




Ensuring
Protection
for People of
Concern



Refugees from Syria make their way to safety in Turkey.

There is no standard recipe for protecting people who have been forced to flee their homes and who have to rely on the international community for their survival and wellbeing after displacement. Every situation is different; every human story tells a different tale.

In 2014, with ever-expanding numbers of refugees and other people considered to be of concern to the organization, UNHCR was sorely pressed to keep up with the demands to protect and assist vulnerable people in multiple emergencies and ongoing displacement situations. This chapter reviews the main achievements during the year and also presents a number of short articles to describe some of the diverse challenges that face the Office in undertaking its mandated responsibilities to protect and assist. ●●●

Protecting children in displacement: learning from two emergencies in Africa

In 2013, children made up half of the global refugee population – the highest percentage value in 10 years. This trend continued in 2014. As the crisis in the Syrian Arab Republic (Syria) entered its fourth year in March 2014, almost 2 million Syrian children had become refugees. In Europe, more than 23,000 child migrants and refugees arrived by boat across the Mediterranean Sea in 2014, over half of them unaccompanied.

In Africa, two crises in particular – in the Central African Republic (CAR) and in South Sudan – also led to the forcible displacement of thousands of children in 2014 and required UNHCR to adapt its child protection strategies and activities to a range of different challenges. Many children displaced in these situations had experienced or witnessed extreme violence and hardship, and there were extremely high numbers of separated and unaccompanied children in both contexts.

Information available to UNHCR suggested that some children displaced by these crises resorted to negative coping strategies, including child labour and begging, increasing their vulnerability and exposure to risk. Teenagers in particular were reportedly required to assume caretaking and livelihood responsibilities, even if this meant taking on dangerous work, child marriage, or exchanging sex for food and other essential items. Refugees also reported that drug use was common, especially among young men and boys.

Traditional child protection responses proved inadequate to fully address increasingly complex protection risks for displaced children in these situations. Foster-care arrangements and child-friendly spaces – two mainstays of child protection – were unable to accommodate the number of refugee and asylum-seeking children in need. Staff and resources of UNHCR and partners were overstretched.

A proactive approach to child protection from the outset of an emergency is recognized as critical. For the CAR and South Sudan situations, this included deploying trained staff to support the early identification of children most at risk; investing in large-scale, community-based measures such as informal recreation activities for children and child protection interventions in refugee camps; and mobilizing community support structures such as youth groups and outreach workers.

For both emergencies, UNHCR supported a strategic approach to child protection in 2014. For the CAR situation, child protection priorities and objectives were prominently reflected in a regional protection strategy which fed into the inter-agency refugee response plan led by UNHCR. For the South Sudan situation, as part of the development of the inter-agency response, a regional framework for the protection of children was developed early on to define priorities and ensure a harmonized child protection approach across

all UN agencies and other partners. Technical support was provided to coordinate family tracing and reunification mechanisms, as well as point-of-delivery support for quality programming.

Despite these positive efforts, critical gaps remained. Areas where further support and new measures are and will continue to be required

include: addressing children's psychological and social needs; preventing family separation and supporting family-based alternative care; preventing and responding to sexual violence and exploitation; and providing children with real opportunities to access and stay in school.

AREAS OF INTERVENTION

ACHIEVEMENTS IN 2014

Security from violence and exploitation

Protection of children strengthened

Carry out best interest determination (BID) for unaccompanied and separated children (UASC)

- The proportion of unaccompanied or separated refugee children for whom a BID process was completed or initiated increased in 40 refugee situations and was maintained in 14 refugee situations. The increases are linked to the recruitment of additional staff; capacity building of staff and partners; establishing and strengthening BID panels; and developing and improving standard operating procedures. Operations with a high number of UASC still face challenges in meeting the protection needs of this high-risk group.
- Focused support, including training and mentoring, was provided to six operations in East Africa through a regional child protection/BID adviser.

Work to ensure that children of concern have non-discriminatory access to national child protection and social services

- Non-discriminatory access to national child protection and social services increased in 9 refugee situations and 2 IDP situations.
- In 2014, UNHCR's report *Child protection including education* focused on efforts to ensure access of refugee children to national services. This reflects a move to the longer term goal of integrating refugee children in national child protection and education systems. UNHCR advocated with governments and raised awareness amongst people of concern, and provided training and technical support, to increase access to State child protection services, national education services, public health services and issuance of birth certificates by national authorities.
- UNHCR participated in regional processes in Africa and South-East Asia related to civil registration, including birth registration, and successfully advocated for the needs of refugee children to be reflected.

Provide targeted support to operations leading to stronger child protection programmes

- 4 additional country operations (making a total of 16) are developing multi-year child protection strategies as part of UNHCR's global child protection strategy.
- 19 operations benefited from the deployment of child protection specialists and/or support missions. Around 110 months of collective staff time were devoted to coaching on child protection strategy development and training.
- Protection programming was enhanced through a dedicated Youth Initiative Fund, which supported 16 protection projects designed and implemented by young people in their own communities.
- Refugee adolescent and youth issues were given a platform at dedicated forums, including UNHCR's NGO consultations, the "Investing in the Future" regional child protection conference, and the Adolescents and Youth Thematic Day.
- More than 200 UNHCR staff in the field were trained on topics related to child protection in emergencies, including birth registration, mental health and psychosocial support, and alternative care.

Protection at sea

In 2014, increasing numbers of refugees, asylum-seekers, stateless people and migrants took to the seas, often in dangerous or unseaworthy vessels. Tragically, loss of life at sea increased in 2014 with over 4,300 people reported dead or missing, including 3,500 in the Mediterranean Sea alone. The Gulf of Aden and the Bay of Bengal also witnessed significant movements.

UNHCR issued its *Global Initiative on Protection at Sea* (2014), a two-year plan of action that seeks to support States to reduce loss of life, exploitation and violence experienced by those travelling irregularly at sea, as well as to establish protection-sensitive responses to those in need of international protection.

Given the rise in conflicts and drivers for these desperate journeys, the High Commissioner's Dialogue on Protection Challenges in December 2014 was on the theme of protection at sea. In the lead-up to the Dialogue, UNHCR, the International Maritime Organization (IMO), IOM, OHCHR and UNODC issued a joint statement on protection at sea in the 21st century, calling for concerted action from the international community to address all aspects of this issue, including in States of origin, transit and destination. UNHCR also continued to promote cooperation on protection at sea through inter-agency forums such as the Global Migration Group (GMG).

The Office continued to work with partners throughout 2014 to take concrete steps to enhance the protection of people of concern travelling as part of mixed migratory movements. Initiatives have included reinforced awareness-raising strategies, such as the "Know Before You Go" campaign in Libya; as well as interventions at national, subregional and regional levels to respond to the risks posed by human smuggling and trafficking networks, including in consultation with refugees and asylum-seekers in countries such as Ethiopia, Libya, Somalia, Sudan, and in the South-East Asia region. Examples of such interventions include assisting States to develop legislative frameworks, implementing mechanisms to combat trafficking and smuggling, and building asylum capacity; enhancing child protection through additional educational and livelihood opportunities; and improving the security of people of concern in camps or through the provision of safe housing and safe transportation in high-risk areas.

UNHCR continued to advocate for alternative, safer pathways for people of concern to access international protection, including increased resettlement and humanitarian admission for people with specific needs (see chapter on *Progressing Towards Solutions*).

2014 High Commissioner's Dialogue on Protection Challenges: Protection at Sea

Themes:

- Search, rescue and disembarkation
- Addressing drivers of irregular movements and providing safer options
- International cooperation to share burdens and responsibilities

Participants:

- 88 States
- 52 non-governmental organizations
- 13 intergovernmental organizations
- Experts and academics
- Seafarers
- International shipping industry representatives
- National coastguards
- National naval officers

Next steps for UNHCR:

- Continue to advocate for and support States to establish effective search, rescue and disembarkation systems;
- Foster dialogue among the shipping industry and relevant international organizations and States;
- Together with partners, improve the collection and analysis of data regarding travel routes, profiles and protection needs;
- Develop proposals for improved reception and treatment following disembarkation, including "Mobile Protection Response Teams";
- Work with States to eliminate the need for dangerous journeys, both by improving access to international protection regions of origin and further afield, and by providing alternative legal pathways to reach safety, such as family reunion, work or education visas. ■

AREAS OF INTERVENTION

ACHIEVEMENTS IN 2014

Promote protection-sensitive migration strategies

Promote systems for managing arrivals that facilitate protection and access to asylum for refugees and stateless people in mixed migratory flows

- Support was provided for national initiatives in Ethiopia, Sudan and Yemen, as well as regional initiatives in the Caribbean, Southern Africa and South-East Asia, to strengthen safeguards for asylum-seekers, refugees and stateless people in border management processes and reception arrangements.
- Specific initiatives to address exploitation by smugglers and combat trafficking in human beings were undertaken in the East and Horn of Africa and Central America. In 2014, UNHCR published a progress report on smuggling and trafficking from the East of Africa; prepared the *Children on the Run* report for Central America; and updated its Refugee Protection and International Migration - Trends August 2013 - July 2014.

Maintain new initiatives for international cooperation on refugee protection

- UNHCR actively participated in key global forums on international migration, including the GMG and the Global Forum on Migration and Development, and continued to collaborate on multilateral and bilateral bases with IOM, OHCHR, UNODC and the ILO, as well as with NGO partners.
- Specific interventions supported the development of regional approaches to respond to irregular mixed movements in southern Africa. These included strategic collaboration with the Regional Mixed Migration Secretariat (RMMS) in the Horn and East Africa; the establishment of a Mixed Migration Hub in North Africa (Cairo) in collaboration with the OHCHR, IOM and RMMS. Mixed Migration Task Forces are also being established in the region; and consultations and trainings held bilaterally and through multilateral initiatives for affected States.
- UNHCR continued to support regional initiatives to further cooperation on refugee protection and international migration, including in the western Balkans and Central Asia (Almaty Process).
- Events as part of the Cartagena +30 process in 2014 provided scope to further consider regional cooperation to address mixed movements in the Caribbean.

Strengthen protection-at-sea initiatives to reduce the loss of lives of refugees and asylum-seekers at sea

Work with States and other stakeholders towards implementing the outcomes of the 2011 Djibouti Conference on Rescue at Sea

- UNHCR promoted existing tools and frameworks for responding to irregular mixed movements by sea – including mobile protection response teams and the Djibouti Model Framework for Cooperation following Rescue at Sea Operations involving Refugees and Asylum-Seekers.
- UNHCR worked with States to implement the *Global Initiative on Protection at Sea*, including: through the Central Mediterranean Sea Initiative; in the Caribbean through the Cartagena +30 process; in the Gulf of Aden through follow-up to the 2013 Sana'a Declaration of the Regional Conference on Asylum and Migration; and with States in South-East Asia and in Asia and the Pacific.
- An updated *Rescue at Sea. A Guide to Principles and Practice as Applied to Refugees and Migrants* (January 2015) was published, in collaboration with the IMO and the International Chamber of Shipping. It provides basic guidance on rescue at sea situations, and emphasizes the importance of timely disembarkation at a place of safety.

Facilitate regional and subregional cooperation to address irregular mixed migration by sea and reduce loss of life

- UNHCR focused on enhancing regional and subregional cooperation to better address irregular mixed movements by sea.
- Enhancing practical post-disembarkation burden-sharing arrangements between coastal and other States following rescue at sea remained a key challenge in many regions.

Develop evidence base on distress at sea and mixed migration

- UNHCR collaborated with various stakeholders to collect data and analyse irregular mixed movements by sea in selected regions. This has informed evidence-based responses, including the establishment of the Maritime Movements Monitoring Unit (R3MU) in South-East Asia. Initiatives to track maritime arrivals across the Gulf of Aden continued, in order to provide data on the nature and scale of these movements. Improved collaboration with the RMMS in Nairobi for strengthened coordination of real-time information on mixed movements was also undertaken.

Higher education for refugees



DAFI scholar Olivet Nyankuru receiving his diploma from the President of Mozambique in 2014.

“Hearing my name [during graduation] was like I was dreaming and all my hard work paid off ... for a moment I forgot I was a refugee.” Olivet Nyankuru, a 28-year-old Burundian refugee living in Mozambique with the support of the Albert Einstein German Academic Refugee Initiative (DAFI programme), never imagined that he would be receiving his degree from the medical school of Lúrio University, Nampula – let alone that it would be presented by the President of Mozambique. However, while Olivet Nyankuru’s dreams have come true, higher education remains out of reach for most refugees.

UNHCR considers access to higher education vital to its protection mandate and key to supporting durable solutions and development. Access to higher education provides young refugees with a sense of purpose, facilitates their integration with host communities, and builds their leadership skills. It enables them to become agents of positive change, including upon return to their home countries.

According to the UNESCO Institute of Statistics, 32 per cent of young people of university age across the world were enrolled in tertiary education in 2012. However, for young refugees, the figure was estimated to be less than 1 per cent. UNHCR has increased advocacy with governments, universities and other partners, and is working to pilot alternatives for refugees to allow them to complete higher education.

Everyone has the right to education. [...] higher education shall be equally accessible to all on the basis of merit. (UN Declaration of Human Rights, 1948:Art.26)

THE IMPACT OF DAFI

The DAFI programme has remained the backbone of UNHCR’s tertiary education support and has benefitted more than 7,000 refugee students in the past 23 years. The German Government’s long-standing support for the programme has given young refugees the opportunity to study medical sciences, information technology, business administration and teacher training – qualifications that are crucial for post-conflict reconstruction.

In 2014, more than 2,200 students were enrolled in the programme in 42 countries. Additional funds provided by the Saïd Foundation allowed UNHCR to establish two new programmes for Syrian refugees in Lebanon and Turkey.

EXPANDING OPPORTUNITIES THROUGH CONNECTED LEARNING

UNHCR has entered into partnerships with a range of blended and connected learning providers to expand opportunities for refugees to access certified tertiary education.

Muriel, a Burmese refugee living in northern Thailand’s Mae La refugee camp, was among the 45 students admitted to a connected learning programme run by the Australian Catholic University. In summarizing the programme Muriel said, “A constructive system, where marks were not the only indicator of cleverness, but where we were able to connect to the real world and apply what we learnt in our communities”.

As at 2014, more than 2,800 refugees had participated in connected learning courses in Jordan, Kenya, Malawi and Thailand. New programmes were being developed in Afghanistan, Chad and Myanmar.

AREAS OF INTERVENTION

ACHIEVEMENTS IN 2014

People of concern have optimal access to education

Provide technical support to countries

- 25 countries in Africa, Asia, the Middle East and North Africa received technical support to develop and roll out multi-year education strategies.
- In response to the high number of refugee children out of school as a result of the situations in the CAR, Nigeria and South Sudan, joint assessment missions were carried out by UNHCR, UNICEF and various national Ministries of Education from refugee-hosting countries; three joint training workshops were organized; and education response plans were developed.
- The Educate A Child programme continued to support more than 266,000 primary-school age refugee children in 12 countries who were otherwise not in school. Assessments to identify the root causes for lack of school attendance by refugee children were conducted in 6 countries.

Strengthen data management and monitoring of learning outcomes

- UNHCR developed a country-based education data management system to facilitate data collection and reporting, focusing on learning outcomes.

Promote the use of technology in education

- Partnerships with Education Above All Foundation, Libraries without Borders, the Vodafone Foundation, Worldreader, several universities and other organizations working in higher education helped to support a global increase of more than 10% enrolment of refugee children in primary education, better resourced schools and higher quality education, and expanded access to certified higher education programmes and innovative opportunities for young people, including access to information communication technology.

Enhance access to tertiary education

- More than 2,200 refugee students were enrolled in tertiary education in 42 countries under the DAFI programme. An additional 1,500 refugee students were enrolled under country operation initiatives in collaboration with Governments in Chad, Egypt, Mali, Niger, Syria and Yemen.
- The number of DAFI scholarships for Syrian refugee students tripled compared to 2013, with the programme providing for 151 new students; 88 of these students (58%) were women.
- UNHCR and its partners sought to respond to the demand for higher education among refugee communities through “connected learning” programmes, providing at least 2,800 students with degree or certificate programmes.

Enhancing UNHCR’s accountability

UNHCR is committed to ensuring that people of concern are at the centre of its activities, and that it takes account of, gives account to, and is held to account by, the people it serves. The organization must ensure that people of concern are meaningfully involved in key decisions and processes that impact them, throughout all phases of displacement, until durable solutions are achieved.

UNHCR’s age, gender and diversity (AGD) policy, adopted

in 2012, guides the organization in carrying out its protection and assistance responsibilities and provides a framework to ensure that it fulfils its commitments on accountability. The AGD policy requires staff to employ rights-based and community-based approaches, using participatory methodologies.

At the programme planning stage in Uganda, for example, refugee communities voiced their fears of violent attacks that occurred primarily after dark. Together with the refugee communities and partners, UNHCR

identified the areas of the camp where night-time violence was most common. Solar-powered lighting was installed to illuminate strategic locations across the settlement site.

The contribution of the AGD approach to enhancing accountability was also apparent during programme implementation – monitoring results, identifying gaps, and making necessary programme changes. In Cairo, refugee women informed UNHCR of the constant harassment and abuse they faced when moving around the city. This limited their ability to work and participate in UNHCR’s livelihoods programme there. In response, UNHCR modified the programme in the food service industry, in consultation with the

refugee women, to enable them to prepare food products at home. The food is now collected, distributed, and sold without the women having to travel outside their home, thus reducing the risks they faced.

The AGD Policy also confirms UNHCR’s commitment to advocating for an AGD approach to be adopted by other entities working with refugees, stateless and displaced people. In 2014, the organization became co-chair of the IASC task team on accountability to affected populations including prevention of sexual exploitation and abuse, worked closely with clusters and provided operational support to implement accountability commitments.

AREAS OF INTERVENTION

ACHIEVEMENTS IN 2014

Basic needs and essential services

Services for people with specific needs strengthened

UNHCR and partner staff strengthen their capacity to address specific protection needs of lesbian, gay, bisexual, transgender and intersex (LGBTI) people of concern

- UNHCR began comprehensive regional mapping to assess its progress in addressing the needs of LGBTI people of concern.
- A training programme on protection of LGBTI people of concern was piloted for staff at Headquarters and in the Africa region, including participants from 17 country operations.

UNHCR and partner staff strengthen their capacity to address specific protection needs of persons with disabilities in forced displacement

- UNHCR launched a project to improve institutional capacity to implement disability guidance. A senior disability adviser oversaw the project to provide technical support to country operations and develop disability-inclusion training materials.

Judicial engagement

The interpretation and progressive development of international standards for protecting refugees, stateless people and others of concern to UNHCR depend increasingly on national, regional and international jurisprudence. In 2014, the organization continued to engage with legal practitioners and the judiciary as part of its core protection work, including through

capacity-building interventions for lawyers and judges, developing legal tools and guidance, funding legal service providers, and organizing and participating in events and conferences on international law.

Judicial decisions can bridge protection gaps left by political, administrative and legislative processes, and contribute to consistent and sound application of relevant standards. UNHCR directly

intervened in courts to advance consistent interpretations of the 1951 Convention relating to the Status of Refugees (1951 Refugee Convention) and other international instruments. The Office sought to engage in cases where fundamental legal principles or rights were at stake, or where it could lend its expertise and authority to resolve complex legal questions. Through court interventions and judgments, a number of important points of law have been clarified.

UNHCR's credibility and objectivity have been recognized by a wide number of courts. The Office has been granted intervention status by the superior courts of Australia, Canada, Germany, Hong Kong SAR (China), Hungary, Israel, the Netherlands, the United Kingdom and the United States of America, as well as by the European Court of Human Rights, the Court of Justice of the European Union and the Inter-American Court on Human Rights. ■

AREAS OF INTERVENTION

ACHIEVEMENTS IN 2014

Favourable protection environment

Law and policy developed or strengthened

Advocate for the adoption or revision of refugee laws consistent with international standards

- The Office supported legislative revision processes in more than 59 countries through official comments, expert advice and/or active assistance, with drafting as required. Legislative changes took place in more than 19 countries.
- UNHCR revised internal instructions to guide its amicus curiae briefs before national, regional and international courts.
- The Office intervened in 14 court cases in 11 jurisdictions with respect to the interpretation and application of legal standards for the protection of refugees, asylum-seekers and stateless people. UNHCR continued to encourage States to ensure a favourable protection environment for people of concern, using UN human rights mechanisms and by making submissions to the Universal Periodic Review.
- 12 pieces of country-specific guidance on protection issues were published on the Refworld database (www.refworld.org), including on Iraq, Libya, Somalia, Syria and Ukraine. Several of the guidance documents were used in courts or as a basis to change country-specific policies in specific jurisdictions.
- The *UNHCR Protection Manual* was launched, containing up-to-date guidance on legal and operational protection topics.
- UNHCR updated its *Thematic Compilation of General Assembly & Economic and Social Council Resolutions*, as well as the *Thematic Compilation of Executive Committee Conclusions*.
- Following expert meetings in 2012 and 2013, *Guidelines on Temporary Protection or Stay Arrangements* were issued. These guidelines promote temporary protection or stay arrangements, particularly for regions where few States are party to the 1951 Refugee Convention.
- UNHCR helped organize and participated in the 10th World Conference of the International Association of Refugee Law Judges (IARLJ), and the second tripartite European judicial dialogue, alongside judges from the European Court of Human Rights, the Court of Justice of the European Union and national courts and tribunals.
- With HIAS and Asylum Access, the Office organized the second annual roundtable on strategic litigation.
- UNHCR advised the UN Committee on the Elimination of Discrimination against Women on the elaboration of *General recommendation No. 32 on gender-related dimensions of refugee status, asylum, nationality and statelessness of women*; the UN Human Rights Committee in relation to its *General comment No. 35, Article 9 (Liberty and security of person)*; and presented at the Working Group on Arbitrary Detention's special session on the right to challenge detention.

Quality of registration and profiling improved or maintained

Improve registration software

- UNHCR planned for the deployment of its registration and case management software, proGres version 4. The application includes new features for effective case and workflow management in a variety of refugee contexts. Information will be stored in a centralized database that will allow data to be securely shared across operations.

Improve identity management

- UNHCR designed, completed and initiated testing on its new biometric identity management system (BIMS) building on the successful pilot of a system prototype in Malawi and the use of biometrics across a number of UNHCR operations globally. BIMS will support registration activities by helping to target assistance and better verify the identities of people of concern.

Provide field support for registration to field locations

- Field operations received guidance and support for registration activities, including through the delivery of registration equipment and supplies; and the deployment of and capacity-building of registration staff.



AREAS OF INTERVENTION

ACHIEVEMENTS IN 2014

Number of individual documents issued increased

Advocate International Civil Aviation Organization (ICAO)-compliant Machine Readable Convention Travel Documents (MRCTDs) issuance

- UNHCR continued to advocate for MRCTD issuance. Two countries (Turkmenistan and Uganda) began issuing MRCTDs in 2014.
- Progress was made to implement legally binding standards for MRCTDs within the ICAO framework. Two ICAO bodies adopted the proposed standards in 2014, pending final approval by the ICAO Council in 2015.

Quality of and access to status determination procedures improved

Further develop and implement standards and procedures relating to refugee status determination (RSD)

- The *Procedural Standards for Refugee Status Determination under UNHCR's Mandate* and the *Manual on Mandate RSD* continued to be revised and updated.
- UNHCR provided operational, legal and procedural advice on RSD procedures and decision-making for regular and emergency operations, and for specific caseloads or profiles, including vulnerable groups.
- Quality assurance initiatives continued to be rolled out in the Americas and Eastern Europe, and began in West Africa.
- Owing to a significant rise in individual RSD applications and continued funding constraints, there was an increase in UNHCR's registration and RSD backlogs. While UNHCR sought to explore alternatives to individual case processing and to improve its efficiency, strengthened capacity was required to support case processing as well as national capacity-building activities.

Further build capacity of RSD staff

- RSD training was delivered, included 5 regional sessions of the RSD learning programme; 1 advanced regional exclusion training; and 1 regional session of a thematic LGBTI/RSD training. These training sessions capacitated some 160 staff.
- Training on research and use of country-of-origin was developed and facilitated, including through webinars, face-to-face training and presentations on specific countries of origin.

Electronic support tools maintained and updated

- Updated country information, legal and policy documents and national legislation were disseminated via the Refworld database.
- An internal, electronic forum for exchanges on country of origin information and RSD practice ("Community of Practice") was maintained for staff involved in RSD; and a separate community forum was launched to exchange information regarding adjudication of Syrian cases.
- An electronic version of the *UNHCR Protection Manual* was issued.

Strengthen RSD operations through additional staffing and expert deployments

- The number of UNHCR staff engaged in mandate RSD procedures increased from 450 to 465, of whom almost 80% were assigned full-time to RSD.
- Despite funding constraints, UNHCR deployed 8 RSD consultants under the UNHCR RSD Deployment Scheme (of 10 targeted) and one RSD expert under the joint memorandum of understanding with France's *Office français de protection des réfugiés et apatrides*, to 9 country operations to support UNHCR RSD and State asylum procedures.
- 3 RSD support missions were fielded to Egypt, Jordan and Thailand.

Publish and disseminate updated and revised guidelines on exclusion from international protection based on Article 1F of the 1951 Convention relating to the Status of Refugees

- Research was conducted into exclusion issues where there had been major developments in recent years, including jurisprudence on individual responsibility and the interpretation and application of exclusion for acts contrary to the purposes and principles of the United Nations. This research will form the basis for updated guidelines on exclusion from international protection based on Article 1F of the 1951 Refugee Convention.

Risks related to detention reduced and freedom of movement increased

Launch of the Beyond Detention global strategy

- UNHCR launched *Beyond Detention: A Global Strategy to support governments to end the detention of asylum-seekers and refugees, 2014-2019* in June 2014 and held a workshop in July 2014.
- For the initial two-year roll-out period, 12 focus countries were identified (Canada, Hungary, Indonesia, Israel, Lithuania, Malaysia, Malta, Mexico, Thailand, the United Kingdom, the United States of America and Zambia). UNHCR has prepared comprehensive country profiles and begun to elaborate national action plans with stakeholders.

Monitoring immigration detention

- The *Monitoring Immigration Detention: Practical Manual* (2014), developed with the Association for the Prevention of Torture (APT) and the International Detention Coalition, was issued in English, French and Spanish.
- The first training on detention monitoring was held for staff working in Europe and the Americas, with the support of the APT and the United Kingdom Inspectorate of Prisons.

Community empowerment and self-reliance

Community mobilization strengthened and expanded

Increase percentage of female participants active in leadership/management structures

- 28 (of 49 reporting) operations noted an increase in refugee women's participation in leadership/management structures in 2014, while 8 operations reported that this had remained at 2013 levels. 4 IDP operations (of 5 reporting) also noted increased women's participation in leadership/management.

Operations receive support to enhance community-based protection

- UNHCR initiated the merger of selected protection and community services functions, creating the new community-based protection function.
- UNHCR engaged a community-based protection adviser at Headquarters to map and assess current community-based protection work, and develop guidance material for UNHCR operations globally.



GLOBAL STRATEGIC PRIORITIES

PRIMARY EDUCATION ENROLMENT RATE

In **Kenya**, enrolment improved, particularly in Kakuma where access to primary education for refugees from South Sudan and other countries of origin increased from 45% to 70%. Camp-based schools were registered within the national system, enabling beneficiaries to receive greater support from the Government and promoting the sustainability of refugee education. Through other initiatives, over 90 primary school teachers were trained, including 15 teachers for children with special needs; a school feeding programme was introduced; school infrastructure was expanded; and schools were supplied with additional needed teaching and learning materials.

In **Malaysia**, enrolment of refugee children in primary education was maintained at 47%, but remained within the critical range. The need to depend on parallel education services because refugees are not included in the national education system limits any prospect of increased enrolment. The lack of accredited examination and certification for primary education, as well as a shortage of adequate facilities and qualified teachers, affect the motivation of families and communities to enrol and keep children in school.



GLOBAL STRATEGIC PRIORITIES

SUPPORT FOR SGBV SURVIVORS

In **Ecuador** over 900 reported survivors of gender-based violence received legal assistance – nearly double the targeted number of 500. UNHCR advocated with public institutions, communities and local media to raise awareness about legal remedies to SGBV. Gender “roundtables” were established at the community level, comprised of representatives of private and public institutions, and roundtable participants were trained on SGBV prevention and response measures. Government counterparts and local organizations also initiated gender workshops, which will facilitate the expansion of health and legal services for SGBV survivors.

Ensuring appropriate support for known SGBV survivors amongst IDPs in **Iraq** has been a challenge. A shortage of social workers and female medical personnel has limited the use of available services by survivors. Stigma, cultural barriers, and limited

awareness about services have contributed to low reporting of SGBV incidents. In addition, new waves of displacement and the deteriorating security situation have made access difficult in some areas. To address this challenge, UNHCR has partnered with NGOs to provide services to IDP survivors and, through training on SGBV prevention and response, to improve standards of service and ensure that the *do no harm* principle is respected. Advocacy sessions were held in different areas and six new SGBV committees comprised of women conducted outreach services. Partners were trained in case management, counselling and interviewing skills. UN agencies, in partnership with the British Consulate in Iraq, held a roundtable discussion on the prevention and response of conflict-related SGBV incidents and developed recommendations. Three events were organized for the IDPs and their host communities in order to share information and raise awareness within the community about the prevention and response mechanisms in place, as well as the referral channels available for victims.



GLOBAL STRATEGIC PRIORITIES

WOMEN IN LEADERSHIP/ MANAGEMENT STRUCTURES

Owing to ongoing conflict in 2014, which restricted movement and access for humanitarian agencies, the situation of IDPs in **Myanmar** further deteriorated and numbers increased. However, the percentage of women who were active in leadership/management structures increased substantially. More than 120 community-based organizations were established and community mobilization was strengthened by the inclusion of 40% female participants. In addition, training sessions were organized for IDP community volunteers on topics such as skills training, first aid, WASH, reproductive and sexual health, disease and violence prevention. Volunteer community female and male peer educators, were selected to relay key messages to peers in their respective villages and report concerns to UNHCR field staff. The positive feedback received from the communities confirmed the value of equal gender representation in efforts to strengthen community mobilization.

The ratio of women in leadership roles in **Yemen** fell further in 2014. UNHCR Yemen reported that the representation of women in leadership committees inside and outside camps remained very low. The primary reason for this was the restrictions on the mobility of women, and hence their ability to attend meetings. While the country operation was able to include cross-sections of the IDP community in focus group discussions on project planning and implementation, female representation in decision-making bodies remained non-existent.



GLOBAL STRATEGIC PRIORITIES

REGISTRATION

In **Chad**, great progress was reported in 2014, with a 15 percentage point increase in the level of individual registration. This population group contains both Chadian returnees and new arrivals from the Central African Republic (CAR).

Following the massive influx from the CAR, UNHCR was responsible for profiling Chadian returnees. The distribution of pre-printed refugee ID cards for refugees in a protracted situation was put on hold to prioritize the registration of the newly displaced at various entry points. The UNHCR and CNARR (*Comité National d'Accueil, de Réinsertion des Réfugiés et des Rapatriés*) team ensured the registration of all CAR refugees with data disaggregated by age and gender. Over 16,000 new refugees were registered in total. In the meantime, CNARR continued its routine issuance of individual documentation and field and border monitoring. Civil status events (marriages, births, divorces) were recorded by CNARR and referred to UNHCR for data updating.

As part of efforts to improve the quality of individual data registration, Chad developed a plan to introduce the new Biometric Identity Management System through an extensive registration verification exercise, which is due to start in 2015.

The last verification and profiling exercise of the urban population in **Mozambique** took place in 2010. A countrywide verification and further profiling exercise has been planned since 2013, but was not implemented in 2014 owing to budget constraints and the need to prioritize life-saving activities in the camp. A countrywide verification will require considerable human and financial resources; however, the absence of data on the urban population has been a major impediment to the further design and implementation of UNHCR's urban strategy in Mozambique.

The National Registration Office (INAR) only undertakes registration activities in the city of Nampula. This is a major constraint, especially for vulnerable cases who cannot afford the cost of travel to Nampula. No estimates of the number of people of concern who remain unregistered are available. In 2014, UNHCR contacted the INAR to discuss both a registration and refugee status determination strategy for the capital Maputo, which has a population size of more than 1 million. UNHCR advocates for decentralized registration activities in Maputo to increase access to registration and refugee status determination. ●