UNHCR's Engagement in Situations of Internal Displacement
Provisional Guidance

1.   PURPOSE

The purpose of this paper is to provide provisional guidance to UNHCR Representatives and multi-functional teams on UNHCR's institutional commitment to coordination and delivery in situations of internal displacement for the 2015 Planning Process. The paper sets out the overall legal basis and key principles of engagement, as well as identifying the priority areas of operational engagement.

2.   BACKGROUND

UNHCR's engagement in situations of internal displacement dates back forty years, to the 1972 Economic and Social Council resolutions on Sudan.[1] Over the last four decades, UNHCR has provided protection and assistance to internally displaced persons in more than twenty-four countries. In parallel, the overall role of the United Nations system in responding to internal displacement has also evolved, most notably with the creation of the mandate of the Representative of the UN Secretary-General on Internal Displacement in 1992, the adoption of the UN Guiding Principles on Internal Displacement in 1998, the Humanitarian Reform in 2005 and the Transformative Agenda in 2011. UNHCR, alongside the humanitarian community as a whole, has throughout sought to reaffirm its commitment to, and engagement in, situations of internal displacement. Importantly, UNHCR has moved towards more reliable and predictable responses to the critical needs of the internally displaced.

Despite significant progress by the international humanitarian community in elevating the importance of, and strengthening the multilateral responses to, situations of internal displacement, critical gaps persist, requiring UNHCR to examine internally and collectively the ways in which its performance can be enhanced. With this in mind, the High Commissioner's Dialogue on Protection Challenges in 2013 sought to bring the issue of internal displacement back into focus, to precipitate a stronger commitment from UNHCR in this area, and to develop clearer operational guidance.

The legal and operational rationale behind UNHCR's engagement in situations of internal displacement is set out in policy documents published by the Office between 2000 and 2007; the most comprehensive of which are two papers prepared for the 39th session of UNHCR's Standing Committee in June 2007.[2] For this reason, this paper does not seek to rewrite UNHCR's policy. Rather, the intention, as announced by the High Commissioner at the conclusion of the 2013 Dialogue on Protection Challenges, is to reaffirm the authority of existing policy and to complement it with a set of principles that bring UNHCR up-to-date with today's operational realities, and the

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[1] Economic and Social Council [ECOSOC] Resolution 1705 [LIII], 27 July 1972. See also, ECOSOC Resolution 1655 [LII], 1 June 1972.
[2] UNHCR, *Policy Framework and Implementation Strategy: UNHCR's Role in Support of an Enhanced Humanitarian Response to Situations of Internal Displacement*, 9 February 2007. See also, UNHCR, *The Protection of Internally Displaced Persons and the Role of UNHCR*, 27 February 2007.

broader institutional commitments and accountabilities emerging from the Transformative Agenda. At the same time, as part of operational guidance, this paper better defines UNHCR's coordination role and interventions that need to be prioritized in responding to situations of displacement within an inter-agency context so that the organization's leadership and engagement is meaningful, predictable and complementary.

3.   UNHCR'S ROLE AND COMMITMENT IN SITUATIONS OF INTERNAL DISPLACEMENT

UNHCR is first and foremost an organization mandated to lead and coordinate international action to protect, assist and find solutions for refugees, as well as to prevent, reduce and protect stateless persons.[3] It is in fact through this mandate and UNHCR's accumulated experience and expertise in protection and humanitarian action that the organization's role with internally displaced persons has emerged. The relevance of UNHCR's engagement in internal displacement is particularly evident in the voluntary or spontaneous return of refugees who find themselves displaced in their countries of origin because of ongoing conflict or violence. There are also scenarios whereby refugees and internally displaced persons are located in the same areas and affected by similar circumstances. Equally relevant are conflicts that produce internal displacement and refugee outflows simultaneously. UNHCR's aptitude for providing protection, delivering assistance and facilitating solutions for refugees, provides the organization with a strong foundation as the first responders to internal displacement.

It is recognized in Article 9 of UNHCR's Statute that the High Commissioner may "engage in such activities… as the General Assembly may determine, within the limits of the resources placed at his disposal."[4] Accordingly, and in light of UNHCR's acknowledged expertise in humanitarian action, the organization has been encouraged to respond to situations of internal displacement in a number of UN General Assembly Resolutions. Most pivotal among these is General Assembly Resolution 48/116 of December 1993, which sets out the criteria for UNHCR's engagement with internally displaced persons.[5] The resolution stipulates that any involvement in situations of internal displacement by UNHCR would need: i) to come at the request of the Secretary-General or a competent organ of the UN; ii) consent of the State and others concerned; iii) assured access to the displaced populations; iv) sufficient guarantees for staff security; v) adequate resources; vi) the availability of UNHCR's expertise and experience; and vii) complementarities with other relevant organizations. Importantly, any activities carried out by UNHCR on behalf of internally displaced persons cannot undermine the institution of asylum.

UNHCR's legitimacy in situations of internal displacement has also been recognized in regional instruments. The 2009 *African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa* [Kampala Convention] – a key milestone for preventing and addressing the phenomenon of internal displacement in Africa – makes specific reference to UNHCR's protection expertise within the UN coordination mechanism.

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[3] UNHCR, *Note on the Mandate of the High Commissioner for Refugees and his Office*, http://www.refworld.org/docid/5268c9474.html.
[4] General Assembly [GA] Resolution 5/428, 14 December 1950, *Statute of the Office of the High Commissioner for Refugees*, Article 9, http://www.unhcr.org/3b66c39e1.html.
[5] GA Resolution 48/116, 20 December 1993, para 12, http://www.un.org/documents/ga/res/48/a48r116.htm.

While GA Resolution 48/116 provides the overall legal basis for UNHCR's engagement with IDPs, the 2005 Humanitarian Reform, resulting in the Cluster Approach and the subsequent 2011 Transformative Agenda[6] have introduced greater predictability and changed expectations regarding UNHCR's engagement with IDPs. Spearheaded by the Inter Agency Standing Committee [IASC], these initiatives assign greater responsibility and accountability to individual agencies in their collective responses to internal displacement.

At the global level, UNHCR leads the Global Protection Cluster in both conflict-induced and humanitarian natural disaster crises, and co-leads Shelter and Camp Coordination and Camp Management [CCCM] Clusters in conflict situations. At the country level, UNHCR leads the protection cluster, and in many countries the shelter and CCCM clusters in conflict situations. In situations of natural disasters, leadership of the protection cluster is determined by the relative in-country capacities of UNHCR, the Office of the High Commissioner for Human Rights [OHCHR] and the United Nations Children Fund [UNICEF].

Accordingly, in assuming leadership of its three clusters, UNHCR affirms its readiness to be operationally relevant, predictable and accountable, hence the overarching aim behind these principles of engagement and priority interventions.

4.   PRINCIPLES OF ENGAGEMENT

Accountability and predictability require UNHCR to adhere to a set of principles that can guide UNHCR's engagement in all situations of internal displacement. These "principles of engagement" are underpinned by UNHCR's established expertise in protection specifically, and humanitarian action more broadly. As such, the intent is to reinforce the complementarities and synergies between UNHCR's work with refugees and the internally displaced. Such an approach is also premised on the notion that, whilst internally displaced persons should ultimately benefit from the protection of their own State, often times this is not the case because the State is unable or unwilling to do so.

While the operational context and legal framework for internally displaced persons and refugees differ, the underlying problems and threats that they face as a result of their inability to access and enjoy basic human rights are largely the same. Practical examples include limited access to adequate shelter, food, water, sanitation and health care alongside a heightened risk of exploitation and abuse, including sexual and gender-based violence [SGBV], family separation, smuggling and trafficking, loss of documentation and limited access to justice. The vulnerabilities of internally displaced persons can furthermore be exacerbated by grave human rights violations, such as forced movements [including forced relocation or return]; restrictions on freedom of movement; violations of land, housing and property rights; and forcible recruitment to the armed forces and militia groups. In view of the foregoing, protection needs to drive UNHCR's responses to internally displaced persons on the same scale as it does with refugees and other persons of concern and in line with the following eight principles of engagement:

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[6] For more details on activation and other steps, please see IASC *Principals Transformative Agenda*, http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-template-default&bd=87.

1. Promoting State responsibility

Inherent in the notion of national sovereignty is the responsibility of States to ensure that the needs of all citizens, including those who are internally displaced, are met and that their rights are respected. Such responsibilities cannot be delegated to international agencies. In accordance with the UN's 1998 *Guiding Principles on Internal Displacement*, UNHCR promotes State responsibility in situations of internal displacement and, where appropriate, seeks to complement, not substitute, the State. UNHCR similarly contributes to inter-agency efforts to capacitate States to protect and respond to the needs of the internally displaced.

2. Upholding and maximizing synergies with refugee protection and the right to asylum

UNHCR ensures that its role in situations of internal displacement does not detract from its mandated activities in relation to refugees. At the same time, UNHCR strives to maximize synergies with refugee protection when it engages with the internally displaced, the facilitation of durable solutions for both populations being a prime example. Most importantly, humanitarian action in situations of internal displacement must never undermine the right of every person to move freely within and out of his/her country as well as to seek asylum in another country.

3. Promoting human rights

Promoting human rights is fundamental to the notion of protection. In complex emergencies that give rise to internal displacement, the overall aim of UNHCR's interventions is to prioritize and address the most serious human rights violations, including the right to life and security of persons. By applying a community-based approach, UNHCR furthermore seeks to contribute to an enabling environment for displaced persons to fully access their rights, without discrimination, in accordance with the principles of international law, including international humanitarian, human rights and refugee law. Human rights monitoring is thus automatically embedded in the protection monitoring carried out by UNHCR, with international standards serving as the benchmark.

Promoting human rights is a responsibility shared with other UN and international actors; as such, a division of labour is often necessary to maximize impact. This is all the more important in situations where UNHCR would need to preserve its operational effectiveness and safeguard the security of its staff, partners and persons of concern. Flowing from this is the determination of UNHCR, along with all agencies, to be guided by the principle of "do no harm," meaning that any action or inaction should not jeopardize the safety of persons of concern nor have other adverse effects.

4. Applying a community-based approach responsive to age, gender and diversity[7]

A community-based approach is core to protection and transcends UNHCR's work with refugees to encompass all persons of concern, including the internally displaced. It is a commitment to placing people of concern, their families and their communities, at the centre of the decisions affecting their lives. By building and reinforcing self-protection mechanisms, UNHCR can empower persons of concern to claim their rights and to participate in decision-making, including with national and local authorities, and with humanitarian actors. Community-based initiatives often have more potential to

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[7] For more details, please see UNHCR, *Age, Gender and Diversity Policy* 2011, http://www.refworld.org/docid/4def34f6887.html.

sustain themselves and to focus on solutions because the internally displaced remain within their own country.

Community-based approaches need to be responsive to differences in age, gender and diversity so as not to cause harm by, for example, further exposing communities to abuse, creating heightened expectations, or reinforcing divisions and unjust power structures. Because a community-based approach has the effect of strengthening accountability to persons of concern, UNHCR, through its recognized protection mainstreaming role, can promote its application by all agencies, across all areas of intervention, in planning responses to situations of internal displacement.

5. Responding in partnership
Because of their complexity, situations of internal displacement demand collaborative, multilateral and multi-sectoral responses. Accordingly, UNHCR works with a wide range of actors to fully respond to the needs of the internally displaced, including national and international NGOs, government agencies and departments, local civil society, community-based organizations and faith-based groups. Forging partnerships across this diverse spectrum ensures a more flexible and effective response, especially in a fast-moving operational context. When the cluster approach is activated, close collaboration and synergies across clusters, especially those which UNHCR leads, is equally essential in maximizing protection outcomes.

6. Infusing protection principles across clusters in an inter-agency response
The imperative to protect people is central to humanitarian action; it is for this reason that safeguards are necessary to ensure that UNHCR's interventions do not cause unintentional harm. As lead of the protection cluster, UNHCR therefore makes a determined effort to infuse protection principles across clusters through training and awareness raising activities that reach out to all relevant actors. Here, whether for shelter, health or logistics, the community-based approach is emphasized so that the overall accountability of humanitarian actors to persons of concern is enhanced. Through the Protection Cluster's advisory role to the Humanitarian Country Team and the Humanitarian Coordinator, UNHCR further seeks to ensure that protection drives the analysis of and strategies to address situations of displacement. In practical terms, this translates into a direct link between humanitarian assistance [including, for example, the distribution of non-food items, delivery of health services, creation of shelter options] and protection outcomes. Protection mainstreaming also triggers cooperation and synergies between clusters striving to meet overarching protection goals.

7. Promoting comprehensive solutions
According to the UN Secretary-General's 2011 preliminary framework on *Ending Displacement in the Aftermath of Conflict,*[8] a durable solution is achieved when internally displaced persons no longer have specific assistance and protection needs linked to their displacement and, as such, are able to enjoy their human rights without discrimination on account of their displacement. UNHCR's commitment to facilitate durable solutions within a broader range of partnerships begins the moment it engages in a situation of internal displacement. As such, UNHCR needs to contribute to recovery and development planning, building alliances with government, civil society and

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[8] Please see, Decision No.20111/20 - *Durable Solutions: Follow up to the Secretary-General's 2009 report on peacebuilding,* http://www.refworld.org/docid/5242d12b7.html.

development actors. Making the link with returning refugees, UNHCR strives to give voice to the priorities of the internally displaced through advocacy; its own interventions; leadership of clusters; and its advisory and support role for the 2011 Secretary General's *Policy Committee Decision on Durable Solutions*.[8] Central to these efforts is robust returnee monitoring, which can be a component of refugee return monitoring where applicable. The overarching goal is to have the needs of the internally displaced met through reinforced national structures and mechanisms, without discrimination, both during displacement and during the search for solutions.

8. Disengaging responsibly

As set out in the IASC's 2006 Guidance Note on *Using the Cluster Approach to Strengthen Humanitarian Response,[9]* UNHCR should ensure that early recovery planning is integrated into the work of the clusters it leads, in order to develop strategies and procedures for phasing out, or handing over, its activities in an emergency response. If undertaken soon after UNHCR engages, these strategies and procedures can provide a helpful roadmap for UNHCR's planning and interventions as the emergency unfolds and gradually stabilizes.

The term "internal displacement" does not, itself, confer a legal status, as is the case with refugees; as such, it is difficult to determine authoritatively when a person's situation of internal displacement "ceases." Disengagement would, ideally, be linked to the actual ability of individuals to access and enjoy their full rights as citizens. Such a benchmark sets the bar high for UNHCR, and demands a longer-term commitment under circumstances where multi-year funding cannot be guaranteed. UNHCR should aim to disengage once other actors can meaningfully take over. Reaching this objective, however, requires adequate investments by UNHCR and its partners in developing the capacity of national counterparts to assume the ultimate responsibility for programmes for the internally displaced. A more comprehensive guidance for UNHCR's responsible disengagement will be issued shortly, following broader consultations.

5. FRAMEWORK FOR ENGAGEMENT

For country-level cluster leadership to be effective, UNHCR Representatives need to be accountable for, and invest sufficiently in, coordination, whilst simultaneously ensuring UNHCR's substantive contribution to the results of the three clusters under its leadership. This requires UNHCR to prioritize interventions that bring concrete benefits to affected populations in general, and internally displaced persons specifically.

5.1 CLUSTER COORDINATION

Cluster coordination ensures that international responses to humanitarian emergencies are clearly led and accountable. In order to do so, UNHCR needs to provide dedicated staff for each cluster it leads, including a Cluster Coordinator and capacity for information management so as to fulfill the cluster coordination responsibilities as outlined in the table below. The aim is to maximize synergies not only between UNHCR's three core areas of engagement [protection, shelter, CCCM], but also

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[9] For more details, please see IASC 2006 *Guidance Note on using the cluster approach to strengthen humanitarian response*,
https://clusters.humanitarianresponse.info/system/files/documents/files/IASC%20Guidance%20Note%20on%20using%20the%20Cluster%20Approach%20to%20Strengthen%20Humanitarian%20Response%20%28November%202006%29.pdf.

among all clusters and partners, by working together to develop harmonized and coherent strategies aimed at achieving protection outcomes and an optimal impact.

The concept of "provider of last resort" is an integral part of UNHCR's accountabilities as cluster lead, and was built into the cluster approach by the IASC to guarantee predictability in humanitarian action. This concept translates into a commitment by UNHCR, as cluster lead, to do its utmost to fill critical gaps when funding, access to populations and security can be assured. [10]

With protection being strategic and cross-cutting, the Protection Cluster and the UNHCR Representative by virtue of his/her leadership role, also assume the additional responsibility of promoting the centrality of protection in the overall humanitarian response.[11] This demands a timely and comprehensive protection analysis by the Protection Cluster, which in turn is used by the Protection Cluster and the UNHCR Representative in advising the Humanitarian Coordinator and Humanitarian Country Team. Moreover, the Protection Cluster is responsible for providing training and guidance so that protection is sufficiently mainstreamed across clusters and sectors.

5.2   PRIORITY INTERVENTIONS

Strengthening its operational relevance requires UNHCR to focus on areas of comparative advantage and unique expertise that bring added value to UNHCR's inter-agency engagement while maximizing synergies with refugee protection, wherever possible. To facilitate planning in situations of internal displacement, priority interventions have been identified and are captured in the table below. Combined with sufficient investment in coordination, these interventions can enable UNHCR to engage predictably and lead effectively.

The scale and scope of UNHCR's engagement in situations of internal displacement, however, should be determined by the assessed needs of the population of concern; capacities of other partners; and the overall humanitarian strategy. While seeking to maintain a holistic approach that takes into consideration the needs of the entire population affected by a conflict or crisis, UNHCR focuses foremost on the internally displaced. To maximize impact and protection outcomes, UNHCR's prioritized interventions should be linked and mutually reinforcing. Additionally, staffing levels and profiles [including, but not limited to technical experts] should be sufficient to permit the effective implementation of UNHCR's prioritized interventions.

The interventions that have been identified in this paper are recommended for prioritization in situations of internal displacement where UNHCR leads a cluster, or "cluster-like", coordination mechanism.[12] In situations where UNHCR is not a cluster lead, these interventions can inform UNHCR's planning within an inter-agency context. Where a government has the resources and operational capacity to respond, and the cluster approach is not activated, UNHCR is nevertheless

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[10] Within the Protection Cluster, focal point agencies are the providers of last resort for their areas of responsibility [e.g., Mine Action, Child Protection, SGBV, and Housing, Land and Property] under the overall leadership of UNHCR. For more details, see IASC, *Provider of Last Resort* Operational Guidance, June 2008, http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-products-products&productcatid=18.

[11] For further details on the centrality of protection, please see *Centrality of Protection in Humanitarian Action* 2013, http://www.refworld.org/pdfid/52d7915e4.pdf.

[12] "Cluster-like" refers to situations where the humanitarian response is organized in a similar way to the cluster approach and, for various reasons, formal activation of the cluster approach is not deemed necessary or appropriate.

often called upon to provide technical advice and support to governments, particularly in relation to the development of law, policy and solutions strategies.

5.3   LINKING COORDINATION AND INTERVENTIONS WITH THE RESULTS FRAMEWORK

The following table provides guidance on specific cluster coordination activities and the operational interventions that UNHCR should plan, prioritize and implement in situations of internal displacement. The activities are organized under the relevant objectives found in the UNHCR *Results Framework.* To facilitate budgeting, the table also relates the specific activities to suggested outputs in the *Results Framework*.

Cluster Coordination
Coordination and Partnerships Strengthened

✓ **Design a cluster strategy informed by protection considerations and humanitarian principles.**
✓ **Ensure evidence-based collaborative planning [through, for example, needs assessments, gap analyses].**
✓ **Deliver information management support and services.**
✓ **Monitor and report on activities and needs and measure performance against the cluster strategy and agreed results.**
   ⇨ *Suggested Outputs:*
      o *Joint assessment, planning and evaluation exercise held*
      o *Coordination mechanisms established*
✓ **Develop and disseminate information products [activity mapping, SitReps, dashboards, profiles, maps].**
✓ **Set, promote and apply relevant standards and guidelines.**
   ⇨ *Suggested Outputs:*
      o *Collection, collation and dissemination of information by partners harmonized*
✓ **Build capacity in preparedness and contingency planning.**
   ⇨ *Suggested Outputs:*
      o *Capacity development supported*
✓ **Advocate on behalf of affected populations with a view to informing the HC/HCT's priorities.**
   ⇨ *Suggested Outputs:*
      o *UNHCR engaged in and committed to effectiveness of the UNCT/HCT for effective protection delivery*
✓ **Represent the interests of cluster members.**
   ⇨ *Suggested Outputs:*
      o *Partnerships effectively established and managed*

Priority Interventions
Protection from Effects of Armed Conflict Strengthened
✓ **Identify and report critical protection risks, violations of human rights and international humanitarian law, individuals or groups at risk of abuse and violence [through e.g. monitoring, field missions to displaced and/or enclaved communities, strengthening communication with communities].** ✓ **Lead needs assessments and gap analyses.**   ⇨ *Suggested Outputs:*

- - o *Protection by presence provided*
  - o *Assessment and analysis undertaken*
  - o *Situations of persons of concern monitored*
- ✓ **Respond to risks and violations [through, for example, targeted interventions to address or deter arbitrary detention, humanitarian evacuation or relocation, referral of cases].**
  - ⇨ *Suggested Outputs:*
    - o *Population moved to safe locations*
    - o *Capacity development supported*

Quality of Registration and Profiling Improved

- ✓ **Lead population data management [which could include profiling, registration or movement tracking] in and outside camps.**
  - ⇨ *Suggested Outputs:*
    - o *Profiling of persons of concern planned and undertaken*
    - o *Registration conducted on an individual basis with minimum set of data required*
- ✓ **Set and disseminate standards for population data collection and processes.**
  - ⇨ *Suggested Outputs:*
    - o *Capacity development supported*
- ✓ **Gather, analyze and share concerns, intentions and needs of IDP populations.**
  - ⇨ *Suggested Outputs:*
    - o *Use of profiling results by relevant stakeholders promoted*
- ✓ **Establish systems for the identification, referral and monitoring of IDPs, with a particular focus on vulnerability.**
  - ⇨ *Suggested Outputs:*
    - o *SOPs established*

Peaceful Coexistence with Local Communities Promoted

- ✓ **Support peaceful co-existence initiatives for affected communities, including IDPs through, for example, quick impact projects in areas of return and relocation].**
  - ⇨ *Suggested Outputs:*
    - o *Projects benefiting local and displaced communities implemented*
    - o *Peaceful coexistence projects implemented*

Community Mobilization Strengthened and Expanded

- ✓ **Strengthen self-protection mechanisms of IDP communities [through, for example, setting up early warning systems].**
- ✓ **Set up community-based networks and centers in order to reach out to IDPs, including in remote and scattered settlements, urban areas and sites.**
  - ⇨ *Suggested Outputs:*
    - o *Community self-management supported*
    - o *Community leadership and decision making supported*
    - o *Participatory approach implemented*

Risk of SGBV is Reduced and Quality of Response Improved

- ✓ **Ensure physical safety and security measures to prevent and respond to SGBV [through, for example, training of law enforcement officers and setting up safe spaces].**
  - ⇨ *Suggested Outputs:*
    - o *Capacity development supported*

- o *Safety and security for SGBV survivors provided*
- ✓ **Provide legal assistance and ensure equitable access to justice, including traditional justice mechanisms, to SGBV survivors.**
  - ⇨ *Suggested outputs:*
    - o *Legal assistance provided*
- ✓ **Advocate for a comprehensive package of clinical response services, including the availability of HIV post exposure prophylaxis [PEP] kits for rape survivors, and psychosocial support.**
  - ⇨ *Suggested outputs:*
    - o *Advocacy conducted*
    - o *Access to medical services facilitated*
- ✓ **Mobilize community participation in SGBV prevention and response including through the establishment of referral systems.**
  - ⇨ *Suggested outputs:*
    - o *Participation of the community in SGBV prevention and response enabled and sustained*

Protection of Children Strengthened

- ✓ **Advocate for full inclusion of IDP children in national child protection systems and services, and advocate for change as needed.**
  - ⇨ *Suggested outputs:*
    - o *Assessment and Analysis undertaken*
    - o *Advocacy conducted*
- ✓ **Ensure functioning mechanisms are in place to identify and refer children with specific needs, including unaccompanied and separated children.**
  - ⇨ *Suggested Outputs:*
    - o *Coordination and partnership mechanism established and operational*
- ✓ **Strengthen community-based child protection structures.**
  - ⇨ *Suggested Outputs:*
    - o *Community based child protection structures established and operational*
- ✓ **Advocate for, and where necessary support, issuance of documentation [in particular birth registration].**
- ✓ **Advocate for alternatives to detention of displaced children.**
  - ⇨ *Suggested Outputs:*
    - o *Advocacy conducted*

Services for Persons with Specific Needs Strengthened

- ✓ **Reach out to communities and identify vulnerabilities or protection risks through targeted distribution of a minimum standard Core Relief Items [CRI] packages or through cash-based interventions.**
  - ⇨ *Suggested Outputs:*
    - o *Sectoral cash grants or vouchers provided*
    - o *Support to persons with specific needs provided*
    - o *Assessment and analysis undertaken*
- ✓ **Advocate for the integration of concerns of vulnerable IDPs [e.g. older persons, persons with disabilities, LGBTI persons, minorities] in assessments/mapping, strategies and national**

programmes as well as safe and equitable access to protection and specific services.

✓ **Advocate for access of IDPs to HIV/AIDS prevention and treatment services[13] [e.g. continuity of anti-retroviral treatment, condoms, safe blood supply, standard precautions in health facilities and elimination of mother to child transmission].**

⇨ *Suggested outputs:*
  o *Support to persons with specific needs provided*

Population has Sufficient Basic and Domestic Items

✓ **Address needs, specific vulnerabilities and/or protection risks through targeted distribution of Core Relief Items [CRIs] or such alternatives as cash-based interventions.**

⇨ *Suggested Outputs:*
  o *Core relief items provided*
  o *Cash grants or vouchers (multi-purpose) provided*

Access to Legal Assistance and Legal Remedies Improved

✓ **Provide legal counseling to individuals or groups [for example, civil documentation, Housing/Land/Property issues, access to public services].**

⇨ *Suggested Outputs:*
  o *Legal assistance provided*

✓ **Provide technical support to and advocate with the Government for the issuance or replacement of documentation.**

⇨ *Suggested Outputs:*
  o *Advocacy conducted*
  o *Capacity development supported*

Camp Management and Coordination Refined and Improved

✓ **Advocate for comprehensive delivery of protection and assistance services to populations living in sites.**

✓ **Train humanitarian partners, community leaders and other stakeholders involved in humanitarian response on camp management concepts and practices. Set up camp coordination and camp management structures for camps, sites and settlements.**
Provide technical guidance on management of IDP community centres within sites, including outreach activities.

⇨ *Suggested Outputs:*
  o *Roles and responsibilities for camp managers and service providers defined and agreed*

✓ **Monitor services to IDPs and lead needs assessments and gap analyses in camps, sites and settlements.**

⇨ *Suggested Outputs:*
  o *Information Management systems, including needs assessments and monitoring, are integrated across camps*

✓ **Ensure responsible handing over and/or closure of camps, sites and settlements.**

⇨ *Suggested Outputs:*
  o *Strategy developed and implemented*

✓ **Identify, select and develop adequate settlement options according to the context [e.g. urban,**

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[13] See *UNAIDS Division of Labour*, Consolidated Guidance Note 2010, http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2011/JC2063_DivisionOfLabour_en.pdf.

rural, camp] to ensure dignified and safe access to services, while giving due consideration to settlement closure.

- ✓ **Ensure that settlement design promotes privacy by allocating sufficient space according to minimum sectoral standards.**
- ✓ **Clarify land and property rights when selecting and designing sites, allocating and rehabilitating public and/or private buildings.**
  - ⇨ *Suggested Outputs:*
    - o *Site selection, site planning and site monitoring/implementation conducted against UNHCR and/or SPHERE standards*

Shelter and Infrastructure Established, Improved and Maintained

- ✓ **Make appropriate shelter materials and related Core Relief Items readily available, prioritizing the needs of the most vulnerable, ensuring that affected populations are involved as much as possible in the design, construction and maintenance of shelter and CRIs support.**
  - ⇨ *Suggested Outputs:*
    - o *Shelter materials and maintenance tool kits provided*
    - o *Sectoral cash grants or vouchers provided*
- ✓ **Provide emergency shelter support in line with the shelter strategy, highlighting the most suitable options, taking into consideration population vulnerabilities, cultural habits and locally available resources and capacity.**
  - ⇨ *Suggested Outputs:*
    - o *Emergency shelter provided*
- ✓ **Promote safe construction techniques while ensuring local capacity is strengthened.**
  - ⇨ *Suggested Outputs:*
    - o *Capacity development supported*
    - o *Advocacy conducted*
- ✓ **Promote sustainable and locally contextualized shelter solutions.**
  - ⇨ *Suggested Outputs:*
    - o *Advocacy conducted*
    - o *Capacity development supported*

Comprehensive Solutions Strategy Developed, Strengthened and Updated

- ✓ **Develop a durable solutions strategy for displaced populations [where appropriate, including returning refugees] together with the authorities and development actors.**
  - ⇨ *Suggested Outputs:*
    - o *Comprehensive Solutions profiling of population conducted*
    - o *Strategy developed and implemented*
- ✓ **Advocate for the integration of IDPs and host communities into joint UN and national planning and processes [including National Development Plans].**
- ✓ **Advocate for the access of IDPs to services.**
- ✓ **Advocate for registration of IDPs on the electoral roll and for mechanisms for the restitution of land and access to land titles.**
- ✓ **Involve Early Recovery actors, including the Government and civil society, in developing a solutions perspective from the onset of an emergency.**
  - ⇨ *Suggested Outputs:*
    - o *Advocacy conducted*

Law and Policy Developed or Strengthened

- ✓ **Provide technical support and training for members of parliament, national human rights institutions, relevant authorities and partners.**
  - ⇨ *Suggested Outputs:*
    - o *Advocacy conducted*
    - o *Capacity development supported*
- ✓ **Support the ratification, domestication and implementation of relevant regional and sub-regional legal instruments on internal displacement, consistent with the IASC Framework for Durable Solutions, the Guiding Principles on Internal Displacement and other applicable international standards.**
  - ⇨ *Suggested Outputs:*
    - o *UNHCR commentary of legal acts and drafts provided*
    - o *Advocacy conducted*
- ✓ **Engage civil society and IDP communities in the process of law and policy development.**
  - ⇨ *Suggested Outputs:*
    - o *Capacity development supported*

Operations Support
Operations Management, Coordination and Support Strengthened and Optimized and/or Logistics and Supply Optimized to Serve Operational Needs

Some of the activities as outlined in section 5.1 [cluster coordination] and 5.2. [priority interventions] may need to be accompanied by operations management and/or logistics budget.
- ✓ **Activities are to be defined by operations in line with their needs.**

5.4 INTERVENTIONS BEYOND THE AREA OF PROTECTION, SHELTER AND CCCM

As per UNHCR's internal instructions for 2015 planning, any operational engagement beyond protection, shelter and camp coordination and management will need to be well-justified. Such interventions will be subject to a critical review and corporate-level decision-making during the Annual Programme Review and the review of Supplementary Programmes, which will take into consideration whether:

- ✓ There are no other actors with the required capacity to fill a critical gap; and
- ✓ The activity is agreed and coordinated with the relevant sector/cluster and the HCT; and
- ✓ The implementation of the activity is time-bound; and/or
- ✓ The activity is essential to enable or sustain the implementation of a priority intervention.

6. CONCLUSION

In conclusion, it follows from the above that UNHCR's engagement with IDPs is an essential part of UNHCR's work which takes place in a complex inter-agency environment. In line with the framework for engagement outlined above, UNHCR will engage in operational activities as well as provide leadership of the clusters for which it has accepted a leadership role.