

# Annual Results Report

**2023**

**Myanmar**

## Acknowledgements

UNHCR would like to thank all the stakeholders that contributed data and evidence to this report and reviewed their progress against the joint results of the strategy, including forcibly displaced and stateless people, host communities and host governments, United Nations agencies, and international and national non-governmental organizations, civil society and private sector. Their contributions enable us to create positive changes in the lives of the people we serve.

[Contact us](#)

[www.unhcr.org](http://www.unhcr.org)

**Downloaded date:** 29/05/2024

# Table of Contents

## Section 1: Context and Overview

- 1.1 - Changes to the Operational Context
- 1.2 - Progress Against the Desired Impact
- 1.3 - Challenges to Achieving Impacts
- 1.4 - Collaboration and Partnerships

## Section 2: Results

- 2.1 - Outcomes and Achievements
- 2.2 - Age, Gender and Diversity

## Section 3: Resources

- 3.1 - Financial Data
- 3.2 - Resources Overview

## Section 4: Lessons Learned and Future Outlook

- 4.1 - Lessons Learned and Future Outlook

# Section 1: Context and Overview

## 1.1 Changes to the Operational Context

Almost three years after the events of 1 February 2021, widespread conflict in Myanmar continues to drive historic levels of displacement and a dramatic escalation in needs for humanitarian assistance. The extended State of Emergency, continued imposition of Martial Law (which expanded to 55 townships in 2023), and increased restrictions on humanitarian organizations regarding access and barriers imposed by the Organization Registration Law, have impacted UNHCR's ability to meet the needs of affected communities. By year-end, an estimated 2.6 million people were internally displaced according to United Nations figures, a milestone for internal displacement within Myanmar. In addition, some 630,000 Rohingya people remained stateless, of whom an estimated 154,000 were internally displaced within Rakhine State. In the face of deepening conflict and widening displacement, the Rohingya community faced increased hardships due to systemic discrimination, violations of fundamental rights and challenges in meeting basic needs, including access to freedom of movement and livelihoods.

The situation in Myanmar worsened in late-October 2023 following an uptick in armed conflict across States and Regions resulting in the displacement of nearly 800,000 people in two months and outflows to neighbouring countries. Serious protection incidents and human rights violations affected civilians' daily lives as conflict over territorial control continued to take place on main access roads and border towns. All this had a significant impact on people's freedom of movement, disrupted critical supply routes, inflated market prices and the affordability of commodities. As a result, many people experienced secondary and tertiary displacement.

## 1.2. Progress Against the Desired Impact

### 1. Impact Area: Attaining Favorable Protection Environments

**Forcibly displaced and stateless persons realize/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	Strategy Baseline	Actual (2023)
1.2 Proportion of people who are able to move freely within the country of habitual residence	Stateless Persons	0.00%	0.00%

In 2023, UNHCR had to remain agile and reorient resources in the face of multiple emergencies, which reshaped the operational context in Myanmar. UNHCR worked with the UN country team to advocate humanitarian access and increase and diversify partnerships with local partners, civil society, financial service providers and faith-based organizations to strengthen its response coverage. Through these efforts, the Office was able to assist some 900,000 people with multisectoral assistance to cover their basic needs.

The protection of forcibly displaced and stateless people in formal and informal sites remained UNHCR's focus through protection monitoring and rapid needs assessments, followed by the provision of core relief items, shelter materials and cash assistance. UNHCR – along with partners – regularly consulted forcibly displaced and stateless people through focus group discussions and post-distribution monitoring.

UNHCR advocated the fundamental rights for all citizens of Myanmar, including freedom of movement, particularly for the stateless population, including the Rohingya. It provided legal counselling, rights awareness training, and referrals to protection services. The Office continued efforts to address access to civil documentation and birth registration, housing land and property, and advocated for the safe, voluntary, dignified return of internally displaced people (IDPs) and refugees, where conditions allowed. In 2023, legal interventions reached more than 18,000 internally displaced and stateless people across the country. Of them, 5,000 received legal aid and support for civil documentation. The Office engaged in discussions led by the humanitarian country team with operational partners on the provision of legal aid, and monitoring arrests associated with irregular movement.

UNHCR expanded two-way communication through hotlines, implemented community resilience-building projects and led community-based protection training sessions (including on its age, gender and diversity policy). The Office also continued to seek solutions for IDP returnees and deliver quick impact projects designed to boost social cohesion.

## Other Core Impact Indicators

Country	Indicator	Population Type	Strategy Baseline	Actual (2023)
Myanmar	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	IDPs	23.54%	3.64%
Myanmar	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	Returnees	Unknown	21.12%
Myanmar	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	Stateless Persons	Unknown	19.51%

Myanmar	2.3 Proportion of people with access to health services	Stateless Persons	Unknown	30.00%
Myanmar	3.2a Proportion of children and young people enrolled in primary education	IDPs	Unknown	5.00%
Myanmar	3.2a Proportion of children and young people enrolled in primary education	Returnees	Unknown	61.30%
Myanmar	3.2a Proportion of children and young people enrolled in primary education	Stateless Persons	Unknown	57.00%
Myanmar	3.2b Proportion of children and young people enrolled in secondary education	IDPs	Unknown	1.00%
Myanmar	3.2b Proportion of children and young people enrolled in secondary education	Returnees	Unknown	57.90%
Myanmar	3.2b Proportion of children and young people enrolled in secondary education	Stateless Persons	Unknown	50.50%
Myanmar	4.3a Number of stateless people for whom nationality is granted or confirmed	Stateless Persons	3,000	549

## 1.3 Challenges to Achieving Impacts

In 2023, the security situation deteriorated significantly due to various factors ranging from natural disasters to the resumption of conflict in most parts of the country. As a result, humanitarian actors had to adapt their working modalities and reduce their footprint in many locations. Checkpoints and restrictions on humanitarian access and complex administrative procedures posed serious challenges to UNHCR's response across the country. Market inflation, supply chain restrictions, banking system disruptions as well as border restrictions and roadblocks further worsened the situation, particularly in Rakhine State, which was facing severe shortages of essential goods and commodities. The number of protection incidents rose significantly in 2023, with more than 3,000 incidents reported in Rakhine (Central), Kachin, Kayin, Shan (North) States and the Sagaing Region. These included indiscriminate attacks such as airstrikes, drones, remote explosives and landmines as well as the presence and movement of armed actors, village and house raids, destruction of civilian property and looting.

In line with the do no harm principle, UNHCR interventions were carefully balanced to limit the risks forcibly displaced people and humanitarian service providers could be exposed to. The emergency response was mostly one-off across conflict areas, while longer-term activities such as shelter repairs and reconstructions or Nexus programme were implemented in more stable contexts, like Kachin State. In Rakhine State, implementation was limited due to a lack of formal authorization and little access since June 2023.

The Rohingya population in Rakhine State remained disproportionately affected by structural discrimination accessing citizenship, freedom of movement and other fundamental rights, leading to an increase in negative coping strategies. Without comprehensive legal, policy and administrative reforms, prospects for near-term comprehensive and lasting solutions to address statelessness were dim. In the interim, legal and procedural assistance to secure documentation was pursued. Since the overall conditions for Rohingya to return to Rakhine State from Bangladesh remained unfavourable, UNHCR has advocated improvements by offering support through joint UNHCR/UNDP area-based projects for this purpose.

## 1.4 Collaboration and Partnerships

In 2023, UNHCR continued to work closely with other UN agencies, international and local NGOs, humanitarian and development partners and inter-agency fora. It is an active member of the UN country team, humanitarian country team, the Cooperation Partners Group, as well as the Myanmar Cash Working Group. UNHCR supported protection training sessions in collaboration with UN sister agencies for various

frontline organizations to deliver protection and humanitarian assistance, expand localization efforts, strengthen collaboration between the UN and faith-based organizations and optimize assistance throughout the country. Through this joint capacity-building initiative, 66 religious leaders and church volunteers were trained on protection and humanitarian principles.

In addition, 55 staff from various NGOs were trained to deliver quality camp coordination and management responses in line with humanitarian principles, and a cash and voucher assistance and environment sensitive programming guidance note was developed for cluster members. Important steps were taken within the Protection Cluster in each region toward shared leadership and gradual localization, in line with the peer-to-peer recommendation. Collaboration with the International Federation of Red Cross and Red Crescent Societies as the Shelter co-cluster lead was also strengthened.

UNHCR maintained its 20 partnerships in 2023 and worked with commercial suppliers and new financial service providers to deliver assistance that promotes favourable and inclusive protection environments and reinforces access to rights, services, and solutions, aligned with people-centred age, gender and diversity principles. The Office also expanded its collaboration with 13 partners, including eight national and civil society organization partners, directly and through joint programmes with UN sister agencies based on their community presence, capacity and access to in-kind assistance.

## Section 2: Results

### 2.1. Outcomes and Achievements

#### 6. Outcome Area: Safety and Access to Justice

**Rights of forcibly displaced and stateless people are safeguarded, and rights violations are mitigated and addressed.**

#### Progress Against the Desired Outcome

Despite ongoing political sensitivities for programmes that safeguard rights, especially for stateless and marginalized people, UNHCR continued to address legal and systemic issues related to statelessness, civil documentation and birth registration in 2023. Alongside partner-led efforts, it was able to expand awareness raising and legal counselling on procedures, with more than 496 stateless people able to access citizenship documents.

In 2023 more than 6,400 people received information and counselling on their rights, legal assistance and procedures, while 310 internally displaced children under five were supported with birth registration. UNHCR's legal partners provided legal counselling, representation and in-kind assistance to 1,509 vulnerable Rohingya detained for irregular movement, including survivors of gender-based violence and children.

UNHCR and UNICEF actioned a joint workplan in Rakhine State to improve access to birth registration for all. The Rakhine Protection Cluster carried out regular partner-led monitoring to understand restrictions on IDPs' freedom of movement and its impact on their access to health, education and livelihood. It also developed a standard operating procedure on detention referral pathways to strengthen and address gaps in the response to the arrest and detention of Rohingya.

Working with partners, UNHCR launched a protection hotline for forcibly displaced people seeking advice and guidance, strengthening accountability to affected populations. In 2023, the Office received 457 queries, with 67% coming via email and 8% through the hotline. In addition, the Protection Cluster mapped out gaps in current protection needs identified by forcibly displaced people that are not being met by existing services and developed plans to strengthen the response in this area. Effective coordination between UNHCR and other organizations remained vital to ensure better protection, assistance, and lasting solutions for forcibly displaced people. Existing reporting and monitoring processes were improved to ensure all actors had the information they needed to work more effectively.

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

**Age, gender and diverse groups of forcibly displaced and stateless people – especially women and girls can make informed decisions on, and meaningfully participate in, all issues impacting their protection and solutions environment, to improve their lives and futures.**



Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
7.2 Proportion of people who have access to safe feedback and response mechanisms	IDPs	46.99%	60.00%	62.00%
7.2 Proportion of people who have access to safe feedback and response mechanisms	Stateless Persons	100.00%	90.00%	92.00%
7.1 Extent participation of displaced and stateless people across programme phases is supported.	Returnees	Unknown	Unknown	Limited: ≤ 39 points

## Progress Against the Desired Outcome

In 2023, UNHCR sought to ensure a diverse and representative range of people of all ages and genders were able to participate in its projects. Some 259 quick-impact, community-based projects were implemented across the country benefitting some 276,000 IDP and host communities. Of these some 125 projects were implemented in volatile remote areas of North West and South East and helped promote IDP integration in communities while benefitting some 185,000 people. All projects were developed and prioritized by communities and helped enhance protection by presence, social cohesion and reintegration.

The Office improved its recording of complaints and feedback. All feedback and complaints from IDP camps were reported in the same way (through a standard camp profile format) and 171 IDP camps were equipped with community-based feedback and complaints mechanisms. Community training and awareness-raising sessions sought to ensure the 29,800 IDPs attending could make their own decisions and improve social cohesion between communities.

In 2023, UNHCR involved stateless people in its planning via focus group discussions, key informant interviews and cross-cutting discussions. These discussions were adapted according to age, gender and diversity needs. In Rohingya and Kaman camps, community groups played a pivotal role in ensuring camp management agencies, committees and humanitarian service providers acted on feedback from different community perspectives.

## 8. Outcome Area: Well-Being and Basic Needs

**Forcibly displaced and stateless people have access to assistance that addresses their basic needs, physical safety and wellbeing.**

Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
8.1 Proportion of people that receive cash transfers and/or non-food items	IDPs	40.02%	40.00%	18.56%
8.1 Proportion of people that receive cash transfers and/or non-food items	Stateless Persons	12.78%	50.00%	42.83%

## Progress Against the Desired Outcome

In 2023, the number of vulnerable people grew exponentially because of multiple emergencies. Cyclone Mocha affected more than 1 million people, mostly in Rakhine State and according to United Nations figures, close to 800,000 people were displaced by year-end because of the impact of the escalation of violence in late October 2023.

UNHCR reprioritized and used its in-country core relief items (CRIs) and contingency stocks to provide immediate life-saving assistance. Despite constraints accessing those affected by Cyclone Mocha, the Office ensured timely support to cyclone-affected people via robust coordination with UNOCHA and

partners. However, insecurity during the last quarter of the year meant it was not possible to continue responding at scale, particularly in Rakhine, where authorizations were withdrawn.

Nevertheless, UNHCR was able to assist approximately 600,000 people (more than 120,000 families) with CRIs. This included 69,704 people (19,624 families) through the UN Joint Delivery Mechanism and community-based organizations in Rakhine State and Shan State (South).

One-off cash assistance, including multi-purpose cash, in line with the Cash Working Group survival minimum expenditure basket, cash for shelter, cash for people with specific needs, and cash for protection, helped 69,000 people (13,894 families) meet their most pressing needs. This included 5,298 families in the North-West, 5,847 in the South-East, 2,709 in Kachin State, and 40 families in Rakhine, including through a pilot project with a financial service provider.

In Rakhine State, 720 families benefitted from cash for work activities, enabling them to earn an income while contributing to the community's welfare through camp-based maintenance work, including shelter repair. Another 6,700 families, including people with serious medical conditions, older people and women at heightened risk, used cash assistance to improve their coping abilities.

Shelter assistance provided some security and self-sufficiency to 45,700 families, including more than 3,600 in Kachin State. In Kachin, emergency or transitional shelters were distributed while 630 families in the North-West received cash to put toward shelter solutions in the North-West.

UNHCR ensured a coherent approach through the cluster system by overseeing partners' interventions in priority areas, strengthening coordination and helping avoid duplication. Communities' basic needs were met in a dignified and timely manner in line with agreed standards. Coordination with implementing partners remained crucial to expanding the Office's reach in mixed control areas.

## 14. Outcome Area: Voluntary Return and Sustainable Reintegration

**Conducive conditions for refugee returns are incrementally developed in order to eventually attain safe and dignified solutions.**

Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
14.1 Proportion of returnees with legally recognized identity documents or credentials	Returnees	64.82%	90.00%	90.00%

### Progress Against the Desired Outcome

UNHCR takes a humanitarian, development, and peace nexus approach to statelessness and IDP situations in Myanmar. This includes a need for holistic rights-based analysis, adaptive programming and multi-level advocacy for legal, policy and administrative changes, as well as greater humanitarian and protection space.

UNHCR remained an active member of the Refugee Returns and Reintegration Group in tandem with the rebranding of the (previous) Maungdaw Inter-Agency Group, which it co-chairs with the UN Resident Coordinator's Office.

In 2023, UNHCR sought support for social cohesion projects in South-East and North-East areas to advance IDP return solutions, engaging with development agencies such as UNDP, UNFPA, UNICEF, and forming/strengthening the Durable Solutions working group. In Kachin State, headway was made in developing an inter-agency transitional solutions strategy and a joint multi-year project with UNFPA focusing on solutions sites that received funds for 2024-25.

UNHCR advocated that all returns be voluntary, informed and dignified in communication with de facto authorities as well as within the UN humanitarian country team and other coordination fora such as the Humanitarian Donor Group and Cooperation Partners' Group. UNHCR emphasized the importance of

returns to places of origin or choice and access to areas of return to continue its work and contribute to improving conditions.

## 16. Outcome Area: Integration and other Local Solutions

**Rights, legal and policy frameworks are improved for sustainable forcibly displaced and stateless people solutions, which in turn builds confidence for refugee returns.**

Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
16.1 Proportion of people with secure tenure rights to housing and/or land	IDPs	80.04%	20.00%	2.63%
16.1 Proportion of people with secure tenure rights to housing and/or land	Returnees	0.00%	30.00%	20.60%
16.1 Proportion of people with secure tenure rights to housing and/or land	Stateless Persons	0.00%	30.00%	14.57%
16.2 Proportion of people covered by national social protection systems	IDPs	90.00%	50.00%	12.00%
16.2 Proportion of people covered by national social protection systems	Returnees	64.82%	50.00%	6.72%
16.2 Proportion of people covered by national social protection systems	Stateless Persons	0.00%	20.00%	5.40%

### Progress Against the Desired Outcome

UNHCR maintained advocacy efforts on the voluntary, safe, and dignified return 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 UNHCR's advocacy and programming so that returns would be sustainable and built on models of social cohesion.

The Office continued to work towards tackling the root causes and consequences of statelessness. In Kachin State and Shan (North) State, UNHCR and partners supported conflict-affected communities on housing, land and property rights by raising their awareness of the relevant laws, assisting with securing documentation and offering collaborative dispute resolution training. As a result, IDPs demonstrated awareness of their legal and housing, land and property rights and obligations as well as the laws and types of documentation and actions required to protect their rights.

In 2023, UNHCR completed a report focused on housing, land and property rights. It covered five areas in three townships, included a stakeholder analysis and put forward practical recommendations for agencies wanting to work in this area to inform a strategy at a later stage. The findings of the report have been shared and discussed with key UN and NGO partners, the learnings of which will inform programming in housing, land and property, as well as other related thematic areas, such as civil documentation and social cohesion.

In Rakhine State, UNHCR advanced the development of a multi-disciplinary and practical durable solutions and housing, land and property strategy. This information and key recommendations that help protect their former properties in places of origin, shall enable humanitarians and affected people to facilitate claims over lands previously owned by displaced communities, encourage dialogue between communities and foster social cohesion while promoting the sustainability of solutions linked to housing, land and property. It will also enable preparedness for transitional justice initiatives that might lead to compensation or restitution and provide recommendations on durable solutions and housing, land and property that are in line with international standards.

## 2.2. Age, Gender and Diversity

In line with UNHCR's policy on age, gender and diversity, the office regularly consults with forcibly displaced and stateless people in various ways, including through focus group discussions, participatory assessments and joint assessment missions with partners. UNHCR also meets with communities in person and carries out on-site visits to camps, villages and displacement sites where access is granted by de facto authorities as well as through community networks. Focus group discussions aim to be diverse and representative and are organized with different age, gender and minority groups. They include adults and children, women and girls, women as single heads of households, older people, young people, and community leaders of different ages. People receive UNHCR support based on the needs identified through protection monitoring which is in line with assessment criteria and specific vulnerabilities. Needs are also captured through other methods, including post-distribution monitoring, which enables UNHCR to assess people's satisfaction with the assistance received.

In 2023, UNHCR continued to promote equitable access to rights, meaningful participation in decision making, greater resilience, and community self-management. It did this by bolstering engagement with community members and expanding community-based protection mechanisms wherever it had access across Myanmar. This supported sustained humanitarian interventions and helped form pathways for many affected people to achieve solutions.

## Section 3: Resources

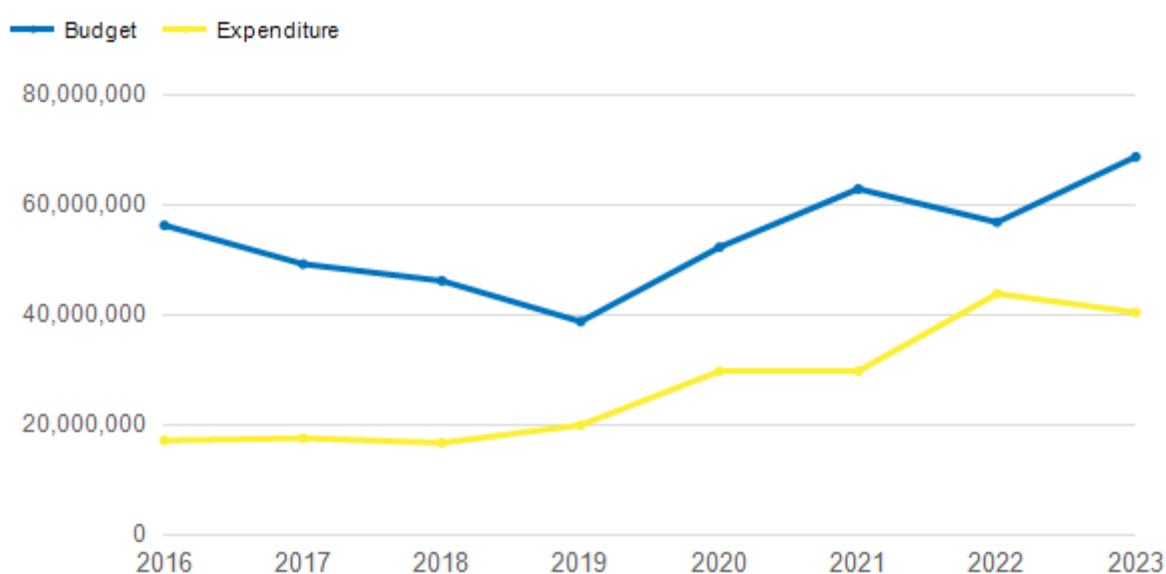
### 3.1 Financial Data

(Financial figures in USD)

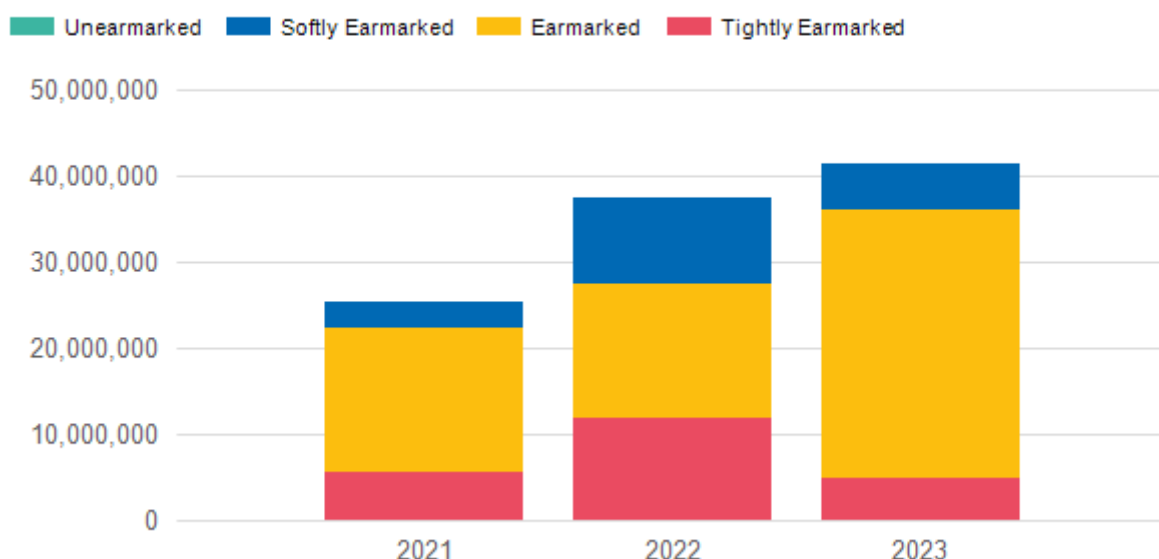
Impact Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
IA1: Protect	68,656,980	42,999,332	58.82%	40,385,289	100.00%
<b>Total</b>	<b>68,656,980</b>	<b>42,999,332</b>	<b>62.63%</b>	<b>40,385,289</b>	<b>93.92%</b>

Outcome Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
OA6: Justice	4,852,592	3,424,183	70.56%	3,424,183	100.00%
OA7: Community	14,350,515	8,169,011	56.92%	8,169,011	100.00%
OA8: Well-being	37,214,315	24,807,621	66.66%	24,807,621	100.00%
OA14: Return	5,627,900	779,876	13.86%	779,876	100.00%
OA16: Integrate	6,611,658	3,204,598	48.47%	3,204,598	100.00%
All Outcome Areas		2,614,044			
<b>Total</b>	<b>68,656,980</b>	<b>42,999,332</b>	<b>62.63%</b>	<b>40,385,289</b>	<b>93.92%</b>

**Budget and Expenditure Trend**



### Contributions Trend by Type



## 3.2. Resources Overview

Throughout 2023, UNHCR's response was reprioritized for emergencies, such as cyclone Mocha (which severely impacted Rakhine State), and the escalation of violence in the last quarter of the year (which resulted in unforeseen emergency and lifesaving needs for the new and significant displacements in most parts of the country). As a result, available resources were reprioritized mid-year following the cyclone response and resulted in stock gaps in covering the needs in other parts of the country.

While UNHCR maintained its geographic coverage directly and through partners, access to some areas was hindered and resulted in one-off, low-profile emergency responses. Nonetheless, key activities continued to be implemented through flexible remote approaches (where feasible), including, among other things, telephone helplines, remote rapid needs assessments, community-led projects and the distribution of cash assistance and in-kind assistance through inter-agency mechanisms.

Considering the multiple emergencies Myanmar experienced, securing adequate funding quickly enough to ensure timely assistance to the most vulnerable people was challenging. Although the operation was 61% funded by year-end, critical gaps persisted, particularly in emergency, in-kind, cash and shelter assistance, and for solutions initiatives. In line with its multi-year strategy 2022-2024, UNHCR successfully sought financial support from non-traditional donors, including development donors and the private sector. These efforts were a success despite an increasingly competitive and challenging environment.

## Section 4: Lessons Learned and Future Outlook

### 4.1 Lessons Learned and Future Outlook

Providing cash assistance through partners and financial service providers in the last quarter proved critical to delivering an agile response in remote areas. Joint UN distributions of in-kind assistance in mixed-control areas proved to be cost efficient and an effective mechanism to reach people in need and the risks for all stakeholders were manageable.

Expanded legal assistance on civil registration, identity documentation and citizenship remained a priority activity to create sustainable change in people's lives. Individual assistance must be accompanied by capacity building and awareness raising activities to strengthen the understanding of registration and documentation issues in communities and among local partners.

UNHCR secured resources for UNHCR-led Protection and Shelter/NFI/Camp Coordination and Camp Management clusters and prioritized humanitarian interventions in geographical areas needing support. This prioritization was informed by protection analysis and sharing displacement data.

In 2024, UNHCR will continue developing partnerships with more diverse and localized community-based civil society organizations. These partners will be able to stay and deliver in the event traditional, international NGO partners may be forced to reduce their footprint even more if the general security situation deteriorates further. New local partnerships will also address challenges with channeling funds to support protection responses in the country. UNHCR plans to continue building the capacity of these civil society organizations on humanitarian and protection principles and compliance and establish solid mechanisms for monitoring, including remote and gender-based violence-related monitoring. Accountability to affected populations and communication with communities will be integral elements of the new partnerships.

UNHCR will also continue advocating meaningful humanitarian access jointly with the UN country team to deliver lifesaving assistance in a timely and neutral manner across all locations to all stakeholders.



**UNHCR**  
The UN Refugee Agency

[www.unhcr.org](http://www.unhcr.org)