A young girl from a group of families affected by inter-communal violence, looting and ransacking of homes in a remote area of Myanmar's Rakhine State which left the village without proper sanitation and adequate drinking water supplies.

Engaging *with* Internally Displaced People

New crises and protracted conflicts displaced millions of people within their own countries in 2012. In the east and north-east of the Democratic Republic of the Congo (DRC), unresolved ethnic tensions and unequal access to land led to armed clashes and the displacement of close to 1 million persons. The escalation of violence in the Syrian Arab Republic (Syria) in the course of 2012 led to the displacement of over 2 million people within the country. The war in Mali and the flare-up of the protracted conflict in the Central African Republic (CAR) also displaced hundreds of thousands of people.

In all these situations, UNHCR activated or upgraded its emergency response. In the DRC, for instance, protection services were provided for hundreds of thousands of new internally displaced persons (IDPs). In the CAR, successful strategic planning by the UNHCR-led protection cluster served as the blueprint for the humanitarian response to new displacement.

In 2012, UNHCR contributed to policy development and the implementation of the Transformative Agenda, a process to improve the effectiveness of the inter-agency cluster system, particularly in large-scale and complex emergencies. The Transformative Agenda provides for stronger humanitarian leadership, strategic cluster activation and a coordination system that focuses on effective delivery (see chapter on *Working in Partnership*). ● ● ●

Besides its direct engagement in protecting and assisting IDPs, UNHCR helps national governments and the humanitarian community build better mechanisms to address the needs of IDPs. A historic development in 2012 was the entry into force of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa. Also known as the Kampala Convention, this is the first binding international instrument on IDPs, and one which UNHCR helped draft and promote. Kenya, *Puntland* (Somalia) and the State of Chiapas in Mexico adopted laws or policies on IDPs in 2012, all with UNHCR's support and advice. UNHCR also embarked on a global project to help national governments draft laws and policies on IDPs.

Prospects for durable solutions for IDP populations have arisen in a number of protracted displacement situations. Peace talks in the Philippines and Colombia have raised hopes that the protracted conflicts in the two countries will be resolved. In Yemen, the National Dialogue process and progressive stabilization have facilitated the UNHCR-assisted return of more than 100,000 people to their homes. In Somalia, where one in three Somalis continue to be in need of assistance, UNHCR and its humanitarian partners have established a consortium to help IDPs from Mogadishu return to their homes in rural areas. UNHCR is also working with development agencies to implement the Secretary-General's Policy Committee Decision on Durable Solutions. The Decision clarifies responsibilities within the UN system for the implementation of durable solutions strategies for IDPs and returning refugees.

Global Protection Cluster

The global protection cluster (GPC) provides inter-agency policy advice and guidance on the implementation of the cluster approach and protection in emergencies in 24 field protection cluster operations, of which 16 are led by UNHCR.

Field operational support
The GPC played an important role in several new emergencies in 2012. For instance a rapid analysis of land, property and housing issues that emerged as a consequence of Tropical Storm *Washi* was conducted in the Philippines by a ProCap Senior Protection Officer deployment. A GPC mission was sent to Mali to help activate the protection cluster during the outbreak of conflict in that country. The DRC benefited from a GPC mission and global level advocacy, and technical guidance was provided to the protection cluster in the CAR.

Policy, guidance and tools
The GPC strengthened its capacity to provide both operational advice and direct support to field protection clusters through a rapid response mechanism, a help desk, periodic newsletters and the creation of a dedicated GPC website. The GPC Coordinator held dialogues with individual clusters to provide detailed advice on coordination, strategy and resources. GPC consultations with protection clusters in Afghanistan, the DRC, Haiti, Somalia, South Sudan and Sudan identified good practices, lessons learned, and gaps and challenges in the protection of civilians. A *Protection Cluster Coordination Toolkit* and a *Protection Mainstreaming Checklist* were developed and finalized for field testing in 2013.

Capacity building
UNHCR strengthened its training programme for staff and protection cluster partners. Two sessions of the Protection Cluster Coordination Learning Programme and three of the Tri-Cluster Coordination and Leadership Learning Programme were conducted for the benefit of senior staff who could be deployed as cluster coordinators. Training on protection in natural disasters was rolled out in Namibia and Fiji. Training modules on internal displacement (e-learning) and protection needs assessments were also developed.

Organizational and managerial issues
The GPC's work plan for 2012 was based upon its 2012–2014 Strategic Framework. A GPC strategic advisory group, made up of UN and NGO partners, was established in 2012 to support the various GPC functions and strategic objectives. Training capacity was reinforced by a dedicated training expert at the Global Learning Centre, who helped the GPC Learning Task Team provide dedicated training programmes for the benefit of field protection cluster coordinators and partners. In parallel, the GPC commissioned a study on protection funding trends in non-refugee humanitarian emergencies, with the goal of enhancing the cluster's engagement with donors.

Camp Coordination and Camp Management (CCCM) Cluster

The CCCM cluster works to ensure equitable and adequate access to services and protection for IDPs in camps and camp-like settings. UNHCR's CCCM team has increased its operational response capacity by building partnerships, increasing participation in the cluster, providing training and strengthening information management.

Providing operational support

Despite the complexities and limitations associated with obtaining access to populations in conflict settings, the cluster made significant achievements in this area in 2012. UNHCR is leading the CCCM cluster in Chad, Côte d'Ivoire, Pakistan and Yemen. It also provides support to countries experiencing large-scale displacement but where the cluster is not fully activated, such as the CAR, the DRC, Myanmar and South Sudan. The global cluster has provided expert support to these operations by deploying CCCM field staff and working with partner organizations.

Building a response capacity

The CCCM cluster entered into new partnerships with major donors to ensure and expand response capacity. The European Union (EU) is funding an initiative to increase the capacity of the global CCCM cluster, to be implemented by UNHCR in partnership with IOM, the NRC and the Shelter Centre. Thanks to the EU grant and improved inter-agency collaboration, the cluster developed a roster of senior experts ready to provide much needed field support, as well as junior experts who may be deployed, increasing the availability of skilled CCCM staff in the future. The global cluster also created a CCCM rapid response team for emergency deployments and short-term training or support missions.

Setting and disseminating standards and policies

In response to needs expressed by field colleagues at the 2012 global CCCM annual retreat, the widely used *Camp Management Toolkit* was reprinted in Arabic, English, French and Spanish. The CCCM cluster supported training programmes requested by colleagues and partners in the field, reaching nearly 100 UNHCR and partner staff in Burkina Faso, the CAR, Jordan, Myanmar and Niger, among other countries.

Organizational and managerial issues

The CCCM annual retreat remained the cluster's primary information-sharing platform. With 70 participants from nearly 30 UN, NGO and donor partners, as well as colleagues from IOM and UNHCR, participation in 2012 was more than double that of the previous year. This strong and diverse representation of CCCM actors helped identify key concerns and establish priorities for 2013. A key output was a draft strategic plan that will inform the cluster's focus and direction in the coming years.

Emergency shelter cluster

In 2012, UNHCR was involved in the coordination of 11 of the 20 field shelter clusters activated worldwide. In Sudan, UNHCR took over the leadership of the shelter and non-food items (NFIs) cluster and the common humanitarian pipeline from WFP. The cluster approach was de-activated in Côte d'Ivoire and Sri Lanka at the end of 2012, and the coordination of shelter operations was handed over to the respective Governments. The global shelter cluster agreed on a more transparent and accountable structure and, together with other concerned agencies, devised a joint global shelter cluster strategy for 2013-2017.

Providing operational support
The EU-funded global shelter cluster assessment capacity provided by the Reach Initiative (https://www.sheltercluster.org/Global/Pages/REACH.aspx) was used in the CAR, Mali and Somalia. In Somalia, the assessment was conducted jointly with the water, sanitation and hygiene cluster and the health cluster. Cluster coordinators were deployed to the CAR and Mali to establish or maintain shelter clusters, strengthen contingency planning and develop shelter strategies. The cluster website www.sheltercluster.org, supported by the IFRC and UNHCR, provides a platform for field shelter clusters and the global shelter cluster to reliably share information and exchange technical guidance, resources and tools among cluster partners.

Building a response capacity
The emergency shelter cluster brought together field cluster coordinators from complex emergencies and natural disasters to share good practices and discuss challenges. UNHCR conducted three co-ordination and leadership training events to improve staff and partners' coordination capacities for the CCCM, shelter or protection clusters in emergencies. In 2012, the global cluster also enhanced its surge capacity to improve support for country-level clusters.

Setting and disseminating standards and policies
The global shelter cluster created four working groups which provided guidance on improving field shelter cluster performance in terms of coherence, impact measurement, housing, land and property rights, and predictability of resources.

Organizational and managerial issues
As in previous years, UNHCR and IFRC organized the mid-year teleconference and the annual global shelter cluster meeting. The mid-year teleconference discussed the progress of the working groups and created an interim Strategic Advisory Group. The annual global shelter cluster meeting gathered 64 participants from 31 organizations, including cluster coordinators from most of the country-level shelter clusters. Cluster partners agreed at this meeting on a 2013-2017 shelter cluster strategy and priorities for 2013.

Furthermore, the global shelter cluster approved the outputs produced by the working groups and interim Strategic Advisory Group. These outputs included a call for reform of the global shelter cluster's structure to increase efficiency and effectiveness. A new Strategic Advisory Group will provide overall direction to the cluster. The group will involve nine cluster partners and the co-leads, and will be aided by a support team of dedicated staff from different partners. The co-leads will serve as the secretariat to the cluster. The support team will also provide the surge capacity to support country-level clusters.

Country highlights

Colombia

Developments in Colombia have improved the prospects for solutions. The 2011 Victims and Land Restitution Law, an ambitious attempt to return land to IDPs and provide reparations to victims of conflict, is beginning to have an impact in the field. Peace talks between the Government and the main guerrilla group, the FARC, have renewed hopes for an end to the armed conflict.

Concurrently, however, violence has continued, causing untold suffering among civilians, with indigenous and afro-Colombian communities the hardest hit. In this environment, UNHCR continued its community empowerment work to protect IDPs and affected minority groups, while working with the authorities and local communities towards solutions. In partnership with UNDP, a new Transitional Solutions Initiative targeted seven communities with reintegration activities. The initiative will be expanded to 13 communities in 2013, subject to funding.

Democratic Republic of the Congo

Since the beginning of 2012, renewed hostilities between various armed groups and the Congolese Army in North and South Kivu, Katanga and Province Orientale caused a severe humanitarian crisis and triggered the new displacement of close to 1 million people, including more than 600,000 in the Kivus alone. The vast majority of IDPs in the Kivu provinces live with host families, while a smaller number reside in spontaneous sites and established camps which are coordinated by the UNHCR-led CCCM working group.

Approximately half of the camps and spontaneous settlements are affected by insecure conditions and exposed to serious protection risks, such as attacks and looting. Sexual and gender-based violence (SGBV) and the forced recruitment of children are common in many areas. UNHCR and its partners provide multi-sectoral responses to victims of SGBV, including health care, legal and psychosocial support. They also undertake safety interventions and work with the relevant authorities and MONUSCO to improve protection in camps and spontaneous settlements. Basic services, such as shelter, health, water and sanitation, were also provided for hundreds of thousands of new IDPs.

Myanmar

The lack of citizenship amongst many disenfranchised members of the Rohingya community as well as unmet needs for social and economic development in Rakhine State were some of the root causes of the inter-communal violence in 2012. Since June 2011, clashes between national troops and armed ethnic groups in Kachin State have displaced an additional 74,000 people.

UNHCR leads the joint CCCM/shelter/NFIs cluster in both Rakhine and Kachin States. In addition to providing emergency shelter, UNHCR rebuilds damaged or destroyed homes. It also leads an inter-agency protection working group focusing on freedom of movement, SGBV, and land and property rights, as well as the prevention of arbitrary arrest and detention. In Rakhine State, UNHCR is acting under its mandate to protect people without citizenship. In south-eastern Myanmar, where there are also an estimated 230,400 IDPs, UNHCR coordinates efforts to improve protection and humanitarian access and monitors spontaneous IDP and refugee returns.

○ *Syrian Arab Republic*

In Syria, civilians have borne the brunt of the violence, which has escalated sharply since the summer of 2012. The number of people affected by the spiralling conflict had grown to at least 4 million, and by December 2012 there were an estimated 2 million more IDPs throughout the country. Most IDPs, including an increasing number displaced across active frontlines, live in host communities, while others have found refuge in some 680 collective shelters.

Despite security and access constraints, by the end of December 2012 UNHCR had delivered NFIs to an estimated 91,000 families, or more than 454,000 people, thereby reaching close to 91 per cent of its target of 500,000 IDPs. UNHCR's protection and community-level interventions, in cooperation with the Syrian Arab Red Crescent and other local partners, benefited some 20,000 families. Cash grants, shelter rehabilitation and legal counselling were also being provided. UNHCR coordinates the protection, community services and shelter working groups, and is widening its local partnerships to improve access to areas where IDPs are most at need. ■

UNHCR-led clusters			
Country	**Protection**	**Emergency shelter**	**CCCM**
Afghanistan[1]	✓	✓	
Central African Republic (CAR)[2]	✓	✓	
Chad	✓		✓
Colombia	✓		
Côte d'Ivoire[1]	✓	✓	✓
Democratic Republic of the Congo (DRC)[3]	✓	✓	✓
Ethiopia	✓		
Guinea	✓		
Nepal	✓		
Mali[4]	✓	✓	✓
Myanmar[5]		✓	✓
Pakistan[6]	✓	✓	✓
Philippines	✓		
Somalia	✓	✓	
Sri Lanka[7]		✓	
Sudan	✓	✓	
South Sudan	✓		
Uganda			
Yemen[8]	✓	✓	✓
Zimbabwe	✓		

[1] In Afghanistan, UNHCR leads and IOM co-leads the emergency shelter cluster.

[2] In CAR, UNHCR leads and ACTED co-leads the emergency shelter cluster.

[3] In the DRC, UNICEF leads and UNHCR co-leads the emergency shelter cluster.

[4] In Mali, UNHCR leads and IOM co-leads the emergency shelter cluster.

[5] In Myanmar, UNHCR leads the combined CCCM/NFI/shelter cluster. This cluster was formally activated in January 2013.

[6] In Pakistan, IOM leads at the national level and UNHCR at the provincial level.

[7] In Sri Lanka, UNHCR leads and UNHABITAT co-leads the emergency shelter cluster.

[8] In Yemen, UNHCR leads the combined emergency shelter and CCCM cluster.

Bridging the generation gap in Ma Gyi Myaing IDP camp in Sittwe, western Myanmar.

SLEEPLESS IN SITTWE BUT DREAMING OF PEACE

UNHCR MYANMAR

SITTWE, DECEMBER 2012 | Six months ago, 55-year-old Misho was contemplating an early retirement. Today, all she wants is a roof over her head. She is one of the tens of thousands of people whose lives were uprooted when inter-communal violence broke out in western Myanmar's Rakhine state in June.

"I was cooking in the afternoon when people started shouting 'Fire! Fire!'" she recalls of that fateful day. "I ran out without slippers and cut my feet in a field that had broken glass. We spent the night in a mosque. I thought I was going to die of fright."

Overnight, the Muslim widow lost her eight-year job as a cook and cleaner with a local Rakhine family. She also lost the food stall she ran on the side, and the egg-laying chickens she raised. Her worldly possessions now consist of a blanket and sleeping mat, while home is a tent she shares with her daughter in The Chaung camp on the outskirts of the state capital, Sittwe.

"It's cold at night and I don't have an extra set of clothes," Misho says, before acknowledging, "We were lucky to come here early, because later there was no more space."

Recent arrivals include those who fled renewed unrest in October as well as displaced people who had been living with host families that could no longer sustain them. Those who don't fit into existing camps have been erecting makeshift shelters by the side of the road.

As the lead organization for protection, shelter, camp coordination and camp management under the inter-agency response to this emergency, UNHCR has been working with the government to find suitable land to set up tents for these groups.

"The first priority is to make sure there is shelter for everyone," said Maeve Murphy, who heads UNHCR's office in Sittwe. "And as camps are being set up, we work with the authorities to try and make sure they adhere to international standards, particularly from the shelter perspective."

In addition to the tented camps around Sittwe, UNHCR is also building 263 temporary shelters this year using bamboo walls and corrugated iron roofs. Each longhouse-style shelter can accommodate eight families.

Kyaw Hla, 58, is the camp administrator at Hpwe Yar Kone camp and lives in a government-built longhouse with 20 of his family members. While the shelter is adequate, other services are lacking in this location, 45 minutes' drive from Sittwe. He wishes food rations could be distributed closer to the camp and laments the fact that his family has not eaten meat or fish since June.

The women in this camp say they need proper bathing areas, hygiene materials, and cooking pots which they're using communally at the moment.

Noting that some staff working for NGOs are hesitant to work in certain locations amid continuing communal tensions, UNHCR's Murphy said, "We're continually advocating for better water sources, more sanitation facilities with individual bathing houses for women and for mobile clinics to provide health care."

In another longhouse-style camp called Ma Gyi Myaing, the basic services are in place but 61-year-old Ngine Saw Htet is still losing sleep. He mourns over his charred house, where only four pillars remain, and the loss of his battery-charging shop that drew both Muslim and indigenous Rakhine customers.

"The first 10 days I couldn't sleep," he said with furrowed brows. "Now I'm slowly recovering, but I still feel afraid when it's quiet. And I worry about the future. I have no job, no income. With no financial support, I cannot start a business. My family is fully dependent on assistance."

Over in The Chaung tented camp, Misho shares the same concerns. "I spend most of my time here praying," she says. "I pray that I can go home as soon as possible, that I can have a safe and proper house, that I can work again. I pray for peace with the Rakhine people, to live peacefully with my neighbours." ◻