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Congressional Presentation Document
Bureau of Population, Refugees, and Migration (PRM)
FY 2019

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### Migration and Refugee Assistance &
**U.S. Emergency Refugee and Migration Assistance Fund**
($ in thousands)

<table>
<thead>
<tr>
<th></th>
<th>FY 2017 Actual</th>
<th>FY 2018 Estimate</th>
<th>FY 2018 Request</th>
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<tbody>
<tr>
<td><strong>TOTAL</strong></td>
<td>3,416,000</td>
<td>*</td>
<td>2,746,141</td>
<td>2,800,375</td>
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<tr>
<td><strong>TOTAL - Enduring</strong></td>
<td>929,802</td>
<td>*</td>
<td>715,241</td>
<td>2,800,375</td>
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<td>Enduring - ERMA</td>
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<td><strong>Humanitarian Migrants to Israel</strong></td>
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<td>445,000</td>
<td>*</td>
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**TOTAL - Overseas Contingency Operations (OCO)**

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<th>FY 2019 Request</th>
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<tr>
<td><strong>OCO – Emergency Refugee and Migration Assistance (ERMA)</strong></td>
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<td>-</td>
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<tr>
<td>Near East</td>
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<td>1,195,200</td>
<td>-</td>
</tr>
<tr>
<td>South Asia</td>
<td>90,832</td>
<td>*</td>
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<td>Protection Priorities</td>
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<tr>
<td><strong>OCO - Security Assistance Appropriations Act (SAAA)</strong></td>
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<tr>
<td>Africa</td>
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<td>-</td>
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<tr>
<td>Near East</td>
<td>260,000</td>
<td>*</td>
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1/ The FY 2017 enduring level includes the transfer of $7 million from the FY 2017 Economic Support Fund to the Migration and Refugee Assistance account.
President Trump’s National Security Strategy prioritizes the alleviation of human suffering and reaffirms U.S. leadership in humanitarian assistance worldwide but also sets forth the expectation that other donors share in the responsibility. The Department of State’s Bureau of Population, Refugees, and Migration (PRM) administers this aid on behalf of the American people to save lives and uphold human dignity for tens of millions of displaced and crisis-affected people, including refugees, internally displaced persons, the stateless, and the most vulnerable migrants, working in collaboration with its U.S. government partners at USAID’s Office of Foreign Disaster Assistance and the Office of Food for Peace. PRM’s lifesaving assistance and humanitarian diplomacy is made possible by funds appropriated by Congress. For FY 2019, the request for the Migration and Refugee Assistance (MRA) account totals $2,800.4 million. No funding for the Emergency Refugee and Migration Assistance (ERMA) account is being requested. Within that total, the Overseas Assistance request is $2,355.4 million, the Refugee Admissions request is $395 million, the Humanitarian Migrants to Israel request is $5 million, and Administrative Expenses are requested at $45 million.

A Leader in Providing Humanitarian Assistance

With nearly 66 million forcibly displaced people around the world – the greatest level at any time since the end of the Second World War – global humanitarian needs continue to rise. The number of refugees, those who have fled conflict and persecution and sought safety in another country now stands at 22 million, and over 40 million others are internally displaced persons (IDPs) within their home countries. These vulnerable people depend on humanitarian assistance and U.S. global leadership to meet their basic needs and defend their fundamental rights.

The National Security Strategy states that “no nation can unilaterally alleviate all human suffering, but just because we cannot help everyone does not mean that we should stop trying to help anyone.” PRM, in coordination with other State Department bureaus, USAID and other interagency partners, is charged with addressing this effort in the face of historic levels of displacement through humanitarian action and policy in three important ways. First, PRM conducts humanitarian diplomacy to ensure international humanitarian law and norms are respected, other nations are contributing their fair share of global assistance, and international migration policies and practices respect borders and protect countries’ sovereignty. Second, the Bureau administers life-saving assistance to provide protection for the world’s most vulnerable displaced people through a network of capable partners. Finally, PRM works toward finding durable solutions for the displaced through voluntary repatriation, local integration, and third-country resettlement of refugees.

During his speech at the 72nd Session of the UN General Assembly, President Trump affirmed that “the United States is a compassionate nation” that will continue to be the global leader in providing humanitarian assistance. He emphasized that U.S. humanitarian assistance prioritizes protecting the most vulnerable and fostering the political, economic, and social conditions to enable the return of those displaced. PRM invests some 85 percent of its assistance budget on overseas assistance programs and focuses on supporting refugee-hosting countries, such as Jordan, Turkey, Kenya, and Bangladesh. PRM support provides humanitarian assistance and safe havens for refugees and other displaced people
based on protection needs in places as close to their homes as possible, and facilitates the voluntary, safe, and dignified return of refugees to their countries of origin, as and when conditions allow them to do so.

At the UN General Assembly, President Trump expressed appreciation for the United Nations agencies that are providing vital humanitarian assistance. The United States remains the leading contributor to UN and other humanitarian organizations. Primary PRM partners include the Office of the UN High Commissioner for Refugees (UNHCR), the International Committee of the Red Cross (ICRC), the International Organization for Migration (IOM), the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), and dozens of non-governmental organizations (NGOs). These organizations deliver essential life-saving assistance, such as shelter, clean water, and medical care. They protect the rights of the displaced and care and advocate for the most vulnerable, including the world’s most vulnerable migrants. Our partners reunite families, educate children and youth, and help people gain the skills needed to be self-reliant, resilient, and contributing members of their host communities. PRM works primarily through international organizations in order to leverage the influence of the international community’s shared humanitarian values, enhance international coordination, and achieve economies of scale and efficiencies. Other PRM-funded international organization partners include the UN Children’s Fund (UNICEF), the UN Office for the Coordination of Humanitarian Assistance (OCHA), and the World Health Organization (WHO). Beyond funded partners, our assistance is coordinated with other international organizations that complement and leverage our activities, such as the World Bank.

**Humanitarian Advocacy to Protect Fundamental Rights**

Protection is at the core of PRM’s humanitarian mission; we seek to integrate protection for vulnerable people into our assistance programs and to reinforce these efforts through diplomacy. Among the Bureau’s protection priorities for refugees, IDPs, vulnerable migrants, and stateless persons are: preserving first asylum and protecting refugees from forcible return to a place where their lives or freedom would be threatened (refoulement); ensuring that humanitarian organizations can reach people in need of assistance; providing registration, status determination, and documentation; ensuring safety from physical abuse and violence, including from gender-based violence (GBV), sexual exploitation, and abuse; protecting people from forcible recruitment into fighting forces; preventing and resolving statelessness; and reunifying separated families by searching for the missing, including through ICRC’s Restoring Family Links Program.

For example, when violence erupted in Burma in August 2017, displacing more than 700,000 Rohingya from Rakhine State, PRM took immediate action. Our first priority was to relieve suffering, and PRM quickly provided more than $81 million within the first three months for protection, emergency shelter, nutritional assistance, and medical care in response to the Rakhine State crisis. Our early pledges helped galvanize international attention and prompted other donors to step up. The Department of State also engaged in strong humanitarian diplomacy to address the causes of the crisis by leading a diplomatic delegation to Bangladesh and Burma in November to meet with affected populations and to advocate for their protection. We also pushed for meaningful, durable solutions for those who had been displaced, including the chance to return home voluntarily, in safety, and with dignity when conditions permit. We made it clear to Burmese civilian and military officials at the highest levels, within the central government and in Rakhine State itself, that all stakeholders must end the violence, respect the rule of law, cease displacement, pave a path for Rohingya and others to return voluntarily to their homes, and hold accountable those responsible for violations and abuses.

**Accountability: A Necessary Complement to Generosity**

As then-Secretary Tillerson stated, “Generosity is at the core of who we are as Americans,” but “accountability is a necessary complement to generosity…. Those of us in government must ensure that the taxpayer dollars we spend are used efficiently and effectively.”

The Department and USAID intend to use U.S. government humanitarian assistance and diplomatic resources to strategically leverage other donors’ contributions, maximize the performance of all humanitarian operations, and fund relief-development coherence activities and other programs that will reduce or prevent humanitarian needs in the future. In lieu of an OCO transfer authority in the general provisions of the FY 2019 Budget Appendix for the
Department of State and Other International Programs, the Budget requests authority to transfer and merge base funds between IDA and MRA as needed to respond to evolving humanitarian assistance needs. The United States will also launch a new approach to relief that will increase burden sharing by other donors, improve U.S. government internal humanitarian assistance coordination, and catalyze reform at the UN and other implementing partners.

The strategy will draw heavily on the humanitarian reform commitments made by donors and humanitarian implementers alike under the Grand Bargain endorsed at the World Humanitarian Summit in Istanbul to increase efficiency, transparency, accountability and effectiveness of humanitarian assistance. The ultimate objective is to maximize the impact of U.S. tax dollars and deliver the greatest outcome to beneficiaries for those dollars.

PRM is committed to the rigorous monitoring and evaluation of its assistance programs to prevent fraud, maximize cost-effectiveness, and spark innovation. Throughout the year, PRM continued taking steps to enhance the monitoring and evaluation capacity of its staff, including by providing a comprehensive training to 40 PRM program officers and field-based refugee assistance coordinators. In addition, PRM continued to integrate the principle of Accountability to Affected Populations (AAP) into its foreign assistance approach. By co-leading a “Participation Revolution” work stream – a component of the “Grand Bargain” agreement between the world’s aid agencies and humanitarian donors focused on making humanitarian assistance more efficient and better suited to the needs of people it aims to serve – PRM coordinated international efforts toward effective beneficiary participation in humanitarian response. The Bureau worked closely with our international and non-governmental organization partners to include persons of concern in all aspects of programming – planning, decision-making, and project implementation. We modified our monitoring protocols to assess the extent to which partners and programs were meeting AAP targets, including by developing an internal Framework for Accountability to persons of concern and operational guidance for field staff. The Bureau recently launched a distance learning training course on Protection from Sexual Exploitation and Abuse (PSEA) which is required for all PRM staff. The course is designed to help U.S. government employees recognize sexual exploitation and abuse in humanitarian settings, and work with partners to better protect women, girls, men, and boys affected by conflict and humanitarian disaster. These efforts are ensuring that PRM is stretching the U.S. government’s humanitarian resources as far as possible and providing the most effective forms of aid to those who need it most.

Sharing Global Humanitarian Responsibility and Building New Partnerships

The United States expects other governments to share in the global responsibility of providing humanitarian assistance, even as we remain the largest contributor. Through the Department’s diplomatic engagement and advocacy, the United States strives to increase the number of donor governments as well as to grow the pool of private sector and civil society partners providing humanitarian aid. At governing board meetings of international organizations, including UNHCR, PRM leadership called on governments both to increase humanitarian contributions and to provide more flexible, robust, and predictable funding. The United States also used these fora to advocate for humanitarian reforms that would help international organizations reduce administrative expenditures and bureaucratic inefficacies to ensure more assistance reaches people in need. These include applying a uniform program support cost to directed contributions and increasing transparency in budgets along the International Aid Transparency Initiative (IATI) model.

Through PRM’s direct humanitarian diplomacy, partner nations have expanded humanitarian financing and enacted legal reforms to allow refugees greater access to education and legal work in a number of countries, especially in areas close to home for many refugees. For example, Costa Rica recently developed a two-year framework (2018-2020) for protection and solutions for the refugees they host, which includes access to government-run social welfare programs for refugees and asylum-seekers on equal footing with nationals and access to decent work and entrepreneurship opportunities and support. Ethiopia is finalizing a legally-binding proclamation to expand refugees’ access to work, education, and other basic services and recently allowed refugees to receive vital documents including birth, marriage, death, and divorce certificates. In Jordan, the government has committed to allowing all children access to public education and, since 2016, has issued more than 87,000 formal work permits to Syrian refugees. In Turkey, more than 600,000 Syrian refugee children are enrolled in school. PRM, working diplomatically through Embassy Djibouti, provided technical support to Djibouti as it reviewed and edited a new refugee law expanding refugees’ rights to freedom of movement, education, work, and access to public services. With PRM support, the Embassy worked
skillfully with UNHCR and Djibouti’s Ministry of Education to begin incorporating all refugee youth into the national education system. Thailand granted nationality to more than 30,000 stateless persons by mid-2017, which allowed these individuals access to formal education and work.

The role of the private sector in providing humanitarian assistance continues to grow. More than 80 companies are now part of the Tent Partnership for Refugees, which serves as a platform for companies to share information and best practices, increase private sector coordination, and forge innovative solutions to deliver greater impact in response to the global refugee crisis. As part of the burgeoning public-private approach to refugee assistance, PRM and the Tent Partnership have assisted USAID/Power Africa and Master Card to develop and launch the Smart Communities Coalition, an initiative beginning in Uganda and Kenya to help address technology challenges that refugees and hosting communities face.

The United States also supports efforts to leverage multilateral development tools to support displaced people and the communities that host them. Since host governments are shouldering a significant burden, the United States seeks to offer support in the form of concessional financing to build schools and hospitals, expand and upgrade water and sewer systems, and create job opportunities. This past year, PRM worked with other U.S. agencies to support the World Bank’s two new facilities in its Global Crisis Response Platform, the Global Concessional Financing Facility and the IDA-18 Refugee Sub-window, to provide concessional financing to both middle- and low-income refugee hosting countries. These facilities enable host governments to make investments that stimulate economic growth, expand educational opportunities, and alleviate strains on infrastructure and social services through establishment of legal and political frameworks, including policy reforms for long-term solutions that benefit refugees and host communities. They also enable a shift from crisis response to managing risks, moving toward social and economic inclusion. We also continue to work with our development colleagues in USAID to coordinate the assistance we deliver and establish greater coherence between our development and humanitarian programs.

**International Cooperation on Migration Respectful of National Sovereignty**

Current migration crises, such as the flow of Central Americans to the U.S. southwest border and the thousands of seaborne irregular migrants crossing the Mediterranean to Europe, have led to renewed efforts by governments to develop effective immigration policies and programs allowing them to secure their borders and enforce their immigration laws, while also upholding their international obligations and protecting the most vulnerable migrants, such as victims of human trafficking.

The United States supports international cooperation on migration issues, but believes national governments are responsible for managing migration. Through its foreign assistance, the United States seeks to address the underlying issues that cause people to migrate and to promote international cooperation to build the capacity of governments to enforce their immigration laws and secure their borders. PRM supports this mission through programs that build national migration management capacities, encourage migrants to pursue legal pathways, and educate migrants about the risks of illegal migration.

For example, PRM’s regional migration program in Southeast Asia helps to reduce illegal migration by promoting the availability of legal pathways for migrants who otherwise would use human smugglers to seek employment in third countries. Through educational outreach programs, PRM-funded Migrant Resource Centers in Cambodia and Vietnam provided information about obtaining legal employment and travel documents to nearly 75,000 migrants. In Central America, PRM supported the launch of the IOM-developed “MigrantApp,” which helps both migrants and governments access clear and reliable information on safe and legal migration options. The app counters false information provided by human smugglers, thereby helping reduce the use of risky, illegal crossings that expose migrants to exploitation and fraud.

PRM is committed to preventing and addressing the exploitation and abuse of migrants, including human trafficking and sexual violence. We support a range of efforts by IOM, UNHCR, foreign governments, and civil society to identify, screen, and protect vulnerable migrants and to strengthen asylum systems. IOM – PRM’s primary migration
implementing partner – has been working with local governments in Central America to educate local leaders, youth associations, and education centers to raise awareness about the risks of illegal migration. Through this community-based education initiative, PRM has already reached more than 10,000 potential migrants.

**Strengthening Security Standards for Refugee Resettlement to the U.S.**

The United States is a world leader in refugee resettlement. Since 1975, PRM has managed the U.S. Refugee Admissions Program (USRAP), resettling more than 3.3 million of the world’s most vulnerable refugees, such as single mothers, people who need urgent medical treatment, and religious minorities. In FY 2018, USRAP will admit up to 45,000 refugees. PRM works closely with UNHCR and other partners to identify the refugees at greatest risk and in most need of resettlement in a third country.

The security of the American people is our foremost priority, and, throughout the year, PRM worked to strengthen USRAP’s security standards. While PRM manages the USRAP overall, the Department of Homeland Security (DHS) manages the intensive interagency security screening process, with the participation of the National Counterterrorism Center and additional intelligence agencies, the FBI, and the Departments of State and Defense. Specially-trained DHS officers conduct in-depth, in-person, overseas interviews of applicants, who must also pass security and health screenings before being admitted to the United States. When in doubt, DHS has discretion to deny a refugee admission to the United States.

In 2017, President Trump issued Executive Order 13780, “Protecting the Nation from Foreign Terrorist Entry into the United States,” directing the U.S. government to undertake a 120-day review to identify and implement additional procedures to intensify further the security screening of individuals seeking admission as refugees to the United States. The Department of State, including PRM, in conjunction with DHS and in consultation with the Office of the Director of National Intelligence, established an interagency working group to undertake this review. As a result, the U.S. government identified and implemented enhancements to refugee vetting and screening procedures, including (1) increased collection of biographic information, (2) improved information sharing, and (3) new training procedures to strengthen fraud detection. President Trump’s subsequent Executive Order 13815 “Resuming the United States Refugee Admissions Program with Enhanced Vetting Capability” directed an additional 90-day examination of potentially higher-threat refugee populations. As a result, the Secretary of Homeland Security, in consultation with the Secretary of State and the Director of National Intelligence, decided to administer USRAP in a more risk-based manner, with certain refugee nationalities requiring additional screening.

On behalf of the Secretary of State and PRM staff, I would like to thank the Congress for its continued support of the State Department’s humanitarian operations. Together, we will continue to exert global leadership by providing humanitarian assistance to those most in need, while working to ensure that our operations are administered efficiently and that programs are effective. I look forward to working closely with Congress to achieve our shared objectives on behalf of the American people.
Populations of Concern to PRM, 2007-2017

* Includes only conflict-affected IDPs as reported by the Internal Displacement Monitoring Center (IDMC)

** "Other Persons of Concern" include asylum seekers, stateless persons, and returnees. Figures do not include some conflict victims assisted by ICRC or vulnerable migrants.
Chart: Populations of Concern to PRM, 2007-2017

A bar graph shows populations in million on the y axis and each year (2007-2017) on the x axis. The key explains that internally displaced are denoted in purple, other persons of concern in pink, Palestinian Refugees in green, and refugees in orange.

The first asterisk below the chart notes that the internally displaced persons (IDPs) figure includes only IDPs protected and assisted by UNHCR. The second asterisk below the chart notes that other persons of concern including asylum seekers, returnees, and stateless persons. These figures do not include conflict victims assisted by ICRC and vulnerable migrants.

The chart shows the following levels of populations of concern in each year:

2007: 48.6 million total, with 26.0 million IDPs, 6.6 million other persons of concern, 4.6 million Palestinian refugees, and 11.4 million refugees.

2008: 50.8 million total, 26.0 million IDPs, 9.6 million other persons of concern, 4.7 million Palestinian refugees, and 10.5 million refugees.

2009: 52.7 million total, 27.0 million IDPs, 10.5 million other persons of concern, 4.8 million Palestinian refugees, and 10.4 million refugees.

2010: 51.7 million total, 27.5 million IDPs, 8.7 million other persons of concern, 5.0 million Palestinian refugees, and 10.5 million refugees.

2011: 51.3 million total, 26.4 million IDPs, 9.5 million other persons of concern, 5.0 million Palestinian refugees, and 10.4 million refugees.

2012: 51.9 million total, 28.8 million IDPs, 7.6 million other persons of concern, 5.0 million Palestinian refugees, and 10.5 million refugees.

2013: 57.2 million total, 33.3 million IDPs, 7.2 million other persons of concern, 5.0 million Palestinian refugees, and 11.7 million refugees.

2014: 72.0 million total, 38.0 million IDPs, 14.5 million other persons of concern, 5.1 million Palestinian refugees, and 14.4 million refugees.

2015: 72.4 million total, 40.8 million IDPs, 10.3 million other persons of concern, 5.2 million Palestinian refugees, and 16.1 million refugees.
2016: 77.0 million total, 40.3 million IDPs, 13.9 million other persons of concern, 5.3 million Palestinian refugees, and 17.2 million refugees.

2017: 78.1 million total, 40.0 million IDPs, 12.8 million other persons of concern, 5.4 million Palestinian refugees, and 19.9 million refugees.

**Total populations of concern by country of asylum as of December 2017.**

*All population figures are estimates based on data released by UNHCR, UNRWA, and IDMC in December 2017.*

Data Sources: UN High Commissioner for Refugees, UN Relief and Works Agency, Internal Displacement Monitoring Center
### Migration and Refugee Assistance Overview

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<th>FY 2018 Estimate</th>
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<td>-2,030,900</td>
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</tbody>
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1/ The FY 2017 enduring level includes the transfer of $7.0 million from the Economic Support Fund.
2/ The FY 2017 OCO level includes SAAA funding.

Through the Bureau of Population, Refugees, and Migration’s (PRM) humanitarian programs, the U.S. government seeks to protect and assist the world’s most vulnerable people, including refugees, conflict victims, internally displaced persons (IDPs), stateless persons, and vulnerable migrants; USAID humanitarian assistance contributes to some of these populations.

PRM-funded activities contribute to regional stability and support U.S. strategic foreign policy objectives, support refugees as close to their home countries as possible, and enable them to return safely and help rebuild their home communities. PRM works with American communities to welcome refugees to the United States and promotes best practices and strong support for international humanitarian operations worldwide. In partnership with the world’s leading international and non-governmental humanitarian organizations, programs funded through the Migration and Refugee Assistance (MRA) account save lives and ease suffering, uphold human dignity, and play a critical role in helping to mitigate and resolve conflict displacement in Afghanistan, Burma, Iraq, Somalia, South Sudan, Syria, Yemen, and elsewhere. Humanitarian assistance, coupled with diplomacy, forms an essential component of U.S. foreign policy by helping to stabilize volatile situations and by strengthening bilateral relationships with key refugee-hosting countries, such as Kenya, Turkey, Jordan, Ethiopia, and Bangladesh, as well as supporting and maintaining host countries’ political will to provide protection and asylum to hundreds of thousands of refugees.

MRA-funded programs meet basic needs such as water and sanitation, nutrition and health care, emergency shelter, and family reunification, while also promoting self-reliance of refugees by providing education and livelihoods opportunities and support to their host communities. PRM programs and diplomatic efforts emphasize protection of the most vulnerable, particularly women and children; support solutions to displacement through voluntary repatriation, local integration, or refugee resettlement in a third country; and foster the humane and effective management of international migration policies. Shaping refugee and migration policies and ensuring that humanitarian principles are respected are also an important element of humanitarian responses. For FY 2019, the U.S. government will urge other donors, including non-traditional donors, to increase funding for humanitarian assistance thereby lessening the response burden on the United States. It will also continue to challenge international and non-governmental organizations to become more efficient and effective in order to maximize the benefit to recipients of assistance and improve U.S. government internal humanitarian assistance coordination.

The FY 2019 MRA request of $2,800.4 million will fund contributions to key multilateral organizations, as well as other international and non-governmental organizations that address pressing humanitarian needs overseas and resettle refugees in the United States. For FY 2019, the core U.S. contribution for the UN Office of the Coordinator for Humanitarian Assistance (OCHA) is requested in the MRA request. Funds traditionally requested for the Emergency Refugee and Migration Assistance (ERMA) account are being requested as MRA.
# Overseas Assistance

($ in thousands)

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<td>*</td>
<td>2,283,641</td>
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## Total Enduring – MRA Overseas Assistance

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<th>Region</th>
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<th>FY 2018 Estimate</th>
<th>FY 2018 Request</th>
<th>FY 2019 Request</th>
<th>Change from FY 2018 Request</th>
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## Total OCO – Security Assistance Appropriations Act (SAAA) Overseas Assistance

<table>
<thead>
<tr>
<th>Region</th>
<th>FY 2017 Actual</th>
<th>FY 2018 Estimate</th>
<th>FY 2018 Request</th>
<th>FY 2019 Request</th>
<th>Change from FY 2018 Request</th>
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<tr>
<td>Africa</td>
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<td>Near East</td>
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</table>

¹ The FY 2017 enduring level includes the transfer of $7.0 million from the Economic Support Fund.

## FY 2019 Request

Most of the FY 2019 MRA request will be used to provide U.S. contributions to international organizations to meet their requirements for calendar year 2019. Among PRM’s primary partners are the United Nations High Commissioner for Refugees (UNHCR), the International Committee of the Red Cross (ICRC), and the International Organization for Migration (IOM). The United States demonstrates strong leadership and commitment to institutions through proactive engagement in governing bodies, robust funding, and active monitoring on the ground through refugee coordinators overseas and PRM program officers. Our expectation is that other donors – in the spirit of responsibility sharing – will provide commensurate support. Being an early and reliable contributor to these organizations also ensures that they can respond quickly to emergencies throughout the world to meet humanitarian needs.

UNHCR is an indispensable partner for the United States and a critical player in effective multilateral humanitarian response. The 1951 Refugee Convention and its 1967 Protocol and the 1961 Convention on the
Reduction of Statelessness give UNHCR a mandate to lead and coordinate international action to protect refugees and stateless persons, respectively, and to work toward lasting solutions to their displacement. UNHCR’s global network, its staff in 125 countries, and its partnerships with other humanitarian organizations provide protection, solutions, life-saving assistance, and advocacy for more than 65 million persons of concern, including millions of internally displaced persons (IDPs). UNHCR programs provide legal and physical protection, and meet urgent needs for water, sanitation, shelter, food, health care, and education. UNHCR also plays an essential role in seeking permanent solutions for refugees. It supports safe and voluntary repatriation and reintegration operations, facilitates local integration of refugees into host countries, and assists with third country resettlement. PRM and UNHCR are jointly committed to UNHCR’s continued, tangible progress of Grand Bargain commitments, tracking and transparently reporting progress across all the work areas with a specific focus on USG Grand Bargain priorities of improved joint needs assessments that underpin prioritized response plans and reduced duplication and management costs. UNHCR has already made steps to reduce duplication of management costs through increased joint procurement with other international organizations and additional deployment of its Biometrics Identity Management System (up to 50 country operations in 2017, against a Grand Bargain commitment of 75 operations by 2020). UNHCR has also sought to increase its engagement in joint needs assessments to support the Grand Bargain aim of more prioritized, evidence-based humanitarian response and funding plans. Since 2017, 35 different UNHCR operations have been involved in one or more joint needs assessments; most recent examples include Yemen, Bosnia and Herzegovina, and Lebanon.

In 2016, UNHCR was called upon to articulate a Comprehensive Refugee Response Framework (CRRF) built around a set of diverse partnerships, including with non-traditional partners such as development and private sector actors. The CRRF will inform the preparation of a Global Compact on Refugees in 2018, an effort led by UNHCR.

ICRC has a unique status as an independent humanitarian organization mandated by the Geneva Conventions to protect conflict victims. Its respected neutrality, independence, and impartiality enable it to operate in war zones and often gain access to areas – and thus to people in need – that no other organization can reach. This makes ICRC an invaluable partner in responding to humanitarian needs. The organization’s primary goals are to protect and assist civilian victims of armed conflict (including millions of IDPs), trace missing persons, reunite separated family members, monitor treatment of prisoners of war, and disseminate information on and build respect for the principles of international humanitarian law.

IOM is the leading international organization on migration and an important partner in advancing the U.S. policy objective of promoting orderly and humane migration. IOM works primarily in six service areas: assisted voluntary returns and reintegration; counter-trafficking; migration and health; transportation; labor migration; and technical cooperation on migration. International migration issues reflect and affect global trends, such as economic downturns, climate change, peace and security, and global health threats. U.S. government diplomatic engagement with IOM and our support for its assistance programs are critical to helping ensure that governments can manage migration while ensuring that migrants are treated with dignity and can seek international protection when needed.

As in FY 2018, the MRA request includes funding for the core contribution to the UN Office for the Coordination of Humanitarian Affairs (OCHA), which provides effective public advocacy, useful and timely data, and efficient and coordinated responses to humanitarian emergencies, thereby increasing the effectiveness of U.S. contributions. Previously, this funding came from the International Organizations and Programs Account.

MRA funds may also support the activities of other international organizations and non-governmental organizations (NGOs) to meet specific program needs and objectives. Other international organizations receiving MRA funds in the past include the UN Relief and Works Agency for Palestine Refugees (UNRWA), UN Children’s Fund (UNICEF), the UN Development Program (UNDP), the World Food Program (WFP), the
International Federation of Red Cross and Red Crescent Societies (IFRC), and the World Health Organization (WHO).

Of the 85 NGOs receiving MRA funds for overseas assistance in FY 2017, the top 10 recipients were: the International Rescue Committee, Save the Children Federation, International Medical Corps, Mercy Corps, Norwegian Refugee Council, CARE, Danish Refugee Council, Catholic Relief Services, the Lutheran World Federation, and HIAS. Funding for NGO programs typically covers a 12-month period, but multi-year funding for 24 to 36 months is possible and helps facilitate planning when crises and displacement are protracted and enables the U.S. to fulfill one of its Grand Bargain commitments.

The U.S. Department of State may reallocate funds among regions or organizations within the Overseas Assistance request in response to changing requirements.
**Assistance Programs in Africa**

<table>
<thead>
<tr>
<th></th>
<th>FY 2017 Actual</th>
<th>FY 2018 Estimate</th>
<th>FY 2018 Request</th>
<th>FY 2019 Request</th>
<th>Change from FY 2018 Request</th>
</tr>
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<tbody>
<tr>
<td>Enduring - MRA</td>
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<td>OCO - SAAA</td>
<td>40,000</td>
<td>*</td>
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</table>

**FY 2019 Request**

The FY 2019 MRA request for Africa will enable the Bureau to support programs and operations that save lives and ease the suffering of African refugees, IDPs, and victims of conflict and statelessness. Africa is home to nearly 6.5 million refugees and asylum seekers and 13 million IDPs. The need for humanitarian aid remains high. In Northeast Nigeria, years of conflict perpetuated by Boko Haram and other militant groups has created widespread displacement. In South Sudan, a brutal civil conflict has led to the largest refugee crisis in Africa. In Somalia, ongoing conflict and instability are exacerbating the effects of severe drought. Increased fighting in multiple regions of the Democratic Republic of the Congo (DRC) continues to forcibly displace hundreds of thousands, adding to the 4.3 million IDPs and more than 600,000 DRC refugees in the region. Those countries’ neighbors absorb most of these refugees, sometimes hosting refugees from more than one country. Chad, for example, is simultaneously coping with over 408,000 refugees from Nigeria, the Central African Republic (CAR), and Sudan’s Darfur region, while Ethiopia is hosting over 893,900 refugees, mainly from Eritrea, Somalia, South Sudan, and Sudan. Uganda hosts both the largest population of South Sudanese refugees – nearly 1.1 million – and the largest number of refugees from the DRC – over 240,000. Refugee numbers have risen by more than one million since the start of 2017, as conflicts persist or worsen in Burundi, the CAR, the DRC, South Sudan, and Nigeria.

North African countries are also hosting growing numbers of Syrian refugees as well as Sub-Saharan refugees and migrants trying to reach Europe. Chaos in Libya has prompted and provided opportunities for many to attempt dangerous Mediterranean crossings. MRA funds will support UNHCR’s operations to provide protection and assistance and find durable solutions for populations of concern in nearly every country across the continent. The request also will support ICRC operations in over 40 countries in Africa to protect and assist conflict victims and to promote compliance with international humanitarian law. Humanitarian needs are expected to remain high in FY 2019 due to stubbornly protracted conflict and new violence in such places as South Sudan and the DRC. At the same time, PRM and the organizations it supports see opportunities for refugees to voluntarily return home in Mozambique and Chad, and even in some parts of Somalia, Nigeria, and Burundi, and to complete local integration in countries like Zambia. Top priorities include maintaining first asylum, keeping refugee and IDP sites secure and neutral, preventing gender-based violence in all its forms, achieving humanitarian access in conflict zones, biometrically registering refugees for protection and accountability purposes, reaching minimum standards of assistance for those people who need aid, promoting self-reliance whenever possible, achieving maximum social cohesion between refugees and hosts, and sustaining voluntary returns by helping ensure that basic services are available when and where refugees return home.
FY 2017 Accomplishments

- PRM’s humanitarian advocacy and assistance helped keep borders open to those fleeing persecution and conflict; saved lives; prevented malnutrition and starvation; and provided health care to refugees, IDPs, and conflict victims throughout Africa. PRM worked with international partners and governments to provide immediate, life-saving goods and services as well as economic empowerment and education to those displaced by conflicts in Burundi, South Sudan, Somalia, Libya, the Democratic Republic of the Congo, Mali, and the Central African Republic and by the violent extremist group Boko Haram in the Lake Chad Basin Region (includes Nigeria, Cameroon, Chad, and Niger).

- Responding to PRM advocacy on the desirability of providing refugees with more access to legal work and educational opportunities, a number of the largest refugee-hosting countries on the continent (Cameroon, Chad, Djibouti, Ethiopia, Kenya, Rwanda, Uganda, and Zambia) made significant progress on implementing commitments made at the 2016 Leaders’ Summit on Refugees to better integrate refugees into their countries, such as (a) the Djiboutian Refugee Law passed in 2017 and implementing decrees formalizing refugees’ rights to freedom of movement, education, work, and access to public services and (b) Ethiopia’s fulfillment of its pledge to allow refugees to receive vital documents, including certificates of birth, marriage, death, and divorce. Djibouti and Ethiopia are two of six African countries that are implementing the Comprehensive Refugee Response Framework, to better coordinate humanitarian and development approaches for refugees and hosting communities.

- In FY 2017 PRM-funded humanitarian organizations provided protection and multi-sectoral assistance for refugees and conflict victims in South Sudan and South Sudanese refugees in neighboring countries. PRM-supported protection, education, health and nutrition, and medical services for nearly two million IDPs in South Sudan and more than two million South Sudanese refugees in neighboring countries. PRM implementing partners, including UNHCR, continued to prioritize gender-based violence prevention and response activities. PRM-supported programs were vital to bringing aid to parts of South Sudan previously blocked due to ongoing fighting.

- The Lake Chad Basin crisis, provoked by the violent extremist group Boko Haram, has displaced millions of people across four countries, and the situation is particularly threatening in northern Nigeria, where there are now some two million IDPs. PRM partnered with international organizations, including UNHCR and ICRC, and worked with governments in the region to scale up the international response to address the humanitarian crisis, while countering any efforts to forcibly return refugees and IDPs.

- In response to continuing violence in Burundi, which began in late March 2015 and has forced more than 400,000 Burundi refugees to flee the country, PRM provided humanitarian assistance to support protection activities and social services, such as expanded camps, primary health care, shelter, water, and sanitation for refugees in neighboring countries. The Bureau supported regional diplomacy efforts to protect those displaced by the conflict – including from premature and/or forced repatriation – and contributed humanitarian analysis to inform the U.S. interagency strategy to address the crisis.

- Humanitarian needs in the DRC increased immensely due to a surge in violence in 2017 exacerbated by ongoing tensions surrounding the electoral-related crisis and various internal conflicts, specifically in the Tanganyika and South Kivu provinces and the Kasai region which internally displaced more than 1.5 million Congolese, caused new refugee influxes into Angola and Zambia, and resulted in the highest UN emergency designation of Level 3 (L3). At the same time, there was increased internal displacement in and refugees from North Kivu province, as well as refugees fleeing from the CAR, Burundi, and South Sudan to extremely remote locations of the DRC. PRM provided nearly $76 million in FY 2017 to UNHCR, ICRC, and NGO partners to expand their support for IDPs, refugees, and conflict victims in the DRC, as well as respond to emergency needs of refugees from the DRC in neighboring countries.
• PRM continued to support voluntary refugee return when possible. PRM worked with the U.S. Embassy in Kenya, UNHCR, and other donors to support voluntary returns to Somalia while maintaining safe asylum for those in Kenya and the rest of the Horn of Africa still unable or unwilling to return. In 2017, more than 34,000 Somali refugees returned voluntarily to Somalia from Kenya under the UNHCR-led voluntary repatriation program. In the Central Africa region, more than 1,400 Darfuri refugees returned to Sudan from the Central African Republic, close to 4,500 Chadians displaced in Sudan repatriated to Chad, and an estimated 24,000 Darfuris in Chad are expected to return to Sudan by mid-2018.

• In Egypt, PRM supported both the Syria regional response for the 120,000 Syrian refugees in country and the urban refugee response for the growing population of African refugees and refugees of other nationalities. As Egypt struggles economically and the protection space deteriorates, PRM partners have provided key interventions in cash assistance, legal assistance, GBV prevention and response, and psychosocial services programming.

• In Algeria, PRM continued to support the longstanding Sahrawi refugee community. PRM contributions to UNHCR and WFP helped to provide a wide range of protection and assistance, including livelihoods.

• Libya’s civil war has displaced more than 180,000 Libyans internally and placed hundreds of thousands of vulnerable migrants in grave danger. Over 10,000 migrants are detained in horrific conditions. PRM’s contributions to UNHCR and other partners supported critical protection and assistance programming for Libyan IDPs as well as refugees and migrants, including detention monitoring.

• In Mozambique, where a ceasefire between the Renamo and Frelimo factions has held since the end of 2016, PRM support has enabled ICRC to assist approximately 40,000 IDP returnees and conflict victims to reestablish their lives.

• PRM support for UNHCR and the UN Development Program in Zambia enabled those organizations to successfully manage a relief-to-development transition of local integration assistance for approximately 25,000 former refugees for whom the Zambian government is providing permanent residency.

A group of school girls line up to enter their classroom in a refugee camp in Tindouf province, Algeria (classes are mixed boys and girls but they form separate lines to enter). The literacy rate in the Tindouf camps is reportedly over 90% with girls’ and boys’ rates about the same. All children attend primary school; secondary school attendance is around 85-90%.
FY 2018 Objectives

- Successfully address protection challenges, including forcible returns of Nigerian refugees and IDPs; recruitment of refugees into fighting forces in the Great Lakes and the Horn of Africa; pressure to join extremist groups; attacks on refugees and IDPs by armed groups in Central Africa and the Sahel; gender-based violence and sexual exploitation; and unwarranted detention of refugees in places such as Libya.

- Improve and expand programming to prevent and respond to gender-based violence for refugee and IDP populations in Africa, both in new emergencies and protracted situations; engage directly with refugee hosting governments to improve legal frameworks and provision of social services and law enforcement to reduce the risk of gender-based violence.

- Respond quickly to new refugee emergencies that arise or worsen, such as the new violence in central and eastern DRC which is forcing new refugees into Angola, Burundi, Uganda, and Zambia.

- Continue to promote refugee self-reliance by aligning development resources in humanitarian settings through the Comprehensive Refugee Response Framework and by supporting innovative international financing models through the World Bank, particularly in Djibouti, Ethiopia, Kenya, Uganda, Somalia, and Zambia.

- Encourage and support refugee-hosting governments, particularly Cameroon, Chad, Djibouti, Ethiopia, Kenya, Mozambique, Rwanda, Uganda, and Zambia, to further implement policies to expand access to educational opportunities and to promote economic inclusion of refugee communities.

- Focus international attention on addressing famine and famine-like conditions which are exacerbating existing humanitarian crises in Nigeria, Somalia, and South Sudan.

- Support voluntary return and reintegration of refugees at the appropriate time, while working to ensure continued asylum where necessary, particularly with regard to returns to Somalia. Support the governments of the Central African Republic, Côte d’Ivoire, and Mozambique in fostering an environment conducive for, and continuing to support, the return and reintegration of refugees in line with international humanitarian principles; engage diplomatically in partnership with UNHCR to further support the voluntary return of Darfuri refugees from Chad.

- Maintain diplomatic engagement to address legal and administrative barriers to addressing statelessness as a way to reduce those populations’ vulnerability, particularly in Southern Africa, Côte d’Ivoire, Kenya, and Sudan.

- In Egypt and South Africa, improve urban refugees’ access to protection and assistance through increased contact by humanitarian organizations; PRM engagement with the authorities on policies and procedures governing entry, status determination, and residence of refugees; and gap-filling programming.

- Establish alternatives to detention for migrants in Libya while improving protection and assistance for migrants in detention and in the country writ large. In cooperation with USAID and State’s Middle East Partnership Initiative colleagues, help provide humanitarian aid for conflict victims in Libya.
### Assistance Programs in East Asia

<table>
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<tr>
<th>($ in thousands)</th>
<th>FY 2017 Actual</th>
<th>FY 2018 Estimate</th>
<th>FY 2018 Request</th>
<th>FY 2019 Request</th>
<th>Change from FY 2018 Request</th>
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<tr>
<td>Enduring – MRA</td>
<td>69,695</td>
<td>*</td>
<td>57,600</td>
<td>111,835</td>
<td>54,235</td>
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</table>

#### FY 2019 Request

The FY 2019 MRA request will enable humanitarian partners to save lives and alleviate suffering in the East Asia region by funding programs that protect and assist refugees, asylum seekers, IDPs, stateless persons, and other victims of conflict. These include Burma’s Rohingya and Kachin populations, who continue to face persecution and violence, highly vulnerable North Koreans outside the Democratic People’s Republic of Korea (DPRK), Uighurs throughout the region, and the growing number of urban refugees and asylum seekers in detention in Thailand and Malaysia.

Burmese are the single largest IDP, refugee, and asylum seeker group in East Asia. Conflict and systematic persecution continue in Rakhine, Kachin, and northern Shan States in Burma. More than two million Burmese refugees, asylum seekers, and other persons of concern are scattered throughout Thailand, Malaysia, Indonesia, Bangladesh, India, and China. Since an outbreak of widespread violence on August 25, 2017, nearly 700,000 Rohingya refugees have fled to Bangladesh; an unknown number of stateless Rohingya remain in Burma’s northern Rakhine State, although humanitarian partners estimate up to 150,000 Rohingya, and some 560,000 other Burmese are IDPs or living in IDP-like situations in Burma. The FY 2019 MRA request will help UNHCR and other implementing partners improve humanitarian conditions for Rohingya, and other vulnerable ethnic minorities within Burma, those displaced by conflict, and the growing number who are urban refugees, asylum seekers, and vulnerable migrants in Thailand, Malaysia, and elsewhere in the region. Continued MRA support will enable international and non-governmental organization partners working in Bangladesh, Malaysia, and along the Thailand-Burma border to meet the basic humanitarian needs of refugees and asylum seekers until conditions within Burma allow for their safe, voluntary, and sustainable return. PRM will engage in humanitarian diplomacy and advocacy with the Burmese government to address root causes of displacement and to create conditions allowing for sustainable voluntary returns, and with host governments in the region to protect the rights of refugees, IDPs, and vulnerable migrants.

#### FY 2017 Accomplishments

- U.S. diplomatic engagement and MRA funding to humanitarian partners helped protect refugees and asylum seekers residing outside their countries of origin from *refoulement*, promoted long-term cooperation among countries in the region to meet the needs of the displaced Burmese population, and responded to the humanitarian crisis in Burma’s Rakhine State.

- In Bangladesh, PRM-provided humanitarian assistance met critical needs of Rohingya refugees and Bangladeshi populations impacted by the humanitarian crisis following violence in Rakhine State, Burma, that led nearly 700,000 Rohingya to flee to Bangladesh. PRM responded to emergency appeals from UN and international organizations including UNHCR, IOM, and UNICEF to provide shelter, improve access to water and sanitation, address health needs, including mental health and gender-based violence services, to assist people with disabilities, and promote proper nutrition among refugee and host communities.
• With PRM support, and in coordination with other donor governments, UNHCR and NGOs in Thailand provided protection and basic life-saving assistance to the approximately 99,000 Burmese refugees in nine official camps on the Thailand-Burma border. PRM funded NGOs to provide health care services, nutritional assistance, vocational training, women’s protection, GBV and psychosocial care, water, sanitation, and mine risk education. In addition, PRM-supported programs made progress on nutritional assistance through a food card pilot program.

• With PRM support, UNHCR led continuing preparations for Burmese refugees’ voluntary return to Burma from Thailand. In October 2016, UNHCR and its operational partners supported the Burmese and Thai governments to facilitate the voluntary return of 71 refugees – the first in over 30 years. UNHCR’s efforts led to the Royal Thai Government (RTG)’s commitment to enhance refugees’ skills development for their sustainable return and increased cross-border coordination among humanitarian organizations. UNHCR’s close cooperation with the RTG, NGO partners, and stateless communities has resulted in the granting of Thai nationality to 23,000 individuals in the past four and a half years. Thailand committed itself to ending statelessness in the Kingdom by 2024.

• Through NGO partners and leveraging local Thai capacities, PRM-funded programs provided protection and basic life-saving assistance to approximately 6,800 refugees and asylum seekers in Bangkok. Extended U.S. advocacy helped produce a commitment by the RTG to develop its own screening and registration mechanism for urban asylum seekers and refugees, and adopt legislation against refoulement.

• In Malaysia, PRM worked to close critical gaps in humanitarian assistance for over 150,000 registered urban refugees and asylum seekers. To this end, PRM funded three NGOs to meet needs in primary healthcare and mental health, psychosocial, and GBV prevention and response assistance to urban refugees and asylum seekers in Kuala Lumpur and the surrounding areas. In addition, PRM partner UNHCR implemented a new local health insurance policy for refugees and asylum-seekers.

• PRM also met critical humanitarian gaps in Jakarta, Indonesia, by funding an NGO partner to expand and strengthen protection and care for unaccompanied and separated refugee children, including providing alternatives to detention.

**FY 2018 Objectives**

• Provide life-saving humanitarian assistance to refugees, asylum seekers, and internally displaced persons (IDPs) throughout the region, with a focus on Rohingya, Burmese Chin, Uighurs, Chinese dissidents, and North Koreans.
• Increase senior-level humanitarian diplomacy and advocacy to urge Burma and affected governments in the region to address the root causes of displacement and develop durable solutions for the stateless Rohingya and other displaced Burmese.

• Support negotiations between Burma and Bangladesh to implement a sustainable voluntary repatriation process that ensures the safety and dignity of refugees and IDPs.

• Urge the Burmese government to implement the recommendations of the Rakhine Advisory Commission to create conditions that will allow for the eventual safe, voluntary, and dignified return of refugees and others internally displaced in northern Rakhine State. Urge the Burmese government to ensure that returnees are not permanently confined to camps, and instead, are allowed to return to their places of origin.

• Sustain service provision and work to enhance protection for urban refugees and asylum seekers in Malaysia and Thailand. Ensure that protection and life-saving assistance is provided to roughly 99,000 Burmese refugees and asylum seekers in the nine camps on the Thailand-Burma border while PRM partners continue to facilitate voluntary returns.

• Provide protection and life-saving humanitarian assistance to Rohingya refugees and host communities in Bangladesh.

• Protect Rohingya residing in neighboring countries from refoulement and coordinate with ASEAN, the Organization of Islamic Cooperation (OIC), and the Bali Process to continue developing platforms for international cooperation to address the plight of the Rohingya throughout the region.

• Continue to urge the government of Malaysia to extend work authorization to registered refugees, improve access to education and healthcare, and protect refugees from arbitrary detention, exploitation, and vulnerability to extortion from local authorities.

• Since the migrant crisis of May 2015 in the Bay of Bengal and Andaman Sea involving vulnerable Rohingya and Bangladeshis, international interventions led to a significant decrease in the number of persons taking to the seas. Despite the growing momentum to address these issues within ASEAN, we will continue to urge governments in the region to strengthen search and rescue operations at sea, to harmonize disembarkation and reception conditions, and to offer temporary protection to people in need of international protection while durable solutions are sought.
## Assistance Programs in Europe

<table>
<thead>
<tr>
<th></th>
<th>FY 2017 Actual</th>
<th>FY 2018 Estimate</th>
<th>FY 2018 Request</th>
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**FY 2019 Request**

The FY 2019 MRA request for Europe will address ongoing humanitarian needs of displaced and vulnerable people in Ukraine, the Balkans, and the Caucasus. It will also help non-Syrian refugees in Turkey. In addition to providing humanitarian aid, overseas assistance programs in Europe will support efforts to strengthen asylum regimes and reduce statelessness. In January 2017, over 10.3 million people in Europe, the Caucasus, and Central Asia were “persons of concern” (a UNHCR category that includes refugees, asylum seekers, and displaced and stateless persons). The requested FY 2019 funding will provide protection and assistance to save lives and alleviate suffering in a region coping with ever larger numbers of people who will need support and opportunities for integration. Humanitarian diplomacy with European partners will increase to share the responsibility-sharing to meet the remaining needs of these populations of concern.

Ongoing Russian aggression in Eastern Ukraine has driven more than three million people from their homes and left millions more in need of assistance inside the country and across the region. MRA-funded programs will help internally displaced persons, conflict victims, and refugees in neighboring countries get access to emergency assistance, social services, shelter, livelihoods, and psychosocial programs to foster self-sufficiency. This request will also support IDP returns to eastern Ukraine, where possible, and aid vulnerable IDPs in Georgia who are unable to return to the occupied regions of Abkhazia and South Ossetia.

In the Balkans, MRA funded programs will provide assistance to the over 350,000 people uprooted by the Balkan conflicts of the 1990s who still have not found a durable solution. This includes thousands of Roma, Ashkali, and Egyptian minorities displaced during the Kosovo conflict who remain in need.

While the number of migrants arriving in Europe has decreased from the historic highs of 2015, approximately 204,300 refugees and irregular migrants arrived in Europe in 2017, many of them fleeing violence and strife in the Middle East, Afghanistan, and Africa. PRM engages in diplomacy with European Union (EU) member states and relevant European institutions as well as non-EU governments in the region to support an effective and humane approach to protection-sensitive migration management.

Funding within the Europe line includes support for UNHCR’s refugee status determination operation in Turkey, its largest in the world.

**FY 2017 Accomplishments**

- U.S. diplomatic engagement and PRM’s MRA funding to international organizations helped provide critical assistance to IDPs and conflict victims in eastern Ukraine. With PRM support, UNHCR advocated for IDP freedom of movement, humanitarian access, registration, documentation, housing, and other protection needs. UNHCR repaired shelters for the displaced, and distributed winterization commodities, including blankets, sleeping bags, jackets, and coal, particularly around the line of contact of the non-government controlled areas where it maintains access through its NGO partners. ICRC was the only humanitarian organization registered to operate directly in the non-government controlled areas of Luhansk and Donetsk. PRM funding supported ICRC operations to distribute basic assistance, such as food, hygiene
items, medical supplies, wood stoves, and construction materials to both residents and displaced persons in the Luhansk and Donetsk regions. With PRM support, IOM provided clothing, household items, medicine, hygiene and winterization kits, water filters, and cash assistance to the most vulnerable households. PRM partner UNICEF provided much needed mobile psycho-social assistance and offered safe spaces to survivors of gender-based violence, as well as access to sexual and reproductive health services for displaced, crisis-affected women, and adolescent girls along the line of conflict.

- PRM contributions to the operations of UNHCR, ICRC and other international organizations helped fill discrete gaps in Europe’s humanitarian response to its refugee and migration crisis. In Greece, PRM partners worked with authorities to develop alternative care for the most vulnerable, such as unaccompanied children and supported housing accommodations for over 21,000 vulnerable asylum seekers and refugees. They provided legal assistance to over 7,000 asylum-seekers and persons in international protection, including assistance with asylum procedures, family reunification, child protection, and protection for gender-based violence (GBV) survivors. They worked with the Greek government to increase refugees’ and asylum-seekers’ access to healthcare, distributed over 350,000 winter items, and continued to help strengthen local capacity to respond to the crisis, including trainings on GBV prevention and response.

- MRA funding for NGO programs in Bosnia-Herzegovina, Kosovo, Montenegro and Serbia assisted people displaced by conflicts in the Balkans by providing livelihood opportunities to foster greater self-reliance, and helped build the capacity of local governments to provide legal services to displaced persons. PRM NGO partners built the capacity of 12 municipalities in Serbia to provide legal aid and secured in-kind or co-financing of livelihoods projects in eight municipalities across Serbia, Montenegro, and Bosnia-Herzegovina.

- In Georgia and Armenia, PRM supported efforts to seek durable solutions for vulnerable displaced persons in the region. PRM’s NGO programs supported efforts to build confidence between rural communities separated by Administrative Boundary Lines in Georgia, prevent and reduce GBV, strengthen referral mechanisms and information sharing in IDP settlements, and provided legal support, and community outreach.

- Through active diplomatic engagement in the working group on humanitarian issues in the UN-EU-OSCE tri-chaired “Geneva International Discussions,” PRM supported UN and Government of Georgia efforts to ensure that the needs of those displaced by the 2008 conflict in Georgia are addressed and that freedom of movement across the administrative boundary lines is respected and enhanced.
FY 2018 Objectives

• Continue to fill gaps in humanitarian assistance to refugees and vulnerable migrants in Europe through programming and advocacy, in coordination with relevant USG, European, and international entities including USAID, the Department of Defense, the EU, and the Organization for Security and Cooperation in Europe (OSCE).

• Work with European partners to promote sustainable integration of refugees and migrants in European countries.

• Advocate with EU member states to increase access to humanitarian aid and livelihood opportunities in countries of first asylum. Urge protection-sensitive border management thorough screenings, creation of additional reception places, respect for humanitarian principles when employing military capabilities in support of migration management efforts, and through bolstered regional coordination and information sharing on migrant flows and trends.

• In Ukraine, ensure that humanitarian assistance programs address the needs of the most vulnerable IDPs and conflict-affected persons, including the disabled, the elderly, women, and children. Promote coordination and integration of IDP programming among relief, recovery, and development agencies.

• Urge the Government of Ukraine to provide social services to the most vulnerable conflict-affected and IDP populations, including restoring pension payments and issuing cycle of life certificates (birth certificates, etc.) to all Ukrainians through an administrative process.

• Urge the Government of Ukraine to honor its obligations and duties under the 1954 and 1961 UN Conventions on Statelessness, which were ratified in 2013, but remain unfulfilled in practice.

• In the Caucasus, increase self-reliance and livelihood opportunities for the most vulnerable persons of concern, to accelerate integration in host communities.

• Continue to work with the EU, European member states, and states in the Western Balkans to provide shelter for the most vulnerable among refugees and persons displaced by conflict.

• Support local integration and voluntary return for those displaced from Kosovo, specifically through livelihoods assistance, legal aid provision, and capacity development.

• Support UNHCR’s efforts to encourage Central Asian governments to undertake measures to prevent and reduce statelessness and maintain national asylum mechanisms and reception capacity.
## Assistance Programs in the Near East

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<th>FY 2018 Request</th>
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### FY 2019 Request

The FY 2019 request will maintain core support for UNHCR, ICRC, and other international organizations’ activities throughout the Near East region, supporting the Bureau’s primary goal of providing humanitarian assistance that saves lives and eases suffering. It will fund protection and assistance programs for conflict victims and displaced persons inside Iraq. It will also continue to sustain essential humanitarian programs run by international organization and NGO partners in Jordan, Syria, Lebanon, and Turkey to meet Iraqi refugees’ basic needs.

With the declaration of the defeat of ISIS by the Government of Iraq, support will pivot from emergency assistance to early recovery. The UN estimates that as of November 2017, 11 million Iraqis inside the country need assistance, and currently, 2.6 million are internally displaced. The request anticipates continuing needs of vulnerable Iraqis due to continued displacement of some segments of the population and the need to support safe, voluntary, and dignified returns.

The conflict in Syria has left more than 400,000 dead and approximately 13.1 million in need of humanitarian assistance. Roughly 6.1 million Syrians are displaced inside the country, and more than 5.4 million are refugees in neighboring countries. The fighting in Syria continues, with violence and displacement increasing in certain areas, despite progress toward the defeat of ISIS in Syria and de-escalation of the underlying civil war in some parts of the country. PRM’s FY 2019 request anticipates ongoing and significant humanitarian needs as millions of Syrian refugees remain in neighboring states without the resources to meet their basic needs. Inside of Syria, millions of IDPs and conflict victims will continue to face physical insecurity and lack regular access to food, health care, clean water, sanitation, and adequate shelter. PRM funding will provide urgent humanitarian aid and help address the effects of this protracted crisis, including the pressing need to educate refugee children, provide psychological counseling, and aid communities that host refugees as their resources dwindle and local infrastructure is stressed. The FY 2019 request will maintain robust support to the Syrian humanitarian response efforts. PRM funding will prioritize support to UNHCR and ICRC to reinforce their critical response roles inside Syria and in the region. Funding will also support the work of additional international organizations, UN agencies and NGOs, assisting refugees and conflict-affected individuals in neighboring countries.

The FY 2019 request also includes support for approximately two million Yemeni IDPs and millions of conflict victims affected by the conflict. Yemen currently faces the largest food insecurity crisis and largest cholera outbreak in the world. FY 2019 funding will focus primarily on providing shelter, non-food items, food and water, medical care, and protection, primarily through UNHCR and ICRC, as well as other international organizations.
FY 2017 Accomplishments

- Inside Syria, MRA funds supported ICRC and its partner the Syrian Arab Red Crescent Society (SARC) in providing millions of people with water, sanitation, and shelter projects. In 2017, ICRC performed 50 cross-line operations to hard-to-reach and besieged areas, which supplied Syrians with food parcels, hygiene items, household essentials (e.g., mattresses, blankets, cookware), school kits, and clothing.

- In addition, U.S. contributions to UNHCR protected and assisted internally displaced Syrians, including by providing core relief items such as sleeping mats, kitchen sets, and diapers to over 3.5 million IDPs, shelter assistance for over 482,000 IDPs, and delivering supplies to prepare for winter to over 800,000 IDPs. Over 2.6 million individuals also received at least one service in a UNHCR supported community center throughout Syria, including 1.89 million protection interventions.

- U.S. contributions to UNHCR also supported efforts to help the most vulnerable Syrian refugees with cash for medicine and food, stoves and fuel for heating, insulation for tents, thermal blankets, and winter clothing.

- In Lebanon, the U.S. continued to support basic assistance and life-saving services for the most vulnerable Syrian refugees, helping to mitigate the pressure of the Syria crisis and stabilize the country. For example, with U.S. government support, UNHCR supported over 61,000 hospital visits for emergency and obstetric care; and UNICEF provided clean water and sanitation to 190,000 refugees in informal settlements, preventing the spread of communicable disease.

- In Jordan, U.S. officials successfully advocated for the delivery of emergency aid to the estimated 50,000 people stranded at the Jordan-Syria border in May and support the ongoing provision of water and health services to this population.

- In Turkey, U.S. contributions established a program allowing Syrian refugee medical professionals to transfer their accreditation to Turkey through a six-week adaptation training and placement created in cooperation with the Turkish Ministry of Health. The successful pilot received additional funding from other donors, and enabled close to 2,000 refugees to gain access to legal work in their profession. Medical personnel supported by PRM funds provided more than 80,000 health consultations to Syrian patients.

- In Iraq, U.S. contributions to UNHCR, among other organizations, helped to meet the needs of those displaced as a result of Defeat-ISIS military operations. UNHCR’s Iraq operations focused on shelter and non-food items, protection, and camp management for IDPs, as well as assistance to Syrian refugees. PRM funding for UNICEF and several NGOs helped thousands of displaced children return to school and ensured that schools were safe and welcoming environments. PRM support for education also included

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PRM Deputy Assistant Secretary Mark Storella with Syrian refugee students in Beirut, Lebanon. The Lebanese government, with funding from the international community including the United States, has opened Lebanese public schools to over 200,000 Syrian refugee children.
training for teachers and other education personnel on education in emergencies and psychosocial support, and the provision of education materials and teaching supplies for nearly hundreds of thousands of children in Iraq. In particular, PRM’s education support helped increase overall enrollment in formal education by 13 percent in 12 project locations, and built the capacity and buy-in of the local community to the point where 16 education-related projects were implemented, assisting 43,600 people.

- U.S. contributions to IOM supported its Displacement Tracking Matrix, which has become the standard for tracking IDPs in Iraq and is being used in other contexts, such as Yemen. PRM also continued its support for IOM’s Community Revitalization Program, which works with communities to rebuild livelihoods, rehabilitate damaged infrastructure, and improve social cohesion among IDPs and host community members. PRM’s support for Syrian refugees in Iraq included funding for international and non-governmental organizations that provided protection, education, shelter, health, mental health, and other types of support. One NGO partner provided health care to more than 16,000 refugees living in urban areas, in addition to mental health support for more than 3,000 people and gender-based violence awareness activities for more than 51,000 people.

- Through PRM, the U.S. government supported UNRWA’s education, health, and emergency relief programs. U.S. diplomatic and financial support were essential in helping the Agency avoid a suspension of UNRWA’s education and health operations in 2017, which support some 5.3 million eligible Palestinian refugees. This includes basic and preparatory education for some 515,000 refugee students who receive U.S.-funded lessons promoting the importance of human rights, tolerance, and non-violent conflict resolution. In Syria, UNRWA’s relief assistance reached more than 410,000 refugees, and UNRWA distributed nearly 510,000 food parcels throughout the course of the year, some of which reached the approximately 13 percent of the Palestinian refugee population in besieged or hard-to-reach areas. U.S.-supported food assistance in Gaza helped feed one million people.

- In Yemen PRM contributions to UNHCR, IOM, and others supported more than 30 health facilities, as well as 20 hospitals, and in late November supplied fuel to urban water corporations in the cities of Hudaydah and Taiz to operate the water pumps for one month, serving 1,370,000 people. UNHCR continued its support for IDPs by providing protection, emergency shelter, non-food items, and camp management; in addition to its multi-sectoral support for Somali refugees and other migrants living in Yemen.

- PRM advanced a "one refugee" policy throughout the region, encouraging humanitarian partners to ensure an equitable response to all refugee (and displaced) people in need, regardless of nationality.

**FY 2018 Objectives**

- Improve humanitarian access in Syria and maintain protection in neighboring countries for those fleeing the conflict. Continue to prioritize delivery of life-saving aid to the stranded refugee population at the Syrian-Jordanian border (berm).

- Sustain protection and assistance for Iraqi IDPs, returnees, and refugees through regular dialogue and advocacy with host governments and IO and NGO partners, as well as through targeted NGO assistance and support for UNHCR and others.

- Improve humanitarian access and provide protection and assistance to displaced and conflict-affected Yemenis, as well as African refugees and migrants living in Yemen, through support to international organizations and diplomacy with parties to the conflict and other donors.
• Coordinate humanitarian assistance with development efforts – for example, by the World Bank and UN agencies – to strengthen the resilience of refugees and their host communities, and to improve refugees’ self-reliance through access to education and legal employment.
## Assistance Programs in South Asia

<table>
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<tr>
<th>($ in thousands)</th>
<th>FY 2017 Actual</th>
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<th>FY 2018 Request</th>
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### FY 2019 Request

Afghanistan and Pakistan remain top foreign policy priorities given increased violence and insecurity. The FY 2019 request will continue support for Afghan refugees, returnees, and those displaced throughout the region as well as Pakistani IDPs and Pakistanis who sought refuge in Afghanistan to escape violence in Pakistan. There are more than 1.5 million Afghan IDPs and some 2.5 million Afghan refugees live in Pakistan and Iran, making them one of the largest refugee populations in the world. MRA funding for UNHCR, ICRC, and NGOs support programs promoting self-sufficiency of those displaced by the protracted crisis and provides critical assistance and reintegration support to newly arrived returnees in Afghanistan. While the security and economic situation in Afghanistan is not yet conducive to support large-scale returns, host country fatigue and political factors may induce a number of returns that exceeds Afghanistan’s absorption capacity. The Government of Afghanistan has established plans to better address the needs of returning refugees, but funding and implementation remain challenging. At the same time, humanitarian actors are advocating for the inclusion of returnees and the internally displaced into broader development programming. While access in Afghanistan remains challenging, humanitarian assistance helps instill confidence in civilian-led government institutions and mitigates the influence of extremists.

Humanitarian protection and assistance programs in South Asia also address the needs of Tibetan and Bhutanese refugees, asylum seekers, and stateless populations in Nepal; Tibetan, Sri Lankan, and Rohingya refugees in India; returning refugees in Sri Lanka, and urban refugees and asylum seekers in all three countries. The FY 2019 request will continue to meet the basic needs of the Tibetan community in Nepal including protection and reception services for safe transit of Tibetan refugees to India and support for infrastructure, livelihoods, education, and water and sanitation for the longer-staying refugee community. Three-quarters of the estimated 12,000-20,000 long-staying Tibetans who have lived in Nepal for decades have no identity documents, and the estimated 3,500 with registration cards have no legal right to work, access to education, or other legal rights. In India, assistance for Tibetans will continue to meet the health and education needs of the population with an increasing focus on livelihoods and long-term sustainability. In Sri Lanka, FY 2019 humanitarian programs will focus on urban refugees and asylum seekers.

### FY 2017 Accomplishments

- In Afghanistan and Pakistan, PRM funding supported the work of UNHCR, IOM, other international organizations, and NGOs to provide water and sanitation services; livelihoods training; GBV awareness and referral services; protection and legal aid for women and children; and psychosocial support to 2.4 million Afghan refugees, 370,000 returnees, and over 2 million IDPs.

- UNHCR and its partners provided legal assistance to 31,430 persons of concern in Pakistan. This included services to registered Afghan refugees who had been unfairly arrested or detained ostensibly for suspected immigration infractions. In the majority of cases, UNHCR and its partners obtained the release of the arrested Afghan refugees within 24 hours.
In Pakistan, MRA support to UNHCR helped assist over 423,000 Pakistani IDPs affected by conflict and some 100,000 Pakistani refugees in Afghanistan; in Pakistan, UNHCR provides protection services and in Afghanistan provides education, health care, shelter, and non-food items. UNHCR supported the return of some 25,000 Pakistani IDPs to their home communities. For those who remain displaced, UNHCR addresses protection concerns through mobile protection teams and grievance desks.

In India and Nepal, PRM funded livelihoods, health, education, water/sanitation, and local NGO capacity-building activities for Tibetan refugees and supported shelter repair and reconstruction benefitting Tibetan refugees in Nepal who were affected by Nepal’s 2015 earthquake.

In India, UNHCR also assisted more than 33,000 urban refugees, primarily from Burma and Afghanistan, and facilitated the voluntary return of Sri Lankan and Afghan refugees.

In Sri Lanka, UNHCR assisted more than 800 urban refugees and more than 600 asylum seekers, primarily from Pakistan, Burma, and Afghanistan. PRM funded protection and livelihoods activities for Sri Lankan refugees returning from India.

**FY 2018 Objectives**

- Improve the living conditions and ease the suffering of the most vulnerable Afghan returnees and help the Government of Afghanistan successfully integrate IDPs and returnees into local communities, ensuring that all Afghans participate in the development of a peaceful and prosperous Afghanistan.

- In Pakistan, provide assistance to the most vulnerable Afghan refugees to promote self-reliance and prepare refugees for eventual voluntary repatriation.

- Through U.S. diplomacy and international advocacy, ensure the protection of IDPs in Afghanistan and Pakistan.

- Promote relief and development coherence by focusing on promoting Afghan refugee inclusion in development programs in Afghanistan by reviewing systemic barriers such as Afghan documentation requirements to enable returnees to better access services

- Improve protection and assistance for urban asylum seekers and refugees in South Asia.

- Contribute to progress in promoting self-reliance in protracted refugee situations, particularly for Tibetan and Bhutanese refugees.
## Assistance Programs in the Western Hemisphere

<table>
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<th>($ in thousands)</th>
<th>FY 2017 Actual¹</th>
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¹/ The FY 2017 enduring level includes the transfer of $7.0 million from the Economic Support Fund.

### FY 2019 Request

Decades of ongoing violence in Colombia has displaced more than 7.5 million people, approximately 15 percent of Colombia’s population. The MRA request supports protection and assistance for newly displaced Colombians inside Colombia and for more than 340,000 Colombian asylum seekers and refugees in Ecuador, Venezuela, Panama, and Costa Rica. Although the Colombian government and the Revolutionary Armed Forces of Colombia (FARC) signed a peace agreement in October 2016, other armed groups asserting control over lucrative coca producing areas, illegal mineral mines, and drug trafficking routes abandoned by the FARC continue to displace Colombians. The FY 2019 request recognizes the significant resources the Government of Colombia are devoting to the reintegration of IDPs as the country continues to implement its Victims and Land Restitution law. This legislation provides immediate, emergency and transition humanitarian assistance to victims of the conflict, eighty-five percent of whom are IDPs. Given this commitment by the Colombian government, MRA funding will focus on supporting Colombian refugees in neighboring countries and developing comprehensive, sustainable programs for IDPs in Colombia. The FY 2019 request also supports efforts to strengthen refugee protection in Ecuador, Venezuela, and Panama, countries with the highest numbers of Colombian refugees in Latin America.

The FY 2019 request will also fund the regional programs of UNHCR, IOM, and ICRC to protect and assist other refugees, stateless persons, asylum seekers, internally displaced persons, and other vulnerable migrants, such as unaccompanied children, throughout the region. PRM funding to UNHCR and ICRC in FY 2019 will also begin to address the urgent humanitarian needs of increasing numbers of vulnerable Venezuelan migrants and asylum seekers throughout Latin America, and will support capacity building for refugee protection in host countries. PRM funding to IOM and UNHCR in Mexico and Central America will support capacity building for Central American and Mexican officials and civil society to identify, screen, protect, and assist vulnerable migrants; and will strengthen the Mexican government’s asylum system. In the Dominican Republic, PRM funding to IOM and UNHCR will assist civil society, international partners, and the Dominican government in aiding vulnerable migrant communities and those at risk of statelessness. The FY 2019 request enables the U.S. Department of State to meet its commitment to support the Migrant Operations Center at the Guantanamo Bay Naval Base under Executive Order 13276. The Department is responsible for migrants determined to be in need of international protection, and assistance with their initial resettlement in third countries.

### FY 2017 Accomplishments

- PRM programs delivered immediate humanitarian aid to over 10,000 IDPs in Colombia and Colombian refugees in Ecuador, Panama, Costa Rica and Venezuela. Over 90 percent of new victims of forced displacement received the international standard of 2,100 Kcal/day in food assistance for 30 days. PRM partners delivered food and non-food kits to over 2,700 displaced persons in compliance with Sphere standards, developed by the humanitarian community to guide programming.

- PRM contributions to UNHCR provided humanitarian and legal assistance to Colombian IDPs and refugees in the region. In addition, USG funding allowed UNHCR to expand its operations along the Colombian-Venezuelan border to help address increased migration from Venezuela. The organization opened a third field office in La Guajira, Colombia, and rehabilitated six reception shelters along the
Colombia-Venezuela border. PRM also supported the second phase of IOM’s displacement tracking matrix (DTM) profiling exercise, which provides crucial data on the locations, vulnerability and needs of displaced Venezuelans. The data gathered by the DTM is used by host country governments, international organizations and local NGOs to track, analyze, and respond to displacement trends.

- With PRM funding, humanitarian NGOs helped increase the capacity of municipal governments in Colombia to implement the Victims’ Law by delivering immediate humanitarian aid to IDPs, providing logistical support, and helping local authorities plan their budgets for victims’ services, and coordinate with other local institutions.

- U.S. diplomacy helped raise the profile of Colombian refugee issues in Ecuador, resulting in the issuance of national identification cards for refugees that will allow them to integrate into Ecuadorian society more easily.

- U.S. contributions to UNHCR supported the secondment of a team of 20 lawyers and support staff to the Costa Rican ministry that processes refugee claims to help manage an unexpected surge in asylum seekers from Venezuela and the Northern Triangle region of Central America.

- In Mexico, in 2017, 14,596 people sought asylum, a 66 percent increase over 2016. With U.S. support, UNHCR increased the capacity of Mexico’s Refugee Assistance Commission to receive and process claims, provided information and legal assistance to asylum seekers through a network of civil society shelters, and promoted alternatives to detention for asylum seekers.

- In The Bahamas, UNHCR regained regular access for refugee screening in the Carmichael Detention Center. In the Dominican Republic, UNHCR continued to work with the Government of the Dominican Republic to create a solution for remaining undocumented persons, mainly of Haitian descent. Following years of U.S. diplomacy and UNHCR advocacy, Haiti acceded to the 1954 Convention on the Status of Stateless Persons and to the 1961 Convention on the Reduction of Statelessness.

- PRM participated in the U.S. Army South and U.S. Southern Command 2017 Integrated Advance (IA-17) exercise, providing humanitarian guidance and training in the event of mass migration in the Caribbean.
IA-17 was a full-scale exercise and a part of the Federal Emergency Management Agency’s (FEMA) National Exercise Program.

**FY 2018 Objectives**

- Fill gaps in the provision of humanitarian assistance for Colombian IDPs and continue to work with local governments to strengthen their capacity to implement Colombia's Victims and Land Restitution Law. Support post-conflict planning, durable solutions, and refugee repatriation and reintegration while continuing to meet the needs of vulnerable people displaced by any continued violence.

- Closely monitor the situation in Venezuela with a focus on humanitarian needs, and engage regional governments on their mass migration contingency planning to ensure a coordinated response.

- Continue to work with UNHCR and NGO partners in refugee-hosting countries in the region to improve access to asylum, strengthen protection systems, and increase access to education and livelihood activities for refugees and asylum seekers. Evaluate refugee integration needs, identify gaps in protection and assistance, and foster durable solutions for vulnerable refugees and asylum seekers.
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**FY 2019 Request**

The FY 2019 MRA request supports the core capabilities of key humanitarian partners to protect and assist refugees, internally displaced persons, stateless populations, and vulnerable migrants. It also advances the U.S. government’s broader UN reform agenda by promoting changes that will help these partners prevent and respond to conflict more effectively and efficiently. MRA funds support the global operations of UNHCR and the ICRC, providing these critical first responders with the flexibility to act quickly and effectively when crises erupt, maintain staffing and monitoring in increasingly insecure environments, and enhance accountability through results-based management reforms. This request supports global humanitarian and U.S. government priorities, such as increasing the capacity of multilateral and NGO partners to address gender-based violence (GBV), protect vulnerable women, children, and lesbian, gay, bisexual, and transgender (LGBT) refugees; improve the humanitarian response to those living outside of camps; meet international standards of humanitarian assistance; apply best practices in collecting, analyzing, and using beneficiary feedback; and use of innovative research and independent evaluations to build the evidence base for effective humanitarian programming, policy, and diplomacy. The core U.S. contribution for the UN Office of the Coordinator for Humanitarian Assistance (OCHA) is included in the MRA request.

The FY 2019 MRA request also makes it possible to respond to emergencies in a fluid humanitarian environment where needs reached record levels in 2017. In FY 2019, $133.0 million is requested within Protection Priorities for emergency needs to enable the Bureau to respond to new needs quickly.

**FY 2017 Accomplishments**

- To meet emergency requirements, PRM made effective use of the emergency response fund resources within Protection Priorities. In FY 2017, PRM provided nearly $367 million to help meet the urgent and unanticipated needs of refugees, IDPs and conflict victims from South Sudan, Afghanistan, Burma, Somalia, the Democratic Republic of the Congo, the Lake Chad Basin region, the Central African Republic, Ethiopia, and other emergencies.

- PRM’s targeted GBV funding within Protection Priorities increased to over $37 million, reflecting PRM’s continuing commitment to expanding these programs, and included $17.8 million in support of the Safe from the Start initiative, a joint effort by PRM and USAID’s Office of U.S. Foreign Disaster Assistance to better address the needs of women and girls from the onset of humanitarian emergencies. By dedicating significant and new resources, PRM has been a leader in preventing and responding to gender-based violence by elevating this issue as a life-saving priority within the humanitarian community. PRM Safe from the Start funding invests in protection and empowerment programming, trains and highlights the work of first responders, and builds in safety mechanisms into humanitarian systems through international organization and non-governmental partners. For example, PRM support to UNHCR in 2017 enabled UNHCR to implement its GBV strategy in the field, test innovative approaches to prevent GBV through multi-sectoral programming, build the capacity of staff at all levels with respect to preventing and responding to GBV, and conduct research in emergency settings with a view to building an evidence base for what works.
• PRM continued to prioritize access to quality education for refugees by supporting a range of IO and NGO programs to ensure schools are inclusive and safe, conducting outreach to increase access for girls, and providing alternative programs such as accelerated learning, catch-up or bridge support, and vocational training. PRM continues to advocate for better coherence between humanitarian and development assistance to ensure refugees’ educational needs are incorporated into longer term development planning.

• In May 2017, the United States participated in the expert-level workshop on women’s nationality rights, to identify best practices to advance women’s nationality rights and combat statelessness. In 2017, the number of Parties to the 1954 and 1961 Statelessness Conventions increased to 89 and 69 respectively, as compared with 83 and 61 when UNHCR launched the Campaign in 2014.

• In FY 2017, PRM funded four NGOs to develop tools and guidance on how to improve assistance delivery to and solutions for refugees living outside of refugee camps. These “urban innovation” projects included advancing global understanding of how humanitarian assistance can be more effective and efficient through the use of area-based approaches. A PRM-funded project by Talent Beyond Boundaries aimed to develop a model for increasing refugee self-reliance and livelihoods through refugee access to employment in third countries.

• PRM worked closely with its partners and UN agencies, other donors and NGOs to press for greater progress in implementing Grand Bargain commitments following the World Humanitarian Summit. PRM is co-facilitating the “Participation Revolution” workstream alongside the International Council of Voluntary Agencies (ICVA). To help strengthen national and local actors per the Grand Bargain workstream, PRM supported the first year of operating costs of a Secretariat to organize and lead the Red Cross/Red Crescent Movement National Society Investment Mechanism (NISM). The NISM will strengthen National Societies, a network based in 190 countries with over 17 million volunteers, so they are better able to build community resilience and respond to humanitarian crises, armed conflict, and displacement.

• The U.S. government funded 20 American Junior Professional Officers (JPOs) in key UNHCR locations around the world. This program is a valuable tool to provide highly visible U.S. support for key operations while also promoting the hiring of U.S. citizens by UNHCR. JPOs gain invaluable experience in protection, emergency response, and other technical support services. For example, in 2016-2017, American JPOs assisted in emergency responses in Greece, Ecuador, and Bangladesh. The JPO in the Dominican Republic assisted in designing the organization’s strategic advocacy plan for 2017, elevating UNHCR’s role in the country, and the JPO in Senegal supported the Regional Protection Framework for the Lake Chad Basin.

• PRM continued to work closely with USAID on global policy to address internal displacement, most notably related to protection and solutions for IDPs. In FY 2017, PRM provided funding to pilot a database
of indicators to measure durable solutions for IDPs; this is particularly important given how difficult it is to
determine when an IDP’s displaced status ends and no longer requires international or humanitarian
assistance.

- PRM funded the Global Protection Cluster (GPC) to implement their strategy to strengthen the centrality of
  protection in all IDP responses. Among other things, this funding supports development of guidance about
  protection during military operations, guidance on the use of cash as a modality of protection, and advances
  protection training.

**FY 2018 Objectives**

- Support strategies to expand humanitarian protection and assistance to previously inaccessible areas.

- Leverage USG leadership to ensure rapid, efficient, and effective response to emerging humanitarian crises
  by the international community, including non-traditional donors, international financial institutions, and
  the private sector.

- From the outset of an emergency, address the special assistance and protection needs of particularly
  vulnerable populations, including women, children, and persons living with disabilities.

- Improve the humanitarian community’s response to GBV at the outset of an emergency through
  programming that protects and empowers conflict-affected women and girls.

- Strengthen humanitarian response to address the unique needs of children and youth, including birth
  registration, child protection and case management, support for unaccompanied minors, access to
  education, and youth empowerment.

- Improve protection of internally displaced persons, particularly by strengthening UNHCR’s
  leadership of the protection cluster in conflict-related displacement situations.

- Support access to and provision of health care services, including mental health and psychosocial
  support, and maternal health care for crisis-affected populations, especially vulnerable populations.

- Strengthen relief and development coherence to improve refugees’ and IDPs’ self-reliance through access
  to education, legal employment, financial services, and other livelihoods strategies.

- Strengthen global efforts to prevent and reduce statelessness, particularly through support to UNHCR’s
  Global Campaign to End Statelessness by 2024, and by promoting women’s equal right to nationality.

- Continue USG leadership role in the Grand Bargain and other initiatives to increase the effectiveness and
  efficiency of the humanitarian system and reinforce the links to greater UN reform efforts.

- Continue to improve evidence-based decision making within the State Department and its partners, thereby
  demonstrating value and strengthening accountability to beneficiaries and American taxpayers.
The FY 2019 MRA migration request supports the U.S. government objectives of protecting vulnerable migrants by enhancing the ability of governments to adopt and implement effective, humane, and sustainable migration policies, while enhancing security, promoting legal forms of migration and the human rights of all migrants. MRA funds support national and regional efforts to build the capacity of governments to develop and implement effective migration policies, to protect and assist asylum seekers and other vulnerable migrants and to discourage irregular migration. The increase in mixed migration populations of refugees, asylum seekers, stateless persons, unaccompanied children, and victims of human trafficking, makes this funding vital to reinforce the advancement of national efforts to make international migration more safe, orderly, and humane. The FY 2019 request provides modest but essential funding for assistance to advance the Administration’s goals of reducing illegal migration, promoting policies that allow migrants to seek opportunities closer to home, and to provide relevant forms of assistance to some of the most vulnerable migrants, primarily through the International Organization for Migration (IOM). The FY 2019 request also includes funds for the U.S. government’s contribution to IOM and for strategic investments to ensure IOM remains an effective U.S. government partner.

**FY 2017 Accomplishments**

- The United States continued its strong leadership and cooperation to address a wide variety of international migration issues in the Global Forum on Migration and Development; the Intergovernmental Consultations on Migration, Asylum, and Refugees (IGC); the Regional Conference on Migration; the U.S.-European Union (EU) Platform for Cooperation on Refugees, Asylum and Migration; and IOM’s International Dialogue on Migration. For example, the United States coordinated and advanced efforts to address the threat of large scale deportation of migrants from Saudi Arabia to several African states, and continued to coordinate with other countries to address irregular migration from the Middle East and Africa to Europe and from Central America to the U.S. southwest border.

- PRM led USG participation in the US/EU Platform for Cooperation on Migration, Refugees and Asylum Issues, facilitating meetings and visits where United States officials could share migration management best practices with our EU counterparts and EU member state officials as Europe continues to face migration challenges. US/EU Platform activities included a visitor program to the United States on Border Management and Security, a meeting on returns, a visit to Brussels by a U.S. Coast Guard officer to discuss U.S. interdiction at sea activities, and a two-day conference in Brussels focusing on economic integration.

- **In the Americas:** PRM funded a regional migration program that strengthened governments’ capacities to control borders and assist vulnerable migrants, including unaccompanied children. IOM trained some 3,600 officials at 99 workshops throughout the region on a number of migration management topics.

- **Dominican Republic and Haiti:** PRM funded IOM to assist the Dominican government in implementing the national regularization plan to document and protect Haitian citizens. IOM helped build capacity in government ministries to enroll Haitians in the civil registry and social security systems, assisted the
migration institute to expand trainings, and monitored deportations to protect against errors and abuse while providing assistance to vulnerable individuals.

- **Horn of Africa**: With PRM funds, IOM established six Migrant Response Centers (MRCs) located along major transit routes to help deter irregular migration; and supported Mixed Migration Task Forces in host countries, comprised of representatives from international and civil society organizations and government officials, that focus on reducing irregular migration across the Horn of Africa.

- **North Africa**: With PRM funding, IOM trained 279 officials in Egypt on protection mechanisms for vulnerable migrants and provided humanitarian assistance and counselling on the dangers of irregular migration to more than 1,700 migrants.

- **West Africa**: PRM funding supported the adoption of migrant protection protocols at the national and regional levels and the development of mechanisms for combatting trafficking and protecting migrants, including the adoption of a five-year regional plan of action. The project helped governments to collect and analyze migration-related data, providing policy makers with the ability to identify migration patterns and trends along key routes, to support the development of more comprehensive policy responses to national and regional migration issues.

- **East & Southeast Asia**: With MRA funding, IOM developed one of the very first awareness-raising campaigns in China on child trafficking, resulting in more productive working relationships between U.S. Embassy staff who work on trafficking in persons and their Chinese law enforcement counterpart.

- **Western Balkans**: PRM supported IOM activities in the Western Balkans to improve identification of vulnerable migrants and services for unaccompanied children.

- PRM also supported IOM’s “Support to Trafficking Victims in the USA” fund, which reunified 277 family members with their relatives who had been trafficked to the United States, helped two trafficking victims voluntarily return to their home countries, and provided 536 family members with pre-departure assistance.
FY 2018 Objectives

- Advance U.S. positions on international migration through interagency coordination and active participation in multilateral fora such as the G-7, the G-20, the Organization of American States, the Organization for Economic Cooperation and Development, and the Organization for Security and Cooperation in Europe.

- Encourage national and, as appropriate, regional migration management policies, programs, and coordination that respect the dignity and human rights of migrants while also preserving and advancing states’ abilities to secure their borders and enforce their immigration laws.

- Encourage governments to incorporate global best practices into their migration management planning and implementation.
**Humanitarian Migrants to Israel**

<table>
<thead>
<tr>
<th>($ in thousands)</th>
<th>FY 2017 Actual</th>
<th>FY 2018 Estimate</th>
<th>FY 2018 Request</th>
<th>FY 2019 Request</th>
<th>Change from FY 2018 Request</th>
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**FY 2019 Request**

Since 1973, the U.S. government has helped vulnerable Jewish migrants from the former Soviet Union (FSU), Eastern Europe, Africa, and the Near East, resettle in Israel. The FY 2019 MRA request for Humanitarian Migrants to Israel supports this relocation and integration of humanitarian migrants through the United Israel Appeal (UIA). In FY 2019, the Jewish Agency for Israel (JAFI), UIA’s implementing partner, will assist approximately 16,000 migrants to emigrate to Israel from Russia, Ukraine, Ethiopia, and other countries. PRM funding supports services for these migrants, including pre-departure assistance, travel to Israel and short-term housing for vulnerable migrants, particularly Ethiopians. The funding also provides language, preparatory, and vocational education, including for youth, as well as independent monitoring of the program.

**FY 2017 Accomplishments**

- JAFI assisted 9,346 Jewish humanitarian migrants to depart their countries of origin, as well as others who traveled to or had already arrived in Israel. Services provided by JAFI included transportation, transitional housing, vocational training, and Hebrew language instruction.

- The program had a 95 percent satisfaction rate among beneficiaries of the program.

- Ninety-one percent of humanitarian migrants from the FSU received Hebrew language training, advancing one grade level, exceeding the target of 90 percent; ninety percent of humanitarian migrants from Ethiopia received Hebrew language training, advancing one grade level, exceeding the target of 80 percent.

- Ninety-three percent of post-high school students completed a one-year program to prepare them for university-level education or technological programs in Israel, exceeding the target of 88 percent.

**FY 2018 Objectives**

- UIA/JAFI programming and engagement with national authorities increases opportunities for humanitarian migrants to secure housing and become self-sufficient.

- Continue to provide high quality services to humanitarian migrants as evidenced by high levels of satisfaction.

- Continue to adjust to the changing profile of humanitarian migrants to maximize the likelihood for successful integration into Israel.

- Improve program efficiency to reduce the time migrants stay in absorption centers.

- Strengthen quantitative and qualitative reporting received by UIA and JAFI, to include challenges faced in program implementation.
Refugee Admissions

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<th>FY 2018 Request</th>
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**FY 2019 Request**

The FY 2019 request will support the U.S. Refugee Admissions Program (USRAP). MRA resources will be used to fund the costs of processing refugee applications overseas and provide transportation and initial reception and placement (R&P) services to all refugees admitted through the program. These include housing, furnishings, clothing, food, medicine, employment, and social service referrals. The FY 2019 request will support the admission of refugees from over 50 nationalities.

The U.S. Department of State implements the program by providing funding to non-governmental organizations for both overseas processing and domestic reception and placement services. The International Organization for Migration also receives MRA funds to conduct overseas processing and medical screening in some locations and for transportation-related services for all refugees resettled in the United States.

The number of refugees to be admitted in FY 2019 will be set after consultations between the Administration and the Congress before the start of the fiscal year; in FY 2018, the ceiling was set at 45,000 refugees. The request also includes funding to provide refugee benefits to Iraqi Special Immigrant Visa (SIV) applicants and their families as mandated by the Refugee Crisis in Iraq Act of 2007 and to Afghan SIV applicants and their families as mandated by the Afghan Allies Protection Act of 2009.

**FY 2017 Accomplishments**

- PRM engaged in an interagency review to strengthen the vetting process for the USRAP, which identified enhancements to refugee vetting and screening procedures.

- In FY 2017 the United States admitted 53,716 refugees; the largest populations resettled include 9,377 from the Democratic Republic of the Congo, 6,886 from Iraq, 6,557 from Syria, 6,130 from Somalia, and 5,078 from Burma.

- The United States has resettled tens of thousands of Congolese refugees from the Great Lakes region of Africa in recent years, enhancing the protection space in the region. This has been particularly important as many of these countries have hosted refugees for many years, including increased numbers of refugees from Burundi, South Sudan, and DRC.

- Over 142,000 Iraqis have been resettled via the U.S. refugee program since 2007, including over 47,200 who were affiliated with the U.S. government efforts in Iraq by family ties or employment.
FY 2018 Objectives

- Fully implement enhancements of refugee vetting and screening procedures, including increasing the collection of biographic information and improving information sharing.

- Work with domestic resettlement agencies to improve efficiencies and bolster a national network of resettlement providers closely aligned with expected refugee arrivals in FY 2018 and beyond.

- With our domestic resettlement partners, continue to aid refugees to achieve economic self-sufficiency in the United States as soon as possible.

- Enhance support for recently arrived refugees to help them assimilate and make greater contributions to U.S. society.
## Administrative Expenses

<table>
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<tr>
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### FY 2019 Request

PRM oversees all programs funded through MRA-enduring and MRA-OCO appropriations, as well as any funding transferred to PRM from other accounts. The $45.0 million in MRA enduring funds requested in FY 2019 will ensure monitoring of critical humanitarian programs. The largest portion of administrative expenses will cover the salary, benefits, and travel costs of U.S. direct hire staff, including regional refugee coordinators posted in U.S. embassies around the world.

### FY 2017 Accomplishments

- In 2017, PRM’s direct hire staff, including regional refugee coordinators stationed at 23 U.S. Embassies and Missions around the world, helped maintain global USG humanitarian leadership through active diplomatic engagement with refugee-hosting countries, including in Chad, Ethiopia, Iraq, Jordan, Lebanon, Kenya, Nepal, Afghanistan, Pakistan, Thailand, Turkey and Uganda.
- In FY 2017, bureau staff actively engaged and oversaw emergency operations in Europe, Africa and the Middle East, and Asia. In response to humanitarian crises stemming from conflicts, PRM staff deployed to Ukraine, Lebanon, Bangladesh, Iraq, and Turkey.
- Management and oversight of growing humanitarian assistance and admissions programs remained a top priority for the Bureau in FY 2017. Throughout the year, Washington staff and overseas refugee coordinators regularly monitored humanitarian operations worldwide.
- PRM continued to ensure close coordination and oversight of the key international organizations it supports, including through regular site visits and shaping the work of these organizations through active participation in governing boards and donor meetings held throughout the year.

### FY 2018 Objectives

- Enhance support and training for overseas and domestic staff to ensure strong management and oversight of admissions and assistance programs worldwide. This will require on-going administrative focus to meet highly demanding program management and diplomatic responsibilities.
- Continue to enhance the monitoring and evaluation of humanitarian partners to ensure accountability, program effectiveness, and maximum benefit for populations of concern on behalf of American taxpayers.
- Continue to exercise due diligence to ensure that USG funds are provided only to recipients with no links to terrorist organizations.
Summary of External Evaluations

Consistent with the U.S. Department of State’s evaluation policy, PRM commissions external evaluations of its programs. These evaluations are funded through the Migration and Refugee Assistance (MRA) account. They do not include evaluations commissioned by PRM partners (such as UNHCR, ICRC, IOM, and UNRWA) that are supported by U.S. contributions to those organizations.

Findings from evaluations are used to identify best practices for PRM staff and partners and to help inform funding recommendations, policy development, program design, and to influence PRM engagement with host governments, international organizations, and non-governmental organizations on relevant issues. (Detailed information on PRM’s external evaluations is available on the Bureau’s public website at https://www.state.gov/j/prm/policyissues/prmfund/index.htm.)

External Evaluations Completed in 2017

- **Evaluating the Effectiveness of PRM Multilateral Partners Assisting Internally Displaced Persons and Preparing for the Eventual Transition from Relief to Development in Ukraine**

  This evaluation sought to identify: (1) the qualities of successful local integration programs for Internally Displaced Persons (IDPs); (2) whether PRM’s partners made use of the best practices in their programming and engagement; (3) if PRM’s partners appropriately assessed gaps in government humanitarian and integration assistance; and (4) any unintended consequences that occurred as a result of local integration efforts. The evaluation also analyzed the external factors that may have influenced the long-term effectiveness of IDP integration in Ukraine. The evaluation found that across the country there are chronic housing needs, which have been amplified by displacement. International organizations collaborated well amongst themselves as well as with their implementing partners and local authorities to successfully design interventions grounded in consultations with intended target beneficiaries and local government officials. Yet despite efforts of international organizations to define and target the most vulnerable, beneficiaries reported that the lives of those IDPs who were more or less stable are rapidly becoming vulnerable. The evaluation findings suggested the following to be the preferred forms of assistance to beneficiaries: sustainable housing, access to medication, psychological support, improved living/shelter conditions, and access to microcredit/loan and income-generating opportunities. The overall evaluation report will be used to introduce/amend policy, adjust programs effectively, engage in better outreach, continue collaboration, strengthen IDP integration, and ultimately develop a strategy to manage the aftermath of displacement as well as to mainstream issues into local development plans/initiatives.

- **Evaluating the Effectiveness of Regional Migration Program Models on Providing Assistance to Vulnerable Migrants**

  The evaluation was used to identify: (1) the elements of successful migration management and assistance to vulnerable migrants; (2) if PRM-supported programs were designed and implemented using the identified elements of successful migration management; (3) whether PRM-supported migration management programs effectively increased the capacity of governments to more humanely manage migration; (4) any issues of concern that occurred as a result of the capacity building programs; and (5) whether and how PRM should refine the Regional Migration Program Model in the future. The evaluation also analyzed the external factors that influence the effectiveness of the Regional Migration Program Model, such as political factors and geographical challenges. Field-based portions of the evaluation included primary data collection in several locations across Ethiopia, Djibouti, Kenya, Costa Rica, Guatemala, and Mexico. Findings from the Horn of Africa portion of the evaluation prompted PRM to work with an implementing partner to improve operations and increase monitoring at a Regional Migration Program site. This and
other findings from the evaluation will be incorporated into future PRM migration strategy and programming plans.

External Evaluations Expected to begin in 2018

- **Evaluating the Performance of the Humanitarian Migrants to Israel Program**

  This evaluation will consist of: (1) a comprehensive desk review and analysis of best practices in local integration of migrants in Israel including an analysis of reviews and reporting, and (2) a field-based evaluation of the Humanitarian Migrants to Israel program in Israel, with an emphasis on assessing the effectiveness of efforts to prepare migrants for successful integration. PRM will use the evaluation findings to monitor local integration of migrants in Israel.

- **Evaluating Efforts to Address Gender-Based Violence from the Onset of Emergencies**

  This evaluation will look at Safe from the Start, an initiative intended to reduce risk of gender based violence (GBV) and ensure quality services for survivors through timely and effective humanitarian action. The evaluation will examine Safe from the Start’s progress in transforming the international system for humanitarian response so that the needs of women, girls, and others affected by GBV are a priority in emergencies.