



UNHCR
The UN Refugee Agency

Annual Results Report

2022

Myanmar

Acknowledgements

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Section 1: Context and Overview

1.1 Changes to the Operational Context

Myanmar is facing one of the most complex and longest standing humanitarian crises in South-East Asia. It continues to witness intensified conflict involving a multitude of actors and diminishing humanitarian space in 2022. The increased politicisation of aid has put at risk the safety of service providers, including the delivery of assistance by UN agencies.

Some 1,506,000 people were displaced countrywide in 2022. Active conflict in North-West (Sagaing and Magway Regions, Chin State) and South-East (Kayah, Kayin, Mon, Shan (South) States and Bago (East) and Tanintharyi Regions), deteriorating security in the North-East (Kachin and Shan (North) States) and renewed violence in Rakhine State from mid-2022, resulted in casualties and increased humanitarian needs.

The North-West of the country witnessed the highest number of displacements, with 796,000 IDPs and movement of 49,600 people into India followed by the South-East.

In North-East, with 29,000 IDPs, violence escalated in late 2022, although some IDPs continue seeking solutions.

In Rakhine, 630,000 Rohingya—non-displaced, protracted IDPs from 2012, and recent Rohingya IDPs from 2022—are acutely affected by conflict, movement restrictions and discrimination in accessing civil documentation and fundamental rights. As of December, 12,000 remained displaced from 2022 clashes. Over 1,000 Rohingya are estimated to have departed Myanmar by land and sea in 2022 amid a spike in irregular movement, though the actual number may be higher. If intercepted in (or returned to) Myanmar, survivors face criminal sanctions for travelling without proper documentation. In 2022, 362,602 IDP returned to their places of origin countrywide although most returns were temporary. In September, Myanmar ordered countrywide closure of IDP camps and return of all IDPs by the end of October, despite prevailing insecurity and community concerns; however, application of the order was irregular and largely deferred to 2023.

1.2. Progress Against the Desired Impact

1. Impact Area: Attaining Favorable Protection Environments

Persons of concern realise/exercise greater levels of fundamental rights and safely access basic services and livelihoods - in order to become more resilient and progressively attain solutions

Indicators	Population Type	Baseline (2022)	Actual (2022)
1.2 Proportion of PoC who are able to move freely within the country of habitual residence. [GCR 2.1.2]	Stateless Persons	0.00%	0.00%

The increasing displacement needs saw UNHCR reorient its resources towards emergency response activities, particularly in North-West and South-East. UNHCR worked closely with the UN Country Team on advocating for humanitarian access, and forged new partnerships with local partners, civil society and faith-based organizations to improve humanitarian coverage, provide life-saving assistance, and deliver protection services.

UNHCR promoted protection for IDPs and stateless people in camps, villages, and informal sites. Rapid needs assessments were conducted helping to distribute shelters, core-relief items (CRIs), winterization kits and provide cash assistance. UNHCR led regular remote or on-site monitoring, protection incident recording, and participatory dialogue for reporting and analysis.

The Rohingya community in Rakhine continue to face serious limitations in accessing basic rights. UNHCR advocated for fundamental rights including freedom of movement for all citizens of Myanmar, and notably the stateless population, alongside providing legal counselling, rights awareness raising, and referrals to partners for protection services. UNHCR continued efforts to address access to civil documentation and birth registration; housing land and property; and advocacy for safe, voluntary, dignified return of IDPs and refugees. UNHCR engaged in HCT-led discussion on provision of legal aid and identification of legal actors and continued to monitor arrests associated with irregular movement.

Community-led activities remained a core focus in protracted IDP camps with initiatives involving youths and community resilience-building projects. UNHCR expanded two-way communication through newly established hotlines. UNHCR also led community-based protection (CBP) field-level trainings, including on its Age, Gender, and Diversity (AGD) policy and plans.

UNHCR continued its efforts on solutions for IDP returnees and quick impact projects undertaken to boost social cohesion.

Other Core Impact Indicators

Country	Indicator	Population Type	Baseline (2022)	Actual (2022)
Myanmar	2.2 Proportion of PoCs residing in physically safe and secure settlements with access to basic facilities	IDPs	23.54%	20.66%
Myanmar	4.3a Number of stateless persons for whom nationality is granted or confirmed.	Stateless Persons	362	1,403

1.3 Challenges to Achieving Impacts

Humanitarian access to IDPs and conflict-affected people was increasingly difficult, notably in remote, contested, or restricted areas, compounded by proliferating checkpoints, restrictions on humanitarian assistance, and complex administrative procedures. Notwithstanding, UNHCR assisted 577,576 people in Myanmar in 2022. Access constraints and protection sensitivities impacted information gathering and verification, increased risks to humanitarian presence and activities, and elevated safety concerns when reporting. Humanitarian interventions were carefully balanced against risks to affected people and humanitarian service providers, led by the principle of do no harm. Many IDPs experienced multiple displacement and reported being unable to meet basic needs despite UNHCR's interventions. Most assistance was one-off and unable to reach the required scale largely due to access challenges and operational constraints.

Protection needs of the Rohingyas, facing systemic discrimination in accessing citizenship, exercising freedom of movement and other fundamental rights, were aggravated by conflict. A sharp increase in harmful coping mechanisms, including irregular movement/trafficking out of Myanmar was observed. Without comprehensive legal, policy and administrative reforms, prospects for near-term comprehensive and lasting solutions to address statelessness remained dim. In the interim, legal, and procedural assistance to secure documentation was pursued.

Facilitated voluntary return from Thailand stalled given insecurity in the South-East. While an November informal ceasefire in Rakhine State between the two parties led to some IDP returns, the situation remained fragile, and access to support IDP returnees intermittent. Since the overall conditions for Rohingya to return to Rakhine State from Bangladesh continued not to be conducive, UNHCR continued to advocate for improvements, including offering support with UNDP with projects for this purpose.

1.4 Collaboration and Partnerships

A Peer-to-Peer Mission recommended strengthened humanitarian coordination and distinct, yet mutually reinforcing nexus platforms. UNHCR bolstered leadership of the Protection Cluster and the combined Shelter, Non-food Items (NFI), Camp Coordination and Camp Management (CCCM) Cluster, notably in Rakhine (Central) and the North-West. Information management, data collection, and analysis underlined all Inter-Agency programming and advocacy to ensure a cohesive and stronger humanitarian response across Myanmar.

With some IDPs returning to areas of origin, solutions activities continued in coordination with the following regional working groups: Durable Solutions Working Group in North-East, Maungdaw Inter-Agency Group in Rakhine (North) and South-East Working Group. In Rakhine State, UNHCR and UNDP implemented activities under a tripartite Memorandum of Understanding (MoU) aimed to promote improvements on the ground for eventual refugee returns, though conditions remained non-conducive for the time being. Protracted and cyclical crises in Myanmar affecting Rakhine State continue to require coordinated, humanitarian, peace, and development responses to help create conducive conditions for voluntary, safe, dignified, sustainable return of refugees from Bangladesh. This was developed into the five-year Triple Nexus initiative for Rakhine State.

In Myanmar, UNHCR works closely with UN agencies, international and local NGOs, humanitarian and development partners, and Inter-Agency fora. UNHCR is a member of the UN Country Team, the Humanitarian Country Team (HCT), the Cooperation Partners Group, as well as the Myanmar Cash Working Group.

UNHCR expanded partnerships in 2022 and worked with nine INGOs, 12 local NGOs/CSOs, and 14 operational partners (for in-kind assistance) including CSOs/FBOs to promote favorable and inclusive protection environments and reinforce access to rights, services, and solutions, aligned with people centered AGD principles.

Section 2: Results

2.1. Outcomes and Achievements

6. Outcome Area: Safety and Access to Justice

Rights of PwS are safeguarded and rights violations are mitigated and addressed

Progress Against the Desired Outcome

IDPs: In the South East, 250 IDP children under five were supported with birth registration and over 1,600 people received information and counselling on their rights, legal assistance, and procedures. Accountability to Affected Populations (AAP) was strengthened with the initiation of a protection hotline implemented directly and by partners. Protection analysis continued to inform programming and evidence-based advocacy through countrywide protection monitoring (remote and on-site) and reporting. Quarterly Protection Incident Monitoring System (PIMS) reports produced by the Protection Cluster, and monthly Protection and other thematic updates by UNHCR were circulated to the HCT to enhance coordinated action.

Stateless: In absence of legal reform, Myanmar's citizenship framework continues to perpetuate systemic barriers for affected populations to secure civil documentation and birth registration. UNHCR, alongside partner-led efforts, was able to expand awareness raising and legal counselling on procedures in 2022, and 982 people were able to access citizenship documents over 30 per cent Rohingyas. An estimated 1,000 newborns were officially registered in Rakhine (North) in 2022 as per key informants.

Challenges to Achieving Outcome

IDPs: Ongoing structural inequalities continued to limit the provision of legal assistance, including the acquisition of civil documentation, affecting fundamental rights and heightening vulnerabilities as instability in parts of Myanmar increased for many people. A limited number of partners were available, able, or willing to offer legal aid, particularly given the scope and complexity of the problem.

Stateless: The absence of identity and citizenship documentation impacted the lives of affected communities in what has become an increasingly fragile protection environment. Limited information on procedures and the absence/loss of vital documents due to conflict and inability to go to the village of origin to secure them continue to place IDP and ethnic minorities at a disadvantage.

7. Outcome Area: Community Engagement and Women's Empowerment

Age, gender and diverse groups of PwS - especially women and girls - can make informed decisions on and meaningfully participate in all issues impacting their protection and solutions environment, in order to improve their lives and futures

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
7.1 Proportion of PoC who participate meaningfully across all phases of the OMC.	IDPs	57.71%	58.00%	100.00%
7.1 Proportion of PoC who participate meaningfully across all phases of the OMC.	Stateless Persons	63.96%	64.00%	100.00%
7.2 Proportion of PoC who have access to effective feedback and response mechanisms.	IDPs	46.99%	56.00%	47.37%
7.2 Proportion of PoC who have access to effective feedback and response mechanisms.	Stateless Persons	71.14%	71.00%	100.00%
7.3 Proportion (and number) of active female participants on leadership/management structures.	IDPs	50.00%	31.00%	49.22%
7.3 Proportion (and number) of active female participants on leadership/management structures.	Stateless Persons	44.00%	32.00%	43.50%

Progress Against the Desired Outcome

IDPs: UNHCR amplified community engagement initiatives in 2022 through AGD-sensitive initiatives, seeking broad participation of different groups, prioritizing women's empowerment in decision making, and a focus on enhanced social cohesion activities between communities.

UNHCR strengthened AAP through a variety of complaint and feedback mechanisms and improved recording of complaints and feedback. Over 90 per cent of IDP camps were equipped with community-based feedback and complaints mechanisms. In Kachin, over 400 IDPs (including camp residents, camp management committees and members of community watch groups) participated in community discussions and workshops to strengthen institutional capacity for accountability and transparency. Equitable and meaningful representation of women in decision-making and leadership roles was promoted through activities and ensured in community-based protection structures. In the South-East, community awareness-raising training on community resilience was provided to nearly 20,000 people while over 75 community-based projects were implemented in conflict-affected areas to support community's enhance their resilience, including through the provision of solar street lights, establishing revolving fund schemes, and rehabilitation of communal toilets benefiting over 22,000 people.

Stateless: In 2022, UNHCR was successful in involving stateless people meaningfully in its planning through Focus Group Discussions (FGDs), Key Informant Interviews (KIIs), cross-cutting discussions, among others. Each was adapted according to AGD and diversity needs. In Rohingya and Kaman camps, community groups played a strong role in ensuring that the Camp Management Agencies, Camp Management Committees, and humanitarian service providers heard feedback from different community perspectives.

Challenges to Achieving Outcome

Access to stateless and IDP community locations remained challenging and unpredictable in many areas of the country, limiting UNHCR and partners capacities respond to acute needs and implement community-based/resilience initiatives. UNHCR developed alternative modalities to maintain community feedback and participation through remote methods (e.g., hot lines and mobile teams). Lack of funding also negatively impacted activities for communities residing in remote locations (where no service providers were available) and challenges existed to highlight community needs and views.

8. Outcome Area: Well-Being and Basic Needs

PwS have access to assistance that addresses their basic needs, physical safety and well-being

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
8.1 Proportion of PoC in need that receive cash transfers or in-kind assistance.	IDPs	40.02%	20.00%	38.22%
8.1 Proportion of PoC in need that receive cash transfers or in-kind assistance.	Stateless Persons	12.57%	15.00%	12.57%

Progress Against the Desired Outcome

In 2022, UNHCR maintained its preparedness efforts by securing adequate CRI and contingency stocks in warehouses in Yangon and other parts of the country for the response. The IDPs in need of support continued to grow exponentially in 2022. UNHCR was able to ensure access to basic and secure settlement and shelters of 20 per cent of Rohingya IDPs country wide and 35 per cent of stateless people in Rakhine. UNHCR collaborated with other humanitarian actors and also through trained community leaders who were pivotal in the management of sites. UNHCR expanded its operations in the North-West and Shan State (South) by mid-year, and monitored displacement and critical needs of affected communities. The response provided emergency support (cash and in kind) to over 13,500 IDP families in these areas. This ensured their immediate basic needs were met while providing a minimum level of dignity in the emergency. Further quick impact projects reached an additional 18,000 people. In Kachin State and Shan State (North), UNHCR and partners assisted over 41,000 families with CRIs and 4,500 families with shelter material. Cash assistance was provided to some 3,800 IDP families with specific needs in Kachin State, improving coping abilities of those with serious medical conditions, older persons at risk, and women at risk. As a result, 60 per cent of beneficiaries reported the assistance reduced household financial burdens while improving their living conditions. In the volatile South-East, some 40,000 families benefitted from in-kind, cash and shelter assistance. In Rakhine State, shelter kits tailored to meet the household situation in each site, assisted some 4,700 IDP families and over 6,000 stateless families to live in a more dignified conditions with higher degree of safety in harsh weather conditions. Some 5,500 IDP families and 9,500 stateless families were also reached with CRIs.

Challenges to Achieving Outcome

Access and security constraints resulted in delays and inability to deliver critical assistance for the displaced. Conflict escalation and major displacements affected levels of vulnerabilities of displaced people countrywide, especially impacting people with specific needs. UNHCR re-oriented its available resources and coordinated with existing partners and other operational partners, civil society, and community-based organizations to enhance outreach to hard-to-reach locations in the North-West and South-East especially. A new law on the registration of NGOs and INGOs stands to impose additional challenges and may negatively impact partners delivering assistance, particularly in areas where UNHCR has limited access.

14. Outcome Area: Voluntary Return and Sustainable Reintegration

Conducive conditions for refugee are incrementally achieved in order to eventually attain safe and dignified solutions

Progress Against the Desired Outcome

UNHCR takes a humanitarian, development, and peace nexus approach to statelessness and IDP situations. This includes a need for holistic rights-based analysis, adaptive programming and multi-level advocacy for legal, policy and administrative changes and greater humanitarian and protection space. UNHCR continued to seek support for social cohesion projects in areas where it is working to support return solutions. In Kachin State, headway was made in developing an Inter-Agency transitional solutions strategy. A Rakhine State five-year joint Triple Nexus Programme with UNDP is also developing and foresees activities to promote social cohesion to support to people with specific needs, environment interventions, alongside protection activities and community-based engagement. However, operational restrictions and lack of travel authorization has hampered any meaningful progress on this front in 2022.

Challenges to Achieving Outcome

Severe delays due to several impediments, including lack of access to project locations for UNHCR and its partners, seriously hindered implementation of community-based infrastructure projects under the tripartite UNDP-UNHCR-Myanmar MoU. UNHCR maintained regular relationships with the affected communities and their leaders to continue exploring feasible alternative activities such as in-kind and ad hoc humanitarian assistance for vulnerable households.

16. Outcome Area: Integration and other Local Solutions

Rights, legal and policy frameworks are improved for sustainable IDP and stateless population solutions, which in turn builds confidence for refugee returns

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
16.1. Proportion of PoC with secure tenure rights and/or property rights to housing and/or land [revised SDG indicator 1.4.2].	IDPs	80.04%	85.00%	80.00%
16.2. Proportion of PoC covered by social protection floors/systems [SDG 1.3.1].	IDPs	90.00%	Unknown	91.00%
16.2. Proportion of PoC covered by social protection floors/systems [SDG 1.3.1].	Stateless Persons	0.00%	Unknown	0.00%

Progress Against the Desired Outcome

IDPs: UNHCR continued to advocate for the voluntary, safe, and dignified returns of IDPs and refugees to places of origin or choice. Access to civil documentation and improved freedom of movement to access basic services and engage in livelihood activities were emphasized in advocacy and programming so that returns are sustainable and built on models of social cohesion. UNHCR strengthened advocacy efforts at national and other forums to tackle both the causes and consequences of statelessness. In Kachin State and Shan (North) State, UNHCR and partners provided support to conflict-affected communities on housing, land and property rights (HLP) through capacity building activities, including raising awareness of laws, and offering Collaborative Dispute Resolution training. As a result, IDPs demonstrated awareness of their legal and HLP rights and obligations and laws and types of documents and actions required to protect their rights.

Stateless IDPs: In Rakhine State, UNHCR is working towards the development of a multi-disciplinary and

practical Durable Solutions and HLP strategy which will aim to provide UNHCR and IDPs with recommendations on protecting their former properties in places of origin; facilitate claims over lands previously owned by displaced communities; facilitate dialogue between communities and foster social cohesion while also promoting the sustainability of solutions linked to HLP; enable preparedness for transitional justice initiatives that might lead to compensation/restitution; and provide recommendations on durable solutions and HLP and within the Rakhine State context that are in line with international standards.

Challenges to Achieving Outcome

IDPs and Stateless: Durable solutions to address barriers to enjoyment of fundamental rights, including HLP rights, in Rakhine State remain challenging to implement and achieve, especially for the State's Rohingya community members. This is due to existing unfavourable law and policy, long-standing land-ownership issues, past and recent displacements, and complex political and administrative dynamics in Rakhine State.

Stateless: Due to institutional barriers, particularly in absence of legal, policy, and administrative reforms, the Rohingya face ongoing challenges in obtaining civil documentation, moving freely and thus accessing livelihoods and social services. The number of partners available to work on these issues in Rakhine State remained limited in comparison to the needs

2.2. Age, Gender and Diversity

UNHCR is committed to amplifying the voices of all affected people, including those with specific needs such as people with disabilities, those with serious medical conditions, older people, adolescents, and youth, single or women-headed households, and those of diverse identity or ethnicity. UNHCR continued to promote equitable access to rights, meaningful participation in decision making, greater resilience, and community self-management by bolstering engagement with community members and expanding community-based protection mechanisms, where it had access across Myanmar. This in turn has supported sustained humanitarian interventions and helped form pathways for many affected people to achieve solutions.

In 2022, as part of its multi-year planning, UNHCR prioritized the inclusive participation of affected people in key decisions across its operation and programme cycle. Efforts were made to maintain and expand two-way communication and AAP by boosting access to information and securing feedback channels. Camp management agencies and camp managers strengthened feedback mechanisms while diversifying and expanding tools and communication channels in IDP sites. UNHCR also invested in community-based protection and resilience projects to improve wellbeing through awareness raising and sensitization on issues such as civil documentation and supported community-led initiatives for improving the living conditions in sites (i.e., with youth groups, community watch groups), with a special focus on inclusion of vulnerable groups. Across its work, UNHCR promoted community mobilization by IDPs to build resilience and ownership through community-led solutions. UNHCR also strongly engaged in UN/Inter-Agency coordination fora and thematic groups to advocate for specific improvements in the lives of diverse affected populations and their inclusion in national programmes

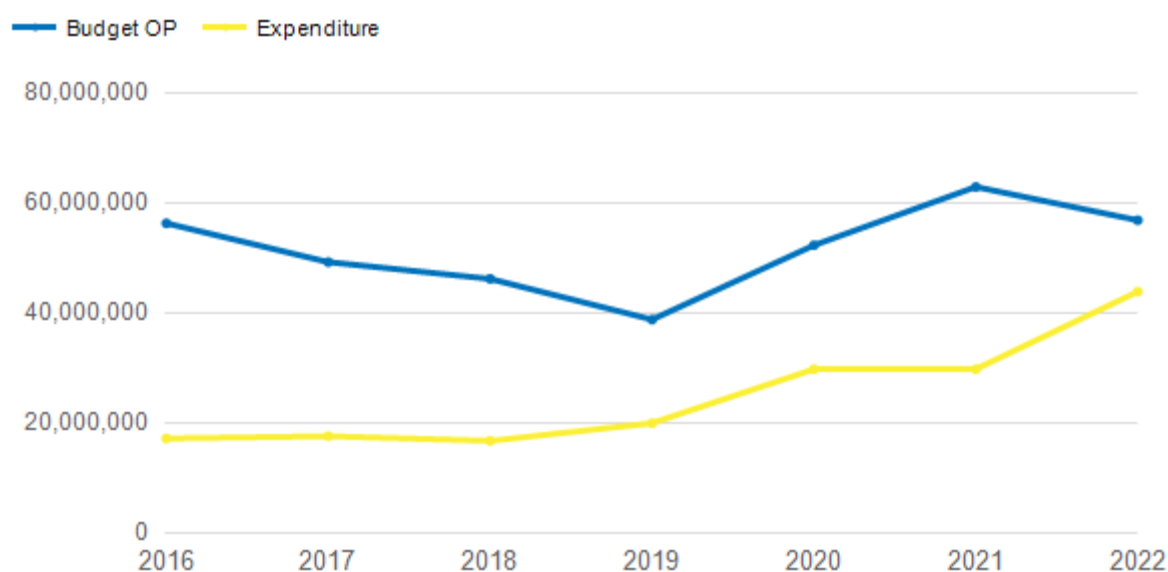
Section 3: Resources

3.1 Financial Data

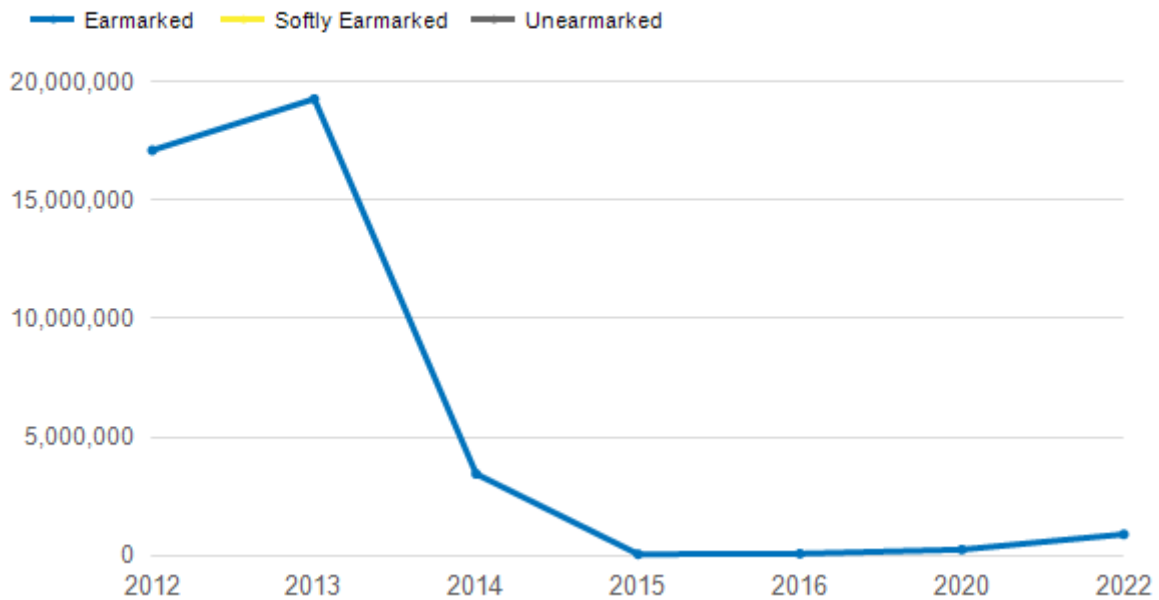
Impact Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
IA1: Protect	56,767,533	43,862,512	77.27%	43,794,013	100.85%
Total	56,767,533	43,862,512	77.27%	43,794,013	99.84%

Outcome Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
OA6: Justice	3,354,992	2,964,084	88.35%	3,114,084	105.06%
OA7: Community	7,297,246	8,968,132	122.90%	9,118,132	101.67%
OA8: Well-being	42,131,449	27,806,539	66.00%	27,875,928	100.25%
OA14: Return	710,526	1,069,340	150.50%	1,069,340	100.00%
OA16: Integrate	3,273,320	2,616,529	79.94%	2,616,529	100.00%
All Outcome Areas		437,889	0.00%		0.00%
Total	56,767,533	43,862,512	77.27%	43,794,013	99.84%

Budget and Expenditure Trend



Contributions Trend by Type



3.2. Resources Overview

UNHCR’s response faced challenges to meet the emergency and lifesaving needs for the new and significant displacement in the North-West and South-East for first half of the year. Protection partners were hindered from adequately expanding coverage of key activities but continued to adapt implementation to remote modalities as feasible, including, inter alia, introduction of a telephonic helpline in South-East, continuation of remote rapid needs assessments, and distribution of cash assistance. The funding situation remained a constraint for the timely delivery of assistance to the most vulnerable throughout the monsoon and winter period. Funding gaps existed particularly in the area of emergency in kind, cash, and shelter assistance and for solutions initiatives. Sustainable progress in Rakhine (North) was hampered by funding shortfalls for social cohesion projects and the lack of travel authorization to implement activities.

A reprioritization of available resources was undertaken in 2022 to enable UNHCR to upscale its response for emergency needs between mid-year to the third quarter although gaps for essential activities continued to exist.

In line with its multi-year strategy 2022 - 2024, UNHCR continued to seek financial support from non-traditional donors, including development donors and the private sector. These efforts have taken place in an increasingly competitive and challenging environment in light of multiple crises worldwide.



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