UNHCR'S ROLE IN SUPPORT OF AN ENHANCED HUMANITARIAN RESPONSE TO SITUATIONS OF INTERNAL DISPLACEMENT:

UPDATE ON UNHCR'S LEADERSHIP ROLE WITHIN
THE CLUSTER APPROACH AND IDP OPERATIONAL WORKPLANS

I. INTRODUCTION

1.   With the Informal Consultative Meetings of the 30 January and the 27 February 2007, UNHCR has established an important policy dialogue with its Executive Committee on the Office's evolving role in relation to internal displacement situations. The two papers produced for these consultations, "Policy Framework and Implementation Strategy: UNHCR's role in support of an enhanced humanitarian response to situations of internal displacement" and "The Protection of Internally Displaced Persons (IDPs) and the Role of UNHCR," will continue to evolve through lessons derived from the Office's operational experience in many IDP programmes around the world and through additional feedback from States. These papers have now been shared with UNHCR staff, government interlocutors and other partners engaged in protecting and assisting IDPs.

2.   Concurrent with the issuance of these two papers, the High Commissioner tasked the Regional Bureaux and Divisions to translate the objectives of both papers into measurable work plans showing what UNHCR has been doing, where, and what it plans to do in the year ahead. The results of these work plans are summarized in this paper and are complemented by the attached matrix, which gives an overview of the country operations, UNHCR's cluster lead and non-cluster lead activities, as well as a snapshot of the technical support provided from headquarters to the field.

3.   This note provides an analytical summary of the matrix with a focus on the priority issues that the Office will work on in 2007-2008, as well as a synopsis of the remaining challenges which need to be addressed.

II. INTER-AGENCY DEVELOPMENTS IN THE ROLL OUT OF THE CLUSTER APPROACH

(a)   <u>Inter-Agency Developments on the Cluster Approach Implementation</u>

4.   Inter-agency policy and guidance on the implementation of the humanitarian reform process and the cluster approach has continued to develop. A note on the operationalization of the cluster approach at the field level is currently being finalized. The Guidance Note on implementing the cluster approach at the field level has been translated into French and Spanish and has been distributed to the field. An inter-agency task team is finalizing additional notes with practical advice on how to use the cluster approach in ongoing operations and new emergencies. Global clusters have also begun to use the humanitarian reform website to share information with colleagues in the field.

5.   Following the IASC Principals' decision in December 2006 to gradually apply the cluster approach in all existing emergencies with Humanitarian Coordinators, global cluster lead agencies and a number of partners have been discussing the impact of this at the field level. There is a consensus that the process should be field driven after a case by case review of each country situation. Thus far, the cluster approach is currently being formally used in the following countries: Colombia, Côte d'Ivoire, the Democratic Republic of the Congo (DRC), Ethiopia, Liberia, Somalia, and Uganda. Further consultations are underway regarding the use of the cluster approach in other operations with Humanitarian Coordinators. The cluster approach has also been applied in six "major new emergencies" (Yogyakarta/Indonesia, Mozambique, the Philippines, Madagascar, Pakistan, and Lebanon). UNHCR acted as cluster lead in the latter two emergencies. While Lebanon presented a clear case for UNHCR's involvement, Pakistan, as a natural disaster emergency, was an exceptional situation where UNHCR, in consultation with the affected State and partner organizations lent immediate support. UNHCR supports the view of many actors that the cluster approach be evaluated, and that its formal activation should continue to be based on requests from country-based actors, who are better placed to identify gaps in the humanitarian response.

6.   The inter-agency 2007-2008 Appeal for Building Global Humanitarian Response Capacity was launched by the Emergency Relief Coordinator in April 2007. UNHCR's total request was for USD 13.7 million, which includes funding requirements for its three cluster lead activities in the Protection, Camp Management and Camp Coordination (CCCM), and Emergency Shelter clusters, as well as UNHCR's activities as a cluster partner in the Logistics, Early Recovery, and Nutrition clusters. Some 42 per cent of these requirements is for the procurement of stockpiles for the emergency shelter cluster and the logistics cluster. Within the CCCM and emergency shelter global clusters, UNHCR agreed to channel cluster partners' requirements of some USD 5.1 million through pooled funding mechanisms.

(b)   Update on UNHCR-led Global Clusters

7.   The cluster leadership approach has resulted in a number of achievements at both the global and field level. At the global level, the clusters have clarified areas of responsibility and complementarities, and they have reviewed standards and existing capacities. Clusters are now strengthening capacity and preparedness in key areas where gaps have been identified, by planning for expansion of technical expertise, developing operational guidelines and handbooks. The response capacity is being strengthening by building up surge capacity and creating standby rosters, joint training and stockpiles. Throughout 2007, UNHCR as the lead for the protection cluster and the co-lead for the CCCM and for the emergency shelter clusters will continue to refine and develop its tools and services, particularly in the areas of staffing capacity, technical guidance and information management to support field operations. UNHCR has also been an active participant in clusters it does not lead, including the early recovery and logistics clusters.

(i)   The Protection Cluster

8.   UNHCR chairs the global Protection Cluster Working Group (PCWG), which meets on a regular basis, and is attended by a wide range of UN agencies, IOM, non-governmental organizations (NGOs) and other international organizations. It has proven to be a valuable coordination mechanism that provides a broad and comprehensive perspective on protection. The cluster is a unique global forum for building partnerships and coalitions to respond to the protection needs of internally displaced persons and affected populations.

9.   Significant advances have been made to address capacity needs to support protection activities in field operations. The Protection Standby Capacity Project (ProCap) established a Core Team of experienced Senior Protection Officers (SPOs) for deployment to the field. Standby roster managers undertook different strategies to increase the number of protection officers available to meet the growing number of requests. For some rosters, such as that of the Danish Refugee Council, the number of protection personnel has already increased by approximately 50 per cent. The Protection Surge Capacity Project (UNHCR/International Rescue Committee), which received funding from the Cluster Appeal, has also continued to support IDP operations by deploying protection officers where needed.

10.   In addition to boosting the human resource capacity of the humanitarian response, the PCWG has embarked on efforts to complement existing tools and guidelines. The working group has developed specific, practical and field-oriented tools and standards on protection for those areas where gaps were identified. A major task for UNHCR is to lead and coordinate an inter-agency IDP Protection Handbook. A draft will be shared with all partner agencies, NGOs and other actors for their review, input and feed-back by mid-2007. The Handbook will provide the operational guidelines, standards and tools required for protection work in the field.

11.   In the meantime, more than 300 field staff members have been trained in protection and international legal standards by the Internal Displacement Monitoring Centre (IDMC)/Norwegian Refugee Council in Somalia, Côte d'Ivoire, Colombia, the Democratic Republic of the Congo, Nepal and Lebanon.

12.   Training by members of the PCWG has raised awareness of international protection standards and key coordination mechanisms among national authorities, NGOs and non-State actors.

13.   The task of IDP profiling exceeds the capacity and competence of a single agency, therefore, UNHCR is facilitating an inter-agency process to establish emergency response capacity in this sector. IDP profiling is supported in Chad, and Côte d'Ivoire, where UNFPA has emerged as a key strategic partner.

(ii)   The Camp Management and Camp Coordination Cluster

14.   UNHCR co-leads the Camp Management and Camp Coordination Cluster with IOM. The global cluster defined the key concepts of CCCM and responsibilities for three main areas:

- **Coordination** at the inter-camp level– task of cluster lead agencies (often in support of national policies),
- **Management** of individual camps– task usually delegated to competent partners (governmental and/or non-governmental); and
- **Administration** of IDP camps– this task falls within the prerogative of State authorities.

15.   Recently, the cluster was formally activated in Uganda. Previously, the cluster had been activated in Liberia and in Pakistan during the 2005 earthquake. In other countries with ongoing emergencies, such as the Democratic Republic of the Congo (DRC) and Chad, camp coordination/ management principles are being applied without the cluster having been formally activated.

16.   Training and capacity building has played a key role in the cluster's commitment to raising standards in humanitarian responses within camp settings. In 2006, the cluster developed 'best practices' in camp management and coordination, and a guidance note for Humanitarian Coordinators and Country Teams. A significant number of field-based personnel from a variety of agencies were trained on camp management in 2006.   Information management tools including a CD-ROM on key IDP resources were developed and shared with numerous partners and they were distributed to over 300 field personnel.

17.   To improve sharing of data on camp coordination and management at the operational level, the cluster is supporting an information management pilot project in Uganda, by providing mapping and database support for camp management agencies working in various camps in northern Uganda.   The global cluster also assisted an information management project in Somalia, focusing on mapping and population movement tracking. Support was also provided through field missions to Myanmar and the Central African Republic to improve information management, focusing on an IDP protection monitoring tool for effective data collection and analysis. On behalf of the CCCM cluster, UNHCR has also recruited a consultant to study IDP collective centres.

(iii)   The Emergency Shelter Cluster

18.   While, in conflict situations the global emergency shelter cluster is led by UNHCR, the meetings of its working group are co-chaired by UNHCR and IFRC. These meetings also cover major new emergencies, including natural disasters. In 2006, the emergency shelter cluster was formally activated in Lebanon, Indonesia (Yogyakarta) and Somalia. Cluster members deployed shelter and coordination experts to three conflict-generated IDP situations (Lebanon, Timor-Leste and Somalia) and to two natural disaster situations of displacement - Indonesia (Yogyakarta) and Pakistan. This led to more timely and effective coordination of the shelter interventions in these emergencies. For example, as a result of the deployment in Lebanon, the harmonization of shelter interventions by the humanitarian community led to the adoption of a common policy and strategy for the rehabilitation process. The cluster also issued guidance and conducted training based on lessons learned from the Pakistan earthquake.

19.   Both UNHCR and IFRC have established rosters for emergency shelter coordinators within their respective agencies to be mobilized in future emergencies. At the end of 2006, UNHCR had stockpiles in its global warehouses to serve an emergency shelter intervention with certain items for up to 418,300 people. Under the 2007-2008 Cluster Appeal, UNHCR hopes to increase its stockpiles to ensure that the global Emergency Shelter Cluster can cover all necessary emergency shelter items for up to 500,000 people.

(iv)   Other Clusters

20.   UNHCR also actively contributed to the establishment and development of the Early Recovery, Logistics, Nutrition, Water/Sanitation and Hygiene (WASH), and Health Clusters. Not only does the Office have expertise in these areas, but the activities of these clusters are integral to finding durable solutions for displacement situations, ensuring that protection issues are mainstreamed within all clusters and, ultimately, to delivering assistance to IDPs in the fastest and most cost-effective manner.

21.   UNHCR actively participates in the UNDP-led early recovery cluster, to help ensure that strategic plans and interventions are consistent across clusters and that protection and cross-cutting issues, such as gender, environment and HIV and AIDS, are included in early recovery planning. For the Office, this cluster represents a key opportunity to work with other UN agencies to reduce the gap between relief and development, support the consolidation of the return and reintegration of displaced populations, as well as to engage development actors in assistance to communities affected by conflict and include displaced populations in peacebuilding and transition activities. In 2007, the early recovery working group agreed that UNHCR would review existing tools and data bases to develop a common UN Return and Reintegration Information Management System to be used in all IDP and refugee return operations when early recovery networks are established. Furthermore, and together with relevant agencies (e.g. ILO and IOM), UNHCR will draft a guidance note on reintegration for cluster members.

22.   UNHCR also contributed to the WFP-led Logistics Cluster, which operates on the understanding that members of the other clusters will manage their own logistics as part of an integrated supply chain approach. Given its ongoing responsibilities for refugees as well as its new cluster leadership responsibilities, UNHCR plans to strengthen its logistics capacity based on lessons learned from the Lebanon operations, to be a more dependable partner in the delivery of shelter, non-food, and other relief items. The cluster is establishing a Core Logistics Cell based at WFP Headquarters in Rome. The Cell's objective is to assist inter-agency logistics responses in IDP situations. UNHCR intends to second two staff members for one year to be based in Rome to support this effort.

(v)   Cross-cutting issues

23.   UNHCR is working closely with its cluster partners and other operational agencies to ensure that cross-cutting issues are mainstreamed into the cluster working groups. In this regard, UNHCR is actively contributing to the development of guidance to mainstream protection, HIV and AIDS, the environment, and gender within both the field and global clusters.

(c)   Progress in UNHCR Cluster/Sector Leadership at the Field Level

24.   As cluster/sector lead at the field level, the Office has encouraged active participation and collaboration with government representatives, the displaced, NGOs, inter-governmental organizations, civil society, other international organizations, and development actors as necessary. Not only do offices organize and lead cluster meetings, UNHCR country level cluster leads seek the participation of all relevant actors, map cluster member activities, conduct participatory assessments, develop contingency plans, facilitate technical trainings, coordinate the development of a cluster strategy and monitor its implementation. For example, in Colombia, as the Chair of the IASC Protection Working Group, UNHCR has led the creation of a comprehensive protection strategy for IDPs. Even in countries where the cluster approach has not been formally activated, such as Sri Lanka, UNHCR leads inter-agency assessment missions and contributes to the development of a common United Nations and NGO approach to address the concerns of IDPs. UNHCR participates in other clusters, where appropriate, to ensure the incorporation of protection considerations.

25.	At the country level, UNHCR presently leads/co-leads the Protection Cluster in: Colombia, Côte d'Ivoire, DRC, Ethiopia, Liberia, Somalia, and Uganda. It leads the emergency shelter cluster in Somalia, and the camp management/camp coordination cluster in Uganda, and Liberia. UNHCR co-chairs the reintegration and community recovery cluster with UNDP in the DRC.

III. UNHCR IDP OPERATIONS AT THE FIELD LEVEL: A SUMMARY OF IDP WORKPLAN ACTIVITIES

26.	UNHCR conducts a wide range of protection and assistance activities for IDPs in 24 countries with approximately 18 million IDPs. While each IDP operation is unique, requiring a different type and level of assistance, the purpose of this section is to provide an overview of the various activities UNHCR is undertaking. As the various interventions are described below, it is important to note that individual programmes and protection strategies are developed for each operation within a rights and community-based approach reflecting the results of participatory assessments and age, gender, and diversity analysis. It should be remembered that while UNHCR is the lead for the global protection cluster, at the country level, UNHCR shares responsibility with the Office of the High Commissioner for Human Rights (OHCHR) and UNICEF in ensuring the protection of people displaced by natural disasters. In all countries, UNHCR, in close cooperation with the governments, participates in inter-agency, UN and development planning processes and implementation strategies. For example, in Bosnia and Herzegovina, UNHCR's IDP activities are positively considered within the country's overall post-conflict recovery strategy under the Dayton Peace Agreement.

(a)	Development and strengthening of government capacity

27.	As States have the primary responsibility for providing protection and assistance for their own citizens, including IDPs, UNHCR's activities are developed in an effort to support governments to provide relief and basic services, especially for groups with specific needs. In Serbia and to a lesser extent in Montenegro, UNHCR assists the Government in providing temporary accommodation for IDPs in 84 collective centres housing 5,100 IDPs and 2,800 refugees. Capacity building exercises are also used during the transition period when UNHCR hands over responsibilities to governments. In the case of Afghanistan, UNHCR is working closely with the Government to build its capacity to increasingly assume management of IDP settlements, by training of government officials. The Office also works with the Government to develop a multi-year plan to find durable solutions for Kurchi IDPs. In Liberia, UNHCR has been actively supporting government institutions, strengthening their capacity to assume full responsibility for the protection of their citizens in the post-conflict and recovery phase. Regardless of the type of intervention, all of these projects are in support of the governments' capacity to assist and protect their own citizens.

(b)	Promotion of respect and adherence to international legal standards relating to the protection of IDPs

28.	In general, activities are designed to improve respect for international legal standards, and focus on building national government capacity. For instance in Nepal, UNHCR works closely with OHCHR and OCHA to assist the Government with the adoption of its national IDP policy and programmes. UNHCR conducts training and advocacy exercises at the central level to ensure that these laws and programmes are consistent with international legal standards and works at the local level to foster community dialogue and reconciliation. In the Central African

Republic (CAR), UNHCR organized awareness and training sessions for civil and military authorities on the rights of IDPs, including the *UN Guiding Principles on Internal Displacement*. In Colombia, UNHCR is working with the Government to strengthen the National System for Assistance to IDPs and the implementation of durable solutions, while also ensuring that IDP associations actively participate in the government's nine working groups that manage these programmes. In Côte d'Ivoire, the Protection Cluster is providing support to the authorities in developing a national legal framework for IDP protection.

29.   Promotion of IDP protection norms also extends to the regional level. The African Union (AU) is currently drafting the *AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa*. UNHCR has contributed by providing comments and advice on the initial draft convention itself. The Convention is expected to be adopted by Member States later this year.

30.   UNHCR recognizes that the general public needs to be aware of the rights of IDPs. In the case of Colombia, UNHCR is working with partners to sensitize the general public on the needs of IDPs in an effort to promote concrete measures to address the displacement crisis. The Office recently supported a successful campaign to pass a law that declared 2007 the Year of the Rights of IDPs.

(c)   <u>Protection activities</u>

31.   The overall goals of UNHCR's protection activities are to assist governments to ensure that IDPs are not discriminated against for reasons related to their displacement, have access to the same rights as other citizens, and that their specific displacement related protection needs are met. An overarching element of protection activities is promoting dialogue between national authorities, the displaced, and other relevant actors to ensure they all understand IDPs' protection needs, underlying rights and obligations. Once these are understood, the parties subsequently undertake activities to address the identified protection gaps. This section will provide a brief overview of the most common IDP protection activities that UNHCR carries out.

(i)   <u>Protection monitoring</u>

32.   Protection monitoring is an effort to obtain an accurate, comprehensive picture of the general protection environment, including laws, access to justice, living conditions, and access to basic services. In Somalia, a protection monitoring network is complemented by a population movement tracking system that UNHCR put in place with the support of other UN and NGO partners. The office in Sri Lanka continuously monitors the protection situation through the presence of UNHCR staff members. In CAR, UNHCR is expanding an IDP monitoring project that will make data easily accessible to other partners, thereby contributing to a more coordinated response. The protection clusters in Côte d'Ivoire and Chad have recently expressed an interest in developing a system that records individual protection incidents. Together with NGO partners, UNHCR is looking into the feasibility of the project.

(ii)   <u>Provision of legal documentation</u>

33.   As people are displaced, they often lose legal documentation, such as identity cards, birth certificates, or property deeds. Displaced persons may find it extremely difficult to replace lost documentation, because of cumbersome or inaccessible administrative procedures, or discriminatory practices. Consequently, IDPs lacking identification document may not fully

enjoy their rights. This may result in limited access to social services or benefits, restrictions on their freedom of movement or right to work, or the loss of their right to participate in elections. Children may also have difficulties to gain access to local schools. Therefore, in Côte d'Ivoire and other countries, UNHCR provides support and advice to the Government on the issuance of personal documentation, including birth certificates and advocates for the provision of legal support to IDPs and other affected populations to obtain documentation. In Serbia, including Kosovo, and in Montenegro, UNHCR, the local municipality and other partners have launched a civil registration campaign to reach displaced Roma and other IDPs not registered as former habitual residents in Kosovo, to ensure full access to civil, political and socio-economic rights. Similarly, UNHCR in Sri Lanka assists national authorities with the registration of all affected populations, including those accommodated in host families, to make sure that IDPs have ID cards. These activities may also be helpful to UNHCR's overall efforts to reduce statelessness.

(iii)   Equal access to social services

34.   IDPs may not have the same access to health services, education, and housing as other citizens of the country. UNHCR implements activities aimed at complementing government programmes to ensure access to these national services. For example, in Bosnia and Herzegovina, and Serbia, including Kosovo, UNHCR assists the authorities with transportation to help IDP children attend school. In Colombia, the Office monitors the situation of IDP children and is working with the Ministry of Education to incorporate new protection-oriented methodologies in the Ministry's programmes. UNHCR also conducts small-scale projects to equip community and education centres, such as constructing a youth sports arena in Chocó. In all its activities, UNHCR strives to address in particular the specific needs of the most vulnerable IDPs. For example, in Myanmar, UNHCR assists communities affected by displacement with the construction of rural health sub-centres to improve access to health care, and adapts water supply systems to address the specific needs of children, women, and the elderly.

(iv)   Promotion and protection of land and property rights

35.   Various land and property issues may arise in a displacement situation. A failure to resolve these issues perpetuates the need for humanitarian relief, and hampers efforts to find durable solutions for the displaced people. Thus, in a number of IDP operations, UNHCR conducts protection activities related to assisting governments with a national strategy to resolve land and property disputes. For example, in Colombia, the Office is creating a database on IDP property rights for 14 departments with many IDPs. In Georgia, the Office has been working with the Government and the Venice Commission on the drafting of legislation for property restitution to IDPs. Meanwhile, in Timor-Leste UNHCR is advocating for a comprehensive UN assessment, and recommends the creation of a national framework to address housing needs, as well as land and property rights of IDPs.

36.   Other operations focus on resolving individual land and property issues, which may be a particular concern for single women or female heads of households, who are often more at risk of losing their property rights. For example, in Sri Lanka and Serbia, including Kosovo, the Office provides legal advice to IDPs to resolve property and documentation issues. In Ituri (DRC), UNHCR supports a successful programme of peaceful resolution of land disputes, which includes mediation and legal aid.

(v)   <u>Legal aid</u>

37.   Another key element of IDP protection is ensuring that IDPs know their rights, and that they have legal possibilities to address violations of these rights. In a number of operations, UNHCR works closely with partners, primarily NGOs, to run legal aid centres. For example, in Iraq, UNHCR, through its NGO partners, manages legal aid and information centres.   In Colombia, the Office provides legal support to more than 4,000 IDPs through eight legal aid clinics. IDPs in Colombia also receive information about their rights and have access to services through 33 Units for Orientation and Assistance. In Afghanistan and Nepal, legal aid services are provided through UNHCR's partnership with the Norwegian Refugee Council.

(vi)   <u>Empowerment of IDPs</u>

38.   In every displacement situation, IDP communities inevitably develop their own protection strategies.   UNHCR seeks to reinforce local organizations and strengthen local capacity. In Colombia, support projects are focused on affected communities or communities at risk of displacement. For example, UNHCR works with local community organizations to encourage the use of democratic procedures, and trains IDP leaders in human rights and protection activities. The Office also works with displaced children and youth, and plans to train over 700 adolescents to make them aware of their rights.

(vi)   <u>IDP profiling</u>

39.   IDP profiling is a key protection activity because it enables authorities and organizations to provide better protection and assistance based on a solid understanding of the numbers, demographics and particular needs of IDPs. Profiling also gives important information on the social, political and economic environment in which IDPs live. Over the past few years, UNHCR has worked in cooperation with other partners (such as the Internal Displacement Monitoring Centre, IDMC, and OCHA) to develop inter-agency guidelines and standard practices for IDP profiling. As part of this effort, UNHCR has reinforced its partnership with UNFPA and sent experts to assist with profiling exercises in Côte d'Ivoire and eastern Chad.

(vii)   <u>Psychosocial support</u>

40.   Forced displacement is often caused, accompanied or followed by traumatic and violent incidents. IDPs may face continued pressure while trying to cope with living in a new area without social networks, facing the loss of family members, or suddenly becoming a single head of household. Psychological trauma not only has personal consequences, but also affects others in the family or community and may inhibit a person's ability to care for others.   The experiences associated with forced displacement may be particularly difficult for groups with specific needs such as children, older persons, and persons with disabilities.   UNHCR has developed programmes to address the specific psychosocial needs of the displaced.   In Colombia, the Office plans to provide psychosocial support to over 120 IDP children and their families in conflict-affected areas.

(viii)   <u>Humanitarian access and freedom of movement</u>

41.   In many conflict situations, restrictions may be placed on humanitarian access and the freedom of movement for humanitarian actors and civilians. This may be due to security concerns, or a lack of respect for or understanding of humanitarian principles by parties to the

conflict. Since protection is enhanced by the presence of humanitarian staff and access is essential to delivering assistance, UNHCR works with other humanitarian partners and government officials to ensure humanitarian access and to advocate for freedom of movement. In Sri Lanka and elsewhere, UNHCR undertakes advocacy and interventions with the concerned civil and military entities at the local and central levels to secure humanitarian access and freedom of movement for civilians and humanitarian agencies. Decreasing restrictions on freedom of movement from IDP camps has been an important intervention by the protection cluster in Uganda. An advocacy campaign by the protection cluster in DRC achieved success in reducing restrictions on IDPs' movement.

(ix)   Groups with specific needs

42.   UNHCR uses and promotes participatory assessments, which help to highlight the protection concerns of groups with specific needs, such as older people, persons with disabilities, or other groups that may be at risk due to varying social, economic, and political contexts. In Liberia, UNHCR provides targeted assistance to IDP returnees with specific needs, identified by the IDP communities, as well as field-based monitors. Likewise, the office in Colombia has developed a strategy to address the particular protection needs of indigenous and Afro-Colombian groups by working with the Ministry of the Interior on a legal framework to protect the specific rights of these displaced groups. The Office is also training community leaders of these groups, and works with ten indigenous organizations to formulate plans to improve the protection of IDPs and communities at risk of displacement.

(x)   Prevention and response to sexual and gender-based violence (SGBV) and other forms of violence

43.   Internally displaced persons are often particularly vulnerable to acts of SGBV. In DRC, the protection cluster is actively involved in addressing the human rights abuses, including SGBV, committed by members of the national army as well as various militia groups. This includes strong and consistent advocacy with various partners, including the United Nations Mission in the Democratic Republic of the Congo (MONUC), to take remedial action to prevent further abuses and to address the issue of impunity. In Colombia, UNHCR is conducting a "No Violence against Women" campaign that seeks to reach 60 percent of social associations along the Atlantic Coast by the end of 2007. In West Darfur, an SGBV referral system was set up, providing an effective response to SGBV survivors, although limited only to those in camps.

(xi)   HIV and AIDS prevention and response activities

44.   As the lead agency for HIV and AIDS for refugees and IDPs within the UNAIDS division of labour, UNHCR participated in inter-agency HIV and IDP assessment missions in 2006 to Nepal, Armenia, Azerbaijan, Georgia and Turkey, and provided support to other countries. In 2007, the Office will expand this support and has already hosted the first global consultation on HIV and internally displaced persons in April 2007.

(d)   Provision of essential material assistance

45.   In all of its operations, UNHCR works in coordination with government officials, cluster members and other partners to pre-position and deliver essential humanitarian assistance such as emergency shelter, food and non-food items. In Sri Lanka, UNHCR meets with relevant district and national authorities to ensure that humanitarian assistance programmes in zones of

displacement are well-coordinated and implemented. In Chad, UNHCR undertook protection monitoring and provided emergency shelter and non-food items to the growing number of IDPs (presently around 150,000) displaced largely due to inter-ethnic fighting. Between June and October 2006 in Timor-Leste, UNHCR provided over 2,600 emergency tents and non-food items to more than 31,000 beneficiaries in Dili and nearby locations. In 2007, UNHCR plans to provide emergency shelter to approximately 20,000 Iraqi IDPs. In West Darfur, basic household items such as mats, plastic sheeting, jerry cans and sanitary material have been distributed to approximately 30,000 persons. In Somalia, the cluster approach has helped inter-agency actors to quickly respond with relief items. In the past weeks, UNHCR airlifted and distributed non-food items to up to 50,000 IDPs in the vicinity of Mogadishu.

(e)   Camp management and camp coordination

46.   UNHCR undertakes camp management and camp coordination (CCCM) activities in both cluster, and non-cluster countries. These activities include acting as an interface between the authorities and designated NGO camp coordinators and other NGO partners, thus ensuring humanitarian space for the effective delivery of protection and assistance. As cluster lead, UNHCR provides the authorities with technical expertise on CCCM issues, where establishing a mechanism for information gathering at the camp level, including demographical data and Geographic Information Systems (GIS). The Offices assists in identifying gaps in the delivery of assistance and protection in camps, and in developing remedial actions to ensure common standards for all the camps. In Liberia and Uganda, organized camp closure is part of the CCCM activities, specifically focusing on the needs of the most marginalized camp population, as well as on the rehabilitation of former camp sites. For example in Timor-Leste, UNHCR monitors protection in IDP camps, and follows up in full coordination with the United Nations Country Team (UNCT) and the UN Mission. In 2007, UNHCR will continue to work with its CCCM cluster partners in Uganda to strengthen monitoring in IDP camps, and improve living conditions in prioritized camps where return is not likely in the near future. After the closure of the IDP camps, UNHCR and its partners have engaged in an extensive programme for the rehabilitation of the affected areas and to mitigate the environmental impact.

(f)   Durable solutions

47.   In an internal displacement context, UNHCR promotes the following durable solutions: voluntary return to their former place of residence; long-term or permanent settlement in areas to which they have been displaced; or, voluntary relocation to another part of their country. All of these options require partnerships with government authorities at the national, regional and local level, as well as with development actors. These activities, as in the case of Bosnia and Herzegovina, include advising the Government on necessary legislation to ensure that the specific concerns and needs of IDPs are incorporated in economic and infrastructure recovery activities. In Côte d'Ivoire, the results of the IDP pilot profiling exercise in Abidjan form a good basis for the planning and implementation of durable solutions, including return, for a significant group of IDPs in Abidjan. In Liberia, with some 90 per cent of the IDPs having returned, UNHCR provided logistical support to returnees and carried out a wide-range of projects in the areas of water, health, and rural infrastructure to ensure the sustainability of these returnees.

(i)   Promoting informed, voluntary decisions

48.   In addition to working closely with government, development, and other partners, it is important that UNHCR's activities include consultation with and participation of IDP men, women, girls and boys. UNHCR collects and disseminates information on conditions in areas of return. In Liberia, UNHCR is implementing an extensive protection monitoring project, in areas of IDP return. This project is the basis of protection and assistance interventions, and provides information for IDPs thinking about going back. In Afghanistan, the Office carries out mass information activities, such as distributing bulletins and broadcasting radio programmes, to ensure that IDPs can make a well-informed decision about returning. In DRC, UNHCR is gathering information on potential areas of return for both IDPs and refugees, and implements a mass information campaign. UNHCR and its partners also monitor the voluntariness of returns, when security conditions allow humanitarian access, and intervene when necessary to prevent forced returns.

(ii)   Logistical support

49.   UNHCR facilitates the logistical component of the return process, including transportation for IDPs, and their household items and tools. The protection cluster in Uganda monitored IDP return movements in the Lira District and prepared a plan of action to facilitate assistance for IDPs going back. In Afghanistan, the Office is working closely with other UN agencies and government authorities to provide transportation and non-food items for returning IDPs. In Liberia, UNHCR contributed to the 18 month inter-agency return operations for some 326,000 IDPs with non-food items and a cash allowance for transportation.

(iii)   Promoting sustainable solutions

50.   To make sure that IDP can stay in their return or re/integration areas, it is important that they have access to livelihood activities. UNHCR complements its support of the return movements with self-reliance, quick impact, and community empowerment projects.   In Colombia, micro-credit grants are offered to women and youth to promote self-reliance activities. The Office also provides job-oriented training, as well as material and technical advice to IDP associations to promote small businesses, such as raising chickens and vegetable production. In Sri Lanka, community projects include income generation, quick impact projects on infrastructure repairs, and youth activities, which are developed and implemented in partnership with development actors.

(iv)   Access to basic services

51.   Another important factor to achieving solutions to displacement that will last is ensuring IDPs benefit from essential services and enjoy basic standards of primary health care in a non-discriminatory manner. In Afghanistan, this is a particular concern for IDPs integrating locally where there is limited support. In Sri Lanka, the Office monitors places of return and conducts needs assessments to develop targeted humanitarian interventions. In Liberia, UNHCR has implemented various community-based activities to rehabilitate different services, such as health care, education and infrastructure.

(v)   Peacebuilding and coexistence activities

52.   UNHCR recognizes that durable solutions may depend on the success of peacebuilding, reconciliation and peaceful coexistence activities. Therefore, the Office maps partners with expertise in these areas and often concludes sub-agreements to ensure that these activities complement the return and re/integration activities. In Timor-Leste, the Office has selected five host communities for returning IDPs and developed peaceful coexistence projects and sustainable reconciliation programmes.   These activities are complemented by a dialogue between all stakeholders (government officials, the displaced, civil society, religious leaders, and UN actors) to promote coexistence between IDPs and host communities. In Liberia, UNHCR facilitated various community workshops to promote coexistence and conflict resolution.   In Bosnia and Herzegovina, UNHCR seeks to ensure that IDPs are not subject to discrimination or security incidents by monitoring re/integration areas, conducting information campaigns, and working closely with government, military, and security forces. In DRC, UNHCR is supporting a project in South Kivu focusing on promoting peaceful coexistence through radio programmes, theatre plays and sensitization of communities as well as military and civilian authorities.

(g)   Resource mobilization activities

53.   A significant number of UNHCR's IDP operations are funded through Supplementary Budgets for which separate funding appeals have been issued. This requires active resource mobilization efforts at both the headquarters and field level, including the preparation of briefing notes and updates, background documents and advocacy with donors. The Office also organizes donor briefings and field missions, and evaluates all activities in an effort to clearly document their impact on IDPs. Donor support and engagement form a key component of the cluster approach. UNHCR is an active participant of the pooled funding mechanisms in DRC and Sudan, and the Central Emergency Response Fund.

(h)   Partnerships

54.   The importance of building strong partnerships was previously noted in the context of UNHCR's responsibilities as cluster lead. However, partnerships are also essential in the operational side of UNHCR's work. For example, in Myanmar, the Office is strengthening relationships with local and international partners operating in south-eastern Myanmar in an effort to build trust and collaboration mechanisms to address the plight of communities affected by displacement. Relations with development partners are also extremely important at all stages of UNHCR's interventions, but particularly in relation to finding durable solutions. Some of UNHCR's interventions in Sri Lanka are made in the context of broader national and international efforts on housing, led by the World Bank, and on livelihoods and development, led by UNDP and FAO.

    IV. GLOBAL CLUSTER AND HEADQUARTERS SUPPORT TO FIELD ACTIVITIES

(a)   Global Clusters

55.   Interventions by the global clusters have assisted country operations in identifying IDP protection and assistance needs, training staff on how to improve the management of IDP camps, and providing guidance on minimum shelter standards. It is expected that the improved coordination and the skills obtained through training will translate into more knowledgeable staff

with the capacity to prioritize IDP's most pressing needs and thus reduce gaps in the humanitarian response. This will ultimately mean that more IDPs receive the food, shelter, and protection assistance they need to lead productive lives.

(b) Rapid deployment capacity and related training efforts

56. In 2006 and 2007, UNHCR teams were deployed to a number of IDP emergencies, including: Lebanon, Timor-Leste, Chad/Sudan, Sri Lanka, and Pakistan. UNHCR staff members are being trained for emergency deployment and in March 2007, the regular call for the Workshop on Emergency Management (WEM) asked applicants to indicate their specific interest in IDP operations to ensure that IDP operations have staff with the right profile and skills. At the time of writing, staff has been identified for learning activities to enhance their capacity to carry out UNHCR cluster responsibilities at the field level. UNHCR plans to conduct one additional WEM training session, particularly for these staff members in the second half of 2007. For this and all future sessions, the WEM programme is currently being expanded to include additional coverage of IDP issues, and will incorporate elements from the OCHA's "IASC Cluster/Sector Leadership Training." With the additional WEM, UNHCR will prepare at least 60 staff members to be included in the UNHCR roster for deployments to emergencies that contain a significant IDP element. In the future, some 10-12 slots will be reserved at each WEM for standby partners (including cluster partners) whose staff may be deployed to work with a UNHCR team in an IDP emergency. Three places are set aside for donor representatives.

(c) Security issues

57. Experience has shown that security issues, for both staff and beneficiaries, are inevitably more complex when dealing with IDP operations, where staff members are often exposed to greater risks. The Field Safety Section is producing staff and beneficiary guidelines and ensures training for a pool of national and international Field Safety professionals who can be rapidly deployed. The section plans to carry out two workshops, during the fourth quarter of 2007 and first quarter of 2008, to train and equip Field Safety Advisers, Security Focal Points and other concerned staff, such as Protection Officers and Community Service Officers for IDP Operations. Depending on the needs, Security Officers will be sent on field missions to assist new IDP operations in setting standard operating procedures to make sure that new and existing offices are fully Minimum Operating Security Standards (MOSS) compliant. UNHCR has also initiated discussions with other UN agencies and international organizations about how to optimize security and operational effectiveness in these situations.

(d) Improving partnerships

58. During the annual NGO consultations in September 2007, UNHCR will hold a special session on collaboration with NGOs within the cluster approach. Building on the real time evaluations of UNHCR's IDP operations, the session will work on concrete examples from country operations to further explore what has worked well, the challenges, and what could be done to improve collaboration with NGOs in the clusters that UNHCR leads, at the global and country levels.

59. To develop comprehensive responses to protracted situations of displacement, which have so far largely fallen into the gap between short-term emergency response and long-term development, UNHCR's IDP Advisory Team will hold an expert seminar in Geneva on 20-21 June 2007, in cooperation with the Representative of the Secretary-General on the Human Rights

of Internally Displaced Persons, and the Brookings-Bern Project on Internal Displacement. The seminar aims at distilling best practices and lessons learned from past efforts to find durable solutions for IDPs in protracted situations; identifying and recommending more targeted responses to specific problems; and developing a strategy to sensitize the wider international community to the needs for protection and assistance of IDPs in protracted situations.

60.   In the area of IDP profiling, UNHCR is enlarging consultations and cooperation beyond its traditional United Nations and NGO partners. In March 2007, the Office organized a workshop in cooperation with NGOs and academic institutions that have specific competencies in demography and conducting surveys. UNHCR encouraged these new partners to establish an informal network in support of IDP profiling, which the Office believes will be essential to organizing an effective IDP profiling response mechanism at the global level.

(e)   Budget and funding issues

61.   Within its ongoing Structural and Management Change Process, UNHCR has put forward a proposal for a revised budget structure for discussion with government stakeholders. The organizing principle of the proposal is to structure the budget into four distinct components, one of which is a Global IDP Programme to be funded on a project basis. The objective of this is to provide UNHCR with the necessary flexibility to operate in a changing institutional context in which assessment, planning and implementation of IDP operations are increasingly collaborative, field-based and centered in UN Country Teams. An important feature of the proposal is that it safeguards UNHCR's refugee activities from any impact stemming from increased involvement with IDPs within the framework of the cluster approach. While there has been considerable understanding of UNHCR's needs, further consultations with Executive Committee members are needed to reach consensus on how the funding of IDP operations can best be managed.

62.   As of April 2007, UNHCR has the following nine supplementary budgets (SB) for IDP operations: the Democratic Republic of the Congo, Uganda, Somalia, Liberia, Chad, the Central African Republic, Côte d'Ivoire, Colombia and the IDP Global Cluster programme. Several of these programmes have received internal loans to enable the continuation of its operations without disruption. Fresh contributions are urgently needed as implementation reaches its peak. The programme for Côte d'Ivoire has not received any fresh funding, while the SB for IDPs in Liberia is fully funded. Meanwhile, fully-funded Annual Programmes (AB) would also allow a smooth implementation of other IDP programmes which continue to be included under the AB.

(f)   Lessons learned and evaluation

63.   In April 2007, UNHCR's Evaluation Unit and the IDP Advisory Team began real time evaluations of UNHCR's IDP Operations to extract best practices and lessons learned to further enhance UNHCR's interventions on behalf of IDP populations around the world. Evaluations will first be conducted in Chad, Liberia, Uganda, Somalia, and the DRC. Public reports of these evaluations will be published and distributed as they are finalized. A synthesis of all of the evaluations will be provided at the September 2007 Standing Committee. UNHCR will prioritize real time evaluations of other IDP operations in a second phase. The results of these evaluations will be contributed to the inter-agency assessment of the cluster approach planned for the end of 2007 and 2008.

V. CONCLUSION AND NEXT STEPS

64.   At the end of the first year of the cluster approach, a number of challenges remain for 2007. An ongoing priority is to encourage more partners, particularly NGOs, to participate in the clusters and to undertake operational activities at the field level to fill humanitarian gaps. UNHCR will need to continue to ensure that cross-cutting issues, such as protection, gender, HIV and AIDS, and the environment, are properly mainstreamed within the work of the clusters. The protection cluster working group has identified the provision of protection in emergency response situations as a major gap, and will continue efforts to increase and maintain additional workforce capacity, including through the further development of surge and standby capacity. The emergency shelter cluster working group has identified the provision of global strategic stockpiles as one of the most critical gaps and is seeking to address this problem through the 2007 Cluster Appeal. The camp coordination and camp management cluster is seeking to support activation of the cluster at national/field level in crises, or alternatively, to ensure effective coverage of camp management issues by the protection cluster. In addition to agencies continuing to develop standby rosters, the protection cluster will also prioritize the finalization of the IDP Protection Handbook and carry out a series of learning and training exercises. Further attention will be given to developing and applying indicators to measure the added value of the Global Clusters at the field level.

65.   With regard to policy and strategy development, further consultations will take place to define the scope of protection in humanitarian emergencies and to clarify situations and population groups, who, in addition to IDPs, may also require protection during complex emergencies and natural disasters. The Office will seek to strengthen partnerships with other UN agencies, NGOs, and inter-governmental organisations in light of enhanced collaboration in the internal displacement context. UNHCR will also seek to clarify operational engagement and exit strategies in internal displacement situations.

66.   One of the primary purposes of the humanitarian reform process is to address protection and assistance gaps for IDPs. UNHCR and other humanitarian agencies are fully committed to building the capacity and expertise to address these gaps. 2006 was primarily the year for developing the tools and strategies to address these concerns. In 2007, UNHCR will be working with governments and its inter-agency partners to strengthen the operationalization of the cluster approach, and to ensure it plays a full and active role in delivering enhanced protection and assistance to IDPs in an increasingly predictable and effective manner.