

An internally displaced family sits under makeshift tent in the outskirts of Mogadishu, Somalia.



Working with the Internally Displaced

MAJOR COMPLEX emergencies and natural disasters shaped UNHCR's engagement with internally displaced persons (IDPs) in 2010. The devastating earthquake in Haiti killed more than 220,000 people and displaced hundreds of thousands more. Following a surge in violence in Kyrgyzstan in June, almost 170,000 people remained displaced at the end of the year. In Pakistan, heavy monsoon rains flooded almost a fifth of the country, displacing hundreds of thousands of people, including Afghan refugees.

IDPs constitute one of the largest groups of vulnerable people in the world today. At the end of 2010, more than 27.5 million individuals remained displaced due to conflict, violence or violations of human rights. Millions more had been uprooted by natural disasters. UNHCR, working closely with governments and national and international organizations, protects and assists nearly 15 million internally displaced people.

The year 2010 marked five years since the humanitarian reform process led to the creation of the inter-agency cluster approach. During the year, UNHCR sought new ways to work within the common humanitarian system to strengthen coordination and improve operations to protect and assist IDPs. The Office participated in the second evaluation of the cluster system, and is advocating for more predictable

leadership of protection in natural disasters.

UNHCR has contributed to the IASC *Operational Guidelines on the Protection of Persons in Situations of Natural Disasters* and is disseminating and promoting the use of the IASC *Framework on Durable Solutions for IDPs*. The Office is continuing the initiative undertaken with the former Representative of the UN Secretary-General on the Human Rights of IDPs, as well as other key partners, to improve the identification and protection of IDPs living outside camps and collective centres. New *Guidelines on Collective Centres* have been produced and distributed.

To increase its capacity to deliver protection and assistance in the field, UNHCR has developed and piloted a tri-cluster training module. The aim is to enhance the response capacity and coordination skills of UNHCR staff and implementing partners working in the three clusters that UNHCR leads or co-leads (protection, camp coordination and camp management, and emergency shelter). Staffing benchmarks have been established for protection clusters and new protection-cluster coordination posts have been created.

UNHCR continued to benefit in 2010 from strong standby staffing arrangements, notably with the International Rescue Committee, HelpAge International, the Norwegian and Danish Refugee Councils, Save the Children, Canadem, Irish Aid and Action Aid/Auscare.

Protection

In 2010, the UNHCR-led global protection cluster redoubled efforts to support country-based protection clusters. It also provided leadership in setting the global protection agenda by establishing strategic priorities and coordinating support for field operations. UNHCR led 22 protection clusters in various countries, providing an inter-agency platform for the coordination of protection in emergencies.

Setting and disseminating standards and policies

UNHCR funded and produced the *Handbook for the Protection of Internally Displaced Persons*. The Handbook, which aids protection and field staff throughout the world, is being translated into Arabic, French, Russian and Spanish.

The global protection cluster has integrated cross-cutting issues into

its work and begun to assist the other global clusters in mainstreaming protection in their activities. It has also provided support to 31 protection clusters presently operating in complex emergencies and natural disasters.

Building a response capacity

UNHCR established and funded protection coordination training in West Africa and Yemen. Furthermore, the global cluster's task force on natural disasters is developing a training module on protection in natural-disaster situations.

Providing operational support

UNHCR coordinated and participated in cluster support missions to Afghanistan, Colombia, Nepal, Pakistan, the Philippines and Yemen. It also participated in inter-cluster support missions to Colombia and Nepal. The missions helped develop

or update protection strategies and assess the impact of protection and coordination activities in these operations. The missions also reviewed the implementation of the cluster approach and related coordination mechanisms.

Experienced staff members were deployed to emergencies to establish new protection clusters and improve the response capacity of existing ones. These deployments complemented the use of the surge Protection Capacity Project (ProCap) administered by OCHA. UNHCR also deployed staff experienced in working with older people and people with disabilities, as well as technical experts on needs assessment and operational data management, to support the creation of appropriate response strategies and programming.

Emergency shelter

In 2010, UNHCR led the emergency shelter cluster (ESC) in 7 of the 15 emergency situations where this cluster was active. In Pakistan it shared leadership at the provincial level in 2 others. The clusters included those covering new emergencies which arose in 2010: in Benin (natural disaster); Kyrgyzstan (complex emergency); and Pakistan (complex emergency and natural disaster). UNHCR also provided technical capacity and coordination support to cluster partners and to the cluster co-lead, the IFRC. In addition, the Office worked to ensure that protection concerns were considered in all shelter solutions.

Setting and disseminating standards and policies

ESC tools and guidance were explained and distributed during training

sessions, and sent to UNHCR field offices on request. The ESC website provides data on country operations, training materials, workshops, guidance, tools, information on cluster and sector events, and evaluations which report on lessons learned.

Building a response capacity

The ESC training materials for the members of the shelter coordination team, coordinators, technical specialists and information managers have been consolidated and updated. ESC partners published the second edition of the *Shelter Projects 2009* initiative to document new projects, innovative methods and lessons learned.

Providing operational support

UNHCR and the IFRC co-lead the emergency shelter cluster. Biannual

ESC partners and reference-group meetings have strengthened networks and agreements while raising awareness of inter-cluster activities and technological advancements in the field. They have also identified areas for development and improved the assessment of cluster operations.

Priorities in 2010 included defining the roles and responsibilities of the cluster at the country level; measuring the impact of shelter programmes; mainstreaming protection and cross-cutting issues; exploring alternative methods of assistance, such as cash; and developing shelter-recovery plans. In several emergency situations the global shelter cluster assisted operations to set up field clusters and draft shelter strategies.

Camp coordination and camp management

Improving IDP protection in the field, by providing training and guidance and deploying camp coordination and camp management (CCCM) experts, remained the main focus of the cluster in 2010.

Setting and disseminating standards and policies

At the global level, the CCCM cluster participated in the development of relevant benchmarks and followed up on the recommendations of the second cluster evaluation. Training of government counterparts and cluster members also continued throughout 2010.

Building a response capacity

CCCM training materials were revised in June 2010 to include new policies, guidelines and practical examples. The new materials were translated into Arabic and French and have already been put into use in Pakistan and Yemen. In 2010, the *Guidelines on Collective Centres* were completed and disseminated.

The CCCM cluster maintains an inter-agency roster of some 55 trainers

at the regional and national levels. In 2010, they conducted training sessions in 11 countries, targeting 545 staff, partners and national authorities working at the camp level. Following a thorough assessment, the CCCM cluster established a new leadership skills training programme for CCCM coordinators. The programme was developed to address gaps in skills and in the availability of training tools currently in use. It was piloted in November and subsequently expanded for use by the protection and emergency shelter clusters.

Providing operational support

CCCM clusters focused on delivering protection and assistance, building camp management and coordination capacity for stakeholders (particularly national authorities), and facilitating access to durable solutions. Effective coordination resulted in better needs assessments and the identification of gaps, while maximizing the use of resources and avoiding duplication of efforts.

Key IDP operations

● *Haiti*

UNHCR has strongly supported OHCHR's leadership of the protection cluster in Haiti since the January 2010 earthquake. In the immediate aftermath of the crisis UNHCR quickly deployed staff to assist the CCCM cluster to determine the best approach for population data management. The Office has also designed and implemented numerous training programmes on protection, benefiting managers of IDP camps, local authorities and NGOs. A major priority is improving coordination of the response to sexual and gender-based violence, one of the most prevalent protection problems currently in Haiti.

UNHCR has implemented 39 quick impact projects (QIPs) designed

after a careful assessment of the needs, in which both IDPs and host communities participated. The QIPs focus on income generation, shelter, health and education. The projects assist those communities where IDPs sought refuge after the earthquake, straining the local economy and public services. By benefiting IDPs and host populations equally, the QIPs help to reduce tensions in these areas. Implementation of QIPs also facilitates UNHCR's monitoring of protection problems at the community level. In order to prevent statelessness, the Office started to provide birth registration to vulnerable IDP children, in coordination with humanitarian partners and national authorities.

Countries	UNHCR-led clusters		
	Protection	Emergency shelter ²	CCCM ¹
Afghanistan			
Benin			
Burundi			
Central African Republic (CAR)			
Chad			
Colombia			
Côte d'Ivoire			
Democratic Republic of Congo (DRC)			
Dominican Republic			
Ethiopia			
Guinea			
Iraq			
Kenya			
Kyrgyzstan			
Liberia			
Myanmar			
Pakistan ²			
Philippines			
Somalia			
Sudan			
Uganda			
Yemen			
Zimbabwe			

Note: Countries where UNHCR works with IDPs but not as part of the cluster system: Azerbaijan, Bosnia and Herzegovina, Georgia, Russian Federation, Serbia and Sri Lanka

¹ Includes other agencies where responsibilities for leading or chairing are shared with other agencies.

² In 2010, UNHCR led or co-led two Emergency Shelter Clusters (ESC) in Pakistan. The Office continued to chair the ESC that was set up to respond to the conflict situation in 2009 and co-led at a provincial level the ESC established to respond to the 2010 floods.

● *Kyrgyzstan*

The upsurge of violence in Kyrgyzstan in June led to large-scale displacement and destruction of property. Even with most of the displaced having returned, the situation is fraught with continuing human rights violations, discrimination and harassment, made worse by limited access to livelihoods, work and employment. Inter-communal tensions and mistrust continue to simmer. To date, some 80,000 people remain displaced and some 200,000 returnees continue to need assistance.

UNHCR's transitional shelter programme allowed people whose homes had been completely destroyed

to reoccupy their housing plots. It provided solid and warm shelter to more than 13,400 people before winter arrived. UNHCR also distributed clothing, furniture, coal and other non-food winter aid to more than 50,000 vulnerable IDPs and returnees.

A number of initiatives have been launched to address the complex protection concerns still remaining. They include mobile clinics on housing, land and property issues, and a protection help line for victims of human rights violations and others in need of assistance. Community mobilization teams constantly monitor

the situation of the displaced, returnees and local populations in Osh and Jalalabad provinces. UNHCR also supports mobile documentation teams made up of NGOs and local authorities, which help affected populations recover their personal documentation.

● *Pakistan*

The floods in Pakistan, the worst in the country's history, affected more than 20 million people over a vast area, creating enormous needs and vulnerabilities. In response, UNHCR quickly established seven field offices across the affected areas and began distributing massive quantities of relief to Pakistani nationals and Afghan refugees alike. The work was closely coordinated with the Government and cluster partners. By the end of 2010, nearly 2 million people had benefited from non-food items and emergency shelter assistance. UNHCR also helped the Government to distribute identity documents to the

affected populations and established transit centres to facilitate the return process.

Despite the return of 2 million people who had been displaced from north-western Pakistan in 2009, almost one million people remained displaced at the end of 2010. UNHCR continued to assist the return process by building 10,000 transitional shelters in the areas of origin of the displaced. It also provided protection to returnees and IDPs through welfare centres, and managed four IDP camps.

● *Yemen*

The situation in Yemen remained fragile despite the ceasefire signed in February 2010 between the Government and *Al-Houti* rebels. Some 221,000 people continued to be displaced at the end of 2010, with some 22,000 of them living in UNHCR-managed camps. The remaining 199,000 IDPs were living

with relatives, friends or among host communities. Most IDPs and parts of the host community are not able to meet their basic needs.

Insecure conditions, lack of access to certain areas, and difficulty identifying IDPs in remote locations impeded assistance and protection. Nonetheless, UNHCR distributed basic domestic and hygiene supplies to more than 22,000 families and provided them with protection and counselling.

UNHCR and its cluster partners launched an IDP profiling exercise that provided a better understanding of intentions regarding return, the proportion of spontaneous returnees, and the situation and needs of IDPs living outside camps. With the support of the Representative of the UN Secretary-General on the Human Rights of Internally Displaced Persons, the protection cluster also assisted the Government in drafting its IDP strategy. ■

GLOBAL STRATEGIC PRIORITIES	
TARGETS 2010-2011	PROGRESS IN 2010
INTERNATIONAL AND REGIONAL INSTRUMENTS; NATIONAL LEGAL FRAMEWORKS	
In at least 13 of 24 countries targeted where UNHCR is operationally involved with IDPs, there is an improvement in the manner in which the protection needs of IDPs are addressed in line with the <i>Guiding Principles</i> .	In 3 countries , there was improvement in the manner in which the protection needs of IDPs are addressed in line with the <i>Guiding Principles</i> .
PARTNERSHIPS	
In at least 15 of 20 countries targeted where UNHCR is operationally involved with IDPs, cooperation among partners improved.	In 7 countries , cooperation among partners was improved.
RECEPTION CONDITIONS, REGISTRATION AND PROFILING	
In at least 7 of 18 countries targeted where UNHCR is operationally involved with IDPs, registration or profiling improved.	In 5 countries , registration or profiling was improved.