



# Internally Disp

**T**HE NUMBER OF people displaced within their countries by armed conflict has increased substantially over the past decade, and now stands at approximately 26 million. In many situations, these internally displaced persons (IDPs) are confronted with serious and persistent threats to their well-being. Large numbers have been uprooted for protracted periods of time and have few prospects of an early solution to their plight.

It is a well-established principle in international law that a State bears primary responsibility for the rights and welfare of its citizens, including those who are internally displaced. However, based upon its extensive history of providing protection and assistance to IDPs in a number of countries, UNHCR is a major actor in national and international responses to forced displacement.

UNHCR is currently engaged in some 28 IDP operations, of which 18 have

activated the inter-agency cluster approach. This sees the Office working in partnerships with UN and other inter-governmental agencies as well as with the International Red Cross Movement and non-governmental organizations (NGOs). Such cooperation is an essential component of UNHCR's operations.

UNHCR recognizes the importance of having skilled manpower capable of effectively leading clusters. Targeted staff training on IDP operations for senior UNHCR field managers was



A Somali internally displaced family in Mogadishu.

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conducted in the second half of 2008. Similar courses were held for staff involved in supply management and those awaiting deployment in emergency response teams.

Another important component of UNHCR's work with IDPs in 2008 was improving collaboration with other humanitarian actors. For instance, the Office joined the Representative of the Secretary-General on the Human Rights of Internally Displaced Persons and the Internal Displacement Monitoring

Centre of the Norwegian Refugee Council to participate in the celebration of the 10th Anniversary of the Guiding Principles on IDPs, held in Oslo. Consultations with OCHA continued throughout 2008.

One of UNHCR's main organizational challenges is to mainstream structures and activities related to its work with IDPs. In June 2008, the Office submitted a comprehensive report to the Executive Committee on its mainstreaming activities. This highlighted achievements

and documented programmes that need to be continued if UNHCR is to make an effective contribution to the inter-agency response to internal displacement.

In 2008 the IDP Advisory Team continued consultations with members of UNHCR's Executive Committee on policy development and implementation, system-wide coordination of global cluster activities and participation in external forums, in order to ensure more coherent and predictable IDP operations worldwide. The Advisory Team



participated in the training of UN country teams on the cluster approach in Burundi and Sri Lanka. It also led a review mission to Kenya following the IDP emergency there in early 2008 and the deployment of staff as part of the

and tools to support field operations. Under the cluster approach, UNHCR leads the global protection cluster, co-leads the global camp management and camp coordination (CCCM) cluster with IOM, and co-leads the global

## UNDER THE CLUSTER APPROACH, UNHCR LEADS THE GLOBAL PROTECTION CLUSTER, CO-LEADS THE GLOBAL CAMP MANAGEMENT AND CAMP COORDINATION CLUSTER WITH IOM, AND CO-LEADS THE GLOBAL EMERGENCY SHELTER CLUSTER WITH THE IFRC

humanitarian response. The secondment to UNHCR of a staff member from the office of the Representative of the Secretary-General on the Human Rights of Internally Displaced Persons was maintained throughout 2008.

UNHCR continued to enhance its capacity to support IDP operations through the global clusters. These are inter-agency groups at the headquarters level that build overall capacity, set common standards and develop policies

emergency shelter cluster (ESC) with the IFRC.

In the case of natural disasters at the country level, UNHCR, OHCHR and UNICEF, in consultation with the Resident or Humanitarian Coordinator, provide leadership for the protection cluster. In addition to these global cluster lead activities, UNHCR also contributed to the global water and sanitation, health, nutrition, education, early recovery, logistics and emergency telecommunications clusters.

**Colombian IDP children with their grandmother in the doorway of their home.**



# Protection cluster

UNHCR leads the Protection Cluster Working Group (PCWG), which brings together more than 30 cluster partners from the humanitarian, human rights and development world, including other international organizations and NGOs. Established in September 2005, the PCWG is the main inter-agency forum at the global level for the overall coordination of activities relating to protection in the context of humanitarian action. Key achievements are listed below.

## Deployment of staff and technical experts to support local protection clusters and their activities

UNHCR led efforts to reorient the PCWG towards operational priorities and field-oriented activities in support of protection clusters in country operations. A PCWG Support Cell and task forces on staffing, deployment and learning were established to ensure a predictable response to field agencies seeking assistance in activating and implementing protection clusters.

Technical experts on aging and disability as well as operational data management were fielded to support the protection clusters in the Central African Republic, Georgia, Iraq, Kenya, Sri Lanka and Uganda. Protection clusters in

ongoing emergencies, most notably Afghanistan, the Democratic Republic of the Congo (DRC), Haiti, Kenya and Uganda also received technical support missions in order to strengthen coordination and protection delivery.

UNHCR collaborates with an NGO partner, the International Rescue Committee, on the Surge Protection Project. This is designed to respond rapidly to temporary protection staffing gaps in field operations which require additional resources to address emerging problems. In 2008, the project deployed 10 experienced protection officers to complex emergency

situations in the DRC (3), Kenya (2), Somalia (2), Liberia (1), Bosnia and Herzegovina (1) and Serbia (1).

The Surge roster is composed of 270 individuals, representing some 69 nationalities, more than 50 per cent of whom are women. UNHCR also remains an active member of the Steering Committee of the inter-agency Protection Standby Capacity Project (ProCap), which deploys senior protection officers to assist country operations. ProCap places a special emphasis on cluster operations, and trains members of standby rosters from partner agencies.

## Strengthening technical protection responses in the Field

At the global level, the focal point agencies (UNICEF, UN-Habitat, UNDP, OHCHR, UNIMAS and UNFPA) have brought key partners together in the areas of child protection, housing, land and property, sexual and gender-based violence, mine action, and rule of law and justice. Working groups have developed terms of reference, implemented work plans and made significant progress in building capacity within their areas of responsibility. This represents tremendous progress: in 2007 there were no working groups to support specialized protection responses in the Field.

## Training for cluster coordinators and members in the Field

In 2008 UNHCR partnered with the Norwegian Refugee Council and OCHA to contribute to four protection workshops for humanitarian workers, in Kenya, the Occupied Palestinian Territories, Somalia and the DRC, and to a global training-of-trainers protection workshop for WFP staff in Thailand.

The PCWG also piloted a Protection Coordination Programme in Geneva in December 2008, with more than 25 field-based participants from cluster lead agencies (UNICEF, OHCHR and UNHCR) and focal point agencies (UN-Habitat, UNDP and UNFPA). UNHCR represented the PCWG at regional Resident Coordinator/Humanitarian Coordinator (RC/HC) training sessions in Senegal and South Africa. The PCWG has also, through its working group on protection in disaster situations, provided training in Madagascar, South Africa, Haiti and Panama.

## Providing tools and guidance

UNHCR is leading the development of inter-agency tools to improve protection in IDP operations. A major task in 2008 was the field-testing and provisional release of the IDP Protection Handbook, which will be finalized in 2009. Furthermore, the inter-agency Guidance on Profiling Internally Displaced Persons was translated into French and distributed to field operations through the RC/HC system. In the area of protection needs assessment, operational data-management expertise has been provided to specific sectors, while OCHA has been assisted to harmonize needs assessment initiatives.

In 2009, UNHCR supported the refinement of the urban displacement methodology of the Internal Displacement Monitoring Centre. The methodology provides a picture of the distribution and number of IDPs in urban areas and assesses their need for protection and assistance. It can be used

by practitioners in the Field who are not demographers. Furthermore, the Office is developing inter-agency field monitoring guidelines to help operations set up protection monitoring and reporting systems.

Major gaps remain in guidance on protection in natural disasters. UNHCR, in the context of its cluster responsibilities, embarked in 2008 on a revision of the Pilot Field Manual

accompanying the IASC Operational Guidelines on Human Rights and Natural Disasters (Protecting Persons Affected by Natural Disasters); this work will be finalized in 2009. Standard operating procedures for the establishment of a protection cluster in disasters are being drafted and will be rolled out to Humanitarian Country Teams in 2009.

## Emergency shelter cluster

THE STOCKPILING OF SHELTER MATERIALS AND NON-FOOD ITEMS FOR IDP EMERGENCIES CONTINUED IN 2008 TO STRENGTHEN UNHCR'S OVERALL EMERGENCY RESPONSE CAPACITY

UNHCR AND IFRC CO-LEAD the emergency shelter cluster. UNHCR leads in conflict-related displacement and IFRC in natural disaster situations. The co-leads have been collaborating closely at both global and country levels. An example of this was seen when tropical storm Nargis struck Myanmar, severely damaging infrastructure and displacing a large number of people. UNHCR initiated emergency shelter cluster operations in the country, handing over to the IFRC once its staff had established themselves on the ground and could assume leadership of cluster activities.

The global Emergency Shelter Cluster Working Group action plan continues to be an important instrument for identifying priority areas where services need improvement. UNHCR implements some activities directly in addition to providing overall co-leadership to the cluster.

Of the 27 countries with Humanitarian Coordinators where the cluster approach has been formally activated, ESCs were operational in 14 countries to cover both natural disaster- and conflict-related emergencies. UNHCR leads the emergency shelter cluster in five countries—Afghanistan, Georgia, Kenya, Liberia and Pakistan—and supports cluster activities in a number of other operations.

The stockpiling of shelter materials and non-food items for IDP emergencies continued in 2008 to strengthen UNHCR's overall emergency response

capacity. The Office and the IFRC jointly organized three training workshops, two in Geneva and one in Entebbe, Uganda, focusing on the training of trainers, information managers and emergency shelter coordinators. A total of 69 participants from UNHCR, IFRC, NGOs and government agencies benefited from the workshops.

By the end of 2008, the ESC had trained a total of 274 staff, including technical specialists, government officials, local authorities and NGO representatives, in shelter coordination and information management. Furthermore, UNHCR trained 192 of its own and NGO partner staff on supply and warehouse management in eight regional training workshops, benefiting 58 countries.

The global ESC worked with partners to produce and implement eight key programme tools. It also provided technical expertise for developing standards and tools for the provision of non-food items, emergency tents and transitional shelter kits; maintained a stockpile of ESC-related supplies, which were supplemented by other agencies' stockpiles; trained UNHCR and partner staff; and organized global meetings to exchange information with stakeholders across the world.

By the end of 2008 the ESC's environmental project was close to completion. A policy document covering the environmental aspects of shelter activities and the reduction of related environmental impact is expected to be ready in 2009.



## Camp coordination and camp management cluster

THE CCCM CLUSTER worked to ensure that IDP operations had adequate capacity and tools, standards and technical guidance for an effective CCCM response. The cluster enhanced capacity at the field level through training, the deployment of experts to country teams and the

provision of technical advice to field operations. Field operations also began to budget for CCCM staffing needs, rather than relying on global cluster support. Furthermore, in 2008 the CCCM cluster began to develop an assessment tool for IDP camps.

### KEY ACHIEVEMENTS

- UNHCR and IOM successfully co-led the global CCCM cluster, including managing the 'virtual secretariat.'
- CCCM concepts were widely applied in various IDP operations with camp settings, including Chad, the DRC, Ethiopia, Kenya, Nepal, Pakistan, Somalia, South Africa and Sudan.
- More than 250 inter-agency field personnel from IDP operations with camp settings in Chad, the DRC, Ethiopia, Kenya, Pakistan, Somalia and South Africa were trained in English and French in CCCM techniques and procedures.
- Two CCCM training-of-trainers workshops in English and French increased the pool of CCCM trainers by 50.
- The Camp Management Toolkit was published and more than 1,000 copies were disseminated in IDP operations with camp settings.
- Field support was provided through the deployment of CCCM experts to the DRC, Kenya, Pakistan, Somalia and South Africa.

## Early recovery cluster

IN 2008, THE EARLY recovery cluster (ERC) focused on searching for durable solutions for displaced populations. UNHCR did not work alone in this regard; the Office established partnerships with governments and other actors. This teamwork increased the well-being of displaced populations, created conditions more conducive to return and placed the needs of the displaced and returnees on the development agendas of States and other agencies.

UNHCR was an active member of the Cluster Working Group for Early Recovery (CWGER) and the Transition Working Group. Besides advocating for the needs of returnees and the displaced, the cluster helped develop and implement policies on recovery and transition issues.

On behalf of the CWGER, UNHCR initiated the Reintegration Information Management System (RIMS) project in

July 2008. The aim was to develop an information management system that could provide essential data for both humanitarian and development actors planning early recovery projects. An inter-agency support group consisting of UNDP, ILO, FAO, UNOSAT, UNICEF and IOM was established to provide advice and oversight for the project.

UNHCR reviewed existing information management systems in post-conflict countries to make recommendations on the data-set and management system for the RIMS project. In the CWGER, the Office frequently participated in policy-level meetings on areas such as CWGER-UNDG/ECHA coordination, global funding and field support. UNHCR also provided significant inputs to the policy-making processes and field assessments of other agencies such as ILO and FAO in the area of livelihoods. ■