2018-June 2019\)](#), October 2019;
6. [Evaluative review of UNHCR's policies and procedures on the prevention of and response to sexual exploitation and abuse](#) (August 2018 – April 2019), June 2019;
7. [Evaluation of UNHCR prevention of, and response to, SGBV in Brazil focusing on the population of concern from Venezuela \(Bolivarian Republic of\) \(2017-2018\)](#), December 2019;
8. [Evaluation of effectiveness and the relevance of advocacy approaches with the EU and in EU/EFTA countries \(2015-2017\)](#), May 2019;
9. [Midterm evaluation of UNHCR's cash-based interventions \(CBI\) capacity-building approach](#), April 2019.

6.7 Evaluations are critical to UNHCR's shift towards more evidence-based decision-making and programmatic improvements based on lessons learned. The findings of the evaluations referenced in paragraph 6.6 above have, therefore, been taken into account in the programme plan for 2021. UNHCR's Evaluation Service works closely with relevant regional bureaux, divisions and field offices to ensure that evaluation findings and recommendations have an impact on decision-making and future responses. For example, the evaluation of data and information management approaches found that while the Office has a wealth of operational data, more could be done to optimize the use, availability and protection of data. In response to these findings, the Office has developed a strategy that focuses on data integration to maximize and facilitate its analysis, visualization and use. It also addresses capacity gaps at various levels in the organization and strengthens data governance and responsible data management, which facilitates the sharing and use of data internally and externally.

6.8 The independent synthesis of the evaluations in relation to the prevention of and response to sexual and gender-based violence in refugee populations in Brazil and Lebanon as well as SGBV-related findings from multi-sector evaluations of UNHCR's response to emergencies in Bangladesh and the Democratic Republic of the Congo, points to a number of good practices, emerging patterns and recurrent issues. UNHCR operations have

demonstrated the ability to adapt their approach, for example, by using community-based networks and social media to prevent SGBV. The use of cash assistance to reduce survivors' vulnerability showed positive results in different operations. Challenges identified included inconsistencies in the level and quality of SGBV responses across operations, but with opportunities to strengthen prevention activities among sectoral activities.

6.9 The private sector engagement evaluative review examined how UNHCR could strategically engage with the private sector beyond fundraising purposes to bring benefits to refugees and other persons of concern. Preliminary analysis indicated that UNHCR had over 300 engagements with the private sector in 62 countries: some 30 per cent with local companies and 70 per cent with multinational corporations. These engagements included a diverse array of activities, such as: advocating to governments; connecting persons of concern with markets and employment opportunities; and providing incentives to the private sector to invest in refugee settlements. Such engagement provides a range of benefits, including improved economic inclusion and livelihood opportunities, and increased protection and services for persons of concern. It also gives them a "voice" and allows them to ensure the needs of their communities are represented. The evaluation is identifying organizational factors that enable, inhibit and affect the sustainability of such efforts, drawing on external benchmarking and making recommendations to the Office on how best to formulate partnerships with strategic priorities and targeted results.

6.10 Evaluations planned for 2021 include:

- (1) A multi-year evaluation of the implementation of UNHCR's 2018 age, gender and diversity (AGD) policy in Chad, Greece, Kenya, Mexico and Thailand (first report: Sep 2020 and second report: Sep 2021);
- (2) A multi-year evaluation of UNHCR's engagement in humanitarian-development cooperation;
- (3) An evaluation of the United Kingdom of Great Britain and Northern Ireland Home Office's alternatives to detention community engagement pilot series.

A. Proposed programme plan for 2021 and programme performance for 2019

Programme of work for 2021

1. Objective

6.11 The overriding objective to which this programme contributes is to ensure protection and assistance to refugees and other persons of concern to the Office of the United Nations High Commissioner for Refugees and to achieve durable solutions to their problems, in cooperation with States and other organizations and without discrimination, taking age, gender and diversity into consideration.

2. Strategy

6.12 The Office will urge States to ensure the protection of refugees and asylum-seekers in accordance with the 1951 Convention relating to the Status of Refugees and its 1967 Protocol, as well as with regional refugee instruments and the progressive development of international human rights law in interpreting and applying relevant refugee instruments. These instruments have continued to demonstrate their relevance in ensuring international protection for persons fleeing a wide range of crises. In 2020, the Office will continue to issue protection considerations and eligibility guidelines, as it did for [South Sudan \(April 2019\)](#), [Iraq \(May 2019\)](#) and [Venezuela \(Bolivarian Republic of\) \(May 2019\)](#).

6.13 UNHCR will continue to promote proper reception conditions, the fair treatment of protection claims, and international cooperation and burden-responsibility-sharing. It will work with national and local authorities to strengthen support alternatives to camps and expand cash programmes, as appropriate. UNHCR will also work

with States to end the detention of refugees and asylum-seekers and to pilot alternatives to detention, in line with its “[Beyond detention strategy](#)”. The promotion of refugee law and protection principles, in particular through the training of government officials and partner staff, will be another means of achieving the stated objective.

6.14 The Office will continue to support the implementation of the GCR, in close cooperation with States and other relevant stakeholders, and will advocate greater financial support to refugees and other persons of concern, as demonstrated by the performance measure for 2021 as outlined in figure 1 below.

Figure 1

| 2017 | 2018 | 2019 | 2020 | 2021 |
|------|---|--|---|---|
| N/A | Affirmation of the global compact on refugees | Participation by States in the Global Refugee Forum to announce pledges and contributions of financial, material, technical or other kinds of support, as well as to share best practices to meet the objectives of the Global Compact on Refugees | Contributions announced at the Global Refugee Forum and commencement of the implementation of pledges | Through a digital platform for the GCR, good practices will be shared, pledges made at the Global Refugee Forum will be tracked for implementation, opportunities for the development of new pledges will be highlighted and relevant tools will be shared. |

6.15 One of the primary objectives of the GCR is to facilitate access to durable solutions. This includes voluntary repatriation, resettlement and local integration, as well as other local solutions and complementary pathways for admission to third countries. Helping to create the enabling conditions for voluntary and dignified repatriation, in full respect of the principle of non-refoulement, will remain a priority for UNHCR. At the same time, the question of how to advance voluntary repatriation and other solutions, particularly in the absence of political settlements and a definitive end to hostilities, will remain a challenge. While the resettlement landscape has witnessed important progress during the last few years, less than 5 per cent of the 1.4 million refugees considered by UNHCR to be in need were resettled in 2019. Simultaneously, although there have been efforts to increase opportunities for complementary pathways for refugees, their potential to offer solutions on the scale today’s context demands has not been fully realized. UNHCR’s new “Three-year strategy (2019-2021) on resettlement and complementary pathways” aims to help address these challenges.

6.16 In line with its strategic directions 2017-2021, UNHCR will remain focused on ensuring a more decisive and predictable engagement with IDPs, in collaboration with partners and guided by the policy, coordination and operational arrangements established by the Inter-Agency Standing Committee (IASC). UNHCR’s new policy on engagement in situations of internal displacement reflects this firm and revitalized commitment, placing particular emphasis on protection leadership and better aligning UNHCR’s interventions with those of its partners.

6.17 The inter-related challenges of climate-change, disasters and displacement are growing and will need to be addressed by the international community. In the coming period, the Office will continue to explore and seek to highlight the relevant legal frameworks and protection gaps that may result from climate and disaster-driven displacement. It will help steer the legal and normative debate and support governments to provide protection-based responses, where appropriate. At the same time, UNHCR will continue to reduce the environmental impact of refugee crises through the use of renewable energy, reforestation projects, and the promotion of clean

fuels and technology for cooking, guided by the Office's "[Global strategy for sustainable energy 2019-2024](#)" as well as the "Strategy for sustainability management in the United Nations system 2020-2030" (CEB/2019/3/Add.2).

6.18 In support of States, UNHCR will work closely with a wide range of actors, including intergovernmental organizations, international humanitarian and development organizations and non-governmental organizations (NGOs), in implementing the programme. The Office is committed to the principle of participation, believing that refugees and other persons of concern who benefit from the programme's activities should be consulted over decisions which affect their lives. UNHCR will also work with partners to ensure that durable solutions to displacement form part of and influence broader development and peacebuilding agendas. The programme will endeavour to advocate and support measures that foster inclusion, including educational opportunities and access to formal economies and the labour market, which will improve the well-being of persons of concern, enhance protection and bring about solutions.

6.19 Supported by Member States, the Office will seek to contribute to the objectives of the 2030 Agenda for Sustainable Development. A major area of focus will be to support sustainable development goal 4 on education. UNHCR's programme will promote equitable and sustainable inclusion in national education systems for persons of concern, in line with its new [refugee education strategy](#) of September 2019. It is intended to build on past results in this area, including improved enrolment rates of primary school-aged refugee children achieved through the recruitment and training of teachers, the construction and rehabilitation of classrooms, and the payment of school fees and allowances to refugee children to allow them to enrol and remain in primary school throughout the year.

6.20 The Office will strengthen partnerships and promote collaboration on refugee protection, assistance and solutions within the framework of the refugee coordination model. It will also respond to the needs of IDPs, and its engagement will be based on relevant General Assembly resolutions, including A/RES/70/165 Protection of and assistance to internally displaced persons, and undertaken in the context of the inter-agency cluster approach and at the request of the governments concerned. The Office will continue to advocate the prevention and reduction of statelessness, as well as the protection of stateless persons, by promoting accession by States to the relevant international instruments and working with States to facilitate the acquisition, reacquisition or confirmation of nationality by stateless persons, which is expected to result in some 100,000 individuals acquiring nationality or having it confirmed.

6.21 UNHCR will remain actively engaged in the IASC, including the work of the Emergency Directors Group, which provides concrete support to operations, and the Operational Policy and Advocacy Group, which drives the IASC's strategic policy work. The engagement of a broad range of actors, including those beyond the traditional humanitarian sphere, is critical to mobilizing effective responses and pursuing solutions to forced displacement and statelessness. This means strengthening existing partnerships, but also pursuing new ones that can help foster innovative approaches to protection and assistance. Practicing "new ways of working", particularly through strengthened humanitarian-development cooperation, will remain a priority in 2021.

6.22 Work with national and international NGOs will also remain critical to UNHCR's humanitarian efforts. According to provisional expenditure figures, in 2019, UNHCR disbursed approximately \$1.25 billion to 900 national and international NGOs, reaching its "grand bargain" commitment of providing 25 per cent of its programme expenditures through local and national responders. In 2019, some \$664 million was provided to 915 local and national responders, including \$498 million to 709 NGO partners, the highest number of local and national partners recorded by UNHCR. In 2021, UNHCR will aim to maintain this positive trend.

6.23 Through its updated [age, gender and diversity \(AGD\) policy](#), UNHCR has renewed its commitments to an AGD approach and established mandatory core actions to help strengthen these commitments. Recognizing the progress that has been made

so far, cognizant of the ongoing challenges and opportunities, and given the emphasis on a people-centred approach in UNHCR's [strategic directions 2017-2021](#), UNHCR aims, through this policy, to promote further the empowerment of all persons of concern through a more robust integration of an AGD approach in its work. It will also seek to further promote gender equality and strengthen mechanisms to ensure accountability to affected person in its operations.

3. External factors

6.24 With regard to external factors, the overall plan for 2021 is based on the following planning assumptions:

(a) Security conditions in the affected countries will allow UNHCR to carry out its programmes, despite increasing risks linked to the presence of armed groups and violence against humanitarian workers, and humanitarian access will be ensured, enabling the Office to respond to the most urgent protection and assistance needs;

(b) Continued ownership by the international community and the willingness of States and relevant stakeholders to contribute to and support the implementation of the Global Compact on Refugees;

(c) The narrowing of asylum space in some countries, with increasingly restrictive admission and asylum policies towards refugees and asylum-seekers, will continue to require enhanced protection responses.

(d) Significant funding gaps will continue to hamper the operational scope and assistance provided, particularly if there is no increase in resources commensurate with the increased needs of persons of concern.

4. Internal challenge and response

6.25 A key challenge identified will be for UNHCR to ensure that its systems and processes are fully adapted in support of the decentralized operating model, while working to achieve greater efficiency, transparency and accountability across the organization. In addition, new administrative procedures for the changed environment in which the Office operates are required. UNHCR will need to ensure consistent support to country operations, including the ability to adapt their programmes in light of new challenges and opportunities, translate global priorities into regional and country-specific strategies, and foster greater programmatic integrity and value for money in the field.

6.26 Above and beyond decentralization and regionalization, UNHCR's internal change process encompasses multiple areas of work to address this challenge, including, results-based management (RBM), human resources, data and digitalization, business processes and systems and risk management. While many elements of the transformation are in place, in 2021 the Office will continue to work towards strengthening its ability to deliver protection and solutions for persons of concern in the most relevant and effective way.

6.27 Efforts will continue to translate global objectives into impactful regional strategies and expand alliances, including with the private sector and regional bodies. UNHCR is developing a new results framework and results-based management tools that will enable the Office to make decisions based on evidence; be accountable for results; and more effectively and efficiently deliver protection and solutions and report on results. The roll-out of the new tools, training and implementation will take place in 2021. UNHCR will also focus on implementation of its new "Data transformation strategy 2020-2025," adhering to relevant personal data protection and privacy principles.

6.28 UNHCR is working to establish a more modern, field-driven and people-centric model of human resources management at UNHCR, fostering an inclusive workplace where a diverse, engaged and skilled workforce can thrive and deliver the expected results. Seven regional teams are being established and throughout 2021 will aim to deliver efficient field-driven and client-oriented human resources services, in collaboration with managers and employees. UNHCR will pursue ongoing efforts to redesign its business processes, ensure the optimal use of resources and leverage new technologies, tools and services to improve

financial management processes. It will also work to strengthen the organization's risk culture, supporting risk-informed decision-making, embedding risk management in UNHCR's operations management cycle, strengthening risk management in selected operations, building risk management skills among its workforce, and enhancing risk management frameworks and tools.

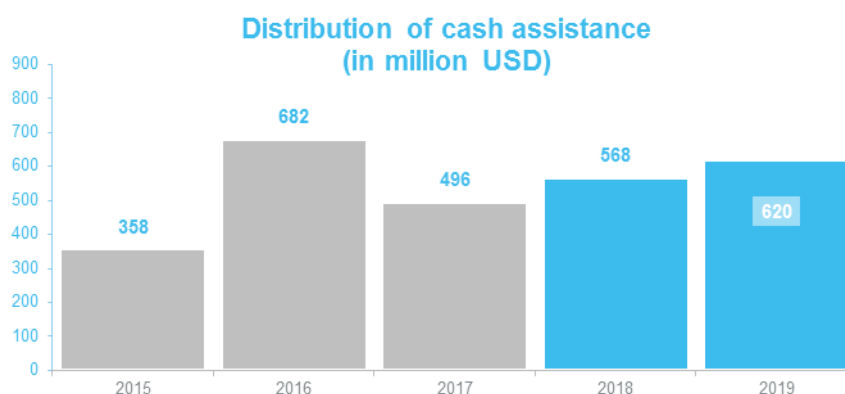
Programme performance for 2019

6.29 The following paragraphs present the highlights and key achievements against the performance indicators and planned results for UNHCR's programme in the United Nations in 2019. UNHCR's [Global Report 2019](#), which will contain full reporting on the achievement of UNHCR's global strategic objectives, including at the indicator level, will be made available in June 2020.

- Over the course of 2019, UNHCR and its partners responded to the needs of over 16.6 million displaced people affected by multiple simultaneous emergencies worldwide. Ahead of the monsoon season in Bangladesh, they raced to mitigate the risk of landslides and floods in the settlements of hundreds of thousands of Rohingya refugees, by strengthening shelter and infrastructure.
- Over 4 million Venezuelans have left their country to date, according to data from governments receiving them, making this among the world's biggest recent displacement crises. Over 750,000 asylum claims have been filed by Venezuelans worldwide, the majority in Latin American countries and the Caribbean. UNHCR stepped up its response and worked closely with host governments and partners, particularly the International Organization for Migration (IOM), to support a coordinated and comprehensive approach to address the situation. The Office supported States in improving reception conditions and coordinating assistance, including shelter and cash grants for the most vulnerable.
- The situation in the Democratic Republic of the Congo, with multiple conflicts affecting several parts of the country, led to an extraordinarily complex and challenging humanitarian situation. While the number of IDPs has continued to rise, the country also hosts over half a million refugees from neighbouring countries and continues to receive new arrivals from Burundi, the Central African Republic and South Sudan. In response, UNHCR and its partners provided protection and life-saving assistance to both refugees and IDPs and support to returnees.
- The situation in South Sudan and neighbouring countries escalated into a humanitarian emergency. Nearly 2 million people are displaced within the country, while there are now over 2 million South Sudanese refugees in the region, mainly in Ethiopia, Sudan and Uganda. Food insecurity and a lack of adequate education and health care presented challenges, particularly for women and children, who account for 83 per cent of the refugees. In addition to conducting needs assessments and providing assistance to the displaced, UNHCR worked with the South Sudanese authorities on measures to prevent statelessness.
- UNHCR used its early warning, risk monitoring analysis and preparedness system to review and oversee the levels of preparedness and capacity of country operations to respond to the emergencies. The Office also strengthened its Senior Corporate Emergency Roster to boost its leadership and coordination capacities. This allowed UNHCR to respond rapidly and effectively to requests for reinforcement, including in the context of cyclone Idai (Malawi, Mozambique and Zimbabwe), the IDP situations in Burkina Faso and the Democratic Republic of the Congo, and the refugee response in Costa Rica, Iraq and Niger. Core relief items worth over \$27 million were dispatched by UNHCR from seven strategically located global stockpiles, which ensured the Office had the capacity to respond to the needs of up to 600,000 displaced people around the world within 72 hours.

- The first Global Refugee Forum, which was held in December 2019, offered a unique opportunity to mobilize increased support for refugees and the countries and communities that host them, demonstrating solidarity and more equitable burden- and responsibility-sharing in practice. It brought together more than 3,000 participants from governments, international organizations, development partners, non-governmental organizations, the private sector, faith-based organizations, parliaments, cities, civil society, the academic community and sports organizations. In addition, more than 70 refugees from around the world participated in the Forum, underpinning the collective efforts of the international community. The results were promising, with over 1,000 pledges made in numerous areas such as job creation, education for refugee children, favourable refugee policies, resettlement places, clean energy, infrastructure and the long-term humanitarian-development needs of host communities. In addition, more than 400 examples of good practices were shared, demonstrating how the GCR, with the comprehensive approach that it supports, is already making a difference in the lives of refugees.
- At the Global Refugee Forum, the World Bank Group announced a new package of support under its International Development Association (IDA) 19, which will be implemented over the period of July 2020 to June 2023. This includes support for countries impacted by fragility, conflict, and violence, as well as for prevention and resilience-building activities in countries of origin. The World Bank Group is providing a further \$2.2 billion to the window for host communities and refugees, and \$2.5 billion to the private sector window, of which part will be dedicated to fragile States, including low-income refugee-hosting countries. The Inter-American Development Bank announced \$1 billion for a similar purpose. In 2019, UNHCR and the World Bank established a Joint Data Center on Forced Displacement in Copenhagen which aims to provide reliable, comparable and timely data to enhance decision-making by policymakers and partners.
- A high-level segment on statelessness took place during the seventieth session of UNHCR's Executive Committee in October 2019. This event, which marked the mid-way point of UNHCR's #IBelong campaign to end statelessness by 2024, resulted in 358 pledges made by States and partners towards the objectives of the campaign. In the lead up to this event, a series of regional preparatory meetings were convened in collaboration with regional organizations to allow States and other stakeholders to share good practices and discuss additional steps they could take to eradicate statelessness.
- UNHCR expanded its cash assistance programme to provide protection, assistance and services to persons of concern. This type of assistance helped the displaced meet a variety of needs, including access to food, water, healthcare and shelter. It was also used to support livelihoods and facilitate voluntary repatriation. Cash-based interventions lessened the likelihood that the displaced would resort to harmful coping strategies, such as survival sex, child labour and forced marriage. They also directly benefited local economies and contributed to peaceful coexistence with host communities. In 2019, UNHCR delivered some \$620 million* in cash assistance – mainly in the form of multi-purpose cash grants – to some 4 million of the most vulnerable persons of concern. As shown in figure 2 below, cash assistance has nearly doubled from the 2015 baseline and exceeds in-kind assistance and services.

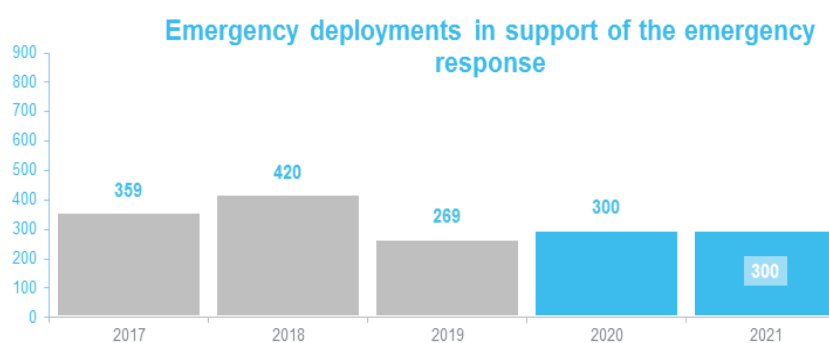
Figure 2.



*2019 figures are not yet final pending year-end final reports

- While working to ensure that refugees and asylum-seekers were treated fairly when seeking protection, some 8.8 million persons of concern were registered by the Office in 69 operations worldwide using biometric technology. This provides for a more efficient process, enables UNHCR and partners to better target assistance, reduces fraud and is key to ensuring protection and solutions. UNHCR continued to strengthen its identity management capability and expanded the coverage of its Population Registration and Identity Management Eco System (PRIMES), a suite of interoperable registration, identity management and case management tools and applications. PRIMES was rolled out to 83 operations by the end of 2019.
- This work is expected to contribute to the international protection of refugees and others of concern, as demonstrated by an increased number of appropriately trained staff (including partners) deployed to emergencies. Overall, the pace of deployments decreased in 2019 compared to 2018, likely linked to the stabilization of large-scale emergency operations such as those in Bangladesh and Uganda. As shown in figure 3 below, the Office facilitated a total of 269 deployments in 2019, compared to 420 in 2018. This included 167 deployments through UNHCR's emergency surge capacity and 102 external deployments by emergency standby partners. Operations that received the highest number of emergency deployments were Bangladesh, Burkina Faso, Colombia, the Democratic Republic of the Congo, Iraq, Mexico, Mozambique, Niger, Nigeria, South Africa, South Sudan and Zimbabwe. Deployments improved the emergency response and delivery of shelter, water, sanitation and hygiene assistance and health support to persons of concern in the emergency operations. In 2021, 170 UNHCR staff and 130 external deployments by emergency standby partners will be ready for deployment.

Figure 3.



B. Legislative mandates

The programme continues to be guided by all mandates entrusted to it. The following constitute the list of legislative mandates at the programme level:

General Assembly resolutions

| | |
|-------------|---|
| 319A (IV) | Refugees and stateless persons |
| 428 (V) | Statute of the Office of the United Nations High Commissioner for Refugees |
| 538B (VI) | Assistance and protection of refugees |
| 1166 (XII) | International assistance to refugees within the mandate of the United Nations High Commissioner for Refugees |
| 3274 (XXIX) | Question of the establishment, in accordance with the Convention on the Reduction of Statelessness, of a body to which persons claiming the benefit of the Convention may apply |
| 31/36 | Question of the establishment, in accordance with the Convention on the Reduction of Statelessness, of a body to which persons claiming the benefit of the Convention may apply |
| 58/153 | Implementing actions proposed by the United Nations High Commissioner for Refugees to strengthen the capacity of his Office to carry out its mandate |
| 70/1 | Transforming our world: the 2030 Agenda for Sustainable Development |
| 74/131 | Assistance to refugees, returnees and displaced persons in Africa |
| 74/130 | Office of the United Nations High Commissioner for Refugees |
| 70/165 | Protection of and assistance to internally displaced persons |

Conventions and conference declarations

- Convention relating to the Status of Refugees (1951) and its Protocol of 1967
- Convention relating to the Status of Stateless Persons (1954)
- Convention on the Reduction of Statelessness (1961)
- Organization of African Unity Convention governing the specific aspects of refugee problems in Africa (1969)
- Cartagena Declaration on Refugees (1984)
- Convention on the Rights of the Child (A/RES/44/25 (1989))
- San José Declaration on Refugees and Displaced Persons (1994)
- African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (2009)

C. Deliverables

6.33 The table below lists all cross-cutting deliverables related to UNHCR's programme in the United Nations, by category and subcategory, for the period 2019–2021.

Table 1

Output performance for the period 2019–2021, by category and subcategory

| <i>Deliverables</i> | <i>2019 plan</i> | <i>2019 actual</i> | <i>2020 plan</i> | <i>2021 plan</i> |
|---|----------------------|------------------------|----------------------|----------------------|
| A. Facilitation of the intergovernmental process and expert bodies: | | | | |
| Parliamentary documentation (Number of documents) | 16 | 16 | 16 | 16 |
| 1. Report of the United Nations High Commissioner for Refugees to the General Assembly | 1 | 1 | 1 | 1 |
| 2. Report of the Secretary-General to the General Assembly on assistance to refugees, returnees and displaced persons in Africa | 1 | 1 | 1 | 1 |
| 3. Report of the Executive Committee of the Programme of the High Commissioner to the General Assembly | 1 | 1 | 1 | 1 |
| 4. Annual note on international protection to the Executive Committee of the High Commissioner's Programme | 1 | 1 | 1 | 1 |
| 5. Documents related to oversight issues, including UNHCR inspection and evaluation activities to the Executive Committee of the High Commissioner's Programme | 7 | 7 | 7 | 7 |
| 6. Report to the General Assembly on the biennial programme budget of UNHCR | 1 | 1 | 1 | 1 |
| 7. Reports of the Standing Committee to the Executive Committee | 4 | 4 | 4 | 4 |
| Substantive services for meetings (Number of three-hour meetings) | 16 | 44 | 16 | 16 |
| 8. Meetings of the Executive Committee and Standing Committee | 15 | 27 | 15 | 15 |
| 9. Meetings of the Ad Hoc Committee of the General Assembly for the Announcement of Voluntary Contributions to the Programme of the United Nations High Commissioner for Refugees | 1 | 1 | 1 | 1 |
| 10. Global Refugee Forum and preparations | | 16 | 0 | 0 |
| Documentation services for meetings (Thousands of words) | 228 | 234 | 228 | 228 |
| 11. Editing in English and translation into French of Executive Committee and Standing Committee documents | 228 | 234 | 228 | 228 |
| B. Generation and transfer of knowledge: | | | | |
| Field and technical cooperation projects (Number of projects) | 6 | 6 | 6 | 6 |
| 12. Field annual projects in cooperation with implementing partners on: (a) promoting security from violence and exploitation; (b) supporting basic needs and essential services; (c) supporting community participation and self-management; (d) promoting a favourable protection environment; (e) promoting durable solutions; (f) promoting fair protection processes | 6 | 6 | 6 | 6 |

| Seminars, workshops, fellowships and training events (Number of days) | 60 | 60 | 66 | 60 |
|---|-----------|-----------|-----------|-----------|
| 13. Training courses for government and implementing partners on emergency response, refugee law, protection and operations management | 45 | 45 | 45 | 45 |
| 14. Seminars on priority programme areas for UNHCR implementing partners and government officials, including on the Global Compact on Refugees. | 15 | 15 | 15 | 21 |
| 15. Publications (Number of publications) | 6 | 6 | 6 | 6 |
| 16. Global Trends | 1 | 1 | 1 | 1 |
| 17. Policy papers on a range of protection-related themes | 5 | 5 | 5 | 5 |
| Technical materials (Number of materials) | 26 | 26 | 26 | 26 |
| 18. Documents and conference room papers for the Executive Committee and Standing Committee | 26 | 26 | 26 | 26 |

C. Substantive deliverables:

- **Consultation, advice and advocacy:** Assistance to governments on the establishment of national legal and administrative frameworks in line with protection standards.
- **Fact-finding, monitoring and investigation missions:** Fact-finding missions on programme priority areas and on durable solutions; and missions undertaken by senior management on protection issues relating to refugees and other persons of concern.
- **Humanitarian assistance missions:** Missions undertaken by senior management on issues relating to basic services and assistance provided to refugees and other persons of concern.
- **Direct service delivery:** Biometric registration provided for some 10 million individuals across 75 country operations; cash assistance amounting to \$588 million will be delivered to persons of concern across all operations; refugee housing units provided for some 250,000 persons of concern in at least 40 countries; 1.9 million children enrolled in primary education, 182,900 students enrolled in lower and upper secondary education and 12,800 students to receive tertiary education scholarships; out of 1.44 million people in need of resettlement (representing 7 per cent of the global refugee population), some 70,000 refugees to be resettled through UNHCR; access to a sustainable source of electricity provided to 2.5 million persons of concern.

D. Communications deliverables:

- **Outreach programmes, special events and information materials:** Special annual events: (a) Annual consultations with NGOs; (b) High Commissioner's Dialogue on Protection Challenges; (c) World Refugee Day; (d) Nansen Refugee Award ceremony
- **External and media relations:** Press conferences and briefings on the work of UNHCR and situations relating to refugees and other persons of concern; and press campaigns on protection-related themes and issues.
- **Digital platforms and multimedia content:** Updating of the UNHCR website on the work of UNHCR and issues relating to refugees and other persons of concern; publications and public information updates on the work of UNHCR and issues relating to refugees and other persons of concern on social networks; updating of UNHCR's online protection and research tool, Refworld.

Annex II

Draft decision

The Standing Committee,

Takes note of part VI, section 25, programme 21: International protection, durable solutions and assistance to refugees of the United Nations proposed programme budget for 2021.
