



Functional Bureau Strategy

Bureau of Population, Refugees, and Migration

FOR PUBLIC RELEASE

Table of Contents

1. Executive Statement 3

2. Bureau Strategic Framework 5

3. Goals and Objectives 6

4. Cross-cutting Management Objectives or Management Goal 13

1. Executive Statement

The United States Government's (USG) international humanitarian programs seek to protect and provide critical assistance to some of the world's most vulnerable people – refugees, victims of conflict, internally displaced persons (IDPs), stateless persons, and vulnerable migrants, by standing shoulder to shoulder with people in their hour of need. It is who we are as Americans. Coupled with U.S. diplomatic efforts, these programs save lives, uphold human dignity, help stabilize volatile situations, facilitate safe, orderly, and legal migration, and help create conditions that mitigate against extremism and violence. The mission of the Bureau of Population, Refugees, and Migration (PRM) is to provide protection,¹ ease suffering, and resolve the plight of persecuted and uprooted people around the world on behalf of the American people by working with other governments and international partners, sharing the burden of providing life-sustaining assistance and seeking durable solutions by working through multilateral systems to build global partnerships, ensure compliance with international norms and standards and promote best practices in humanitarian response. To advance its mission, PRM strives to achieve the following strategic goals: 1. Save lives, ease suffering, and promote human dignity through efficient and effective humanitarian assistance; 2. Promote and provide durable and interim solutions for populations of concern through U.S. assistance and collaboration with the international community; and 3. Advocate for the protection of vulnerable populations and exert leadership in the international community.

PRM ensures that humanitarian principles are thoroughly integrated into U.S. foreign and national security policy. PRM conducts humanitarian diplomacy to ensure international humanitarian law and norms are respected, other nations are bearing 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.

PRM's mission is central to U.S. leadership in international humanitarian assistance and the USG's pursuit of international peace and security. 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. The Bureau is a key player in formulating and advocating for humanitarian goals, objectives and policies – across the State Department, the USG, at the United Nations, and in the international community. Its work is also central to defining and advancing U.S. migration policy and programs within the

¹ PRM defines protection as measures to safeguard the rights of PRM populations of concern by seeking to prevent or end patterns of violence or abuse; alleviate the trauma and related effects of violence or abuse; identify and promote durable solutions; foster respect for refugee, humanitarian, and human rights law; and ensure that humanitarian actions uphold human dignity, benefit the most vulnerable, and do not harm affected populations.

Approved: February 19, 2019

Department and broader interagency, and to promote U.S. international population policies in multilateral fora.

The scale of displacement around the world is enormous and growing. PRM provides protection for the millions of refugees, conflict victims, internally displaced, stateless persons, and vulnerable migrants, who have been forcibly displaced, fled war, strife, and persecution, in places such as Burma, Burundi, the Democratic Republic of the Congo, Iraq, Nigeria, South Sudan, Sudan, Syria, Ukraine, and Yemen. We and our aid agency partners must respond to these growing crises while continuing to address the needs of those who have been displaced for years and sometimes decades, such as Palestinian refugees, Afghan refugees, and Somalis in the Horn of Africa. PRM also supports efforts to prevent and reduce statelessness, and build the capacity of governments to protect vulnerable migrants and to cooperate to promote safe, orderly, and legal means of migration while reinforcing the right of States to exert sovereign jurisdiction with regard to national migration policy.

Beyond providing assistance in response to crises, we must help implement permanent solutions to displacement. PRM will support those who wish to return home when conditions permit, such as Colombians in Ecuador and Ivoirians in Liberia. We also will continue the strong American tradition of welcoming refugees to the United States via the U.S. Refugee Admissions Program while also seeking to convince more countries to open their doors to refugees as well. We will urge countries that host refugees to allow them to integrate into their host communities.

PRM will implement this Functional Bureau Strategy through a variety of efforts, including principally through its Policy and Program Review Committee (PPRC) process. This process requires PRM offices to develop annual strategies for regional, functional, and organizational policies and programs that explicitly incorporate FBS goals and objectives. These strategy papers also will discuss progress toward relevant FBS indicators or milestones. PRM will continue to review its performance against FBS indicators and milestones annually in its Performance Plan and Report.

2. Bureau Strategic Framework

Goal 1: Save lives, ease suffering, and promote human dignity through efficient and effective humanitarian assistance

Objective 1.1: Contribute to meeting international standards of humanitarian assistance

Objective 1.2: Mobilize the international community to respond to gender-based violence (GBV) as a life-saving priority in emergencies through enhanced coordination and service provision

Objective 1.3: Ensure timely and coordinated humanitarian responses to new and evolving emergencies

Goal 2: Promote and provide durable and interim solutions for populations of concern through U.S. assistance and collaboration with the international community

Objective 2.1: Resettle in the United States refugees in need of protection

Objective 2.2: Support the safe, dignified, sustainable, and voluntary return of refugees, IDPs and the most vulnerable migrants

Objective 2.3: Advance refugees' local integration and self-reliance, especially in protracted situations

Goal 3: Advocate for the protection of vulnerable populations and exert leadership in the international community

Objective 3.1: Protect the most vulnerable by working effectively through the multilateral system and engaging in humanitarian diplomacy and advocacy, including by promoting sufficient funding from other nations and institutions

Objective 3.2: Advance effective and humane international migration policies

Objective 3.3: Promote healthy and educated populations by advancing an integrated U.S. government strategy to support women's and girls' health, including maternal health and voluntary family planning assistance, and to combat HIV/AIDS through global partnerships and multilateral engagement.

3. Goals and Objectives

Bureau Goal 1: Save lives, ease suffering, and promote human dignity through efficient and effective humanitarian assistance

a. Description and Linkages

PRM's humanitarian assistance programs aim to save lives and ease the suffering of refugees, stateless persons, vulnerable migrants, conflict victims and internally displaced persons (IDPs). PRM's humanitarian assistance is provided on the basis of need according to principles of universality, impartiality, and human dignity. Protection strategies are integrated across multiple sectors including: water, sanitation and hygiene, shelter, food, health and nutrition, education, livelihoods activities, and camp management. PRM-supported assistance programs are designed to identify and protect the most vulnerable within affected populations, such as single heads of households, children, the elderly, and the disabled to ensure that they have equal access to life-sustaining goods and services. This goal supports the National Security Strategy priority action item of reducing human suffering, which states "The United States will continue to lead the world in humanitarian assistance" and Joint Strategic Plan Strategic Objective 3.4: *Project American values and leadership by preventing the spread of disease and providing humanitarian relief.*

Bureau Objective 1.1 : Contribute to meeting international standards of humanitarian assistance

- a. **Justification:** The goal of PRM programming is to support protection activities and provide humanitarian assistance in both emergency and protracted situations to a level where mortality, malnutrition, and other indicators of life-saving and protection interventions meet or exceed minimum international standards for populations of concern.

Bureau Objective 1.2: Mobilize the international community to respond to gender-based violence (GBV) as a life-saving priority in emergencies through enhanced coordination and service provision

- a. **Justification:** In a crisis or emergency situation, when governments, systems, and families are torn apart, refugees - especially women and girls - become particularly vulnerable to GBV. PRM humanitarian assistance programs help prevent and respond to GBV by supporting a range of activities, from prevention and awareness raising to services, including medical, legal, livelihood, and psychosocial services, as well as capacity-development and training programs for humanitarian personnel and service providers. In FY 2013, PRM and USAID/DCHA launched a new initiative, *Safe from the Start*, to respond to ongoing needs at the onset of emergencies and to elevate the issue as a life-saving priority. In addition to providing targeted assistance, the Bureau also provides integrated or “mainstreamed” programs that address GBV within multi-sectoral assistance programs, and closely monitors the extent to which its programming includes activities to address GBV as well as assist GBV survivors and those most at risk of GBV.

Bureau Objective 1.3: Ensure timely and coordinated humanitarian responses to new and evolving emergencies

- a. **Justification:** The goal of PRM’s emergency response is to support partners to provide populations of concern with protection and life-saving assistance according to international standards from the outset of a crisis; to ensure that aid providers have the training and resources to work effectively in uncertain environments; and to contribute resources in close coordination with the international community and other first responders to avoid gaps or duplication.

Bureau Goal 2: Promote and provide durable and interim solutions for populations of concern through U.S. assistance and collaboration with the international community

a. Description and Linkages

To promote stability and protect human dignity, PRM will work to achieve three durable solutions for populations of concern: voluntary return and reintegration to home countries where possible; permanent integration into host communities in countries of asylum; and, for refugees, third-country resettlement when neither voluntary return nor local integration is possible. In addition, PRM will seek solutions for stateless individuals, working with partners to advocate for their acquisition of citizenship, while also continuing to use the U.S. Refugee Admissions Program to provide durable solutions for stateless refugees.

The United States will admit vulnerable refugees within the regionally allocated ceilings determined by the President at the beginning of the fiscal year in consultation with Congress. Through cooperative agreements with a nationwide network of resettlement agencies, PRM's Reception and Placement (R&P) Program will provide support for newly resettled refugees' basic needs and essential services for the first 30-90 days upon arrival so that they can immediately begin the process of integration and assimilation to become contributing members of U.S. society.

PRM promotes durable solutions for refugees and conflict victims by pushing our State colleagues and their counterparts (in concert with those counterparts' humanitarian arms) to seek resolution to the conditions that have produced protracted refugee situations through a combination of humanitarian diplomacy and assistance efforts. PRM will continue to use refugee resettlement in the U.S. strategically to promote solutions for refugees in protracted situations and to leverage other governments' continued commitment to asylum principles.

When conditions permit, voluntary return and reintegration in safety and dignity into home communities is the preferred durable solution by most refugees and IDPs, enabling them to repatriate and to rebuild their lives and their communities. PRM will undertake both diplomatic efforts that help create conditions conducive to voluntary return and reintegration and programmatic efforts that aim to meet the needs arising from these activities, in order to ensure their sustainability. In situations where return to home countries is not possible in the near term, PRM will advocate and support efforts to integrate refugees into their host communities, either as an interim solution or as a form of permanent local integration, depending on the context.

Reaching and sustaining durable solutions requires strengthening relief and development coherence. Establishing and maintaining strong and effective linkages between humanitarian and development programs is an ongoing priority and challenge for PRM.

This goal supports the National Security Strategy priority action of reducing human suffering, which states “The United States will continue to lead the world in humanitarian assistance” and Joint Strategic Plan Strategic Objectives 3.2: *Engage international fora to further American values and foreign policy goals while seeking more equitable burden sharing* and 3.4: *Project American values and leadership by preventing the spread of disease and providing humanitarian relief*.

Bureau Objective 2.1: Resettle in the United States refugees in need of protection

- a. Justification:** Resettlement is a key element of PRM’s efforts to find durable solutions for refugees when repatriation and local integration are not viable solutions. The United States will advance this goal through its long-standing tradition of welcoming the most vulnerable refugees to communities across the country.

Bureau Objective 2.2: Support the safe, dignified, sustainable, and voluntary return of refugees, IDPs, and the most vulnerable migrants

- a. Justification:** PRM advances its goal of providing durable solutions for populations of concern by promoting voluntary return when appropriate, noting historically low levels of returns in recent years. Through a combination of humanitarian diplomacy and assistance efforts, PRM aims to protect, alleviate the suffering of, and find durable solutions, for refugees and IDPs. PRM collaborates within the Department and other relevant USG agencies to help make safe, secure, and sustainable returns possible. PRM also provides very limited voluntary returns assistance to the most vulnerable migrants. PRM will continue to support efforts to facilitate safe voluntary return.

Bureau Objective 2.3: Advance refugees’ local integration and self-reliance, especially in protracted situations

- a. Justification:** PRM advances its goal of providing durable and interim solutions for populations of concern by promoting local integration and self-reliance for those not yet able to access a durable solution. More than half of the world’s refugees continue to live in exile after fleeing their homelands more than five years ago, the majority of them in countries that are also struggling to meet the needs of their own citizens. These refugees often live in

overcrowded camps or settlements, and in some cases they lack freedom of movement, do not have access to land, and are prohibited from legal employment. Both the 2016 Leaders' Summit on Refugees and the 2016 World Humanitarian Summit's Grand Bargain seek to address the needs of protracted displacement and enhance the link between humanitarian and development actors for greater self-reliance.

Bureau Goal 3: Advocate for the protection of vulnerable populations and exert leadership in the international community

a. Description and Linkages

PRM strives to ensure that humanitarian principles are respected in U.S. foreign policy and engages in humanitarian diplomacy in the international community and through the multilateral system to: 1) advocate for the protection of the most vulnerable populations in crises, particularly refugees, conflict victims, and stateless persons; 2) build a strong international infrastructure for humanitarian response through support to and engagement with multilateral partners, with a focus on management reforms of United Nations humanitarian agencies and donor coordination; 3) advance effective and humane international migration policy that seeks to expand opportunities for safe, regular, and legal migration, especially through support to regional migration dialogues and in a variety of international fora; and, 4) promote effective international population policies, including reproductive health and access to voluntary family planning as appropriate.

PRM's protection efforts seek to: prevent the forcible return of refugees to a place where their lives or freedom would be threatened (refoulement); negotiate access for humanitarian agencies to operate safely and reach civilians affected by conflict; resolve protracted refugee situations; prevent and reduce statelessness; and, promote adherence to international humanitarian and human rights law.

PRM provides contributions to and leads American engagement with UNHCR, ICRC, IOM and UNRWA. PRM support to UNHCR and the ICRC is critical to USG international protection efforts, given their international protection mandates. Resources to support policy development, effective management and diplomacy at UNHCR and ICRC headquarters are devoted to this goal.

This goal supports the National Security Strategy priority action item of empowering women and youth, which states "We will support efforts to advance women's equality, protect the rights of women and girls," and Joint Strategic Plan Strategic Objectives 3.2: *Engage international fora to further American values and foreign policy goals while*

seeking more equitable burden sharing and 4.1: Strengthen the effectiveness and sustainability of our diplomacy and development investments.

Bureau Objective 3.1: Protect the most vulnerable by working effectively through the multilateral system and engaging in humanitarian diplomacy and advocacy, including by promoting sufficient funding from other nations and institutions

- a. Justification:** A strong international infrastructure for humanitarian response is essential to save lives and ease suffering in crises. PRM engages other donors directly to encourage their strong financial and diplomatic support for humanitarian assistance and is at the forefront of efforts to encourage multilateral humanitarian agencies to undertake results-based management reforms to improve program performance. PRM coordinates with other donors through a variety of mechanisms, including participation in the Good Humanitarian Donorship initiative. Coordination with host governments is also key to effective humanitarian programming and occurs through bilateral consultations, participation in IO governing bodies, and other targeted efforts. Throughout and alongside these efforts, PRM strives to ensure that protection of the most vulnerable is at the center of policymaking, and that humanitarian principles are respected in U.S. foreign policy.

As humanitarian needs continue to grow, the multilateral system is under strain. The U.S. government is driving reforms within the international humanitarian system with the goals of improving protection and assistance for civilians affected by armed conflict and displacement; increasing funding and burden sharing for the global humanitarian system by expanding the number of member states that contribute regularly and at sustained levels to humanitarian organizations; promoting policies to facilitate private sector donations; improving the efficiency and effectiveness of humanitarian programs; and fostering greater coherence among humanitarian and development actors.

Bureau Objective 3.2: Advance effective and humane international migration policies.

- a. **Justification:** Multilateral and regional engagement is critical to advancing effective and humane international migration policies. PRM supports a range of regional migration dialogues, which have proven to be successful forums for governments to address migration challenges and share best practices. PRM also conducts migration diplomacy in a range of international fora and organizations to advance the U.S. Government's desire to increase the legal paths available to migrants, while reducing risks and vulnerabilities to migrants in transit and destination countries. PRM funding provides institutional support to IOM, which provides technical assistance to governments as they develop policies and procedures such as asylum screening and protection of vulnerable migrants.

Bureau Objective 3.3: Promote healthy and educated populations by advancing an integrated U.S. government strategy to support women's and girls' health, including maternal health and voluntary family planning assistance, and to combat HIV/AIDS through global partnerships and multilateral engagement

- a. **Justification:** PRM is the Department's central point of contact for international population policy guidance. The Bureau coordinates diplomatic engagement on international population issues and provides leadership to advance the U.S. government's goal of promoting healthy and educated populations. PRM's population staff work with counterparts in the Department and other U.S. agencies to accomplish foreign policy goals related to population. This includes working to ensure outcome documents and resolutions adopted in UN or other intergovernmental forums are consistent with U.S. policy through outreach and dialogue with government officials, multilateral organizations, NGOs, and other entities engaged in demographic, family planning, gender equality, and reproductive and maternal health issues. PRM works closely with the Department's Bureau for International Organization Affairs to manage the U.S. government's relationship with the UN Population Fund (UNFPA). PRM advances women's empowerment as embraced in the 1994 International Conference on Population and Development (ICPD) Program of Action. These include human rights, gender equality, strong families, care and protection of children, the right of all couples and individuals to decide freely and responsibly the number, spacing and timing of their children and to have the information and means to do so free from discrimination, coercion or violence. And because more than half of all maternal deaths take place during conflict or humanitarian emergencies, the Bureau also promotes increased access to life-saving maternal health care in these settings.

4. Cross-cutting Management Objectives or Management Goal

Management Goal: Manage PRM resources responsibly and identify and promote the best practices in humanitarian response

a. Description and Linkages

PRM will employ evidence-based decision making and results-based programming as vital tools in meeting growing humanitarian needs. The Bureau will ensure responsible resource management by placing the right people in the right positions to achieve the Bureau's strategic goals. The Bureau will support learning and career advancement for PRM employees through appropriate staffing, training opportunities, and mentoring/leadership activities. PRM stresses accountability and transparency and uses administrative resources to enable its staff to travel overseas to monitor programs in the field. PRM's overseas regional Refugee Coordinator positions play a crucial role in the Bureau's program performance monitoring, humanitarian policy development and advocacy, and emergency response. PRM will exercise due diligence by vetting and monitoring funded organizations to ensure that U.S. foreign assistance reaches its intended beneficiaries. This goal supports Joint Strategic Plan Strategic Objective 4.3: *Enhance workforce performance, leadership, engagement, and accountability to execute our mission efficiently and effectively.*

Management Objective 4.1: Allocate administrative resources to ensure PRM has the right people in the right positions to achieve the Bureau's strategic goals

- a. **Justification:** To fulfill the key goals outlined in this Functional Bureau Strategy, PRM will respond to current and future challenges by aligning PRM's human resource capacity with policy priorities to best organize and leverage its human resources to elevate the humanitarian agenda. PRM domestic staff and overseas posts will endeavor to incorporate the latest technology and innovation, expand strategic regional partnerships, ensure optimum staffing, and undertake requisite training. Human resource planning will include what personnel are needed, where to place personnel and how best to organize and leverage PRM's human resources to achieve the Bureau's strategic objectives. The global landscape in which PRM works is undoubtedly shifting. The expanding size and changing composition of populations of concern, combined with new challenges confronted by the international community, will impact the way PRM and its partners do business.

Management Objective 4.2: Promote best practices in humanitarian response through PRM monitoring and evaluation efforts, staff training and learning

- a. **Justification:** The Bureau will encourage staff and partners to learn from past experience, identify and promote good practices, and continually improve existing policies and programs. Strengthening PRM's evidence-based program efforts is a priority for the Bureau. Investments of time and financial resources in evaluation, research and training enable the Bureau and its partners to better design and manage humanitarian assistance programs thereby enhancing impact and performance, and ensuring sound stewardship of USG resources on behalf of beneficiaries and American taxpayers. Maintaining robust monitoring and evaluation of PRM-supported humanitarian assistance programs in areas where access has been reduced due to insecurity is a major challenge. PRM and its partners will need to continue to strengthen efforts to ensure that humanitarian assistance provided in insecure settings is provided in accordance with humanitarian principles, and not compromised by parties to conflicts. External, independent evaluation is a key analytical tool that enables staff to learn from past experience and employ good practices in future programming. PRM strives to ensure sufficient resources for program evaluations, including for the evaluative activities of its partners. These resources enable PRM staff to evaluate the impact of PRM programs and manage them more effectively, enhancing the high level of performance across all PRM programs.

Management Objective 4.3: Support information, knowledge and data management systems needed to ensure sound stewardship of PRM resources

Approved: February 19, 2019

- a. **Justification:** In order for PRM staff to perform at the highest level, proper systems must be in place that facilitate efficiency of required tasks and allow for organized record keeping. The implementation of a new IT system that offers financial management tools and has the potential for program management and collaboration capacities should assist PRM in pursuing greater efficiencies.