

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

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**Standing Committee**  
Eighty-ninth meeting

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**UNHCR programme in the United Nations  
proposed framework for 2025**

*Summary*

This paper presents UNHCR's draft programme (contained in annex I) in the Secretary-General's proposed programme budget for 2025. 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 2025 (see annex I) to the Programme Planning and Budget Division of the United Nations Secretariat. In March 2024, the document will be issued under symbol A/79/6 (Sect.25), for subsequent review by the advisory bodies and approval by 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 in May 2024. Following this, the Committee for Programme and Coordination 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 during its session in June 2024. The Fifth Committee of the General Assembly will then consider the budget proposals in the final quarter of 2024.
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 2025 and, through the decision contained in annex II, take note of it.

# **ADVANCE COPY**

## **Extract**

### **Seventy-ninth session**

Items 139 and 140 of the preliminary list\*

### **Proposed programme budget for 2025**

#### **Programme planning**

### **Proposed programme budget for 2025**

#### **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**

\* A/79/6.

## **Proposed programme plan for 2025 and programme performance in 2023\*\***

### **Overall orientation**

#### **Mandates and background**

- 25.1 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 the search for solutions to their plight. Its mandate derives from relevant General Assembly resolutions and decisions, including resolutions [319 A \(IV\)](#), by which the Assembly established the Office, and [428 \(V\)](#), which sets out its statute. In addition, the international legal basis for the protection of refugees finds its principal expression in the Convention relating to the Status of Refugees of 1951 and the Protocol relating to the Status of Refugees of 1967. UNHCR also has responsibilities for stateless persons pursuant to paragraph 6 (A) (ii) of its statute and article I (A) (2) of the 1951 Convention with regard to refugees who are stateless, as well as to various Assembly resolutions, including resolutions [3274 \(XXIX\)](#) and [31/36](#) in relation to the Convention relating to the Status of Stateless Persons of 1954 and the Convention on the Reduction of Statelessness of 1961. Over the years, the mandate of UNHCR has been extended to other groups through various Assembly resolutions. UNHCR provides protection and assistance to internally displaced persons, working in cooperation with the Under-Secretary-General for Humanitarian Affairs and 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.

#### **Programme of work**

##### **International protection, durable solutions and assistance to refugees**

###### **Objective**

- 25.2 The objective, to which this programme contributes, is to ensure international protection for refugees and other persons of concern and to achieve durable solutions to their plight, in cooperation with States and other organizations, without discrimination.

##### **Strategy and external factors for 2025**

- 25.3 To contribute to the objective, UNHCR will, in close cooperation with national and local authorities, partners in the United Nations system, non-governmental organizations, the private sector, academia, persons of concern and other relevant stakeholders:
- (a) Advocate adherence by States to relevant international and regional instruments, including the refugee and statelessness conventions;
  - (b) Swiftly respond to new humanitarian crises, including in conflict-affected areas, by providing humanitarian assistance, such as cash-based assistance, core relief items and shelter materials, as well as by monitoring and addressing protection risks and needs;
  - (c) Advance work towards the attainment of durable solutions to displacement by influencing broader development agendas, and advocate and support measures that foster inclusion, including on educational opportunities, and access to formal economies and the labour market
  - (d) Support implementation of the Global Compact on Refugees,<sup>1</sup> advocate greater financial support for refugee host countries and communities, follow up on pledges made at the 2023

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<sup>1</sup> See <https://www.unhcr.org/indicator-report-2023>.

- Global Refugee Forum<sup>2</sup> and redouble efforts to expand international cooperation and burden- and responsibility-sharing;
- (e) Promote adequate and proper reception conditions for asylum-seekers and provide effective assistance, focusing on women and children and the needs of the most vulnerable;
  - (f) Raise awareness of protection principles and refugee law, and provide training for government officials and partners;
  - (g) Enhance protection and assistance for internally displaced persons under the Inter-Agency Standing Committee coordination system, in line with relevant General Assembly resolutions, including 76/167;
  - (h) Advocate the prevention and reduction of statelessness, and the protection of stateless persons, including by promoting accession to the relevant international instruments to facilitate the acquisition or confirmation of nationality by stateless persons.
  - (i) Analyse risk factors in humanitarian crises and maintain preparedness to respond to emergencies with agility
- 25.4 By promoting inclusive and comprehensive approaches, UNHCR will contribute to the relevant goals contained in the 2030 Agenda for Sustainable Development, ensuring that refugees and other persons of concern are not left behind in development processes (A/AC.96/74/5\*, para. 54 and table I.16).
- 25.5 The above-mentioned work is expected to result in:
- (a) Significant advances in the response to refugee situations through more predictable and equitable burden-and responsibility-sharing and through a multi-stakeholder approach, consistent with the Global Compact on Refugees;
  - (b) Strengthened national asylum systems that are compliant with international legal standards;
  - (c) Advancement of solutions for forcibly displaced people, fostered by inclusion and through safe and sustainable returns when possible;
  - (d) Reinforced solutions for stateless people, resulting in previously stateless individuals acquiring or confirming nationality;
  - (e) Improved access to protection and assistance for refugees and asylum-seekers through registration.
- 25.6 With regard to external factors, the plan for 2025 is based on the following assumptions:
- (a) Security conditions shall allow UNHCR to carry out its programmes;
  - (b) Humanitarian access will be granted in most countries, enabling UNHCR to respond to urgent protection and assistance needs;
  - (c) States and the international community at large will remain committed to contributing to and supporting implementation of the Global Compact on Refugees, including pledges made at the Global Refugee Forum;
  - (d) Asylum space and policies will not further restrict admissions in some countries;
  - (e) Voluntary funding from donors will match the budgeted needs to respond effectively and adequately to situations of forced displacement and stateless;
- 25.7 UNHCR introduced preventive and preparedness measures to minimize the impacts of climate change on displaced people and to enhance their resilience. Strengthened partnerships with local actors, regional organizations, organizations led by displaced and stateless people, development

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<sup>2</sup> See <https://www.unhcr.org/global-refugee-forum-2023>.

actors and international financial institutions aim to advance the localization agenda and the inclusion of displaced populations in United Nations programmes and in national humanitarian and development policies and plans. UNHCR's efforts to ensure accountability to affected people will continue through multi-channel feedback and response mechanisms, designed in consultation with displaced and stateless people. UNHCR and partners will support measures that have a significant effect on the socioeconomic inclusion of displaced people.<sup>3</sup> The Office will continue investing in private sector partnerships, including to secure strategic long-term support.

- 25.8 The streamlining of UNHCR's work in the context of the United Nations Sustainable Development Cooperation Framework and United Nations joint programmes aims to improve efficiency in programming. In 2023, 67 per cent of development framework plans in refugee-hosting countries were inclusive of refugees. UNHCR is committed to cooperating closely with Resident Coordinators and Humanitarian Coordinators to ensure that overarching protection and solutions strategies remain inclusive. UNHCR will actively engage in relevant United Nations forums, including the Inter-Agency Standing Committee and the United Nations System Chief Executives Board for Coordination. Through its Institutional Plan on Solutions to Internal Displacement,<sup>4</sup> UNHCR will step up its engagement in situations of internal displacement and in close coordination with the Office of the Special Advisor on Solutions to Internal Displacement.
- 25.9 UNHCR integrates a gender perspective in its operational activities, deliverables and results, as appropriate. UNHCR will remain fully committed to a non-discriminatory approach. In carrying out its work, UNHCR takes into account age, gender and other characteristics of the people it serves in order to ensure that the Office is accountable to affected people and that its programme addresses diverse needs. UNHCR will strive to strengthen gender equality as well as its activities aimed at preventing, mitigating and responding to gender-based violence, and violence against children, including sexual violence. It will ensure that survivors have access to health care, psychosocial support, safe shelter and legal aid, while strengthening community engagement and prioritizing awareness-raising activities.
- 25.10 In line with the United Nations Disability Inclusion Strategy, UNHCR will work with a global network of forcibly displaced and stateless people who are living with disabilities in collaboration with relevant organizations. UNHCR will advocate that their disability considerations be taken into account in the context of international protection and promote their equal access to social protection schemes.

### **Evaluation activities**

- 25.11 The following completed evaluations have guided the proposed programme plan for 2025:
- (a) UNHCR engagement with humanitarian-development cooperation
  - (b) Evaluation of the UNHCR age, gender and diversity policy
  - (c) UNHCR engagement in situations of internal displacement
  - (d) Evaluations of UNHCR emergency responses in various countries
  - (e) Evaluation of strategies of various countries
- 25.12 In response to the results of the relevant evaluations referenced above, UNHCR has embedded key learning outcomes in its engagement in situations of internal displacement. Country strategy evaluations directly fed into the development of multi-year strategies in a number of countries. Findings across the evaluations are influencing organizational efforts in several areas, including results-based-management, the development of workforce learning materials, and communications with affected populations and advocacy. UNHCR will continue to play a key role in the United Nations Evaluation Group, supporting the development of additional norms and standards for evaluation and further professionalization of the function across the system.

<sup>3</sup> See <https://www.unhcr.org/media/global-survey-livelihoods-and-economic-inclusion-report-december-2023>.

<sup>4</sup> See <https://www.unhcr.org/media/66130>.

- 25.13 The following evaluations are planned for 2025:
- (a) Prevention and response to gender-based violence
  - (b) Climate action
  - (c) Economic inclusion for urban refugees
  - (d) Evaluations of UNHCR emergency responses
  - (e) Evaluation of strategies of selected countries

### **Programme performance in 2023**

#### **Increased commitment to respond to humanitarian crises.**

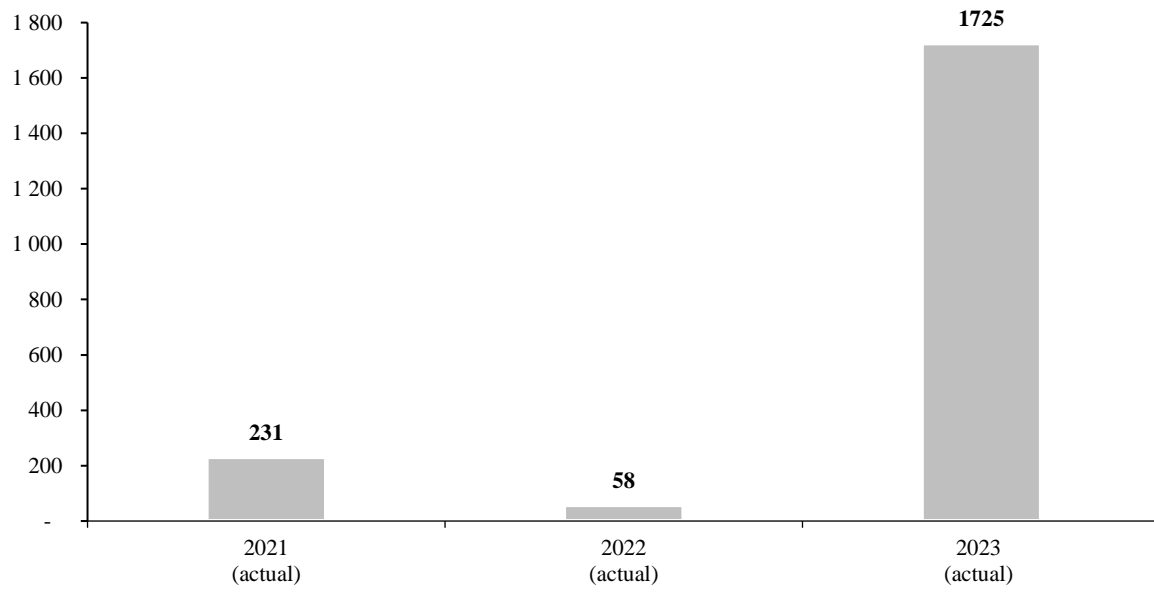
- 25.14 The second Global Refugee Forum took place in December 2023. As the world's largest international gathering on refugees, it was designed to support the practical implementation of the objectives set out in the Global Compact on Refugees. It was co-hosted by the Government of Switzerland and UNHCR, and co-convened by UNHCR and the governments of Colombia, France, Japan, Jordan and Uganda. Over 4,000 participants from 168 countries attended, including over 300 refugee delegates. The Forum saw over 1,600 pledges made to support refugees and their host communities, including 43 multi-partner commitments led by governments. These will build on the significant progress already made and advance burden- and responsibility-sharing, in line with the Global Compact on Refugees. UNHCR also facilitated the matching of pledges made at the first Global Refugee Forum in 2019 by host countries with those made by donors and other actors, with a view to enable the financial, material and technical assistance required for implementation. UNHCR convened quarterly informal briefings to discuss progress towards implementation of the Global Compact on Refugees and related pledges, initiatives and global events. In the run-up to the second Global Refugee Forum, UNHCR also held briefings to update stakeholders on the plans for the Forum. UNHCR maintained and supported the Global Compact on Refugees digital platform,<sup>5</sup> including the pledges dashboard.

- 25.15 Progress towards the objective is presented in the performance measure below (see figure 25.I).

Figure 25.I

**Performance measure: Number of pledges and contributions to respond to the needs (annual)**

<sup>5</sup> See <https://globalcompactrefugees.org/about/global-refugee-forum>.





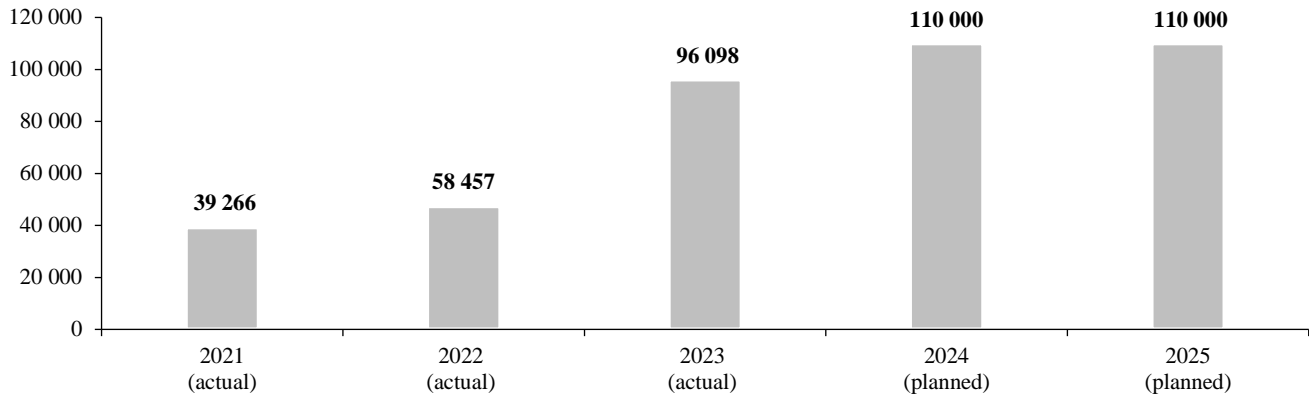
## **Planned results for 2025**

### **Result 1: Solutions through resettlement provided for refugees at risk**

#### **Programme performance in 2023 and target for 2025**

- 25.16 The programme's work contributed to more than 96,000 refugees departing for resettlement, a 64 per cent increase compared to 2022, which did not meet the planned target of 100,000 resettled refugees. The target was not met owing to multiple factors, including over-stretched capacity and logistical limitations, as well as changed priorities among resettlement States.
- 25.17 Progress towards the objective and the target for 2025 are presented in the performance measure below (see figure 25.II).

Figure 25.II  
**Performance measure: Number of resettled refugees <sup>a</sup>**



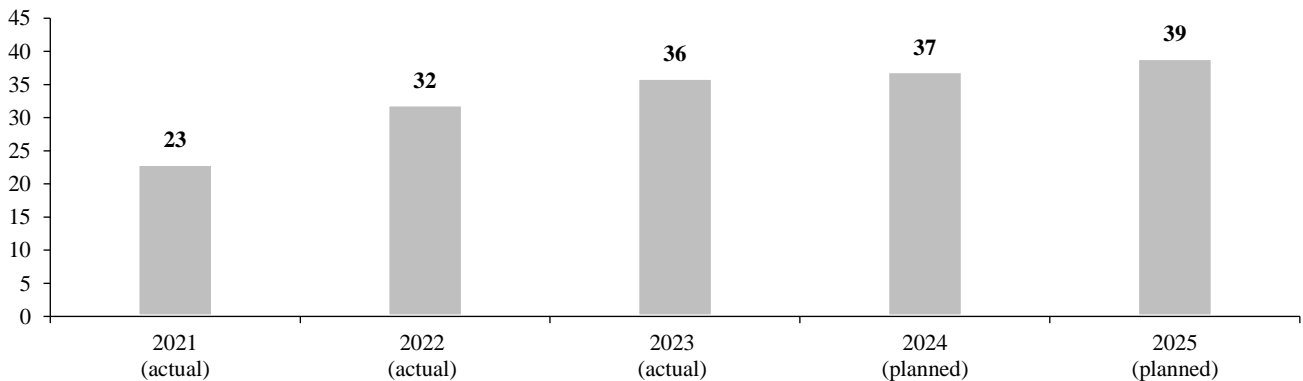
<sup>a</sup> The target relates to the number of refugees who depart for resettlement to third countries through UNHCR-facilitated assistance

**Result 2: Enhanced inclusion of displaced people through digital cash payments**

**Programme performance in 2023 and target for 2025**

- 25.18 The programme’s work contributed to 36 per cent of people receiving cash assistance through their own bank or mobile money accounts, which exceeded the planned target of 35 per cent.
- 25.19 Progress towards the objective and the target for 2025 are presented in the performance measure below (see figure 25.III).

Figure 25.III  
**Performance measure: percentage of forcibly displaced who are recipients of cash assistance through their own bank or mobile money accounts (annual)**



**Result 3: Broader alliances implement regional refugee response plans**

**Proposed programme plan for 2025**

- 25.20 Refugee response plans align with national strategies and support host governments to plan and coordinate refugee response in multiple contexts. In line with the Global Compact on Refugees, the plans pursue a “whole-of-society” approach and reflect the robust engagement of diverse partners. UNHCR coordinated between 5 and 8 regional refugee response plans per year between 2016 and 2023, involving more than 7,000 partners in a total of 72 refugee-hosting countries.

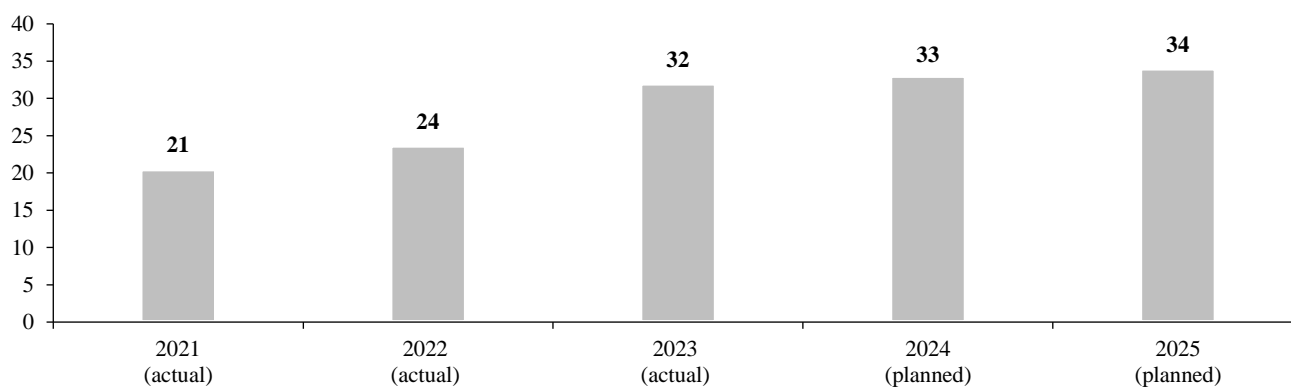
*Lessons learned and planned change*

- 25.21 The main lesson learned for the programme was that a range of local, national and international operational partners, including local and national non-governmental organizations, faith-based organizations, refugee-led and women-led organizations, as well as host communities participating in regional refugee response plans can help ensure a more comprehensive response to refugee situations. This approach will help establish closer links between communities and national coordination fora in the future. In applying this lesson, the programme will work to expand the number of community-based and local organizations, ensuring that they can contribute to and benefit from the coordination, advocacy and resource mobilization resulting from the regional refugee response plans. The programme will facilitate and support the development of localized responses and actions, with an emphasis on partnerships with local communities.

- 25.22 Expected progress towards the objective is presented in the performance measure below (see figure 25.III)

Figure 25.III

**Performance measure: Percentage of local and national operational partners in the refugee response plans\***



\* The figures for 2024 and 2025 are preliminary.

## Legislative mandates

25.23 The list below provides all mandates entrusted to the Office.

### *General Assembly resolutions*

319 A (IV)	Refugees and stateless persons	50/152; 73/151;	Office of the United Nations High Commissioner for Refugees
428 (V)	Statute of the Office of the United Nations High Commissioner for Refugees	75/163; 76/143 77/198; 78/184	
538 B (VI)	Assistance and protection of refugees	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
1166 (XII)	International assistance to refugees within the mandate of the United Nations High Commissioner for Refugees		
46/108; 78/185	Assistance to refugees, returnees and displaced persons in Africa	70/1 78/205	Transforming our world: the 2030 Agenda for Sustainable Development Protection of and assistance to internally displaced persons

### *Conventions and conference declarations*

Convention relating to the Status of Refugees, of 1951, and Protocol relating to the Status of Refugees, of 1967	Cartagena Declaration on Refugees, 1984
Convention relating to the Status of Stateless Persons, 1954	Convention on the Rights of the Child, 1989
Convention on the Reduction of Statelessness, 1961	San José Declaration on Refugees and Displaced Persons, 1994
Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa, 1969	African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa, 2009

## Deliverables

25.24 Table 25.1 lists all deliverables of UNHCR.

Table 25.1

### Deliverables for the period 2023–2025, by category and subcategory

<i>Category and subcategory</i>	<i>2023 planned</i>	<i>2023 actual</i>	<i>2024 planned</i>	<i>2025 planned</i>
<b>A. Facilitation of the intergovernmental process and expert bodies</b>				
<b>Parliamentary documentation</b> (number of documents)	<b>36</b>	<b>43</b>	<b>35</b>	<b>34</b>
1. Reports of the United Nations High Commissioner for Refugees to the General Assembly	1	2	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 United Nations High Commissioner for Refugees to the General Assembly	1	1	1	1
4. Annual note on international protection to the Executive Committee of the Programme of the High Commissioner	1	1	1	1
5. Documents related to oversight issues, including UNHCR inspection and evaluation activities, submitted to the Executive Committee of the Programme of the High Commissioner	7	7	7	7
6. Reports of the Standing Committee to the Executive Committee	4	3	3	3
7. Report to the General Assembly on the annual programme budget of the Office of the United Nations High Commissioner for Refugees	1	1	1	1
8. Documents and conference room papers for the Executive Committee and the Standing Committee	20	27	20	19
<b>Substantive services for meetings</b> (number of three-hour meetings)	<b>35</b>	<b>41</b>	<b>28</b>	<b>30</b>
Meetings of:				
9. The Advisory Committee on Administrative and Budgetary Questions	2	2	2	2
10. The Fifth Committee	1	1	1	1
11. The Committee for Programme and Coordination	1	1	1	1
12. The Executive Committee and Standing Committee	26	26	23	25
13. 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
14. The Global Refugee Forum	4	10	–	–
<b>Documentation services for meetings</b> (thousands of words)	<b>200</b>	<b>200</b>	<b>200</b>	<b>200</b>
15. Executive Committee and Standing Committee documents	200	200	200	200
<b>B. Generation and transfer of knowledge</b>				
<b>Field and technical cooperation projects</b> (number of projects)	<b>9</b>	<b>9</b>	<b>9</b>	<b>9</b>
16. On attaining a favourable protection environment, realizing rights in safe environments, empowering communities and securing solutions such as voluntary repatriation, local integration and resettlement	9	9	9	9
<b>Seminars, workshops and training events</b> (number of days)	<b>60</b>	<b>62</b>	<b>60</b>	<b>60</b>
17. Training courses for government and implementing partners on emergency management, refugee law, protection and operations management	45	45	45	45
18. Seminars on programme areas for UNHCR implementing partners and government officials, including on the Global Compact on Refugees	15	17	15	15
<b>Publications</b> (number of publications)	<b>9</b>	<b>24</b>	<b>32</b>	<b>22</b>

Category and subcategory	2023 planned	2023 actual	2024 planned	2025 planned
19. Midyear and year-end trends of global forced displacement (formerly the Statistical Yearbook)	2	2	2	2
20. Publications on a range of protection-related themes	7	22	30	20
<b>Fact-finding, monitoring and investigation missions</b> (number of missions)	<b>45</b>	<b>45</b>	<b>44</b>	<b>44</b>
21. Monitoring missions on the implementation of the programme	40	40	40	40
22. Investigations related to cases accepted by the Inspector General's Office	5	5	4	4
<b>Humanitarian assistance missions</b> (number of missions)	<b>50</b>	<b>143</b>	<b>75</b>	<b>130</b>
23. Humanitarian assistance missions undertaken by the UNHCR senior executive team	50	143	75	130

#### C. Substantive deliverables

**Consultation, advice and advocacy:** consultation and advice to Member States on the establishment of national legal and administrative frameworks in line with protection standards; dialogues and consultations with partners, non-governmental organizations, the private sector and Governments.

**Direct service delivery:** biometric registration for some 27 million refugees and asylum-seekers; cash assistance for some 10 million people across operations; the provision of shelter-related relief items for at least 500,000 people; protection services for approximately 13 million people; legal aid to facilitate acquiring of nationality or having it confirmed; essential health-care services for displaced people and comprehensive health care for women and girls; and at least 70 per cent of UNHCR operations have complaint and feedback mechanisms in place.

#### D. Communication deliverables

**Outreach programmes, special events and information materials:** Global communications milestones such as World Refugee Day that advocate for the rights of millions of refugees and displaced people to seek safety.; the Nansen Refugee Award, an annual event recognizing individuals and organizations for their outstanding work for displaced and stateless people; UNHCR's global campaign to end statelessness; communications on thematic priorities such as solutions, climate action, solidarity, and inclusion.

**External and media relations:** expand media and communications partnerships and media coverage on key thematic areas, such as emergencies, climate action and the right to seek safety. Increase awareness and resources raised through over 90 global, regional and national Goodwill Ambassadors and High-Profile Supporters.

**Digital platforms and multimedia content:** Produce at least 30 stories that are co-led or co-produced with refugees, internally displaced people, and stateless people for UNHCR global communications platforms; Increase in the number of visitors to the UNHCR global website and core sites; Increase the community growth and engagement in UNHCR social media platforms.

**Annex II**

**Draft decision on the UNHCR draft programme  
in the Secretary-General's proposed programme budget for 2025**

*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 2025.*

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