



**Internally displaced people** evicted from Shabelle settlement in Bosasso, Somalia, relocate to the outskirts of town. A child helps his family to rebuild a shelter made of carton boxes.

# Working with the Internally

**P**EOPLE DISPLACED within their own country due to conflict, natural disasters or violations of human rights continue to form the largest population of concern to UNHCR. In 2010, some 27.5 million people were displaced internally by conflict or violence, with an additional 42.3 million forced to flee their home areas owing to natural disasters.

As the number of internally displaced persons (IDPs) continues to grow, UNHCR's contribution to the inter-agency response to internal

displacement (the cluster approach) has become increasingly vital. In 2011, UNHCR has protected and assisted more than 17 million IDPs in 25 countries, and served as cluster lead agency for protection, camp coordination and camp management, and emergency shelter in 21 operations.

Six years after the introduction of the cluster approach by the Inter-Agency Standing Committee (IASC), UNHCR continues resolutely to strengthen its operational response to internal displacement. In 2011,

the High Commissioner announced an enhancement of UNHCR's protection capacity, with specific action in the areas of staffing, learning and partnerships. The resulting Protection Capacity Initiative has led to the establishment of 42 new protection posts, including several dedicated to protection cluster leadership in UNHCR's largest IDP operations, such as those in the Democratic Republic of the Congo (DRC), Somalia and Yemen.

In 2012, these posts will reinforce UNHCR's ability to respond to



UNHCR / R. GANGALE

# Displaced

increasingly complex operational realities, including protracted and urban displacement, as well as natural disasters. New protection learning programmes include an e-learning course on UNHCR's operational response to internal displacement, and an inter-agency course on protection in natural disasters. These programmes will reach several hundred UNHCR staff members in 2012.

When IDPs disperse within host communities or urban areas, it is tempting to assume that durable

solutions have been found. In reality, individuals often continue to face protection risks. Even when IDPs return home, they may struggle with the loss of land, property or livelihoods, or with the continued effects of trauma or discrimination linked to their displacement.

UNHCR remains committed to facilitating durable solutions and ensuring an integrated approach to solutions for both IDPs and refugees who return voluntarily to their areas or countries of origin, respectively. Along with other UN agencies, IOM

and the World Bank, UNHCR has developed an inter-agency framework for a more predictable and effective response to the reintegration needs of IDPs and returning refugees. UNHCR is also revising the *Handbook for Return and Reintegration*.

In 2010, as lead or co-lead agency for three global clusters, UNHCR began conducting a series of Tri-Cluster Technical Knowledge and Skills Training workshops. Two workshops covering the Asia-Pacific and Central Asia regions have included both

UNHCR and local partner staff. The identification of additional needs required to develop a common strategy, ensure accountability and strengthen inter-agency coordination have resulted in the development of an Inter-agency Coordination and Leadership Programme. In 2012, UNHCR's Global Learning Centre will assume responsibility for combining the two training initiatives into a four-month learning programme entitled "CO-LEAD".

**Livelihoods:** the resources (assets, skills or equipment) and the actions undertaken to earn a living.

**Self-reliance:** the ability of an individual, a household or a community to meet essential needs (including protection, food, water, shelter, personal safety, health and education) in a sustainable manner and with dignity.

## Camp coordination and camp management

With IOM as co-lead of the global cluster, UNHCR provides technical assistance and coordination to ensure that country level Camp Coordination and Camp Management (CCCM) clusters are equipped with the necessary tools. In 2012-2013, the CCCM cluster will support effective coordination in the field by deploying experts, and by conducting training workshops for members and national counterparts. The cluster will also provide technical guidance on thematic issues, such as participatory assessments, community leadership and management. Guidelines on camp closure will be disseminated in 2012, and a CCCM tools validation survey will identify priorities for field support.

In 2011, all UNHCR-led CCCM operations, including those in Côte d'Ivoire, the Democratic Republic of the Congo, Pakistan and Yemen, have received comprehensive support from the global CCCM cluster. In Côte d'Ivoire, UNHCR deployed three experts to respond to rapidly moving, displaced populations. A training expert deployed to Pakistan helped UNHCR to conduct CCCM preparedness and training-of-trainers workshops at the national, provincial and district levels, in collaboration with IOM. In Yemen, the CCCM cluster provided advice on strategic planning, improving conditions in IDP settlements, fostering co-existence between IDPs and host communities, and addressing the environmental impact of settlements.

UNHCR continues to host the Joint IDP Profiling Service (JIPS), an inter-agency initiative managed by a steering committee that comprises the Danish Refugee Council, the Norwegian Refugee Council's Internal Displacement Monitoring Centre, UNFPA, IOM and OCHA. In 2012, JIPS will make it a priority to provide support to the operations in Afghanistan, the Democratic Republic of the Congo, Libya, Pakistan and Sudan. It will also encourage other country operations and humanitarian partners such as WFP, UNDP and the humanitarian aid organization INTERSOS to use shared IDP profiling data as the basis for humanitarian assistance programming.

## Emergency shelter

With UNHCR as co-lead and the IFRC as co-convenor, the global Emergency Shelter Cluster (ESC) supports field operations in challenging environments such as Côte d'Ivoire and Somalia, notably through the deployment of expert staff under arrangements with stand-by partners. The ESC also offers advice on country level shelter strategies, guidelines, monitoring and evaluation, in addition

to operational responses. In 2012-2013, the newly established Shelter and Settlement Section at UNHCR Headquarters will reinforce the emergency response capacity of the ESC at country level. In 2012-2013, the ESC's strategic priorities will be to strengthen members' global and country level response capacity. The recently formed Global Strategic Advisory Group will review global

strategy annually, support thematic reference groups, and mobilize financial resources. An updated ESC website and new publications are planned for 2012, including tools to incorporate protection, sexual and gender-based violence, gender, HIV and AIDS, as well as the environment into country level emergency shelter projects.

## Protection

In 2012, the global protection cluster will support field operations in emergencies, including the deployment of protection cluster coordinators, as has been the case in Côte d'Ivoire and Libya in 2011. These coordinators synchronize rapid protection assessments and the development of protection strategies in an inter-agency context. Similarly, through a partnership agreement with HelpAge, the protection cluster has sent specialists to Kenya, Somalia and South Sudan, to improve the inter-agency response to the needs of older people of concern in those countries.

Capacity-building, through the provision of training and tools, is another core priority for the protection cluster. In 2012, it will launch the revised Protection Cluster Coordination Training Course, which includes a self-study phase and a facilitated workshop. With the successful development of a

training course on Protection in Natural Disasters in 2011, the protection cluster will make the course widely available in 2012 through an e-learning module. *The Handbook for the Protection of Internally Displaced Persons* has been translated into Arabic, French, Spanish and Russian and will be made available in these languages in early 2012.

Following a thorough review of its mission statement and strategic priorities, involving broad consultations with global partners and field clusters, the protection cluster will disseminate a new multi-year strategy and work plan in January 2012.

UNHCR also contributes to the work of other global clusters, including Water, Sanitation and Hygiene, Education, Early Recovery, Logistics, Food Security and Emergency Telecommunications, promoting the mainstreaming of protection approaches in these areas.

## Key IDP operations: from prevention to durable solutions

UNHCR's mandate to protect and assist IDPs extends beyond the emergency phase, and its country operations aim to help IDPs to live in safety and dignity at every stage of the cycle of displacement. Activities range from helping governments to develop national IDP laws and policies prior to any displacement, to assisting IDPs to return home or resettle in another part of the country as and when conditions improve.

### ● Iraq

While more than half a million Iraqi IDPs have returned home since 2008, primarily to areas in Baghdad and Diyala governorates, at least 1.3 million remain displaced. Inadequate security in some areas continues to propel new displacement. The most vulnerable IDPs live in informal settlements, possess few legal rights, and lack access to basic necessities such as water and electricity.

### Prevention

UNHCR supports peacebuilding initiatives in Iraq, such as the Diyala Initiative to address humanitarian needs and prevent conflict in the governorate. The Initiative gives priority to the protection of minority rights, and promotes harmonious relationships between different ethnic and sectarian groups. As part of this process, UNHCR contributes its expertise to help in the sustainable reintegration of returning IDPs and refugees.

### Displacement

As chair of the IDP coordination meeting, UNHCR works with partners to provide legal assistance, to monitor protection and to help individuals apply for civil documentation through 15 protection and assistance centres, and 40 mobile teams. UNHCR maps IDP settlements, advocates for IDP rights with the government authorities, and provides shelter and non-food

assistance to the most vulnerable displaced families and individuals. An innovative Project Tracking System utilizes GPS-encrypted photos to provide real time evidence of IDP needs and the delivery of assistance.

## *Durable Solutions*

Upon return to their areas of countries of origin, both IDPs and former refugees may encounter insecurity, destroyed homes and infrastructure, as well as a lack of employment opportunities and basic services. In 2012, UNHCR will help the Government of Iraq to implement a four-year plan to find durable solutions for returnees, with a focus on ensuring fundamental rights. Resolving issues related to access to land and property and adequate social services will be crucial if local integration is to be a viable option for IDPs now residing in informal settlements.

## ● *Pakistan*

Despite the Government of Pakistan's strong disaster response capacity, the magnitude of the 2010 floods required an unprecedented level of collaboration with international humanitarian and development actors. Some 20 million people were affected, and 1.8 million homes were either partially or fully destroyed. UNHCR contributed rapidly to the relief efforts, building on its experience in protecting and assisting Afghan refugees, who were hit equally hard by the floods.

One year later, 95 per cent of flood-affected IDPs have returned home, and the Government is coordinating efforts to secure durable solutions for those who remain displaced. However, new conflict-induced displacement is taking place in the Kurram Agency. In 2012, UNHCR will continue to protect and assist conflict-affected IDPs, including by supporting the Government to prepare a national IDP policy framework. UNHCR's leadership of the protection thematic working group in the country (previously the protection cluster) will be supported by a senior coordinator position created as part of the Protection Capacity Initiative.

## *Prevention*

With the risk of new floods each year, contingency planning is vital, as has been demonstrated by renewed inundation of vast areas that occurred in September 2011. UNHCR will continue to contribute to the national contingency planning process. In future relief efforts, it will give priority to meeting the needs of vulnerable groups. UNHCR has also trained a roster of individuals for deployment within 72 hours of a new disaster.

## *Displacement*

In 2011, UNHCR worked with the Government and other partners to address the protection concerns of IDPs, refugees and other populations affected by the floods. It also deployed additional protection staff at the national and provincial levels to strengthen the leadership of the protection cluster and thematic group. In addition, UNHCR has collaborated with UNIFEM and UNICEF to reinforce existing gender-based violence and child protection referral mechanisms.

## *Durable Solutions*

Despite the high number of returns following the floods, return may not be possible for many. The disaster rendered some areas uninhabitable, while the risk of future disasters threatens others. At the request of the Government, the UN is focusing on early recovery. As lead of the protection thematic working group, UNHCR has developed a durable solutions strategy that has been endorsed by the humanitarian country team.

## ● *South Sudan*

On 9 July 2011, the Republic of South Sudan became the world's newest country. Following the Comprehensive Peace Agreement between the Government of Sudan and the Sudan People's Liberation Movement, and referendum in January 2011, IDPs – many from Khartoum and other parts of northern Sudan – have been returning to South Sudan after years of displacement. At the same time, violent clashes in other parts of South Sudan have sparked

additional displacement, raising the total of the newly displaced in 2011 to 275,000.

#### Prevention

UNHCR supports the peace process through community-based protection projects and peacebuilding initiatives. Meanwhile, it is helping partners to develop contingency plans in response to potential intercommunal violence, ethnic clashes and insurgency. UNHCR helps the Government of South Sudan to resolve outstanding displacement issues by conducting joint activities, seconding staff and providing office equipment. UNHCR also provides legal advice to both governments in order to prevent IDPs originally from South Sudan from becoming stateless.

#### Displacement

There are around 400,000 IDPs in South Sudan. Over the past year, UNHCR has expanded its protection and assistance activities for this group by establishing local protection clusters in all ten states in the new country. Every six months, a survey identifies individuals and groups most in need of humanitarian assistance. In 2012, sub-clusters on gender-based violence will seek to ensure in every state that survivors of such violence receive counselling and/or treatment in their respective capital city.

#### Durable Solutions

UNHCR is planning for 300,000 returnees in 2012. It supports the Government-led return process by co-chairing the Emergency Return Sector with IOM, monitoring protection, constructing way stations and registration centres, providing emergency kits and shelter to vulnerable returnees, and helping with access to documentation. UNHCR supports coexistence between returnees and local communities through small-scale rehabilitation projects and employment initiatives. In 2012, a community-based approach to shelter for the most vulnerable families will also strengthen protection and reintegration. ■

**UNHCR-led and co-led clusters by country<sup>1</sup>**

Country	CCCM	Emergency Shelter	Protection
Afghanistan			
Burundi <sup>4</sup>			
CAR			
Chad (East)			
Colombia			
Côte d'Ivoire			
DRC			
Ethiopia			
Iraq			
Kenya <sup>2</sup>			
Libya			
Pakistan			
Philippines			
Somalia			
South Sudan			
Sri Lanka <sup>2</sup>			
Sudan <sup>3</sup>			
Uganda <sup>4</sup>			
Yemen			
Zimbabwe			

<sup>1</sup>Includes countries where responsibilities for leading or chairing are shared with other agencies.

<sup>2</sup>Cluster-like coordination mechanism.

<sup>3</sup>To be replaced in 2012, in Darfur.

<sup>4</sup>Cluster mechanism in transition.