

Engaging with IDPs

A Ukrainian IDP surveys his destroyed apartment in Donetsk.





An unprecedented 38 million people were displaced by conflict within their own countries at the end of 2014. This includes 11 million people who were newly displaced throughout the year as violence escalated in some parts of the world. Disaster-related displacement also continued to uproot communities.

In 2014, UNHCR worked to promote a favourable protection environment for internally displaced people (IDPs), providing support to governments and inter-agency humanitarian response mechanisms. The Office also sought to increase its own capacity and expertise with respect to internal displacement to ensure a stronger and more targeted operational response, particularly in emergencies. ●●●

The numbers of IDPs continued to rise throughout 2014, as conflict situations escalated in the Central African Republic (CAR), Iraq, Nigeria, South Sudan and the Syrian Arab Republic (Syria). The capacity of the international humanitarian system was tested by multiple emergencies, compounded by widespread violations of international humanitarian and human rights law and, in some instances, the direct targeting of humanitarian workers.

UNHCR's action on behalf of IDPs in conflict situations continued to be centred on the inter-agency cluster leadership approach (see *Glossary*). As lead of the Global Protection Cluster, and lead of the Global Shelter Cluster and the Global Camp Coordination and Camp Management Cluster for conflict situations, the Office

supported coordination and service delivery to IDPs in the field. UNHCR also contributed to the development of global policy on internal displacement to ensure that protection informed humanitarian action. See also chapter on *Working in Partnership*.

An independent study by the Brookings-LSE Project on Internal Displacement, entitled *Ten Years after Humanitarian Reform: How Have IDPs Fared?*, was released in December 2014. The study examined the conditions of IDPs 10 years after the UN humanitarian reform process of 2005, noting that more attention on finding sustainable solutions to internal displacement was needed. In 2015, UNHCR will therefore focus on resolving the specific assistance and protection needs of IDPs, and promote their full enjoyment of human rights without discrimination.

AREAS OF INTERVENTION

ACHIEVEMENTS IN 2014

Favourable protection environment

Law and policy developed or strengthened

Advocate for the development or promotion of a normative framework on IDPs

- UNHCR supported national efforts to develop policies and laws on IDPs, and to promote implementation of the 2009 African Union Convention for the Protection and Assistance of Internally Displaced Persons (Kampala Convention).
- As of 1 January 2015, 22 States had ratified and 39 States had signed the Kampala Convention.
- Somalia and Ukraine adopted national legal frameworks to address internal displacement, and the Democratic Republic of the Congo (DRC) and Nigeria made progress in developing their national laws.

Durable solutions

Support durable solutions for IDPs in close partnership with national authorities and partners

- The piloting of the UN Secretary-General's Policy Committee Decision on Durable Solutions (2011) in Afghanistan, Côte d'Ivoire and Kyrgyzstan demonstrated the value of early engagement in national development planning, and the need for earlier and closer ties with line ministries, development actors and local civil society.
- In Kyrgyzstan, joint action by the UN country team in IDP return areas was supported by the UN Peacebuilding Fund. UNHCR also strengthened its collaboration with UNDP to support solutions for IDPs in Afghanistan and Somalia.
- Multi-year, multi-partner strategies for solutions for IDPs progressed in Colombia, Mali, Serbia, Somalia and Sri Lanka. These informed and/or were supported by the work of the Solutions Alliance, launched in April 2014 (see chapter on *Progressing towards solutions*).

Support and management

Coordination and operations management strengthened

Build field capacity for a stronger and more targeted operational response, notably in emergencies

- UNHCR released provisional guidance on *UNHCR's Engagement in Situations of Internal Displacement* in March 2014. The guidance, which will be finalized in 2015, seeks to enhance the predictability of UNHCR's operational engagement in situations of internal displacement by giving priority to areas where the Office has a comparative advantage and can add value to the overall humanitarian response.
- UNHCR strengthened its operational capacities to address internal displacement by deploying experienced staff to key operations in the CAR, Iraq, Nigeria, South Sudan and Syria. Operational guidance was provided through missions as well as exchanges with field-based staff, including coaching and learning programmes.
- Almost 1,000 UNHCR staff members enrolled in the e-learning course on internal displacement.

Global IDP engagement

Global Protection Cluster (GPC)

In 2014, the GPC provided support and guidance to 33 protection clusters and cluster-like mechanisms, 22 of which were led or co-led by UNHCR.

OPERATIONAL SUPPORT

As part of the GPC, UNHCR supported the provision of guidance and advice to country-level protection clusters/mechanisms on coordination and advocacy, as well as protection mainstreaming, service delivery and monitoring. Support missions were undertaken to country-level operations in the CAR, Iraq, Lebanon (Syria response), Nigeria, the Philippines, the Solomon Islands, South Sudan and Turkey (Syria response). In addition, information management officers were deployed to support protection actors in Chad and the Philippines.

The GPC Support Cell, which fulfils the secretariat functions related to global-level coordination, maintained regular communication with its network of protection clusters worldwide, facilitating the exchange of information and experience across operations. It also issued regular email updates and a *Protection Cluster Digest* newsletter.

Through the GPC's website, protection clusters were able to access a "coordination tool box". New templates added in 2014 included the terms of reference for protection cluster coordinators, protection cluster strategies, advocacy tips and guidance related to the Humanitarian Programme Cycle (see *Glossary*).

CAPACITY BUILDING

With support from the European Commission's Humanitarian Aid and Civil Protection department (ECHO), UNHCR was able to increase the capacity of the GPC in the areas of protection mainstreaming, information management and coordination. The GPC Protection Mainstreaming Training Package was finalized in August 2014, and trainings were carried out in the CAR, Mali, South Sudan and Turkey (cross-border assistance to Syria). Additionally, protection cluster coordination learning programmes were organized for five field protection clusters: in the CAR, Haiti, the State of Palestine, South Sudan and Syria.

Protection training materials specific to natural disasters were also finalized in 2014 under the auspices of the GPC Task Team on Learning. In addition, the Global Protection,

Camp Coordination and Camp Management, and Shelter Clusters collaborated with UNHCR's Global Learning Centre to run two sessions of the Cluster Coordination and Leadership learning programme.

GLOBAL ENGAGEMENT

Several country-level operations sought assistance from the GPC in 2014 to develop protection strategies. The various guidance provided by UNHCR and other partners will be integrated into a GPC tool kit in 2015. UNHCR and other GPC partners also contributed to the ongoing revision and updating of Transformative Agenda (see *Glossary*) protocols, guidance and tools.

The GPC organized formal briefings to mobilize interest and support to address crises in the CAR, Iraq, the Philippines, Syria and West Africa (in response to the Ebola virus outbreak). The GPC also convened two thematic roundtables in 2014, on cross-border humanitarian relief and humanitarian evacuations respectively. Bringing together a broad range of experts and practitioners, the conclusions of the roundtables will inform operational responses to current crises, including in the CAR, South Sudan and Syria.

Global Camp Coordination and Camp Management (CCCM) Cluster

The Global CCCM Cluster, co-led by UNHCR (conflict situations) and IOM (natural disasters), continued to support field operations in emergencies and situations of protracted internal displacement in 2014, including through expert deployment, the development of tools and guidance and capacity building for national authorities and civil society.

The Global CCCM Cluster supported 35 clusters and cluster-like operations in 2014, of which nine were led by UNHCR: in the CAR, Chad, the DRC, Iraq, Myanmar, Pakistan, South Sudan, Turkey (cross-border assistance to Syria) and Yemen.

OPERATIONAL SUPPORT

The Global CCCM Cluster Rapid Response Team provided operational support to five system-wide (Level 3) emergencies in 2014, as well as to several protracted situations. The Rapid Response Team involves a roster of technical experts who can be deployed at short notice for short to medium-length missions, to support operations requiring CCCM expertise.

Additional support was also provided through the CCCM Cap Roster – a second deployment scheme that has been established to reinforce field CCCM capacity, particularly for cluster coordination or support purposes, through medium to long-term missions. Nine CCCM Cap deployments were undertaken in 2014, including to the CAR, Chad, the DRC, Iraq, South Sudan, and Turkey.

Tools, lessons learned, and guidance for field-based practitioners were either updated or developed in 2014 by the Global CCCM Cluster. Efforts were also made to increase communication between

the Global CCCM Cluster and its partners. In particular, the Global CCCM Cluster Communication Strategy enhanced the visibility of the cluster's services and guidance in 2014, and fostered closer collaboration on content creation and information dissemination between partners. The Global CCCM Cluster website (www.globalccmcluster.org) continued to be used widely as a knowledge-sharing platform, offering access to CCCM tools, training materials and information.

CAPACITY BUILDING

In 2014, with support from ECHO, the Global CCCM Cluster updated and improved training materials and opportunities, including its train-the-trainer guidelines. Experts were deployed to key operations such as the DRC and Nigeria to support capacity building. One-off training missions also addressed urgent needs in Algeria, Burundi, Jordan, Myanmar, Turkey and Yemen. Regional train-the-trainer sessions were organized in Colombia, Indonesia and Senegal. The CCCM training database and expert roster were also consolidated.

GLOBAL ENGAGEMENT

The Cluster Performance Monitoring Tool and the OCHA Indicator Registry allowed closer performance monitoring of country-level CCCM clusters in 2014.

The Global CCCM Cluster also published a desk review of urban and out-of-camp displacement in 2014, recommending the establishment of centres for coordination and community management. Several operations were selected for the roll-out of pilot projects in 2014 and 2015.

Global Shelter Cluster (GSC)

The GSC, co-led by UNHCR (conflict situations) and the IFRC (natural disasters), supported 24 country-level clusters or cluster-like mechanisms in 2014 – including newly established clusters in Chad, Iraq and Ukraine – of which 14 were led by UNHCR. The GSC continued to implement the Global Shelter Cluster Strategy 2013-2017, which prioritizes support for field-based coordination.

OPERATIONAL SUPPORT

Throughout 2014, the GSC offered a wide range of services to field staff. As the lead for conflict situations, UNHCR provided surge capacity and desk support in setting up shelter clusters in operations worldwide. It also provided advice on country-level strategy development and technical standards. Regional support, including for contingency planning, was guaranteed through the nomination of regional focal points within the GSC. Through its surge capacity, the GSC organized 12 missions to six countries in 2014. All country-level shelter clusters operating in situations of conflict were also supported, including the CAR, Chad, Iraq, South Sudan, Syria and Ukraine.

A focal point for advocacy and communications was deployed to the shelter cluster in South Sudan

to assist with messaging and communication, including the use of social media. An information manager was deployed to Chad and provided remote support to country-level clusters in information management and web support. Shelter clusters in the CAR, Iraq and South Sudan also benefited from additional support for assessments through a partnership deployment.

In 2014 the GSC website (www.sheltercluster.org) migrated to a new platform that is more accessible to practitioners in remote locations, and includes enhanced connectivity to social media.

CAPACITY BUILDING

A GSC coordination workshop in October 2014 brought together shelter cluster coordinators from around the world to exchange experiences and good practices, as well as to update and revise the shelter cluster coordination methodology.

In 2014, GSC-led working groups issued policy documents and new operational tools, including for information managers and shelter technical coordinators. Additionally, online training on shelter and settlement for generalists and decision-makers was developed, and the country-level shelter clusters in Pakistan and Somalia were evaluated. ■

Stepped up fighting displaces tens of thousands more Libyans

This article is an adapted version of a UNHCR news story

10 OCTOBER 2014

TUNIS, Tunisia, October 2014 (UNHCR) | *Fighting between rival armed groups in Libya left almost 290,000 people forcibly displaced across the country, including 100,000 in a three-week period over September and October 2014.*



Distribution of relief items to the most vulnerable families in Ghat, Libya. Many IDPs are elderly and in need of sleeping mats and plastic sheets.

The internally displaced, from 29 cities and towns, urgently need food, health care and other basic commodities as well as adequate shelter for the approaching winter.

“UNHCR and its partners are responding to some of these needs, but we face major constraints in access,” spokesman Adrian Edwards told journalists in Geneva.

Around Warshefana on the outskirts of Tripoli, fighting had caused some 100,000 people to flee in the last three weeks. This, along with the Benina area outside the eastern city of Benghazi, is among the worst affected areas.

Most displaced people are living with local families who in some cases have opened their homes to several families at a time to meet the growing need for shelter. People unable

to stay with relatives or host families sleep in schools, parks or non-residential buildings converted into emergency shelters.

“The growing number of displaced people is outstripping the capacities of local communities, from whom we are hearing increasing concern about the ability to cope,” Edwards said.

An example of the increasing humanitarian needs and shrinking humanitarian space is the situation in the small town of Ajaylat, some 80 kilometres west of Tripoli. A town normally of about 100,000 people, Ajaylat is hosting some 16,000 displaced people – more than 10 per cent of the local population. Health facilities are struggling to cope. The main hospital reports a 30 per cent increase in cases and a lack of essential medical

supplies and medicines for chronic illnesses such as hypertension and diabetes. Other towns across western Libya and in Benghazi are under similar strain.

Efforts to assist the displaced are hampered by limited humanitarian access to towns affected by fighting. When security permits, cross-border aid convoys are the only way to get supplies to people in need, as access to warehouses inside the country is often impossible.

UNHCR and International Medical Corps (IMC) dispatched the first relief convoy for 12,000 displaced people in western Libya in August. In partnership with the World Food Programme, which provided food items, UNHCR and IMC also distributed additional non-food aid to 6,700 people in recent weeks. ◦