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Items 139 and 140 of the preliminary list*

Proposed programme budget for 2025

Programme planning

Proposed programme budget for 2025

Part VI

Human rights and humanitarian affairs

Section 25

International protection, durable solutions and assistance to refugees

Programme 21

International protection, durable solutions and assistance to refugees

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* [A/79/50](#).

** In keeping with paragraph 10 of General Assembly resolution [77/267](#), the part consisting of the programme plan and programme performance information (part II) is submitted through the Committee for Programme and Coordination for the consideration of the Assembly.

*** In keeping with paragraph 10 of General Assembly resolution [77/267](#), the part consisting of the post and non-post resource requirements (part III) is submitted through the Advisory Committee on Administrative and Budgetary Questions for the consideration of the Assembly.



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A. Proposed programme plan for 2025 and programme performance in 2023

Overall orientation

Mandates and background

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

Programme of work

International protection, durable solutions and assistance to refugees

Objective

- 25.2 The objective, to which this programme contributes, is to ensure international protection for refugees and other persons of concern¹ and to achieve durable solutions to their plight, in cooperation with States and other organizations, without discrimination.

Strategy and external factors for 2025

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

¹ Other persons of concern include asylum-seekers, refugee returnees, stateless persons and internally displaced persons.

- (d) Support implementation of the Global Compact on Refugees, advocate greater financial support for refugee host countries and communities, follow up on pledges made at the 2023 Global Refugee Forum and redouble efforts to expand international cooperation and burden- and responsibility-sharing;
 - (e) Promote adequate and proper reception conditions for asylum-seekers and provide effective assistance, focusing on women and children and the needs of the most vulnerable;
 - (f) Raise awareness of protection principles and refugee law, and provide training for government officials and partners;
 - (g) Enhance protection and assistance for internally displaced persons under the Inter-Agency Standing Committee coordination system, in line with relevant General Assembly resolutions, including [76/167](#);
 - (h) Advocate for the prevention and reduction of statelessness, and the protection of stateless persons, including by promoting accession to the relevant international instruments to facilitate the acquisition or confirmation of nationality by stateless persons;
 - (i) Analyse risk factors in humanitarian crises and maintain preparedness to respond to emergencies with agility.
- 25.4 By promoting inclusive and comprehensive approaches, UNHCR will contribute to the relevant goals contained in the 2030 Agenda for Sustainable Development, ensuring that refugees and other persons of concern are not left behind in development processes ([A/AC.96/74/5](#), para. 54 and table I.16).
- 25.5 The above-mentioned work is expected to result in:
- (a) Significant advances in the response to refugee situations through more predictable and equitable burden- and responsibility-sharing and through a multi-stakeholder approach, consistent with the Global Compact on Refugees;
 - (b) Strengthened national asylum systems that are compliant with international legal standards;
 - (c) The advancement of solutions for forcibly displaced people, fostered by inclusion and through safe and sustainable returns when possible;
 - (d) Reinforced solutions for stateless people, resulting in previously stateless individuals acquiring or confirming nationality;
 - (e) Improved access to protection and assistance for refugees and asylum-seekers through registration.
- 25.6 With regard to external factors, the plan for 2025 is based on the following assumptions:
- (a) Security conditions shall allow UNHCR to carry out its programmes;
 - (b) Humanitarian access will be granted in most countries, enabling UNHCR to respond to urgent protection and assistance needs;
 - (c) States and the international community at large will remain committed to contributing to and supporting implementation of the Global Compact on Refugees, including pledges made at the Global Refugee Forum;
 - (d) Asylum space and policies will not further restrict admissions in some countries;
 - (e) Voluntary funding from donors will match the budgeted needs to respond effectively and adequately to situations of forced displacement and statelessness;
- 25.7 With regard to cooperation with other entities at the global, regional, national and local levels, UNHCR will continue to engage a wide range of partners in programme delivery. UNHCR will strengthen partnerships with local actors, regional organizations, organizations led by refugees and persons of concern, development actors and international financial institutions to advance the localization agenda and the inclusion of displaced populations in United Nations programmes and

in national humanitarian and development policies and plans. UNHCR will continue to design its multi-channel feedback and response mechanisms in consultation with displaced and stateless people, and support measures that have a significant effect on the socioeconomic inclusion of displaced people.² The Office will continue to invest in private-sector partnerships, including to secure strategic long-term support. UNHCR and its partners will continue to apply preventive and preparedness measures to minimize the impacts of climate change on displaced people to enhance their resilience.

- 25.8 With regard to inter-agency coordination and liaison, UNHCR will continue to cooperate closely with resident coordinators and humanitarian coordinators to ensure that overarching protection and solutions strategies remain inclusive. UNHCR will engage actively in relevant United Nations forums, including the Inter-Agency Standing Committee and the United Nations System Chief Executives Board for Coordination. Through its Institutional Plan on Solutions to Internal Displacement,³ and in close coordination with the Office of the Special Adviser on Solutions to Internal Displacement, UNHCR will step up its engagement in situations of internal displacement.
- 25.9 UNHCR integrates a gender perspective in its operational activities, deliverables and results, as appropriate. UNHCR will remain fully committed to a non-discriminatory approach. Specifically, UNHCR will strive to strengthen gender equality, including by preventing, mitigating and responding to gender-based violence and violence against children, including sexual violence. It will ensure that survivors have access to health care, psychosocial support, safe shelter and legal aid, while strengthening community engagement and prioritizing awareness-raising activities.
- 25.10 In line with the United Nations Disability Inclusion Strategy, UNHCR will work with a global network of persons of concern who are living with disabilities, in collaboration with relevant organizations. UNHCR will advocate that their disability considerations be taken into account in the context of international protection and promote their equal access to social protection schemes.

Evaluation activities

- 25.11 The following evaluations completed in 2023 have guided the proposed programme plan for 2025:
- (a) UNHCR engagement with humanitarian-development cooperation;
 - (b) UNHCR engagement in situations of internal displacement;
 - (c) Evaluations of UNHCR emergency responses in various countries;
 - (d) Evaluation of strategies of various countries.
- 25.12 In response to the results of the relevant evaluations referenced above, UNHCR has embedded key learning outcomes in its engagement in situations of internal displacement. For example, country strategy evaluations directly fed into the development of multi-year strategies in a number of countries. Findings across the evaluations are influencing organizational efforts in several areas, including results-based management, the development of workforce learning materials, communications with affected populations and advocacy. UNHCR will continue to play a key role in the United Nations Evaluation Group, supporting the development of additional norms and standards for evaluation and the further professionalization of the function across the system.
- 25.13 The following evaluations are planned for 2025:
- (a) Prevention and response to gender-based violence;
 - (b) Climate action;
 - (c) Economic inclusion for urban refugees;

² See www.unhcr.org/media/global-survey-livelihoods-and-economic-inclusion-report-december-2023.

³ See www.unhcr.org/sites/default/files/2023-05/UNHCR%20IDP%20Solutions%20Institutional%20Plan.%20April%202023%20%281%29.pdf.

- (d) Evaluations of UNHCR emergency responses;
- (e) Evaluation of strategies of selected countries.

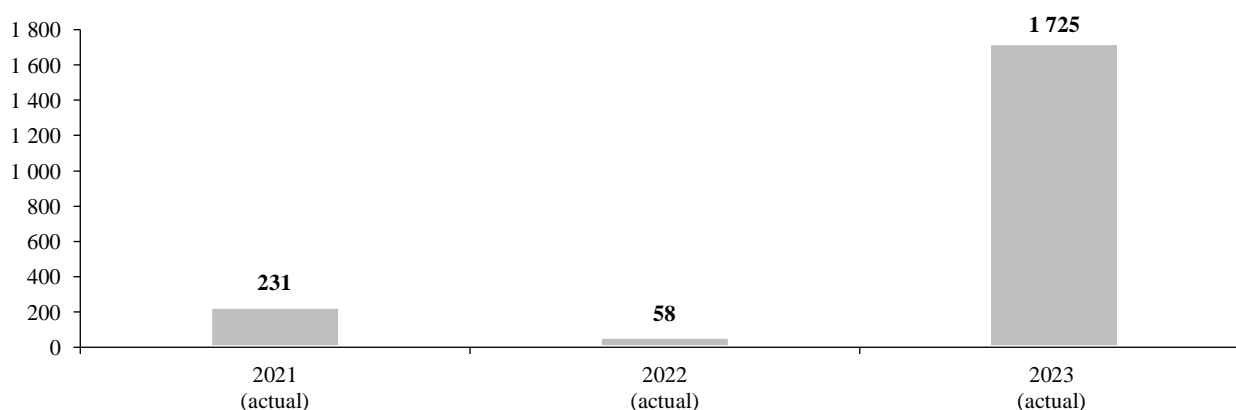
Programme performance in 2023

Increased commitment to respond to humanitarian crises

- 25.14 The second Global Refugee Forum took place in December 2023. As the world's largest international gathering on refugees, it was designed to support the practical implementation of the objectives set out in the Global Compact on Refugees. It was co-hosted by the Government of Switzerland and UNHCR, and co-convened by UNHCR and the Governments of Colombia, France, Japan, Jordan and Uganda. Over 4,000 participants from 168 countries attended, including over 300 refugee delegates. The Forum saw over 1,600 pledges made to support refugees and their host communities, including 43 multi-partner commitments led by Governments. Pledges are commitments by States and other stakeholders, including refugees, that advance the objectives of the Global Compact on Refugees. Pledges include places for resettlement and complementary pathways for admission to third countries, as well as financial, material or technical assistance and other actions that States take on, such as policies and practices, to promote refugee inclusion. UNHCR also facilitated the matching of pledges made at the first Global Refugee Forum by host countries with those made by donors and other actors, to provide the financial, material and technical assistance required for their implementation. UNHCR maintained and supported the Global Compact on Refugees digital platform, including the pledges dashboard.
- 25.15 Progress towards the objective is presented in the performance measure below (see figure 25.I).

Figure 25.I

Performance measure: number of pledges to support refugees and their host communities (annual)



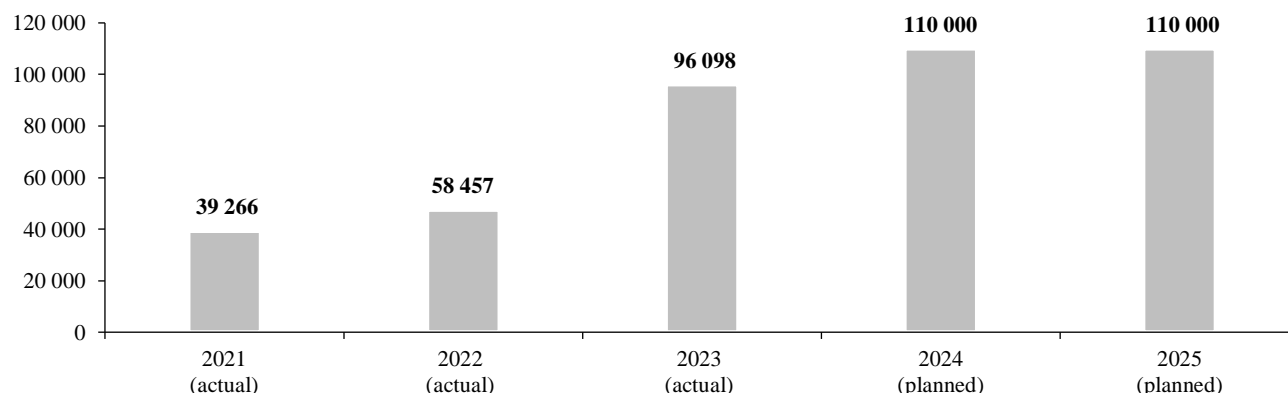
Planned results for 2025

Result 1: solutions through resettlement provided for refugees at risk

Programme performance in 2023 and target for 2025

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

Figure 25.II
Performance measure: number of resettled refugees^a



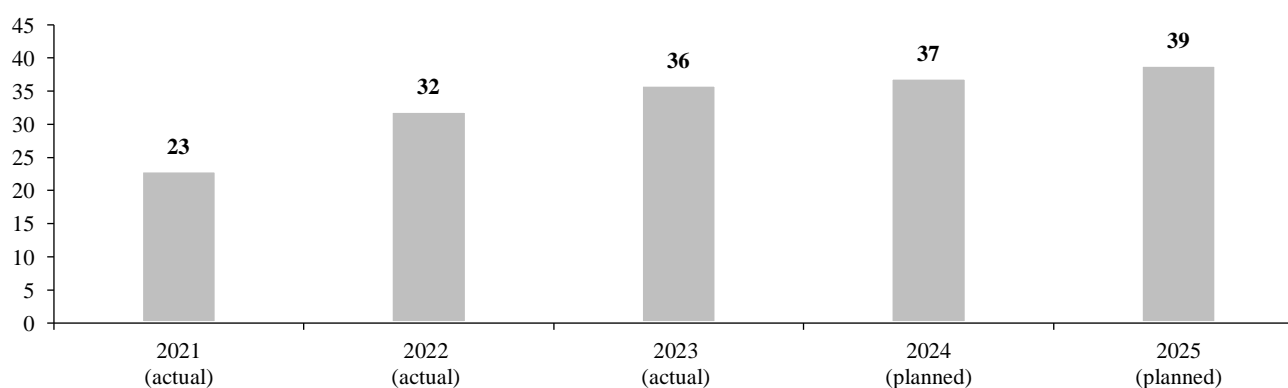
^a The target relates to the number of refugees who depart for resettlement to third countries through UNHCR-facilitated assistance.

Result 2: enhanced inclusion of displaced people through digital cash payments

Programme performance in 2023 and target for 2025

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

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



Result 3: increased prevalence of national and local partners in refugee response plans globally

Proposed programme plan for 2025

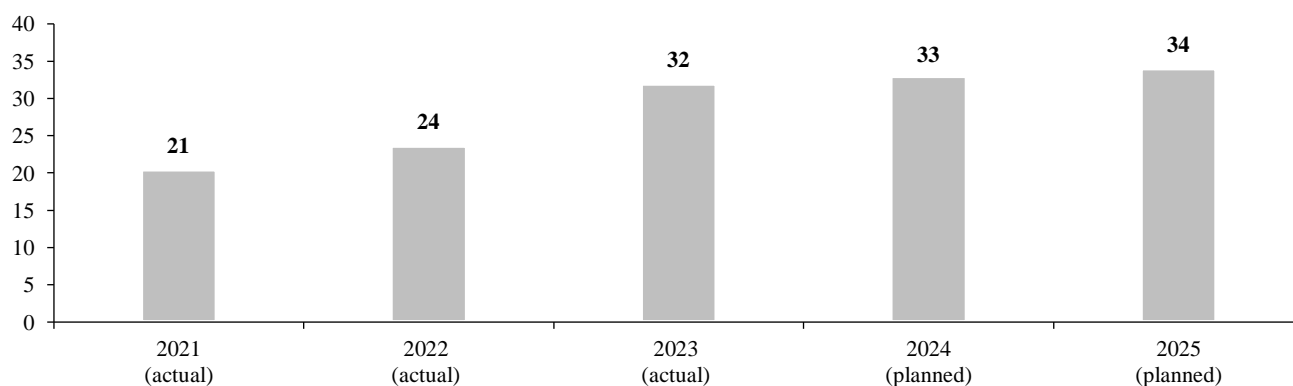
- 25.20 Refugee response plans align with the national strategies and support host Governments to plan and coordinate refugee response in multiple contexts. In line with the Global Compact on Refugees, the plans pursue a “whole-of-society” approach and reflect the robust engagement of diverse partners.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

Lessons learned and planned change

- 25.21 The main lesson learned for the programme was that a range of local, national and international operational partners, including local and national non-governmental organizations, faith-based organizations, refugee-led and women-led organizations, and host communities participating in regional refugee response plans, can help to ensure a more comprehensive response to refugee situations. They play an instrumental role in raising awareness and engaging local communities to support the refugee response plans. They would complement and strengthen support provided by international partners in the development and implementation of refugee response plans. In applying the lesson, UNHCR will work to expand the number of community-based and local organizations to ensure that they can contribute to and benefit from the coordination, advocacy and resource mobilization resulting from the regional refugee response plans. The programme will facilitate and support the development of localized responses and actions with an emphasis on partnerships with local communities.
- 25.22 Expected progress towards the objective is presented in the performance measure below (see figure 25.IV).

Figure 25.IV

Performance measure: percentage of local and national operational partners in refugee response plans globally (as a proportion of all partners)

**Legislative mandates**

- 25.23 The list below, which was reviewed in the preparation of the proposed programme budget, provides all mandates entrusted to the Office.

General Assembly resolutions

319 A (IV)	Refugees and stateless persons	50/152; 73/151;	Office of the United Nations High Commissioner for Refugees
428 (V)	Statute of the Office of the United Nations High Commissioner for Refugees	75/163; 76/143; 77/198; 78/184	
538 B (VI)	Assistance to and protection of refugees	58/153	Implementing actions proposed by the United Nations High Commissioner for Refugees to strengthen the capacity of his Office to carry out its mandate
1166 (XII)	International assistance to refugees within the mandate of the United Nations High Commissioner for Refugees	70/1	Transforming our world: the 2030 Agenda for Sustainable Development
46/108; 78/185	Assistance to refugees, returnees and displaced persons in Africa	78/205	Protection of and assistance to internally displaced persons

Conventions and conference declarations

Convention relating to the Status of Refugees, of 1951, and Protocol relating to the Status of Refugees, of 1967
Convention relating to the Status of Stateless Persons, 1954
Convention on the Reduction of Statelessness, 1961
Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa, 1969

Cartagena Declaration on Refugees, 1984
Convention on the Rights of the Child, 1989
San José Declaration on Refugees and Displaced Persons, 1994
African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa, 2009

Deliverables

25.24 Table 25.1 lists all deliverables of UNHCR.

Table 25.1

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

Category and subcategory	2023 planned	2023 actual	2024 planned	2025 planned
A. Facilitation of the intergovernmental process and expert bodies				
Parliamentary documentation (number of documents)	36	43	35	34
1. Reports of the United Nations High Commissioner for Refugees to the General Assembly	1	2	1	1
2. Report of the Secretary-General to the General Assembly on assistance to refugees, returnees and displaced persons in Africa	1	1	1	1
3. Report of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees to the General Assembly	1	1	1	1
4. Annual note on international protection to the Executive Committee of the Programme of the High Commissioner	1	1	1	1
5. Documents related to oversight issues, including UNHCR inspection and evaluation activities, submitted to the Executive Committee of the Programme of the High Commissioner	7	7	7	7
6. Reports of the Standing Committee to the Executive Committee	4	3	3	3
7. Report to the General Assembly on the annual programme budget of the Office of the United Nations High Commissioner for Refugees	1	1	1	1
8. Documents and conference room papers for the Executive Committee and the Standing Committee	20	27	20	19
Substantive services for meetings (number of three-hour meetings)	35	41	28	30
Meetings of:				
9. The Advisory Committee on Administrative and Budgetary Questions	2	2	2	2
10. The Fifth Committee	1	1	1	1
11. The Committee for Programme and Coordination	1	1	1	1
12. The Executive Committee and Standing Committee	26	26	23	25
13. The Ad Hoc Committee of the General Assembly for the Announcement of Voluntary Contributions to the Programme of the United Nations High Commissioner for Refugees	1	1	1	1
14. The Global Refugee Forum	4	10	–	–
Documentation services for meetings (thousands of words)	200	200	200	200
15. Executive Committee and Standing Committee documents	200	200	200	200

Category and subcategory	2023 planned	2023 actual	2024 planned	2025 planned
B. Generation and transfer of knowledge				
Field and technical cooperation projects (number of projects)	9	9	9	9
16. On attaining a favourable protection environment, realizing rights in safe environments, empowering communities and securing solutions such as voluntary repatriation, local integration and resettlement	9	9	9	9
Seminars, workshops and training events (number of days)	60	62	60	60
17. Training courses for government and implementing partners on emergency management, refugee law, protection and operations management	45	45	45	45
18. Seminars on programme areas for UNHCR implementing partners and government officials, including on the Global Compact on Refugees	15	17	15	15
Publications (number of publications)	9	24	32	22
19. Midyear and year-end trends of global forced displacement (formerly the Statistical Yearbook)	2	2	2	2
20. Publications on a range of protection-related themes	7	22	30	20
Fact-finding, monitoring and investigation missions (number of missions)	45	45	44	44
21. Monitoring missions on the implementation of the programme	40	40	40	40
22. Investigations related to cases accepted by the Inspector General's Office	5	5	4	4
Humanitarian assistance missions (number of missions)	50	143	75	130
23. Humanitarian assistance missions undertaken by the UNHCR senior executive team	50	143	75	130
C. Substantive deliverables				
Consultation, advice and advocacy: consultation and advice to Member States on the establishment of national legal and administrative frameworks in line with protection standards; dialogues and consultations with partners, non-governmental organizations, the private sector and Governments.				
Direct service delivery: biometric registration for some 27 million refugees and asylum-seekers; cash assistance for some 10 million people across operations; the provision of shelter-related relief items for at least 500,000 people; protection services for approximately 13 million people; legal aid to facilitate acquiring of nationality or having it confirmed; essential health-care services for displaced people and comprehensive health care for women and girls; and at least 70 per cent of UNHCR operations have complaint and feedback mechanisms in place.				
D. Communication deliverables				
Outreach programmes, special events and information materials: global communications milestones such as World Refugee Day; the Nansen Refugee Award, an annual event recognizing individuals and organizations for their outstanding work for forcibly displaced and stateless people; the UNHCR global campaign to end statelessness; communications on thematic priorities such as durable solutions, climate action, solidarity and inclusion.				
External and media relations: media and communications partnerships and media coverage on thematic areas, such as emergencies, climate action and the right to seek safety; awareness raising by over 90 global, regional and national Goodwill Ambassadors and high-profile supporters.				
Digital platforms and multimedia content: approximately 30 stories that are co-led or co-produced with forcibly displaced and stateless people; UNHCR websites and UNHCR social media platforms.				

B. Proposed post and non-post resource requirements for 2025

Overview

- 25.25 As part of its proposed programme budget exercise for 2025, UNHCR conducted a spending review pursuant to paragraph 20 of General Assembly resolution [77/262](#). In accordance with article 20 of its Statute, unless the General Assembly 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, and all other expenditures relating to the activities of the High Commissioner shall be financed by voluntary contributions. The UNHCR regular budget approved for 2024 amounts to \$47,175,700, representing 0.4 per cent of its overall budget estimates of \$10,621,668,300 for the same period.
- 25.26 The regular budget of UNHCR covers management and administrative expenditure and is reflected under two objects of expenditure: (a) posts, which would cover the cost of the Under-Secretary-General and Assistant Secretary-General posts in the staffing table; and (b) grants and contributions, which would cover a portion of the overall administrative expenditure of UNCHR. The provision of funds to UNHCR in the form of a grant rather than as post and non-post resources was initiated in the biennium 2002–2003 and was designed to simplify the UNHCR budgetary process. A review of the lump-sum arrangement and the lessons learned over the bienniums 2002–2003, 2004–2005 and 2006–2007 were reported to the General Assembly 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).
- 25.27 The spending review covered the experience of the current arrangements of the regular budget contribution of UNHCR to its administrative expenditure, which is detailed in paragraphs 25.34 to 25.47 of the present report. No changes are proposed to the current arrangements following the outcome of the review and on the basis of the previous General Assembly decisions taken on the level of UNHCR regular budget resources.
- 25.28 The proposed regular budget resources for 2025, including the breakdown of resource changes, as applicable, are reflected in tables 25.2 to 25.4.

Table 25.2

Overall: evolution of financial resources by object of expenditure

(Thousands of United States dollars)

Object of expenditure	2023 expenditure ^a	2024 approved	Changes				Total	Percentage	2025 estimate (before recosting)
			Technical adjustments	New/expanded mandates	Other				
Posts	730.4	755.0	–	–	–	–	–	–	755.0
Grants and contributions ^b	43 934.1	46 420.7	–	–	–	–	–	–	46 420.7
Total	44 664.5	47 175.7	–	–	–	–	–	–	47 175.7

^a At the time of reporting, the expenditure presented in this table and in subsequent tables is 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 2024.

^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 General Service (Principal level) and 85 General Service (Other level)) and contributes to costs for contractual services, general operating expenditure, and contributions to joint United Nations activities.

Table 25.3

Overall: proposed posts and post changes for 2025

(Number of posts)

	Number	Details
Approved for 2024	2	1 USG, 1 ASG
Post changes	—	
Proposed for 2025	2	1 USG, 1 ASG

Table 25.4

Overall: proposed posts by category and grade

(Number of posts)

Category and grade	Changes					2025 proposed
	2024 approved	Technical adjustments	New/expanded mandates	Other	Total	
Professional and higher						
USG	1	—	—	—	—	1
ASG	1	—	—	—	—	1
Total	2	—	—	—	—	2

25.29 Additional details on the distribution of the proposed resources for 2025 are reflected in tables 25.5 to 25.7 and figure 25.V.

25.30 As shown in tables 25.5 (1) and 25.6 (1), the overall resources proposed for 2025 amount to \$47,175,700 before recosting, reflecting no change compared with the approved budget for 2024. The proposed level of resources provides for the full, efficient and effective implementation of mandates.

Table 25.5

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

(Thousands of United States dollars)

(1) *Regular budget*

Component	2023 expenditure	2024 approved	Changes					2025 estimate (before recosting)
			Technical adjustments	New/ expanded mandates	Other	Total	Percentage	
A. Executive direction and management	730.4	755.0	—	—	—	—	—	755.0
B. Programme of work	—	—	—	—	—	—	—	—
C. Programme support	43 934.1	46 420.7	—	—	—	—	—	46 420.7
Subtotal, 1	44 664.5	47 175.7	—	—	—	—	—	47 175.7

Note: The following abbreviations are used in tables and figures: ASG, Assistant Secretary-General; USG, Under-Secretary-General.

(2) *Extrabudgetary*

<i>Component</i>	<i>2023 expenditure</i>	<i>2024 estimate</i>	<i>Change</i>	<i>Percentage</i>	<i>2025 estimate</i>
A. Executive direction and management	–	–	–	–	–
B. Programme of work	4 009 511.3	9 328 760.2	–	–	9 328 760.2
C. Programme support	932 698.3	1 245 732.4	–	–	1 245 732.4
Subtotal, 2	4 942 209.6	10 574 492.6	–	–	10 574 492.6
Total (1+2)	4 986 874.1	10 621 668.3	–	–	10 621 668.3

Table 25.6

Overall: proposed posts for 2025 by source of funding and component

(Number of posts)

(1) *Regular budget*

<i>Component</i>	<i>2024 approved</i>	<i>Changes</i>				<i>2025 proposed</i>
		<i>Technical adjustments</i>	<i>New/expanded mandates</i>	<i>Other</i>	<i>Total</i>	
A. Executive direction and management	2	–	–	–	–	2
B. Programme of work	–	–	–	–	–	–
C. Programme support ^a	–	–	–	–	–	–
Subtotal, 1	2	–	–	–	–	2

(2) *Extrabudgetary*

<i>Component</i>	<i>2024 estimate</i>	<i>Change</i>	<i>2025 estimate</i>
A. Executive direction and management	–	–	–
B. Programme of work	8 689	–	8 689
C. Programme support	8 169	–	8 169
Subtotal, 2	16 858	–	16 858
Total (1+2)	16 860	–	16 860

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

Table 25.7

Overall: evolution of financial and post resources

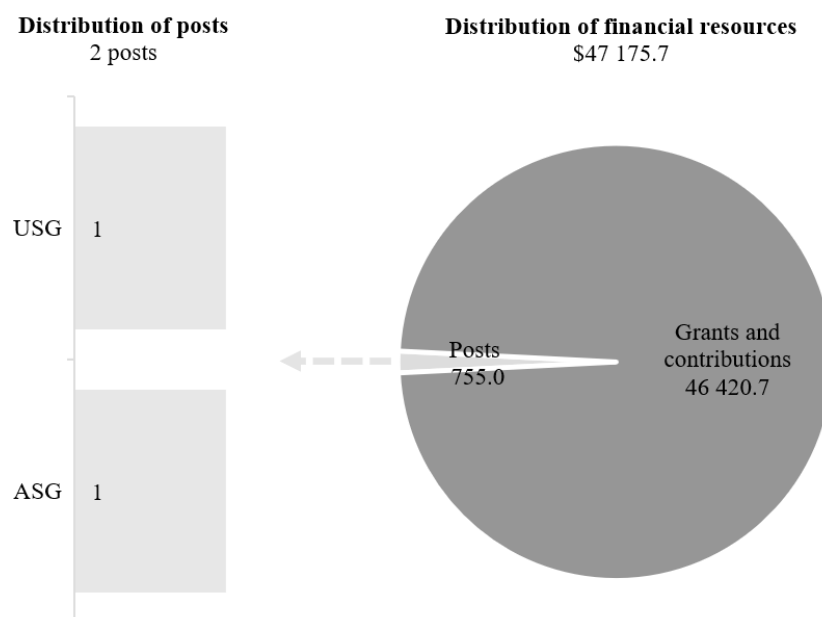
(Thousands of United States dollars)

	Changes							2025 estimate (before recosting)
	2023 expenditure	2024 approved	Technical adjustments	New/expanded mandates	Other	Total	Percentage	
Financial resources by main category of expenditure								
Posts	730.4	755.0	—	—	—	—	—	755.0
Non-post	43 934.1	46 420.7	—	—	—	—	—	46 420.7
Total	44 664.5	47 175.7	—	—	—	—	—	47 175.7
Post resources by category								
Professional and higher		2	—	—	—	—	—	2
Total		2	—	—	—	—	—	2

Figure 25.V

Distribution of proposed resources for 2025 (before recosting)

(Number of posts/thousands of United States dollars)


Extrabudgetary resources

- 25.31 As reflected in tables 25.5 (2) and 25.6 (2), extrabudgetary resources are estimated at \$10,574,492,600. The resources are based on the UNHCR annual programme budget for 2024 (A/AC.96/74/5), approved by the Executive Committee of UNHCR at its plenary session held in October 2023. The 2024 amount has been used as an estimate for 2025, pending the completion of the UNHCR annual planning exercise for 2025 in the second quarter of 2024.

- 25.32 Anticipated in-kind contributions with an estimated value of \$120,000,000, comprising goods to be distributed to beneficiaries, premises, utilities, transport and personnel provided free of charge, are anticipated for 2025.
- 25.33 The extrabudgetary resources under the present section are subject to the oversight of the UNHCR Executive Committee, a subsidiary organ of the General Assembly.

Spending review

Background

- 25.34 The Statute of UNHCR was adopted by the General Assembly on 14 December 1950 as an annex to Assembly resolution [428 \(V\)](#). In accordance with article 20 of the Statute, unless the General Assembly 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, and all other expenditures relating to the activities of the High Commissioner shall be financed by voluntary contributions. While the Statute does not define what is meant by “administrative expenditures”, the term, based on a definition proposed by the Advisory Committee on Administrative and Budgetary Questions in its first report to the General Assembly at its seventh session,⁴ has been interpreted to mean expenses other than operational expenses and their related management costs. UNHCR reports its management and administration costs as a separate cost category defined as costs incurred at headquarters that relate to functions that are critical to the leadership and management of the organization, such as executive direction, evaluation and oversight, information technology, human resources, and finance and administration.
- 25.35 In its resolution [58/270](#) of 23 December 2003, the General Assembly requested the Secretary-General to submit at its fifty-ninth session a proposal for the progressive implementation of article 20 of the Statute, with a view to its full implementation. The Secretary-General submitted his report ([A/59/294](#), of 24 August 2004), wherein he proposed that the regular budget of the United Nations cover 50.8 per cent of the management and administration costs of UNHCR, through increases of non-post administrative resources over the subsequent bienniums. The 50.8 per cent was calculated on the basis of the ratio between the number of posts financed from the regular budget (220) and the total management and administration posts (433) in the 2002–2003 budget.
- 25.36 The General Assembly, in section III of its resolution [59/276](#) requested the Secretary-General to include in the programme budget proposals for progressive increases for contributions from the regular budget to the Office with a view to the full implementation of article 20 of the Statute of the Office and to report on the progress made to the General Assembly at its sixtieth session in the context of the proposed programme budget for the biennium 2006–2007, while recognizing that the percentage of 50.8 does not represent a ceiling. Subsequently, the Secretary-General made proposals for increases in the regular budget share in context of the budgets for the bienniums 2006–2007 to 2012–2013.
- 25.37 Table 25.8 below shows the regular budget share of UNHCR management and administrative costs compared with the overall expenditure of UNHCR in that area. Since the 2012–2013 biennium, the relative share of the regular budget funding of UNHCR management and administrative costs has declined progressively from 38.2 per cent (2012–2013 biennium) to 23.8 per cent in 2024, as reflected in table 25.8. This is primarily the result of the increase in the management and administrative component that supports the expanding programme of work that is financed by extrabudgetary resources, which has not been accompanied by a commensurate increase in the regular budget grant, and also the result of reductions applied under the regular budget in previous years.

⁴ *Official Records of the General Assembly, Seventh Session, Supplement No. 7 (A/2157)*, part three.

Table 25.8
Evolution of the regular budget share of UNHCR management and administrative costs

(Thousands of United States dollars)

Description	2010–2011	2012–2013	2014–2015	2016–2017	2018–2019	2020	2021	2022	2023 ^a	2024 ^b
Total regular budget expenditure/appropriation	83 699.7	93 300.0	89 876.2	84 370.7	86 282.1	40 110.5	43 132.1	42 211.0	44 664.5	47 175.7
Total UNHCR management and administration expenditure/budget	223 794.4	244 032.4	272 001.0	298 881.5	310 844.3	170 050.2	196 513.5	193 524.0	193 524.0	198 034.2
Regular budget as percentage of total management and administration expenditure/budget	37.4	38.2	33.0	28.2	27.8	23.6	21.9	21.8	23.1	23.8

^a At the time of reporting, the expenditure presented in this table and in subsequent tables is 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 2024.

^b Approved budget.

25.38 In its resolution [70/247](#), the General Assembly requested the Secretary-General to review the level of regular budget funding in the light of the growth in the administrative budget of UNHCR. In paragraph VI.29 of its report [A/72/7](#), the Advisory Committee on Administrative and Budgetary Questions recommended that the General Assembly request the Secretary-General to conduct, without delay, the review of the level of regular budget funding, as requested by the Assembly in paragraph 85 of resolution [70/247](#), with the results thereof to be presented no later than in the context of the proposed programme budget for the biennium 2020–2021. The recommendation was not endorsed by the General Assembly, in paragraph 142 of its resolution [72/261](#), adopted on 24 December 2017.

25.39 The Secretariat has taken into consideration General Assembly resolution [72/261](#), being to date the latest guidance from the Assembly specifically on the matter of the full implementation of article 20 of the statute of UNHCR. Accordingly, no changes have been proposed to the budget for grants and contributions, with the only changes being to the amount year-on-year related to recosting.

Optimization of the grant arrangement.

25.40 The spending review focused on the use of the grant over a five-year period, between 2019 and 2023. Table 25.9 below contains details of regular budget expenditure, including regular budget expenditure as a percentage of the overall management and administrative-related expenditure of UNHCR.

Table 25.9

United Nations regular budget as a share of UNHCR management and administrative costs

(Thousands of United States dollars)

<i>Description</i>	<i>2019</i>	<i>2020</i>	<i>2021</i>	<i>2022</i>	<i>2023^a</i>
Posts	661.9	682.1	688.1	676.0	730.4
Grants and contributions:	42 665.9	39 428.4	42 444.0	41 535.0	43 934.1
Temporary posts (218)	37 014.5	38 442.8	40 053.7	38 571.5	37 961.4
Rent and maintenance of Geneva headquarters premises	2 513.3	985.6	2 390.3	2 638.3	4 436.6
Joint United Nations activity contributions	581.6	–	–	325.2	–
Security services at Geneva headquarters	2 556.4	–	–	–	1 536.1
Total regular budget expenditure	43 327.8	40 110.5	43 132.1	42 211.0	44 664.5
UNHCR management and administrative expenditure	164 001.3	170 050.2	196 513.5	193 524.0	193 524.0
Share of expenditure covered by the regular budget (percentage)	26.4	23.6	21.9	21.8	23.1

^a Expenditure is provisional.

- 25.41 As reflected in table 25.9, the results show that expenditure related to the 218 posts, which averaged \$38.4 million annually, remained stable, with fluctuations reflecting cost variations and vacancies due in part to the rotation policy of UNHCR whereby staff members are expected to rotate after the required number of years at a duty station, which results in some vacancies.
- 25.42 Furthermore, while the amount provided under the grant represents the equivalent of 218 posts and non-post resources, the composition of the grant, including the grade and number of the temporary posts and the distribution of resources, is managed by UNHCR to support its management and administration activities. Accordingly, expenditure related to the 218 posts is first committed with any remaining funds covering other costs in support of its management and administration activities, as reflected in table 25.9.
- 25.43 Tables 25.10 and 25.11 below contain information on the grade, division and functional roles of the 218 posts funded from the regular budget grant. The 218 posts represent 29.5 per cent of the total number of 740 posts of UNHCR that fall under management and administration.

Table 25.10

Posts (by grade) funded from the regular budget, 2019–2024

(Number of posts)

<i>Grade</i>	<i>2019</i>	<i>2020</i>	<i>2021</i>	<i>2022</i>	<i>2023</i>	<i>2024</i>
D-2	4	4	4	4	4	4
D-1	14	14	14	14	13	13
P-5	14	16	16	19	20	20
P-4	36	36	38	35	36	36
P-3	25	25	24	24	23	23
P-2/1	6	9	9	9	12	12
GS (PL)	28	28	26	26	25	25
GS (OL)	91	86	87	88	85	85
Total	218	218	218	218	218	218

Table 25.11

Posts funded from the regular budget, 2019–2024, by Division/Office, with functional roles

(Number of posts)

<i>Division/office</i>	<i>Functional roles</i>	<i>2019</i>	<i>2020</i>	<i>2021</i>	<i>2022</i>	<i>2023</i>	<i>2024</i>
Executive Office (including Deputy High Commissioner's Office)	Executive direction and management	9	8	8	8	7	7
Inspector General's Office	Oversight	5	6	6	6	5	3
Ethics Office	Ethics	3	3	3	3	4	4
Evaluation Service	Evaluation/oversight	–	–	–	–	–	2
Legal Affairs Service	Legal	7	8	8	8	9	10
Ombudsman's Office	Ombudsman	2	2	2	2	2	2
Transformation and Change Service	Management services	1	1	1	1	1	1
Governance Service	Conference services	–	5	5	5	5	5
Division of Human Resources Management	Human resources management/human resources policy/staff welfare/career management	64	59	59	59	61	58
Division of Financial and Administrative Management	Finance/administration/treasury/building management	71	71	71	50	46	48
Division of External Relations	Public and private sector fundraising/external relations/global communications/partnership coordination/records and archives	51	49	49	49	48	46
Division of Information Systems and Telecommunications	Information technology support services	5	6	6	6	9	8
Division of Strategic Planning and Results	Strategic planning/budgeting/implementing partner management	–	–	–	21	21	24
Total		218	218	218	218	218	218

- 25.44 The results show that the distribution of the 218 posts has been maintained within the core management and administration functions of UNHCR and the distribution by grade has remained stable, with adjustments reflecting changes in the operational requirements of UNHCR.
- 25.45 The 218 posts cover management and administration functions in the core areas of executive direction, information systems and telecommunications, human resources, finance and administration, external relations, as well as oversight and strategic planning. Those functions by nature do not vary significantly year on year and are critical to enabling effective mandate delivery by UNHCR. The composition of the posts represents the optimal use of regular budget resources, in accordance with article 20 of the Statute. While the planning for 2025 budget is ongoing and will be finalized in the second quarter of 2024, the post configuration is not expected to change significantly.
- 25.46 The grant arrangement has been well suited to the activities of UNHCR, as it enables the Office to manage its resources while ensuring transparency and respecting the limits of an overall approved grant amount. The arrangement removes the complexities associated with the different enterprise resource planning systems used by the United Nations and UNHCR, as well as the different account structures.
- 25.47 On the basis of the review, including the recommendations made by the General Assembly in its resolution [72/261](#), the Secretary-General proposes no changes to the current arrangements, and any adjustments to the grant up to the level of 50.8 per cent would depend on the General Assembly's decisions on the matter.

Executive direction and management

- 25.48 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 activities. The functions of the High Commissioner are set out in the annex to the statute of UNHCR. In discharging these responsibilities, the High Commissioner is assisted by a Deputy High Commissioner (Assistant Secretary-General).
- 25.49 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.
- 25.50 In accordance with the 2030 Agenda for Sustainable Development, 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 the cross-cutting mandate set out in paragraph 19 of General Assembly resolution [72/219](#), UNHCR is continuing its efforts to increase the use of sustainable energy in its operations.
- 25.51 UNHCR has set a goal of reducing its greenhouse gas emissions by 30 per cent by 2025. To that end, data collection systems have been installed in 420 of the 429 offices worldwide to enable remote monitoring of electricity consumption and the resulting greenhouse gas emissions. In 2024, UNHCR aims to convert 15 of its most carbon-emitting offices to clean energy and a further 10 by 2025. Satellite-based data tracking systems have been installed on 79 per cent of vehicles to monitor their emissions, with the aim of increasing this to 85 per cent by 2025. The UNHCR global fleet includes 17 electric vehicles in use in Ethiopia, India, Jordan, Kenya and Nepal, and 85 hybrid vehicles in 27 countries.
- 25.52 Information on the timely submission of documentation and advance booking for air travel is reflected in table 25.12.
- 25.53 The 2023 compliance rate for advance travel planning was 20 per cent, reflecting progress compared with previous years. That figure must be considered in the context of the UNHCR mandate, which frequently necessitates the deployment of staff to respond to urgent humanitarian needs, posing challenges for advance travel planning. It is also noteworthy that significant milestones were achieved in optimizing travel activities in 2023, marked by the deployment of a new enterprise resource planning system. That initiative is expected to streamline the approval process, reducing approval times and ultimately benefiting advance booking. Those optimization efforts will continue in 2024, accompanied by new awareness initiatives emphasizing the importance of advance travel planning.

Table 25.12

Compliance rate

(Percentage)

	2021 actual	2022 actual	2023 actual	2024 planned	2025 planned
Timely submission of documentation	100	90	85	100	100
Air tickets purchased at least two weeks before the commencement of travel	16	16	20 ^a	100	100

^a The calculation of the compliance rate does not account for the last three months of 2023, which is the transitional phase between two enterprise resource planning systems, during which cutover procedures were applied and the compliance rate could not be assessed.

- 25.54 The proposed regular budget resources for 2025 amount to \$755,000 and reflect no change compared with the approved budget for 2024. Additional details on the distribution of the proposed resources for 2025 are reflected in table 25.13.

Table 25.13

Executive direction and management: evolution of financial and post resources

(Thousands of United States dollars/number of posts)

	2023 expenditure	2024 approved	Changes					2025 estimate (before recosting)
			Technical adjustments	New/expanded mandates	Other	Total	Percentage	
Financial resources by main category of expenditure								
Posts	730.4	755.0	—	—	—	—	—	755.0
Total	730.4	755.0	—	—	—	—	—	755.0
Post resources by category								
Professional and higher		2	—	—	—	—	—	2
Total		2	—	—	—	—	—	2

Programme of work

- 25.55 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 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 United Nations. All other expenditure 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.

Programme support

- 25.56 The programme support component includes divisions at headquarters, regional bureaus and some parts of country programmes that, to varying extents, develop, formulate, direct and administer programmes, as well as provide programme evaluation and oversight. They also discharge functions with regard to information technology, financial management, human resources management and administration.
- 25.57 The proposed regular budget resources for 2025 amount to \$46,420,700 and reflect no change compared with the approved budget for 2024. Additional details on the distribution of the proposed resources for 2025 are reflected in table 25.14.
- 25.58 The provision of a grant for the administrative expenditure 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 its administrative posts. It was subject to review after three bienniums. The results of a review of the lump-sum arrangement and the lessons learned from the review of 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).

Table 25.14

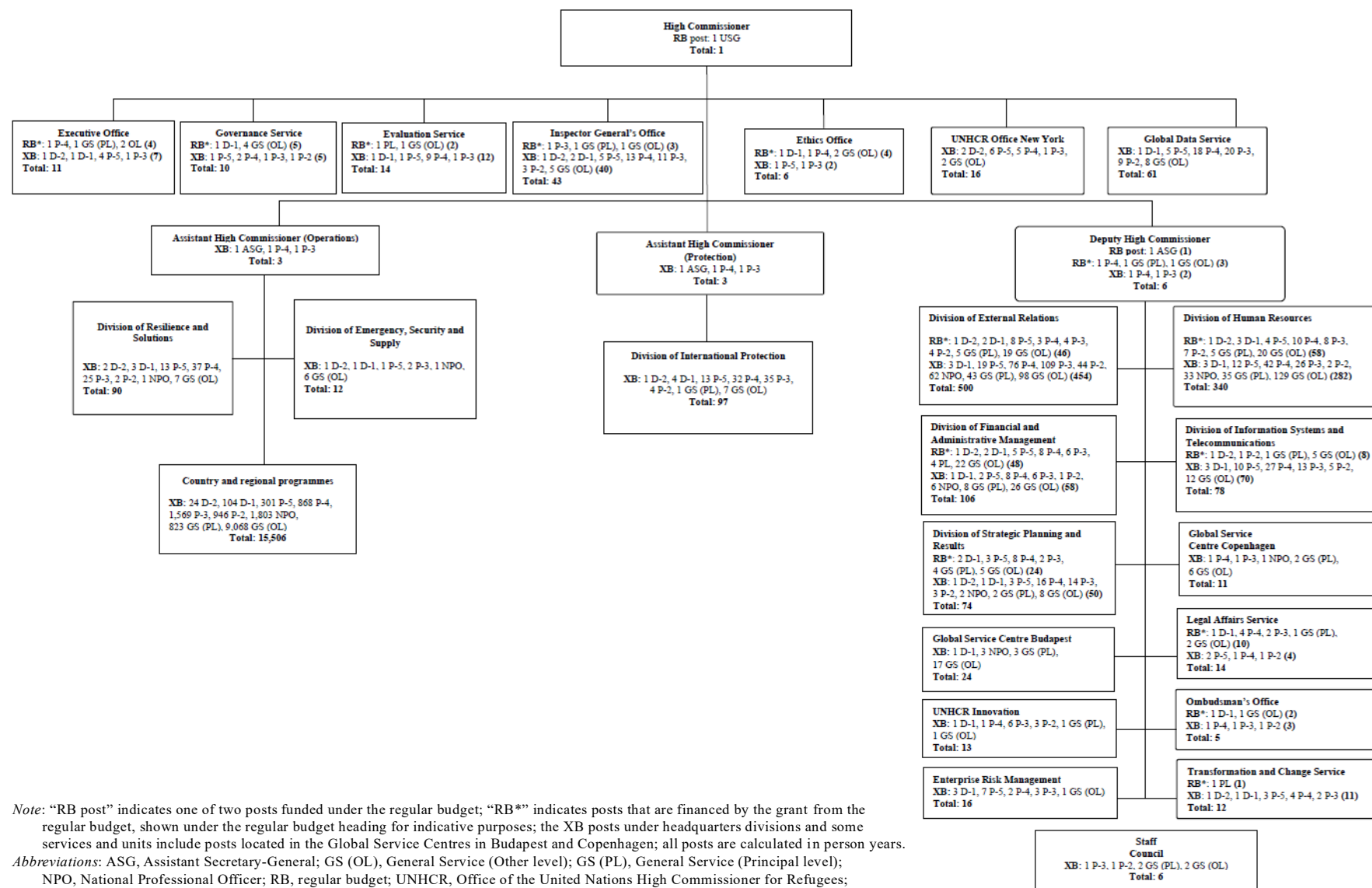
Programme support: evolution of financial and post resources

(Thousands of United States dollars/number of posts)

	2023 expenditure	2024 approved	Changes					2025 estimate (before recosting)	
			Technical adjustments	New/expanded mandates	Other	Total	Percentage		
Financial resources by main category of expenditure									
Non-post									
Grants and contributions	43 934.1	46 420.7	—	—	—	—	—	—	46 420.7
Total	43 934.1	46 420.7	—	—	—	—	—	—	46 420.7

Annex

Organizational structure and post distribution for 2025



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.