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Proposed programme budget for 2023

Programme planning

Proposed programme budget for 2023

Part VI

Human rights and humanitarian affairs

Section 25

International protection, durable solutions and assistance to refugees

Programme 21

International protection, durable solutions and assistance to refugees

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* [A/77/50](#).

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

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



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Foreword

Some 84 million people around the world have been forcibly displaced, roughly twice the number of a decade ago. The landscape in the past few years has been characterized by protracted displacement, recurring conflict and new crises, while the coronavirus disease (COVID-19) pandemic has continued to exact a toll on the health and socioeconomic situation of refugees, internally displaced persons and stateless people. The pandemic not only had an impact on the ability of those fleeing conflict and persecution to access asylum, but also hindered efforts by aid organizations to ensure adequate health care, food security and livelihoods. Progress on improving access to education and gender equality suffered setbacks. Gender-based violence remained a serious risk, and conditions for women and girls often worsened during the pandemic. Climate change also contributed to the complex set of drivers of forced displacement.

With the upward trend in forced displacement expected to continue, the Office of the United Nations High Commissioner for Refugees (UNHCR) will strengthen its emergency response capacity to address the many challenges. The Office will not lose sight of solutions, which – together with protection – remain central to its mandate. While seeking to expand third-country solutions for refugees, including resettlement and complementary pathways, UNHCR will also deepen its engagement with development partners, the private sector and financial institutions to strengthen livelihoods and inclusion and to create conditions for return in countries of origin.

None of this will be easy, and it cannot be done alone. The global compact on refugees provides the blueprint for collective action, and UNHCR will endeavour, in cooperation with States and a broad range of stakeholders at the global, regional, national and local levels, to safeguard protection and drive forward solutions, including by seeking to address the root causes of displacement. Critical to this process will be more meaningful burden- and responsibility-sharing among States and stakeholders and even greater solidarity with displaced and stateless people until a durable solution to their plight is found.

(*Signed*) Filippo **Grandi**
United Nations High Commissioner for Refugees

A. Proposed programme plan for 2023 and programme performance in 2021

Overall orientation

Mandates and background

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

Programme of work

International protection, durable solutions and assistance to refugees

Objective

- 25.2 The objective, to which this programme contributes, is to ensure international protection for refugees and other persons of concern to UNHCR (A/AC.96/1213/Rev.1, para. 3), and to achieve durable solutions to their plight, in cooperation with States and other organizations, without discrimination.

Strategy and external factors for 2023

- 25.3 To contribute to the objective, UNHCR will:
- (a) Advocate adherence by States to relevant international instruments, including the refugee and statelessness conventions, and regional instruments;
 - (b) Collaborate with States and other partners to ensure that the attainment of durable solutions to displacement influences broader development agendas and is central to peacebuilding efforts, and advocate and support measures that foster inclusion, including with respect to educational opportunities, and access to formal economies and the labour market;
 - (c) Support implementation of the global compact on refugees,¹ in close cooperation with States and other relevant stakeholders, advocate greater financial support for refugee host countries and communities, follow up on pledges made at the first Global Refugee Forum,² held in 2019, and redouble efforts to expand international cooperation and burden- and responsibility-sharing;

¹ See www.unhcr.org/the-global-compact-on-refugees.html.

² See www.unhcr.org/global-refugee-forum.html.

- (d) Promote adequate and proper reception conditions for asylum seekers, alternatives to detention and the fair treatment of protection claims, including through collaboration with national and local authorities and civil society to strengthen and expand reception facilities, develop transitional accommodation and ensure effective assistance, focusing on women and children and the needs of the most vulnerable;
 - (e) Raise awareness of protection principles and refugee law, and provide training for government officials and partner staff;
 - (f) Enhance protection and assistance for internally displaced persons, in line with relevant General Assembly resolutions, including resolution [76/167](#), in close collaboration with partners in the United Nations system and non-governmental organizations (NGOs) and under the Inter-Agency Standing Committee coordination system;
 - (g) Swiftly react to new humanitarian crises, including in conflict-affected areas, by providing humanitarian assistance, distributing cash-based assistance and core relief items, providing shelter assistance, working with national and local authorities and other agencies, and monitoring and addressing protection risks and needs;
 - (h) Advocate the prevention and reduction of statelessness, as well as the protection of stateless persons, including by promoting accession to the relevant international instruments and working with States to facilitate the acquisition, reacquisition or confirmation of nationality by stateless persons.
- 25.4 By adopting inclusive and comprehensive approaches, UNHCR will contribute to relevant goals contained in the 2030 Agenda for Sustainable Development, ensuring that persons of concern are not left behind in development processes ([A/AC.96/1213/Rev.1](#), para. 61 and table I.17). This work will involve leveraging development partnerships, in the spirit of the global compact on refugees; collaborating with governments and partners to promote the inclusion of persons of concern in national emergency preparedness and response plans; and responding to emergency situations, in line with its strategy on accountability to affected populations. The work of UNHCR will be guided by its new global results framework, launched for 2022, which was utilized for the first time to guide the 2022 planning and budgeting process. UNHCR will continue to refine elements of its organizational transformation to enhance its effectiveness and predictability in responding to humanitarian crises.
- 25.5 For 2023, the Office's planned deliverables will support Member States in their ongoing management of and recovery from the coronavirus disease (COVID-19) pandemic. Such planned deliverables and activities include support to host countries in managing their response to and recovery from the COVID-19 pandemic, with an emphasis on the inclusion of persons of concern.
- 25.6 Reflecting the importance of continuous improvement and responding to the needs and requests of Member States, the proposed programme plan for 2023 continues to incorporate lessons learned and best practices related to the adjustments to and adaptation of the programme owing to the COVID-19 pandemic. Examples of lessons learned and best practices include updating business continuity protocols and upgrading emergency preparedness and response measures. These special measures related to COVID-19 will continue in 2023 and include the award of increased budgetary flexibility to partners, more extensive use of digital technologies and a stronger risk-based approach to project monitoring. UNHCR will also leverage delegated authorities and emergency procurement provisions to bolster regional supplies of core relief items, and cash-based interventions will be implemented using contactless operating modalities more extensively. At the same time, it is assumed that those operational conditions have improved and allow for mandate implementation through formerly established approaches. Any modifications to planned deliverables would be in pursuance of the objective, strategy and mandates and would be reported as part of the programme performance information.
- 25.7 The above-mentioned work is expected to result in:
- (a) Key advances in the response to refugee situations through more predictable and equitable burden- and responsibility-sharing, through a multi-stakeholder approach, consistent with the global compact on refugees;

- (b) Strengthened national asylum systems;
 - (c) Some 90,000 previously stateless individuals acquiring or confirming nationality;
 - (d) Improved access to protection and assistance for 24 million refugees and asylum seekers through registration in the Population Registration and Identity Management EcoSystem (PRIMES);
 - (e) Some 11 million persons of concern accessing protection services because of the Office's focus on mitigating the effects of COVID-19;
 - (f) Strategically-located global stockpiles being deployed to meet the needs of up to 600,000 people in any given emergency situation.
- 25.8 With regard to the external factors, the overall plan for 2023 is based on the following planning assumptions:
- (a) Security conditions in most countries will allow UNHCR to carry out its programmes, although vigilance will be required owing to the presence of armed groups and violence against humanitarian workers;
 - (b) Humanitarian access will be granted in most countries, enabling UNHCR to respond to urgent protection and assistance needs;
 - (c) States and the international community at large will remain committed to contributing to and supporting implementation of the global compact on refugees;
 - (d) Asylum space in some countries will be narrowed, with increasingly restrictive admission and asylum policies towards refugees and asylum seekers, requiring enhanced protection responses;
 - (e) Significant gaps in voluntary funding will hamper the operational scope of assistance provided by UNHCR, particularly if there is no increase in resources commensurate with the increased needs of persons of concern.
- 25.9 Partnerships will remain key to achieving the programme plan. UNHCR will work closely with an array of partners at the global, regional, national and local levels, including governments, regional organizations, international humanitarian and development organizations, financial institutions, NGOs, the private sector, academia and persons of concern. UNHCR will remain committed to the principle of participation, ensuring that persons of concern who benefit from the programme activities should be consulted over decisions that affect their lives. The engagement of partners beyond the traditional humanitarian sphere will be critical to mobilizing effective responses and pursuing solutions to forced displacement and statelessness. UNHCR reached its Grand Bargain commitment of providing 25 per cent of its programme expenditure through local and national responders in 2019. Preliminary data for 2021 reflect sustained commitment, with disbursements to national and local responders estimated at \$751 million, or 25 per cent of programme expenditure.
- 25.10 With regard to the United Nations system, UNHCR will cooperate closely with the resident coordinator system, Humanitarian Coordinators and United Nations country teams to ensure that overarching protection and solutions strategies are taken into account, including by supporting the implementation of the Secretary-General's action agenda on internal displacement. UNHCR will share its expertise and provide advice on protection matters to its partners within the United Nations, ensuring the centrality of protection throughout the humanitarian response. UNHCR will remain engaged in relevant United Nations forums, particularly the Inter-Agency Standing Committee and the United Nations System Chief Executives Board for Coordination. It will also contribute to the quadrennial comprehensive policy review in support of the 2030 Agenda for Sustainable Development.
- 25.11 UNHCR integrates a gender perspective in its operational activities, deliverables and results, as appropriate. It will remain committed to a non-discriminatory approach and to the needs of the vulnerable. UNHCR will pay particular attention to gender equality and redouble efforts to prevent gender-based violence, ensuring that victims have access to health care, psychosocial support, safe shelter and legal aid. Community engagement will be strengthened and awareness-raising initiatives prioritized in this regard.

- 25.12 In line with the United Nations Disability Inclusion Strategy,³ UNHCR will implement its 2020–2024 action plan for disability inclusion. It will seek to identify persons of concern with disabilities during registration exercises to better target their needs. UNHCR will leverage the International Disability Alliance to advance the plan. UNHCR will engage persons with disabilities and relevant organizations in its capacity-building activities on disability inclusion in displacement and statelessness situations, advocate disability inclusion in key humanitarian forums, including the Global Refugee Forum, and ensure policy implementation and monitoring.

Evaluation activities

- 25.13 UNHCR publishes its evaluation workplan, evaluation reports and management responses to recommendations stemming from evaluations on its public evaluation webpage.⁴ Since 2021, UNHCR has required country operations and regional bureaux to prepare multi-year monitoring and evaluation plans. The following evaluations completed in 2021 have guided the proposed programme plan for 2023:
- (a) Evaluations undertaken by the UNHCR Evaluation Service, covering:
 - (i) Strategic and centralized evaluations of UNHCR performance in several areas, including asylum capacity development, statelessness, UNHCR engagement on development cooperation and the response to internal displacement;
 - (ii) Decentralized evaluations and reviews of UNHCR performance in respect of a number of initiatives, including child protection programming and caring for refugees with non-communicable diseases;
 - (b) Joint evaluations on United Nations system-wide performance relating to the protection of the rights of refugees during the COVID-19 pandemic and the Blueprint for Joint Action for Refugee Children project with the United Nations Children's Fund;
 - (c) Evaluations undertaken by the Office of Internal Oversight Services and the Joint Inspection Unit.
- 25.14 The organizational priorities of UNHCR will continue to be informed by evaluations and based on lessons learned. For example, key recommendations of the evaluation of initiatives to end statelessness will strengthen the organization's responses and bolster efforts made by stakeholders in the final years of the #IBelong campaign and beyond. The Cyclone Idai evaluation is influencing a revision of the organization's emergency preparedness and response policy aimed at strengthening the predictability of its response to future natural disasters.
- 25.15 Further efforts will be made to ensure that evaluation findings are more accessible and to promote their uptake and use, including through videos, interactive online briefs and presentations, and synthesis reports.
- 25.16 The following evaluations by UNHCR of its global strategies and policies are planned for 2023:
- (a) Evaluations of:
 - (i) The organization's regionalization and decentralization process;
 - (ii) The development partnerships, solutions and disengagement strategies;
 - (iii) Multi-year country strategies;
 - (b) Joint Inspection Unit evaluations of UNHCR programmes and operations.

³ See www.un.org/en/content/disabilitystrategy/.

⁴ See www.unhcr.org/evaluation-service.html.

Programme performance in 2021

Impact of the pandemic mitigated for persons of concern

- 25.17 UNHCR focused on bolstering public health services, water, sanitation and hygiene activities, education programming and the provision of shelter and core relief items for persons of concern. UNHCR also addressed protection and socioeconomic needs arising from the situation. The activities were particularly targeted at individuals who were newly vulnerable as a result of loss of income and livelihoods or who were already vulnerable but whose situation had further deteriorated. Specific attention was paid to women and girls owing to heightened risks stemming from the pandemic.
- 25.18 UNHCR worked to address the challenges by swiftly identifying needs, reprioritizing and reallocating resources and introducing measures to increase flexibility in its working processes. It adjusted programmes to mitigate the impact of the virus and ensure the continuity of essential protection and assistance services. UNHCR advocated equal access to vaccines for persons of concern and carried out information campaigns about risks and mitigation measures associated with the pandemic. In the context of internal displacement, UNHCR ensured an effective COVID-19 response by leveraging its leadership and coordination accountabilities in relation to the Protection, Shelter, and Camp Coordination and Camp Management Clusters.
- 25.19 Progress towards the objective is presented in the performance measure below (see table 25.1).

Table 25.1

Performance measure

2019 (actual)	2020 (actual)	2021 (actual)
—	By December 2020, over 15.34 million persons of concern had accessed protection services, and 7.85 million had benefited from cash assistance. Nearly 9.38 million persons of concern had accessed health services, with some 605,000 individuals receiving mental health and psychosocial support and over 1.18 million women and girls receiving comprehensive care	As at 30 June 2021, ^a 11 million persons of concern had accessed protection services, and 4 million had benefited from cash assistance. Some 4.2 million had accessed health services, with more than 200,000 individuals receiving mental health and psychosocial support and over 600,000 women and girls accessing comprehensive health services. Almost 900,000 children were supported with home-based learning

^a Final data for 2021 will be made available in March 2022.

Planned results for 2023

Result 1: emergency deployments in support of persons of concern

Programme performance in 2021 and target for 2023

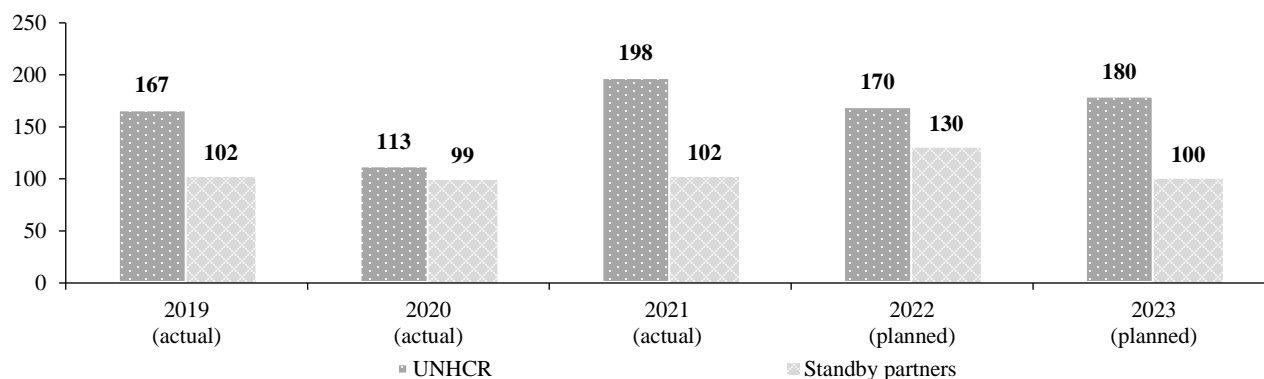
- 25.20 The work of UNHCR contributed to 198 emergency response deployments from the internal roster, enabling the provision of services in the areas of protection, shelter, water, sanitation and hygiene, cluster and sector coordination, and information management, among others, which exceeded the planned target of 170.
- 25.21 The work of UNHCR also contributed to 102 emergency response deployments from standby partners, which did not meet the planned target of 130. However, standby partner personnel were willing to be deployed for longer periods to adjust to mobility constraints during the travel

restrictions in response to the COVID-19 pandemic, which compensated for the lower number of deployments, so that ultimately UNHCR operations were not negatively affected.

- 25.22 Progress towards the objective and the target for 2023 are presented in the performance measure below (see figure 25.I).

Figure 25.I

Performance measure: number of personnel deployed to respond to emergencies (annual)



Result 2: strengthened protection of and enabled durable solutions for refugees and asylum seekers through individual registration

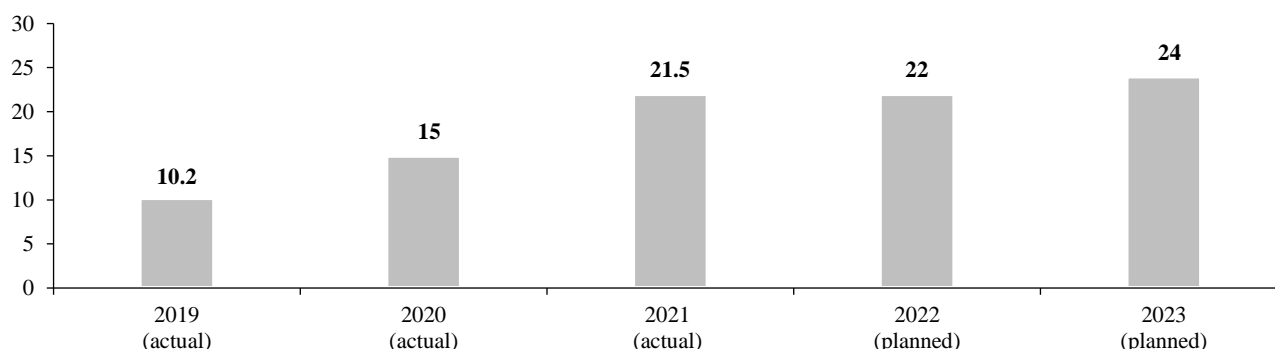
Programme performance in 2021 and target for 2023

- 25.23 The work of UNHCR contributed to strengthened capacities for registration and documentation, including through digitalization, biometrics and the individual registration of refugees and asylum seekers in PRIMES, resulting in 21.5 million registered persons, which exceeded the planned target of 20 million.
- 25.24 Progress towards the objective and the target for 2023 are presented in the performance measure below (see figure 25.II).

Figure 25.II

Performance measure: number of individually registered refugees and asylum seekers (cumulative)

(Millions of persons)



Result 3: solutions through resettlement provided for refugees at risk

Proposed programme plan for 2023

- 25.25 Resettlement plays a vital role in achieving the UNHCR mandate to provide international protection to refugees and seek durable solutions to their plight. It also represents an area for tangible burden- and responsibility-sharing. The number of refugees with resettlement needs has steadily increased,

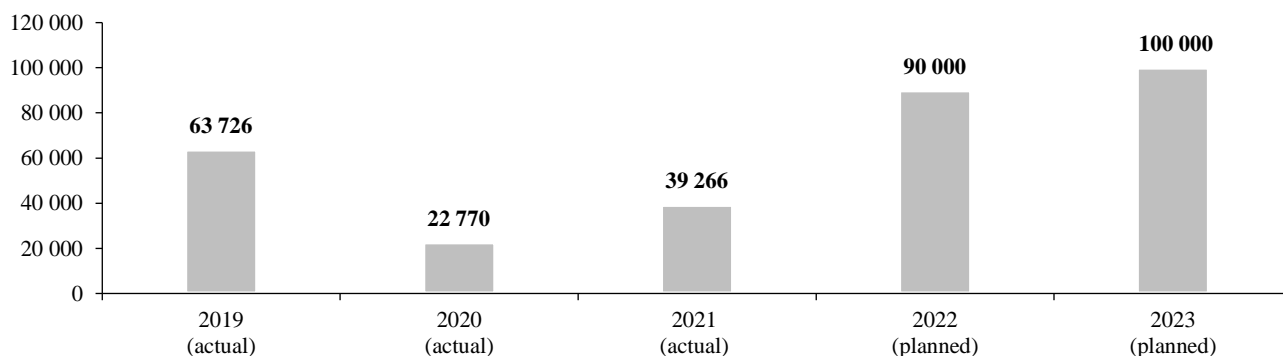
reaching 1.47 million in 2022, and is expected to rise further in 2023. UNHCR will support Member States in establishing or expanding resettlement programmes. The Annual Tripartite Consultations on Resettlement⁵ will continue to be the primary vehicle for collaboration with governments, international organizations and NGOs to enhance the use of resettlement and identify and address challenges, while shaping joint strategies. The Office of the United Nations High Commissioner for Refugees will engage with and support new community sponsorship programmes through the Global Refugee Sponsorship Initiative.⁶ It will implement secure methods of transferring personal data in the context of resettlement and complementary pathways, through data-sharing agreements completed with States and partners.

Lessons learned and planned change

- 25.26 The lesson for the programme was that UNHCR and Member States had to adopt more flexible processing mechanisms to mitigate the impact of COVID-19 containment measures. These mechanisms included video interviews and virtual counselling and communications with refugees. The pandemic affected the programme's ability to refer refugees for resettlement. In particular, it affected face-to-face interviews for UNHCR referrals and resettlement country interviews, and also diminished the reception capacity of resettlement countries.
- 25.27 In applying the lesson, UNHCR will streamline flexible processing mechanisms and ensure that resettlement processes remain uninterrupted. Engagement with global stakeholders will continue so that the figure of 3 million refugees who can access third-country solutions by 2028 remains realistic.
- 25.28 Expected progress towards the objective is presented in the performance measure below (see figure 25.III).

Figure 25.III

Performance measure: number of resettled refugees⁷



Legislative mandates

- 25.29 The list below provides all mandates entrusted to the Office.

General Assembly resolutions

319 A (IV)	Refugees and stateless persons	538 B (VI)	Assistance and protection of refugees
428 (V)	Statute of the Office of the United Nations High Commissioner for Refugees	1166 (XII)	International assistance to refugees within the mandate of the United Nations High Commissioner for Refugees

⁵ See www.unhcr.org/annual-tripartite-consultations-resettlement.html#:~:text=The%20Annual%20Tripartite%20Consultations%20on,refugees%20of%20common%20interest.

⁶ See <https://refugeesponsorship.org/>.

⁷ The target relates to the number of refugees who depart for resettlement to third countries.

Section 25 International protection, durable solutions and assistance to refugees

46/108; 76/144	Assistance to refugees, returnees and displaced persons in Africa	70/1	Transforming our world: the 2030 Agenda for Sustainable Development
50/152; 75/163; 76/143	Office of the United Nations High Commissioner for Refugees	76/167	Protection of and assistance to internally displaced persons
58/153	Implementing actions proposed by the United Nations High Commissioner for Refugees to strengthen the capacity of his Office to carry out its mandate		

Conventions and conference declarations

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

Deliverables

25.30 Table 25.2 lists all deliverables of UNHCR.

Table 25.2

Deliverables for the period 2021–2023, by category and subcategory

Category and subcategory	2021 planned	2021 actual	2022 planned	2023 planned
A. Facilitation of the intergovernmental process and expert bodies				
Parliamentary documentation (number of documents)	18	16	18	16
1. Report of the United Nations High Commissioner for Refugees to the General Assembly	1	1	1	1
2. Report of the Secretary-General to the General Assembly on assistance to refugees, returnees and displaced persons in Africa	1	1	1	1
3. Report of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees to the General Assembly	1	1	1	1
4. Annual note on international protection to the Executive Committee of the Programme of the High Commissioner	1	1	1	1
5. Documents related to oversight issues, including UNHCR inspection and evaluation activities, submitted to the Executive Committee of the Programme of the High Commissioner	9	7	9	7
6. Reports of the Standing Committee to the Executive Committee	4	4	4	4
7. Report to the General Assembly on the annual programme budget of the Office of the United Nations High Commissioner for Refugees	1	1	1	1
Substantive services for meetings (number of three-hour meetings)	32	34	28	35
Meetings of:				
8. The Advisory Committee on Administrative and Budgetary Questions	2	2	2	2
9. The Fifth Committee	1	1	1	1
10. The Committee for Programme and Coordination	1	1	1	1
11. The Executive Committee and Standing Committee	23	25	23	26
12. The Ad Hoc Committee of the General Assembly for the Announcement of Voluntary Contributions to the Programme of the United Nations High Commissioner for Refugees	1	1	1	1
13. The Global Refugee Forum	4	4	—	4

Category and subcategory	2021 planned	2021 actual	2022 planned	2023 planned
Documentation services for meetings (thousands of words)	200	285	200	200
14. Executive Committee and Standing Committee documents	200	285	200	200
B. Generation and transfer of knowledge				
Field and technical cooperation projects (number of projects)	6	6	6	9
15. Projects managed by headquarters and implemented in cooperation with implementing partners on: (a) attaining a favourable protection environment; (b) realizing rights in safe environments; (c) empowering communities; and (d) securing solutions	6	6	6	9
Seminars, workshops and training events (number of days)	60	40	60	60
16. Training courses for government and implementing partners on emergency management, refugee law, protection and operations management	45	30	45	45
17. Seminars on programme areas for UNHCR implementing partners and government officials, including on the global compact on refugees	15	10	15	15
Fact-finding, monitoring and investigation missions (number of missions)	25	20	45	45
18. Monitoring missions on the implementation of the programme	^a	19	40	40
19. Investigations related to cases accepted by the Inspector General's Office	^a	1	5	5
Humanitarian assistance missions (number of missions)	30	24	50	50
20. Humanitarian assistance missions undertaken by the UNHCR senior executive team	30	24	50	50
Publications (number of publications)	6	8	6	9
21. Midyear and year-end trends of global forced displacement (formerly the Statistical Yearbook)	1	2	1	2
22. Publications on a range of protection-related themes	5	6	5	7
Technical materials (number of materials)	20	23	20	20
23. Documents and conference room papers for the Executive Committee and the Standing Committee	20	23	20	20
C. Substantive deliverables				
Consultation, advice and advocacy: consultation and advice to Member States in all regions on the establishment of national legal and administrative frameworks in line with protection standards.				
Direct service delivery: biometric registration for some 24 million persons of concern; cash assistance to some 8 million persons of concern across operations; provision of shelter-related relief items to at least 400,000 persons of concern; access to protection services for approximately 14 million persons of concern; access to a sustainable source of electricity for some 2 million persons of concern; provision of legal aid to facilitate the process of acquiring nationality or having it confirmed; at least 85 per cent of UNHCR operations have functioning complaint and feedback mechanisms in place.				
D. Communication deliverables				
Outreach programmes, special events and information materials: special annual events: (a) international consultations with NGOs; (b) High Commissioner's dialogue on protection challenges with States, academics, NGOs and other stakeholders; (c) World Refugee Day, focusing on raising public awareness of refugee issues and increasing support for refugees; and (d) Nansen Refugee Award, which is a yearly event intended to acknowledge people, groups and organizations for their outstanding work on behalf of forcibly displaced people; outreach programmes with at least 80 goodwill ambassadors and other high-profile supporters, spanning all regions and including advocates who are former refugees themselves, to raise awareness and amplify voices of refugees and other persons of concern.				
External and media relations: media briefings and press conferences reaching a global and geographically diverse audience on the work of UNHCR and situations relating to refugees and other persons of concern; regular media engagements on protection and operation-related themes and issues.				
Digital platforms and multimedia content: multimedia content (text, photos and videos) at www.unhcr.org on the work of UNHCR and issues relating to refugees and other persons of concern; UNHCR global social media accounts; the reference website www.refworld.org , containing UNHCR policies and thematic guidelines on protection, information on countries of origin, news and statistics.				

^a Number of deliverables provided at the subcategory level only.

B. Proposed post and non-post resource requirements for 2023

Overview

- 25.31 The proposed regular budget resources for 2023, including the breakdown of resource changes, as applicable, are reflected in tables 25.3 to 25.5.

Table 25.3

Overall: evolution of financial resources by object of expenditure

(Thousands of United States dollars)

Object of expenditure	2021 expenditure ^a	2022 appropriation	Changes				2023 estimate (before recosting)
			Technical adjustments	New/expanded mandates	Other	Total Percentage	
Post	688.1	677.3	—	—	—	— —	677.3
Grants and contributions ^b	42 444.0	41 535.0	—	—	—	— —	41 535.0
Total	43 132.1	42 212.3	—	—	—	— —	42 212.3

^a At the time of reporting, the expenditures presented in this table and subsequent tables are not final and may be subject to adjustments that could result in minor differences between the information contained in the present report and the financial statements to be published by 31 March 2022.

^b Provides for the full cost of 218 temporary posts (4 D-2, 13 D-1, 20 P-5, 36 P-4, 23 P-3, 12 P-2, 25 GS (PL) and 85 GS (OL)) and contributes to costs for contractual services, general operating expenses and contributions to joint United Nations activities.

Table 25.4

Overall: proposed posts and post changes for 2023

(Number of posts)

	Number	Details
Approved for 2022	2	1 USG, 1 ASG
Post changes	—	
Proposed for 2023	2	1 USG, 1 ASG

Table 25.5

Overall: proposed posts by category and grade

(Number of posts)

Category and grade	2022 approved	Changes				2023 proposed
		Technical adjustments	New/expanded mandates	Other	Total	
Professional and higher						
USG	1	—	—	—	—	1
ASG	1	—	—	—	—	1
Subtotal	2	—	—	—	—	2

- 25.32 Additional details on the distribution of the proposed resources for 2023 are reflected in tables 25.6 and 25.7.

Note: The following abbreviations are used in tables and figures: ASG, Assistant Secretary-General; GS (OL), General Service (Other level); GS (PL), General Service (Principal level); USG, Under-Secretary-General.

25.33 As reflected in tables 25.6 (1) and 25.7 (1), the overall resources proposed for 2023 amount to \$42,212,300 before recosting, reflecting no change in the resource level compared with the appropriation for 2022. The proposed level of resources provides for the full, efficient and effective implementation of mandates.

Table 25.6

Overall: evolution of financial resources by source of funding and component

(Thousands of United States dollars)

(1) *Regular budget*

Component	2021 expenditure	2022 appropriation	Changes				2023 estimate (before recosting)
			Technical adjustments	New/ expanded mandates	Other	Total Percentage	
A. Executive direction and management	688.1	677.3	—	—	—	—	677.3
B. Programme of work	—	—	—	—	—	—	—
C. Programme support	42 444.0	41 535.0	—	—	—	—	41 535.0
Subtotal, 1	43 132.1	42 212.3	—	—	—	—	42 212.3

(2) *Extrabudgetary*

Component	2021 expenditure	2022 estimate	Change	Percentage	2023 estimate
A. Executive direction and management	—	—	—	—	—
B. Programme of work	3 989 570.8	7 805 278.2	—	—	7 805 278.2
C. Programme support	885 250.0	1 146 217.5	—	—	1 146 217.5
Subtotal, 2	4 874 820.8	8 951 495.7	—	—	8 951 495.7
Total	4 917 952.9	8 993 708.0	—	—	8 993 708.0

Table 25.7

Overall: proposed posts for 2023 by source of funding and component

(Number of posts)

(1) *Regular budget*

Component	2022 approved	Changes				2023 proposed
		Technical adjustments	New/ expanded mandates	Other	Total	
A. Executive direction and management	2	—	—	—	—	2
B. Programme of work	—	—	—	—	—	—
C. Programme support ^a	—	—	—	—	—	—
Subtotal, 1	2	—	—	—	—	2

^a Does not include 218 temporary posts funded from grants and contributions.

(2) Extrabudgetary

Component	2022 estimate	Change	2023 estimate
A. Executive direction and management	—	—	—
B. Programme of work	7 537	—	7 537
C. Programme support	7 906	—	7 906
Subtotal, 2	15 443	—	15 443
Total	15 445	—	15 445

Table 25.8

Overall: evolution of financial and post resources

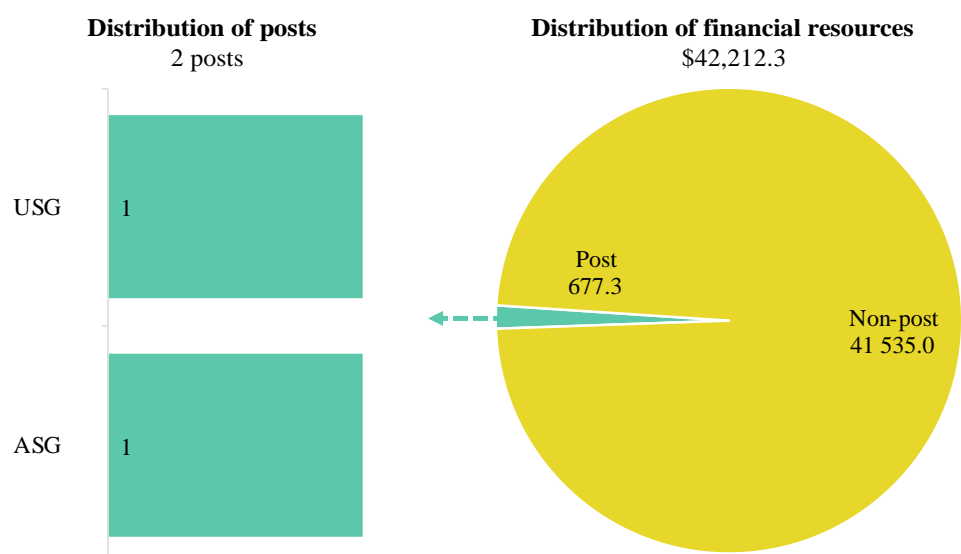
(Thousands of United States dollars/number of posts)

	2021 expenditure	2022 appropriation	Changes					2023 estimate (before recosting)
			Technical adjustments	New/ expanded mandates	Other	Total	Percentage	
Financial resources by main category of expenditure								
Post	688.1	677.3	—	—	—	—	—	677.3
Non-post								
Grants and contributions	42 444.0	41 535.0	—	—	—	—	—	41 535.0
Total	43 132.1	42 212.3	—	—	—	—	—	42 212.3
Post resources by category								
Professional and higher		2	—	—	—	—	—	2
Total		2	—	—	—	—	—	2

Figure 25.IV

Distribution of proposed resources for 2023 (before recosting)

(Number of posts/thousands of United States dollars)



Extrabudgetary resources

- 25.34 As reflected in tables 25.6 (2) and 25.7 (2), the overall extrabudgetary resources amounting to \$8,951,495,700, including for 15,443 posts, will be required to implement the programme of work for UNHCR in 2023. The resources are based on the UNHCR annual programme budget for 2022 ([A/AC.96/1213/Rev.1](#)), approved by the Executive Committee of UNHCR in October 2021. The 2022 amount has been used as the budget estimate for 2023 pending the annual planning exercise for 2023, which will be completed in the second quarter of 2022. Extrabudgetary resources represent 99.5 per cent of the total resources required to implement the overall programme of UNHCR.
- 25.35 Anticipated in-kind contributions with an estimated value of \$100,000,000, comprising goods to be distributed to beneficiaries, premises, utilities, transport and personnel provided free of charge, are anticipated for 2023.
- 25.36 The extrabudgetary resources under this section are subject to the oversight of the UNHCR Executive Committee, a subsidiary organ of the General Assembly.

Executive direction and management

- 25.37 The High Commissioner (Under-Secretary-General), who is elected by the General Assembly on the nomination of the Secretary-General, provides the overall direction, supervision and management of UNHCR activities. The functions of the High Commissioner are set out in the statute of UNHCR. In discharging these responsibilities, the High Commissioner is assisted by a Deputy High Commissioner (Assistant Secretary-General).
- 25.38 The executive direction and management component comprises the Executive Office, the Governance Service, the Evaluation Service, the Inspector General's Office, the Ethics Office, the UNHCR Liaison Office in New York and the Global Data Service. Reporting to the Deputy High Commissioner, and also part of executive direction and management, are Enterprise Risk Management, the Ombudsman's Office, the Legal Affairs Service, the Innovation Service and the Transformation and Change Service.
- 25.39 In accordance with the 2030 Agenda, in particular target 12.6 of the Sustainable Development Goals, in which organizations are encouraged to integrate sustainability information into their reporting cycles, and in compliance with paragraph 19 of General Assembly resolution [72/219](#), UNHCR is increasing its efforts to promote the use of sustainable energy in its operations. The UNHCR Strategic Framework for Climate Action includes the priority placed on reducing the environmental footprint of UNHCR by at least 45 per cent by 2030.
- 25.40 Reporting on and management of carbon dioxide emissions is critical to the UNHCR goal of achieving greenhouse gas neutrality. Data collection systems have been deployed in 363 of the 540 offices worldwide to remotely monitor data on carbon dioxide. The aim for 2023 is to have all offices fitted with these systems. UNHCR also uses satellite data tracking information on its vehicles to monitor their emissions. For all other measurements, offices complete a small survey once a year. UNHCR is working on solarization for offices emitting the largest amounts of carbon dioxide. An innovative financing mechanism has been established to support the transition of UNHCR offices to clean energy. For 2023, the goal is to have five field offices transition to clean energy. Electric vehicles are already in use in UNHCR offices in Jordan and Nepal, and an electric vehicle has been purchased for the High Commissioner. From 2023, UNHCR will start adding electric vehicles to its global fleet management product list.
- 25.41 Information on compliance with the timely submission of documentation and advance booking for air travel is reflected in table 25.9.
- 25.42 In 2021, the compliance rate with the 16-day rule remained at 16 per cent. The nature of the organization's work, which requires rapid deployment of staff at short notice to respond to urgent humanitarian needs, makes early planning of travel difficult. COVID-19-related restrictions continued to negatively affect official travel, often forcing staff to confirm their mission plans at the

very last minute. A solution to enable online initiation of travel is being deployed in 2022, which, coupled with changes to the approval workflow, will simplify the overall travel process.

Table 25.9
Compliance rate
(Percentage)

	<i>Actual 2019</i>	<i>Actual 2020</i>	<i>Actual 2021</i>	<i>Planned 2022</i>	<i>Planned 2023</i>
Timely submission of documentation	100	82	100	100	100
Air tickets purchased at least 2 weeks before the commencement of travel	19	16	16	100	100

- 25.43 The proposed regular budget resources for 2023 amount to \$677,300 and reflect no change in the resource level compared with the appropriation for 2022. Additional details on the distribution of the proposed resources for 2023 are reflected in table 25.10.

Table 25.10
Executive direction and management: evolution of financial and post resources
(Thousands of United States dollars/number of posts)

	Changes							2023 estimate (before recosting)
	2021 expenditure	2022 appropriation	Technical adjustments	New/ expanded mandates	Other	Total	Percentage	
Financial resources by main category of expenditure								
Post	688.1	677.3	—	—	—	—	—	677.3
Total	688.1	677.3	—	—	—	—	—	677.3
Post resources by category								
Professional and higher	2	2	—	—	—	—	—	2
Total	2	2	—	—	—	—	—	2

Programme of work

- 25.44 In accordance with article 20 of the UNHCR statute, the Office of the High Commissioner is financed under the budget of the United Nations. Unless the General Assembly subsequently decides otherwise, no expenditure other than administrative expenditures relating to the functioning of the Office of the High Commissioner shall be borne on the budget of the United Nations. All other expenditures relating to the activities of the High Commissioner shall be financed by voluntary contributions. Accordingly, no regular budget resources are estimated under the programme of work component.
- 25.45 Extrabudgetary resources estimated at \$7,805,278,200, as reflected in table 25.6 (2), would provide for 7,537 posts and non-post requirements. The resources would cover the cost of field operations, projects and programmes necessary to fulfil UNHCR mandates. Such work includes providing international protection for refugees and seeking permanent solutions to their plight.

Programme support

- 25.46 The programme support component includes the divisions at headquarters and part of the field operations, which develop, formulate, direct and administer programmes and provide programme

evaluation and oversight. They also discharge functions with regard to information technology, financial management, human resources management and administration.

- 25.47 The regular budget provides a grant to support the UNHCR programme support activities. The proposed regular budget resources for the programme support component amount to \$41,535,000 and reflect no change compared with the appropriation for 2022. The grant is intended to cover the cost of 218 temporary posts and part of the related non-post requirements at headquarters.
- 25.48 The provision of a grant for the administrative expenditures of the Office rather than as post and non-post resources was initiated in the biennium 2002–2003 ([A/56/6 \(Sect. 23\)](#), para. 23.20) to simplify the work of the Office by eliminating the need for separate administrative procedures in respect of a portion of the administrative posts, and was subject to review after three bienniums. The results of a review of the lump-sum arrangement and the lessons learned from the full three bienniums of 2002–2003, 2004–2005 and 2006–2007 were reported to the General Assembly at its sixty-third session, in 2008 (see [A/63/537](#)). The Assembly, in section VII of its resolution [63/263](#), endorsed the maintenance of the lump-sum arrangement for the funding of UNHCR in future budget presentations of the proposed programme budget, as recommended by the Advisory Committee on Administrative and Budgetary Questions ([A/63/616](#), para. 10).
- 25.49 Extrabudgetary resources estimated at \$1,146,217,500, as reflected in table 25.6 (2), are budgeted to cover 7,906 posts and non-post costs in respect of programme support functions.

Table 25.11

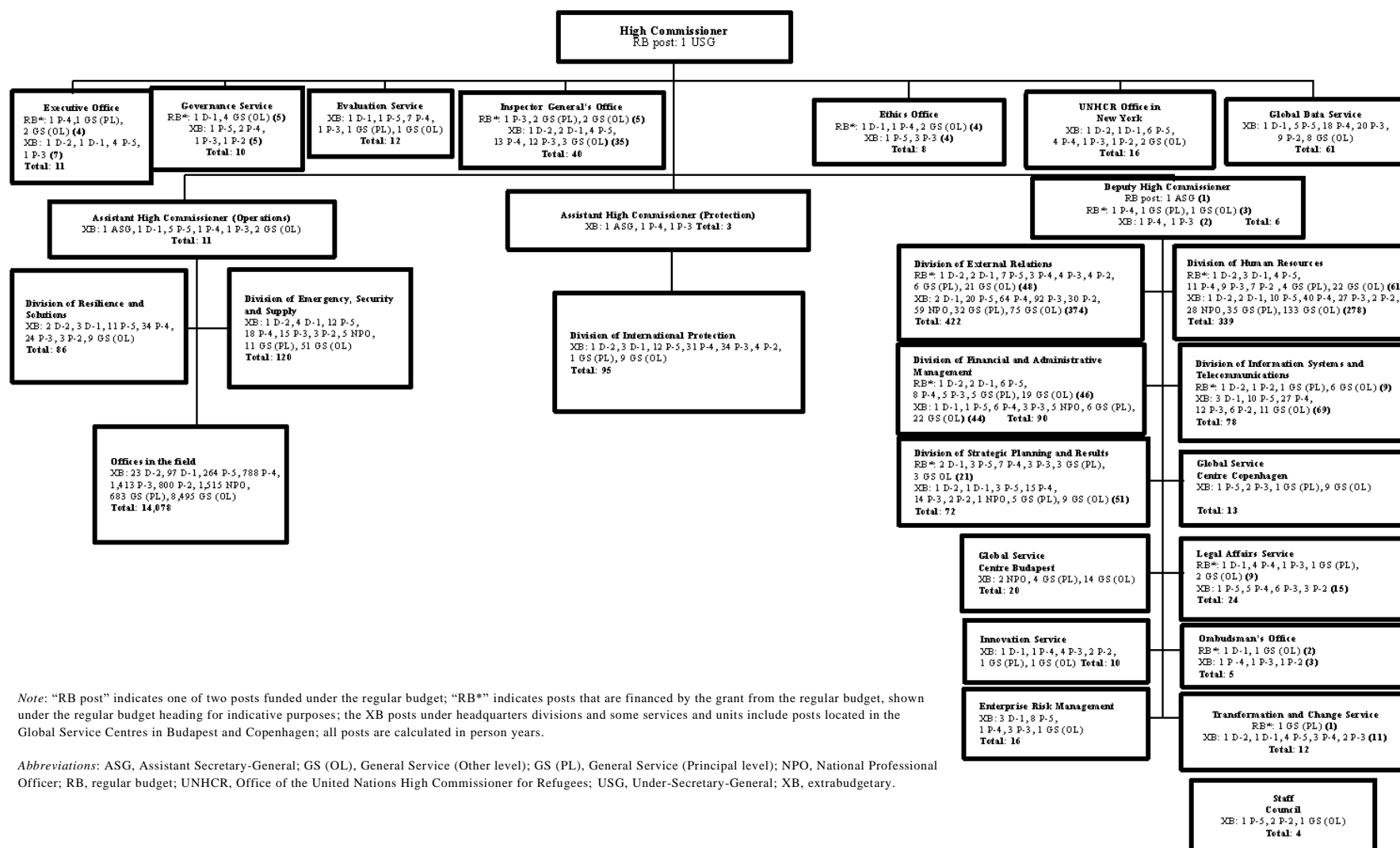
Programme support: evolution of financial resources

(Thousands of United States dollars/number of posts)

	2021 expenditure	2022 appropriation	Changes					2023 estimate (before recosting)
			Technical adjustments	New/ expanded mandates	Other	Total	Percentage	
Non-post								
Grants and contributions	42 444.0	41 535.0	–	–	–	–	–	41 535.0
Total	42 444.0	41 535.0	–	–	–	–	–	41 535.0

Annex I

Organizational structure and post distribution for 2023



Note: "RB post" indicates one of two posts funded under the regular budget; "RB*" indicates posts that are financed by the grant from the regular budget, shown under the regular budget heading for indicative purposes; the XB posts under headquarters divisions and some services and units include posts located in the Global Service Centres in Budapest and Copenhagen; all posts are calculated in person years.

Abbreviations: ASG, Assistant Secretary-General; GS (OL), General Service (Other level); GS (PL), General Service (Principal level); NPO, National Professional Officer; RB, regular budget; UNHCR, Office of the United Nations High Commissioner for Refugees; USG, Under-Secretary-General; XB, extrabudgetary.

Annex II

Summary of follow-up action taken to implement relevant recommendations of advisory and oversight bodies

*Brief description of the recommendation**Action taken to implement the recommendation*

Advisory Committee on Budgetary and Administrative questions

[A/76/7](#) and [A/76/7/Corr.1](#)

The Advisory Committee reiterates its recommendation that future programme budget proposals should contain a justification for the use of regular budget contributions, in particular for the portion intended for the lump-sum grant, including details of the composition and functions of the 218 posts, the incumbency status, as well as a breakdown of related non-post resources under general operating expenses (see also [A/75/7](#) and [A/75/7/Corr.1](#), para. VI.26). The Committee recalls its comments with respect to the recosting of grants and contributions ([A/74/7](#), para. VI.21), and notes that the lump-sum grant with respect to section 25 is subject to recosting (para. VI.34).

The 218 temporary posts perform management and administration functions and support the Executive Office, the Governance Service, the Division of Strategic Planning and Results, the Inspector General's Office, the Legal Affairs Service, the Ombudsman's Office, the Ethics Office, the Transformation and Change Service, the Division of External Relations, the Division of Information Systems and Telecommunications, the Division of Human Resources and the Division of Financial and Administrative Management. The lump-sum grant covers 218 posts, or 28.9 per cent of the management and administrative posts.

The non-post requirements relate to rental costs, security guard services and contributions to joint United Nations activities.

Details on the composition and functions of the 218 posts and the breakdown of related non-post requirements are provided in the supplementary information to the present report.
