



A young South Sudanese refugee waves tentatively after reaching safety in neighbouring Uganda.



SAFEGUARDING FUNDAMENTAL HUMAN RIGHTS

The challenges of current refugee and mixed movements are too onerous and complex for individual countries to address alone. International cooperation based on international law, principles of solidarity, fair sharing of responsibility and collective State efforts, is essential in order to address today's challenges in sustainable ways.

Compliance with international refugee law represents a form of responsibility-sharing, through which States honour their commitments to each other, as expressed in the 1951 Convention and other refugee law instruments. Widely respected by States Parties, the ongoing validity and adaptability of the Convention has repeatedly been recognized through its interpretation and application but also by States' departures from them and failure to afford access to protection and rights.

In 2017, UNHCR will continue to promote a favourable protection environment for refugees, asylum-seekers, the internally displaced and stateless people. It will also advocate the implementation of relevant regional and international instruments in practice. This chapter outlines the Office's ongoing efforts to uphold the institution of asylum and encourage fair and efficient State-led asylum systems that ensure access to protection for people of concern. This chapter also contains an overview of UNHCR's work to end statelessness, and to protect and assist IDPs.

In this chapter:

- Strengthening national systems
- Understanding the needs of people of concern
- Ending statelessness
- Engaging in situations of internal displacement



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STRENGTHENING NATIONAL SYSTEMS

UNHCR believes that people who are forcibly displaced, stateless or at risk of statelessness are best protected and assisted through effective national systems, involving all levels of government, civil society and the private sector. Despite the introduction of restrictive laws, policies and practices by some States, the international community has recently adopted a range of instruments which provide a basis to strengthen national systems for protection and solutions. These instruments include the 2030 Agenda for Sustainable Development, the New York Declaration for Refugees and Migrants, and the related Comprehensive Refugee Response Framework (CRRF). There has also been a call for UNHCR, together with other partners, to strengthen support to States in protecting people of concern and finding solutions to forced displacement.

UNHCR provides capacity building and other support aimed at transferring technical protection skills to State institutions, including on refugee status determination (RSD), refugee and statelessness law and policy, and humanitarian emergency response. The Office also advocates the inclusion of people of concern in national and

regional laws, policies, administrative practices and services. Similarly, UNHCR has provided protection expertise to development partners to support the inclusion of refugees in national development programmes.

While a positive step forward, the adoption of inclusive national health, education and development policies on their own may not be enough. Only 50 per cent of refugee children have access to primary education, compared to a global level of more than 90 per cent. Globally, 84 per cent of non-refugee adolescents attend lower secondary school, but only 22 per cent of refugee adolescents have that same opportunity, and at the higher education level, just one per cent of refugees attend university against a global average of 34 per cent. For instance, although refugees are formally granted access to national education systems in 17 out of the 25 UNHCR education programming priority countries, many refugee children remain unable to access education in practice because the broader protection and material support required for families to be able to send their children to school is insufficient.

Accordingly, since 2016, UNHCR has strengthened and expanded its support to

governments and development partners to incorporate refugee protection and service delivery considerations into governance and administrative mechanisms. To complement these efforts, the Office will also provide targeted support to increase access to justice and security programming by people of concern. Political will and predictable funding, together with UNHCR support, will be key to ensuring consistency across different displacement contexts.

Similarly, in 2017, UNHCR's collaboration with national authorities interested in taking on a larger role in RSD will aim to ensure that the responsibility for RSD lies with state institutions that are structured,

capacitated and supported to deliver quality RSD decisions in a sustainable manner. Where State authorities have full responsibility for RSD, UNHCR will continue to provide technical advice and support, including by strengthening capacity and by supporting the establishment of sustainable state-owned quality assurance mechanisms.

Lastly, with protection and solutions for people of concern increasingly grounded in relevant national systems and international development programming, UNHCR will seek new ways to exercise its supervisory responsibilities, including ensuring appropriate interpretation and application of international and regional protection standards. ■

Anticipated areas of intervention in 2017	Key achievements targeted in 2017
Favourable protection environment	
Law and policy developed or strengthened	
Advocate for and enhance the protection and security of people of concern	<ul style="list-style-type: none"> ■ Guidance will be provided on maintaining the civilian and humanitarian character of asylum; the ICRC and States will be engaged.
Advocate for law and policy to protect and respect the rights of people of concern	<ul style="list-style-type: none"> ■ Strategic litigation will be supported and encouraged to ensure that the rights of refugees and other people of concern to UNHCR are protected and respected. ■ Engagement with and input provided to UN human rights mechanisms will continue to be strengthened, including the Universal Periodic Review, the Special Procedures and treaty monitoring mechanisms. ■ Technical advice will be provided to field operations on law and policy issues. ■ States and UNHCR operations will be supported on the issuance of Convention Travel Documents and on the protection of personal data of people of concern. ■ Technical advice and assistance will be provided to States to enact new or revised legislation and policies incorporating improved protection standards.
Advocate the adoption or revision of laws consistent with international standards	<ul style="list-style-type: none"> ■ Strategic engagement in judicial proceedings as <i>amicus curiae</i> will continue to advance the development and consistent interpretation and/or application of international standards.
Develop, publish and disseminate guidance on international refugee protection	<ul style="list-style-type: none"> ■ Legal guidance will be prepared on topical issues related to international protection, including eligibility for international protection, the principle of non-refoulement, the principle of non-penalization for irregular entry and presence, fair and efficient asylum procedures, due process guarantees, and the rights of asylum-seekers and refugees, including the right to family life and unity.
Work towards ending the detention of asylum-seeking and stateless children, improving conditions and promoting alternatives to detention	<ul style="list-style-type: none"> ■ Implementation of the global strategy “Beyond detention 2014-2019” will be supported in focus countries and other operations. ■ 2 blended learning programmes will be developed on: monitoring immigration detention; and reception, care arrangements and alternatives to detention for children and families. ■ Briefing and research papers on relevant related topics will be prepared.





Anticipated areas of intervention in 2017	Key achievements targeted in 2017
Fair protection processes and documentation	
Access to and quality of status determination procedures improved	
Further develop and oversee the implementation of policies, guidance, standards and procedures relating to RSD	<ul style="list-style-type: none"> ■ Ongoing and timely operational, legal and procedural advice on RSD procedures and decision-making will be provided to regular and emergency operations, including large-scale mandate operations, operations involved in transferring RSD responsibilities to governments, and operations focused on building or strengthening national asylum procedures (including through quality assurance initiatives). ■ Further guidance will be developed on the strategic use of mandate RSD as part of holistic protection and solution strategies, and on the development and use of efficient processing strategies for specific populations of concern. ■ UNHCR's "Procedural standards for refugee status determination under UNHCR's mandate" will be revised and updated. ■ Guidance to UNHCR staff and state decisions-makers on examining and assessing the credibility of RSD applications will continue to be developed. ■ Clear guidance will be provided to governments, staff and other stakeholders involved in asylum/RSD procedures on how to apply the exclusion criteria in the 1951 Convention, leading to fairer and more consistent RSD for asylum-seekers; UNHCR will also continue to develop updated guidelines on exclusion from international protection based on Article 1F of the 1951 Convention. ■ Protection support missions will be conducted to critical RSD operations.
Strengthen the capacity of UNHCR RSD staff and operations, including through deployments	<ul style="list-style-type: none"> ■ RSD-specific training will be developed and delivered, including up to 4 sessions of the RSD learning programme, benefitting up to 140 UNHCR RSD staff. ■ Interviewing training will be provided for UNHCR staff involved in RSD and other protection-related activities, including through the roll-out of e-learning materials and sessions of the newly-developed interviewing learning programme. ■ Training on country of origin information (COI) will be provided to UNHCR staff, including through the roll-out of a COI e-learning course. ■ Support will be provided to mandate RSD operations through the deployment of RSD experts. ■ An online induction training module for new RSD eligibility officers will be developed. ■ Guidance on self-care for staff working in case processing will be developed to promote staff welfare.
Provide access for decision-makers on asylum claims to up-to-date country of origin information and country-specific policy guidance	<ul style="list-style-type: none"> ■ Eligibility guidelines and other country-specific guidance on major countries of origin will be published. ■ COI reports on specific countries of origin will be commissioned from independent organizations with expertise in COI research. ■ Refworld will be maintained to ensure that governments, UNHCR staff and other stakeholders in asylum/RSD procedures will continue to benefit from access to up-to-date COI from a broad range of reliable sources.





Anticipated areas of intervention in 2017	Key achievements targeted in 2017
Basic needs and essential services	
Services for people with specific needs strengthened	
Strengthen capacity to address specific protection needs of lesbian, gay, bisexual, transgender and intersex (LGBTI) people of concern	<ul style="list-style-type: none"> ■ A training of trainers programme on LGBTI protection will be launched globally. ■ Good practices and practical guidance will be collated and disseminated to country operations.
Strengthen capacity to address specific protection needs of people with disabilities	<ul style="list-style-type: none"> ■ Partnerships will be strengthened with local/national organizations of people with disabilities. ■ E-learning on protection of people with disabilities will be rolled-out globally. ■ Practical guidance will be produced to support the inclusion of people with disabilities in all areas of programming.
Improve access to quality education	
Provide technical support to operations for inclusion of refugees within national education systems and programmes	<ul style="list-style-type: none"> ■ A framework will be developed for the inclusion of refugees in national/local education services and systems, and operational guidance will be provided within specific contexts. ■ Technical support will be provided to at least 20 countries, with additional targeted support to specific countries, to strengthen the inclusion of refugees in national education systems.
Operations increase enrolment and retention of out-of-school children and youth in primary and post-primary education	<ul style="list-style-type: none"> ■ Targeted technical support will be provided to 12 countries under the Educate A Child programme to enrol 140,000 out-of-school refugee children in primary school.
Expand and promote the use of innovation in education	<ul style="list-style-type: none"> ■ Targeted technical support will be provided to at least 10 countries to enhance access to formal secondary education, accelerated education and non-formal education programmes.
Enhance access to tertiary education	<ul style="list-style-type: none"> ■ Scholarships will be provided to more than 4,000 refugees through the annual Albert Einstein German Academic Refugee Initiative (DAFI) tertiary scholarship and other UNHCR/partner scholarship programmes. ■ A consortium of partners on connected learning, led by UNHCR, will support access to certified higher education programmes for more than 2,000 refugee learners.



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UNDERSTANDING THE NEEDS OF PEOPLE OF CONCERN

***“How can we work and progress together if we are invisible?
How can we work with refugee youth if we do not see them?
How can we plan for refugee youth if we do not know their needs?
How much should we invest, if we’re not sure how many they are?”***

- Young refugees participating in the Global Refugee Youth Consultation in Geneva, June 2016

UNHCR’s operational engagement, supervisory role and advocacy work is underpinned by a thorough understanding of the people that it works with and for, the reasons for their displacement, and the contexts in which they live. Meaningful community participation enables evidence-based decision-making and programming, and is accordingly central to a range of UNHCR’s processes, including: to understand population movements; analyse protection risks; provide individual protection case management; ensure accountability to affected populations; implement participatory approaches; and strengthen community-based protection.

In addition, UNHCR continues to improve its information and data management systems to support protection analysis, longer-term protection and solutions planning, and priority-setting by the Office, governments and partners.

Protection Information Management (see *Glossary*) is a collaborative effort on which UNHCR is working with other humanitarian and development actors, as well as academic institutions.

UNHCR is also changing the way it works with young people to better leverage their innovative ideas and knowledge of their communities in order to improve programme effectiveness. Drawing upon its commitment to the “Core actions for refugee youth”, developed through the Global Refugee Youth Consultations, and the World Humanitarian Summit’s “Compact for young people in humanitarian action”, the Office is seeking to strengthen the collection and use of dedicated and disaggregated data on forcibly displaced and stateless youth. This will improve the relevance and specificity of youth programming, ensure humanitarian responses and the search for solutions are more responsive to young people’s needs, and assist UNHCR,

governments and partners to prioritize adequate resources. The Office is also increasing opportunities for genuine participation by young people of concern

throughout UNHCR’s programme, including as researchers and data collectors, and will take steps to ensure that youth are meaningfully involved. ■

Backbone of informed decision-making

UNHCR has a fundamental responsibility of informing of the circumstances of refugees and other people of concern with transparency. Data and evidence is essential for UNHCR in managing protection and solutions work, but ever more importantly it empowers refugees and other people of concern to make informed decisions to manage their own future. UNHCR must be knowledgeable, informed and capable in the coordination and delivery of information to ensure individuals and communities have the information needed to enhance their own protection and meet their own needs.

To do this in a changing world, UNHCR will elevate the importance of gathering, managing, analysing and sharing data as a key means of delivering protection and solutions for its people of concern. The organization will enhance its capacity for statistical analysis and robust data collection, including better alignment with Sustainable Development Goal indicators. In addition, an expert group, working with national statistical offices, will develop guidelines for refugee statistics and investigate options for a similar set of international guidelines on internally displaced figures.

Anticipated areas of intervention in 2017	Key achievements targeted in 2017
Community empowerment and self-reliance	
Community mobilization strengthened and expanded	
Strengthen capacity to design, implement, monitor and evaluate protection and assistance programmes, in close collaboration with people of concern	<ul style="list-style-type: none"> ■ A learning initiative on community-based protection will be implemented in at least 1 region.
Strengthen UNHCR’s participatory approach and mechanism for accountability to affected population	<ul style="list-style-type: none"> ■ An accountability framework will be rolled-out to country operations; practical guidance and support will be provided to country operations. ■ Learning modules on accountability to affected populations in programming for protection will be made available to multi-functional teams.

Registration and identity management

Registration and identity management are critical to ensuring the profiles and protection needs of people of concern are well understood and secured. UNHCR has established and refined its identity management processes and tools over decades, such as registration interviews and individual documentation. It is now working to create a global, integrated identity management system, relying both on updated technology and strengthened field support and guidance. Guidance will also shortly be issued on planning and implementing effective, large-scale registration exercises. Benefits will include harmonized systems for the collection of registration data, simplification of case management tracking, timelier identification of specific vulnerabilities and needs, as well as stronger processes for issuing refugee documentation and securing legal identity.

UNHCR is also prioritizing efforts to enhance the quality of its registration data, in order to better inform protection and programming activities and to reduce fraud at all stages of case management processing. To further enhance the integrity and efficiency of registration and identity management systems, the new refugee registration and case management system, proGres in Partnership, will be deployed to 10 more operations in 2017. proGres is a centralized web-based application that enables UNHCR to gather, maintain,

access and analyse information about each and every refugee and their case, from initial contact through to durable solutions. With this tool, UNHCR will be able to manage the full range of essential protection and assistance processes within a unified system, collaborate more effectively internally and with partners, as well as capture data more effectively to improve its delivery of services to people of concern.

UNHCR will also continue to roll out its global Biometric Identity Management System (BIMS), a powerful tool for capturing, storing and retrieving biometric information to protect and preserve the identities of people of concern. BIMS is operational even in remote locations. It enhances registration data and reduces fraud by recording one global unique identity for each individual and preserving it, promoting data integrity in registration and other case management and assistance processes. It also enables UNHCR to maintain contact with people affected by protracted or repeated displacement.

In 2017, the organization will continue to strengthen its registration capacity through comprehensive global and regional training to build up expertise needed in unstable, protracted and emergency situations. The Office will notably expand its stand-by roster for rapid deployment to emergencies, and build the capacity of 20 existing staff members in country operations to strengthen registration expertise and knowledge. ■

Anticipated areas of intervention in 2017	Key achievements targeted in 2017
Favourable protection environment	
Quality of registration and profiling improved or maintained	
Improve registration and case management software	<ul style="list-style-type: none"> ■ Registration and case management software, proGres in Partnership, will be deployed to an additional 10 countries, including one large mandate operation.
Improve identity management	<ul style="list-style-type: none"> ■ BIMS will be deployed in 15 countries. ■ Identity management practices will be strengthened globally through guidance on establishing identity prior to biometric enrolment, the identification and recording of individual refugee protection needs, and the sharing of personal data with partners and third parties.
Use profiling and survey methods to provide population data management in IDP situations	<ul style="list-style-type: none"> ■ Guidance on IDP population data management. ■ Operations will receive field support to establish population data management systems.
Conduct profiling and surveys of refugee households	<ul style="list-style-type: none"> ■ Integrated household surveys for refugees are conducted in 2 operations. ■ Method and tools for integrated household surveys finalized and shared with community.
Provide support to registration activities in the field	<ul style="list-style-type: none"> ■ Country operations will continue to receive guidance and support for registration activities, including the delivery of registration equipment and supplies. ■ 5 operations will receive on-the-ground capacity-building, including technical support, training and development of registration strategies. ■ 2 trainings on emergency registration will be organized to strengthen existing registration and protection capacity in country operations, and identify staff who can be deployed to provide registration support as part of the stand-by emergency roster. ■ 1 regional training session on continuous registration will be conducted in the Asia region to build registration capacity in the context of mandate UNHCR activities. ■ UNHCR's registration standards and core modules of a comprehensive registration handbook will be released. ■ A toolkit for planning, implementing and reporting on verification exercises will be provided to strengthen the quality of registration data and improve the integrity, accountability and transparency of registration processes globally.

Promoting gender equality

UNHCR has been actively promoting the equal rights of women, men, girls and boys of concern for several decades. Over time, strategies have evolved and merged into the current integrated approach embodied in the organization's 2011 "Age, gender and diversity (AGD) policy" and its 2001 "Commitments to Refugee Women". Through its AGD approach, UNHCR strives to ensure that all people of concern enjoy their rights on an equal footing and are able to participate fully in the decisions that affect their lives.

Operationally, UNHCR has made progress in increasing the equitable participation of women in decision-making by establishing elections such as refugee committees, raising awareness among communities on women's rights, and conducting leadership training for women and adolescent girls. The organization has also strengthened its engagement with men and boys to prevent and respond to SGBV, and advocated the participation of forcibly-displaced women in peace and security processes. The Office strives to ensure that all policies, guidance and

communications incorporate gender equality, and UNHCR takes an active role at the inter-agency level through the IASC Gender Reference Group and the GenCap Project's Steering Committee.

In 2015, a stocktaking exercise was launched to assess the degree to which the organization's protection and assistance work promotes gender equality. As a starting point, an internal gender equality review of operational practices was carried out in over 70 operations. The review assessed gender equality implementation, established an evidence base to guide future work in this area, and is informing the process of updating UNHCR's "Commitments to refugee women".

Priorities for 2017 include updating these commitments; increasing staff and partner capacity through training, guidance and tools; and documenting good practices. More generally, UNHCR continues to increase its internal expertise in order to promote self-reliance, dignity and empowerment for women and girls, including by providing technical gender expertise to field. The Office is also strengthening existing — and actively seeking new — partnerships, including with grassroots civil society organizations working towards gender equality.

These and similar innovative initiatives are documented in UNHCR's annual AGD accountability report (more information can be found at <http://www.unhcr.org/5769092c7.pdf>) ■

Anticipated areas of intervention in 2017	Key achievements targeted in 2017
Community empowerment and self-reliance	
Gender equality knowledge, support and capacity strengthened	
Develop and implement gender equality policy	<ul style="list-style-type: none"> ■ Updated UNHCR "Commitments to women and girls" will be finalized and launched.
Develop and implement gender equality guidance and good practices	<ul style="list-style-type: none"> ■ UNHCR's "Handbook for the protection of women and girls" will be updated, revised and distributed to UNHCR staff and partners. ■ Good practices on gender equality programming by UNHCR and partners will be documented and distributed. ■ The annual "Age, Gender and Diversity Accountability Report" will be researched, drafted and distributed.
Provide gender equality capacity building to UNHCR staff	<ul style="list-style-type: none"> ■ A "gender equality facilitator system" will be established, including the development and piloting of a blended learning course with 60 UNHCR staff from 3 regions. ■ A gender equality e-learning course will be launched with a minimum target of 500 staff and partners reached annually.
Provide gender equality technical expertise	<ul style="list-style-type: none"> ■ Operations will be supported with technical expertise and ongoing mentoring.

“I can attend school but they **won't issue me with a certificate** when my studies end because **I'm stateless.**”

— Edwin, 16
in Malaysia



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ENDING STATELESSNESS

November 2016 marks the second anniversary of UNHCR's #IBelong Campaign to End Statelessness (hereafter, the campaign). The year 2017 will be critical for the campaign, as the first official milestone year when progress will be measured against each of the 10 actions contained in UNHCR's "Global action plan to end statelessness: 2014-2024". Notwithstanding positive developments to date, many targets reflected in the 2017 milestones are unlikely to be met and additional pledges will be required to support a number of key interventions, in order to accelerate progress in 2017 and beyond.

In the past two years, important strides have been made in a number of regions with the adoption of relevant national and intergovernmental initiatives. Many States have developed national action plans that envision law and policy reforms necessary to address statelessness. A significant number of States have already begun making reforms and many States worldwide have granted or confirmed nationality for hundreds or thousands of stateless people in the last year alone. There have been nine accessions to the statelessness conventions since the campaign was launched, bringing the total number of parties to the 1954 Convention on the Status of Stateless

Persons and the 1961 Convention on the Reduction of Statelessness to 89 and 68, respectively.

Building and maintaining strong partnerships with States, NGOs, and other international organizations will help ensure that efforts to address statelessness are prioritized through diplomacy, grassroots advocacy, and operational activity. Some progress has already been made as a result of coordinated diplomacy: in 2016, the Human Rights Council adopted a resolution on the right to nationality that enjoyed the co-sponsorship of 111 States, and called for a follow-up workshop that UNHCR and OHCHR will co-organize in 2017. Further, in 2016 the African Commission on Human and Peoples' Rights adopted a draft protocol on the "Right to nationality" that will go to AU Member States for review in 2017.

The heightened level of awareness of and support for combating statelessness has led to other tangible developments. In October 2016, UNHCR and UNICEF launched a new coalition to ensure every child's right to a nationality. The coalition includes a number of international organizations and civil society groups and will aim to coordinate joint advocacy efforts and programmatic activities in pilot

countries; support new regional initiatives similar to the Abidjan Declaration on the Eradication of Statelessness; and nurture new civil society networks in Asia and the Pacific, Central Asia, and the Middle East and North Africa.

Achieving solutions

There has been tangible progress in achieving durable solutions for stateless populations. In Côte d'Ivoire, UNHCR's partnership with the Ministry of Justice enabled approximately 5,000 stateless people to acquire Ivorian nationality by June 2016. In Central Asia, UNHCR's work with governments and NGO partners has promoted the identification and case resolution of tens of thousands of stateless people in recent years. In Thailand, close cooperation with the Government and NGO partners working with stateless communities has seen nationality granted to more than 23,000 people since 2013, reducing the registered stateless population to 439,000. In 2016, the Government of the Plurinational State of Bolivia adopted a resolution to facilitate the naturalization of stateless people and refugees, and Costa Rica established a statelessness determination procedure.

Many of these milestones have been achieved with relatively small amounts of additional financial resources for statelessness activities, and the allocation of dedicated staff to address statelessness issues. Additional financial support will accelerate progress towards the resolution and prevention of statelessness by allowing successful interventions to be scaled up. This is particularly crucial in countries and regions where strong momentum towards the eradication of statelessness already exists, such as Côte d'Ivoire and other parts of West Africa, Central Asia, Malaysia and Thailand.

To build on lessons learned, UNHCR is seeking to further mainstream statelessness programming, and to improve internal and operations planning with States' support to address statelessness. New guidance on this has been produced and technical advice will be provided to operations to strengthen planning processes. In addition, good practices papers will be issued to guide operations and partners in implementing the ten actions contained in the "Global action plan to end statelessness: 2014-2024", and technical assistance will be provided to governments directly.

Seizing opportunities

The SDGs provide important opportunities for UNHCR to expand its partnerships with development actors to address the root causes of statelessness and advocate for the inclusion of stateless people in development planning. The overarching aim of the 2030 Agenda for Sustainable Development "to reach the furthest behind first" and "leave no one behind" clearly applies to those who experience the many negative consequences of not being recognized as citizens of any country. There are also specific SDGs and targets that will help prevent and reduce statelessness itself, provided that planning and implementation take into account the needs of stateless populations: SDG 5.1 relates to the elimination of gender discrimination and SDG 16.9 calls upon States to provide a legal identity, including birth registration, for all.

In 2016, UNHCR produced guidance for all its operations on the intersection between the SDGs and UNHCR's statelessness mandate. The Office is also partnering with the World Bank's Identification for Development (ID4D) initiative to draw attention to the

importance of SDG 16.9 and advocate the prioritization of improvements to civil registration and vital statistics programmes in national development planning.

In 2016, UNHCR published a flagship report entitled “I am here, I belong: the urgent need to end childhood statelessness” and enhanced its

engagement on statelessness with child rights actors, including UNICEF and NGOs. In 2017, UNHCR will strengthen links with faith-based groups and communities through a number of regional workshops. Finally, the Office will also seek to partner with national human rights institutions working to tackle statelessness at national and regional levels. ■

Anticipated areas of intervention in 2017	Key achievements targeted in 2017
Favourable protection environment	
Law and policy developed or strengthened	
Advocate and provide technical advice to governments for reform of nationality laws, policies and procedures to close gaps that may lead to statelessness, to ensure that stateless persons can acquire a nationality	■ 10 States will take steps to improve their nationality laws, policies and procedures in order to be more consistent with international standards on the prevention and reduction of statelessness.
Advocate and provide technical advice to governments for the introduction or improvement of statelessness determination procedures	■ 5 States will establish or improve statelessness determination procedures.
Advocate and provide technical advice to governments for the elimination of gender discrimination in nationality laws	■ 5 States will remove gender discrimination from their nationality laws.
Support civil society advocacy as part of the Campaign to End Gender Discrimination in Nationality Laws	
International and regional instruments acceded to, ratified or strengthened	
Promote accession to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness	■ The number of States party to the 1954 and 1961 Conventions will be increased by 12.
Fair protection processes and documentation	
Identification of statelessness improved	
Support identification/registration exercises and surveys to increase knowledge of the number of stateless people, their situation and possible solutions	■ Improved quantitative and/or qualitative baseline data will be available for 8 additional States.
Advocate and provide technical advice for improved statistics on stateless people	■ The number of countries for which UNHCR reports statistical data on stateless people will increase by 5.





Anticipated areas of intervention in 2017	Key achievements targeted in 2017
Durable solutions	
Greater reduction of statelessness is achieved	
Develop and implement strategies to address protracted situations of statelessness	<ul style="list-style-type: none"> ■ At least 5 multi-year solutions strategies will address protracted statelessness situations.
Assist stateless people and those with undetermined nationality to acquire or confirm nationality	<ul style="list-style-type: none"> ■ At least 100,000 stateless people will acquire nationality or have it confirmed.
Provide training and technical advice to government officials on statelessness reduction measures, including acquisition or confirmation of nationality by stateless people and those with undetermined nationality	<ul style="list-style-type: none"> ■ A dedicated course on statelessness at the International Institute of Humanitarian Law in San Remo will be continued. ■ Technical advice on nationality laws will be provided to at least 20 countries to support legal reforms needed to prevent and reduce statelessness.



ENGAGING IN SITUATIONS OF INTERNAL DISPLACEMENT

Conflict and violence have resulted in ever-increasing numbers of people being internally displaced. By the end of 2015, the IDMC estimated the total number of people internally displaced by conflict and violence to be around 40.8 million, with an additional 19.2 million newly displaced by natural disasters in 113 countries.

Internal displacement is not only a humanitarian challenge but a complex political and developmental one as well. This is visible in the multiple causes of displacement, such as increasing violations of international human rights and humanitarian law, transnational criminal networks, environmental degradation, climate change, under-

development, and disease outbreaks. The humanitarian system has been challenged to act faster and respond more effectively to the protection and assistance needs of IDPs.

UNHCR has made tangible progress towards a more predictable response to internal displacement in recent years. The 2016 “Operational guidelines on UNHCR’s engagement in situations of internal displacement” have enhanced the organization’s country-level planning in IDP contexts. Recognizing that UNHCR works within an interagency framework, the guidelines focus the organization’s engagement in areas where it brings a comparative advantage and cluster leadership: protection, shelter/NFIs and camp coordination and camp management (CCCM).

Throughout 2017 and beyond, UNHCR will continue to implement its longstanding commitments towards the internally displaced. When it comes to a predictable engagement in IDP situations, UNHCR has made tangible progress in recent years. Internal advancements include the IDP policy from 2006/2007; the revitalization of the Global Protection, Shelter, and CCCM Clusters; the High Commissioner’s Dialogue on IDPs; and an increase in learning programmes. Compliance with the operational guidelines combined with ongoing and targeted operational support will enable more timely, effective and relevant engagement by the Office. UNHCR will ground its response within a broader protection strategy, driven by a comprehensive, community-based assessment of needs. For disaster-

induced displacement in countries where UNHCR is present and has the necessary capacity and government agreement, the organization is ready to assume protection leadership and, in accordance with defined criteria and timelines, contribute operationally to an interagency response.

As the global cluster lead for three clusters – protection, CCCM and shelter – UNHCR is responsible for ensuring response capacity is in place and that assessment, planning and response activities are carried out in collaboration with partners and in accordance with agreed standards and guidelines. As the cluster lead, UNHCR also acts as the “provider of last resort”. See the regional chapters for more details on specific operations.

IDP law and policy

An increasing number of States have developed national laws or policies on internal displacement in line with the UN’s “Guiding principles on internal displacement” and the Kampala Convention (see *Glossary*). These normative developments recognize that displacement is a long-term and complex process, and that responses require a sound policy and legal basis. It is a key UNHCR objective to support States, through technical advice and in partnership with the Special Rapporteur on the human rights of IDPs and other key stakeholders, in developing and implementing legal and institutional frameworks to prevent, respond to and facilitate solutions for internal displacement.

In 2017, the Global Protection Cluster Task Team on Law and Policy, co-led by UNHCR and IDMC, will continue to provide local and national facilitators with guidance to conduct training sessions on law and policy-making on internal displacement. Also in 2017, UNHCR will support the maintenance of the global database on laws and policies on internal displacement (available at www.internal-displacement.org/law-and-policy). This will be used to promote national and regional initiatives for the development and implementation of IDP law and policy, and establish a community of practice.

Solutions for internal displacement

The average duration of internal displacement, according to a 2014 study by the Brookings Institute, is 17 years. According to the High-Level Panel on Humanitarian Financing Report to the Secretary-General “Too important to fail - addressing the humanitarian financing gap”, this is one of the main reasons why three-quarters of humanitarian funding in the last decade has gone to the same 20 countries; while six of the largest recipients have had coordinated humanitarian appeals for 10 consecutive years. Facilitating solutions and addressing protracted displacement will therefore remain an important area of focus for UNHCR in 2017 and beyond.

Several key UNHCR operations were able to make important progress on national solutions strategies for IDPs in 2016. In Sri Lanka, where UNHCR and UNDP jointly hosted an expert from the Protection Standby Capacity Project (ProCap), a national policy on durable solutions for conflict-affected displacement was adopted by the Government of Sri Lanka in August 2016. National consultations on a durable solutions strategy were also initiated in the Democratic Republic of the Congo. In 2017, UNHCR will draw on these achievements in the Democratic Republic of the Congo and Sri Lanka to launch similar initiatives in other countries experiencing protracted internal displacement. The Office will also continue to contribute to the efforts of the Special Rapporteur on the human rights of IDPs and other key stakeholders in promoting the inclusion of IDPs in national development planning.

Global Protection Cluster (GPC)

UNHCR leads 23 of the 28 current protection clusters or other inter-agency protection coordination mechanisms worldwide, alongside OHCHR, UNICEF and UN WOMEN. To ensure a coherent protection response, UNHCR will maintain its close cooperation in 2017 with UNICEF, UNFPA, UNMAS and the NRC as the leads of the GPC areas of

responsibility for, respectively: child protection; gender-based violence; mine action; and housing, land and property.

UNHCR will continue to improve the quality of cluster leadership in the field and will provide support through an “operations cell”. This will be staffed by personnel with protection expertise, as well as relevant language, programming and coordination skills, from UNHCR, the DRC and the Protection Standby Capacity Project (ProCap).

In 2017, the GPC will continue implementing its 2016-2019 strategic framework, which responds to needs identified by national protection clusters, as well as by the IASC-commissioned 2015 “whole of system” review of protection and the “One humanity: shared responsibility” report of the Secretary-General for the WHS. The strategic framework emphasizes a stronger operational focus, engagement of new partners, and adopting innovative practices and tools.

The GPC will also continue to promote protection as central to humanitarian action, and to develop inter-agency policy, protection standards and guidance globally. The GPC will also continue efforts to strengthen the role of field protection clusters in strategy, advocacy, and the design and implementation of programmes. As part of a comprehensive communications strategy, the GPC will enhance its social media presence, website, partnerships and training programmes to ensure the concept of protection is properly understood and integrated into IDP protection and assistance programmes.

Global CCCM Cluster

The Global CCCM Cluster, led by UNHCR in conflict situations and by IOM in natural disasters, offers a range of field support, including tools and technical guidance, information management systems, and training materials for country operations. Population data management, and data gathering and analysis, are at the core of the cluster’s work. The cluster provides further support to the field through deployment of rapid response teams and technical experts when needed, and by assisting in the identification and recruitment of permanent staff for country operations.

In line with the outcomes of the WHS, in 2017 the Global CCCM Cluster will seek to strengthen links with other clusters and agencies, in particular those working on development issues, including the Global Cluster for Early Recovery. The Global CCCM Cluster will also continue to improve its governance structure and create new technical working groups for the development of strategic guidance on the use of cash-based assistance, remote management, and the transitioning and deactivation of clusters.

Other priorities in 2017 include: improving preparedness and contingency planning initiatives; increasing the predictability of responses to new and existing emergencies; and building on lessons-learned and exploring alternative approaches to capacity development (such as e-learning). A new five-year strategy is also being developed, building on the 2013-2016 Global CCCM

Cluster strategic plan. Missions will be undertaken to selected operations in order to gather lessons learned from the implementation of the CCCM urban displacement and out-of-camp initiative, while guidance is being developed on how to adapt camp management approaches to various operational contexts.

Global Shelter Cluster (GSC)

The GSC is led by UNHCR for conflict-related emergencies and by IFRC for natural disasters. It provides a range of support to country shelter clusters, notably through the deployment of trained and experienced shelter cluster coordinators in under 72 hours after cluster is activated.

UNHCR leads 11 of the 26 current country-level shelter clusters. The clusters in Iraq, South Sudan, Syria (including cross-border operations from Turkey) and Yemen are predicted to remain the largest conflict-related shelter clusters in 2017. Partners working in these four countries provided shelter and CRI support to some 10.6 million people in 2015 – this was almost 70 per cent of the total number of people supported by active conflict-related shelter clusters worldwide.

In 2017, the GSC will continue to increase the capacity, predictability and quality of shelter responses by strengthening coordination, information management, and technical coordination in shelter interventions. It will also strengthen its engagement with academia, the private sector and development stakeholders. Training on humanitarian coordination and increased quality shelter coordination capacity will be provided through collaboration with the IFRC and Oxford Brookes University. The GSC will continue to engage with the field to better respond to the needs of operations and improve the dissemination of best practices, including through country-level workshops, training, global GSC events, and using the online platform www.sheltercluster.org, GSC publications and the “Shelter Projects” website. The GSC will further refine these tools, linking them to assessment, monitoring, and evaluation systems.

The year 2017 will mark the end of the GSC 2013-2017 strategy. The GSC is in the process of developing a new five-year strategy which will be based on achievements and lessons learned, as well as commitments undertaken as part of the WHS, the 2030 Agenda for Sustainable Development, and contributions from partners. ■

Running from rape in Burundi

This article is an adapted version of a UNHCR news story.
6 May 2016

Even before she speaks, the violence that has torn through Burundi is legible on Nicole's skin. The stab mark to her belly, the inch-long gash to her neck and the raisin-shaped scar on her scalp from knife blows. Indelible rope burns mark her arms and legs, and some of her teeth are gone, punched out.

Her trip through hell began with the daily, door-to-door rounds of the ruling party militia, the Imbonerakure. When her landlord was unable to pay their demand for 10,000 Burundian francs (\$6.50) it was a fatal mistake on his part.

"We were taken to the river the next day to see him," she said, stopping to gulp a glass of water. "He had been slashed on the head and stabbed in the sides and the belly. His wife had her breasts cut off and was cut open from her genitals to head," she adds. "The children just had their throats cut."

At that moment, Nicole* knew she had to gather up her three young sons and run. They made it almost to the border with Tanzania when they were caught. With about 60 others, Nicole was taken to a nearby detention centre, where "the procedure was that you had to be severely beaten" for trying to leave Burundi, she said. Nicole was then placed in a cell by herself. She passed out, waking up later with a policeman raping her.

"I was shouting and struggling, but he did what he wanted," she said, her trembling fingers struggling to catch the tears rolling down her cheeks. She recalled other officers passing by and walking away.

Nicole is among more than 137,000 Burundians who have fled to neighbouring Tanzania since President Pierre Nkurunziza announced in April 2015 that he would run for a third term, sparking a wave of protests, security crackdowns and militia violence.

From the harrowing accounts of massacres, torture and imprisonment recounted by those who have fled, a disturbing pattern of rape and sexual violence is emerging.

Women are not the only ones targeted for rape. Renate Frech, a UNHCR senior protection officer working in the Tanzania refugee camps, said the reported cases of sexual violence might only "present a small number of the reality," particularly for men.

Survivors in Tanzania are still dealing with the serious consequences from assaults. Some women in the camp are giving birth to babies born of rape. Some have been rejected by their husbands, who cite infidelity, or fears of being infected with HIV.

UNHCR and its partners are trying to provide survivors with medical treatment, counselling and legal services.

Reaching survivors is still a challenge, as a fear of stigma stops many from



Refugees from Burundi queue to be registered in Nduta, Tanzania.

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coming forward. Moreover, with only 30 per cent of the funding it needs to help those displaced by the Burundi crisis, UNHCR and its partners are struggling to provide anything more than life-saving services, such as food, water and shelter. Long-term programs such as specialized counselling, education and skills training, which are crucial in preventing and treating sexual violence, have fallen by the wayside.

To mitigate the risks of SGBV, UNHCR and its partners are giving women solar lanterns, but the camp still needs more lighting and latrines nearer to homes to reduce the walk for women—especially at night—and keep them safer on the move. To reduce attacks on women and girls walking up to 15 kilometres from the camp to gather firewood, women are assisted to build energy-saving stoves. •

**Names changed for protection reasons*