



Safeguarding fundamental rights

Abu Mohammad, internally displaced from Eastern Ghouta, Syria, describes the conditions at the Adra electricity complex shelter in rural Damascus to a UNHCR staff member.

The safeguarding of fundamental rights requires a clear focus on the human dignity of all people of concern to UNHCR. The refugee definition set out in the 1951 Convention Relating to the Status of Refugees has been developed in regional instruments and through State practice and judicial interpretation over decades. Being able to flee and be recognized as a refugee can be a matter of life and death. Respect for dignity must be central to the progressive development and implementation of law and standards for refugee protection and underpins all of

UNHCR's activities in pursuit of the full enjoyment of refugee rights.

The framework provided by the global compact on refugees offers renewed opportunities to prioritize the dignity of refugees and the communities that host them and to make a real difference in their lives. In the delivery of solutions, UNHCR needs to maintain the focus on resettlement and complementary pathways which are key to the successful implementation of the global compact. Through the three-year strategy envisaged in the global compact, the Office hopes

to address the widening gap between the number of refugees in need of resettlement and the places made available globally, as well as encouraging States to develop and facilitate access to complementary pathways for admission.

Equally in the context of internal displacement, law and policy development, as well as humanitarian action, need to be centred on respect for dignity. On the 20th anniversary of the Guiding Principles on Internal Displacement, this is being brought into focus with a three-year strategy—the GP20 Plan of Action—to advance the implementation of the Guiding Principles in key displacement situations around the world. The 10th anniversary of the African Union Convention on IDPs (the Kampala Convention) provides additional impetus and refocused attention on internal displacement.

The right to a nationality, which recognizes that individuals are not objects to be governed by the powerful but subjects of law, endowed with dignity and hence entitled to legal identity, is fundamental to addressing statelessness. The right to a nationality was the powerful aspiration of Article 15 of the Universal Declaration of Human Rights and, recently, UNHCR has seen a revival of this ambition. Sustainable Development Goal 16 provides a means to realise this right and UNHCR's 10-year #IBelong Campaign to End Statelessness has kept attention on this goal. The Campaign will continue to catalyse initiatives aimed at respecting and restoring dignity through legal identity.

UNHCR's new Age, Gender, and Diversity Accountability (AGD) Policy will allow it to make further headway in bringing the experiences and views of all people of concern more visibly to the forefront of planning, engagement and communications

and will underpin all efforts to promote effective safeguarding of fundamental rights. Better monitoring and reporting based on sound evidence will strengthen UNHCR's accountability to the people it serves.

Record numbers of people have been displaced due to human rights violations, armed conflict, violence and public disorder, making international refugee protection more relevant than ever. There are immense challenges in ensuring the legal framework for protecting refugees is appropriately implemented and that people in need of international protection have access to fair and efficient asylum procedures and are properly received and treated.

UNHCR's work is committed to promoting greater respect for the rights of refugees, asylum-seekers, internally displaced people, stateless persons and others of concern. Protection is central to any humanitarian response, with activities aimed at obtaining full respect for the rights of individuals in accordance with international refugee law and human rights law, as well as international humanitarian law.

In line with its mandate, UNHCR will advance and monitor the implementation of protection standards, strengthening State compliance and national systems, and mainstreaming protection in all areas of its work. This will include developing and disseminating legal, policy, procedural, operational and country guidance, as well as tools, on current international protection issues. Such issues would include protecting people displaced by the effects of climate change, environmental degradation and natural disasters, the right to family life for refugees in the context of family reunification, refugees' right to work, and the principle of not penalizing refugees for their irregular entry or stay.

UNHCR will also promote international protection principles in strategic partnerships, internationally and locally, particularly when following up the global compacts on refugees and migration. It will join the African Union in commemorating the 50th anniversary of the OAU Refugee Convention, as well as supporting UNHCR's Executive Committee (ExCom) process on Conclusions on International Protection, and will engage with various UN human rights mechanisms to promote greater respect, in practice and law, for the rights of refugees, asylum-seekers, stateless persons and others of concern.

As of 2018, 148 States are party either to the 1951 Geneva Convention, its 1967 Protocol or both. Furthermore, 46 of the African Union's 55 Member States are party to the 1969 Organization of African Unity (OAU) Convention Governing the Specific Aspects of Refugee Problems in Africa.

In the same period, approximately 138 UN Member States had some form of law or decree that affected refugee protection issues to varying degrees –whether they were national asylum or refugee laws, rulings covering general immigration or other laws or decrees governing non-nationals. By strengthening the capacity of States, UNHCR and other stakeholders will help guide a coherent and consistent interpretation and application of protection standards, including by supporting global, regional and national treaty and legislative processes and engaging with academics, lawyers and the judiciary. UNHCR will submit third-party interventions and engage strategically with judicial institutions and processes on relevant questions relating to international protection and the rights of people of concern.

ENSURING ACCESS TO PROTECTION



Asylum-seekers fleeing violence in Nicaragua wait to file their applications at the immigration office in San Jose, Costa Rica.

Partnerships

Strategic partnerships are central to maintaining and strengthening international protection principles. This includes participation in international processes and mechanisms—particularly those in the area of human rights, migration, climate change, and displacement driven by environmental degradation and natural disasters. Such partnerships in 2019 will include academic experts and institutions, the International Association of Refugee and Migration Judges, the International Detention Coalition, the Platform for Disaster Displacement, the Inter-Parliamentary Union, the International Commission of Jurists, ICRC, IOM, the International Maritime Organization, UNICEF and UN Women.

Operational partnerships will also be important. UNHCR will continue to work closely with the OHCHR, the Human Rights Council, the UN human rights treaty bodies and special procedures mandate holders. It is expected that these engagements will encourage recommendations for States that address fundamental rights of immediate relevance to people of concern, including the protection of IDPs, the prevention of and response to sexual and gender-based violence, the detention of asylum-seekers, respect for the principle of *non-refoulement*, universal birth registration and the prevention of statelessness.

ANTICIPATED AREAS OF INTERVENTION IN 2019

KEY ACHIEVEMENTS TARGETED IN 2019

FAVOURABLE PROTECTION ENVIRONMENT

LAW AND POLICY DEVELOPED OR STRENGTHENED. IN 2019, UNHCR WILL:

Advocate the adoption or revision of laws consistent with international standards

Provide technical advice to encourage States to enact new or revised legislation and policy guidance incorporating improved protection standards.

Undertake court interventions to advance the development and consistent interpretation and/or application of relevant legal standards.

Develop, publish and disseminate guidance on key topics

Develop legal guidance with partners on issues related to international protection, including displacement linked to the effects of climate change, environmental degradation and natural disasters; refugees' right to family life in the context of family reunification; refugees right to work; and the principle of non-penalization of refugees for irregular entry or stay.

Promote consideration, by the Treaty Monitoring Bodies and the Universal Periodic Review (UPR), of the enjoyment of rights of people of concern to UNHCR

Strengthen engagement with UN human rights mechanisms, including with the UPR, the special procedures and treaty monitoring mechanisms.

Deliver webinars on Treaty Bodies and UPR to improve the capacity of UNHCR's field staff to strategically use the UN's human rights machinery in their protection and advocacy work.

Building and strengthening fair and efficient asylum procedures



UNHCR staff verify and assist Venezuelan refugees, asylum-seekers and people of concern at the Rondon I shelter in Boa Vista, Roraima, Brazil.

The number of asylum-seekers globally is high and growing and presents challenges on how to effectively respond to protection needs arising in large mixed movements. UNHCR will continue to strategically engage with refugee status determination (RSD) from both a national and regional cross-border perspective. This aims to anchor the Office's RSD work within broader protection and solutions strategies, whether in countries with a State asylum system or those where UNHCR conducts RSD under its mandate.

States have a specific responsibility to ensure comprehensive refugee protection and durable solutions. UNHCR has an obligation to support them in assuming responsibility for RSD activities and will engage in measured and sustainable capacity development. This requires looking holistically at asylum systems and pursuing transitions that are fully embedded in the rule of law and supported

by well-organised and well-equipped State institutions. UNHCR welcomes expressions of intent and steps towards increasing engagement with RSD and will work actively with those States in 2019.

UNHCR will establish the asylum capacity support group, as envisaged by the global compact, to support States, at their request, in strengthening national asylum systems that identify and respond to people in need of international protection in a fair and timely manner with capacity to adapt in the event of pressure due to large numbers of applications.

UNHCR will seek opportunities for holistic technical support to ensure effective asylum decision-making through quality assurance initiatives, training sessions and support in revising legal frameworks. The Office will work with a broad range of actors, including civil society and development counterparts, to support the institutional capacity of asylum bodies.

30 States Parties to both the 1951 Geneva Convention and its 1967 Protocol, or one of the two, do not have a national asylum or refugee law.

To help increase efficiency, UNHCR will continue to assist States with differentiated case processing modalities allowing for streamlined procedures adaptable to specific profiles and caseloads in order to prevent or respond to backlogs. It will also provide country guidance products to inform decision-makers.

UNHCR will also undertake refugee status determination under its mandate and keep these activities under continuous review to ensure that engagement serves as a necessary and useful element of UNHCR's protection response. It will channel other cases into group, or community-based protection responses.

ANTICIPATED AREAS OF INTERVENTION IN 2019

KEY ACHIEVEMENTS TARGETED IN 2019

FAIR PROTECTION PROCESSES AND DOCUMENTATION

ACCESS TO AND QUALITY OF RSD PROCEDURES IMPROVED. IN 2019, UNHCR WILL:

Further develop and oversee the implementation of policies, guidance, standards and procedures relating to RSD

Establish an asylum capacity support group to assist States, on their request, in strengthening asylum and RSD systems.
 Engage in sustainable capacity development and provide legal, procedural and strategic case processing advice, including through quality assurance initiatives, to States with national RSD systems, or in the process of taking on RSD responsibility.
 Support initiatives such as standby rosters of technical experts and case-processing staff with more multi-functional profiles. Seek and build synergies in institutional capacity assessment and development.
 Provide guidance to governments, UNHCR staff and other stakeholders on the application of the exclusion criteria of the 1951 Refugee Convention.
 Provide guidance on the provisions of the 1951 Refugee Convention and address security concerns and maintain necessary standards of refugee protection, in line with international law.

Strengthen the capacity of UNHCR RSD staff and operations, including through deployments

Develop and deliver RSD-specific training, including up to 3 sessions of the learning programme for up to 90 UNHCR staff.
 Roll out e-learning materials and sessions of the Interviewing Learning Programme.
 Roll out an online induction training module for new RSD eligibility officers.
 Support mandate RSD operations by deploying RSD experts.

Provide asylum decision-makers up-to-date country of origin information and country-specific policy guidance

Publish eligibility guidelines and other country-specific guidance on major countries of origin.
 Commission country of origin information reports from independent organizations with expertise in this research field.
 Maintain up-to-date country of origin information on Refworld for governments, UNHCR staff and other stakeholders in asylum and RSD procedures.

Alternatives to detention



Women and children who were being held at Triq Al Sikka detention centre in Tripoli are finally on their way to Niger, where they hope to be resettled to a third country.

Every year hundreds of thousands of people on the move, including asylum-seekers, refugees and stateless persons, are detained for immigration-related reasons. In many cases, they face arbitrary detention in conditions that do not meet minimum international standards, and many of them should not, in principle, be detained at all, given that seeking asylum is not an unlawful act.

This worrying trend is widespread and driven by increasingly restrictive border management practices that make access to territories and asylum ever more challenging. Research shows that even the most stringent detention policies do not deter irregular movements or discourage people from seeking asylum. The physical and psychological consequences of detention are well-documented, and UNHCR advocates for States to

systematically collect data on detention practices and use it to identify alternatives to detention.

The consolidation of the “Global strategy - beyond detention 2014-2019” has focused attention on three specific goals, with the aim of supporting governments and engaging civil society on ending child detention, ensuring alternatives to detention are available to asylum-seekers, and promoting conditions of detention that meet international standards.

In 2019, the completion of a collaborative project with the European Instrument for Democracy and Human Rights to prevent the detention of children will see the production of three learning programmes on immigration detention and related learning tools for UNHCR staff, States and other partners. These programmes will focus on the fundamentals of immigration

detention, alternatives to detention and immigration detention monitoring. The project will help build States' capacities to create new care arrangements and community-based alternatives to detention for children and their families in selected country operations in the Balkans, the Middle East, North America and South-East Asia.

UNHCR will strive to mainstream detention within other relevant operational priorities and ensure the global advocacy on detention concerns is maintained through further operational engagement. In 2019, UNHCR will produce a comprehensive advocacy toolkit to develop country-specific messaging in continued support of the strategy's three goals. The Office will also work closer with the regional bureaux to develop detention mapping exercises to inform further interventions to promote alternatives to detention.

UNHCR will support the "UN global study on children deprived of liberty", which is due to be presented to the United Nations General Assembly in October 2019. With other UN agencies and civil society actors, the Office is leading the drafting of the chapter related to children deprived of liberty in the immigration context. This study should mark a threshold in terms of States' commitments to providing systematic and reliable information on this sensitive area.

Partnerships are crucial to ensure UNHCR's detention activities have the maximum impact. These partnerships include working in collaboration with State authorities, other UN agencies and civil society, including the International Detention Coalition and its many active member organizations.

ANTICIPATED AREAS OF INTERVENTION IN 2019

KEY ACHIEVEMENTS TARGETED IN 2019

SECURITY FROM VIOLENCE AND EXPLOITATION

RISKS RELATED TO DETENTION REDUCED AND FREEDOM OF MOVEMENT INCREASED. IN 2019, UNHCR WILL:

[Advocate relevant legal and policy frameworks related to detention and alternatives to detention in accordance with international standards](#)

Consolidate the expansion of the number of countries engaging in the strategy.
 Continue providing technical advice to focus countries on enacting new or revised legislation with improved detention safeguards, including alternatives to detention.
 Evaluate implementation and progress on focus countries' national plans of action.
 As part of the implementation of the European Instrument for Democracy and Human Rights' project, "Global technical assistance and capacity-building programme to prevent detention of children and to protect children and other asylum-seekers in detention 2016-2019" implement 3 learning programmes on detention monitoring and alternatives to detention; deliver 5 global workshops associated with these learning programmes (in Asia and the Americas); organize a global roundtable on reception and alternatives to detention for children.

[Work towards ending the detention of asylum-seeking and stateless children](#)

Provide technical advice to governments and other stakeholders on child-appropriate alternatives to detention.
 Develop child protection tools in the context of detention, such as best interests assessments and referral mechanisms to prevent the detention of children seeking asylum.
 Pilot project(s) and study visits on reception and alternatives to detention for children and families with national authorities and partners.

Addressing and responding to mixed movements



UNHCR staff members at Triq Al Sikka detention centre, on the outskirts of the Libyan capital, assess the needs of refugees and migrants who have been intercepted and detained while trying to cross to Europe.

In recent years, more people in different parts of the world have been travelling in mixed movements. It is challenging to put global figures to this phenomenon. Those travelling in mixed movements are in many cases never registered because they often cannot access any means to claim asylum, do not come forward for fear of being detained and deported, or because they perish somewhere along the dangerous routes they take.

People in need of international protection travel alongside migrants, frequently in an irregular manner, using the same routes and means of transport. Although they travel for different reasons they face many of the same threats to their lives and safety, such as exploitation and violence at the hands of traffickers and smugglers, prolonged separation from family members, abduction, detention in deplorable conditions and for long periods,

physical and sexual abuse, torture, and extortion by criminal gangs.

UNHCR's engagement with mixed movements aims to ensure that people who need international protection can seek and secure it. Mixed movements of particular interest to UNHCR include the routes from West and East Africa across the Mediterranean into southern Europe, from the Great Lakes and the Horn of Africa towards southern Africa, across the Red Sea and the Gulf of Aden to Yemen, and from South and Central America towards North America.

Recognizing the complexity and realities of mixed movements, UNHCR will continue supporting measures that reduce the need for people to undertake these dangerous journeys in the first place. It will do so in the framework of the global compacts. These measures will need to address the

root causes of displacement and support the development of asylum systems in countries in regions of origin and along routes. Developing and strengthening asylum systems will help ensure people in need of international protection have access to territory, receive adequate reception facilities, and that the principle of *non-refoulement* is fully respected.

The Office will continue developing and reinforcing partnerships to promote access to international protection for those who need it, and the application of all relevant international and regional refugee and human rights instruments and norms in situations of mixed movement. It will participate in the United Nations Migration Network, and strive to contribute to a coherent, comprehensive and coordinated implementation of the global compact for safe, orderly and regular migration. Important partnerships for 2019 will include those with IOM, OHCHR, UNICEF, UNODC, as well as the Inter-Agency

Coordination Group against Trafficking in Persons, the Global Forum on Migration and Development, and various regional consultative processes.

The Mediterranean situation

Despite efforts to mitigate the risks to people in mixed flows along the routes leading to and through Libya and across the Mediterranean, significant movements continued in 2018 and diversified to include other points of departure. Communications strategies, which included the participation and testimony of people who had attempted and survived the dangerous journey, succeeded in raising awareness of the risks. However, such testimonies and evidence alone will not impact on the continuation of dangerous journeys. Chronic underfunding of critical programmes providing lifesaving support and protection and a lack of attention of root causes continued to spur flight and onward movement.

“Rescue at sea has been taken hostage by politics. Responsibility-sharing has been replaced by responsibility-shifting.”

—Filippo Grandi, United Nations High Commissioner for Refugees, during the 69th session of the Executive Committee.

UNHCR’s efforts in 2019, informed by the lessons learned, will prioritize reception capacity and access to international protection along the main routes of mixed movements. Programming for children and youth, particularly for unaccompanied or separated children, needs to be strengthened. Children made up significant numbers of those aiming to reach and cross the Mediterranean in 2018 and are expected to continue doing so in 2019. Offering children and young people meaningful alternatives, including through legal pathways, is a priority.

UNHCR is concerned that some children are being deprived of basic assistance, which makes them more vulnerable to trafficking. Increased data collection and analysis of the protection risks encountered along routes leading to Libya have led to a more accurate understanding of the needs, as well as gaps, in service provision. Referral pathways for victims of trafficking and other people with specific needs, as well as adequate services to attend to them, are still lacking in many transit countries. In 2019, UNHCR will renew efforts to work with partners on filling these gaps.

Through the Core Group on Resettlement and Complementary Pathways for the central Mediterranean situation, UNHCR appealed for 40,000 resettlement places

in 15 priority countries of asylum along the route. Evidence suggests the many refugees who might be eligible for family reunification cannot access this option due to legal or administrative barriers. In 2019, UNHCR and partners will maintain efforts to facilitate access to family reunification in several pilot countries and will continue advocating more flexible or simplified family reunification procedures for refugees. In parallel, it will continue to identify vulnerable people in need of international protection with acute needs and vulnerabilities in all 15 countries of asylum, seeking support for their resettlement.

In response to the deterioration of the security situation in Libya, and in complement to the Emergency Transit Mechanism (ETM), UNHCR is seeking to swiftly broaden the scope for solutions, including the evacuation of refugees to countries where they were previously registered or admitted.

UNHCR and IOM have proposed a regional cooperative arrangement for the swift and predictable disembarkation of those rescued-at-sea. It calls upon the solidarity of all affected countries. States have the primary role in achieving this. UNHCR remains ready to play a facilitating role in 2019, jointly with IOM.



UNHCR warns over Mediterranean rescue capacity

UNHCR continues to call strongly for increasing search-and-rescue capacity in the Central Mediterranean and for leaving space for NGOs to contribute in a coordinated manner to these efforts. This is a collective responsibility, with saving lives as its primary concern.

“We are talking about people’s lives. Refugees and migrants cannot be continually put at risk while States argue over their responsibilities,” said Filippo Grandi, the High Commissioner for Refugees.



The NGO vessel Aquarius arrives in the port of Valetta, Malta, in August 2018.

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ANTICIPATED AREAS OF INTERVENTION IN 2019

KEY ACHIEVEMENTS TARGETED IN 2019

FAVOURABLE PROTECTION ENVIRONMENT

ACCESS TO TERRITORY IMPROVED AND RISK OF REFOULEMENT REDUCED. IN 2019, UNHCR WILL:

Support States' and partners' capacity to meet challenges related to the management of mixed movements in a protection-sensitive manner

Support States as they establish protection-sensitive border management and asylum systems that ensure access to territory, proper reception and respect for the principle of *non-refoulement*.

Prepare and disseminate legal and policy guidance, including for terminology on topical issues related to mixed movements. This will also involve disseminating good practices, such as those emerging from the implementation of UNHCR's 10-point plan of action on refugee protection and mixed movements.

Advocate policies and practices that meet the particular needs and rights of people in need of international protection travelling in mixed movements

Engage with States bilaterally or through multilateral fora such as the Global Forum on Migration and Development and relevant regional consultative processes, to continue dialogue on the development of protection-sensitive entry systems.

Provide guidance, technical advice and training on law and policy issues related to the asylum-trafficking nexus, including by engaging in inter-agency fora, such as the Inter-Agency Coordination Group against Trafficking in Persons.

Provide guidance and support States and relevant actors on issues related to protection at sea, including in respect of rescue, interception and disembarkation.

PROVIDING PROTECTION RESPONSES



Boa Vista, Brazil. Venezuelans arrive to be registered at Nova Canaã, a reception site opened in partnership with Brazilian authorities in late April 2018.

Understanding needs and building on capacities of people of concern

Displacement can result in many people facing heightened and sometimes overlapping protection risks because of the intersection of their gender, age, disability, sexual orientation and gender identity, membership of a minority or indigenous groups, or other aspects of diversity. These risks are exacerbated by barriers they may face to accessing protection and assistance.

It is critical that UNHCR's programmes and interventions are informed by the needs, experiences, capacities and priorities of people of concern to better address and respond to risks. UNHCR's AGD policy aims to drive progressive change towards fuller inclusion of the perspectives of people of concern in protection and solutions programming and more effective, accountable responses to their needs.

Based on global estimates, it is expected that in 2019, there will be **10 million** forcibly displaced with disabilities (based on a calculation of 15% of all forcibly displaced individuals).

Accountability to affected people

AAP is central to UNHCR's work, and the updated 2018 Policy on Age, Gender and Diversity Accountability formally outlines UNHCR's AAP commitments with 10 core actions advancing AGD-inclusive programming, accountability to affected people, and gender equality. Achieving UNHCR's AAP commitments requires enabling informed, meaningful participation of people of concern; establishing contextually appropriate channels of communication, accessible for all groups in a community; soliciting and responding to feedback from people of concern; and adapting programmes, strategies and policies in response to feedback and documenting this organizational learning.

In 2019, the Office will continue institutionalizing and mainstreaming the 10 core actions of the ADG policy. It will focus on building the resilience and capacities of people of concern, especially those at heightened risk of marginalization or exclusion, such as female-headed households, those with disabilities, elderly people, youth, lesbian, gay, bisexual, transgender and intersex (LGBTI) people, minorities and indigenous people.

Much of this will be achieved by partnering with people of concern through community-based protection that puts them at the centre of decision making, supports their capacities and promotes the role of women, men, girls and boys of all ages and backgrounds in their own protection and that of their families and communities.

60% of preventable maternal deaths takes place in settings of conflict, displacement and natural disasters.

Crises and displacement are not gender neutral. They affect women, men, girls and boys differently, often disproportionately disadvantaging women and girls. UNHCR recognizes this differentiated impact and the need to support specific actions to promote gender equality and reaffirm its commitment to women and girls. While much progress has been achieved, across the world, displaced women and girls are still held back by the daily experiences of discrimination and violence, as well as the prevalence of attitudes and behaviours that trivialise and diminish the value of gender equality work and by the chronic underfunding and lack of prioritisation of institutions and resources required to promote gender equality. These are all serious challenges that call for

increased accountabilities and increased investment in actions that address systemic discrimination against women and girls and ensures their equitable access to services and assistance.

Five of the core actions of the AGD Policy focus on advancing gender equality and the empowerment of women and girls, thus outlining concrete actions to strengthen UNHCR's work and creating more accountability in the policy's implementation. These include women and girls':

- Equal and meaningful participation in all decision-making, including management and leadership.
- Individual registration and documentation.
- Equal access and control over management and distribution of food, core-relief items (CRIs) and cash-based assistance.
- Economic empowerment, including equal access to quality education and health services.
- Prevention and response to sexual and gender-based violence.

Partnerships with organizations of persons with disabilities are crucial to ensure they are included in all efforts to promote the rights of persons with disabilities at local, national, regional and global levels. UNHCR will also continue to work with key partners from the UN system and civil society to advance the "Charter on inclusion of persons with disabilities in humanitarian action".



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Adeline Hatangimana (left), 30, lost an eye when she was a young girl. She now works with Mathias Nzorigendera (right) to turn scrap metal into household items.

Burundian refugees in Congo forge a better future

"It is more difficult for the handicapped to find jobs. But through our association, we have found work," said Mathias Nzorigendera, president of the association Dufashanye.

Refugees living with disabilities have set up a workshop where they turn scrap metal into household items.



UNHCR will promote partnership with local organisations to better reach out to and understand the specific needs of LGBTI people. UNHCR will sensitize the LGBTI organisations it partners with on the particular protection risks attached to forced displacement and will seek to work together on effective referral pathways for LGBTI people at heightened risk.

To better understand and respond to the diverse needs of people of concern, UNHCR will invest in better data collection and analysis. Existing methods of data collection will be strengthened to enable disaggregation by age, sex, disability and

other aspects of diversity—helping to advance gender equality and non-discrimination, including on the basis of disability.

UNHCR will further develop and expand innovative approaches and successful practices, such as community outreach volunteers or the use of specific identification tools at registration, to improve its capacity to identify groups and individuals at heightened risk. This will ensure the timely identification and appropriate response for these groups and will improve UNHCR's ability to monitor access to protection and assistance.

In 2017, UNHCR operations reported **173,800** unaccompanied and separated children.

Children

Children make up more than half of the world’s refugees. Responding to their needs requires stronger protection systems for children and youth. This means ensuring their access to national child protection systems; implementing

child-specific areas of asylum and refugee protection systems, especially case management; and protecting children in emergencies. UNHCR will also continue to work with partners to operationalize the best interests principle and to empower youth, with a particular focus on emergencies and mixed movements.



Early marriage looks like our only option, say displaced Congolese teens

“Life has stolen my childhood. I shouldn’t be married now,” said Boniface.

Extreme poverty among the displaced, who are not getting enough humanitarian aid due to funding gaps, is forcing some parents to marry off their children.



They married for survival

Boniface and Anuarite are among the many displaced Congolese teens compelled to marry young.

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In line with its 2017-2021 Strategic Directions, UNHCR will invest in information management and data analysis to help operations maximise their resources—ensuring smarter, more effective and evidence-based child protection and youth programming. Through the roll-out of UNHCR’s Population Registration and Identity Management Ecosystem (PRIMES, on which more below)—an evolving portfolio of applications furnishing refugees and other forcibly displaced people with a recognized legal and digital identity—the Office will enhance its information management capacity. The roll-out will be particularly helpful for data analysis disaggregated by age, gender and

diversity; strengthening child protection and youth programming; and information management for case management and family tracing and reunification. UNHCR will also continue to develop predictive analytics relating to the displacement of unaccompanied and separated children through statistical modelling. This cutting-edge work will provide practical and evidence-based forecasting tools to support the planning and implementation of protection and youth work.

A key focus for UNHCR’s child protection and youth work in 2019 will be to leverage existing capacity and partnership at national, regional and global level. Building on successful advocacy with the East African Community (EAC), UNHCR will

work with its partners to deliver regional training sessions on child protection in refugee settings to front-line government child protection/social welfare staff in the EAC region. UNHCR will also work strategically with States, UN organisations and civil society to operationalize the global compact with, and for, children and young people.

UNHCR will utilize its Youth Initiative Fund to work directly with young people to implement innovative approaches and will also continue to utilize sports for protection programming. In 2019, UNHCR will support an additional 15 Youth Initiative Fund

projects and will continue to work with existing youth groups to ensure sustainability and integration with government and civil society structures. The Office will continue to support its Global Youth Advisory Council as it operationalizes the “Core actions for refugee youth”—closely aligned with the global compact’s “whole-of-society” approach. In 2019, UNHCR will ensure the Council’s participation in key policy and advocacy events so that young people’s voices are heard at every level of its work.

Since 2014, **118** Youth Initiative Fund projects have been implemented, led by more than 2,400 refugees and displaced youth and impacting more than 100,000 community members.

Integrity

As part of overall efforts to empower people of concern, and in the context of the High Commissioner’s Enterprise Risk Management 2.0 Initiative, in 2017 UNHCR launched its Policy on Addressing Fraud Committed by Persons of Concern with a scope expanded beyond previous guidance to address fraud committed not just by refugees but by any person of concern. The Policy comprehensively addresses fraud throughout the individual case management continuum from initial registration, through the full range of protection and assistance activities, and solutions. This broad approach promotes synergies across UNHCR Divisions and raises awareness of the need for effective anti-fraud measures in all protection related processes and procedures.

The Policy provides a clear framework to facilitate investigation and decisive action in response to fraud. These efforts will help strengthen institutional capacity to prevent, detect, and respond to fraud in protection systems and processes. People of concern will be directly engaged with a participatory role in complaints and communication mechanisms. A learning programme will be rolled out globally in 2019 for the benefit of anti-fraud focal points. In parallel, UNHCR will continue to field multi-functional support missions to assess procedural and operational vulnerabilities to fraud within protection processes, advance proactive responses, and institute safeguards in line with the Policy.

ANTICIPATED AREAS OF INTERVENTION IN 2019

KEY ACHIEVEMENTS TARGETED IN 2019

BASIC NEEDS AND ESSENTIAL SERVICES

SERVICES FOR PERSONS WITH SPECIFIC NEEDS STRENGTHENED. IN 2019, UNHCR WILL:	
Roll out the AGD Policy through deep dive countries in different regions	Provide 13 operations with targeted support to roll out the policy and draw lessons learned to inform a monitoring framework. Develop guidance on, and tools for, the implementation of core actions. Develop and roll out the AGD e-learning programme. Develop AGD monitoring framework.
Enhance the capacity of UNHCR and partner staff to work with diverse communities and ensure active engagement of all AGD groups within the community throughout the operations management cycle	Develop global community-based protection and training of trainers programmes based on a pilot carried out in the Middle East and North Africa in 2018. Compile and disseminate good practices on AGD, community-based protection and accountability to affected populations. Provide direct guidance and technical support. Support the multi-functional teams during operations to ensure inclusive AGD programming by delivering the Planning for Protection learning programme.
Build capacity of UNHCR staff and partners to ensure equal access to protection and assistance for all people of concern, and identify and address specific protection risks	Roll out a new e-learning programme and revised "Need to Know" guidance on working with persons with disabilities in forced displacement.

SECURITY FROM VIOLENCE AND EXPLOITATION

STRENGTHEN PROTECTION OF CHILDREN. IN 2019, UNHCR WILL:	
Best interests determination process established and operational	Finalize and disseminate the "UNHCR guidelines on assessing and determining the best interests of the child" and respond to technical support requests to implement case management systems for children at risk in an efficient and protective manner. Organize a global workshop for UNHCR and partner staff on UNHCR's revised best interests procedure guidelines and new child protection caseworker training package.
Develop capacity for child protection	Provide operational and technical support to at least 15 country operations by deploying child protection experts. Deliver inter-agency training on child protection in refugee situations for 50 child protection professionals from UNHCR, governments and civil society.
Assessment and analysis undertaken	Support 4 operations to strengthen information management for case management through PRIMES. Produce analysis of child protection data with recommendations for at least one regional refugee situation.
Reinforce programming for adolescents and youth	Support 15 youth-initiated and youth-led protection projects through the Youth Initiative Fund. Support 2 country operations to include the "Core actions for refugee youth" in AGD roll-out plans.

COMMUNITY EMPOWERMENT AND SELF-RELIANCE

COMMUNITY MOBILIZATION STRENGTHENED AND EXPANDED. IN 2019, UNHCR WILL:	
Develop and implement gender equality policy, guidance and good practices	Strengthen implementation of the core actions on gender equality as prioritised in the updated UNHCR AGD Policy. Disseminate promising practice reports on gender equality programming across regions.
Provide gender equality capacity building to UNHCR colleagues	Strengthen capacities of gender focal points, including by delivering the finalized gender equality learning programme to UNHCR colleagues and partners in different regions.
Provide gender equality technical expertise	Support UNHCR operations with technical expertise. Support sectors, bureaux and divisions with technical advice and input on gender equality mainstreaming, and targeted gender equality programming where required. Strengthen partnerships with key stakeholders with the purpose of collaborating and integrating efforts on gender equality mainstreaming for operations.

Registration and identity management



A Rohingya refugee has his fingerprints scanned as part of the biometric identity verification project underway at Shalbagan-Nayapara settlement near Cox's Bazar, Bangladesh.

Registration is the process of recording, verifying and updating information on people of concern to UNHCR. It is primarily the responsibility of the host State and is an essential tool for protection, the management of operations and achieving durable solutions. For example, the number of people requiring protection and assistance determines the amount of food, water and other material help needed, as well as the extent of shelter, health and sanitation facilities. Registration is crucial for identifying those who are at risk or have special needs.

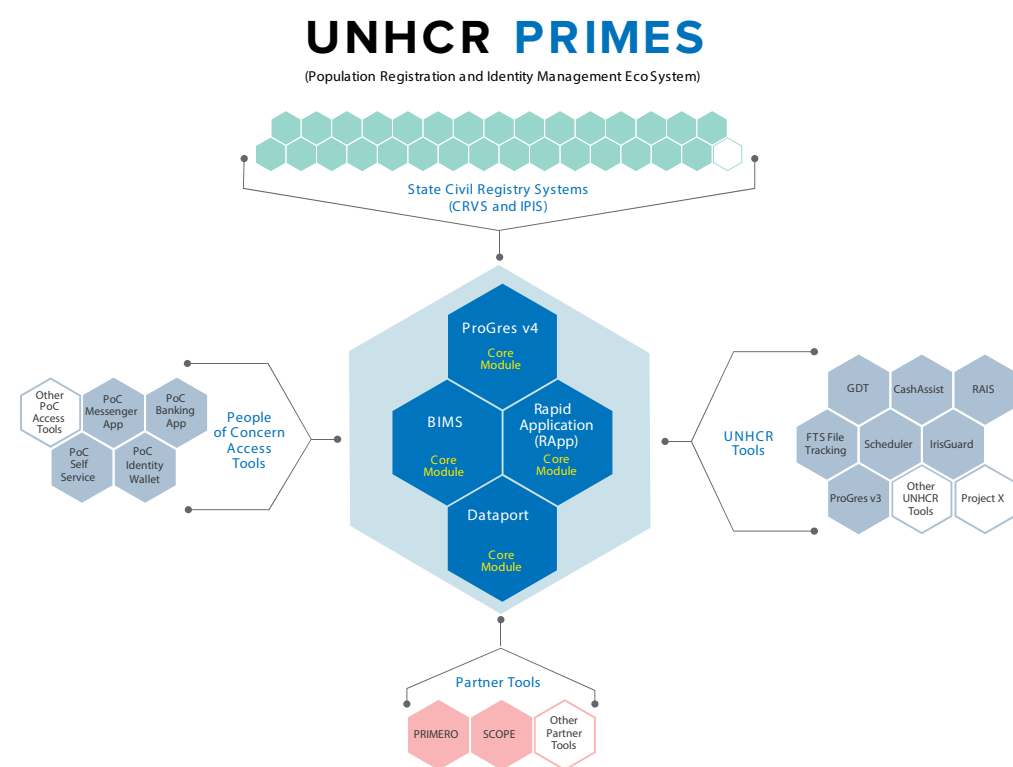
The establishment, preservation and management of identities are pivotal to UNHCR's mandate and underpins all

aspects of its protection, assistance and solutions work. The empowerment of people of concern is one of UNHCR's core identity management objectives.

"Identity management" describes the suite of identity-related processes UNHCR undertakes in the performance of its mandate. Among the components of identity management, "registration" provides for the recording and updating of identity data in UNHCR systems. A separate process, where required by governments or service providers, will offer "validation" or authentication of identities (on the basis of available evidence and interaction with UNHCR over time), giving high, substantive or moderate assurance of the claimed identity.

PRIMES is UNHCR's suite of interoperable registration, identity and case management tools. The core applications of PRIMES include a centralized database called proGres v4; a biometric identity management system, known as BIMS; the offline registration tool RApp, which stands for rapid application; and Data Port, a business intelligence tool that provides access to statistical data.

By July 2018, PRIMES had been rolled out across 51 operations and regional offices, and more than 6.4 million people had been biometrically enrolled in 54 operations. In 2019, UNHCR will strive to implement and manage PRIMES globally, across all operations. The PRIMES support structure in Headquarters will be strengthened, and regional and local operations assisted in providing systems support for PRIMES.



UNHCR will also ensure PRIMES tools are accessible and interoperable with partner systems. This will help streamline beneficiary identity management, enable safe and efficient partner access to data (including through WFP's SCOPE, its beneficiary and transfer management platform) and facilitate data transfer to resettlement partner States. Ultimately, through digital distribution using biometric identity verification, incidents of recycling and multiple distributions will be reduced.

This should lead to overall savings in assistance, and assurance that assistance is channelled and provided to legitimate beneficiaries.

Field operations in emergency situations will be supported with the deployment of skilled and trained registration staff, as well as with the timely delivery of registration equipment and supplies. UNHCR will continue supporting governments to build asylum, civil registration and legal identity

systems which are inclusive and protection-sensitive. Benefits will also include the provision of legal identity to people of concern in the host State and secure their access to rights and services. The Office will ensure its activities are integrated into national strategies to achieve Sustainable Development Goal target 16.9—providing legal identity, including birth registration for all by 2030.

Profiling the needs of people of concern

Social and economic information about people of concern is important. It allows UNHCR to increase its understanding of their needs and tailor responses that are relevant and comprehensive. However, it is challenging collecting and disseminating data on refugees and IDPs,

given their mobility and the lack of agreed international standards. Some countries need assistance and guidance to collect and distribute high-quality data. This means UNHCR needs to continually adapt its existing tools and knowledge and adopt new data collection methods.

In 2019, the Office will continue its work with valuable partners, including the Joint IDP Profiling Service. To build a more complete profile of the people it seeks to support, UNHCR will establish partnerships with other aid agency partners, the private sector and academic institutions. Data and social media analysis will improve the understanding of the profile of affected populations, providing the humanitarian and development communities with information to support advocacy, activities and solutions.

© UNHCR/Roger Anand



Rohingya refugee children stand outside a shelter which has been reinforced against monsoon rains in Kutupalong settlement, Bangladesh.

Counting Rohingya families, using innovation to target UNHCR aid

UNHCR teams fanned out across the extensive Rohingya refugee settlements in Bangladesh to count the families and build up a detailed map of needs amongst more than half a million new arrivals. The data collectors used innovative smartphone tools to collect personalized data and gain a bird's eye view of the influx behind the world's fastest growing humanitarian crisis. The family counting exercise, organised with the Government of Bangladesh, resulted in a family identity card being given to each head of household. The process helped UNHCR focus its protection efforts and target those most in need. Additionally, each refugee family's house was linked and tagged with GPS coordinates to help UNHCR identify where families are located, creating a clear and interactive map of the most pressing needs in the settlements.



ANTICIPATED AREAS OF INTERVENTION IN 2019

KEY ACHIEVEMENTS TARGETED IN 2019

FAIR PROTECTION PROCESSES AND DOCUMENTATION

QUALITY OF REGISTRATION AND PROFILING IMPROVED OR MAINTAINED. IN 2019, UNHCR WILL:

Enhance and support UNHCR's registration and case management software, including enhancing interoperability with partner systems

Build capacity and provide support to registration activities in the field
Improve identity management and digital identity

- Deploy PRIMES tools to all remaining UNHCR operations.
- Pilot and enhance a data transfer platform to share biometric and resettlement-related biographical data with resettlement States.
- Deliver emergency registration training and maintain the global roster for the deployment of skilled staff to support registration, biometrics and identity management needs in emergency operations.
- Publish the policy and guidance on identity management and registration.
- Deploy the BIMS to 15 operations, bringing the total number of operations with biometric systems to 70 worldwide.
- Deploy UNHCR's global distribution tool in 8 operations. In 2018, the tool was used in places like Uganda to verify identities at food distribution points. It made the distribution process faster and more secure, with real-time distribution reports made available.
- Work in partnership with the World Bank's Identification for Development (ID4D) programme to promote the appropriate inclusion of people of concern within State projects to strengthen legal identity and civil registration systems.
- Contribute to the United Nations Legal Identity Expert Group to realize Sustainable Development Goal target 16.9 by 2030.
- Pilot the proof of concepts digital identity system to provide people of concern with access to and control of their data, access to services and the enjoyment of legal identity.

PREVENTING AND ENDING STATELESSNESS



Immaculate Ainamie, a stateless woman of Burundian descent who works as a pastor in Mombasa, poses for a photograph with her daughters outside of their home.

Achieving solutions

Since its launch in November 2014, the #IBelong Campaign to End Statelessness by 2024 has seen UNHCR work energetically with governments, UN agencies, civil society and affected populations to address and eliminate statelessness. The Campaign has led to significant strides in many regions, aided by the adoption of relevant national and intergovernmental initiatives. Many States have begun making law and policy reforms, and many more have granted or confirmed nationality to hundreds and sometimes thousands of stateless persons in the last year.

Notwithstanding these successes, the Campaign reaches its midpoint in 2019 and much more must be done if the ambitious

goals set out in the Global Action Plan to End Statelessness are to be met. Reform is yet to occur in some countries with significant stateless populations. Mothers are not allowed to confer nationality to their children on an equal basis with fathers in 25 States, and the majority of States do not report reliable data on their stateless populations.

A major goal for 2019 is to speed up the reduction of statelessness, especially in countries with a large number of stateless persons. Some 160,000 people acquired or had their nationality confirmed between 2015-2017. In 2019, UNHCR wants to increase the number of such confirmations. Another key objective is to increase the number of States party to the UN Statelessness Conventions by 17 in 2019.

In 2019, it is hoped: **150,000** people will acquire nationality or have their nationality confirmed. **17** States will accede to the UN Statelessness Conventions. **15** States will start reporting reliable quantitative data on stateless persons.



Brazil makes dream of belonging come true for stateless activist

Maha Mamo received word of her naturalization at a surprise ceremony in Geneva, ending the nightmare of statelessness shared by millions worldwide.

“I never imagined this day would come ... this is my life’s dream coming true,” said Maha.



Formerly stateless activist Maha Mamo photographed after receiving her Brazilian citizenship at the Palais des Nations in Geneva.

© UNHCR/Susan Hopper

Seizing opportunities

Marking the #IBelong Campaign’s midpoint, UNHCR will convene a High-Level Event (HLE) on Statelessness in October 2019. The HLE will give States and other actors a platform to showcase achievements made since the Campaign was launched and offers an important platform for them to pledge additional action to eradicate statelessness during its final five years. It presents a unique opportunity for States to strengthen their support to the Campaign and its aims.

In the lead-up to the HLE, UNHCR and other international organizations and key civil society actors will need to encourage and support States—including by increasing technical assistance, to accelerate achievements and help them to deliver concrete pledges. To assist with this, the High Commissioner appointed a Special Adviser on statelessness to help lead outreach efforts in the lead-up to the HLE.

The Campaign has demonstrated that many of its achievements have been achieved with modest financial resources. Additional support will accelerate progress underway towards the resolution and

prevention of statelessness allowing, for example, successful interventions to be scaled up or accelerated in countries and regions where strong momentum exists.

As the HLE approaches, resources will be required to support regional and sub-regional preparatory meetings organized by States and UNHCR, as well as a surge in technical assistance at the country level. These regional meetings will allow States to share good practices, raise awareness of the challenges to be overcome in the regions, and develop pledges to be delivered at the event in October 2019.

Resources will also be needed for an initiative to improve quantitative and qualitative data on stateless persons, closely linked to action point 10 of the Campaign. Currently, fewer than 75 countries report statistics on stateless persons, meaning the true global number is unknown. UNHCR will work with other agencies, in particular, the United Nations Statistical Commission, to encourage the better collection of data nationally, as well as the establishment of a more rigorous global estimate for the number of stateless persons.

Fostering partnerships to end statelessness

Partnerships—with UN agencies, international and regional organizations, NGOs civil society groups, national human rights institutions, academics, legal associations and financial institutions—are essential to UNHCR’s work on statelessness.

In late 2016, UNHCR and UNICEF co-launched the Coalition on Every Child’s Right to a Nationality. Joint statelessness strategies are now underway in more than 20 countries to assist in ensuring that no child is born stateless. Expanding the number of strategies and enhancing financial support for their implementation is an important objective for 2019.

UNHCR will collaborate with the International Institute of Humanitarian Law to deliver training courses on statelessness for government officials and NGOs. The Office expects to develop a guideline on loss and deprivation of nationality, an issue that has gained increased attention in recent years. In addition, UNHCR aims to produce a toolkit on researching statelessness to assist in mapping and measuring the issue in different contexts. The toolkit will be a field manual, containing technical guidance, good practice examples and practical tools to strengthen the capacity of UNHCR operations and others to undertake statelessness research effectively and consistently.

Closer collaboration with civil society networks working on statelessness across the globe is fundamental to enhance support to stateless populations. To improve UNHCR’s assistance in 2019,

it intends to strengthen cooperation with these networks, currently present in the Americas, Asia and the Pacific, Central Asia, Europe, the Middle East and North Africa, and Southern Africa.

There have been several major regional conferences and declarations relating to the resolution and prevention of statelessness. The Brazil Plan of Action, adopted in December 2014, was the first regional response to the launch of the Campaign. It was followed by the Abidjan Declaration of Ministers of ECOWAS Member States on the Eradication of Statelessness in February 2015. In October 2017, a declaration on the eradication of statelessness was signed by the Ministers of Foreign Affairs of the Member States of the International Conference of the Great Lakes Region. The League of Arab States convened a ministerial meeting in February 2018 that adopted the Arab Declaration on Belonging and Legal Identity. A challenge for 2019 and beyond is to translate these notable regional developments into concrete changes in the protection of stateless persons and the resolution of statelessness.

ANTICIPATED AREAS OF INTERVENTION IN 2019

KEY ACHIEVEMENTS TARGETED IN 2019

FAVOURABLE PROTECTION ENVIRONMENT

LAW AND POLICY DEVELOPED OR STRENGTHENED. IN 2019, UNHCR WILL:

Advocate, and provide technical advice to governments for, the reform of nationality laws, policies and procedures to close gaps that may lead to statelessness—ensuring stateless persons can acquire a nationality	Encourage 20 States to improve their nationality laws, policies and procedures, supporting consistency in international standards on the prevention and reduction of statelessness.
Advocate, and provide technical information to governments for, the introduction or improvement of statelessness determination procedures	Support 15 States to establish or improve statelessness determination procedures.
Advocate, and provide technical advice to governments for, the elimination of gender discrimination in nationality laws	Assist 6 States in removing gender discrimination from their nationality laws.

INTERNATIONAL AND REGIONAL INSTRUMENTS ACCEDED TO, RATIFIED OR STRENGTHENED. IN 2019, UNHCR WILL:

Promote accession to the UN Statelessness Conventions	Encourage States to accede to the UN Statelessness Conventions to increase the number of States party by 17.
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FAIR PROTECTION PROCESSES AND DOCUMENTATION

IDENTIFICATION OF STATELESSNESS IMPROVED. IN 2019, UNHCR WILL:

Support identification and registration exercises and surveys to increase knowledge of the number of stateless persons, their situation and possible solutions	Improve quantitative and qualitative baseline data for 15 additional States.
Advocate, and provide technical advice for, improved statistics on stateless persons	Advocate to increase the number of countries for which UNHCR reports statistical data on stateless persons by 15.

GREATER REDUCTION OF STATELESSNESS IS ACHIEVED. IN 2019, UNHCR WILL:

Develop and implement strategies to address protracted situations of statelessness	Develop at least 5 multi-year solutions strategies to address protracted statelessness situations.
Assist stateless people, and those with undetermined nationality, to acquire or confirm their nationality	Support at least 150,000 stateless persons in obtaining nationality or having it confirmed.
Provide training and technical advice to government officials on statelessness reduction measures, including acquiring confirmation of nationality by stateless persons and those with undetermined nationality	Continue to deliver a dedicated course on statelessness at the International Institute of Humanitarian Law in San Remo, Italy. Provide technical advice on nationality laws to at least 25 countries, helping to support the legal reforms needed to prevent and reduce statelessness. Maintain the International Institute for Humanitarian Law course on statelessness. Partner with the University of Melbourne, Australia, on training sessions and other practical initiatives aimed at reducing statelessness globally. Collaborate with civil society networks in the Americas, Asia and the Pacific, Central Asia, Europe, the Middle East and North Africa, and Southern Africa on statelessness.

ENGAGING IN SITUATIONS OF INTERNAL DISPLACEMENT



Three-year-old Susan and five-year-old Khadija play in antiquated buildings in Amran's Old City in Yemen as their families struggle to cope with the effects of the country's continuing violence and deteriorating conditions.

Responding to internal displacement presents major protection challenges. Most of the people fleeing conflict and persecution are displaced within the borders of their own country. They are often precariously sheltered in areas hard to reach with assistance and reliant on national authorities who may be unable or unwilling to offer them protection.

IDPs are a significant group of people of concern to UNHCR. At the end of 2017, there were 39.1 million of them, and that number is expected to increase with new, ongoing or worsening crises. In 2018, UNHCR was engaging in IDP situations in 29 countries, playing a leading role in alleviating suffering, restoring dignity, and advocating prevention of, and solutions for, the internally displaced.

UNHCR aims to engage in IDP situations in a predictable, coherent and sustainable

manner, ensuring that protection is central to humanitarian action. As lead for the Global Protection cluster, and co-lead for the Shelter and the Camp Coordination and Camp Management Clusters—an arrangement UNHCR encourages to be mirrored in each country operation—the Office is a major responder to internal displacement.

It seeks to drive a holistic and integrated approach to the assistance and protection needs of conflict-affected IDPs and their host communities, including those unable to access their basic needs and rights, and those in hard-to-reach, besieged areas and enclaves. UNHCR is also regularly called on for analysis, advice, advocacy and support across a broad spectrum of protection issues that arise in humanitarian crises.

In 2018, UNHCR was engaging in IDP situations in **29** countries.



Pensioners caught up in Ukraine conflict struggle to survive

“I don’t understand. We earned this pension,” said Svetlana Shuko, internally displaced in Ukraine.

Shelling, landmines and long queues are among the hazards facing elderly residents as they try to collect their pensions.



Pensioners wait to withdraw their pensions from the state bank in Volnovakha.

© UNHCR/Anastasia Vlasova

Working across the displacement continuum

UNHCR’s engagement in situations of internal displacement during 2019 will continue to be guided by UNHCR’s 2017-2021 Strategic Directions, which call for systematic work across the entire spectrum of displacement, including through a more decisive and predictable engagement with IDPs. The High Commissioner has emphasized the need for UNHCR to develop the same reflexes for protecting, empowering and seeking solutions for the internally displaced that the organization has for refugees.

In 2019, UNHCR will begin implementing an updated policy framework for internal displacement, institutionalizing the recommendations from the recent operational review. A key element will be to strengthen UNHCR’s preparedness and early engagement in internal displacement

emergencies through better analysis, streamlined decision-making and the rapid deployment of skilled coordinators and information management specialists. UNHCR will also explore the longer-term changes to programming, budgeting approaches and tools needed to facilitate a more integrated response to the internally displaced, refugees, host communities and others of concern.

UNHCR’s enhanced engagement with internal displacement will be supported by efforts to build a more versatile and agile workforce. A new learning programme will prepare UNHCR personnel at all levels to work effectively in today’s inter-agency coordination environment, including with the Inter-Agency Standing Committee (IASC) cluster approach. UNHCR will also strengthen internal capacities and promote collaborative, inter-agency approaches to gathering and analyzing data on internal displacement. The aim is to build the necessary evidence base to identify

Operational review of UNHCR’s engagement in situations of internal displacement.



protection risks, make the humanitarian response more effective and achieve solutions.

In the coming year, UNHCR will also work within the IASC and with OCHA and other partners to elevate the centrality of protection and ensure greater coherence across the inter-agency response to internal displacement. As part of these efforts, UNHCR is advocating coordination arrangements which are lighter, more focused on delivery and capable of adapting when new opportunities emerge to reinforce government leadership and engage development partners.

IDP law and policy

UNHCR will continue providing technical advice and support to States, in partnership with the Special Rapporteur on the Human Rights of Internally Displaced Persons and other key stakeholders, to support the development and implementation of legal and institutional frameworks that prevent and respond to internal displacement and facilitate solutions. This includes the review of draft laws and policies on internal displacement, as well as the regular update of the Global Database on IDP Laws and Policies. Engaging IDPs in national consultations is equally important.

Fostering strategic cooperation and the sharing of experience and best practice, UNHCR will continue building on the

momentum generated by commemorations of the 20th anniversary of the “Guiding principles on internal displacement” (GP20) in 2018 and the 10th anniversary of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) in 2019. These opportunities saw the elaboration of a multi-stakeholder, three-year GP20 Plan of Action in 2018 to advance prevention, protection and solutions for the internally displaced. This has led to a growing number of regional and national-level initiatives, including several in Africa, that will inform pledges at the AU Extraordinary Summit on refugees, the internally displaced and returnees which will mark the concurrent 50th anniversary of the OAU/AU Refugee Convention in 2019.

Solutions

States have the primary responsibility to protect IDPs, meet their basic needs and enable them to find solutions. A system-wide approach and shared efforts are needed, with decisive engagement by humanitarians and development agencies, participation by IDPs themselves in the decisions that affect them, and systematic donor support to those who are in recent or long-term displacement. IDPs are a positive force of change. Their skills and abilities can substantially contribute to the communities that host them, while efforts to address their needs can help move towards peace, security and development.

UNHCR leads **24** of the **26** protection clusters or other protection coordination mechanisms currently active in the field.

[GPC website available here](#)



Global Protection Cluster

UNHCR leads the Global Protection Cluster (GPC), a network of UN agencies, NGOs and international organizations working on the protection of people affected by conflict and natural disaster. UNHCR leads 24 of the 26 protection clusters or other protection coordination mechanisms currently active in the field, including in the complex situations of the Democratic Republic of the Congo (DRC), Iraq, Myanmar, South Sudan, the Syrian Arab Republic, and Yemen.

To maintain a coherent and integrated protection response in 2019, UNHCR will continue its close cooperation with UNICEF, UNFPA, UNMAS and the Norwegian Refugee Council, which have specific areas of responsibility within the cluster for child protection, gender-based violence, mine action, housing, land and property. UNHCR will continue to improve the quality of coordination in the field and provide field support through an operations cell staffed by personnel from UNHCR, the Swiss Development Cooperation and the Norwegian Refugee Council.

The “Global Protection Cluster Strategic Framework 2016-2019” emphasizes the need for a stronger operational focus, the engagement of new partners and the adoption of innovative practices. In 2019, the GPC will continue to implement this Framework, which addresses the recommendations from the independent “Whole-of-system review of protection in the context of humanitarian action” as well as the outcomes from the World Humanitarian Summit and the Grand Bargain. The 2019 work plan will take forward the following streams:

- An improved GPC website and data portal as part of a communications strategy.
- Civil-military coordination for protection outcomes.
- The database on IDP law and policy.
- Advocacy for IDPs in the context of GP20 and the 10th anniversary of the Kampala Convention.

Global Camp Coordination and Camp Management Cluster

The Global Camp Coordination and Camp Management (CCCM) Cluster, co-led by UNHCR in conflict situations and IOM in natural disasters, sets global standards and policies, builds preparedness and response capacity, and provides operational support to country-level CCCM coordination platforms to enable them to fulfil their core functions.

As it moves into the third year of its 2017-2021 strategy, the Global CCCM Cluster will focus on three overarching areas:

- **Ensuring people-centred camp management and coordination.**
The needs of displaced women, men, girls and boys in camps, camp-like and communal settings will be addressed promptly from the onset and throughout their displacement in a comprehensive manner, with the active participation of, and feedback from, the affected populations. This objective is one of the CCCM cluster’s real strengths as it works directly with people of concern to support their voice in the coordination and delivery of services and assistance in their communities. Woman’s participation, real time feedback and more engagement of the host communities are

priorities for 2019, which will yield more holistic and consultative response plans that embrace the voice and vision of communities and affected people.

- **Information and feedback-driven quality responses.**
CCCM activities and interventions and UNHCR’s IDP response must be driven by efficient information management systems and based on a sound analysis of the population’s needs, protection concerns and demographics, continuous monitoring and robust analytical methodologies.
- **Strategic and inclusive support and collaboration.**
With new partnerships, and its Strategic Advisory Group, the overall capacity of the Global Cluster to respond to emergencies and address the diversity of displacement situations will be strengthened. Equally, UNHCR will continue supporting clusters in the field and gathering lessons learned from the implementation of the CCCM urban displacement, area-based and out-of-camp initiative. With new collaborations like these, UNHCR is refining the role of CCCM, including how to adapt camp management approaches to various operational contexts.

UNHCR and IOM supported **15** country-level clusters and cluster-like structures worldwide in 2018, with UNHCR leading or co-leading **10** of them.

[Global CCCM Cluster website available here](#)



In 2018, UNHCR led or co-led **12** of the **26** activated country-level shelter clusters, including the system-wide Level-3 emergencies in Iraq, Syria and Yemen.

Global Shelter Cluster website available here



Global Shelter Cluster

The Global Shelter Cluster (GSC) is co-led by UNHCR in conflict situations and the IFRC in natural disasters. Its primary purpose is to provide predictable, coherent and sustainable support in IDP situations to country-level clusters or cluster-like mechanisms.

Following the finalisation of a new strategy for 2018-2022, UNHCR will support GSC efforts to ensure predictable coordination for localized, effective and timely shelter responses. Collective advocacy will also be pursued to increase the recognition of, and mobilize resources for, shelter and settlement action in emergency and recovery contexts.

To ensure shelter responses and strategies are evidence-based, UNHCR will provide support to country-level assessments. This will also help inform advocacy and learning. On a global level, improved policy and practice will be supported by technical working groups using field best-practice to produce policy and technical guidance for enhancing construction practices, reinforcing the use of cash-based shelter

responses, mitigating gender-based violence and strengthening urban shelter responses.

The GSC will continue providing targeted support to country-level clusters where needed. In 2018, such support to national and sub-national shelter clusters in the DRC helped reinforce coordination and information management capacity across all provinces affected by the IDP situation.

In 2019, immediate and medium-term surge support will continue with the deployment of experienced and competent shelter and information management experts and cluster coordinators. The further development of roving capacity in coordination, information management, cash-based interventions and housing, land and property will facilitate the extension of support to country-level clusters responding to protracted crises, as well as ensuring timely responses to coordination needs arising from new emergencies.

As global co-lead, UNHCR will continue supporting the GSC's strategic direction and day-to-day activities, including hosting 50% of the GSC global support team.

ENGAGING IN CLIMATE CHANGE AND DISASTER DISPLACEMENT



Survivors in Petobo village, Palu city, Sulawesi island in Indonesia, come to terms with the destruction the earthquake and tsunami left in its wake on 28 September 2018.

As articulated in its 2017-2021 Strategic Directions, the Office is committed to responding to climate change, disasters and displacement in two key areas:

- Advancing legal, policy and practical solutions to protect people displaced by the effects of climate change and disasters.
- Contributing to inter-agency emergency response to natural disasters, particularly by providing protection leadership.

In 2019, UNHCR will continue to contribute to legal and policy guidance, normative development and strengthened policy coherence in close cooperation with States, civil society actors and academic experts. This will involve the promotion and dissemination of research and findings on gap areas in the context of disaster displacement and the adverse effects of climate change through ongoing partnerships and participation in global policy processes.

Targets in 2019 will include advancing analyses of, and guidance on, the applicability of refugee law and instruments for people displaced by climate change, environmental degradation and natural disasters. The Office also aims to disseminate key findings and implement recommendations outlined in various studies examining, for example, the protection available to people displaced across borders due to climate change, disaster, displacement and conflict or violence. UNHCR will also support the follow-up to aspects of the global compacts with regards to climate change, environmental degradation and disaster displacement issues.

UNHCR will maintain its engagement in significant fora, including continued participation in various bodies of the UNFCCC as a means of contributing to recommendations on integrated approaches that avert, minimize and address displacement caused by the adverse effects of climate change. UNHCR will also remain closely engaged with the Platform on Disaster Displacement (PDD) as it seeks to complete its 2016-2019 strategic framework and work plan. UNHCR will take part in discussions on the future of PDD's work, including ongoing efforts to implement the "Agenda for the protection of cross-border displaced people in the context of disasters and climate change", which was produced by the Nansen Initiative in 2015.

ANTICIPATED AREAS OF INTERVENTION IN 2019

KEY ACHIEVEMENTS TARGETED IN 2019

FAVOURABLE PROTECTION ENVIRONMENT

LAW AND POLICY DEVELOPED OR STRENGTHENED. IN 2019, UNHCR WILL:

Advancing legal, policy and practical solutions to protect people displaced by the effects of climate change, environmental degradation and natural disasters

Complete study on protection needs arising from the nexus between climate change, disaster, displacement, and conflict.

Disseminate findings of the Brazil Declaration study.

Support implementation of the Brazil Declaration and Plan of Action 2014, including the application of the Cartagena Declaration on Refugees' criteria, which may apply to displacement in the context of climate change and disaster.

Develop recommendations on how to apply the 1969 OAU Refugee Convention and Cartagena Declaration in disaster contexts.

Support 2019 AU Summit reflections on legal instruments, including the OAU Refugee Convention, the Kampala Convention and (sub-)regional free movement arrangements.

Advance legal considerations on the applicability of refugee protection in climate change and disaster contexts

Advance the development of guidance on international protection for people displaced in the context of climate change and disasters.

Support the implementation of the global compact on refugees and the global compact for migration regarding displacement caused by climate change and disaster

Contribute to greater awareness of the links between displacement in the context of climate change and disaster and the need for international protection in some cases.

Contribute to inter-agency emergency response to natural disasters, including by providing protection leadership

Participate actively in the work of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts (WIM) and UNFCCC meetings, as well as supporting implementation of the "Sendai framework for disaster risk reduction 2015-2030" where relevant for disaster displacement.

Follow-up on implementation of COP 24 Task Force recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change.

Contribute to the programme of work of the WIM on human mobility, including preparation of recommendations to COP 25.

Contribute further to the 2016-2019 strategic framework and workplan for the Platform on Disaster Displacement

Map relevant IDP policy and law development at national and regional levels and establish a global database.

Decide on next steps for the ongoing dissemination and implementation of the protection agenda produced by the Nansen Initiative.