

# GLOBAL APPEAL

2025



**IMPACT, FOCUS, OUTCOME  
AND ENABLING AREAS**



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This Global Appeal presents UNHCR's expectations, priorities and budgeted activities for 2025. It is intended to be read by current and future donors and anyone else with an interest or a stake in UNHCR's work. This Appeal and more – including summaries of 13 displacement [situations](#), detailed plans for more than 50 of UNHCR's [country operations](#), and detailed breakdowns of [funding](#) and [expenditure](#) – can be found on UNHCR's [Global Focus website](#).



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## Impact Area 1 | Protect

Howyda Tegama, a refugee from Sudan, registers with UNHCR Egypt in Cairo 14 months after a civil war broke out in Sudan. Howyda fled to Egypt in July 2023 along with thousands of other refugees, leaving everything behind.

© UNHCR/Pedro Costa Gomes

## Attaining favourable protection environments

This Impact Area aims to measure intended changes in the enjoyment of rights for forcibly displaced and stateless persons as a result of increasingly favourable protection conditions, including due to changes in law and policy in areas such as access to asylum, registration, status determination, documentation, human rights and provision of international protection.

### Core impact indicators

- Proportion of people seeking international protection who are able to access asylum procedures
- Proportion of people who are able to move freely within the country of habitual residence
- Number of persons who are reported refouled

The protection of people who are forcibly displaced or stateless is at the core of UNHCR's mandate. UNHCR will pursue its work to uphold their basic human rights and ensure that they are not returned to a country where they may face danger or persecution. In 2024 to date, for example, over 3 million people have been individually registered, 1.2 million supported with their civil, identity or legal status, and over 500,000 received legal assistance.

Through advocacy and collaboration with affected communities and based on a strategic use of protection data and evidence, UNHCR will mobilize all stakeholders to contribute to a favourable protection environment, including access to territory and asylum, documentation, and the full enjoyment of rights – regardless of age, gender, or diversity.

Between 2022 and 2023, the situation of people seeking international protection who were able to

access asylum procedures improved in 24% of reporting countries, and stayed at similar levels in 47%, a significant achievement. UNHCR’s efforts to maintain access to asylum remain critical in 2025, especially since, in one third of the countries reporting, access to asylum has deteriorated due to conflicts or restrictions in policy. This included Sudan and countries in regions such as the Middle East and North Africa, West and Central Africa, and the Americas.

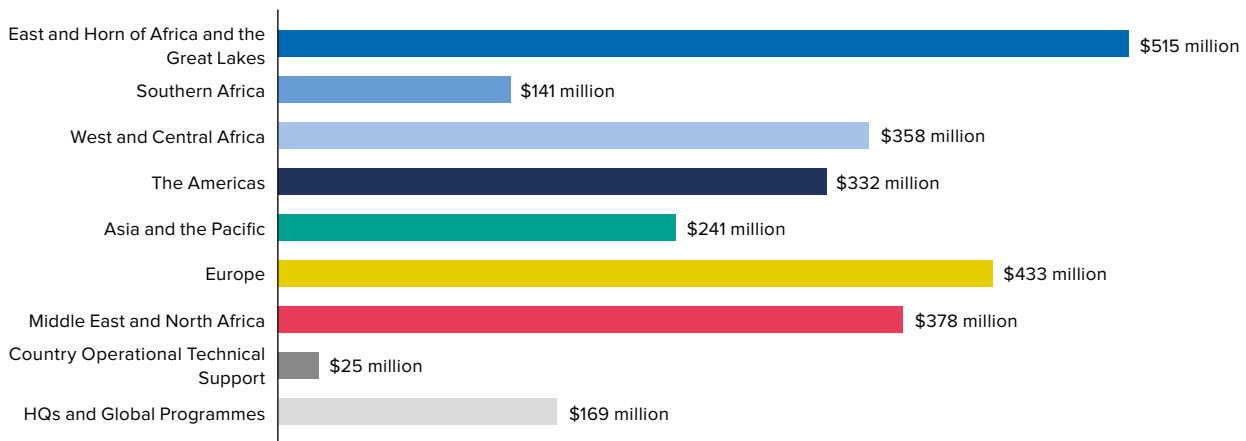
Most countries saw no change from 2022 to 2023 in the proportion of refugees and asylum seekers who enjoyed freedom of movement. More needs to be done within countries of residence to prevent

prolonged detentions and movement restrictions that compromise the rights and well-being of displaced people, often placing them in vulnerable and inadequate conditions without proper procedural safeguards.

The number of reported refoulements decreased by 12% in 2023 to 92,200, with Europe and the Middle East and North Africa being the source of 95% of reported refoulement cases. However, this figure is likely underreported, as in many contexts, UNHCR lacks comprehensive information on the issue. In addition, large scale returns in adverse circumstances took place from Pakistan to Afghanistan and from Sudan to South Sudan.

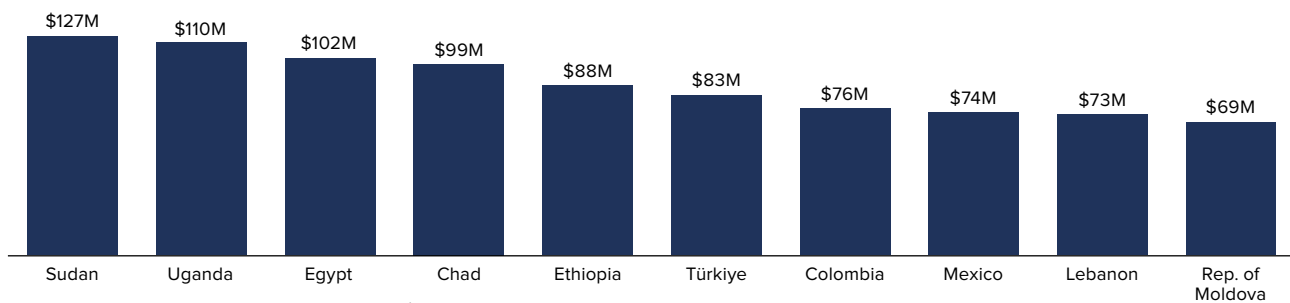
### GLOBAL NEEDS FOR IMPACT AREA "PROTECT"

\$2.591 billion | -3% vs 2024 current budget



### TOP TEN BUDGETS BY OPERATION FOR IMPACT AREA "PROTECT"

These ten country operations account for 35% of the global needs for IA1.



Other country operations, HQs and Global Programmes = \$1.689 billion.

For more information, see in particular the following sections in this Global Appeal

- [Funding UNHCR's programmes](#)
- Focus Areas on [Accountability to affected people](#); [Internal displacement](#); [Statelessness](#)
- Outcome Areas [1](#); [2](#); [3](#); [5](#); [7](#)
- See Core output indicator reporting for key achievements to date in 2024 for Attaining favourable protection environments.



## Impact Area 2 | Respond

UNHCR and partners provide support for Syrian and Lebanese people at the Joussieh border crossing in the Governorate of Homs in the Syrian Arab Republic, after intense Israeli airstrikes in Lebanon caused hundreds of thousands to flee.

© UNHCR/Ayham Al Kady

## Realizing rights in safe environments

This Impact Area aims to measure intended changes in the well-being of forcibly displaced and stateless persons due to shifts in access, quality and coverage of basic services, particularly in humanitarian and emergency settings, irrespective of whether these needs are met through humanitarian assistance, the inclusion into national service delivery or other means.

### Core impact indicators

- Proportion of people living below the national poverty line
- Proportion of people residing in physically safe and secure settlements with access to basic facilities
- Proportion of people with access to health services

The number of forcibly displaced people has increased by more than 70% between 2018 and 2024, passing 120 million, the highest in UNHCR's history. In 2023 alone, UNHCR declared 43 emergencies in 29 countries, with significant displacements in Africa, the Americas and Europe. The escalating number of humanitarian crises due to conflicts and natural disasters requires prompt and effective responses.

UNHCR delivers rapid, effective emergency responses by providing life-saving protection and assistance while also promoting sustainable programmes that foster self-reliance for displaced and stateless people. Beyond addressing immediate needs – such as food, shelter, water, sanitation, education, energy, health care, and livelihood opportunities – UNHCR's support focuses on building resilience and facilitating the inclusion of displaced and stateless individuals into national systems and labour markets.

The limited data available tends to show refugee populations experiencing higher poverty rates than the nationals. Enabling refugees' access to the formal labour market and expanding direct transfers to refugee households during crises help to redress the disproportionate impacts of poverty on refugee households. This approach also prepares them for eventual return or other durable solutions.

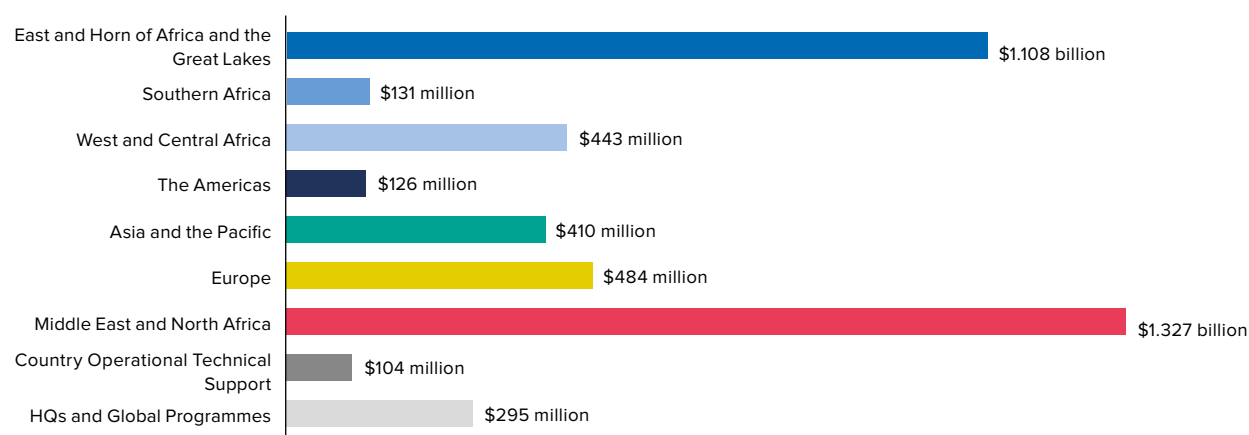
Noting these objectives, among the 72 countries reporting in both 2022 and 2023, the proportion of refugees and asylum-seekers residing in physically safe and secure settlements with access to basic facilities was unchanged in 43% of those countries. The situation improved in 24% of countries but deteriorated in 33%. For 20 IDP operations, the situation remained unchanged in 30% of countries and deteriorated in 40%.

These trends highlight that despite efforts to improve the conditions of refugees and IDPs, sustainable progress has been limited by protracted crises, escalating conflicts, and insufficient humanitarian funding. This underscores the urgent need for intensified efforts and increased support in 2025 to address the growing gaps in safety, stability, and basic service access for displaced populations globally.

Among the 91 countries reporting in both 2022 and 2023, the proportion of refugees and asylum-seekers with access to health services increased in 38% of them, remained unchanged in 32%, and declined in 30%. This highlights the complex interplay of new emergencies and conflict and their impact on access to health services, as well as the need to sustain efforts to address access challenges and barriers beyond emergencies.

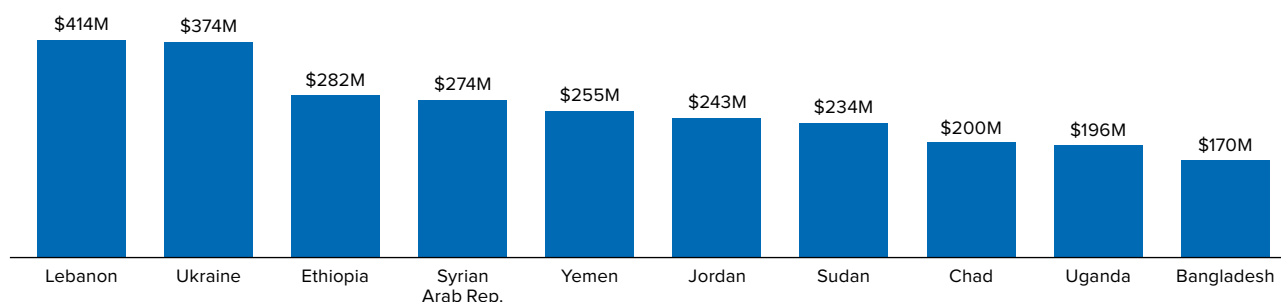
### GLOBAL NEEDS FOR IMPACT AREA "RESPOND"

\$4.427 billion | -12% vs 2024 current budget



### TOP TEN BUDGETS BY OPERATION FOR IMPACT AREA "RESPOND"

These ten country operations account for 60% of the global needs for IA2.



Other country operations, HQs and Global Programmes = \$1.786 billion.

For more information, see in particular the following sections in this Global Appeal

- [Funding UNHCR's programmes](#)
- Focus Areas on [Climate action](#); [Internal displacement](#)
- Outcome Areas [8](#); [9](#); [10](#); [12](#); [13](#)
- Core output indicator reporting for key achievements to date in 2024 for Realizing rights in safe environments



## Impact Area 3 | Empower

Farida, a mother-of-seven who lives in Kala Gerd village Afghanistan's Herat province, collects her first honey harvest. She is one of 50 men and women trained as beekeepers in a livelihood programme run by UNHCR and its partner, the Women's Activities and Social Services Association.

© UNHCR/Caroline Gluck

## Empowering communities and achieving gender equality

This Impact Area aims to measure intended changes in protection and solutions for forcibly displaced and stateless persons as a result of community empowerment, strengthened gender equality and increased livelihood opportunities.

Empowering forcibly displaced and stateless people means providing them with the tools, opportunities and support that they need to fully employ their strengths and skills to improve their resilience during adversities, such as conflict or disasters, and rebuild their lives with dignity and independence. It involves access to education, skills training, and livelihoods that enable them to contribute economically and socially to their host communities and sustain their return or new lives in third countries.

### Core impact indicators

- Proportion of people who have the right to decent work
- Proportion of children and young people enrolled in primary education

Empowerment also means ensuring that the voices of displaced and stateless people of all ages, genders, and diverse characteristics are heard in decision-making processes on all aspects that affect their lives, ensuring inclusive programmes, and working to avoid marginalization stemming from power imbalance, gender inequality, or other forms of discrimination. Through these efforts, displaced individuals can transition from surviving to thriving, becoming active participants in shaping their lives while in displacement and in their pathways towards solutions.

UNHCR will also invest in nurturing the agency and participation of displaced and stateless people, including through flexible support and by partnering with refugee-led, IDP-led and stateless-led organizations, with particular attention to those led by women. UNHCR will also continue to invest in two-way communication, interaction and channels for feedback and response mechanisms through innovative systems that leverage people's agency



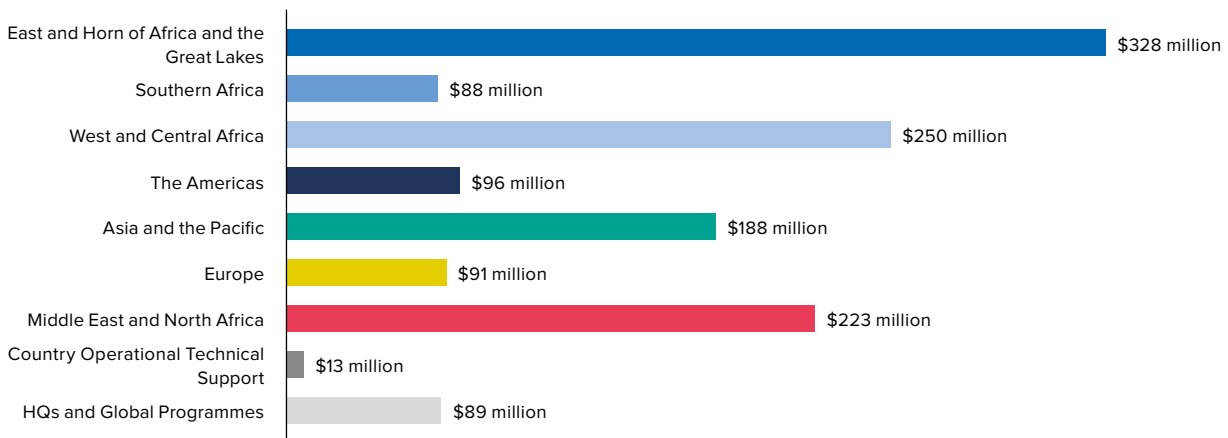
and ownership of their information and data, notably the Digital Gateway. In 2024 to date, 2.3 million people have used UNHCR-supported feedback and response mechanisms to voice needs, concerns and feedback. As global displacement challenges grow, it is essential to further strengthen and expand robust feedback systems in 2025 and beyond to ensure timely, responsive support that truly addresses the evolving needs of affected populations.

Noting these objectives, among the 43 countries reporting in both 2022 and 2023, the proportion of refugees and asylum-seekers with an account at a bank, other financial institution, or a mobile money

service provider improved in 53% of the countries, remained unchanged in 19%, and declined in 28%. Among the 41 countries reporting in both 2022 and 2023, the proportion of unemployed refugees and asylum-seekers declined in 59% of the countries, remained unchanged in 22%, and increased in 20%. Against both the indicators, a significant overall global improvement can be discerned. This progress is essential to enable forcibly displaced people to achieve economic resilience and self-reliance. Without expanded support for livelihoods and employment, these communities risk remaining trapped in cycles of dependency and poverty, unable to contribute to the society and prosper.

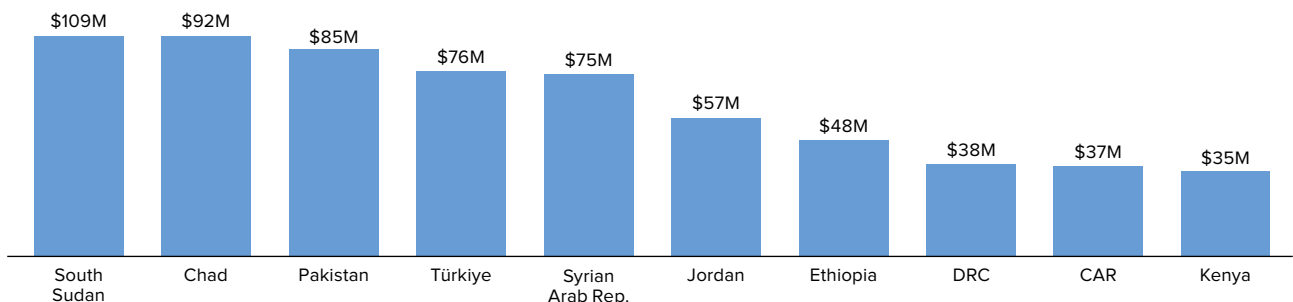
### GLOBAL NEEDS FOR IMPACT AREA "EMPOWER"

\$1.365 billion | -1% vs 2024 current budget



### TOP TEN BUDGETS BY OPERATION FOR IMPACT AREA "EMPOWER"

These ten country operations account for 48% of the global needs for IA3.



Other country operations, HQs and Global Programmes = \$712 million. | DRC: The Democratic Republic of the Congo | CAR: The Central African Republic

For more information, see in particular the following sections in this Global Appeal

- [Funding UNHCR's programmes](#)
- Focus Areas on [Accountability to affected people](#); [Statelessness](#); [Working with development actors](#)
- Outcome Areas [1](#); [4](#); [5](#); [7](#); [11](#); [13](#)
- Core output indicator reporting for key achievements to date in 2024 for Empowering communities and achieving gender equality



## Impact Area 4 | Solve

After 10 years of exile, Halimatou longs to return home and rebuild her life. She has decided to register to embark in the next convoy from Cameroon to the Central African Republic (CAR). UNHCR facilitates voluntary repatriations for thousands of refugees who express a desire to return to safe areas in the CAR.

© UNHCR/Insa Wawa Diatta

## Securing solutions

This Impact Area aims to measure intended changes in the enjoyment of durable and alternative pathways to solutions for forcibly and stateless persons. This includes resettlement, voluntary return, naturalization, local integration, relocation for internally displaced persons (IDP) and complementary pathways.

UNHCR will continue to exercise its mandate in support of solutions through local integration, voluntary repatriation, resettlement and complementary pathways, as well as through the grant of nationality to stateless persons. Durable solutions however remain unattainable for many: refugees are displaced for an average of 20 years and most internally displaced persons for more than a decade.

### Core impact indicators

- Number of refugees who voluntarily return in safety and dignity to their country of origin
- Number of people who departed on resettlement
- Number of people who departed through complementary pathways
- Number of stateless people for whom nationality is granted or confirmed
- Number of refugees for whom residency status is granted or confirmed

Making use of the momentum created by the Global Refugee Forum in 2023 and its pledges, UNHCR will support the local integration of refugees, aiming for their naturalization and socioeconomic inclusion, including by fully exploiting its engagement with development actors. However, the number of refugees for whom residency status was granted or confirmed decreased by 3%, from approximately 6.6 million in 2022 to 6.4 million in 2023. At the same time, UNHCR will continue working with governments and multiple stakeholders to address barriers to return in safety and dignity and sustainable reintegration in countries of origin. Returns, already at low levels, dropped still lower in 2023: the numbers of internally displaced people returning declined to 5.1 million, from 8.3 million in 2022, and the numbers of returning refugees slowed to 1.1 million, from 1.4 million.

While resettlement often constitutes a lifeline for refugees who are the most at risk, family reunification enables them to access their right to family unity, and complementary pathways allow for many to exercise agency and initiative in working towards their own solutions. More, however, needs to be done to enable access to these third country solutions. The number of people departing for resettlement increased by 39% in 2023 to 158,600, up from 114,300 in 2022. But UNHCR projects

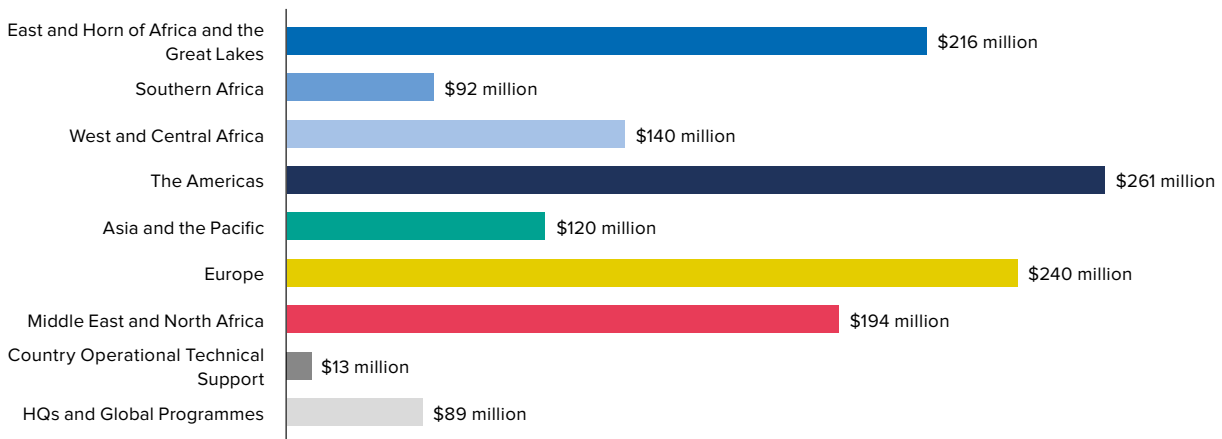
resettlement needs of 2.9 million in 2025, and the gap between the needs and available places remains ever-growing, underscoring the urgent need for more efforts to address the mounting challenges faced by vulnerable populations fleeing conflict, instability, and climate impacts.

The grant of nationality to stateless people is a definitive and far-reaching solution and while many States have taken important steps to reduce statelessness – the number of stateless people for whom nationality was granted or confirmed remained stable at 32,150 in 2023 – the pace of resolution of statelessness has been limited in the

past years. UNHCR will continue to pursue targeted advocacy with governments, including through the engagement with stateless communities and stateless-led organizations. UNHCR will also strengthen efforts to position statelessness as a development issue, impacting on States’ ability to achieve the goals of the Sustainable Development Agenda. UNHCR will also strengthen multi-stakeholder engagement to prevent and address situations of statelessness, in particular through the Global Alliance to End Statelessness launched in October 2024, which brings together governments, intergovernmental organizations, UN agencies, civil society and stateless-led organizations.

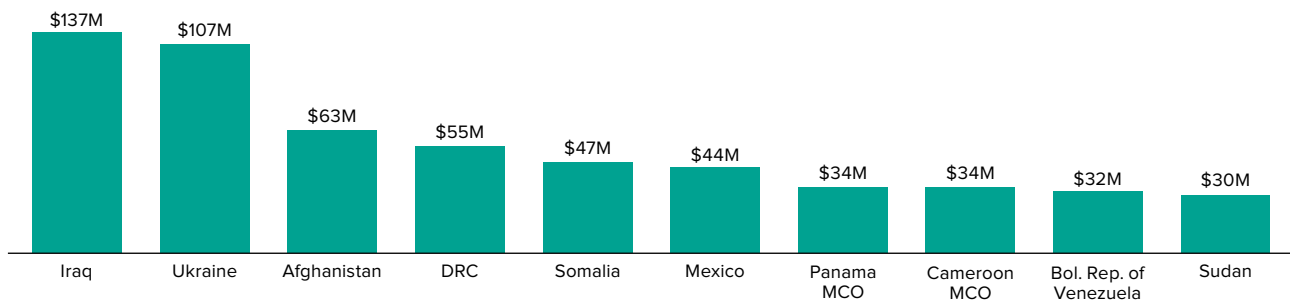
### GLOBAL NEEDS FOR IMPACT AREA "SOLVE"

\$1.365 billion | +16% vs 2024 current budget



### TOP TEN BUDGETS BY OPERATION FOR IMPACT AREA "SOLVE"

These ten country operations account for 43% of the global needs for IA4.



Other country operations, HQs and Global Programmes = \$780 million | DRC: The Democratic Republic of the Congo | MCO: Multi-country office

For more information, see in particular the following sections in this Global Appeal

- [Funding UNHCR's programmes](#)
- [Focus Areas on Statelessness; Working with development actors](#)
- [Outcome Areas 14; 15; 16](#)
- [Core output indicator reporting for key achievements to date in 2024 for Securing solutions](#)



## Focus Area

A girl walks barefoot on a dirt path between inadequate shelters in Amaar bin Yasser site in Yemen. In 2024, 18.2 million people in Yemen were in need of humanitarian assistance, including 4.5 million who were internally displaced. Around 1.5 million of them live in nearly 2,400 collective displacement sites which are often incredibly overcrowded, with limited water and hygiene facilities.

© UNHCR/Gregory Doane

## Internal displacement

By mid-2024, there were around 70 million internally displaced people (IDPs) around the world. The numbers have doubled in the past decade and are set to double again by 2030, based on current trends of increased conflict and climate-affected displacement.

It is the State's responsibility to protect, assist and find solutions for IDPs. In reality, people may be displaced in areas where the State's authority is absent or difficult to enforce. State policies may also aggravate forced displacement or hinder humanitarian work. Where States are unable or unwilling to protect people in need of protection and assistance, or lack the resources to do so, the international community plays a vital and pivotal role.

Interventions by UNHCR and other humanitarian actors are geared towards supporting and strengthening the capacity of the Government to

perform this role, in alignment with national and sub-national laws, policies, strategies and plans. This ensures national ownership and makes solutions more durable. UNHCR engages with development actors involved in the response and seeks partnerships that will increase the capacity of institutions to perform protection, assistance and solutions functions, and to ensure their integration into relevant national legal, policy and administrative frameworks.

The “[Focus Area strategic plan for protection and solutions for internally displaced people](#)” sets out UNHCR's global roadmap for predictable and prioritized action until 2030. The plan details UNHCR's specific role and contribution in providing protection and solutions in contexts of internal displacement and the strategic shifts that UNHCR operations worldwide will adopt to advance this agenda.

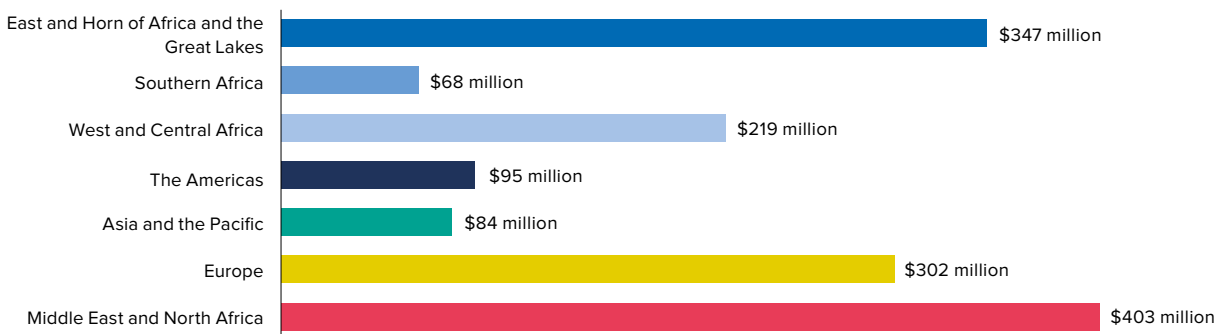
**UNHCR’s vision** is that, by 2030, increasing numbers of IDPs can find protection from harm, live peacefully as contributing members of the communities in which they live, and find longer term solutions to build a secure future.

This vision is underpinned by **five objectives**:

1. IDPs benefit from enabling legal and policy frameworks, administrative procedures and practices put in place by government authorities.
2. IDPs and the communities that reside with them have increased and dignified access to quality services to address and prevent protection risks and threats.
3. IDPs and the communities that reside with them have increased choice and access to opportunities to lead dignified, safe and self-sufficient lives.
4. IDPs are increasingly empowered to play an active role in their own community protection and in finding durable solutions.
5. IDPs benefit from a humanitarian and development coordination system that is accountable, predictable, effective and protection-centric, and enables durable solutions.

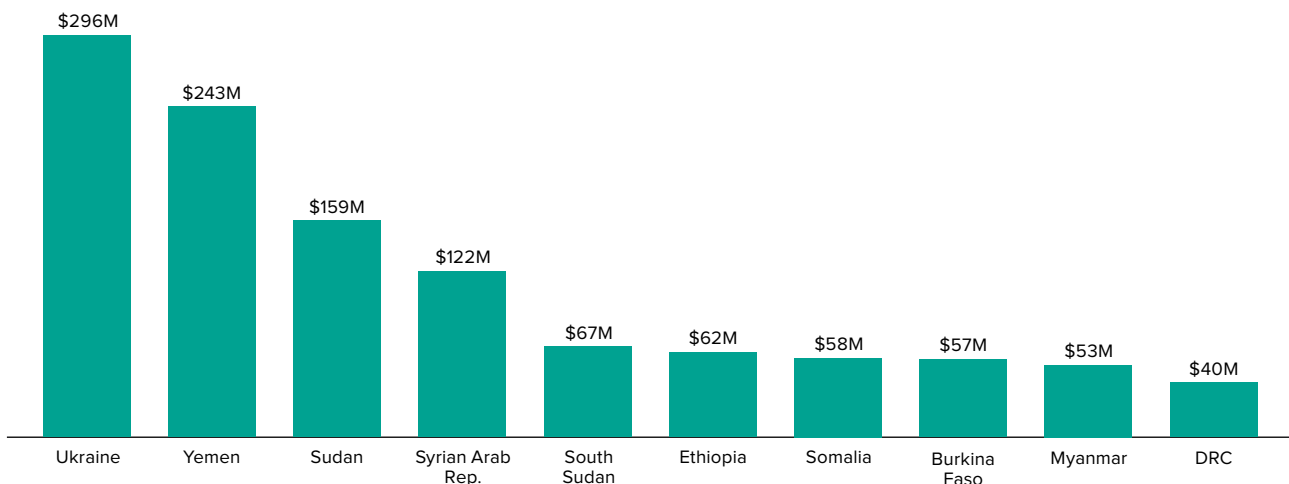
### GLOBAL NEEDS FOR THE IDP RESPONSE

\$1.518 billion | -20% vs 2024 current budget



### TOP TEN BUDGETS BY OPERATION FOR THE IDP RESPONSE

These ten country operations account for 76% of the global needs for the IDP response.



Other country operations = \$359 million | DRC: Democratic Republic of the Congo

As highlighted in a recent [independent evaluation](#), UNHCR's **legal and protection expertise** puts it in a unique position to provide technical advice on protection and to advocate at global and country levels, as well as delivering services through its operations and coordinating humanitarian responses. In 2025, UNHCR intends to build on its work with States to develop and implement laws and policies that protect and assist IDPs.

UNHCR will seek the strengthening of legal and policy frameworks in at least **20 countries** in 2025, based on monitoring and analysis carried out on its [IDP Law and Policy Dashboard](#). This includes the domestication of the [Kampala Convention](#) in countries such as **Burkina Faso, Ethiopia and Somalia**; UNHCR is also assisting countries that already established IDP laws (such as **Chad, Honduras and the Philippines**) in developing implementing regulations. UNHCR will work to improve national data and statistics on IDPs, which should integrate with other national statistics and build on [internationally recognized standards \(IRIS\)](#).

UNHCR will convene **State-to-State peer exchanges** on addressing internal displacement, with at least one focused on municipal authorities from around a dozen countries facing IDP crises. This follows the success of the [2023](#) and [2024](#) Cross-Regional Forums on Implementing Laws and Policies on Internal Displacement, facilitated by members of the [IDP Protection Expert Group \(IPEG\)](#), which is co-led by UNHCR and the [Special Rapporteur on the human rights of internally displaced persons](#), with support from the Global Protection Cluster.

UNHCR will reinforce its **expertise** with a dedicated webinar series on IDP protection for staff across the world, as well as a higher-level protection championing series for protection staff in key IDP operations. A technical update to the 2019 "[Policy on UNHCR's engagement in situations of internal displacement](#)", accompanied by a "[Guidance package](#)" and an implementation planning tool, will ensure that UNHCR's response worldwide is harmonized and in line with the newest approaches.

In order to ensure that IDPs have a **right to participate meaningfully** in decisions about humanitarian programmes that affect them, UNHCR will assume institutional support for the Global IDP Advisory Board, established as an initiative of the [Special Adviser to the Secretary-General on Solutions to Internal Displacement](#). During his two-year mandate, the Special Adviser increased States' engagement on solutions to internal displacement, and UNHCR is committed to building on that momentum with concrete progress in 2025. The Advisory Board gathers IDP leaders from across the world to advise on the processes and actions taken by the humanitarian community.

In 2025, UNHCR will also invite more IDP leaders onto the Advisory Board to UNHCR's [Task Team on Engagement and Partnership with Organizations led by Displaced and Stateless People](#). UNHCR will seek to strengthen IDP involvement by directly engaging with displacement-affected communities and systematically seeking their perspective on their needs and priorities.

UNHCR has a shared responsibility, collectively with other agencies and relevant stakeholders, to help lay the groundwork for **solutions to internal displacement** from the onset of a crisis. Continuing efforts undertaken during the term of the Special Advisor, UNHCR will leverage its strategic partnerships to encourage the early engagement of development actors and the private sector.

By integrating humanitarian and development efforts, UNHCR aims to create inclusive and durable solutions that empower displaced populations and help them rebuild their lives within their communities. UNHCR plays a key role in supporting the sustainable integration, or reintegration, of IDPs and returnees through targeted, area-based approaches.

In **South Sudan**, for example, initiatives like the "[Pockets of Hope](#)" focus on creating environments where displaced populations can reintegrate and achieve sustainable livelihoods. In **Afghanistan**,

UNHCR works on long-term recovery efforts in priority areas of return and reintegration, in collaboration with other actors. In the **Central African Republic**, UNHCR is aligning with the “[National strategy on durable solutions for IDPs and refugee returnees](#)” (2024-2028) and the “Pluriannual plan on return and reintegration of refugee returnees” (2024-2028) to support the sustainable reintegration of displaced populations, using a hub development model that targets both IDPs and refugee returnees. In **Ukraine**, UNHCR applies area-based approaches, leveraging its operational footprint and data-driven strategy to focus on community empowerment, access to documentation, cash assistance, and livelihood opportunities. In **Somalia**, UNHCR aligns its approach with the

Federal Government of Somalia’s national durable solutions strategy and the United Nations Sustainable Development Goals, supporting initiatives that enhance the self-reliance and resilience of IDPs, host communities and refugee returnees. These efforts focus on promoting equitable access to public services, secure tenure of secure housing, and social safety nets.

Under the auspices of the Special Adviser’s Office, UNHCR developed a country-level “**Protection risk assessment tool**” that enables the humanitarian community to mitigate any risks linked to the implementation of solutions to internal displacement. Despite the Office’s closure at the end of 2024, the piloting of the tool will continue in 2025.



"Despite my handicap and old age, I continue to wash to avoid falling victim to mpox. I've learned that it's transmitted by touching dead animals, dirt and even greetings. From now on, I greet everyone from a distance" says Adolphe Mbabangaka , a 68-year-old living in an internal displacement site in the Democratic Republic of the Congo.

© UNHCR/Blaise Sanyila

## UNHCR's role leading Global Clusters

UNHCR leads or co-leads three Global Clusters where humanitarian partners come together to coordinate their technical work. UNHCR's role means ensuring a cohesive and effective response, aligning the efforts of hundreds of global partners and thousands of national actors with international standards, and fostering collaboration to address the complex needs of IDPs.

### Global Protection Cluster strategy

The Global Protection Cluster (GPC) will launch a new five-year strategy in 2025, superseding its [2020-2024 Strategic Framework](#), after extensive consultations. The strategy will aim to promote a sustainable protection coordination capacity in the field, ensure collective action and joint efforts on localization, advocacy and accountability to affected populations. This will include initiatives to improve collaboration across protection actors at local, national and global levels, responding to the increasing challenges posed by conflict, crisis, and displacement. A key priority will be supporting protection efforts in the field, ensuring that the actions of clusters and partners more effectively safeguard crisis-affected communities.

Each of the GPC's 32 active protection clusters or sectors will publish protection analysis updates that identify critical risks. These are part of the Cluster's support role to humanitarian country teams and support the centrality of protection, and will inform collective action.

### Global CCCM Cluster strategy

More than 40% of IDPs remain in displacement sites, with numbers continuing to rise. CCCM (Camp coordination and camp management) Cluster partners are intensifying efforts to deliver dignified solutions and identify sustainable approaches. Despite the growing challenges faced by displaced populations, our commitment to addressing their needs remains stronger than ever. The draft 2025-2029 Strategy for the Global CCCM Cluster prioritizes:

- Promoting alternatives to camps, ensuring camps are a last resort, and enhancing area-based management to integrate displaced populations with host communities;
- Increasing pathways to solutions, focusing on early action for durable solutions like return, integration, or relocation;
- Enhancing community agency, empowering displaced communities to participate in decision-making; and
- Accelerating localization, supporting local actors to lead humanitarian responses.

The strategy emphasizes area-based approaches, integrating IDPs into local infrastructure, promoting IDP participation in planning, and advocating for localized, community-driven solutions that build resilience and long-term solutions.



## Global Shelter Cluster strategy

In 2024, 92 million people needed shelter in 42 crisis-affected countries. The numbers are increasing year on year, and humanitarian funding is not keeping pace. The Global Shelter Cluster envisions a world where all people affected by humanitarian crises have timely access to safe, dignified, and appropriate shelter and settlement solutions, in accordance with the humanitarian principles and the right to adequate housing. To achieve this vision, the Global Shelter Cluster partners will lead effective, efficient, and accountable humanitarian shelter and settlement action. Strategic priorities include:

- Promoting integrated approaches to preparedness and response;
- Improving environmental impact;
- Enabling safe, secure, accessible, and protective living conditions;
- Planning and advocating for recovery and durable solutions from the start;
- Advocating for shelter and settlement responses to be prioritized and resourced;
- Improved assistance to the most vulnerable people;
- Increased coverage.



A Lebanese man, displaced by the hostilities, holds his young son in his arms at a school that has been converted into a collective shelter in Beirut, Lebanon.

© UNHCR/Ximena Borrazas



## Focus Area

Yana, 41, has been displaced by the war in Ukraine twice – first in 2014, seeking refuge in the city of Starobilsk, and then on 24 February 2022 when the war escalated into the full-scale Russian invasion. Drawing on her experience, she has become an advocate for other displaced people and now leads the Council for Internally Displaced People, which was created within the Luhansk region administration.

© UNHCR/Iryna Tymchyshyn

## Accountability to affected people

Accountability to affected people (AAP) refers to UNHCR’s commitment to ensure that forcibly displaced communities and individuals, in all their diversity, are meaningfully and continuously involved in decisions that affect their lives, through participation, transparent communication, opportunities for feedback and avenues to use their skills and initiative. UNHCR is committed to “putting people first” and drawing on their experiences, abilities, and aspirations. (UNHCR’s approach to AAP was the subject of a recent [evaluation synthesis](#).)

[UNHCR’s Strategic Directions \(2022-2026\)](#) outline UNHCR’s commitment to strengthen AAP as an area for accelerated action. Driven by its AAP Strategic Plan, which is being finalized in 2024, and in line with its “[Age, gender and diversity policy](#)”, in 2025 UNHCR will undertake targeted actions in the following areas: Participation and Inclusion, Communication and Transparency, Feedback and Response, and Organizational Learning and Adaptation.

### Participation and inclusion

UNHCR will employ participatory methodologies to ensure that people’s strengths and priorities guide the way the Office assesses their needs, protects them, assists them, and facilitates solutions. (In the first half of 2024, 96 UNHCR operations carried out participatory assessments, reaching over 133,000 people.) In defining its priorities in each country where it works, UNHCR will consult with community-representation structures and organizations led by forcibly displaced people, with attention to women, youth, persons with disabilities, and other groups at risk of exclusion. UNHCR will ensure that forcibly displaced people are included in the identification of priorities, planning and implementation of appropriate protection, assistance and solution programmes.

## Communication and transparency

UNHCR will invest in culturally appropriate two-way communication, in languages and media that are accessible for all groups. It is critical that people of diverse backgrounds have access to timely, accurate, and relevant information on rights, obligations, procedures and entitlements, and on programmes run by UNHCR and its partners. UNHCR will update and expand its multilingual [Help](#) information channels. In situations where refugees and migrants travel in mixed population flows on potentially dangerous journeys, UNHCR will work with partners to establish multi-purpose hubs, with the aim of reaching out to people on the move who are in need of international protection and making referrals to local asylum procedures, providing life-saving protection services, information on risks related to irregular movements, and effective pathways to solutions.

### Feedback and response

In 2023, two thirds of UNHCR's country operations had multi-channel communication options designed in consultation with displaced and stateless people. In 2025, UNHCR will strengthen existing channels and establish new ones to interact with forcibly displaced and stateless people and receive their feedback. UNHCR will adapt tools developed by the [Inter-Agency Standing Committee](#) in 2024 to harmonize how it records, analyses, and visualizes feedback data to better inform its programming.

### Organizational learning and adaptation

UNHCR will adapt its programmes and strategies based on the feedback received through participatory assessments, post-distribution monitoring of UNHCR cash and other assistance, feedback and response mechanisms, and lessons learned from engagement with communities. UNHCR will advocate for and facilitate sharing of lessons learned across regions on engagement of forcibly displaced persons in evaluations and during programme design and adaptation. UNHCR will continue to engage in inter-agency coordination platforms, such as the Communicating with Disaster Affected Communities (CDAC) network on engagement in communication during crisis, and at IASC level to promote learning and enhance coordination on [collective AAP](#).

## Digital AAP

Technology can support AAP by enabling participation and inclusion for all. People often prefer to use digital channels of their choice to interact with UNHCR and its partners. UNHCR's approach, outlined in its "[Digital Transformation Strategy](#)", is to take advantage of the power of digital tools to strengthen the protection of forcibly displaced and stateless people, deliver information and services to them, and empower them.

UNHCR's "[Digital Gateway](#)" self-service portal will enable forcibly displaced and stateless people to increase their ownership of personal information. It will improve their access to UNHCR services, including by pre-populating personal information to facilitate registration and amendments to their data, and allowing them to check their case status, and signal relevant aspects of their profile such as education or work experience that might open opportunities for studying or working in a new country. As of October 2024, nearly 66,000 accounts, corresponding to over 162,500 individuals, have been created on the Digital Gateway, by users in Colombia, Costa Rica, Ecuador, Egypt, Guatemala and Indonesia.

In addition to the Digital Gateway and [Help websites](#), forcibly displaced and stateless people are able to engage with UNHCR via email, SMS and messaging applications. In 2024, 10 million people were reached on [Help websites](#) serving the Middle East and people affected by the Sudan and Venezuela situations. In 2025, we expect to expand our reach with a redesigned platform focused on overcoming accessibility barriers and connecting with people's preferred and trusted channels. UNHCR and its partners will continue to [work towards universal, meaningful connectivity and digital literacy](#), advancing the digital inclusion of more than 20 million people by 2030.

Since forcibly displaced and stateless people may face barriers in accessing digital tools, based on their age, gender and diverse characteristics and abilities, UNHCR emphasizes a user-centric design of digital platforms, supports communities to exercise their human rights online, and works to identify and address risks of digital exclusion.

UNHCR will invest in inclusive approaches to digital communication, and avoid doing harm, by promoting both digital and face-to-face interactions.

UNHCR will engage [multiple stakeholders](#), working with communities, humanitarian partners and the private sector, to ensure information integrity on online platforms and take tangible preventative and mitigating measures to address hate-speech, misinformation and disinformation and its harmful impact. This includes measures such as strengthening community resilience to misinformation and raising awareness of online manipulation tactics through pre-bunking, training journalists on misinformation and disinformation, and monitoring and detection to develop counternarratives and flag content for removal.

### How does digital AAP make a difference when people are forced to flee?

Aisha and her family are refugees, fleeing from their home to safety in another country. By using UNHCR’s various channels of communication – Help websites, contact centres, multi-purpose hubs, the Digital Gateway, and more – they can:

- interact with UNHCR and partner staff;
- get up-to-date information on assistance and protection services such as legal assistance, including immigration rules, family tracing and reunification, counselling for vulnerable individuals and referrals to local/national specialized services, emergency accommodation and material support in the country they have arrived in;
- be alerted to the risks and dangers of irregular travel, onward movements, options for being assisted to return to their country of origin and regular alternatives in the country where they are, or in third countries (when/if available);
- find out how to apply for asylum locally, obtain information about their rights and obligations;
- find out about the conditions for working and studying in the country they have arrived in;
- create a self-service account on the Digital Gateway and interact with UNHCR through their preferred and trusted channels of communication in a safe and confidential manner;
- provide feedback and obtain a response in a language they understand and a format that is culturally appropriate and accessible.

© UNHCR



### UNHCR partners with Arm to solve complex displacement challenges

Tech partners are crucial for UNHCR’s ambitions to use the power of technology to further the protection, inclusion and empowerment of people who have been forced to flee. Their support enables refugees to send and receive critical information and to have power over their data. Since 2023, [Arm, a partner of](#)

[UK for UNHCR](#), has worked with the [UNHCR Innovation Service](#) and provided foundational computing expertise that has helped UNHCR to remain agile in the digital age. Arm provided financial and support and the valuable time of a host of experts, contributing to the development of innovative projects, such as AI-supported communications to vastly speed up the handling of requests from refugees and asylum-seekers in Jordan, positively impacting 240,000 people.



Speakers and attendees at the “Pre- and post-arrival: Bridging the Gap in Information and Orientation” breakout session on the final day of the 2024 Consultations on Resettlement and Complementary Pathways. The Consultations bring together UNHCR, States, NGOs, refugees and other stakeholders to discuss and advance issues of common interest that relate to resettlement and complementary pathways for refugees.

© UNHCR/Jose Cendon



## Focus Area

Tebogo Khoza, 26, at his in-laws' home where he lives with his partner and son. Formerly stateless, Tebogo, who is a gamekeeper in South Africa's Limpopo province, finally received his birth certificate last year, after a 10-year battle for citizenship. Supported by UNHCR partner Lawyers for Human Rights, a court ruling recognized him as a South African citizen.

© UNHCR/Rebecca Hearfield

# Statelessness

## Global needs

In 2024, UNHCR's #IBelong Campaign to End Statelessness has come to an end, marking 10 years of concerted efforts by States and other actors to eradicate statelessness. Advances have been made on all fronts of UNHCR's statelessness mandate in this period, most importantly the grant or confirmation of nationality to over half a million stateless people and people with undetermined nationality.

### 2025 targets



**35,000** stateless persons will acquire nationality, or have it confirmed



**4** accessions to the UN statelessness conventions



**15** States will improve their nationality laws, policies and procedures in line with international standards on the prevention and reduction of statelessness, and the protection of stateless persons

Moreover, 24 States acceded to one or both of the UN statelessness conventions, 21 States established dedicated statelessness determination procedures to identify and protect stateless people, and 17 States introduced safeguards in their nationality laws to prevent statelessness.

Despite these important achievements, progress has not been even, and reforms are yet to occur in several countries with large, protracted stateless populations. The pace at which nationality is granted to stateless people, including in some of the major statelessness situations, remains slow. Substantial progress is also still needed on prevention. In 24 countries, women still lack the same rights as men to confer nationality on their children. Moreover, most States have not implemented safeguards to prevent childhood statelessness that comply with the 1961 Convention on the Reduction of Statelessness.

Millions of people remain stateless, facing significant barriers to their ability to live dignified lives. While an increasing number of States have established protection frameworks for stateless people, the vast majority of stateless people in the world continue to

lack access to the rights stipulated in the 1954 Convention relating to the Status of Stateless Persons.

There is still limited recognition of how statelessness affects economic development and progress towards the Sustainable Development Goals, and stateless people are often excluded from national development plans and national services as a result.

Existing and new displacement crises, fuelled by conflicts, climate change and persecution, heighten the risk of statelessness. People forced to flee their homes may lose or lack documentation, which can create risks of statelessness, and children born in displacement may face difficulties in accessing nationality.

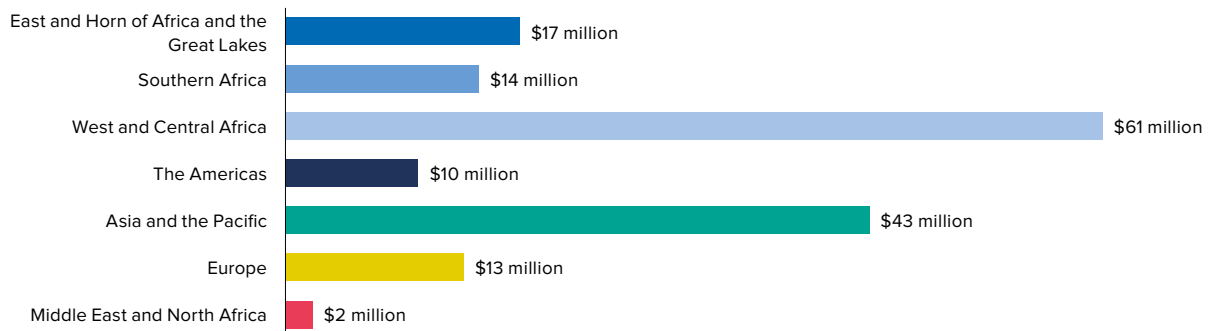
### How UNHCR will make a difference

In 2025, UNHCR will continue to implement the “Strategic Plan 2023-2026: Redoubling efforts on statelessness”, which aims to achieve transformative and measurable improvements by achieving four objectives by 2026:

- Increasing numbers of States demonstrate their commitment to reduce and prevent statelessness;
- Increasing numbers of stateless persons and persons at risk of statelessness have access to procedures and documents for nationality;
- Increasing numbers of stateless persons have access to public services and economic opportunities at the same level as nationals;
- Increasing numbers of stateless persons are empowered to claim their rights.

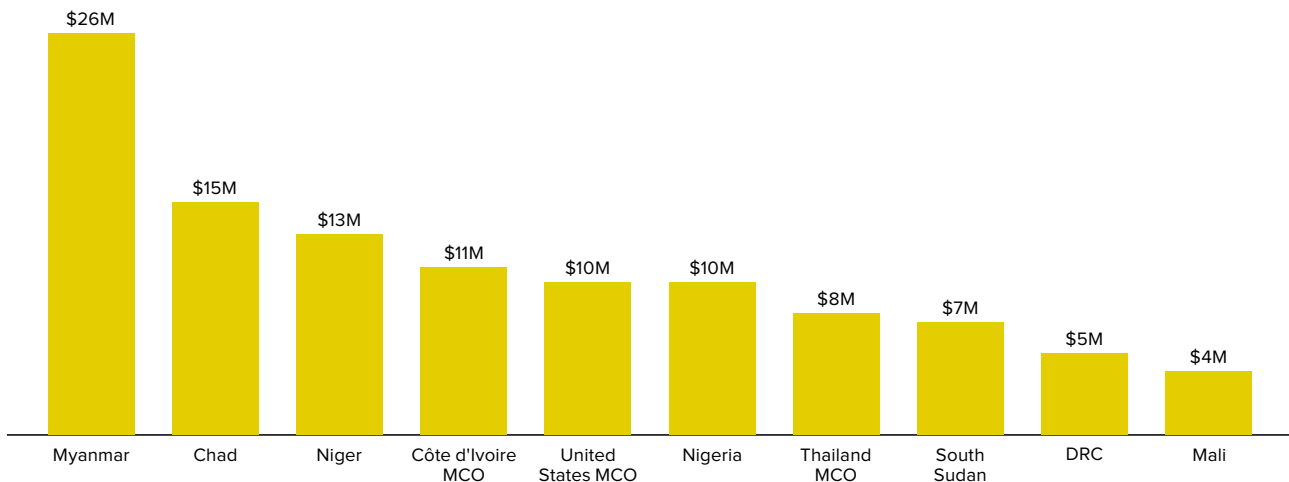
## GLOBAL NEEDS FOR STATELESSNESS

\$161 million | +12% vs 2024 current budget



## TOP TEN BUDGETS BY OPERATION FOR STATELESSNESS

These ten country operations account for 68% of the global needs for Statelessness.



Other operations = \$52 million | MCO: Multi-country office ; DRC: Democratic Republic of the Congo | \*Please note: budgets for statelessness include UNHCR’s work to revert statelessness and to support States with legislation to tackle statelessness. The budget for the United States Multi-Country Office reflects anticipated needs in the Dominican Republic, Haiti, and the US.”

At the beginning of 2025, a mid-term review of the strategic plan may lead to some adjustments in the priority actions to achieve the objectives.

One key action will be UNHCR's country operations stepping up **policy and public advocacy efforts** to encourage States to enact legislative reforms and adopt strategies with the greatest impact on statelessness. This will also include advocacy to **remove gender discrimination** in the nationality laws of the 24 countries where women are unable to confer nationality on their children on an equal basis with men. UNHCR will ensure that stateless individuals and stateless-led organizations are meaningfully involved in these efforts.

UNHCR will provide States with **technical assistance** to address the most pressing statelessness issues. This assistance may include but is not limited to legislative guidance, support in policy development, data collection and analysis, and training. UNHCR will also provide legal guidance and representation for stateless individuals seeking to acquire nationality and access civil status registration and documentation. This support may include navigating complex legal processes, challenging discriminatory practices, and ensuring individuals can fully access their rights under national and international law. Furthermore, UNHCR will work with governments to streamline procedures and reduce administrative barriers that prevent individuals from accessing legal identity and nationality documentation.

The Office will work to generate and **improve the quality of data** on statelessness to increase the visibility of stateless populations and provide governments with essential evidence on the extent and impact of statelessness, a critical step in driving government action. As part of these efforts, UNHCR will advocate for and support States in implementing the [International Recommendations on Statelessness Statistics](#), adopted by the United Nations Statistical Commission in 2023, to ensure more accurate and comprehensive data collection.

In 2024, UNHCR and other stakeholders launched a [Global Alliance to End Statelessness](#). At the time of the launch, more than 100 entities, including States, intergovernmental organizations, UN agencies, civil society and stateless-led organizations had joined the Alliance.

The Global Alliance aims to drive solutions at country level to end statelessness, in particular by supporting the fulfilment of pledges made at the 2019 High-Level Segment on Statelessness and at the Global Refugee Forum in 2019 and 2023.

The launch of the Global Alliance represents a significant shift towards a broader multi-stakeholder engagement and action to address statelessness.

UNHCR acts as the Secretariat of the Alliance and will work with the Advisory Committee and other members to initiate the work of the Alliance in 2025. Key work will entail promoting the [Solutions Seekers programme](#), facilitating inter-regional dialogues in the form of regional network labs, supporting thematic working groups on childhood statelessness, discrimination in nationality laws (including gender discrimination) and the protection of stateless persons, as well as the establishment of an online marketplace for members to present and solicit donor support for key initiatives to prevent or resolve statelessness.

### Challenges and risks

Underfunding typically affects UNHCR's capacity to provide protection services, including the number of staff dedicated to statelessness. As a result, funding shortfalls in 2025 are expected to hinder effective advocacy and our engagement with States and other stakeholders on legislative and policy reforms. Furthermore, it will limit UNHCR's ability to support civil society, including stateless-led organizations, in their efforts. This underfunding will also directly reduce the number of people whom UNHCR can assist in acquiring or confirming nationality, registering births, or accessing statelessness determination procedures. The launch of the Global Alliance to End Statelessness has been met with enthusiasm by both States and civil society actors. As the Alliance commences its work, it will be crucial that the various workstreams are sufficiently funded to ensure that the momentum is maintained.





Fleeing from Kosovo in 1999 as children, the Hasani family found themselves without identity documents, depriving them of basic rights and services that most of us take for granted. In early 2024, with UNHCR's support, they were able to obtain identity documents. This enabled the registration of their five children into birth registries and paved the way for them to apply for identity documents. The new legal status has opened new frontiers for the family, granting them access to healthcare, education, social assistance, and more.

© UNHCR/Igor Sijivancanin



## Focus Area

A group of women carry their belongings across muddy ground at a gathering site for internally displaced people near Kassala, Sudan. Over 400 UNHCR tents have been erected at the site, which is expected to host some 800 families who have been newly displaced by severe flooding.

© UNHCR/Aymen Alfadil

## Climate action

The climate crisis is a human crisis. How you experience it depends on who you are and where you live. Those who have already been forced to flee their homes are **especially vulnerable to the devastating impacts of climate change**.

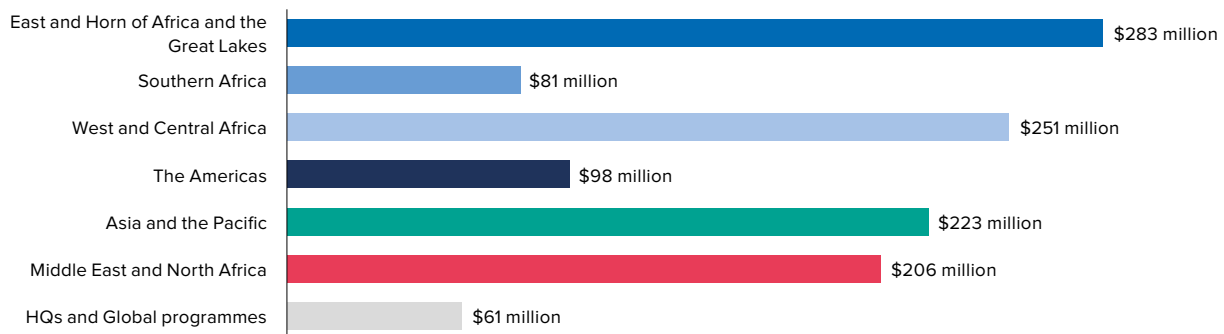
UNHCR has set out its vision for climate action until 2030 in its “Focus Area **Strategic Plan for Climate Action 2024-2030**”. This vision aims to increase protection, climate-resilience, self-sufficiency and solutions for forcibly displaced and stateless people who are living in climate-vulnerable countries or fleeing from climate-related crises.

To realize this vision, in line with the Strategic Plan, UNHCR will work towards the following four objectives in 2025:

1. People fleeing persecution, violence and human rights violations occurring in relation to the adverse effects of climate change and disasters who need international protection are **effectively protected**.
2. Forcibly displaced and stateless people and their hosts have increased access to services that promote the rights-based, **sustainable use of natural resources and a clean and healthy environment**.
3. Forcibly displaced and stateless people and their hosts have improved **physical and economic means to prepare, withstand, recover and be protected** from the impacts of climate change.
4. UNHCR operates sustainably with systems in place to **minimize negative impacts on the environment**.

## GLOBAL NEEDS FOR CLIMATE ACTION

**\$1.203 billion** required in 2025 | **+12%** vs 2024 current budget



In UNHCR's 2025 budget, around \$1.2 billion of planned expenditure is associated with climate action.

The impacts of climate change have become a major factor in displacement in the past decade, and it is vital for the protection of people who are forced to flee that there is clarity around the relevant legal and normative frameworks. In 2025, UNHCR plans to organize a roundtable as part of an ongoing [research project](#) with the University of Pretoria into the potential for applying the 1969 OAU Convention's expanded refugee definition criterion as someone fleeing "events seriously disturbing order" in relation to climate change and disasters in Africa. UNHCR will also work with its Executive Committee Member States to develop the 2025 ExCom Conclusions on "climate action as relevant to UNHCR's activities". A longitudinal [evaluation](#) of UNHCR's climate action will also start in 2025.

UNHCR will promote States' responsibility in situations of internal displacement, especially in countries significantly affected by climate change such as Burundi, Chad, Ethiopia, Honduras, Mexico, Nigeria, the Philippines and Somalia. UNHCR will also ramp up advocacy for the application of international refugee and human rights law and other legal and normative frameworks to protect people displaced in the context of climate change impacts and disasters, and for the inclusion of displaced people in disaster risk reduction strategies, early warning systems, National Adaptation Plans and Nationally Determined Contributions. At the local level, UNHCR's community-based protection initiatives will support community-led organizations to identify risks and mitigate the impact of climate change.

UNHCR will work to ensure that its life-saving humanitarian assistance, such as water and shelter, is climate-resilient. For example, the [managed aquifer recharge](#) in Malawi and Cameroon (through the construction of water retention infrastructure) will help mitigate the impact of climate change on vulnerable water supplies. In Bangladesh, shelters will be built or repaired using climate-resilient materials and techniques to withstand harsh weather conditions, and infrastructure in Cox's Bazar refugee camps will be upgraded to improve drainage and reduce the need for post-disaster reconstruction.

### Spotlight example

In Cameroon, the "[Make Minawao green again](#)" project aims to enhance resilience, regenerate degraded ecosystems and promote green energy for 120,000 refugees and 30,000 members of the host communities. This includes distributing 100,000 seedlings – especially to women, young people, the elderly and people with specific needs – improving access to reduced-emission energy for cooking, and training refugees and host community members on producing and using alternative sources of energy for cooking.

The [Refugee Environmental Protection \(REP\) Fund](#) expands and strengthens reforestation and clean cooking energy projects by linking them to global carbon markets. Through the REP Fund, UNHCR will implement three pilot projects in Rwanda and Uganda to provide cleaner cooking solutions for up to 65,000 households during the pilot phase, and 150,000 households overall – leading to a reduction of approximately 5 tonnes of CO<sub>2</sub> emissions per stove per year – and reforestation activities over approximately 13,000 hectares in the pilot phase,

and 80,000 hectares overall. The reforestation could sequester up to 19 million tonnes of CO<sub>2</sub> and create in the region of 5,000 full-time equivalent jobs over the next 30 years, once scaled up.

**Spotlight example**

In Kenya, cash assistance will help refugees pay for the construction of permanent shelters in Kalobeyi with reinforced concrete and natural stone. Major infrastructure improvements, such as road upgrades and flood control structures, will support the development of an urbanized, sustainable settlement in Turkana County.

**Spotlight example**

Together with the Government of the United Republic of Tanzania, the Green Climate Fund (GCF) and UN Environment Programme, UNHCR will address climate challenges (such as flood and erosion control) in the refugee-hosting Kigoma region of the United Republic of Tanzania. UNHCR will conduct flood and erosion control activities within the camps and surrounding areas, and procure irrigation and water-harvesting equipment for host communities, to complement the existing green livelihoods activities and environmental restoration.

In 2025, UNHCR’s [Project Flow](#) aims to solarize at least 21 water systems and four health facilities serving over 1.1 million refugees and members of the host community, improving access to water and sustainable use of groundwater. We will also undertake feasibility studies to expand Project Flow to more countries in East and West Africa – beyond Ethiopia, Mauritania, Rwanda and Sudan, where solarization is already underway.

UNHCR will use the WMO’s [HydroMet scans](#) to inform preparedness for extreme weather events such as floods and tropical cyclones. In 2024, WMO forecasts helped UNHCR and partners to prepare for flood risks in South Sudan. UNHCR will participate in both the newly established [WMO Coordination Mechanism Advisory Group](#), and the [Early Warnings For All](#) initiative, which aims to ensure that everyone on earth is protected from hazardous weather, water or climate events.

**THE NEW ECO-FAMILY TENT**

**How do we minimize the environmental footprint of our relief items?**

**Family Tent**

**MADE OF** up to 15% recycled plastic

UV resistant

**REDUCTION** 37% less CO<sub>2</sub> emissions

**INCREASED** durability

polycotton will be replaced with eco-design tarpaulin material

UNHCR

As a result of interagency collaboration, UNHCR will opt for more sustainable family tents. The new version will replace polycotton with eco-design tarpaulin material, containing approximately 15% recycled plastic. This change offers increased durability due to improved material strength and UV resistance. Compared to the old version, the new eco-design family tent reduces carbon emissions by up to 37%. Given that UNHCR distributes over 100,000 family tents each year, the total reduction in carbon footprint from these products could exceed 20,000 tons of CO<sub>2</sub> annually. This will result in an estimated 5-7% of the total CRI emissions baseline.

UNHCR collaborates with the research consortium [CGIAR](#) to anticipate, prepare for, and respond to climate impacts. In 2025, this will include two secondments from CGIAR to UNHCR – one in Nairobi, focused on risk analysis, and one in Pretoria, focused on [parametric risk insurance](#). The resulting evidence on displacement-specific climate hazards will be used to strengthen UNHCR’s risk monitoring, shape our approaches, and inform our advocacy in climate policy fora such as the UNFCCC processes.

UNHCR is shrinking its own environmental footprint. Thanks to our sustainable supply approach, developed with humanitarian and private sector partners, UNHCR is on track to exceed our initial target of reducing carbon emissions of core relief items by 20% by 2025. We aim to cut these emissions further by replenishing stocks of nine core relief items with [greener product specifications](#), and facilitating proximity procurement. Using methods such as the [Scope 3 emissions calculations](#) and life

cycle assessment for selected core relief items, we will measure results and identify hotspot emissions in our supply chain.

UNHCR’s [Green Financing Facility](#) will fund more UNHCR offices to switch to renewable energy in 2025, in line with the target of reducing greenhouse gas emissions by 30% by 2030. With 80% of office emissions targeted for solarization, especially in climate-vulnerable regions, this five-year [initiative](#) will reduce office carbon emissions by between 60% and 90%. In the Pretoria office, for example, 45% of energy now comes from solar, one of seven office locations in Africa where solar hybrid systems have been installed. At least 18 more office sites will be converted in 2025. We will also continue rolling out smart air conditioning sensors and installing Green Boxes in our buildings to track electricity consumption. Where the operational context allows, we will continue transitioning to electric vehicles, rolling out ridesharing, and introducing 30% more fuel-efficient vehicles.



### Solarization as humanitarian aid by LONGi and UNHCR

LONGi is partnering with UNHCR to solarize humanitarian facilities, starting with a pilot project at the Regional Humanitarian Logistics Hub at [Termez Cargo Centre, Uzbekistan](#). This will reduce emissions by around 495 metric tons of CO<sub>2</sub> each year and provide renewable energy. Another project is underway in

Pakistan, and plans are in place to expand solarization efforts globally. By 2030, UNHCR aims to reduce greenhouse gas emissions from emergency operations by 30%.



## Focus Area

A UNHCR staff member and the General Manager of a local water company in Aden, Yemen, visit the [Sewerage Infrastructure Project](#), a partnership between UNHCR, the Government of Yemen, and the Kuwait Fund for Arab Economic Development. It is expected to benefit 1.5 million people by 2026, including refugees, IDPs, and their host communities.

© UNHCR/Gregory Doane

## Working with development actors

### Global needs

The global landscape remains challenging as forced displacement continues to rise, and funding is not keeping pace with growing needs. New crises are emerging, and long-term solutions for displaced and stateless individuals are proving difficult to achieve. Many countries, particularly low- and middle-income nations, have been hosting large numbers of refugees for years. Around two thirds of refugees live in protracted situations, and 70% of situations of conflicted-related internal displacement have lasted more than a decade.

Relying solely on support from humanitarian actors to address these ongoing challenges is no longer feasible. Financial, technical and political support is needed from development and peace actors, as well as the private sector, in order to progress towards solutions and increase the sustainability of government-led responses.

### How UNHCR will make a difference

In 2025, UNHCR will continue to strengthen its engagement with international financial institutions, bilateral development donors, UN agencies and the private sector as part of the effort to implement its multi-year “[Focus Area strategic plan on engaging development actors](#)” and its four objectives related to:

1. Conducive laws and policies;
2. Strong and inclusive national systems for services;
3. Economic opportunities and work for self-reliance;
4. Inclusion and self-reliance in areas of return.

UNHCR is collaborating with the World Bank to undertake concerted policy dialogues with host countries and other key stakeholders to encourage and support law and policy changes in favour of protection, solutions and inclusion in basic services and economic opportunities.



Florence Mahoro fled violence in the Democratic Republic of the Congo and now runs a motorcycle taxi service, a poultry project and a rice farm at Rwamwanja refugee settlement in Uganda, where refugees have access to land, schooling, health care, vocational training and jobs, boosting the local economy.

© UNHCR/ERIC BAKAJI

## Sustainable responses

In his opening statement to the 75<sup>th</sup> plenary session of the Executive Committee, the High Commissioner emphasized the importance of pursuing sustainable responses to address long-term displacement and humanitarian challenges, especially given a humanitarian context characterized by a dramatic increase in emergencies and protracted crises lasting for years in the absence of durable solutions. In this context, and with host communities increasingly affected, we need to rethink our approaches to forced displacement, and to statelessness, such that these communities have the best conditions to thrive, live peacefully, and build resilience. Consistent with the Global Compact on Refugees, the path to sustainability lies through enhanced self-reliance and greater inclusion of forcibly displaced people in the communities that host them — to the extent possible, and until such time when they can return home safely, and in dignity. It means investing in and strengthening national systems — for health, education, skills training, employment, banking and so on — so that both host communities and forcibly displaced and stateless people can benefit. UNHCR is looking forward to continuing a consultative process with Member States on sustainable response approaches across the diverse contexts where it operates.

UNHCR will also facilitate the engagement of other international financial institutions (including the [AfDB](#), [IsDB](#), [ADB](#), [IADB](#), [EIB](#) and [IFAD](#)) to strengthen the capacity of national systems and economies to include displaced people, stateless people and returnees, while adequately catering for them and for host communities. UNHCR's facilitation role will include providing relevant data and information to development actors and supporting host countries in establishing national, local, and sector plans to guide and coordinate a coherent approach.

Sustainable responses will be pursued both in protracted situations and from the start of new displacement crises. Likewise, partnerships with peace actors – including UNDP, which co-leads the [multi-stakeholder pledge on peacebuilding and conflict prevention](#) – will be strengthened to help achieve lasting solutions to displacement and ensure the participation of forcibly displaced and stateless people in peacebuilding and peace negotiations.

UNHCR will coordinate and work closely with development actors that integrate displacement into their programming, adapting strategies to address growing displacement trends in countries like Burkina Faso and Mauritania. Joint programming efforts will be pursued with development partners, such as the [PROSPECTS Partnership](#) funded by the Government of the Netherlands, which focuses on improved law and policy environments; more community-driven programming; and increasing resilience, inclusion and self-reliance among forcibly displaced people and host communities in the East and Horn of Africa and the Great Lakes and the Middle East and North Africa regions.

UNHCR will collaborate with the German Agency for International Cooperation to promote the inclusion of displaced populations in protection, basic services, economies and social protection in Cameroon, Ethiopia, Kenya, Mauritania and Mozambique, and to establish sustainable water systems in the East and Horn of Africa and the Great Lakes region.

Additionally, the UNDP-UNHCR “[Global collaboration framework for inclusion and solutions](#)” will focus efforts on area-based programming in Afghanistan, climate action in Mozambique, and integration of the Sustainable Development Goals in India.

With its approach to averting and providing alternatives to dangerous journeys, UNHCR will engage with development actors such as the European Union Directorate-General for International Partnerships to strengthen protection and solutions for refugees and migrants in mixed movements.

Socioeconomic data and evidence will remain a core element of UNHCR's strategic engagement with development actors, especially with the shift toward sustainable responses. UNHCR is shifting towards more sustainable approaches in all areas, and will continue to employ economists to enhance its capacity to generate and apply socioeconomic data, strengthen operational responses, and inform policy dialogues. As the knowledge base on forced displacement expands, the role of economists in translating this data will become increasingly important.

This will also position UNHCR as the leading authority and a reliable partner on data and evidence related to forcibly displaced and stateless populations.

### [New developments and opportunities](#)

UNHCR's engagement in humanitarian-development cooperation after 2021 was examined in a longitudinal evaluation published in 2023, entitled “[How to stay the course](#)”.

Since 2016, [UNHCR has partnered with the International Finance Corporation \(IFC\)](#), the private sector arm of the World Bank Group. UNHCR and IFC are now optimizing cash-based interventions to create systematic access to financial services for



displaced populations with the support of IFC's clients, including [Santander Polska](#), Bancamia, [MAIB](#), [Crystal Bank](#), NuBank and [Equity Bank](#). UNHCR is also enhancing the capacity of its partners to improve forcibly displaced people's access to non-financial services and livelihood opportunities through agribusiness. The IFC initiative is building the capacity of UNHCR staff and operations and supporting the production of assessments, including financial inclusion gap assessments to make the business case for working with forcibly displaced populations.

Jointly institutionalized in the World Bank and UNHCR, the [World Bank-UNHCR Joint Data Center on Forced Displacement](#) (JDC) works towards strengthening the evidence base for national policy, development, and humanitarian operations. 15 countries now include forcibly displaced populations in their national statistics and work is underway for at least another five countries in 2025. Over 50 countries made pledges in support of the multi-stakeholder pledge on "[Inclusion of forcibly displaced and stateless persons in national](#)

[statistical systems and surveys](#)" at the Global Refugee Forum 2023. JDC has also supported the establishment of the [UNHCR Microdata Library](#), the development and piloting of the [UNHCR Forced Displacement Survey](#), and the introduction of specialized economist positions in the UNHCR workforce.

The JDC has played a critical role in shaping approximately \$3 billion in World Bank investments aimed at supporting forcibly displaced populations and their host communities. By identifying gaps in socioeconomic data related to these populations, the JDC has initiated a comprehensive work programme covering 66 activities at global, regional, and country levels to address these challenges. In line with the [JDC strategy for 2024-2027](#), the JDC will continue to support initiatives and promote the use of data and evidence to enhance UNHCR's sustainable responses, while ensuring the inclusion of forcibly displaced populations in the operations of the World Bank and other development actors.

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### Building pathways to employment: UNHCR and Tent join forces for refugee inclusion

In 2024, UNHCR formalized its partnership with the Tent Partnership for Refugees, a network of over 400 companies across the Americas and Europe committed to integrating refugees into the workforce. Tent is dedicated to supporting businesses in addressing the common barriers to employment

that refugees face and provides its member companies with locally tailored guidance and resources to successfully hire refugees, enabling their economic inclusion and independence. The partnership, solidified through a [Memorandum of Understanding](#), signed at the 2024 UN General Assembly, marks a significant step in scaling up efforts to connect refugees with decent work. It builds on over eight years of joint initiatives between UNHCR and Tent – like developing hiring guides and hosting job fairs in countries such as France and Mexico – to help refugees secure meaningful employment and sets up a pathway to evolve and expand the collaboration, driving future efforts to remove barriers to employment for refugees.



## Area of strategic focus

Orlando, from the Bolivarian Republic of Venezuela, trekked through the Darién jungle with his 9-year-old daughter, and now has a word of warning for people thinking of taking the same route: "Please do not risk your children. The jungle is hard and even harder with children."

© UNHCR/Melissa Pinel

## Alternatives to dangerous journeys

When people are forced to flee from their homes because of conflict, violence, persecution and serious public disorder, UNHCR aims to ensure that they can seek and obtain protection, their rights are protected, and they can live in a safe, stable environment until they find a durable solution to their situation.

People with a valid claim to protection often undertake desperate and dangerous journeys, during which they face severe threats, including gender-based violence, trafficking, torture, and physical harm. Particularly treacherous are journeys by boat or on foot, such as those across the Darién jungle, the Mediterranean Sea, the [Sahara Desert](#), the Gulf of Aden, the Andaman Sea and the Atlantic Ocean.

These journeys are often undertaken alongside large numbers of migrants who are not in need of international protection, which complicates the job of assessing asylum claims and identifying those who are truly refugees. Many governments are struggling to address both the backlog and the validity of individual claims, putting a further obstacle in the path of those with a legitimate claim. The number of pending asylum applications has increased significantly, reaching 8 million globally by mid-2024. The increasing number of arrivals, and a frequent conflation of “irregular migrants” and asylum-seekers in the public mind and the media, has led to some governments reacting with policies prioritizing restrictive measures or [externalization](#).

The vast majority of those who do reach safety end up in long-term displacement, without viable opportunities to build stable lives, and dependent on an overstretched humanitarian system that is not designed for protracted care. Without reserves or resilience, nor any sign of a durable solution to their displacement, they may easily be forced to move on again, returning to the road in a desperate and dangerous roll of the dice.

UNHCR aims to make such journeys unnecessary, by emphasizing the fundamental safeguards of refugee protection and solutions, by supporting the capacity of State asylum systems, by combating misinformation, by ensuring people are warned about the dangers, and by advocating access to regular pathways. UNHCR also seeks to leverage the widespread support for the Global Compact on Refugees (GCR), which promotes international cooperation, shared responsibility, and support for countries hosting large refugee populations. This includes working closely with States in regions with high transit activity—such as the Americas, the Horn of Africa, and South-east Asia—to establish support mechanisms in countries of origin that can address root causes of displacement.

UNHCR will hold inter-State dialogues to support governments to respond more effectively and predictably, especially in countries of origin. These dialogues will include regional inter-governmental organizations, development actors, UN entities, civil society, municipalities and other key local authorities and actors. They will support efforts to advance legal stay and regularization programmes, more support and investments in host countries, and more legal pathways for refugees.

Finally, UNHCR is investing in robust data collection and analysis to provide reliable, up-to-date information on movement patterns and protection needs. By working with governments, local authorities, and partners, UNHCR aims to enhance data systems to inform sound, protection-focused responses and reinforce international asylum systems.

This commitment to stabilization, providing safety and protection to those in need and regular pathways, reflects UNHCR’s enduring mandate to support those fleeing persecution or violence, and to ensure that those in need of international protection can access it responsibly and effectively.

© UNHCR/Christy Nzomo



### Scaling up multi-faceted solutions in Africa

Equity Group Foundation, Equity Bank, and UNHCR signed an [MOU](#) at the UN General Assembly 2024 to foster sustainable community development for refugees, IDPs, and host communities across East and Central Africa.

This partnership builds on successful local collaboration in Kenya and the Democratic Republic of the Congo (DRC) that increased financial inclusion and self-reliance among thousands of refugees and host community members. The newly established regional and strategic collaboration seeks to empower communities across Kenya, the DRC, Rwanda, Uganda, the United Republic of Tanzania, South Sudan, and Ethiopia by implementing comprehensive initiatives in education, financial inclusion, health care, agriculture, and climate resilience, ultimately driving sustainable development and enhancing quality of life.

## Six pillars of action

### Pillar 1: Focusing attention on rescue at sea and land, access to safety (protection-sensitive entry and admission)

- In key locations, prioritize capacity development for coastguards, law-enforcement actors and judiciary to ensure access to territory and asylum procedures without discrimination, and undertake border monitoring;
- Establish modalities and procedures with authorities for disembarkation, registration, identification, and referral of vulnerable individuals;
- Monitor maritime traffic and search and rescue activities and develop policy, guidance and advocacy products on places of safety, alternatives to detention and anti-trafficking activities for victims, among others. This includes the roll-out, with IOM and partners, of a Mixed Movement Toolkit with promising practices identified by UNHCR and other humanitarian actors.

### Pillar 2: Strengthening asylum systems for refugees

Strengthen national asylum systems in all countries along routes, reflecting the principles of access to protection and responsibility-sharing from the GCR;

- Support registration and differentiated processing modalities for fair and effective processing;
- Convene policy dialogue within and among States and regions on onwards and mixed movements, including – among other ideas – lawful transfer arrangements, regional collaboration on asylum processing, readmission, and freedom of movement arrangements;
- Develop capacity on early identification of vulnerable groups.
- Support triaging systems for early referral to either asylum or migration channels, and to inform protection-sensitive scheduling for registration and documentation issuance, case adjudication and improved case-processing.

### Pillar 3: Addressing immediate protection and assistance needs, and stepping up efforts to address trafficking and smuggling

- Use State dialogues and joint mapping to identify key locations where emergency services can be established and developed to meet immediate humanitarian and protection needs;
- Where possible and feasible, establish one-stop-shops or multipurpose hubs at key locations, where vulnerable individuals and persons with protection needs can be identified, counselled, and referred to relevant services, including asylum systems, family reunification, resettlement or labour pathways, or assisted voluntary return and reintegration;
- Mobile legal clinics and safe houses, as well as digital outreach, will supplement such efforts.
- Enhance interventions on gender-based violence, mental health and psychosocial support, health promotion and outreach, including identification and referral;
- Enhance outreach and community engagement, as well as community-based protection and tailored information about protection risks and alternatives.

### Pillar 4: Engaging development actors and States in strengthening solutions, inclusion and rights closer to countries of origin to provide stabilizing support

- Identify critical protection gaps and advocate with States to include refugees into services and economic activities, including through improved rights;
- Identify opportunities and openings for partners such as development actors or UN country teams to consider mixed movements and address root causes and drivers;
- In donor countries, advocate for development funding to support inclusion and the objectives of sustainable responses;
- Engage the private sector and labour organizations to support the safe inclusion of refugees and migrants in the labour markets they encounter, in accordance with the aims of the Global Compact on Responsible Business Practices;

- Support livelihood opportunities, especially for youth, and cash-based interventions for entrepreneurs and training programmes;
- Work with governments on better documentation, including digital ID, as well as legal aid and other counselling to improve legal and physical protection, and to better access enabling procedures and services.

**Pillar 5: Working with partners to include refugees in migration pathways and expand third country solutions**

- Advocate for the development or establishment of quotas or spaces for regular pathways. Such pathways should also be accessible for refugees, who should be supported with travel documents, for alternatives to dangerous journeys, and to contribute to responsibility-sharing.
- Support the expansion of complementary pathways, including private sponsorship; labour and education mobility, including through the mapping of existing services and both humanitarian and migrant visa options; support for train-to-hire and other schemes in more hosting areas and the roll out of the Digital Gateway and other registration-related services to support refugees.
- Enhance the support available for those seeking family reunification, including for unaccompanied and separated children.

**Pillar 6: Supporting efforts for safe and dignified return, readmission and reintegration of migrants and voluntary repatriation of refugees**

- UNHCR support will include:
  - Strengthened information and engagement with people and communities on assisted voluntary return opportunities at all stages and all locations of the routes;
  - Working with IOM on protection screening prior to assisted voluntary return;
  - Collaborating with IOM and others on post-return monitoring of failed asylum-seekers, including with a view to informing country guidance;
  - Supporting States with the return of failed asylum-seekers through dialogue with selected countries of origin.
- Assist the voluntary repatriation of refugees, and support, where applicable, readmission to safe countries of first asylum.



Ukrainian refugee Irina Dotsenko, 67, opened her second café in Batumi, Georgia, with a loan from [Crystal](#), a microfinance lender, whose management believes that job and business opportunities are the best way to support refugees helping them achieve self-reliance and easing pressures on host countries. She now employs 30 Ukrainians, as well as 15 Georgians. “This type of financial assistance is crucial for individuals, and it contributes significantly to the country’s economy. We’ve also become useful to Georgia,” Irina says.

© UNHCR/Kakha Mshvidobadze

## The Global Compact on Refugees

In December 2023, the second [Global Refugee Forum \(GRF\)](#) brought together more than 4,000 participants from 168 States and over 425 other stakeholders and partners from around the world, to demonstrate a true whole-of-society support towards the objectives of the [Global Compact on Refugees \(GCR\)](#). The [outcomes of the GRF 2023](#) highlight substantive engagements and commitments with more than 2,000 pledges of financial, technical, material, and policy support submitted – of which some 600 were made by States, illustrating a shared vision to galvanize international political will to find solutions for refugees. This milestone moment also saw the announcement of [47 multi-stakeholder pledges](#) centred on a new form of multilateralism to address forced displacement, with the lion's share of all pledges in support of at least one of the multi-stakeholder pledges.

A key priority for 2025, as indicated in the [roadmap](#) to the [High-Level Officials Meeting \(HLOM\)](#) to be held at the end of the year, will be sustaining the momentum from the Forum by facilitating pledge implementation and strengthening engagement of the full spectrum of whole-of-society stakeholders in the GCR. UNHCR will continue to identify opportunities to highlight linkages between the Compact and complementary programming frameworks to harmonize humanitarian, development, and peacebuilding efforts in support

of host country policy implementation. Advocacy for pledge implementation in multilateral policy processes relevant to forced displacement issues will also continue to be aligned to the 2030 Agenda for Sustainable Development, among others.

The HLOM, planned for 16-17 December 2025 with an advance day on 15 December, will serve as a pivotal moment to consolidate stocktaking efforts at the country, regional, and global levels. During this event, the international community will evaluate progress in advancing key policy pledges made by low- and middle- income countries, including within the multi-stakeholder pledging framework, and will define overarching gaps, trends, and next steps leading up to the GRF 2027.

Ahead of the HLOM, UNHCR will also capitalize on existing multi-stakeholder, global, and regional mechanisms, such as the Quarterly Informal Briefings on the GCR, to engage stakeholders and facilitate stocktaking. To further guide the stocktaking process and inform the discussions during the HLOM, UNHCR will launch the third GCR Indicator Report in late 2025. The report will continue to assess progress towards the four objectives of the GCR, applying a data-driven and evidence-based approach. Various efforts are underway to help improve the data availability for GCR indicators, including by [standardizing surveys](#), and making data [more accessible](#).

© UNHCR/WILL SWARTSON



### Ingka Group equips refugees for a brighter future with skills for employment

Ingka Group, a company with IKEA retail operations all around the world, is empowering refugees to rebuild their lives through its innovative “[Skills for employment](#)” initiative and inspiring other businesses with an [open-source toolkit](#). As UNHCR’s key strategic partner, Ingka Group has supported over 2,900

refugees since 2019 by equipping them with the skills and qualifications needed to secure meaningful employment and build a brighter future. Powered by a belief in work as a key driver for integration, Ingka Group renewed its [commitment](#) during the Global Refugee Forum to increase the employability of an additional 3,000 refugees by the end of 2027 and has engaged over 700 businesses to help integrate more refugees into their workplaces.



## Outcome Area 1

Refugees from Sudan are registered at the Kyriandongo reception centre in Uganda. UNHCR and partners conduct health assessments, vaccinations, data collection and registration for newly arrived refugees. Once this registration is complete, refugees can access health care, education and the right to work.

©UNHCR/ Mark Isaac

## Access to territory, registration and documentation

### Global needs



People who are forced to flee need to be able to reach safe territory and have their basic rights recognized, including the right to international protection. In many countries, this is increasingly difficult, as border and migration management practices are becoming more restrictive. These difficulties increase when refugees and migrants are on the move together, which is often the case. Arbitrary expulsion, denial of access to territory and pushbacks at sea and at land borders all persist, violating the internationally agreed core principle of non-refoulement and resulting in death and suffering.

Even if they reach safe ground, forcibly displaced and stateless people often lack identity documentation, seriously hindering their efforts to exercise basic rights and take part in daily life – enrolling children in school, taking up formal employment, accessing social and legal services, or renting or buying housing. Undocumented refugees are also at higher risk of detention or deportation. In many countries, refugees only carry UNHCR documents or documents issued by national authorities that may not be universally accepted.

### How UNHCR will make a difference

In 2025, UNHCR will support States to manage their borders in a protection-sensitive way and strengthen their ability to meet standards of international protection. It will promote legislation, practices and standards that reflect international refugee and human rights law. UNHCR will intervene and engage with partners and States to prevent refoulement and to respond where it occurs, in ways that aim to ensure accountability and address its causes.

UNHCR will maintain its readiness to set up registration in new emergencies, with the Emergency Response Team, who are on standby for deployment within 72 hours, trained via the Emergency Registration Learning Programme.

In both emergencies and protracted refugee situations, UNHCR will aim to support a transition to government-run registration systems, when the environment allows. UNHCR's proGres registration system will maintain active records for over 18 million people in 138 countries, compared to 17.1 million at the end of 2023.



UNHCR will work with State authorities to ensure that all children born to forcibly displaced or stateless parents receive a birth certificate. It will encourage national registration arrangements to recognize refugee registration systems so that refugees can receive identification documents similar to those issued to nationals. This often entails significant legislative and policy changes as well as financial resources, so UNHCR will pursue this goal via partnerships with development actors that have dedicated projects to strengthen national civil registration and identification/registration systems.

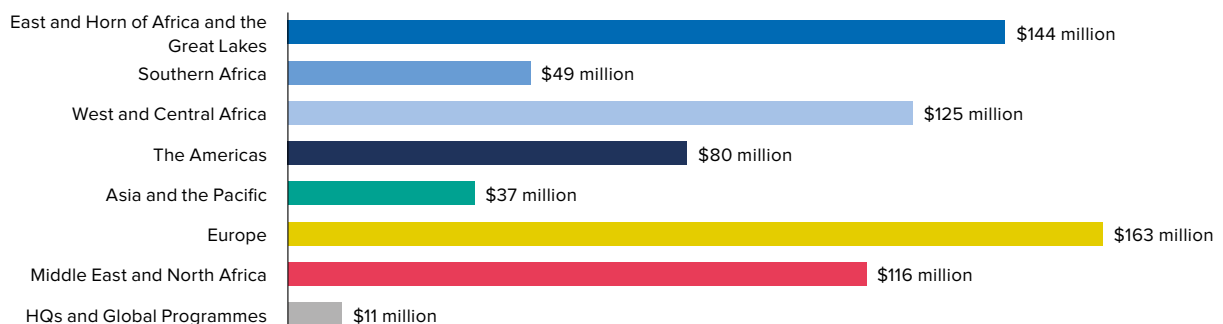
2025 will bring a major advance in the way UNHCR delivers protection and assistance: the [Digital Gateway](#), a key element of the [Digital Transformation Strategy](#), will be piloted ahead of a global roll-out. It gives forcibly displaced and stateless people access to digital services such as asylum claims, registration appointments, contact information, and the status of their case online. Some components have already been developed and deployed in Egypt as part of the Sudan emergency response, and in Indonesia to improve the efficiency of the registration process.

### New developments and opportunities

2025 will also see the realization of many inclusionary opportunities for refugees thanks to the launch of the [PRIMES Interoperability Gateway \(PING\)](#). This enables UNHCR to exchange personal data in a safe, secure, and efficient way with partners including governments, UN agencies and NGOs, improving delivery of protection, assistance and solutions. [Several pilots](#) in 2024 demonstrated the value of PING. In Ethiopia, work done in close partnership between the Government, UNHCR and the World Bank's [ID4D](#) programme enabled refugees to be included in the national digital identity programme, resulting in legal access to banking, education, health care and employment for the first time. UNHCR and WFP used PING to better deliver food aid in refugee camps in the United Republic of Tanzania, and plan to use the same model around the world in 2025. Additional opportunities to benefit refugees using PING have been identified for 2025. These cover resettlement, documentation, access to financial services the integration of NGO, UN and government data systems, and more.

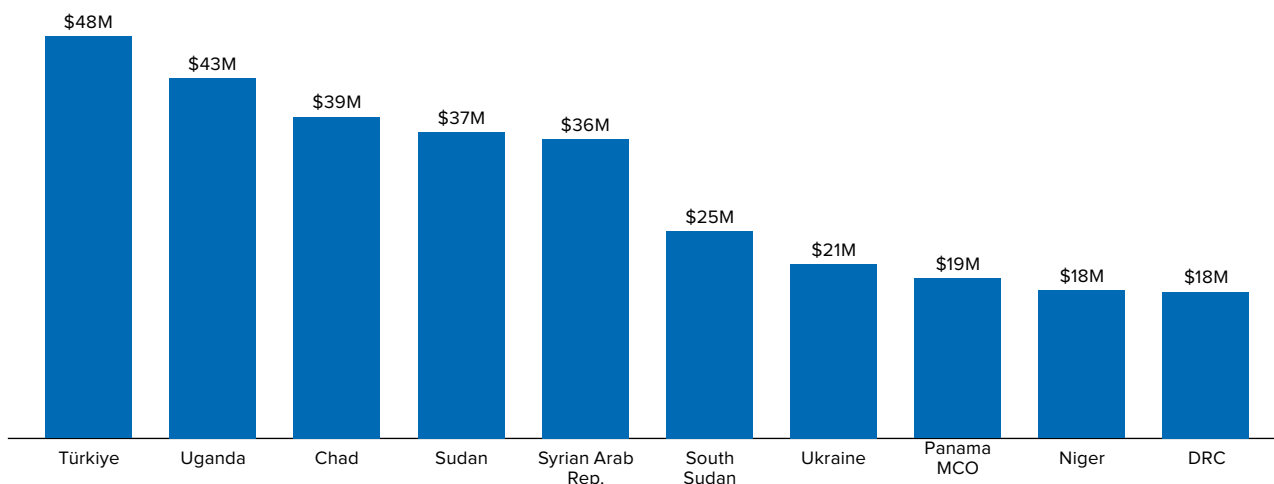
## GLOBAL NEEDS FOR ACCESS TO TERRITORY, REGISTRATION AND DOCUMENTATION

**\$725 million** required in 2025 | -5% vs 2024 current budget



## TOP TEN OPERATIONS BY BUDGET FOR ACCESS TO TERRITORY, REGISTRATION AND DOCUMENTATION

The total requirements for these 10 country operations is **\$303 million** or **42%** of the global needs for this Outcome Area.



Other country operations and HQs = \$422 million or 58% of the global needs for OA1 | DRC: The Democratic Republic of the Congo | MCO: Multi-country office

### Potential risks and challenges

The Digital Gateway and PING have demonstrated groundbreaking value in the pilots completed so far, and 2025 offers the chance to begin realizing the benefits of UNHCR’s investment in them over the past two years. Continued funding for these initiatives is essential – without it, there is a risk that the momentum for transformative change will be lost. There is also a risk that partners will invest precious resources in parallel systems and create data silos. UNHCR’s data services aim to mitigate that risk by offering interoperability for free, countering any urge to set up duplicate systems.

UNHCR also faces an increasing number of dire humanitarian situations. The emergency roster is a critical capability required to ensure UNHCR can respond appropriately in times of crisis. There is a risk that without appropriate funding, the capacity and capability building of the emergency roster will be diminished affecting UNHCR’s ability to respond.

### Core Outcome indicators

See [indicator information here](#).



Ida Sandra, a 54-year-old Venezuelan, arrived in Ecuador with her daughter in 2021. She applied to regularize her status under a government programme to help people who had lost their regular status or arrived irregularly, including over 400,000 Venezuelans in the country.

© UNHCR/Coralia Proaño

Ida now has an Ecuadorian ID, and a bank account where she can receive payments from customers for the business she has set up, "Ida Sandra Crochet".



## Outcome Area 2

Yemeni refugee Ibtisam shows her business license and refugee national ID at her coffee shop in Addis Ababa, Ethiopia. The mother-of-two is among the first group of 3,000 refugees living in the capital who recently received the digital IDs. “Now in this place, I’m legal. I have a business license. I now have a chance to change my life in a new way,” she says.

© UNHCR/Sona Dadi

## Status determination

### Global needs

A historic rise in asylum applications and a slew of emergencies around the world, coupled with complex situations of mixed movements of refugees and migrants, have made it vital for States to have quality asylum procedures, otherwise known as refugee status determination (RSD) procedures, so that they can promptly provide international protection to those who need it. Fair and efficient asylum procedures provide legal certainty to refugees, allowing them to move towards inclusion and self-reliance more quickly. They also reduce the strain on reception systems and support the return of people not in need of international protection.

The number of people with open asylum applications grew to almost 8 million by mid-2024. Some States have not managed to keep pace with the growing number of applications, and some have adopted increasingly restrictive policies rather than investing in and modernizing their systems.

In response to these challenges, UNHCR will reinforce its support to national systems, as well as strengthening the quality of the refugee status determination (RSD) that it conducts in approximately 45 countries each year – primarily in the Middle East, North Africa and Asia and the Pacific – where no fair and efficient asylum systems are in place.

It is also essential that States adopt statelessness determination procedures so that stateless people can be recognized and enjoy their human rights, including those provided for in the 1954 Convention on the Status of Stateless Persons. At least 31 States have statelessness determination mechanisms that lead to a legal status permitting residence and guaranteeing the enjoyment of basic human rights. 21 States established statelessness determination procedures during UNHCR’s 10-year #IBelong campaign that ended in 2024, which represents significant progress – but more is needed. Despite resource constraints, UNHCR supported capacity development to strengthen the national determination systems in 69 countries during the first half of 2024.

## How UNHCR will make a difference

In 2025, UNHCR will conduct high-quality RSD under its mandate (“mandate RSD”) in approximately 45 countries. The Office will undertake workforce planning and training to maintain and strengthen the protection analysis that goes into a mandate RSD decision.

UNHCR will strengthen its support for national asylum systems (the subject of a recent [evaluation](#)), and will issue a new strategy on asylum capacity development in early 2025, focusing on common areas of weakness:

1. supportive legal and policy frameworks;
2. strong institutions;
3. effective implementation of [differentiated case processing modalities](#);
4. capacitated workforce; and
5. provision of information and legal assistance.

The strategy encourages a sustainable, evidence-based approach to developing asylum capacity, and strong national ownership. UNHCR will bring together new and additional partners to support these efforts, such as regional and development actors and international finance institutions. In the context of mixed movements of

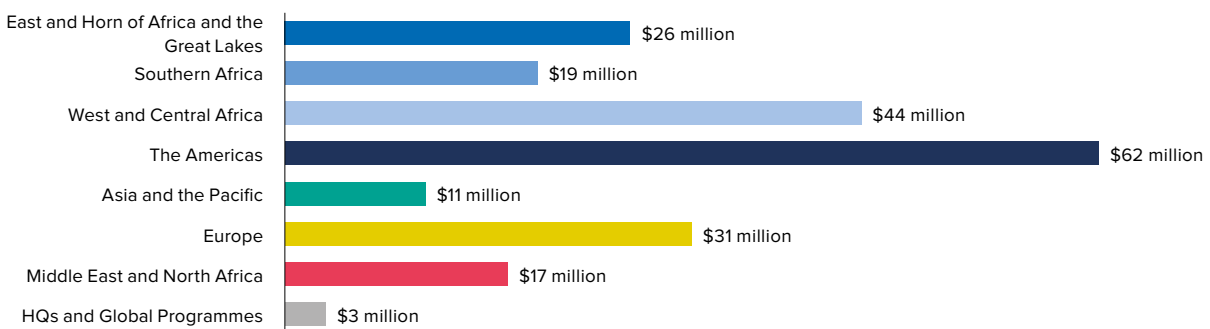
refugees and migrants, UNHCR will initiate dialogue between States to advance lawful transfer arrangements and responsibility-sharing.

UNHCR will work with States to develop an online asylum procedures toolkit, supporting them to improve the areas of their systems targeted by the strategy. This toolkit will be issued through the Asylum Capacity Support Group’s [Dialogue Platform](#), which records good practices and hosts events highlighting different aspects of asylum procedures. UNHCR will also issue new guidance and tools for status determination. This will include commissioning country of origin information and issuing [country guidance documents](#), particularly for countries that have produced a large number of asylum-seekers and refugees. In addition, UNHCR will roll out its asylum capacity assessment tool for States to assess and improve their asylum systems.

UNHCR will offer States technical support to establish and strengthen statelessness determination procedures, and it will provide legal assistance to individuals needing to access these procedures. This work will be enhanced by the Global Alliance to End Statelessness, which was launched October 2024 and brings together governments, intergovernmental organizations, UN agencies, civil society and stateless-led organizations.

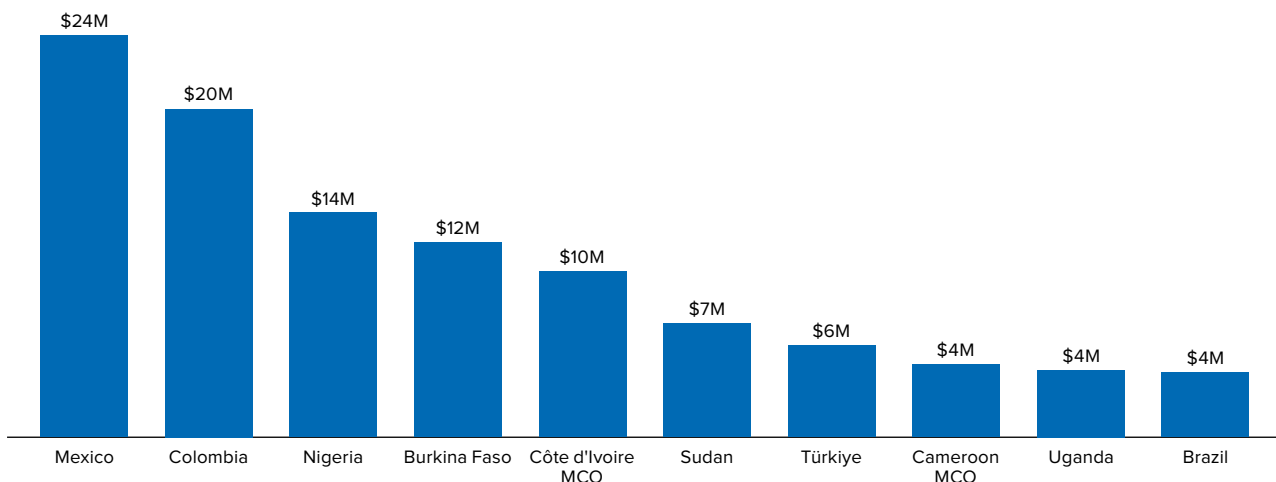
## GLOBAL NEEDS FOR STATUS DETERMINATION

**\$213 million** required in 2025 | +5% vs 2024 current budget



### TOP TEN OPERATIONS BY BUDGET FOR STATUS DETERMINATION

The total requirements for these 10 country operations is **\$104 million** or **49%** of the global needs for this Outcome Area.



Other country operations and HQs = \$109 million or 51% of the global needs for OA2 | MCO: Multi-country office

### Potential risks and challenges

Without appropriate financing of asylum processing, there is a real risk of asylum backlogs threatening the viability of asylum procedures in some countries. The lack of funding also hampers UNHCR’s ability to make demonstrable improvements in asylum processing. In 2025, it will focus on supporting priority areas in a sustainable fashion, including by diversifying the stakeholders engaged in supporting asylum systems.

### Core Outcome indicators

See [indicator information here](#).



Mariam Hassan Mahamat waits at the UNHCR registration centre with her daughters Djanatte and Asra. The three crossed the border into Chad the previous day after fleeing El Geneina, in Sudan, where many of her family members had been killed by armed groups.

© UNHCR/Andrew McConnell



## Outcome Area 3

Elmimar Mendoza is a Venezuelan woman who arrived in Ecuador six years ago with her family. She was unable to take advantage of the first regularization process in 2019 because she did not have a passport. Ecuador's announcement of a new regularization process has renewed her hopes of regularizing her status, allowing her to access a bank account and develop her sewing business.

© UNHCR/Omar Ganchala

## Protection policy and law

### Global needs



Despite the record numbers of refugees and asylum-seekers around the world, not all States have acceded to [1951 Convention relating to the Status of Refugees and its 1967 Protocol](#), the foundation for international protection and solutions. [149 UN Member and Observer States](#) are party to one or both, but 68 still retain reservations and general declarations. Many of the States that have not acceded are in Asia, the Middle East, the Caribbean and the Pacific. In 2023, the legal and policy framework for refugees was broadly aligned with international standards in approximately 39% of countries where UNHCR operations reported data. It is essential that States sign up to international legal instruments, transpose these into domestic laws and observe their legal responsibilities.

By mid-2024, there were more than 67 million [internally displaced people \(IDPs\)](#), depending primarily on their own government for protection and assistance. As of the end of 2023, 52 countries had adopted an IDP law, policy, strategy or action plan on internal displacement, and at least 17 had IDP-specific national frameworks under development or pending adoption. The extent to which States develop and implement laws and policies on internal displacement remains a major marker of their recognition of the need to address internal displacement. International instruments, including the [“Guiding principles on internal displacement”](#), the [Kampala Convention](#) and the [“Pact on security, stability and development for the Great Lakes region”](#), have bolstered States' understanding of their responsibility and legal obligations.

More efforts are also needed to resolve and prevent statelessness. Only 98 States are party to the [1954 “Convention relating to the status of stateless persons”](#) and only 80 are party to the [1961 “Convention on the reduction of statelessness”](#).



## How UNHCR will make a difference

Strong legal frameworks are the cornerstone of UNHCR’s work. Promoting accession to international conventions and assisting States in advancing their domestic laws and policies are core to the mandate of UNHCR. In 2025, UNHCR will monitor and analyse countries’ legal and policy frameworks through its online [Rights Mapping and Analysis Platform](#), including the [Refugee Treaty and Legislation Dashboard](#) and the [IDP Law and Policy Dashboard](#). In many countries it will actively advocate for a strengthening of those frameworks.

UNHCR will advise and assist States on the interpretation and application of international instruments relevant to the protection of refugees, stateless persons and IDPs and the prevention of statelessness. In the past this work has resulted in the adoption of strong and inclusive laws and policies and progressive case law. UNHCR will work closely with partners to assist States in exercising their responsibility for protecting IDPs, including by developing and implementing national and sub-national frameworks on internal displacement.

UNHCR will provide legal interpretative guidance on international normative standards on international protection and solutions for refugees and engage with legislative, policy and judicial actors and processes in relation to refugees, asylum-seekers, stateless persons and IDPs. Working with other UN organizations, civil society partners, parliamentarians, lawyers, judges and academics, UNHCR will provide States with technical assistance and develop their understanding of legal standards,

thereby improving displaced and stateless persons’ access to rights and solutions. Also, UNHCR will work closely with development actors and international financial institutions to leverage their expertise, analysis and financing to support law reform ensuring access to protection and solutions.

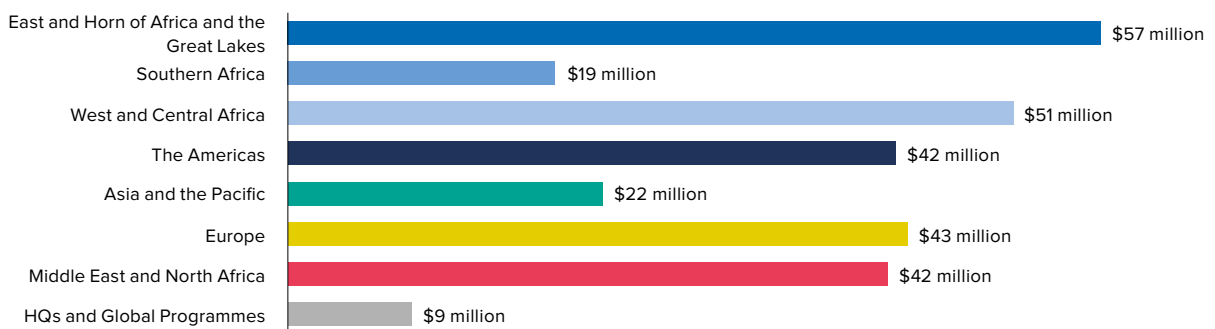
In situations where refugees and migrants travel together in mixed movements, UNHCR will employ a set of comprehensive, targeted and coordinated interventions to prevent dangerous journeys and related human suffering caused by traffickers, smugglers and other actors. This will offer States effective, rights-based alternatives to externalization of their responsibilities and expulsion, while helping them to manage the challenges around irregular movements in line with their international obligations.

UNHCR will pursue multi-stakeholder action on statelessness through the new [Global Alliance to End Statelessness](#), which was launched in October 2024.

UNHCR will also press for effective implementation of the [Global Compact on Refugees](#) across all legal and policy areas, including access to territory, respect for the principle of non-refoulement, non-penalization for irregular entry and presence, responsibility-sharing, and access to socioeconomic rights, family reunification and legal identity. UNHCR will advocate for removal of gender discriminatory provisions and introduction of safeguards to prevent statelessness in nationality laws, and for improved legal and policy frameworks to grant nationality to stateless persons.

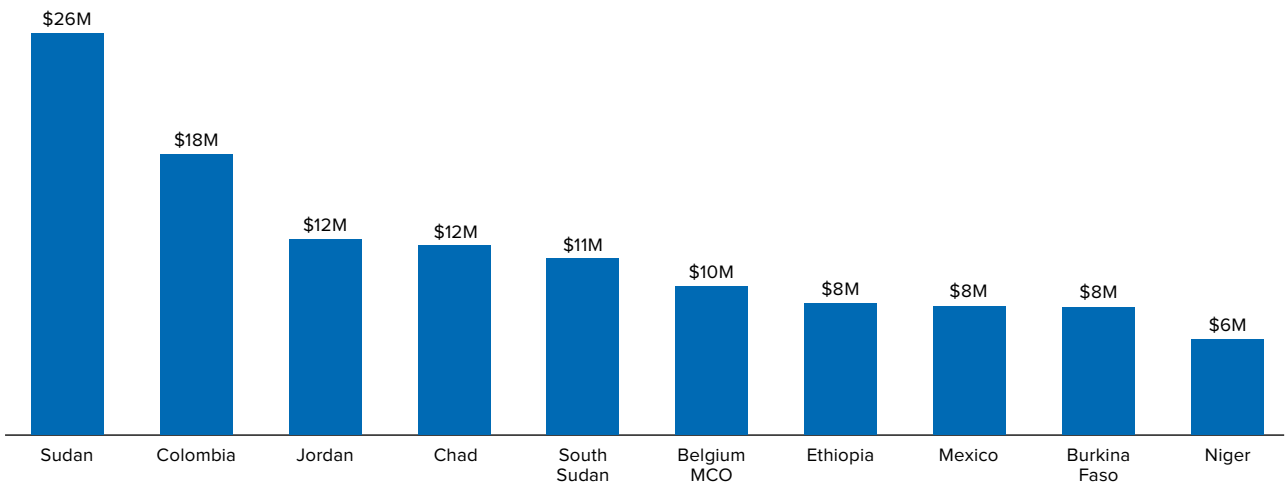
## GLOBAL NEEDS FOR PROTECTION POLICY AND LAW

\$284 million required in 2025 | -8% vs 2024 current budget



### TOP TEN OPERATIONS BY BUDGET FOR PROTECTION POLICY AND LAW

The total requirements for these 10 country operations is **\$120 million** or **42%** of the global needs for this Outcome Area.



Other country operations and HQs = \$164 million or 58% of the global needs for OA3 | MCO: Multi-country office

### Potential risks and challenges

Amid complex humanitarian crises, increased population movements within countries and across borders, and restrictive policies, UNHCR is perennially underfunded, undermining its ability to perform its mandated responsibility of promoting accession to international instruments, supervise their application and protect and assist the populations we serve.

### Core Outcome indicators

See [indicator information here](#).



Jessica (left) and Jessie (right) are twin sisters who are refugees in Mexico. They were born in Port-au-Prince, Haiti, and came to Mexico to reunite with their mother, Julie, who left their country due to threats and violence. At 28 years old, they 'separated' for the first time, as they had always studied or worked together: Jessica was hired as an interpreter at UNHCR, and Jessie at the organization Al Otro Lado. Today, they both work in the humanitarian sector and are committed to fighting against racism and discrimination, convinced that through community work, Tijuana is on the path to becoming a sanctuary city.

© UNHCR/Aurora Herrera



## Outcome Area 4

Fathia Adoumassid, a Sudanese refugee lawyer providing legal assistance to other refugee women in Chad.

© UNHCR/Ying Hu

# Gender-based violence

## Global needs



Gender-based violence (GBV) is a widespread threat to women and girls globally. **An estimated 1 in 3 women** experience physical or sexual violence in their lifetime. In 2022, nearly **89,000 women and girls** were killed, primarily by intimate partners or family members. **Evidence shows** that forcibly displaced women face 20% higher risk of intimate partner violence. Reports of conflict-related sexual violence **surged by 50%** in 2023 alone. Attacks on women's rights continue to grow, and women-led organizations bear much of the backlash. Over 60 million forcibly displaced and stateless women and girls are at particular risk of gender-based violence during displacement, including human trafficking.

The growing demand for GBV prevention and response services far exceeds the available funding. For instance, by mid-October 2024, only 32% of GBV-related needs in the Sudan Refugee Response Plan were met, causing significant delays in support for Sudanese refugee women. Underfunding has also led to delays in access to health services for survivors of rape in the Democratic Republic of the

Congo (DRC) and a lack of safe shelter for survivors in Colombia.

If funding shortfalls persist in 2025, it is estimated that over 36 million forcibly displaced and stateless women and girls will not have access to GBV services.

## How UNHCR will make a difference

In 2025, UNHCR will work closely with governments, refugee communities, civil society and humanitarian and development actors, to maximize the impact of GBV interventions. (UNHCR's GBV policy will be the subject of an **evaluation** due to be completed in early 2025.)

UNHCR will invest in enhancing refugees' inclusion in national systems for GBV prevention and response and strengthening partnerships with women-led organizations, including those led by refugee women. Deployment of GBV experts will enable UNHCR to quickly scale up quality GBV prevention and response services from the start of emergencies and to lead inter-agency GBV coordination in refugee settings.

Currently, UNHCR coordinates 46 inter-agency GBV mechanisms in refugee and mixed settings. It will aim to engage women-led organizations within those coordination structures and will support efforts to increase direct and flexible funding to women-led organizations, in particular those led by refugee women. It will provide psychosocial support (case management), legal and cash assistance, and timely referrals to health services for survivors. Safe accommodation will be provided for those at imminent risk of violence. UNHCR will strengthen community-based prevention programmes that challenge discriminatory gender norms. It will pilot new approaches to enhance data on GBV risks for women and girls on the move, and on their access to GBV services.

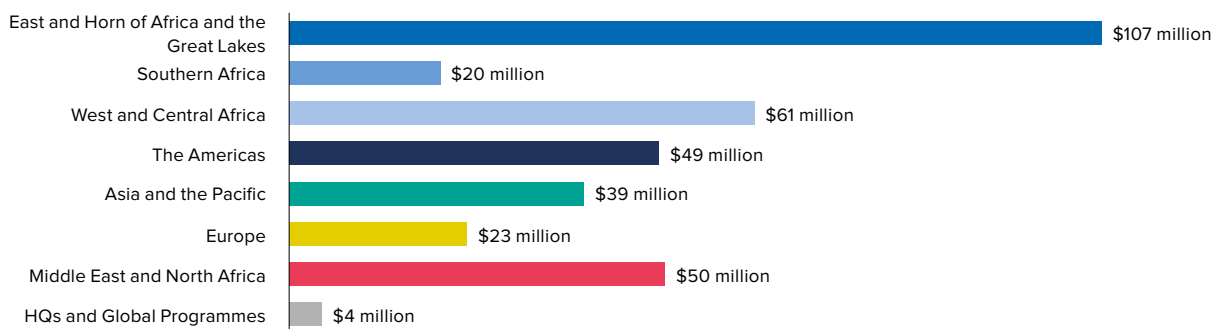
Based on UNHCR data, positive changes in attitudes towards violence against women have been noted in several countries, including Chad, the DRC, Ethiopia, Niger and South Sudan. In Uganda, 68% of men participating in GBV prevention programmes have acknowledged that men should not control their wife’s movements; in Bangladesh, the percentage of

community members who believed that women were to blame for violence dropped from 41.5% to 15.6% after the programme. These results were achieved by multi-year primary prevention programmes initiated in 2020. In South Sudan, UNHCR is supporting a Sudanese women refugee-led organization working to empower adolescent girls and decrease their future risk of GBV.

In Jordan, UNHCR is contributing to strengthen the national system to prevent child marriage, in particular by supporting judicial authorities. Improvements in survivors’ satisfaction with GBV case management services have been seen in Bangladesh, Ecuador, Lebanon and Mexico. In the DRC, UNHCR partnered with women-led organizations to reduce further risks of sexual exploitation, combining support networks and cash assistance. In Colombia, UNHCR helped a national GBV network provide prevention and response services to over 14,000 people. In the first half of 2024, UNHCR reached over 630,000 people, primarily women and girls, with life-saving GBV prevention and response interventions.

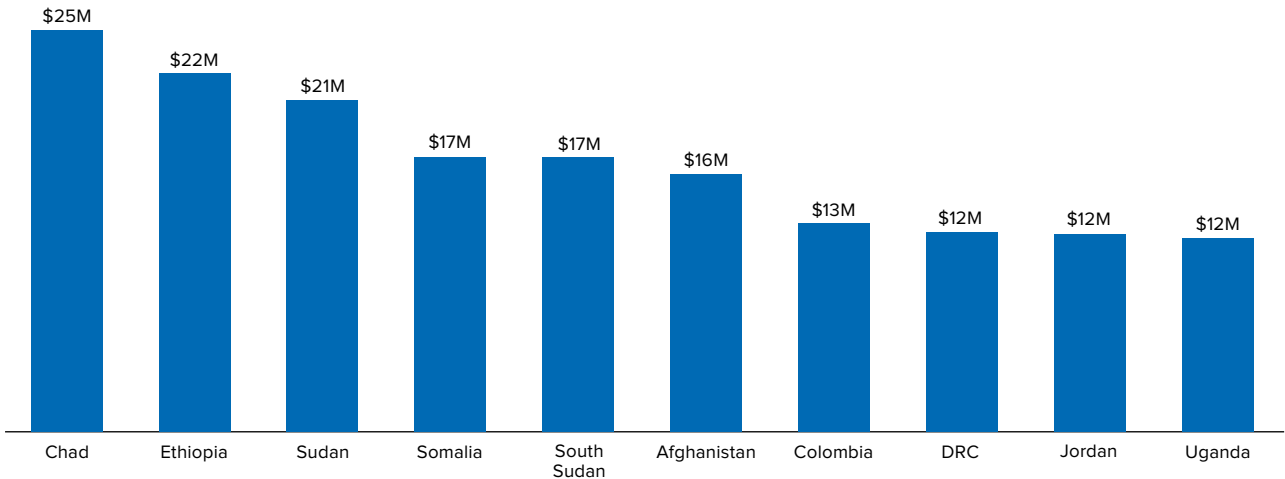
## GLOBAL NEEDS FOR GENDER-BASED VIOLENCE

\$354 million required in 2025 | -0.3% vs 2024 current budget



### TOP TEN OPERATIONS BY BUDGET FOR GENDER-BASED VIOLENCE

The total requirements for these 10 country operations is **\$168 million** or **48%** of the global needs for this Outcome Area.



Other country operations and HQs = \$186 million, 52% of the global needs for OA4.

UNHCR’s advocacy also helped mobilize the international community at the Global Refugee Forum in 2023, resulting in 157 pledges related to gender equality and GBV and \$9.3 million in funding for women-led organizations working with displaced populations. These commitments came within a [multi-stakeholder pledge on gender equality and protection from GBV](#), co-led by Germany, the United Kingdom, Australia, Chile, the Action Network on Forced Displacement and 2023 Gender Refugee Experts; [Avec Elles](#), led by France; and a multi-stakeholder pledge on [closing the digital gender gap](#).

UNHCR’s upcoming Focus Area plan for gender-based violence will accelerate GBV interventions through 2029. This plan emphasizes further inclusion of refugee women and girls in national systems, increased collaboration with women-led organizations, and the strengthening of strategic partnerships with development actors. By addressing these challenges and leveraging new opportunities, UNHCR aims to make a lasting impact on gender-based violence prevention and response.

#### Core Outcome indicators

See [indicator information here](#).



Refugee women and those from the host community in a discussion group against gender-based violence in Kogdago, Togo.

© UNHCR/LOKOSSA



## Outcome Area 5

A UNHCR staff member looks at refugee and migrant children's drawings after distributing education kits in Trinidad and Tobago, where the Government allowed Venezuelan children into the public school system in September 2024.

© UNHCR/Kalifa Clyne

## Child protection

### Global needs

The huge global population of forcibly displaced people includes a very large number of children. By the end of 2023, children accounted for approximately 40% of the 117.3 million forcibly displaced people globally, and numbers are rising. More than 10 million children were forcibly displaced between 2020 and 2023, a one third increase. This trend is expected to continue in 2025.

Stateless and forcibly displaced children confront a myriad of protection risks: violence, abuse, exploitation, separation, psychosocial distress, perilous journeys, trafficking, immigration detention and – increasingly – death, as they seek protection and safety across borders and seas. Gender-based violence against children, particularly child marriage and sexual violence, is alarmingly prevalent in forced displacement settings. Over half of refugee children and others in need of international protection are hosted in low- and middle-income countries, which puts significant pressure on national systems to provide child protection services.

While the number of forcibly displaced children has risen and their protection needs are growing, the [funding for UNHCR and partners](#) has decreased, widening the funding gap for child protection.

The impact of these challenges is visible. For example, among the 48 UNHCR operations reporting relevant data in 2022 and 2023, 42% reported a decline in the proportion of refugee children at heightened risk who were supported by a Best Interests Procedure.

### How UNHCR will make a difference

UNHCR will implement the [Child Protection Policy](#) released in early 2024, which outlines UNHCR's commitments to protecting children and guides our programming, partnerships, resource mobilization and advocacy.

As part of its sustainable response programming, UNHCR and partners will work with States and partners to include refugee children in national child protection systems, including advocating for



inclusive laws and policies where necessary. Many States have signalled they want to strengthen child protection systems and to include refugee children, with about 60 such pledges by States at the Global Refugee Forum in 2023, as part of the [multi-stakeholder pledge on child rights](#).

UNHCR will support State authorities to ensure that forcibly displaced and stateless children, including individuals at risk of statelessness, are registered at birth. These efforts can make a significant impact and clear backlogs of unregistered children – as shown by the experience of [Rwanda](#), which reached a 99.5% birth registration rate in 2024 for refugee children under 5 years of age. UNHCR will work with other governments to make similar efforts to give children a solid legal start in life, reflecting the global commitment to register all children under 5 years of age, as set out in [Sustainable Development Goal 16.9](#).

UNHCR and partners will provide supplementary child protection services, particularly where national institutions are unable to provide these services. UNHCR and its partners supported 53,000 children at heightened risk through the Best Interests Procedure globally by mid-2024, based on those cases recorded in the proGres system. UNHCR will continue enhancing the capacity of communities and local, forcibly displaced, and stateless person-led organizations in identifying, preventing and responding to child protection risks. In Sudan,

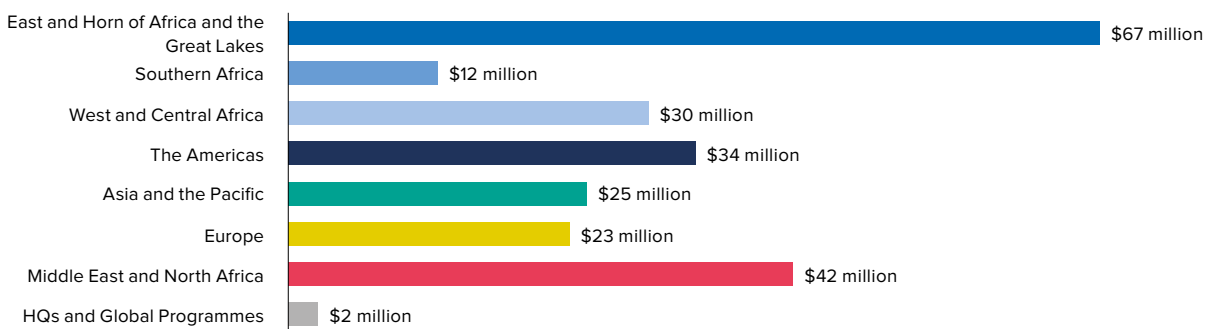
UNHCR and partners have established community-based protection networks in areas where no previous committees existed. These network members were trained in identifying at-risk children and referring them to child protection and other services.

Children are among those most at risk within mixed movements of refugees and migrants, as they are exposed various protection risks such as trafficking, abuse, family separation, and immigration detention. UNHCR will engage with States and partners at global, regional, and country levels in dedicated programming to prevent and respond to protection risks facing children, including at sea. Evidence from [Libya](#) shows how UNHCR and partners can support children at risk, including unaccompanied children and child survivors of gender-based violence, by providing temporary shelter, community-based care arrangements, cash assistance, the Best Interests Procedure and other child protection services.

UNHCR will continue collaborating with States and partners to enhance child protection coordination in refugee contexts, aiming for a comprehensive, efficient, and coordinated response to the complex protection needs of refugee children. In Uganda, UNHCR co-led (with the Government and UNICEF) the development of an inter-agency multi-year child protection strategy aligned with UNHCR’s Policy on Child Protection.

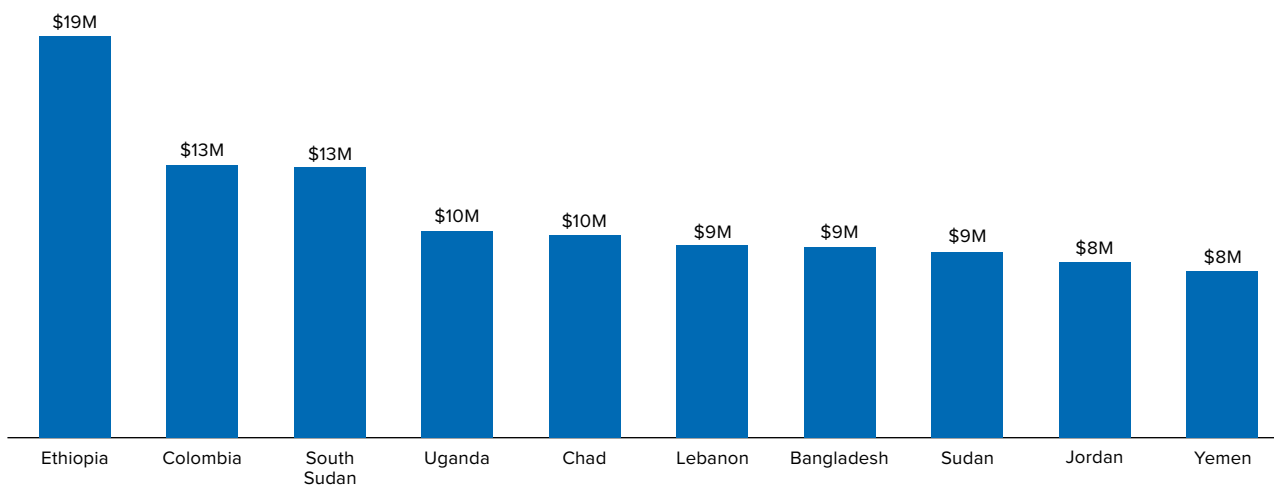
## GLOBAL NEEDS FOR CHILD PROTECTION

**\$236 million** required in 2025 | **-7%** vs 2024 current budget



## TOP TEN OPERATIONS BY BUDGET FOR CHILD PROTECTION

The total requirements for these 10 country operations is **\$108 million** or **46%** of the global needs for this Outcome Area.



Other country operations and HQs = \$128 million or 54% of the global needs for OA5.

### Potential risks and challenges

UNHCR and partners have achieved protection results for children through innovative approaches, strategic partnerships, and unwavering commitment. This comes at a cost: staff are stretched thin, services often hardly meet minimum standards and are insufficiently inclusive of refugee children's protection needs. Many urgent needs remain unmet. In South Sudan, the funding gap for child protection has limited UNHCR and its partners' ability to address the protection needs of approximately 51,385 children who are at a heightened risk. This puts them at further risk of harm, impacting their safety, development, and well-being.

### Core Outcome indicators

See [indicator information here](#).



© UNHCR/Sylwia Hejro

Natasha fled with her four children soon after the full-scale invasion of Ukraine began. She is a special education teacher, now working within her field in Lublin, Poland. Her daughter Nadiia fell in love with hippotherapy, which is organized by the Eleon Foundation with the support of UNHCR. "Almost every day she would ask: 'Mommy, when is Monday?', because that's when she had therapy. So, we started drawing suns on the calendar. That's how she learned to name all the days," says Natasha with a smile.

This picture was taken at Stajnia Arizona in Lublin, during an integration event for Ukrainian and Polish children with disabilities and their parents.



## Outcome Area 6

UNHCR Senior Community-Based Protection Assistant, Federica Starinieri, assists a Sudanese refugee, Hassan, during disembarkation operations at the port of Lampedusa, Italy.

© UNHCR/Alessandro Penso

## Safety and access to justice

### Global needs



When people are forced to flee from their homes or are stateless, they will frequently find themselves in acutely vulnerable situations. They may be separated from familiar and community networks of support, and may need legal protection due to their status and lack of documentation. For example, forcibly displaced and stateless people, including children, are frequently at risk of arbitrary detention imposed in the interests of immigration control, without an effective remedy or access to asylum. Legal issues related to status and documentation frequently hinder their access to basic rights, public services, livelihoods and work, but also exacerbate the risk of discrimination, abuse, gender-based violence and trafficking, jeopardizing their safety.

It is critical that they have access to justice so that they can obtain respect for their rights and seek remedies when their rights are violated. Weak rule of law institutions, limited judicial independence, insufficient legal aid, and systemic discrimination all hamper their access to justice.

The failure to ensure access to justice for forcibly displaced and stateless people undermines progress towards [Sustainable Development Goal 16](#), which calls for promoting the rule of law and access to justice for all as a global target to achieve by 2030.

### How UNHCR will make a difference

In 2025, UNHCR aims to advance access to justice through evidence-based advocacy and programming, training, protection and detention monitoring, legal aid, court interventions and strategic litigation, and supporting communities' legal empowerment. In the first half of 2024, UNHCR provided legal assistance to more than 500,000 people in 82 countries. In 2025, UNHCR will engage a wide array of legal partners, including judicial and administrative bodies, bar associations and other legal aid providers, as well as refugee, IDP and stateless-led organizations, human rights defenders and institutions, UN partners and civil society. Partnerships will help mobilize support for better access to justice and inclusion in national systems of forcibly displaced and stateless people.

In the first half of 2024, UNHCR intervened in 10 court cases relating to the rights of forcibly displaced and stateless persons, five before national courts and five before regional courts. It will continue to intervene as a third party in national and regional court proceedings and is working on broadening its judicial engagement to more regions.

To support equal access to justice for all, in Costa Rica, for example, UNHCR plans to strengthen technical assistance and capacity development for the judicial branch, legal counselling for displaced and stateless persons, and promote refugees' involvement in the National System of Judicial Facilitators.

In Türkiye, UNHCR collaborates with the Union of Turkish Bar Associations and other partners to provide legal assistance, including counselling on individuals' rights and obligations in Türkiye, as well as national protection and justice mechanisms. Additionally, this partnership aims to enhance access to legal aid for legal representation, ensuring that persons in need of protection can receive comprehensive support throughout their legal processes.

Preventing the arbitrary detention of refugees and asylum-seekers is a priority worldwide. Independent monitoring of detention by UNHCR and others helps identify people in need of international protection, protect them from refoulement, and enable the enjoyment of other rights. Building on its [2012 Detention Guidelines](#) and its 2024 [advocacy brief](#), UNHCR will continue to identify persons under its mandate in situations of detention or at risk of being detained for immigration control purposes, promote legal and policy reforms to end immigration detention of children, ensure that detention of asylum-seekers is a measure of last resort, and implement rights-based alternatives to detention – the subject of a [multi-stakeholder pledge](#) at the Global Refugee Forum (GRF) 2023.

UNHCR and its partners will seek to secure the release of those in detention and help those who have faced rights violations. They will raise awareness of people in situations of displacement about their rights and duties and train legal aid providers.

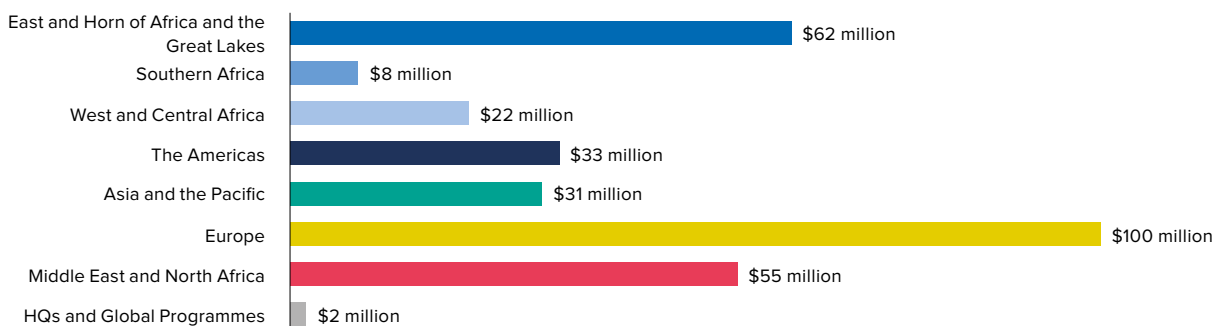
In Sudan, for example, UNHCR and partners will provide legal assistance to displaced individuals on issues related to documentation, housing, land and property, as well as gender-based violence, trafficking and other abuses.

UNHCR has concluded a second frame agreement with the [Hague Institute for Innovation of Law](#) which provides for the conduct of justice needs surveys, the training of UNHCR partners and refugee-led organizations on justice data and evidence, and small grants to refugee-led organizations. This work will contribute to achieving sustainable impact by strengthening capacities at national level and partnerships with UNDP and other peace and development actors on access to justice, as well as leveraging GRF pledges.

The [Global Legal Community Pledge](#) at the 2023 Forum expanded significantly on the 2019 pledge made by civil society and private sector stakeholders, including law firms and bar associations, to provide services, resources, expertise and policy support. In the last four years, private sector partners surpassed their commitment and provided more than 586,000 pro bono hours to support refugees and other forcibly displaced people's legal needs, worth approximately \$400 million.

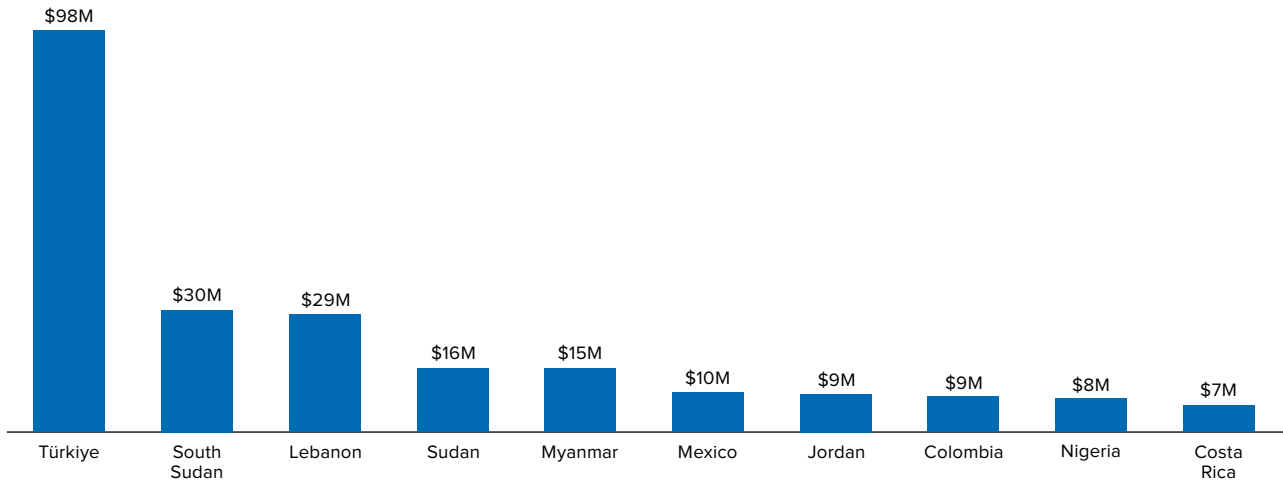
## GLOBAL NEEDS FOR SAFETY AND ACCESS TO JUSTICE

\$315 million required in 2025 | +0.1% vs 2024 current budget



## TOP TEN OPERATIONS BY BUDGET FOR SAFETY AND ACCESS TO JUSTICE

The total requirements for these 10 country operations is **\$229 million** or **73%** of the global needs for this Outcome Area.



Other country operations and HQs = \$86 million or 27% of the global needs for OA6.

### Potential risks and challenges

A shortfall in funding would mean that UNHCR would not be able to support sufficient legal capacity to provide legal aid to forcibly displaced and stateless persons seeking remedies for rights violations, including those who are subject to violence and abuses in mixed movement. Therefore, where there are gaps in the availability and accessibility of State-funded legal aid, forcibly displaced and stateless persons would face significant further barriers in seeking access to justice without the support that currently plays such a crucial role in overcoming them.

### Core Outcome indicators

See [indicator information here](#).



Lorena (53) using the facilities of the Support Spaces “A tu Lado” in the community of Santa Ana, in El Salvador, which offers comprehensive assistance in safe spaces to internally displaced persons, persons at risk of displacement, asylum-seekers, refugees and returnees in need of protection.

© UNHCR/Markel Redondo

“When I returned I was contacted by a friend who lives in the community, and she told me that there was this clinic for people who had been victims of crime and violence” says Lorena. “I called the Support Space in Santa Lucia, then they contacted me back, I was interviewed, I explained my case and then I came to the clinic in person,” she explains. “After losing everything from one day to the next, my business, my house and then losing my son, I was sad. The psychology sessions helped me a lot”, says Lorena.

The services offered by Support Spaces “A tu Lado” include information on access to rights and services, legal advice, psychological care, child and adolescent friendly spaces, internet access, comprehensive case management, and humanitarian assistance.



## Outcome Area 7

Manal Jumaa, a 42-year-old Syrian refugee, fled with her family in 2013 and took refuge in Zaatari camp, Jordan, and struggled to provide income for her six children. After a training course provided by UNHCR, through its partner Blumont, she became the first refugee woman to start mobile phone repairs in the camp.

© UNHCR/Shawkat Alharfoush

# Community engagement and women's empowerment

## Global needs



Forcibly displaced and stateless people have a fundamental right to participate in decisions affecting their lives and well-being. But this is often limited by

information, access or resource constraints, resulting in humanitarian responses that fail to take their concerns into account, potentially undermining their agency to protect themselves and worsening the situation of groups at particular risk of violence, discrimination and marginalization.

Community-based organizations, including those led by refugees, women, LGBTIQ+ persons and persons with disabilities, are unable to actively participate in responses and contribute to the societies they live in, often due to underfunding and legal barriers. This means humanitarian responses are not as inclusive, safe and culturally sensitive as they could and should be.

UNHCR is determined to uphold our accountability to affected people (AAP). This requires systems and resources for communicating with forcibly displaced and stateless groups, including in emergency contexts, which are often lacking.

## How UNHCR will make a difference

Community members play an active role in their own protection – disseminating information, identifying people at heightened risk, engaging in child protection, gender-based violence prevention and risk mitigation, promoting gender equality, and promoting peaceful co-existence. In 2025, UNHCR will support hundreds of grassroots organizations led by forcibly displaced and stateless people, by women and by groups who are at particular risk of discrimination and exclusion. In many operations, UNHCR will engage with other community-based mechanisms, such as outreach volunteers, to identify risks and needs, provide information on services, and support referrals.

To ensure its programmes respond to forcibly displaced people's needs and priorities, UNHCR will engage communities in participatory assessments, incorporating digital tools for analysis, to understand the risks they face, their capacities and the solutions that they propose. In the first half of 2024, UNHCR conducted such assessments in 96 countries, involving over 133,000 displaced and stateless people.



UNHCR will invest in strengthening two-way communication with forcibly displaced and stateless people, including those in mixed movements of migrants and refugees. UNHCR will consider the preferred ways of communication and will use face-to-face meetings as well as phone conversations and social media to ensure that people can safely voice their concerns, provide feedback, and access necessary information and services. UNHCR will seek to enhance AAP coordination and will invest in collective AAP, including in emergency contexts.

UNHCR's grant agreements will directly finance community-based organizations, refugee- and women-led organizations. UNHCR will also advocate for funding to organizations led by displaced and stateless women through inter-agency initiatives such as the [Women's Peace and Humanitarian Fund](#) and the [UN Partnership on the Rights of Persons with Disabilities](#).

To promote the equal and meaningful participation of forcibly displaced and stateless women in decision-making, many UNHCR country operations – including Bangladesh, Chad, Burundi, Jordan,

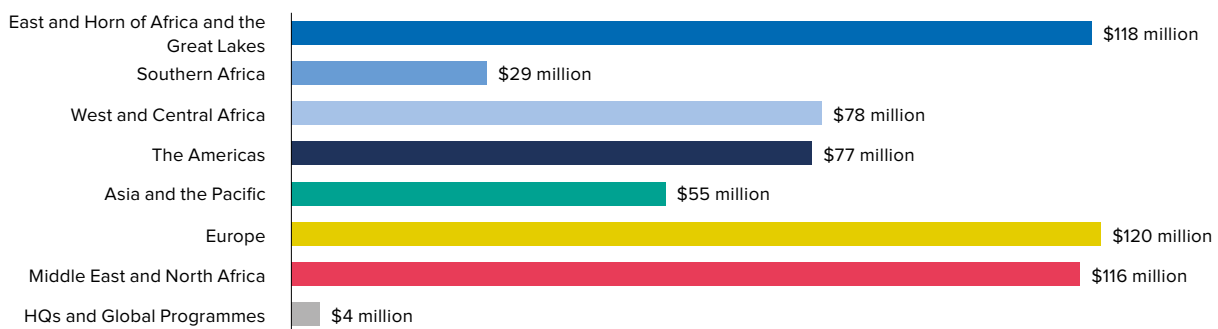
Kenya, Mexico and Mozambique – will undertake initiatives to strengthen female leadership and participation in community structures.

UNHCR will aim to ensure women and girls have equal access to individual registration and documentation, livelihood opportunities, education, and health services. UNHCR operations in countries such as Afghanistan, Brazil, Indonesia and Lebanon will promote women's empowerment and participation in livelihood and skill training activities. UNHCR will promote digital inclusion and connectivity for forcibly displaced and stateless women and girls in Egypt, Indonesia, Lebanon and elsewhere. It will also prioritize and remove barriers to and incentivize the meaningful participation of organizations led by forcibly displaced and stateless women in the humanitarian response and in UNHCR-led and supported activities.

UNHCR offices in Brazil, Costa Rica, El Salvador and Ukraine will pursue partnerships and engagement with local LGBTIQ+ organizations, particularly those led by forcibly displaced people, to enhance the protection, empowerment and inclusion of LGBTIQ+ individuals.

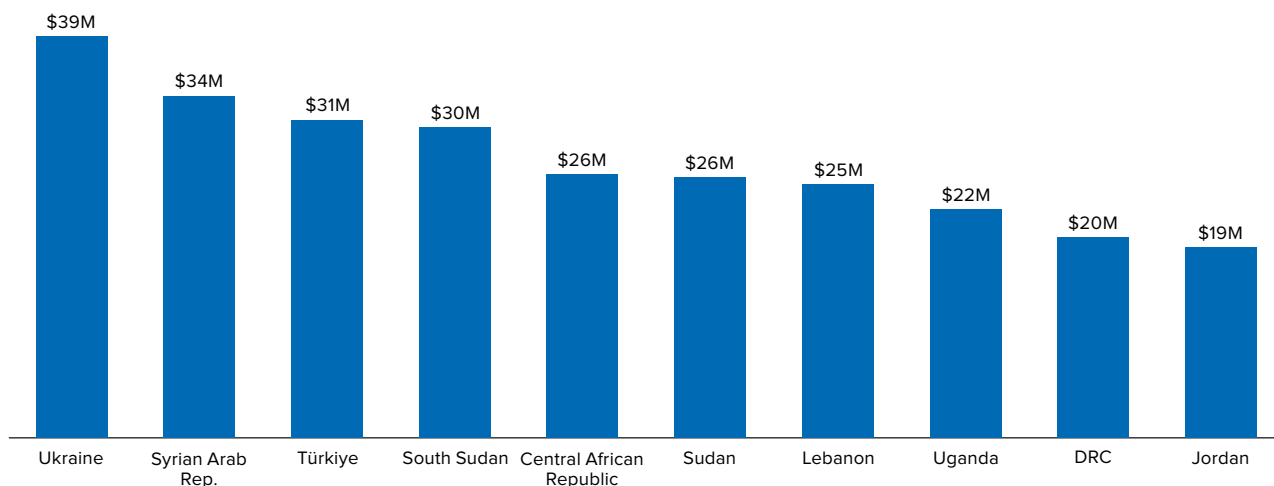
## GLOBAL NEEDS FOR COMMUNITY ENGAGEMENT AND WOMEN'S EMPOWERMENT

\$598 million required in 2025 | -4% vs 2024 current budget



## TOP TEN OPERATIONS BY BUDGET FOR COMMUNITY ENGAGEMENT AND WOMEN'S EMPOWERMENT

The total requirements for these 10 country operations is **\$272 million or 45%** of the global needs for this Outcome Area.



Other country operations and HQs = \$326 million or 55% of the global needs for OA7 | DRC: The Democratic Republic of the Congo

### New developments and opportunities

UNHCR will advance the core actions of its age, gender and diversity (AGD) policy, building on the 2023 AGD [evaluation](#) and analysis of results and good practices from operations in its annual [AGD Accountability Report](#), and will consider some of the suggested actions of the “[Longitudinal evaluation of UNHCR’s age, gender and diversity policy](#)”. UNHCR operations will work to increase the use of AGD-disaggregated data, gender analysis and gender markers to improve participation and inclusion in UNHCR's programming.

The Office will support forcibly displaced and stateless people’s participation in global fora such as the [Global Disability Summit](#) and the [High Level Officials Meeting](#), including by engaging the [Advisory Board](#) representing forcibly displaced and stateless-led organizations.

UNHCR will advance in implementing the required action of the [UN Gender Equality Acceleration Plan](#) and will further invest in training its workforce on gender equality and gender-inclusive programming.

Organizations led by refugees with disabilities will review UNHCR's performance under the [UN Disability Inclusion Strategy](#) and the Office's five-year action plan on disability inclusion, which concludes in 2024. These groups will also play a key role in shaping the development of a way forward for UNHCR's disability inclusion in the coming years.

Underfunding negatively impacts partnerships with grassroots organizations, including women led organizations and national stakeholders, which could undermine long-term gender transformative efforts and widen prevailing gender divides.

### Core Outcome indicators

See [indicator information here](#).



© UNHCR/Eric Bakuli



### Empowering refugee girls in Kenya through equal access to education

The partnership between TELUS, [TELUS Friendly Future Foundation](#) and UNHCR Canada is based on a mutual recognition of the systemic inequality and lack of access to quality education for girls living in sub-Saharan Africa. To address this critical need, TELUS, TELUS Friendly Future Foundation and their team members support the Tumaini Girls Secondary School in the Kakuma Refugee Camp, Kenya, by equipping the 352 students with the resources they need to learn, build skills and develop confidence through 2025. Over 570 students have already graduated from the school since it opened in 2014. The school provides high quality education to promising young women who face many obstacles to reach their full potential.



## Outcome Area 8

Beneficiaries receiving cash grants at the Kabul Encashment Centre, Afghanistan.

© UNHCR/Mushtaq Ahmad Munawarzada

## Well-being and basic needs

### Global needs



Forcibly displaced people often arrive in new locations with very little. They need immediate support to help them settle and regain a sense of normalcy as they

rebuild their lives. They have basic needs such as cash assistance, basic household goods and cooking fuel to establish stability in their new environment.

The scale of these needs is vast because so many people are being displaced every year, with an apparently unending series of emergencies around the world. The budget for well-being and basic needs is perennially the largest part of UNHCR's budget. Consequently, it is also the area with the biggest funding gap, amounting to a \$1.458 billion shortfall in 2023.

The most cost-efficient way to support displaced people is with cash. However, underfunding of UNHCR's budget, and earmarked funding that cannot be flexibly deployed, has translated into a reduction in cash assistance since a peak in 2022, when UNHCR disbursed \$969 million to 9.8 million people. The following year, \$762 million was disbursed to 7.3 million beneficiaries. Only \$600 million of cash assistance was planned in the budget for 2024. The small amounts disbursed are helpful but not enough: 95% of beneficiaries [surveyed](#) in

2023 said cash had improved their living conditions, but 60% were still resorting to negative coping strategies to get by.

People who have been forced to flee also require basic goods – from cooking utensils to blankets, creating a sudden wave of demand that at times may not be met through local markets. There is a critical need for an emergency supply chain, backed up by procurement, warehouses and logistics expertise, that can reach any part of the globe within the first days of a new emergency. UNHCR provided 2.6 million people with core relief items in the first half of 2024.

There is also a desperate need for clean fuel for cooking in camps and settlements, which brings benefits for health, productivity, gender equality and the environment. There has been 41% decline in clean fuel and technology use across 34 countries in the past year. This decline is associated with availability of funds and the relative greater cost of this fuel and technology.

### How UNHCR will make a difference

UNHCR promotes a “why not cash?” approach, as per the “[2022-2026 UNHCR policy on cash-based interventions](#)” (CBI), and its 2025 budget covers \$500 million in cash, targeting some 5 million people in 100 countries, including in emergencies.

95% of this will be provided as unrestricted cash, allowing individuals to choose how to meet their needs, and fostering financial inclusion, social protection, and self-reliance. Building on previous successes in providing [refugee access to bank and/or mobile money accounts](#), UNHCR will deliver cash through digital payments, enhancing financial inclusion and maximizing cost-efficiency. Its experience with blockchain in Argentina and [Ukraine](#) will be expanded to additional countries. An evaluation of UNHCR’s CBI programming will be launched in 2025.

UNHCR and OCHA co-chair the [Global Cash Advisory Group](#), which supports country-level cash coordination. In 2025, UNHCR will continue investing in local CBI capacity, ensuring sustainable cash coordination arrangements.

UNHCR’s lower budget in 2025 reflects reduced cash assistance in the Ukraine situation, adjustments in UNHCR’s operational footprint in countries neighbouring Ukraine, and fewer cash-based interventions targeting internally displaced persons in the Middle East and North Africa.

UNHCR will maintain its seven existing global emergency stockpiles, with vital goods sufficient for 1 million people and additional stock in the pipeline for another 500,000. In 2025, UNHCR will add its Regional Logistics Hub in Termez, Uzbekistan, to this network and reinforce global and regional preparedness capacity by establishing buffer warehouses closer to the point of delivery.

To respond rapidly to future emergencies, UNHCR will invest in a simple, swift and sustainable supply chain, as set out in its [“Supply strategy 2024-2030”](#),

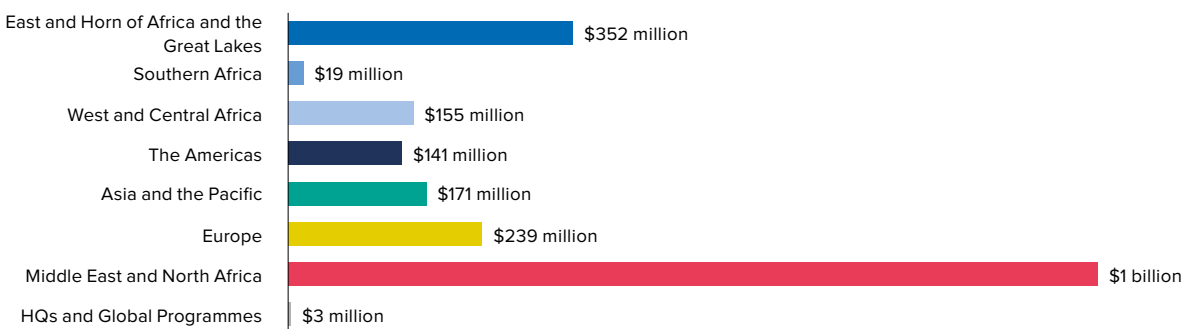
allowing it to deliver better and faster material assistance and procured services. Following extensive regional market assessments in the Americas and eastern and southern Africa, UNHCR has launched tenders to expand its supplier base and source goods and services close to emerging and protracted emergencies. This is expected to reduce cost, delivery times and carbon emissions, while increasing competition and reducing geographic risk in sourcing.

Following inter-agency collaboration on greener product specifications, UNHCR will switch to eco-tarpaulins and eco-friendly family tents and fully replace current stocks of [nine core relief items with more sustainable equivalents](#). By also focusing on waste management and installing renewable energy sources in its global warehouses, UNHCR will beat its initial target to reduce carbon emissions stemming from the production, purchase, delivery, and use of relief items by 20% by 2025, with a 30% target for 2030.

To increase access to clean cooking, UNHCR will promote affordable solutions and local energy transitions, distributing fuel-efficient stoves in Sudan, liquefied petroleum gas to vulnerable refugees in Bangladesh, and butane gas kits to refugees in Algeria, Mauritania and Niger. In Djibouti, Egypt, and Zambia, cash-based support will be offered to help new arrivals afford fuel. UNHCR is seeking to expand local manufacturing of fuel-efficient stoves and to work with the private sector to produce briquettes and pellets in countries including Cameroon, Chad, Ethiopia, and the United Republic of Tanzania, as alternatives to firewood. It is also monitoring the increasing potential of solar electric cooking in South Sudan.

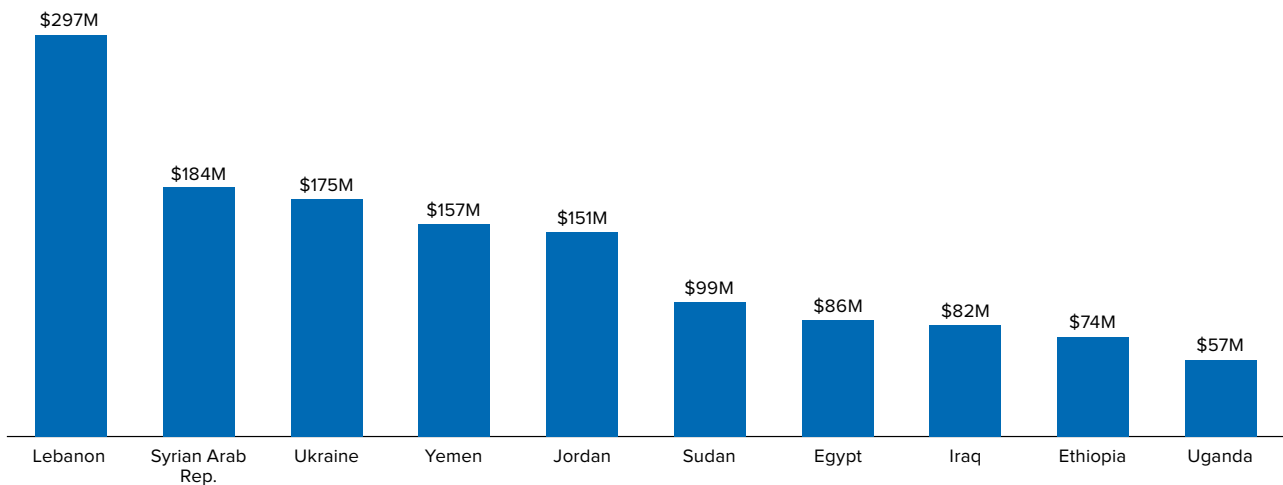
## GLOBAL NEEDS FOR WELL-BEING AND BASIC NEEDS

**\$2.079 billion** required in 2025 | -11% vs 2024 current budget



## TOP TEN OPERATIONS BY BUDGET FOR WELL-BEING AND BASIC NEEDS

The total requirements for these 10 country operations is **\$1.362 billion** or **66%** of the global needs for this Outcome Area.



Other country operations and HQs = \$717 million or 34% of the global needs for OA8.

### New developments and opportunities

In 2025, UNHCR will ensure more women can receive cash on behalf of their households, thereby promoting their socioeconomic empowerment. UNHCR will develop guidelines on the use of cash in addressing housing needs and preparing for climate shocks. UNHCR will keep improving the quality of cash delivery by training staff, by partnering with the private sector, governments and humanitarian actors, and by continuing the global roll-out of the [CashAssist](#) cash management system.

### Core Outcome indicators

See [indicator information here](#).



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**Cisco helps connect millions of refugees**

Cisco is partnering with UNHCR to bring connectivity to over 20 million forcibly displaced people and their hosts by 2030. With over \$1 million in support since 2022, Cisco is piloting transformational connectivity solutions to communities impacted by crises, such as the Sudan emergency. With Cisco’s support, millions of refugees will have internet access, skills, education, and access to hardware.



## Outcome Area 9

UNHCR and partners have relocated Sudanese refugees from a spontaneous site at Adre, on the Chadian border, to a newly established site in Dougi, Chad, where they are assigned shelters and have access to food, clean water and latrines.

© UNHCR/Ying Hu

# Sustainable housing and settlements

## Global needs



UNHCR supports over half a million households with shelter in an average year. This includes emergency, transitional and durable shelter provision, collective shelter, shelter repair and maintenance, and rental programmes. In 2023, UNHCR spent more than \$400 million on shelter and settlement programmes and supplied around 70,000 tents costing up to \$40 million in total. In the first half of 2024, UNHCR provided shelter and assistance to more than 630,000 forcibly displaced and stateless people. UNHCR provides shelter and settlement assistance in at least 400 settlements where more than 7 million people reside. Millions living in urban areas also desperately need shelter assistance.

As well as a roof over their head, refugees and asylum-seekers need simple amenities such as electric lighting for safety, protection and access to improved education and livelihoods. Their energy insecurity makes it crucial to shift to renewable energy, particularly solar hybrid solutions, and away from diesel as the power source for infrastructure such as water systems, health centres and schools.

Data collected by UNHCR operations shows some success: access to energy for lighting has improved in 56% of 27 countries reporting data in 2024. UNHCR is connecting smart mini-grids in countries such as Bangladesh, Pakistan and Uganda, thereby advancing household electrification, cutting carbon dioxide emissions and avoiding the energy inefficiency of stand-alone systems. UNHCR is partnering with the private sector and development partners to scale up these systems, based on successful experiences in Ethiopia, Jordan and Kenya.

## How UNHCR will make a difference

UNHCR's role taking a more catalytic turn in promoting sustainable settlements and housing, by emphasizing the need for increased government and community involvement in managing human settlements, in line with the Global Compact on Refugees (GCR). By fostering local partnerships and innovative solutions, UNHCR aims to create more sustainable and inclusive alternatives to camps, ensuring that displaced populations thrive together with their host communities. UNHCR will continue saving lives and providing vital support during emergencies, while setting the foundations for an eventual shift towards durable solutions.



In 2025, UNHCR will focus on providing durable, climate-resilient and inclusive shelter solutions and ensuring robust emergency responses, including emergency shelter for newly displaced populations. UNHCR will repair and rehabilitate housing, especially where shelters are vulnerable to severe weather events. Significant investment is also needed in places where people displaced for many years rely on degraded temporary infrastructure, as in Bangladesh, Kenya and the Syrian Arab Republic.

UNHCR will invest in innovative projects in Ethiopia and Lebanon to create durable shelters using recycled plastic waste. This will reduce costs, enhance living conditions, and minimize the environmental impact of shelter programmes, while also serving as a pilot project that could be scaled up elsewhere.

In Sudan, UNHCR plans to progressively upgrade emergency shelters to transitional and durable shelters like *tukuls* (traditional mud houses), especially in formal settlements. Community participation will be central to the design and construction process, strongly emphasizing the use of environmentally-friendly materials such as mud.

Where possible, in countries such as Lebanon, the Syrian Arab Republic and Ukraine, cash assistance will be used to allow displaced individuals to rent, repair, and/or upgrade their housing, giving them more flexibility in managing their shelter needs.

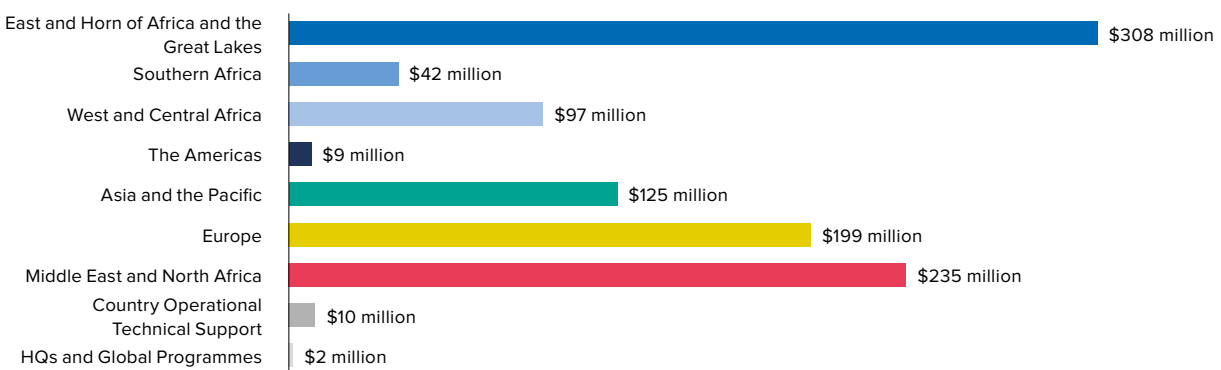
UNHCR will train staff, partners, government counterparts, and other stakeholders to improve the quality of the shelter and settlement programmes. This includes training on climate-resilient approaches and opportunities to ensure displaced people are included in national systems and services from the very start of their displacement.

### Potential risks and challenges

A shortfall in funding would mean UNHCR could not meet the urgent needs of the displaced population in shelter and settlement development, leaving many exposed to serious protection and physical risks. This would prolong their reliance on temporary shelters and hinder efforts to implement climate-resilient and sustainable infrastructure.

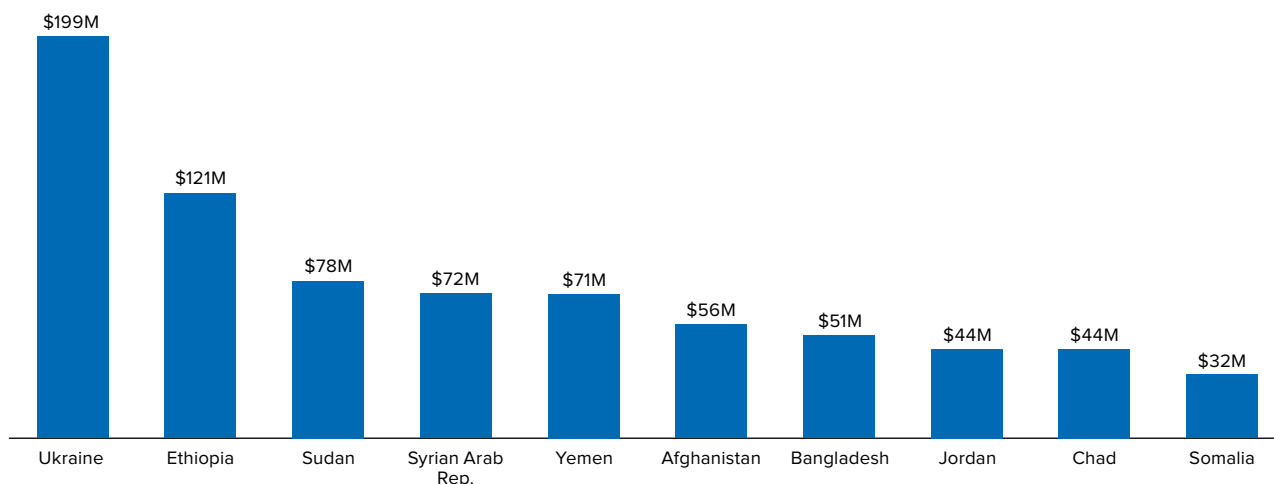
## GLOBAL NEEDS FOR SUSTAINABLE HOUSING AND SETTLEMENTS

\$1.025 billion required in 2025 | -5% vs 2024 current budget



## TOP TEN OPERATIONS BY BUDGET FOR SUSTAINABLE HOUSING AND SETTLEMENTS

The total requirements for these 10 country operations is **\$767 million** or **75%** of the global needs for this Outcome Area.



Other country operations and HQs = \$258 million or 25% of the global needs for OA9.

### New developments and opportunities

While challenges remain, opportunities are also arising. Many refugee-hosting countries embrace a transformative agenda to transition refugee camps into sustainable human settlements. A positive example is the coordinated regional effort fostering inclusion and sustainability in the Sudan response. Countries like Chad, Ethiopia Kenya and Mauritania are leading efforts to create integrated human settlements from the outset of an emergency. In collaboration with partners such as UN-Habitat, development actors and local governments, UNHCR aims to promote sustainable, integrated communities, creating long-term, resilient solutions.

UNHCR is committed to enhancing refugees' access to clean energy while actively reducing carbon emissions. UNHCR is refining operational models for solar technology maintenance to achieve more efficiency, and adding services that could increase the systems' lifespan. UNHCR is also actively promoting the collection and safe disposal of solar equipment to minimize electronic waste, with solar kiosks in Ethiopia and Uganda, a Green Innovation Hub for solar waste management in Bangladesh, and a study on the status of e-waste in Kenya, reinforcing its environmental responsibility.

### Core Outcome indicators

See [indicator information here](#).



© UNHCR/Simuel Otiro



### Latter-day Saint Charities strengthens response for those displaced by forgotten emergencies

The Church of Jesus Christ of Latter-day Saints has been working to respond to the needs of displaced and vulnerable populations in partnership with UNHCR for over 30 years. As a reliable partner contributing to forgotten emergencies, the Church has contributed over \$11 million since the start of the Sudan emergency, helping to provide safe housing for Sudanese refugees in the Central African Republic, Chad, Ethiopia and South Sudan, bringing stability and hope to people who have been forced to flee.



## Outcome Area 10

Asha Amber and Amos Nabwela check in on Buchumi, a Burundian refugee, and her baby girl Light, at the [Natukobenyo Health Centre](#), Kenya. UNHCR built and equipped the maternity ward with support from the European Union, and it is managed by the UNHCR's health partner, the Kenya Red Cross Society.

© UNHCR/Charity Nzomo

## Healthy lives

### Global needs



Forcibly displaced and stateless people face significant health challenges due to strained health systems, exacerbated by climate change, natural disasters and shifting disease patterns. UNHCR works with governments and partners, including development actors and the private sector, to provide essential public health services, strengthen national health systems and include refugees in national policies and plans. The 2023 biannual public health survey showed some progress: of the 49 surveyed countries that had a national health plan and policy, 80% included refugees, up from 77% in 2021.

Despite resource constraints, UNHCR provided over 9.5 million health consultations in 59 reporting countries in the first half of 2024, 4.1 million of them in the 21 countries using UNHCR's integrated Refugee Health Information System (iRHIS). UNHCR's acute malnutrition treatment reached 117,000 children and 44,000 pregnant and breastfeeding women in 18 countries.

### How UNHCR will make a difference

In 2025, UNHCR will invest in forcibly displaced and stateless people's health care in 95 countries, however with a decrease in the overall budget due to planned reductions in the operational footprint of UNHCR.

A key priority is to strengthen partnerships with UN agencies (such as the ILO, UNFPA, UNICEF and WHO), development actors and the private sector to advance the sustainable inclusion of refugees in national health and social protection systems. These efforts will be supported by health system strengthening initiatives, advocacy and research, including through the [Group of Friends of Health for Refugees and Host Communities](#). UNHCR will continue to build evidence on refugee inclusion while advocating for increased health financing, based on the cost of health inclusion studies, and for climate-resilient health infrastructure, including solar energy.

UNHCR will enhance the interoperability of its health information systems with national systems, facilitating data sharing and the inclusion of refugees. It will also advocate for the inclusion of refugees in national demographic and health surveys. UNHCR will monitor risks and support national emergency preparedness and response, including disease outbreaks. As co-lead (with WFP) of the [Inter-Agency Task Team on HIV in Emergencies](#), UNHCR will accelerate the global response to HIV in humanitarian settings, with support from UNAIDS and partners.

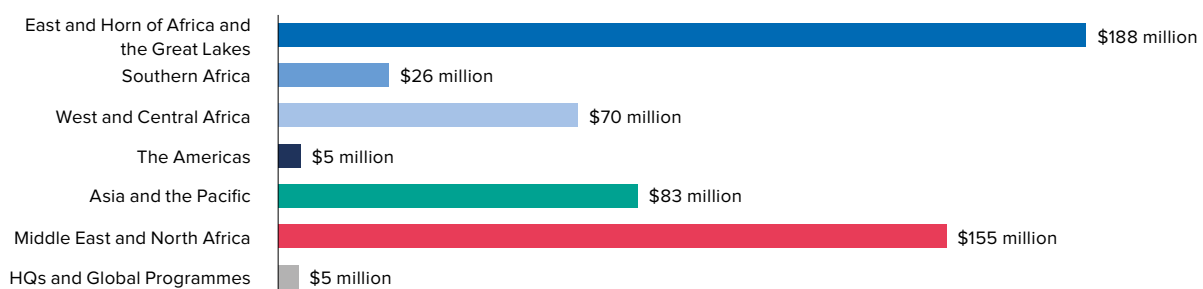
Mental health and psychosocial support services (MHPSS) will remain a significant priority, emphasizing involvement from UN partners, governments and academic institutions. The inter-agency “[Mental health and psychosocial support minimum service package](#)” will guide the integration of MHPSS into multiple sectors. Key elements include integrating mental health into primary care, introducing scalable psychological interventions, and facilitating communal psychosocial support.

UNHCR will intensify collaboration with UNODC to address substance use in displaced populations. UNHCR will support personnel and partners with [new guidance on assistive technology and rehabilitation services](#), prioritizing inclusion within national services. UNHCR will also focus on cost-effective and scalable interventions to improve maternal and newborn health while strengthening services for gender-based violence survivors.

UNHCR will work with refugee community health workers to reach under-immunized children, in Sudan and the Democratic Republic of the Congo for example, to increase low vaccination coverage rates to achieve targets. It will support nutrition through various collaborative partnerships including the [Global Action Plan on Child Wasting](#), [UN-Nutrition’s forum](#) and other similar initiatives. UNHCR will train staff, government, and partners in emergency response, MHPSS, and non-communicable disease care.

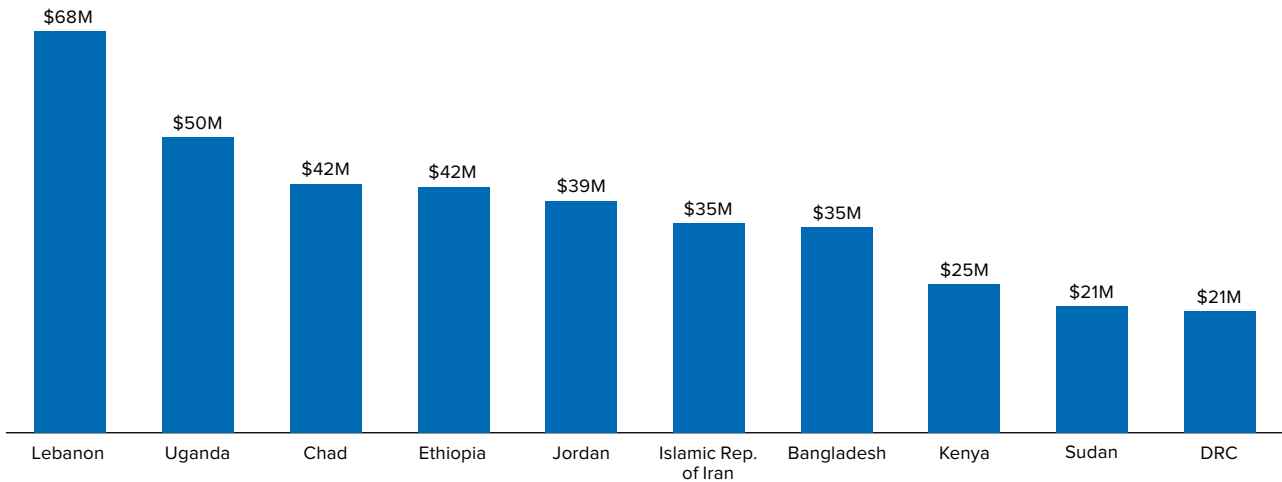
## GLOBAL NEEDS FOR HEALTHY LIVES

**\$531 million** required in 2025 | -17% vs 2024 current budget



## TOP TEN OPERATIONS BY BUDGET FOR HEALTHY LIVES

The total requirements for these 10 country operations is **\$379 million** or **71%** of the global needs for this Outcome Area.



Other country operations and HQs = \$152 million or 29% of the global needs for OA10 | DRC: The Democratic Republic of the Congo

### Potential risks and challenges

While there has been progress in including refugees in national health frameworks, refugees’ access to care is disproportionately affected by cost, distance, and exclusion from national systems, and sustained efforts are crucial to closing those gaps.

In 2024, the UNHCR iRHIS highlighted challenges such as under-vaccination, communicable diseases including malaria, epidemics (measles, cholera, dengue), maternal and child health needs, neonatal mortality, and the burden of non-communicable diseases. Unacceptable levels of malnutrition persist among refugee populations: one in 10 children suffer

from acute malnutrition, one in three are stunted, and one in two face micronutrient deficiencies. Forced displacement also leads to increased mental health needs that national systems are often ill-equipped to address.

In 2025, without adequate resources, an estimated 12.8 million displaced people, including 6.3 million children, could be left without life-saving health interventions, further compounding risks of malnutrition, disease, and preventable deaths.

### Core Outcome indicators

See [indicator information here](#).



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## Strengthening refugee health by combating malaria in Ethiopia and Uganda

For over 18 years, the United Nations Foundation has been a dedicated partner of UNHCR, supporting mobilization of emergency resources and advocating for refugee inclusion in local services. Recent GRF commitments injected \$1.3 million to strengthen health systems and services for refugees and host communities across Ethiopia and Uganda. In 2024 and 2025, displaced families facing heightened health risks will benefit from wider, more equitable access to essential health care, particularly malaria and vaccine-preventable diseases. The long-standing partnership will play a critical role in addressing challenges to delivering life-saving interventions, including malaria prevention, diagnosis, treatment, and robust child immunization programmes. Future communities will be healthier, children will be able to attend school, parents will be able to work, and families will enjoy greater peace of mind.



© UNHCR/Nicola Filippo Rosso

## Outcome Area 11

Sudanese refugee students find shade under a tree in Metché, a refugee site in a remote region of eastern Chad. Metché is among six such sites built in eastern Chad by UNHCR to provide basic services to refugees who have fled from the hostilities in Sudan.

## Education

### Global needs



Of the almost 15 million refugee children, just under half are in school, and many fail to enrol in or complete secondary education, cutting their educational

journey short. Education is both a right and a building block of self-reliance for refugees, whether they are in a host country, a third country, or preparing to return to their country of origin.

Secondary education remains a significant gap. UNHCR's [Education Report 2024](#) shows only 42% of refugee students were enrolled for the 2023 school year.

UNHCR is committed to ensuring that refugee children do not miss the opportunity to learn on par with nationals. While progress has been made, with more countries adopting enabling policy frameworks, significant barriers remain in ensuring long-term financing for refugee education, overcoming administrative obstacles and individual costs associated with educational access.

### How UNHCR will make a difference

In 2025, UNHCR's education response will focus on providing inclusive, equitable and sustainable education for refugees. (The budget of \$481 million, a decrease of 8%, includes reductions in the Middle East and North Africa, including in Egypt and Iraq.)

In emergency displacement situations, including in the Sudan response, UNHCR and its partners will work to ensure refugee learners can quickly resume their education, by strengthening education infrastructure and coordinating effectively from the very start of the emergency. UNHCR's "inclusion from the start" approach emphasizes building education programmes that are sustainable and resilient to displacement challenges. Without these opportunities, recently displaced children may be at risk of early marriage, engagement with armed groups, dropping out of school or missing out on years of schooling, significantly diminishing their opportunities to be economically active or contribute to social cohesion in the future.



UNHCR is committed to advocating for refugees’ inclusion in national education systems. It provides policy and technical advice to governments to enhance their capacity to incorporate refugees into national education plans, strategies, and policies. UNHCR and its partners also invest in transitional measures within or as closely aligned as possible to national systems to create access to education for refugee and host community children.

As of 2023, only 65% of refugee children were enrolled in primary education, though this represents millions of refugee children being in school (UNHCR, 2024). This has built on past achievements, such as the enrolment of 1.6 million children since 2012 through the partnership with Education Above All. In 2025, UNHCR aims to support the enrolment of at least 350,000 secondary students. Building on insights from pilot programmes in Ethiopia, Iraq and Pakistan, UNHCR’s goals for secondary education will expand to include Rwanda and Somalia as priority countries, focusing on closing gender gaps and increasing retention, progression and completion rates.

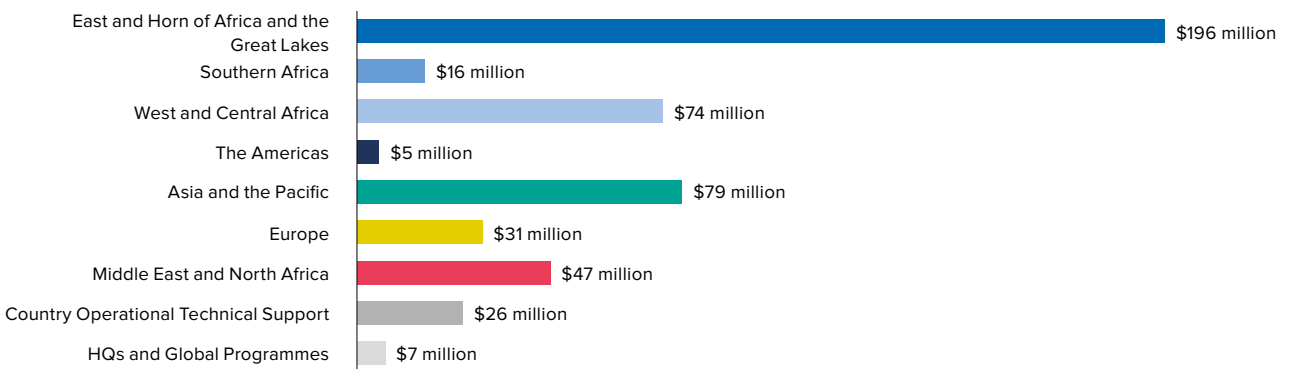
Demand for higher education among refugees continues to grow. UNHCR, along with a global network of partners, aims to expand access to **technical and vocational** education, **digital** learning, and university pathways, building foundations for economic opportunities and self-reliance. In support of the “15by30” pledge to get 15% of refugee youth into higher education by 2030, initiatives such as Jordan’s **Higher Education Alliance** are key. UNHCR values the efforts of governments like South Sudan, which has committed to enrolling 700 refugee students in universities through education financing.

### Potential risks and challenges

Without sufficient financial support, many thousands of refugee children risk losing out on education as their teachers go unpaid and families cannot afford the rising cost of education. The vital support provided by UNHCR makes education available in some of the most remote refugee-hosting areas. Reductions in services affect both refugees and the communities that host them.

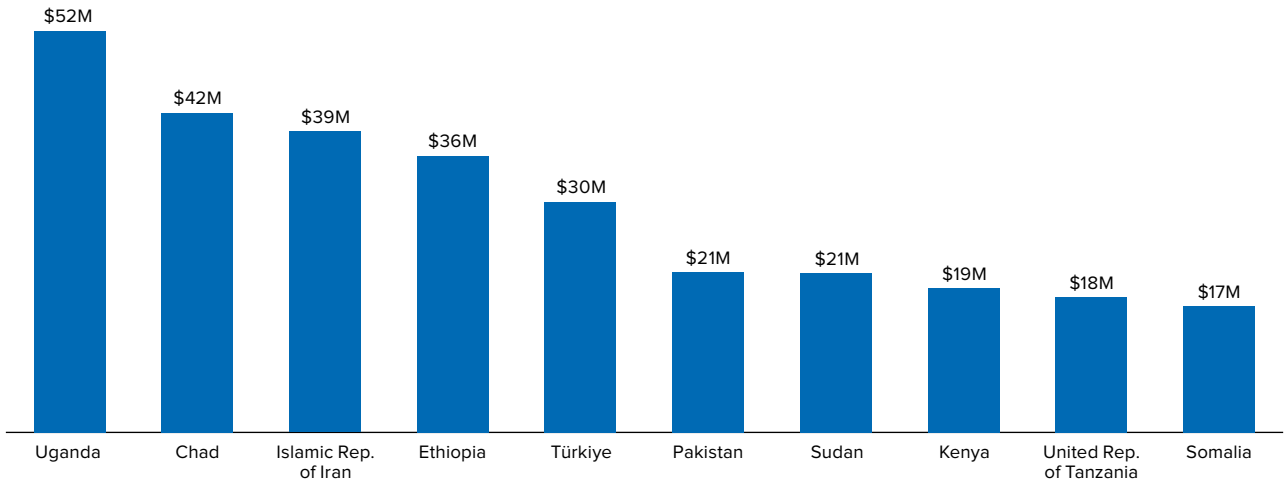
## GLOBAL NEEDS FOR EDUCATION

**\$481 million** required in 2025 | -8% vs 2024 current budget



## TOP TEN OPERATIONS BY BUDGET FOR EDUCATION

The total requirements for these 10 country operations is **\$294 million** or **61%** of the global needs for this Outcome Area.



Other country operations and HQs = \$187 million or 39% of the global needs for OA11.

### New developments and opportunities

The pledges made at the Global Refugee Forum in 2023, particularly the [multi-stakeholder pledge on advancing inclusion in national education systems](#), have the potential to demonstrate how the international community can effectively work with host countries to meet the costs of including refugees and navigate the associated policy measures.

UNHCR will expand access through the new global fundraising mechanism launched in 2024, Primary Impact, aiming to provide primary education for an additional 370,000 children. In addition, through the ongoing partnership with [Educate A Child](#), an additional five countries – Chad, Kenya, Pakistan, Mauritania and Uganda – will be targeted.

UNHCR will strengthen data collection and evidence generation on refugee education. It collaborates with partners like the [Porticus Foundation](#) and the [World Bank-UNHCR Joint Data Center](#) to produce research on refugees' access to quality education and their learning outcomes. Through initiatives like the Education Brief series and the Refugee Education Research Digest, UNHCR aims to become a leading voice in refugee education research and evidence-generation efforts.

### Core Outcome indicators

See [indicator information here](#).



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### Instant Network Schools: Bridging the digital divide for refugee education

For more than a decade, UNHCR and Vodafone Foundation have been working together to bring quality digital education to refugees through our Instant Network Schools programme, which brings connectivity, technology, and digital resources to refugee hosting schools. The programme is UNHCR's flagship connected education programme and has benefited more than 339,000 students and 6,000 teachers to date. The programme will expand in 2025 and 2026 with the aim to reach more than half a million students by the end of 2026.



## Outcome Area 12

As the risk of mpox continues to grow in the Democratic Republic of the Congo, internally displaced populations in Rusayo IDP site, North Kivu province, strain to implement measures to prevent transmission of the disease. Water is scarce for everyone, including the children.

© UNHCR/Blaise Sanyila

## Clean water, sanitation and hygiene

### Global needs



Forcibly displaced and stateless people are disproportionately affected by the lack of access to adequate water, sanitation, and hygiene (WASH) services.

These life-saving services contribute to refugees' protection, health, well-being and dignity, and help prevent disease outbreaks.

UNHCR supports [Sustainable Development Goal 6](#), aiming for "clean water and sanitation for all." However, the percentage of forcibly displaced people with access to basic drinking water services and sanitation remains low in several priority countries. For example, in the Democratic Republic of the Congo (DRC), only 58% of refugees have access to basic drinking water, with similarly low coverage in Ethiopia (74%) and South Sudan (57%). While progress has been made in integrating refugees into national systems, work is still in progress, as seen in Uganda, which has 85% coverage.

Refugees' access to sanitation is even more critical globally, with countries like the DRC (where 62% of refugees have access to a safe household toilet), Ethiopia (24%), Niger (28%), and South Sudan (46%) struggling to provide adequate services. In the first half of 2024, UNHCR supported more than 5.5 million refugees and asylum-seekers with drinking water and/or sanitation services in 29 countries.

### How UNHCR will make a difference

In 2025, UNHCR will provide WASH services to forcibly displaced people both in new life-saving responses and in protracted situations, where refugees still lack access to minimum services in 34 countries. This aligns with the "[Strategic framework for climate action](#)" and the "[Focus Area strategic plan for climate action 2024-2030](#)", and UN member States' commitment to the [Global Compact on Refugees](#). Collaboration and advocacy with local authorities will remain central to these efforts, ensuring that WASH management is both climate-resilient and sustainable.

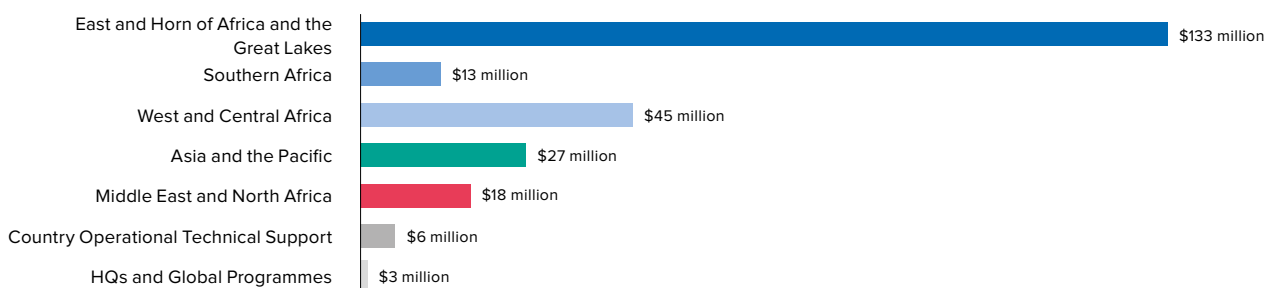
UNHCR will advocate for integrating forcibly displaced populations into national WASH systems from the onset of an emergency, transitioning away from emergency parallel systems if they have been established. Drawing on experiences from Ethiopia, Mauritania and Uganda, where water supply systems are being developed and operated in direct collaboration with the Governments, development partners, NGOs and local communities, UNHCR will prioritize improved access to water supply and sanitation systems.

Smart water sensors continue to be deployed in 10 countries to improve evidence-based water supply management through innovative technologies. UNHCR will aim for sustainable, climate-resilient solutions by strengthening infrastructure and supporting community-led management of WASH systems.

UNHCR will undertake infrastructure enhancements to prevent damage by extreme weather events, such as water supply system enhancements in Chad. UNHCR will focus on sustainable water resource management, such as through managed aquifer recharge in Malawi and long-term monitoring of groundwater resources. UNHCR will also continue its efforts to transition to renewable energy sources for water pumping, including through Project Flow, through which 21 water systems and four health facilities will be solarized during 2025. UNHCR will aim to increase access to soap and hygiene products, including menstrual hygiene products, preferably through cash-based interventions. UNHCR will continue to collaborate with local authorities and partners on inclusive hygiene promotion activities.

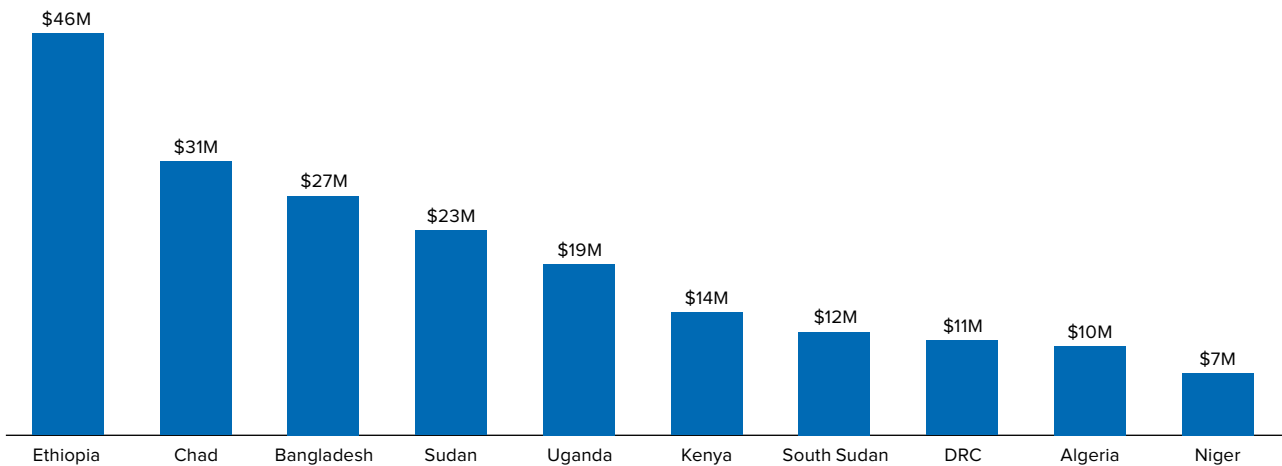
## GLOBAL NEEDS FOR CLEAN WATER, SANITATION AND HYGIENE

\$245 million required in 2025 | -5% vs 2024 current budget



## TOP TEN OPERATIONS BY BUDGET FOR CLEAN WATER, SANITATION AND HYGIENE

The total requirements for these 10 country operations is **\$200 million or 82%** of the global needs for this Outcome Area.



Other country operations and HQs = \$45 million or 18% of the global needs for OA12 | DRC: The Democratic Republic of the Congo

### Potential risks and challenges

As the causes and impacts of displacement become more complex and interconnected, meeting basic WASH needs is increasingly challenging. The rapid pace, large scale and widespread nature of displacement, combined with the vulnerability of host populations and ongoing disasters, including climate change, significantly complicate refugee access to WASH services and UNHCR’s WASH responses. Extreme and slow-onset weather events such as floods and droughts further strain water resources and infrastructure, increasing the risk of water-related disease outbreaks like cholera. These overlapping challenges affect the accessibility, adequacy, and acceptability of WASH services throughout displacement, making it more difficult to ensure sustainable solutions for displaced people and their host communities.

### Core Outcome indicators

See [indicator information here](#).



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### Mohammed Bin Rashid Al Maktoum Global Initiatives renews its commitment to support forcibly displaced communities

During the Global Refugee Forum 2023, the Mohammed bin Rashid Al Maktoum Global Initiatives (MBRGI) reinforced its commitment to displaced communities by pledging \$11.5 million to UNHCR's food security and livelihoods programmes for 2024/2025. [The pledge](#), which will support projects in Africa and Asia, focuses on empowering refugees through sustainable livelihoods and ensuring access to vital food resources. It includes funding for water, sanitation and health care for Sudanese refugee camps in Chad.

This contribution highlights the transformative power of collaboration in building resilience and offering hope to forcibly displaced communities seeking a brighter, more sustainable future.



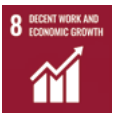
## Outcome Area 13

Samuel Binja is the founder of the Kalobeyei Initiative 4 Better Life which won the Refugee-led Innovation Fund 2024 for a hydroponic sprout farming project, helping to address food security and nutrition challenges in the refugee community during a severe food crisis brought on by East Africa's prolonged drought.

© UNHCR/Charity Nzomo

# Self-reliance, economic inclusion and livelihoods

## Global needs



Refugee self-reliance hinges on enabling legal policies and practices, yet most refugees still do not have an unrestricted right to decent work in the country where

they have received asylum, even though their right to work is protected by international law and their labour can benefit the host economy. A conducive environment for self-reliance depends on the socioeconomic conditions and political context of hosting countries. Crucially, the right to work must be observed in practice as well as in law. Economic inclusion means integrating refugees into a country's existing economic ecosystem from the start, with access to labour markets, land, finance, entrepreneurship, support services, the digital economy and economic opportunities on par with nationals. This empowers people to meet their needs safely, sustainably and with dignity, avoiding aid dependency and preparing for long-term solutions. It also avoids parallel systems and enhances data collection and evidence-based decision-making.

The legal and policy framework for forcibly displaced and stateless individuals' economic inclusion is progressing, particularly in countries that have adopted the Global Compact on Refugees and made commitments at the second Global Refugee Forum (GRF). In 2023, 45% of refugees resided in countries where they had unrestricted access to formal employment.

## How UNHCR will make a difference

UNHCR will facilitate and coordinate economic inclusion activities for displaced populations, test new and promising approaches and fill gaps in programming where there are few actors operating. Together with entities that joined the GRF [multi-stakeholder pledge on economic inclusion and social protection](#), UNHCR aims to influence law and policy reforms and reach 1 million people with targeted economic inclusion interventions and social protection programming by 2027.



UNHCR’s upcoming “2025-2030 Global livelihoods & economic inclusion strategy” will foster inclusive policies and legal frameworks by promoting evidence generation, attracting technical expertise and development financing, and encouraging [private sector investment](#) in displacement contexts.

UNHCR is actively engaging in the second phase of the [PROSPECTS Partnership](#), a collaborative initiative with IFC, ILO, UNICEF and the World Bank, supported by the Government of the Netherlands, to enhance economic inclusion and social protection in Egypt, Ethiopia, Iraq, Jordan, Lebanon, Kenya, Sudan and Uganda. The first phase supported over 350,000 displaced people with work permits, business registrations, access to financial services, apprenticeships, on-the-job training and work-based learning opportunities.

UNHCR aims to empower displaced populations to achieve self-reliance and contribute to their host communities. Partnerships with employment agencies, governments, businesses, and organizations like the ILO, World Bank and IFC are crucial for creating jobs, fostering entrepreneurship and financial inclusion, and ensuring that interventions align with market demands for labour, products and services. In Mexico, UNHCR works with over 600 companies to relocate and hire refugees inside the country through the local integration programme.

UNHCR will collaborate with private companies and civil society organizations to expand [Refugee Employment Platforms](#), which already exist in Brazil,

Chile, Costa Rica, Cyprus, Ecuador, Ethiopia, Finland, Greece, Italy, Moldova, the Kingdom of the Netherlands, Panama, Peru, Romania, the United Kingdom, into new countries.

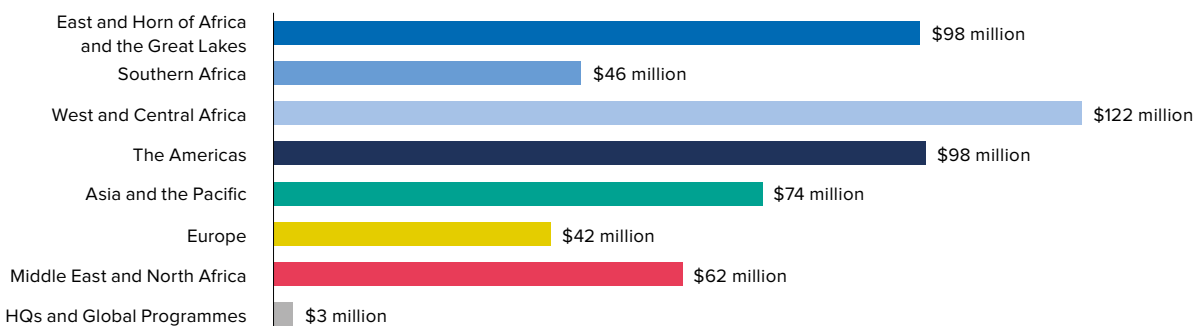
UNHCR’s upcoming “Global roadmap on agriculture” aims to scale up climate-resilient and inclusive agricultural solutions. The development of a comprehensive dataset on agricultural potential will guide governments, development partners and the private sector on better resource allocation for food security and livelihood stability.

UNHCR’s focus on financial inclusion means advocating for policies that allow forcibly displaced people to access banking, financial services and mobile networks. Many UNHCR country operations have targets to increase the use of bank accounts and mobile-money services in 2025. Partnering with UNHCR enables financial service providers to access data on the socioeconomic profile of the displaced population, their bankability, and compliance with “know your customer” regulations. UNHCR will advocate for the recognition of refugees’ identity documents for banking and SIM card registration.

UNHCR will work with impact insurance providers to give displaced people access to health and climate insurance, making refugee businesses more resilient. In Malawi, UNHCR is partnering with African Risk Capacity to provide parametric risk insurance coverage for Dzaleka refugee camp against drought.

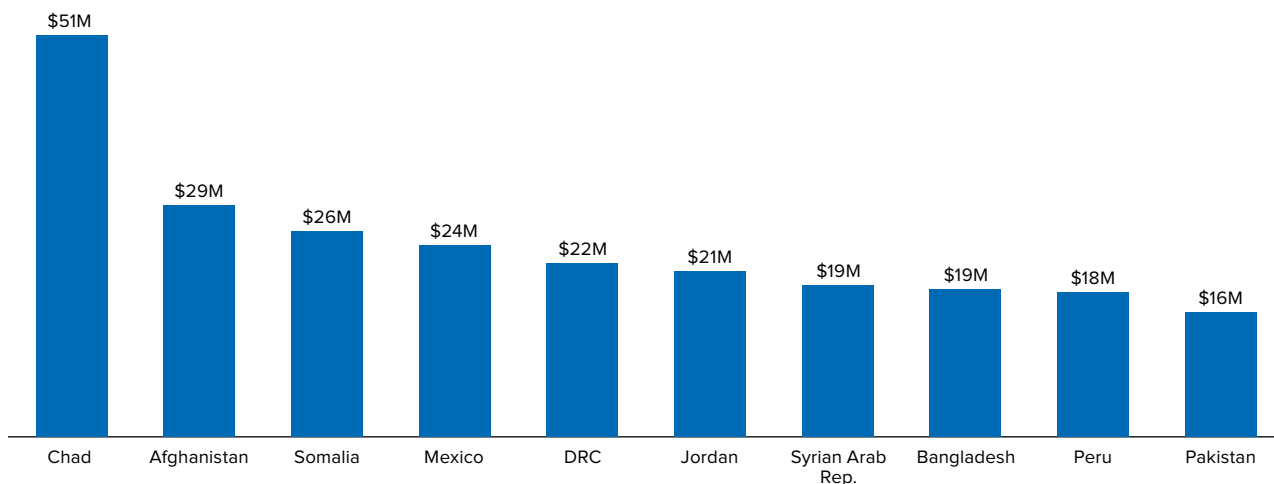
## GLOBAL NEEDS FOR SELF-RELIANCE, ECONOMIC INCLUSION AND LIVELIHOODS

\$545 million required in 2025 | -2% vs 2024 current budget



## TOP TEN OPERATIONS BY BUDGET FOR SELF-RELIANCE, ECONOMIC INCLUSION AND LIVELIHOODS

The total requirements for these 10 country operations is **\$245 million or 45%** of the global needs for this Outcome Area.



Other country operations and HQs = \$300 million or 55% of the global needs for OA13 | DRC: The Democratic Republic of the Congo

### Potential risks and challenges

Economic exclusion heightens the risk of poverty, exploitation, poor health outcomes, social instability and climate vulnerability. If we fail to improve conducive environments for economic inclusion, and if governments, development actors, and the private sector do not honour their GRF commitments and work together to ensure that refugees can contribute to and benefit from the economies of their host countries, refugees will remain dependent on humanitarian aid or social protection and be considered a burden to host countries. Without these collaborative efforts, displaced populations may resort to negative coping mechanisms, and their skills and capacities will remain underutilized. The fact that 87% of refugees reside in low- and middle-income countries, many of which are fragile, further exacerbates this risk.

Digital work and labour mobility pathways are opening new opportunities for self-reliance and inclusion, benefiting displaced persons and helping their economic inclusion while addressing labour shortages in host countries. Projects like UNHCR’s innovative collaboration with the World Bank on insect farming, a circular economy approach, hold significant promise for increasing incomes, contributing to local economies, improving nutrition and reducing emissions. Such initiatives show how displaced people can contribute meaningfully to their host communities while building a self-reliant future.

### Core Outcome indicators

See [indicator information here](#).



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### Mastercard Foundation invests in the future of displaced Sudanese by funding education and livelihoods

In response to the dire humanitarian crisis in Sudan, the Mastercard Foundation provided \$25 million to UNHCR to offer critical support in education and economic inclusion in eight countries hosting displaced Sudanese. The funding, part of a \$360 million strategy to boost refugees' livelihoods and women's employment in Africa, will enable UNHCR to reopen and reequip secondary schools and higher education, helping young people – especially women and girls – to get back to learning. It will also cover vocational skills training, gender-based violence prevention, and grants to encourage entrepreneurship by youth and women-led enterprises.



## Outcome Area 14

A group of Central African refugees arrive home in Carnot after spending years in Cameroon. Their voluntary repatriation was organized on the basis of agreements between the two countries, and with the support of UNHCR.

© UNHCR/Insa Wawa Diatta

# Voluntary repatriation and sustainable reintegration

## Global needs

Record numbers of people are being forced to flee, and very few are able to go home, although the majority routinely say they want to do so, when conditions allow, in safety and with dignity. Those who decide to return make their own assessment, comparing conditions in their country of origin with those in the country of asylum. Sometimes refugees adopt a gradual and prudent approach, given possible risks associated with a place that they were forced to flee from, which may lack services and livelihoods opportunities. They may also make repeat visits, so-called pendular movements. There is good reason for caution: a premature or unsustainable return can increase their needs and lead to secondary displacement, exposing them to new risks and dangers. Thus, once someone has fled and sought asylum abroad, making a return from exile is not as simple as “going back home” and resuming life as it was.

## How UNHCR will make a difference

UNHCR provides refugees with information on areas of origin and availability of services, as localized and up to date as possible, but the decision to return remains theirs. UNHCR organizes go-and-see and come-and-tell visits, where refugees can make an assessment for themselves, based on direct information and real experience.

For example, the [Ukraine is Home](#) digital information platform provides timely and impartial information to millions of people displaced by the full-scale war, helping them make informed decisions on a potential return.

Refugees need information about the services and assistance that will be available if they return. In Burundi, for example, UNHCR is engaged in mapping financial services and raising returnees’ and IDPs’ awareness of livelihood and self-employment opportunities. In Afghanistan, regular protection monitoring at border crossing points, at encashment centres and in return locations allows UNHCR to analyze and share information related to

return processes and conditions in areas of return, including protection risks and reintegration challenges, thereby informing protection responses and development plans. In the Democratic Republic of the Congo, UNHCR is addressing land tenure issues to ensure that displaced Congolese have secure access to land and property upon return.

UNHCR will continue to engage in area-based approaches like the [Pockets of Hope in South Sudan](#), the [Priority Areas of Return and Reintegration in Afghanistan](#), or in places where refugees return to areas already hosting internally displaced people, as a way to address the complexity of displacement and conflict with improved coordination, holistic approaches to solutions, and community engagement.

UNHCR will conduct intentions surveys with forcibly displaced people to understand their plans and hopes for the future. These surveys help UNHCR, government authorities and humanitarian and development partners to identify trends and obstacles to solutions. They inform UNHCR’s operational engagement, joint area-based approaches, and policy reforms by governments. Intention surveys also ensure the meaningful participation and systematic inclusion of IDPs and refugees in decision-making and planning for solutions.

UNHCR will also conduct return monitoring to understand obstacles to the sustainability of returns, and the needs of those who return and of the receiving communities.

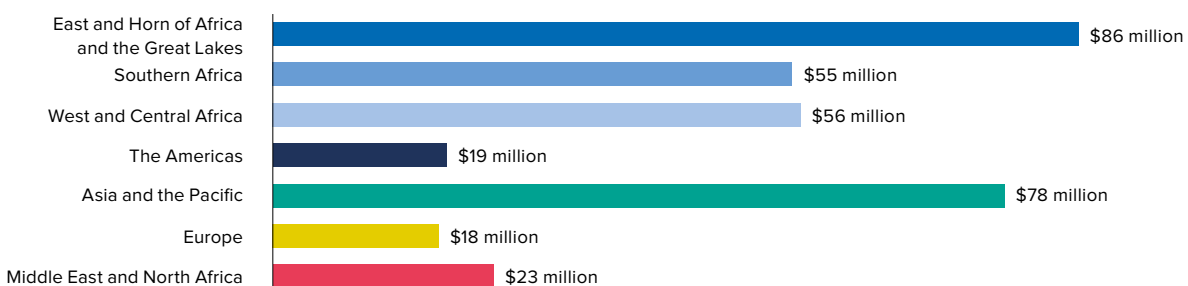
UNHCR will help to establish national, local, and sectoral plans and will strengthen policy dialogues with governments, and development, peace and financial actors, aiming to bring investment in basic social and economic infrastructure, remove obstacles to sustainable reintegration, support the safety and security of those who opt to return, and ensure they have social and economic opportunities.

### Potential risks and challenges

A shortfall in funding would mean UNHCR would provide less information on returns, carry out less return monitoring, reduce reintegration efforts, lessen the support offered to returning refugees, and reduce the support given to communities and authorities to create conditions conducive to return in safety and dignity.

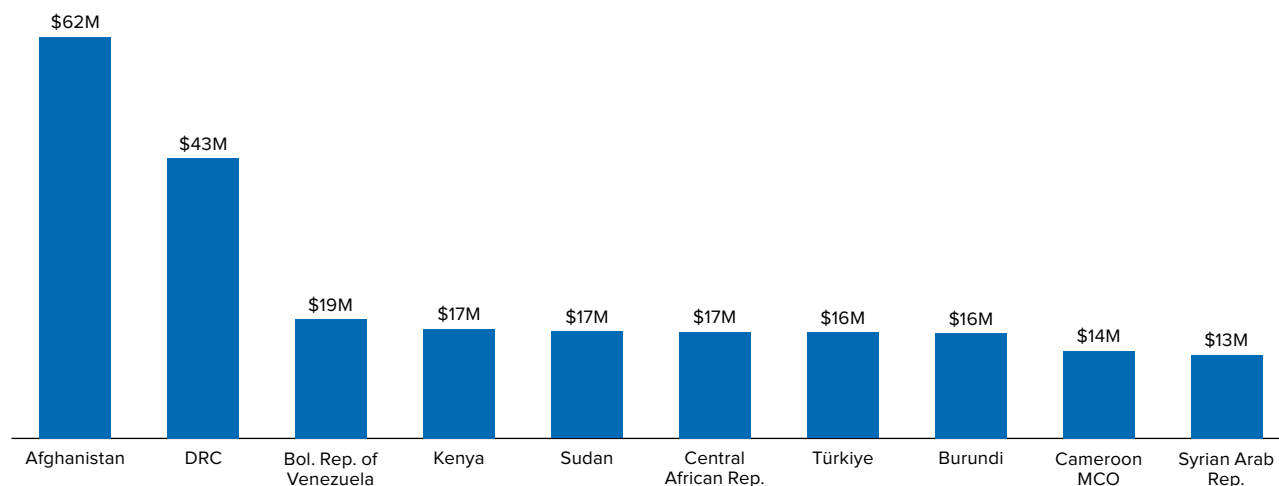
## GLOBAL NEEDS FOR VOLUNTARY REPATRIATION AND SUSTAINABLE REINTEGRATION

**\$335 million** required in 2025 | **+15%** vs 2024 current budget



## TOP TEN OPERATIONS BY BUDGET FOR VOLUNTARY REPATRIATION AND SUSTAINABLE REINTEGRATION

The total requirements for these 10 country operations is **\$234 million** or **70%** of the global needs for this Outcome Area.



Other country operations and HQs = \$101 million or 30% of the global needs for OA14 | MCO: Multi-country office | DRC: The Democratic Republic of the Congo

### New developments and opportunities

Capitalizing on the opportunities created by the Global Refugee Forum in 2023 and the [CAR support platform](#), UNHCR will pursue the conclusion of a tripartite agreement on voluntary repatriation with Cameroon, Nigeria and the Central African Republic. UNHCR will leverage the CAR’s [National strategy](#) to support sustainable reintegration, including through a development hub/area-based approach.

The “[Common Position](#)” adopted by members of the OECD Development Assistance Committee’s International Network on Conflict and Fragility, the subject of a [multi-stakeholder pledge](#) at the Global Refugee Forum in 2023, supports efforts to create conditions conducive to voluntary return in safety and dignity, with a focus on inclusive, gender-sensitive development, peacebuilding, and climate action programming.

Other multi-stakeholder pledges – on [peacebuilding and conflict prevention, housing, land and property rights](#), and the [humanitarian-development-peace nexus](#) – also provide opportunities to address root causes of displacement and create conducive conditions for safe and dignified return and reintegration. Government pledges at the Forum also indicate that more of those returning to countries such as Burundi, Cameroon, the CAR, Somalia and South Sudan, will have secure access to housing and land, supporting their sustainable return and reintegration.

### Core Outcome indicators

See [indicator information here](#).



Refugee returnee, father-of-four, Nazullah, is more hopeful about the future thanks to a newly-built greenhouse in his village, Nawruzkhil, in Tagab district, Kapisa province of Afghanistan.

© UNHCR/Mushtaq Ahmad Munawarzada

After returning to Afghanistan four years ago from Pakistan, he faced significant challenges to support his family. “Previously I worked in pomegranate gardens, with very little income”, he said. “It’s almost 2 months since UNHCR built this greenhouse. It has enabled me to cultivate cucumbers, so I can earn around 200 Afghanis (approximately \$3) a day. This income is vital for supporting my family.”



## Outcome Area 15

Congolese refugees board a plane at Kasulu airstrip in the United Republic of Tanzania to fly to the capital, Dar-es-Salaam, where they will catch international flights to third countries for resettlement.

© UNHCR/Sishuo Zhu

# Resettlement and complementary pathways

## Global needs

The failure to stop conflicts and address their root causes prevents many refugees from returning home, and sufficient integration to permit an ordinary life in countries of asylum is made more difficult by limitations on the enjoyment of human rights and freedoms, and limited access to services and systems. Resettlement and complementary pathways to other countries, such as skills-based pathways (education and employment), family reunification and humanitarian visas, empower refugees and provide opportunities for long-lasting solutions. Resettlement focuses on those in most acute need or where departures can increase asylum space, whereas complementary pathways offer choices to those with the ability to act on their own.

UNHCR projects **2.9 million refugees** will need resettlement in 2025, up from 2.4 million in 2024. This far surpasses the number of resettlement places usually available. Millions have been refugees for years, including Syrians, Rohingya, Afghans, Congolese and South Sudanese.

Many refugees are actively seeking opportunities and they have portable skills or family members in other countries. The latest available data suggests that 250,000 refugees of seven nationalities were issued entry permits for work, education, family reunification or sponsorship in 2022 alone, suggesting that the global total was well ahead of the **2030 Roadmap**, which targets 240,000 admissions in 2025.

## How UNHCR will make a difference

In 2025, UNHCR will seek resettlement for the refugees most in need, based on its protection expertise and assessment tools built over many years, together with resettlement and host countries, NGOs and civil society, and refugees themselves.

Asia has the largest resettlement needs globally. UNHCR significantly increased submissions between 2021 and 2023 from Bangladesh, the Islamic Republic of Iran, Pakistan, and Thailand, thanks to investments in staffing and processes to prioritize people with the most acute protection needs.



Resettlement needs are expected to increase by 70% in the Americas in 2025. Investments in streamlined processing boosted submissions in Colombia tenfold in 2023. In Uganda, [Humanitarian Response Identification \(HRI\)](#), a new UNHCR initiative, prioritizes refugees who are most reliant on humanitarian assistance.

Resettlement provides a solution for those in need of international protection and helps prevent dangerous journeys. Resettlement also helps to address the needs of refugees whose protection needs are heightened by climate change, as in Bangladesh, Chad, or Ethiopia.

UNHCR will strengthen data-sharing collaborations with key partners, including NGOs that can directly refer resettlement cases to States. These complement UNHCR's submissions, particularly when made from locations without permanent resettlement programmes.

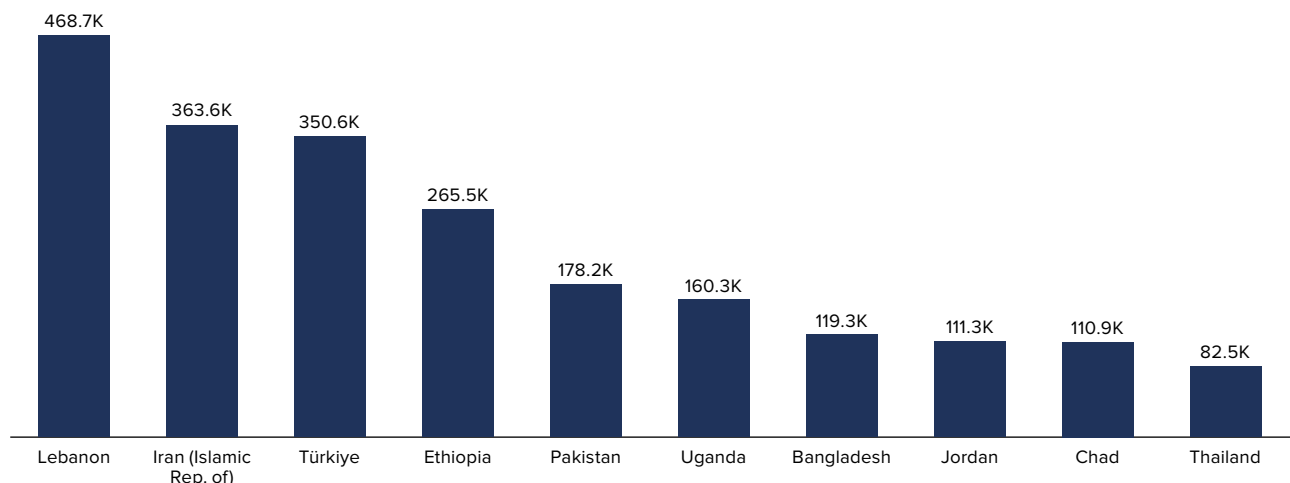
UNHCR will seek to expand opportunities for complementary pathways, using its knowledge of refugees' skills, aspirations and family reunification needs, and in partnership with States, academia, private sector, development actors NGO and civil society partners.

The UNHCR Executive Committee's 2024 [“Conclusion on durable solutions and complementary pathways”](#) defined complementary pathways and gave direction to efforts to include refugees in migration systems. UNHCR will gain clearer insights into the policy and legal requirements surrounding pathways and implement a strategy for their change. In 2024, UNHCR published [“Operational guidelines on facilitating family reunification”](#) and [“Operational guidance on complementary pathways”](#), which will streamline its practices. UNHCR will support the Task Forces on [Education, Labour Mobility](#) and [Family Reunification](#) to implement Global Refugee Forum pledges and report on progress at the [2025 High-Level Officials Meeting](#).

UNHCR will work to open regular migration systems up to refugees, and to build refugees' skillsets so they can qualify for employment and education pathways. This will bolster existing efforts – as in Egypt, Ethiopia, Jordan, Pakistan and Uganda – where UNHCR's local partners supporting individual refugees with opportunities in Australia, Canada, Italy and the United Kingdom. UNHCR will expand activities to support individual refugees to qualify for opportunities in these and other countries. It will also strengthen the support framework for refugees facing difficulties with family reunification.

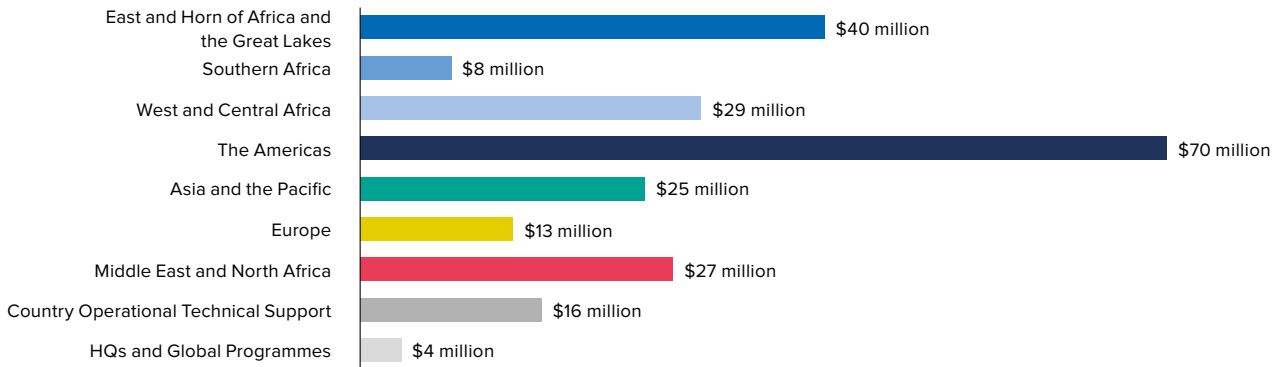
### GREATEST PROJECTED RESETTLEMENT NEEDS BY OPERATION IN 2025

The number of individual places required for these 10 country operations is **2.2 million or 76%** of the global projected needs for resettlement (2.9 million refugees are projected to need resettlement globally).



## GLOBAL FUNDING NEEDS FOR RESETTLEMENT AND COMPLEMENTARY PATHWAYS

\$231 million required in 2025 | +2% vs 2024 current budget



### Potential risks and challenges

Resettlement opportunities are at their highest in a decade, but the numbers departing and the engagement of States remain far too low. Should resettlement quotas and receiving States decrease; eligibility criteria narrow further, or funding fall short, this life-saving tool will no longer be available for the few refugees who currently benefit from it. These include survivors of gender-based violence and refugees at risk – including LGBTIQ+ individuals and people in detention or at risk of imminent refoulement.

### New developments and opportunities

New guidance on refugee travel documents, issued jointly with Essex University, explores ways to expand refugee travel documentation that ensure freedom of movement and non-refoulement. From 2025, the toolkit will provide concrete guidance and advocacy lines to enable more countries to issue and accept refugee travel documents.

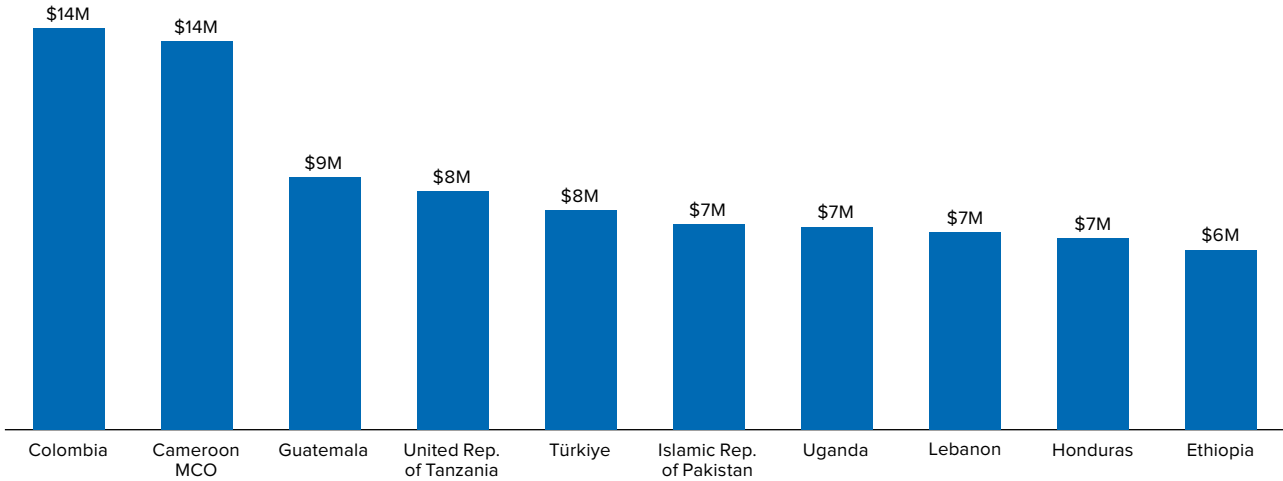
UNHCR will pilot family reunification data methodologies in Chad, Ethiopia, Germany and Italy in 2025, aiming to address the perennial problem of gathering consistent data for applications by families split across several countries.

### Core Outcome indicators

See [indicator information here](#).

## TOP TEN OPERATIONS BY BUDGET FOR RESETTLEMENT, COMPLEMENTARY PATHWAYS AND FAMILY REUNIFICATION

The total requirements for these 10 country operations is **\$87 million** or **37%** of the global needs for this Outcome Area.



Other country operations and HQs = \$144 million or 63% of the global needs for OA15 | MCO: Multi-country office



Haseebullah and Muska fled from Afghanistan because his work as an interpreter made him a target. They were refugees in Türkiye until they and their three young children were resettled in Slovenia. The family now lives in Ljubljana, and the parents attend Slovenian language classes while the children are in school.

© UNHCR/Zsolt Balla



## Outcome Area 16

Daria, an expert biologist, left her home city of Zaporizhzhia in Ukraine soon after the full-scale Russian invasion in 2022. She and her son went to Bulgaria, where her husband was already working as an IT specialist. Daria received a residence permit to stay and found a job as an insect biologist in a Bulgarian company.

© UNHCR/Dobrin Kashavelov

## Local integration and other local solutions

### Global needs



The vast majority of refugees remain in exile for years, with no possibility of returning home. Integrating into the local community in their country of asylum can be a lasting solution and a chance to build a new life. In 2023, 6.4 million refugees had their residency granted or confirmed, and nearly half of the 86 UNHCR country operations reporting data showed increases in residency approvals, with notable progress in countries such as Chad and Ethiopia. However, 25% of countries showed a decline, particularly in the Americas.

Integrating locally is hard because most refugees cannot secure housing or land tenure, nor can they easily enjoy social protection benefits. This leads to social and economic exclusion and spurs many to move onward, along with millions of other migrants and refugees in dangerous journeys.

Refugees have limited access to social protection, largely due to local government capacity, refugees' lack of documentation, and insufficient funding. In 2023, out of 81 UNHCR country operations reporting

data, an alarming 30% found no evidence of refugees and asylum-seekers being included in social protection.

Acquiring a nationality is also the overarching solution for the millions of people who are stateless or at risk of statelessness. Statelessness makes it impossible to live a normal life and stateless populations may remain in great poverty, as they are largely invisible to the national development and budgetary plans, left out of social and economic development opportunities, and deprived of the dividends of prosperity.

### How UNHCR will make a difference

In 2025, UNHCR will advance refugees' local integration through advocacy, operational engagement, and collaboration with others, including development actors, the private sector, NGOs and UN agencies. The focus will be on leveraging pledges made at the Global Refugee Forum, particularly the multi-stakeholder pledges on [durable solutions through secure housing, land and property rights](#) and on [economic inclusion and social protection](#).

UNHCR will invest in legal research into options for permanent residency and nationality acquisition, advocacy for legal and policy reforms, and supporting refugees to get legal remedies and the documentation they need for national services, legal residency and citizenship.

UNHCR will work on aligning humanitarian assistance and social protection and transitioning forcibly displaced people into government systems where possible, with economic and financial inclusion as an exit strategy from assistance, leveraging partnerships such as [PROSPECTS](#). This will be achieved by advocating for inclusive national laws and policies; collecting, analysing and providing socioeconomic data disaggregated by legal status; training social workers on protection, rights and displacement; and providing technical assistance on adapting and implementing social protection programmes.

UNHCR will also provide technical support for governments to grant or confirm nationality to people who are stateless or of undetermined nationality. UNHCR will work to ensure development actors' programmes consider prevention of statelessness and support the protection of people who are stateless or at risk of statelessness. The new [Global Alliance to End Statelessness](#) will also seek solutions for statelessness.

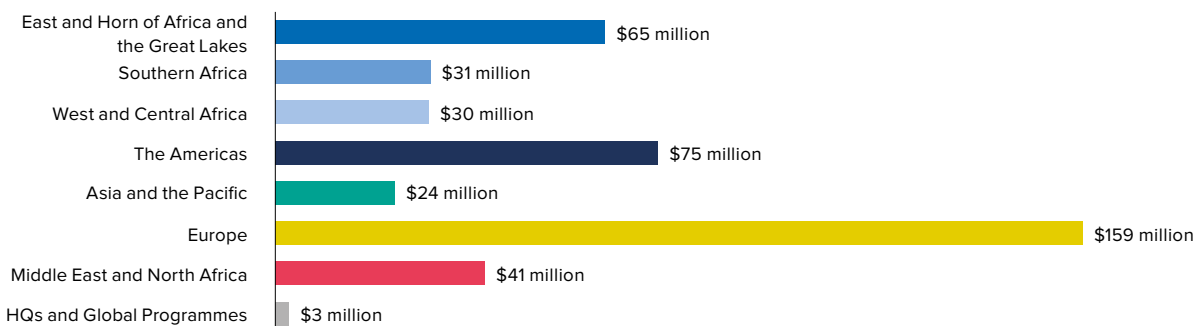
The following are some examples of how UNHCR is pursuing local integration and local solutions around the world:

In **India**, UNHCR will build on advocacy efforts by supporting **citizenship applications** for Afghan Hindu/Sikh refugees and Sri Lankan refugees, advocating for **simplified requirements** and faster processing of pending applications, and **promoting self-reliance** by transitioning refugees from humanitarian assistance to development initiatives.

UNHCR will prioritize **Kenya's** local integration initiatives under the "[Shirika Plan](#)", guided by the East African Community (EAC) frameworks. **Ethiopia's** Government plans to integrate refugees locally by improving their access to legal rights and economic opportunities, and UNHCR will support it to provide refugees with residency permits and identity documents. In **Burundi** and the **Democratic Republic of the Congo (DRC)**, UNHCR will seek to establish pathways to integration and eventual citizenship for long-term refugees through residency permits and legal documentation. In **South Sudan**, UNHCR aims to intervene at the community level to enhance secure housing, land and property for refugees. **Burkina Faso, Cameroon, the DRC, Guinea-Bissau, Niger, and Somalia** all made pledges at the Global Refugee Forum that give a basis to advance the housing, land, and property rights of refugees in 2025.

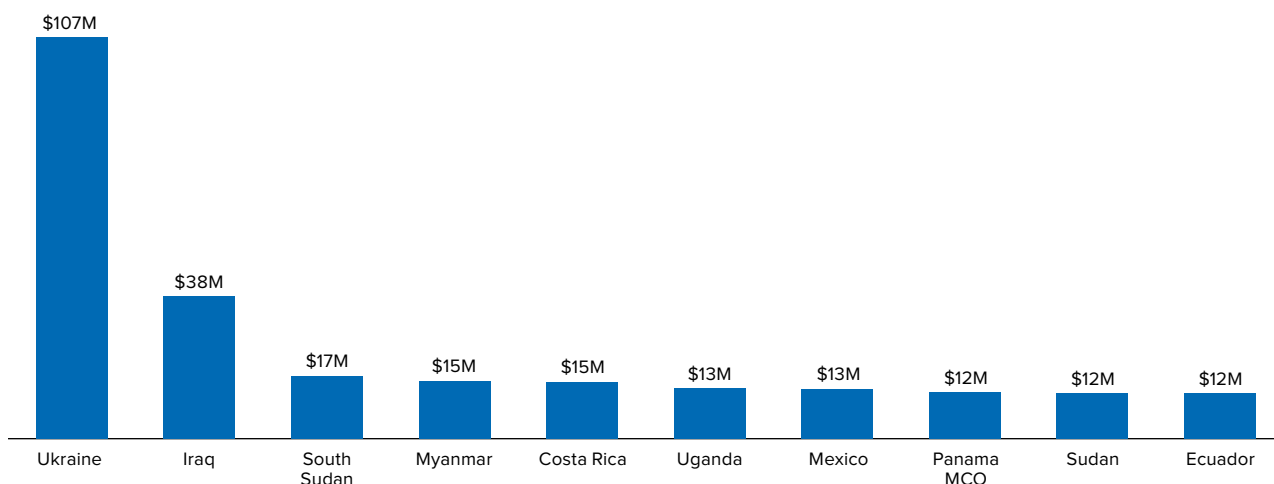
## GLOBAL NEEDS FOR LOCAL INTEGRATION AND OTHER LOCAL SOLUTIONS

\$428 million required in 2025 | +12% vs 2024 current budget



## TOP TEN OPERATIONS BY BUDGET FOR LOCAL INTEGRATION AND OTHER LOCAL SOLUTIONS

The total requirements for these 10 country operations is **\$255 million or 60%** of the global needs for this Outcome Area.



Other operations and HQs = \$172 million or 40% of the global needs for OA16 | MCO: Multi-country office

In **Mexico**, UNHCR will work with the Government to make family reunification more accessible for refugees, particularly by advocating for inclusive policies and harmonizing Government procedures to reduce barriers, such as income or documentation requirements. UNHCR is also providing financial assistance to help refugees navigate the naturalization process and advocating for a reduction in the high naturalization fees.

UNHCR will use existing legal frameworks to address barriers to integration in **Albania**. It will advocate for favourable legal reforms in **Azerbaijan** and leverage **Armenia's** Global Refugee Forum

pledge to secure housing, land, property rights, and temporary and permanent residency for refugees. In **Ukraine**, collaborating with the European Commission, **EU Member States** and other UN agencies, UNHCR will use the opportunity presented by the path towards EU accession to bring together relevant line ministries to support the State Migration Service of Ukraine to develop a Refugee Integration Plan, drawing on EU best practices.

### Core Outcome indicators

See [indicator information here](#).



© Syria Bright Future

UNHCR's [Refugee-led Innovation Fund](#) promotes local and refugee-led solutions to the complex challenges that forcibly displaced and stateless communities face. Since its launch in 2022, the Fund has provided \$2 million to more than 40 refugee-led organizations in 27 countries. The Fund reshapes refugees' participation in humanitarian work, and, by championing locally tailored and locally owned solutions, it helps build sustainable outcomes. As well as meaningful financial support, the Fund offers mentoring, training and networking opportunities, giving the funded organizations a stronger foundation for the future.

One of the many projects supported in 2024 is a [Syrian refugee-led](#) reforestation initiative aiming to boost the mental well-being of displaced and returning Syrians, as well as restoring the environment in the north-west of the country. More than 1,000 refugees, internally displaced people, and host community members have been involved in the project, with more than 500 trees planted. Another project is scaling up the United Kingdom's first interest-free microfinance initiative for refugee entrepreneurs, as well as providing coaching and membership to strengthen an inclusive funding ecosystem tailored to the needs of refugee founders. More than half of the entrepreneurs supported so far are women, and the project has seen a 95% repayment rate. Meanwhile, an initiative in Ecuador has created a creative and digital hub to promote economic integration and social cohesion. Equipped with 3D printers, sublimation machines, scanners and laptops, the hub has upskilled more than 40 displaced Venezuelans, while entrepreneurs are making use of the space and equipment to pursue their business ideas.

In 2025, the Fund will support a new group of forward-thinking projects that address urgent challenges, strengthening the coordination between donors and these organizations, to unlock greater funding opportunities for local, refugee-driven programming. Inquiries about contributing to the fund can be sent to [innovationfund@unhcr.org](mailto:innovationfund@unhcr.org).



## Enabling Areas

As Lebanese and Syrian families flee the escalation of fighting in Lebanon, UNHCR staff prepare the Dwier Collective Shelter in Rural Damascus in the Syrian Arab Republic, unloading relief items for distribution to new arrivals, including 4,000 mattresses, 4,000 blankets, 4,000 kitchen kits and over 10,000 adult diapers.

© UNHCR/Ola Kabalan

## Systems and processes

UNHCR is committed to modernizing systems and processes to drive efficiency and effectiveness. By enhancing data systems and analytics, we will improve decision-making, transparency and accountability. Our new Design and Development Service will focus on optimizing organizational architecture, processes and systems, aligning them with current and future needs. We will expand the use of generative AI to foster innovation while maintaining strong cybersecurity. By centralizing processes like payments and invoicing, we aim to

reduce costs and increase savings when feasible. These efforts will strengthen UNHCR's ability to support refugees and host communities, in line with the Global Compact on Refugees.

The 2025 roll-out of the [Digital Gateway](#) will further transform how displaced communities interact with UNHCR by providing online access to information and services. This self-service solution will offer functionalities such as scheduling registration appointments, updating personal contact information and checking case statuses. The Digital Gateway's registration appointment tool was successfully tested in Egypt, assisting Sudanese refugees.

The [PRIMES Interoperability Gateway \(PING\)](#), part of UNHCR's digital Population Registration and Identity Management Ecosystem ([PRIMES](#)), is a secure data-sharing platform that exchanges personal and biometric data between UNHCR and partners. It was piloted in Ethiopia and the United Republic of Tanzania in 2024, facilitating refugee inclusion in national ID programmes and improving the delivery of assistance. In 2025, PING will be expanded to manage resettlement submissions and real-time data verification.

### Core indicators (being piloted in 2025)

- % of official guidance reviewed within 5 years of issuance
- % of operations, Bureaus and entities implementing multi-year strategic plans
- Programme budget preparation and approval managed in a timely manner
- % of annual risk reviews completed
- Secure IT systems and processes in place and regularly maintained



The Office will leverage generative AI to enhance financial oversight, with automated internal controls saving time, and the Digital Hub of Treasury Solutions improving payment processes through advanced technologies.

In 2025, the Office will strengthen the reporting and analysis functionality of its recently launched [Project Reporting Oversight and Monitoring Solution \(PROMS\)](#), benefiting 6,700 current users among UNHCR and partner staff. Training of UNHCR and partner staff will ensure effective and efficient use of systems and processes for joint programme implementation.

The [Summit of the Future](#), held in New York on 22-23 September 2024, culminated in the adoption of the [Pact for the Future](#), which includes the [Global Digital Compact](#) and the [Declaration on Future Generations](#). The Pact has been the result of the UN Secretary General's 12 proposals set out in [Our Common Agenda](#). Several UNHCR initiatives, such as the [Digital Gateway](#) and [PING](#), were recognized as key public goods for the UN going forward, aligning with the ongoing modernization efforts of the UN System through [UN 2.0](#).

## Operational support and supply chain

In 2025, UNHCR will continue optimizing its operational support and supply chain, aiming for greater efficiency and cost-effectiveness. IT staff will support operations with robust cybersecurity measures to protect sensitive data. Centralizing software subscriptions and replacing outdated IT equipment will further ensure cost-effective management.

UNHCR will strengthen emergency management, with risk analysis, preparedness, and capacity development playing key roles before emergencies. During crises, the organization will provide personnel surges from emergency rosters and standby partnerships, and deliver emergency support.

UNHCR will reinforce organizational resilience by mainstreaming security into all its programmes and activities, applying a person-centred approach into security risk management, and supporting the workforce as part of crisis and security incident management. UNHCR will continue its efforts to ensure that security remains a priority for operations, through training for security decision-makers and the workforce overall, compliance and oversight through the constant review of measures and

procedures and pursue its active engagement at the Inter-Agency Security Management Network and United Nations Security Management System levels. Furthermore, collaboration with internal and external stakeholders, and host governments, will be reinforced to protect forcibly displaced and stateless people.

The [new Supply Strategy](#) will improve supply chain processes, enabling faster and more efficient delivery of goods and services, including streamlined international transactions, procurement, and sustainable logistics to maintain global stocks for up to 1 million people.

### Core indicators (being piloted in 2025)

- Number of emergency deployments in a given year
- Number of people forced to flee that can be assisted with core relief items prepositioned in UNHCR Global Stockpiles
- Number of critical security incidents managed

UNHCR will enhance its supply chain responsiveness, while simultaneously reducing the environmental impact. Utilizing the capabilities of the Cloud ERP system, UNHCR will simplify processes, enhance its data and analytics capabilities, as well as reduce procurement risks through strengthened accountability and oversight. Enhancements to the new travel solution and the use of global frame agreements will further simplify and increase the cost-effectiveness of UNHCR's travel management.

Transitioning to more fuel-efficient and electric vehicles, along with fleet rightsizing, will optimize efficiency and costs. UNHCR plans to recycle over 2,000 vehicles across various UN entities in 2025 through the [Global Disposal Service](#), reflecting its commitment to sustainability. Additionally, carpooling initiatives with other UN organizations will be scaled up to minimize CO<sub>2</sub> emissions.

## People and culture

The increasing demand for a strong and adaptable UNHCR workforce amid emerging crises will drive further innovation and improvement in 2025. The Office will integrate UNHCR's "[Diversity, equity and inclusion strategic framework](#)" across all operations and align talent deployment with strategic needs. Workforce and operational outcomes will be supported by a digital HR system that offers self-service tools and optimized processes. Key areas of support to operations will include strategic workforce planning and health and well-being initiatives.

UNHCR will strengthen its efforts to prevent and address sexual misconduct, emphasizing a

victim-centered approach on the basis of the "[2023-2025 Strategy and action plan](#)". Supported by a network of over 400 focal points globally, UNHCR will continue empowering its personnel, as well as partners, to prevent and respond to sexual misconduct. Tools and initiatives like the [Misconduct Disclosure Scheme](#) and [NotOnlyMe](#), and the joint UNHCR-ICVA [Protection from sexual exploitation and abuse outreach and communication fund](#) will be promoted and utilized in addressing sexual misconduct.

Organizational ethics will be bolstered by new "Protection against retaliation" training and the updated Code of Conduct Dialogue programme, supported by over 500 facilitators. These initiatives will ensure that all personnel are well informed about their ethical responsibilities, reporting mechanisms, and protection from retaliation, fostering accountability across the organization.

UNHCR's "2025 Risk management strategy" is advancing a culture where risk management becomes a core part of decision-making, equipping staff with the tools needed to anticipate and mitigate risks, enhance programme delivery, and respond to crises effectively. Risk advisers in Regional Bureaux and high-risk operations will continue to ensure strong support for localized risk management practices. Independent audits have recognized UNHCR's steady progress with risk management

### Core indicators (being piloted in 2025)

- % distribution of UNHCR workforce by gender (female/male) and region
- % personnel (at P4 level and above) enrolled in learning and development activities to develop their managerial and leadership capabilities
- % of UNHCR staff who have completed mandatory trainings
- % of incidents of sexual harassment brought to the attention of the Victim Care Officer where the victim chooses to engage in a resolution process

while also identifying areas for continued growth, such as achieving greater consistency across operations, further integrating risk management into decisions, and defining the organization's risk appetite – the level of risk UNHCR is willing to accept to achieve its objectives. To further strengthen this commitment, UNHCR is developing a comprehensive “Global risk appetite statement” and piloting risk appetite with key risk indicators in selected high-risk country operations.

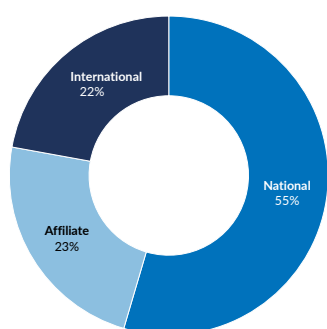
Decentralized decision-making will be supported by modernizing the policy and regulatory framework. Insights from the 2024 culture assessment exercise will inform actions to improve leadership, accountability and trust across the organization.

## Global presence (as of 30 September 2024)

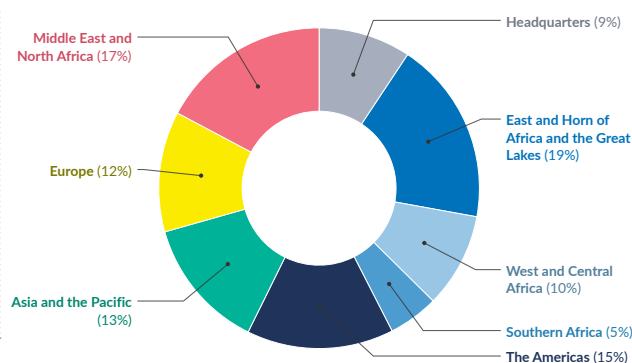
UNHCR is present in **136 countries** and **territories** with offices in **519 locations**



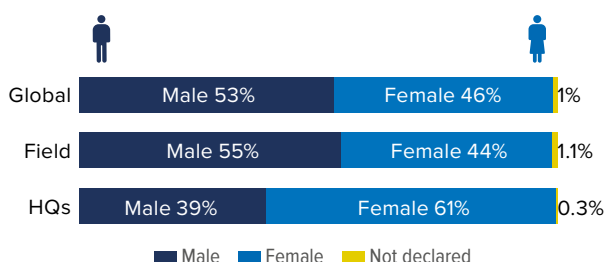
Global workforce by category



Global workforce by region



Global workforce by gender



Global workforce by location



\* Includes UNVs, individual contractors and consultants hired through UNOPS or directly, deployees, secondees and interns.

## External engagement and resource mobilization\*



In 2025, UNHCR will continue to foster diverse strategic partnerships that improve the lives of forcibly displaced and stateless people. By leveraging expertise from the UN system, development actors, financial institutions, NGOs and civil society, UNHCR will advance operational, policy and advocacy goals at global and national levels. These partnerships will boost the integration of displaced people into UN programmes and national policies.

Frameworks like the updated [Refugee Coordination Model](#) and the Inter-Agency Standing Committee will streamline efforts, reduce duplication, and optimize resources.

UNHCR will strengthen its partnerships with media, advocacy groups, academia, and civil society to raise awareness, inform policy and foster public support, improving protection and inclusion for refugees. Investments in communications will play a vital role in building trust, countering misinformation, advocating for refugees, and raising critical funds. These efforts will increase public solidarity and support for refugee protection and long-term solutions.

### Core indicators (being piloted in 2025)

- Total voluntary contributions or funds raised from public and private sector donors
- % and dollar funding gap in the UNHCR Global Budget
- Number of yearly visits to Global Focus
- % increase in audience reach across owned digital and social media channels and earned external channels
- % of total annual expenditure spent on implementing partnerships (including local & national partners)

In line with the Global Compact on Refugees, UNHCR will place priority on working in partnership while proactively integrating risk mitigation and management practices. Additionally, the Office will focus on localization, ensuring that the organizations led by forcibly displaced and stateless people are central to the response.

In 2025, UNHCR will further institutionalize recent reforms in partnership management and simplify its grant agreement mechanism. Collaboration through the [UN Partner Portal](#) will continue to harmonize partnership management and further strengthen partnerships with organizations led by forcibly displaced and stateless people.

\*Resource mobilization is covered under the funding chapter.

## Leadership and governance

In 2025, UNHCR will further enhance the efficiency and effectiveness of its independent oversight system, which plays a crucial role in investigating misconduct and providing management with insights to improve systems and processes. By analysing both qualitative and quantitative data from oversight findings, UNHCR will ensure continued accountability and operational effectiveness. Further improvements in the handling of misconduct complaints will ensure that integrity issues are addressed by the appropriate entities.

UNHCR plans to invest further in digital forensics, artificial intelligence, and upgrades to its case management IT system. Further training for UN investigators and capacity building for UNHCR partners will be prioritized. Additionally, the Office will deepen its collaboration with other UN agencies to tackle cross-agency integrity issues, such as fraud risks.

UNHCR's Transformation Governance Board (TGB) will oversee initiatives to make the organization more agile, inclusive and collaborative. The Field

Reference Group on Transformation will provide input to strengthen change management in operations and ensure alignment with the strategic priorities of the Global Compact.

UNHCR's governance efforts will focus on building relationships with Member States, particularly within the context of the [Executive Committee](#), while ensuring that UNHCR meets its statutory reporting requirements. The Office will explore new technologies to enhance the effectiveness of its governance meetings and lend expertise in conference management and protocol for high-level events, including those related to the Global Compact on Refugees.

UNHCR's [evaluations](#) will continue to promote learning, accountability and transparency through independent, high-quality reports, focusing on the relevance and impact of its work. In 2025, evaluations will target key areas such as urban refugee livelihoods, climate action, and cash programming, as well as Level 3 emergency responses, in countries like Lebanon and the Syrian Arab Republic. Country strategy evaluations will be carried out, with new studies starting in Bulgaria, Cameroon, the Democratic Republic of the Congo, El Salvador, Kenya and the Republic of Korea to inform future multi-year country strategies. The involvement of refugees and displaced persons will ensure their perspectives shape evaluation recommendations. Additionally, UNHCR is investing in new evaluation methods, including impact assessments, value-for-money evaluations, and generative AI tools. Strengthening capacity to commission, manage and use evaluations at decentralized levels of the organization remains a priority in 2025.

### Core indicators (being piloted in 2025)

- Proportion of evaluations completed annually on time as per rolling evaluation work plan (disaggregated centralized/decentralized)
- Median time taken to assess complaints
- Number of governance meetings organized during the year in a timely manner

# CREDITS

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Concept and layout design: UNHCR

The maps in this publication do not imply the expression of any opinion on the part of UNHCR concerning the legal status of any country or territory or area, of its authorities, or the delimitation of frontiers or boundaries.

Data in this report are drawn from the most recent statistics available to UNHCR, and from other United Nations agencies. For any corrigenda found subsequent to publication of this PDF, please visit the "Global Appeal" pages on Global Focus website (<https://reporting.unhcr.org/global-appeal-2025>).

All amounts are in US dollars unless otherwise specified.

Cover photo:

People fleeing the conflict in Sudan receive emergency assistance in Adre, Chad, before being relocated away from the border to a site with more suitable conditions. UNHCR and partners have built six such sites since Sudan's conflict erupted in April 2023, and expanded 10 existing ones. Over 330,000 refugees have been relocated, but many are still in spontaneous sites like Adre, and resources are needed for settlements with shelters, water infrastructure, health centres and schools.

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Fatima Kofolo, pictured with her baby Weideing, outside their home in Mbayam, in the 9th arrondissement of N'Djamena, Chad. Fatima fled conflict in Cameroon three years ago, arriving in Chad and eventually meeting her now husband. In September 2024, the Chari River began rising after heavy rains. The government built a dyke to hold back the swollen river but when the water continued to rise they had to return and increase its height.

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