



Securing Durable Solutions for IDPs:

## INITIATIVES AND ACHIEVEMENTS

Feature:

## MAKING DURABLE SOLUTIONS WORK IN THE PHILIPPINES IN THE AFTERMATH OF TYPHOON HAIYAN



**LOUISE AUBIN**

Global Protection  
Cluster Coordinator

## A WORD from the Global Protection Cluster Coordinator

Dear Colleagues,

While exploring efforts to end situations of protracted displacement as well as preventative measures to avoid new displacement from becoming drawn out, we focus this GPC Digest edition on the importance and meaning of durable solutions for displaced populations. Secretary General Ban Ki Moon, in his remarks to the 65th Executive Committee of the High Commissioner's Programme on 1 October 2014, underscored the fact that "securing durable solutions for internally displaced persons and refugees is a joint responsibility" of both the humanitarian and the development communities and that there should exist "no separation" between humanitarian and development sectors. The GPC wholly supports the Secretary General's view that exploring solutions "must start early" – as early as the emergency phase. His sentiments concerning the necessity to reflect the needs of the displaced in national development plans based on joint analysis, resonates with the underlying values of the GPC as we continue to advocate for coordination at all levels and to facilitate effective synergies between humanitarian and development efforts. These attitudes are echoed in the remarks of the High Commissioner for Refugees António Guterres calling for "an enhanced compact of solidarity" and noting that "livelihoods and community development programmes play a crucial role in enabling solutions [but] they cannot be implemented based on humanitarian budgets alone."

In this issue, you will find helpful contributions from protection clusters and partners in the field on how durable solutions are being addressed in situations of conflict and natural disaster. The Digest also includes articles on the newly established Solutions Alliance, an initiative intended as a forum and catalyst for mobilising development and humanitarian actors to work together around issues of long-term displacement; solutions for displaced pastoralists, with a focus on Kenya, by the Office of the UN Special Rapporteur on the Human Rights of IDPs; local integration and the new IDP policy in Afghanistan; housing, land and property issues, including displaced women; lost documentation in the context of natural disasters; and on the challenges in places as diverse as Mali, Côte d'Ivoire, South Sudan, Pakistan, the Pacific, Iraq and Columbia.

With this in mind, the article "A Collective Responsibility to Close the Solutions Gap" discusses an initiative that originated from the Secretary General's decision to designate UNDP and UNHCR to provide UN Resident/Humanitarian Coordinators (RCs/HCs) with technical expertise for developing solution strategies. This initiative has been piloted in three countries and I am pleased to note that a Durable Solutions Strategy has been endorsed by the UN Country Team in Kyrgyzstan, one of the pilot countries.

You will also see an update from the Areas of Responsibility, the GPC Task Teams on Learning and Protection Mainstreaming as well as the GPC Support Cell, including on new resources, trainings and coordination structures; information management activities, and GPC support missions.

As the readership of the Digest grows, we hope you will continue to contribute articles about your work, challenges, and good practices so these can be disseminated throughout the community which will benefit from the cross-fertilization of ideas and information.

Warm regards,  
Louise



Global Protection Cluster

Published by United  
Nations High Commissioner  
for Refugees

Global Protection Cluster,  
Division of International  
Protection

94 Rue de Montbrillant,  
1202, Geneva,  
Switzerland, 2013

Layout & design:  
BakOS DESIGN

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## Making Durable Solutions Work in the Philippines in the Aftermath of Typhoon Haiyan

[Philippines Protection Cluster](#)

Typhoon Haiyan, the strongest tropical cyclone on record to make landfall, swept through central Philippines on 8 November 2013, killing over 6,000 and affecting 14 million individuals, including some 4 million displaced persons, and causing extensive damage to property and social networks.

Together with the Department of Social Welfare and Development (DSWD), the United Nations High Commissioner for Refugees (UNHCR) co-leads the Protection Cluster for the Philippines. At the sub-national level for the Haiyan Response, six months after the disaster, as humanitarian efforts shift from emergency response to recovery phase, the Protection Cluster coordination structures for the Haiyan response will be handed over from UNHCR to Commission for Human Rights (CHR) by the end of 2014, as per the Haiyan Strategic Response Plan. In parallel, work will continue by the Protection Cluster at both national (Manila) and sub-national (Visayas) levels to actively encourage projects aimed at finding durable solutions for affected communities.

### Advocating on Housing, Land and Property

According to a Protection Needs Assessment conducted in March/April 2014 in the typhoon-affected region, major hindrances to achieve durable solutions are Housing, Land and Property (HLP) issues and the lack of documentation.

In order to address immediate HLP issues and for current relocation plans to be sustainable, especially with respect to the rights of the most vulnerable, the Protection Cluster has worked to mainstream overarching protection principles in three Humanitarian Country Team (HCT) endorsed inter-cluster advisories: (i) The “Minimum Recommended Standards for Bunkhouses”, dealing with non-derogable standards on Shelter, WASH, CCCM, Early Recovery & Livelihood with overarching protection principles, that should be observed



In the aftermath of typhoon Haiyan, Rico\*, 35, along with his wife and three children sought refuge in a beached ship for a month living with the dead. “We were living with other 30 families cramped in a space next to the fuel tank and dead bodies,” said Rico who comes from one of the hardest hit coastal villages in Tacloban, Barangay 75. Six months after the disaster, the family returned to their place of origin and managed to rebuild their house. “Suffering is over. There is great comfort that we’re back to where our house used to stand even if it means we have to rebuild a new one.” But with the government’s plan of relocating those families residing in the so-called ‘no dwelling zones’ to safer areas against a backdrop of poor consultation with the communities, there is an imminent risk of forced displacement. For Bartolome who has just resumed his old job, no one could force him from his small piece of land.

\* The names and personal identification details have been changed in this testimonial

in all bunkhouse sites prior to relocation of persons to these sites; (ii) the “Inter-Cluster Advisory on the Provision of Assistance in proposed ‘No Dwelling Zones’”, advocating for and outlining the manner and kind of assistance that may be provided in these locations; and (iii) the Inter-cluster [Advisory Note](#) on Transitional Sites for Tacloban North Relocation dealing with the minimum standards which should be observed prior to movement of IDPs. Although initially designed to address issues in North Tacloban it can be expanded for use in other areas of operation.

These three documents have been used for advocacy purposes together with the CHR’s Advisory on “Human Rights Standards on Housing, Land and Property Rights of Populations affected by Typhoon Yolanda”, which outlines standards such as non-discrimination and equitable assistance, consultation and provision of information to communities, etc. In addition, the HCT has developed a comprehensive list of vulnerability criteria taking into account persons with specific needs and/or requiring special attention in the affected areas with the assistance of Protection and other clusters which is also being used by partners as they prioritize groups for assistance.

## Restoring Critical Documentation and Access to Services

As of early May, 2014, some 45,000 survivors had their vital documents re-issued through the Mobile Civil Registration project launched by the DSWD in partnership with UNHCR, the national NGO Initiatives for Dialogues and Empowerment through Alternative Legal Services (IDEALS), the National Statistics Office (NSO), Local Government Units (LGU) and their local civil registrars as part of the Protection Cluster’s response. This project gives the Haiyan survivors the opportunity to recover or reconstitute their civil or legal documents such as birth, death and marriage certificates, among others, which were lost or destroyed during the typhoon. If civil documents are important to prove one’s identity, they are also required in accessing basic services such as social pension schemes and health programs. The project aims to assist 100,000 individuals from the 20 most affected municipalities.

## Emergency Preparedness: Understanding Communities Needs and Aspirations

Albeit with data management challenges, all LGUs collected some form of data outlining the needs of communities prior to Haiyan. With Haiyan, however, existing data systems were further weakened with computers swept away or damaged. Therefore, the Protection Cluster initiated a Municipality Protection Profiling that involves incorporating protection data into the existing Community-Based Monitoring System (CBMS) of the Department of Interior and Local Government (DILG) to assist policy makers, aid government agencies as well as humanitarian and development agencies in preparing their protection interventions. The project is based on the reasoning that identifying, locating and knowing vulnerable people’s needs and aspirations are the first steps towards protecting them. More significantly, insti-







According to the findings from a March 2014 survey released by the Protection Cluster, 6 out of 10 individuals in the Haiyan-affected population of Eastern Visayas have no funds to secure copies of their civil documents which were lost during the typhoon. This figure suggests that a huge number of people do not have access to basic social services to claim benefits in the aftermath of Haiyan – enough reason for Anita\* from Tacloban, 68, to proceed to and queue in one of the registration booths set up by a local NGO, Initiatives for Dialogue and Empowerment through Alternative Legal Services (IDEALS). “All this time, I’ve been missing a lot. I didn’t have a certificate of live birth even before the typhoon.” Most of the Philippine government’s basic services like the conditional cash transfer program and social pension schemes available for the vulnerable and the disadvantaged require the presentation of a birth certificate to become a beneficiary. As for Anita, she’s acquiring her first live birth certificate and soon will “enjoy the benefits of being a senior citizen.”

\* The names and personal identification details have been changed in this testimonial

tutionalizing this process within the LGUs ensures that protection, particularly of vulnerable groups, becomes a permanent feature in the Disaster Risk Reduction (DRR) and Development programs of the municipal, provincial, regional and national government units.

The project targets 20 municipalities based on selected criteria in Western Samar, Eastern Samar, Western Leyte, and Eastern Leyte. It is being implemented by the national NGO ERIC (Emergency Response Integration Center) who was given the mission to gather baseline data on people and communities before Haiyan. ERIC has thus far conducted a secondary data review to develop an initial profile of the target municipalities, using notably the Displacement Tracking Matrix (DTM) of the CCCM cluster and the Family Access Card of DSWD. This review has allowed the cluster to identify the remaining data to be gathered from the Municipalities in order to sustainably appraise local leaders and their stakeholders of the protection status of their municipality.

## Durable Solutions



### Solutions Alliance

– *Ending displacement together*

### **SOLUTIONS ALLIANCE LAUNCHED IN COPENHAGEN: COMPREHENSIVE STRATEGIES TO ADDRESS DISPLACEMENT ISSUES**

A new initiative was launched in early April to bring a partnership orientation to bear on solving problems of protracted displacement and preventing new displacement situations from becoming protracted. Chaired jointly by the Colombian and Danish Governments, UNHCR, UNDP and the IRC, the Solutions Alliance is intended as a forum and catalyst for mobilising development and humanitarian actors to work together around issues of long-term displacement. New models of cooperation will be pursued so as to promote joint work with affected governments that benefits displaced and host populations together.

The launch event in Copenhagen was framed by an analysis of the economic dimensions, challenges and opportunities that displaced people face as well as the potential that they represent to host economies. Attended by host governments, donors, policy makers, researchers and practitioners, the event featured two days of detailed discussions ranging from macro policy issues to specific case studies. There were important insights shared into what could be gained from a greater engagement of development actors with what has traditionally been regarded as a humanitarian concern, as well as a deeper understanding of different approaches, vocabularies and ways of working across different organizations.

The new initiative’s objectives include supporting innovative solutions through concrete projects and programs in selected displacement situations and helping to shape the global policy agenda to recognize displacement as a development challenge as well as a humanitarian and protection issue. Looking to the future, the Solutions Alliance is seeking to encourage and support national, regional and global efforts to improve coordination, mobilise a broad coalition of relevant actors and develop durable solutions to protracted displacement situations. New approaches will promote the self-reliance and resilience of displaced persons and the well-being of host populations and help avoid new protracted situations. There is work underway to formalise a regional group in

the Horn of Africa, focused on Somalia and surrounding countries. Similar national and regional groups are under establishment to address other displacement situations. At a more global level, working groups are forming around specific thematic issues. The first of these will focus on research on the displacement-development nexus and provide practical guidance to practitioners on evidence-based approaches to solutions. Efforts are also underway to influence global development processes, including the post-Millennium Development Goals' agenda and work within the New Deal framework. Further working groups are envisaged as members agree on issues that would benefit from collective work.

A report from the event in Copenhagen as well as background material are available at [www.endingdisplacement.org](http://www.endingdisplacement.org). This also includes the basic mission statement and a note on membership and governance. As reflected in these materials, the Solutions Alliance is a network comprised of affected states, local level authorities, UN agencies, international financial institutions, donors, civil society groups, regional organizations, private sector partners, academia and others who are committed to the mission and principles reflected in the mission statement. The Alliance welcomes new members prepared to advance its mission. Those interested should contact any of the [co-chairs](#).

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## A COLLECTIVE RESPONSIBILITY TO CLOSE THE SOLUTIONS GAP

**Jahal de Meritens**, Coordinator, Global Cluster on Early Recovery; **Tom Delrue**, Inter-Agency Early Recovery Advisor, UNDP/GCER; **Erin Mooney**, Senior Protection Adviser, ProCap/GCER

Supporting safe and durable solutions to displacement, the Inter-Agency Standing Committee (IASC) emphasizes, is “a complex process that addresses human rights, humanitarian, development, reconstruction, and peace-building challenges” and requires the “coordinated and timely engagement” of a wide range of national and international actors. In practice, however, the UN Secretary-General has pinpointed this as a “recurring gap” in the international response and a priority area where greater “clarity and predictability are needed”, both within the UN system and among key partners.

Towards filling this gap, in October 2011, the UN Secretary-General's Decision on Durable Solutions endorsed the Preliminary Framework for Supporting a More Coherent, Predictable and Effective Response to the Durable Solutions Needs of Refugee Returnees and Internally Displaced Persons (the [Framework and SG Decision](#)).

While recognizing that primary responsibility for resolving displacement rests with the State, the SG Decision focuses on recommended improvements to the UN response. It calls on UN Resident/Humanitarian Coordinators (RC/HC) to lead, in consultation with national authorities and other partners, the development of a Strategy



for Durable Solutions for IDPs and refugee returnees. It defines priority interventions in three areas essential to solutions: economic and social recovery; protection, security and the rule of law; and governance. A response matrix spells out expected roles, based on mandate and expertise, of various UN and other international actors, including: FAO, ILO, IOM, OHCHR, UNDP, UNEP, UN-ESCO, UNHCR, UNICEF, UNIDO, WFP, and the World Bank; UN Habitat and UN Women usefully could be added to this non-exhaustive list.

Underscoring that early recovery and protection are twin pillars of solutions to displacement, the SG Decision designates UNDP and UNHCR, in their capacity as cluster lead agencies for early recovery and protection, respectively, to provide the UN RC/HC with technical expertise for developing the solutions strategy. The Global Early Recovery Cluster, along with the GPC, are to support country-level implementation, including by preparing guidance for the development of durable solutions strategies, compiling strategies and lessons learned, and ensuring that Early Recovery Advisors are trained on durable solutions.

Formally being piloted in Kyrgyzstan, Côte d'Ivoire, and Afghanistan since late 2012, the Framework also has been utilized in other countries including Burundi, Georgia, Iraq, Mali, Myanmar and Yemen. A lessons-learned review is underway by the Global Early Recovery Cluster's Technical Working Group (TWG) on Durable Solutions, with the support of the Protection Support Stand-by Capacity Project (ProCap).

Supporting solutions to displacement is a collective responsibility and inherently requires a multi-sector response. The Global Early Recovery Cluster (GERC) therefore welcomes the commitment of the GPC, in its [Workplan for 2014](#), to work together with early recovery and development actors in support of solutions, including developing global guidance, implement coordinated approaches at field level, and document good practices. The GERC looks forward to the GPC's contributions, in particular through the TWG on Durable Solutions which is focusing on these issues.





## RETHINKING APPROACHES TO SOLUTIONS FOR DISPLACED PASTORALISTS

**Nina Schrepfer**, Office of the UN Special Rapporteur on the Human Rights of IDPs. Full report “On the margin: Kenya’s pastoralists. From displacement to solutions, a conceptual study on the internal displacement of pastoralists” can be found at [IDMC website](#).

Pastoralists’ displacement is a reality in many countries, especially in Africa where over 60% of the land is used for pastoral production and pastoralism is part of the continent’s cultural heritage. And yet, the view that pastoralists – on account of the mobility inherent in their lifestyle – cannot become displaced remains a tenacious view. The UN Special Rapporteur on the Human Rights of Internally Displaced Persons (UN Special Rapporteur) during his visit to South Sudan in 2013 highlighted the importance of strategic mobility and rangeland management to ensure access to the traditional nomadic living space of pastoralists, not only as a means to prevent displacement, but also to sustain solutions.

Understanding more about pastoralism and the causes of the displacement of pastoralists is essential to find and sustain solutions to their displacement.

Pastoralism is more than a livelihood, it is a system, a lifestyle and identity of communities and the individuals within. And while pastoralists share the elements of mobility, a livelihood based on livestock and a special attachment to land in order to access resources and markets, it is not a homogenous group.

Adaptive migration is a common coping strategy of pastoralists in situations of stress and scarcer resources, but their forced displacement is different and disrupts their lives, lifestyles and livelihoods and almost eliminates their capacity to rebound to their former lives and lifestyles. Drought, cattle rustling, conflict over scarce resources and other inter-communal conflicts are common triggers of displacement, yet most of the displacement is multi-causal and –layered and therefore very complex. The multi-causality of displacement is particularly prevalent where a slow onset factor, such as drought, is part of the displacement causality. A response that does not consider such multi-causality will have significant shortfalls and often does not successfully result in a process geared towards solutions.

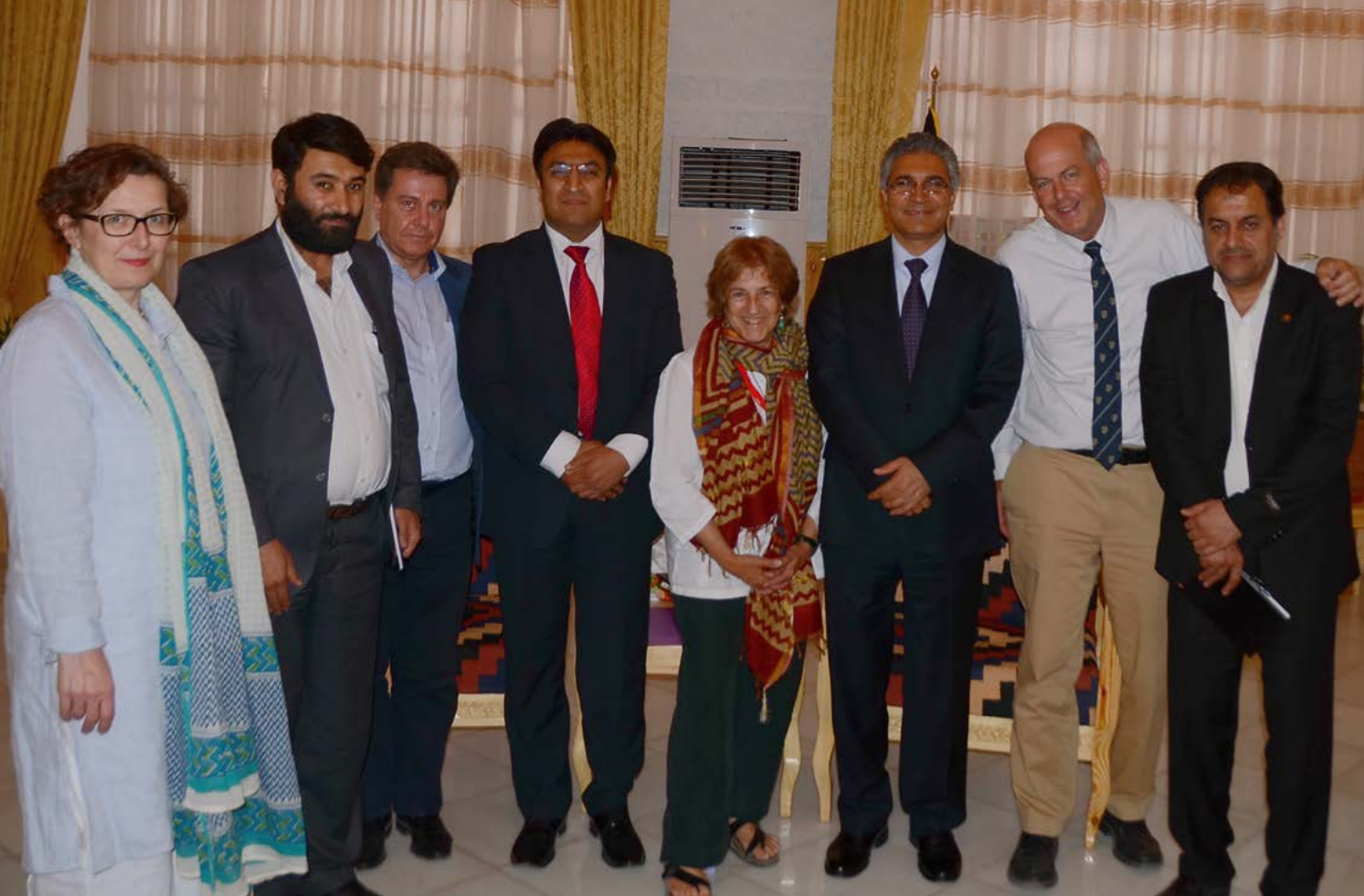
Pastoralists’ displacement is intrinsically linked to loss of livestock, but lack of access to land, resources and markets are important contributors as well. Unlike the displacement of settled communities, pastoralists’ displacement does not necessarily depend on the element of flight, but is described by the loss of access to habitual pastoral living space.

During his recent visit to Moyale, Northern Kenya, the UN Special Rapporteur witnessed the displacement of over 50’000 persons due to inter-communal violence. During the Kenyan national and local elections in 2013, three minority tribes formed the REGABU alliance and won at the exclusion of the local majority clan of the Buran. The violence that caused the displacement in Moyale in 2014 occurred along these tribal lines as access to the habitual living space of pastoralists is linked to local power and decision-making. While a fragile peace could be re-established through a community-based and grass root peace process, the exclusion from decision making remains the concern of the Buran who fear to be disadvantaged in accessing shared pastoral living space.

Concerns over the future of pastoralism are closely intertwined with solutions to the displacement of pastoralists. Shrinking availability of communal land, pasture and water are factors that put the future of pastoralism in peril. Yet, so it is argued, pastoralists are innovative by nature and while their future is highly uncertain, the harsh realities provided by arid and semi-arid lands are not easily conducive to other forms of livelihoods. Pastoralists in Northern Kenya recognized the uncertainty of their future, but also highlighted two of their key concerns regarding their future: education for their children and options to diversify their livelihood.

While solutions are traditionally defined as settlement options, in order to address the displacement of pastoralists the solutions discourse must be broader and require adaptations based on the understanding that solutions may require the restoration of access to pastoral living space and return to the pastoral lifestyle, diversification or alternative livelihoods and exit of the pastoral lifestyle. Instead of thinking of solutions as settlement options, livelihoods-based solutions will need to be defined for displaced pastoralists.





## Myth or Reality: Durable Solutions for IDPs in Afghanistan

**Laurie Wiseberg**, ProCap Senior Protection Officer, seconded to the GPC;  
**Shobha Rao**, Housing, Land & Property Task Force Coordinator, NORCAP deployee to UN-Habitat Afghanistan

Afghanistan has witnessed more than three decades of conflict and many internally displaced people (IDPs) have been displaced not once but multiple times. Moreover, the situation remains uncertain with the imminent withdrawal of International Security Assistance Force (ISAF); NATO security mission and the Presidential elections. Consequentially, discussions around durable solutions for IDPs seem premature and fanciful. We argue, to the contrary. Humanitarian and development actors should try to craft durable solutions, particularly for protracted IDPs as they have become exceedingly vulnerable and their coping mechanisms substantially weakened.

In support of this, we note that the current Afghan Government signed off on a national IDP Policy on 25 November 2013. Although work on the operational plan to implement this Policy is at nascent stages, the policy is a tool that the international community along with national partners, can use to design and implement pilot projects, particularly regarding local integration. This can contribute to a Durable Solutions Strategy and make the policy a meaningful framework for implementation.

Section 7.1.3 of the Afghanistan IDP Policy provides for the “Right to Adequate Housing and Access to Land,” and Section 8 elaborates on Durable Solutions recognizing the right of IDPs to return but also the need for strategies and programs that will permit IDPs to integrate locally or resettle elsewhere in Afghanistan. The Policy exhorts the Government to take measures to provide land and/or housing in both rural and urban settings and ensure security of land tenure.

At the present time, there are three initiatives in Afghanistan to provide durable solutions for IDPs through local integration: two involve upgrading informal settlements: Maslakh in Herat/West and Hisarshahi Camp in Rodat/vicinity of Jalalabad/East; and a third involving building a new township, the IDP Township in Jawzjan/North. We will confine this article to Maslakh.

Maslakh settlement is situated in the suburbs of Herat City and currently hosts 3,700 IDP families from the provinces of Ghor, Badghis, Faryab and others. There are seven other IDP settlements in Herat: Shaidayee, Karizak, Minaret and Firqa inside the city and Kamarkala,

## LESSONS LEARNED FROM MASLAKH:

- ① Durable solutions for IDPs need the engagement of both development actors and humanitarian community as upgrading of informal settlements or putting in place infrastructure for new settlements are beyond the remit and expertise of humanitarians. However, humanitarians can be a catalyst for durable solutions. By advocating for security of land tenure for IDPs in urban settings; UNHCR and UN Habitat have embarked on a first of its kind experiment of trying to ensure local integration of IDPs, not in isolation but as part of a comprehensive urban planning process.
- ② Land is contested territory in Afghanistan and land tenure security of high value urban land extremely politicized. Ethnicity is clearly a factor, with local authorities afraid that by letting people from other ethnic groups settle in their jurisdictions, they may be changing the demographics, and hence the political balance of the area. International actors therefore need to be mindful of agendas behind land allocation.
- ③ There is need for a change in the mindset of the political elite in Afghanistan. So far government stakeholders have treated IDPs as second class citizens and ‘outsiders’. Maslakh and similar projects can help breakdown this traditional way of thinking
- ④ Afghanistan Government, through the Decree 104, established the Land Allocation Scheme (LAS) which started off as a well-intentioned programme to provide land to the landless and homeless refugee returnees and IDPs in early 2000s. However soon thereafter, it got mired in controversies: corruption, land speculation and LAS sites located far away from cities with no provision of basic services and livelihood opportunities. Decree 104 and LAS need to be revised and revisited and government needs to put aside resources to ensure sustainability of these projects.
- ⑤ Finally, one must consider the “Pull Factor” and ways to counter it. Many government actors believe that land allocation to IDPs, especially in urban settings, can be a huge pull factor. There is considerable validity to the argument that allocating land to IDPs may entice others to come in the hope of acquiring free land in cities. It is necessary, therefore, to explore other options – providing usufruct security and not ownership, explore social housing schemes or providing long-term low interests mortgages, other possibilities that the policy mentions but that have not thus far been tried. However urbanization is an irreversible process and Afghan cities will continue to grow rapidly for the coming decades and mostly by poor families.

Pashdan and Saadat (a failed Land Allocation Scheme site housing some refugee returnees) on the outskirts of Herat. Until recently, authorities were not prepared to consider IDPs as permanent citizens of Herat but the IDP Policy consultations has led to a gradual shift in attitudes. There is recognition of the fact that these IDPs, some of whom have been living in Herat since 1992 will not return to their places of origin and the only durable solution is local integration. Authorities in Kabul and Herat have now expressed a willingness to accept upgrading and regularization of Maslakh settlement in a phased manner.

Maslakh has the advantage of being located outside the city limits but not too far from livelihood opportunities. As well, it is situated on public land which reduces the chances of political opposition. Moreover, there is enough suitable land in Maslakh to accommodate not only the IDPs currently living there but also those from Minaret and Shaidayee. Minaret and Shaidayee are two settlements where the IDPs have received multiple eviction notices as these are centrally located on high value land; Minaret on land belonging to Ministry of Defense and Shaidayee on municipal land. Thus moving the IDPs from these two camps to Maslakh appears as a real incentive to the political elites. As a follow-up to the IDP Policy consultations, UN-Habitat and UNHCR decided to make Maslakh a pilot project. Due to the political sensitivities involved, the project was planned with Governor and Mayor of Herat, Independent Directorate of Local Governance (IDLG), Ministry of Refugees and Repatriations (MORR) and Ministry of Urban Development Affairs (MUDA). Funding came from USAID/OFDA.

UN-Habitat undertook research on the ownership of the land and discussed with relevant government counterparts on land tenure security options for the IDPs, ranging from user rights (“usufruct”), to the issuance of occupancy documents, to individual or collective land titles. It is hoped that Government will accept one of these options. In Dec 2013, a rapid IDP profiling and housing and land survey of IDPs currently living in Maslakh was conducted followed up with water feasibility tests in the first half of 2014. The next step is to engage the IDPs in planning the upgrading of conditions and services through, inter alia, establishment of Community Development Councils (CDCs). Given these initiatives, the expectation now is that other partners, development actors and donors, will be prepared to invest in improving life for the IDPs of Maslakh, its vicinity and relocation of IDPs from the other settlements to Maslakh.

The challenge in the search for durable solutions is a huge one, but not unattainable if there is a real political and economic commitment by the Afghan authorities and the humanitarian and development actors. It is all about finding an answer to the question of what solutions are there for ending displacement and that meet the tests of equality and non-discrimination; that are reached in safety and security with an access to services and livelihood options; and which allow the exercise of civil and political rights. The IDP Policy helps set the framework in which this search should be conducted.



## VIEW FROM THE AFGHANISTAN PROTECTION CLUSTER: NATIONAL IDP POLICY – A ROAD MAP FOR SOLUTIONS

The Government of the Islamic Republic of Afghanistan, through the Ministry of Refugees and Repatriations (MORR), with support from UNHCR and others, adopted a National Policy on Internally Displaced Persons (the “IDP Policy”) on 7 December 2013, and officially launched it on 11 February 2014. The main objectives of the IDP Policy are: ensuring protection of the rights of IDPs and finding sustainable durable solutions for both conflict and natural disaster IDPs. In addition, the IDP Policy ascribes specific roles and responsibilities to various government ministries, humanitarian and development actors, and other stakeholders.

In addition to placing responsibility for the protection of IDPs squarely on the Government, in line with the Guiding Principles on Internal Displacement ([IDP Guiding Principles](#)) and other applicable standards, the IDP Policy cleverly recognizes that the causes and circumstances of displacement are not uniform throughout the country and therefore provides for the development of Provincial Action Plans by the Provincial Governors of each of Afghanistan’s 34 provinces. This provision assigns Provincial Governors the direct responsibility of protecting and finding durable solutions for those IDPs within their own provinces, while allowing them the latitude to make decisions based on the contextual specificities of each particular province. A substantial burden is, therefore, placed on the Provincial authorities, which Action Plans and the implementation thereof will be subject to oversight by a monitoring body chaired by the Afghan Independent Human Rights Commission.

So how will it all work? A Road Map for the IDP Policy has already been developed by the MoRR with support from the IDP Policy Working Group. The Road Map envisages, in a phased approach over the next few months, the following preparatory outputs: briefing sessions and intensive training and interactive workshops on the IDP Policy for Department of Refugees and Repatriation (DoRR) officials, line ministries, clusters and the HCT; sensitization sessions for IDP communities and host communities; and development of ‘toolkits’ for Provincial Governors.

For the Provincial Action Plan stage, the Road Map envisages that MoRR, UNHCR and the IDP Policy Working Group members will undertake briefing sessions and interactive workshops for Provincial Governors and municipal authorities; Provincial Governors will form taskforces to lead the process; Action Plans will be developed; the oversight bodies will become operational, and funding based on needs identified in the Action Plans will be sourced. Initially, MoRR and UNHCR have decided to start with nine provinces (primarily those provinces with existing IDP Task Forces). Needless to say, the existing IDP Task Forces and the Afghanistan Protection Cluster, together with other Protection Clusters in the region, will be comprehensively involved in all aspects of the Road Map.

Significant challenges remain. Afghanistan is currently undergoing a major multifaceted transition – political: with presidential and provincial elections; economic: with predicted reductions in funding, socio-economic repercussions of the withdrawal of international military forces and slow growth; and security-related: with the international military drawdown and Afghan forces continuing to try to contain and repel insurgent expansionist activity. The confluence of the above factors will impact on the progress of the Road Map. In addition, humanitarian needs, engendered by displacement caused by conflict or seasonal natural disasters continue to rise, with access severely impacted in many cases. There is also a need for development actors to be actively involved in the process to ensure the sustainability of return, local integration or relocation solutions. Despite these challenges, the Government of Afghanistan must be lauded for having taken a step in the right direction with regard to its IDPs, and the humanitarian and development community must continue to support it in this endeavour.



## THE WORK OF NRC TO SECURE HOUSING, LAND AND PROPERTY RIGHTS FOR DISPLACED WOMEN

Kirstie Farmer, HLP Advocacy Adviser,  
Norwegian Refugee Council

Displaced women's housing, land and property (HLP) rights have been a neglected aspect of humanitarian interventions. HLP rights are abused by the parties to a conflict and also by women's own families and communities. NRC's experience from the field shows that displaced women's land is sold by family members or occupied with impunity; they miss out on shelter when it is allocated to male heads of households; returnee women are evicted from family homes after divorce and IDP widows are denied inherited land. Existing patterns of discrimination are exacerbated during displacement. This has immediate implications on women's capacity to survive displacement and a longer-term impact on their ability to secure a home and a livelihood.

In order to better understand the challenges displaced women face, in 2011 NRC established a programme of work focused on strengthening displaced women HLP rights. Research was conducted in NRC's Information, Counselling, and Legal Assistance (ICLA) programmes for IDP, refugee and returnee communities in Afghanistan, Ecuador, Lebanon, Liberia, Palestine (Gaza), and South Sudan with the aim of improving NRC's own programming and international and national advocacy.

Despite the wide range of displacement contexts in these countries NRC identified clear common themes which are presented in a new report "Life can change: Securing housing, land and property rights for displaced women". This represents NRC's first reflection of both the chal-

lenges faced by displaced women and the positive results that can be achieved through the provision of legal assistance to support women claim their HLP rights.

The Report finds that whilst property restitution in humanitarian response has been emphasised by the [Pinheiro Principles](#) and the [IASC Framework for Durable Solutions](#), it is equally important to recognise that displaced women, particularly the higher numbers of women-headed households, require support in other aspects of HLP rights in order to attain a durable solution to their displacement. In this sense it is essential to adapt humanitarian interventions to the longer-term nature of protracted displacement situations as well as return contexts where, for example, IDP women choose not to return to their village of origin but settle instead in urban areas, such as in South Sudan.

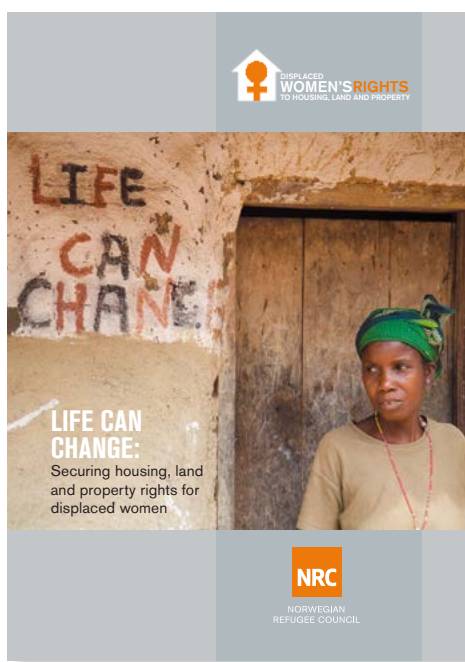
NRC's analysis also shows that the way in which humanitarians intervene during crises can have lasting consequences for recovery especially for displaced women. Humanitarian actors can reinforce women's disadvantage in HLP rights by failing to take into account the multiple forms of discrimination they face. But there is also an opportunity to promote greater equality in the search for durable solutions. Providing legal assistance for displaced women to challenge discriminatory laws and practices to claim their HLP rights is a crucial part of the solution.

## HOUSING, LAND AND PROPERTY IN CONNECTION WITH DURABLE SOLUTIONS

**Rhodri C. Williams.** Works as Rule of Law Program Officer with the International Legal Assistance Consortium ([www.ilac.se](http://www.ilac.se)). An expert on Housing, Land and Property issues and blogs on them at TerraNullius (<http://terra0nullius.wordpress.com>).

Where property issues were nearly invisible during the Cold War-era development of international refugee law, they burst onto the scene as part of the response to the global crisis of internal displacement in the 1990s. The link between housing, land and property (HLP) rights and durable solutions was forged with the inclusion of restitution in the 1998 Guiding Principles on Internal Displacement ([IDP Guiding Principles](#)). However the high point of HLP advocacy came with the 2005 adoption of dedicated standards on restitution for the displaced, the [Pinheiro Principles](#).

In the last ten years, however, there has been a sea-change in how the link between HLP rights and durable solutions are understood. While property rights undoubtedly remain a central anchor of durable solutions, the emphasis on restitution of lost property espoused in earlier guidance has been quietly abandoned, with equal or greater emphasis now placed on development-oriented, prospective interventions to secure access and



Report is available on [Women's Rights website](#).



secure tenure to land and housing. Understanding the reasons for this change can help in assessing its implications for humanitarian action.

The inclusion of restitution in the IDP Guiding Principles was one of the boldest assertions of the new rights-based, protection-oriented approach to humanitarian assistance. The Guiding Principles reframed forced displacement as a human rights violation and proposed restitution of lost property as the primary legal remedy. At the same time, restitution was also seen as a practical precondition for durable solutions amid a nearly exclusive focus on repatriation and return. Practice in Bosnia, where 200,000 properties were returned to displaced owners in accordance with the 1995 Dayton Peace Agreement, presented evidence that restitution was practicable even under difficult post-conflict circumstances.

The subsequent retreat from restitution to a broader view of HLP issues in displacement has taken place for a number of related reasons. Most obviously, the success in Bosnia has been difficult to repeat in other contexts. In protracted displacement situations, meaningful restitution and return are often dependent on political resolutions, and may not be achievable even then. Development actors note that restoring pre-displacement property relations may either be impracticable (where landlessness was widespread) or undesirable (where unjust or unsustainable land relations were a root cause of conflict). These actors have called for a greater emphasis on transforming property relations, with corrective restitution-based approaches as the exception rather than the rule. And from both a protection and a human rights perspective, there is greater awareness of the need for sensitivity to the needs of host communities, as well as the rights of some occupants of claimed property.

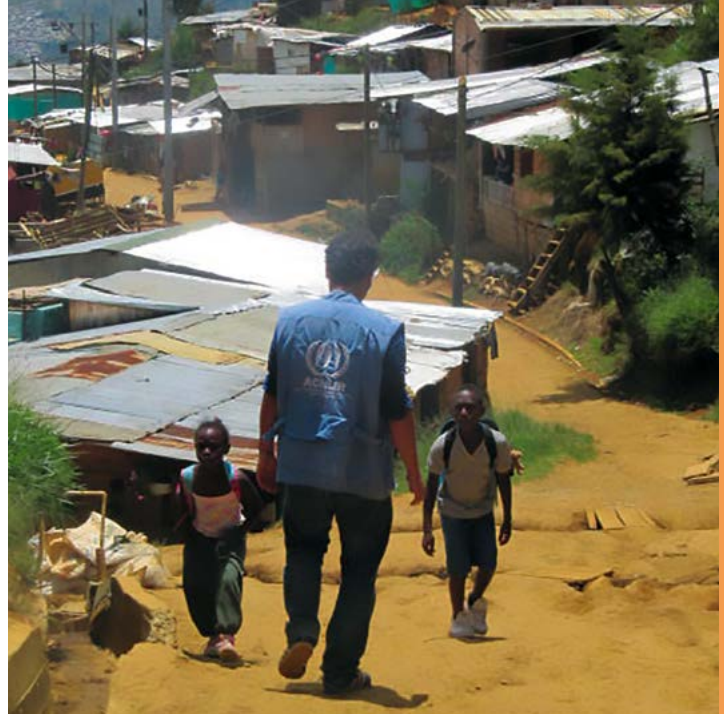
While development actors provide an important analysis, their greatest contribution may yet come in the form of field partnership. Humanitarians cannot address these politically and technically complicated issues on their own. HLP approaches based on the pooling of available humanitarian, human rights and development expertise may represent the best path to realistic and fair durable solutions.

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## COLOMBIA'S EXPERIENCE OF PROMOTING DURABLE SOLUTIONS FOR IDPS – THE TRANSITIONAL SOLUTIONS INITIATIVE

**Maite Muller**, Transition Solutions Initiative officer, UNHCR Colombia

As a result of the decades-long armed conflict more than 5 million persons have been victims of forced displacement since 1997, according to official records. The complexity of the forced displacement in Colombia implies a wide range of response that varies from prevention,



protection and humanitarian assistance measures to the facilitation of solutions. Hence UNHCR and UNDP, with the national, regional and local government's support and commitment, have agreed to promote the programme "Building Sustainable Solutions" with the displaced population and host communities in places of Colombia where institutional and community conditions are favourable.

A 2011 Law on Victims and Land Restitution offers a unique opportunity to pursue solutions that are also part of the National Development Plan, while the Government continues to pursue negotiations with the FARC guerrilla as of September 2012. The Transitional Solutions Initiative (TSI) in Colombia is the most important and largest interagency Solutions program for IDPs in the Americas, and is considered as an effective initiative to be replicated in potential post conflict scenarios.

With over 12 million USD budget for 3 years, the objective of the UNDP-UNHCR Transitional Solutions Initiative for Colombia is to support affected communities and national and local authorities to provide specific successful examples of solutions for IDPs and to encourage the consolidation of a State comprehensive strategy, based on lessons learnt and encompassing all options of return, relocation, and local urban integration. The programme has benefited 17 communities, located in 10 Departments of the country, with over 50,000 beneficiaries, working on the three Solutions scenarios: urban local integration (9 communities), relocation in rural areas (5 communities) and return to places of origin (3 communities). Local implementation of concrete initiatives include: legalization/regularization of urban informal settlements, individualization of land tenure, access to public services, dwelling construction and improvement, local economic development, activities for food security and income generation, construction of school and health care facilities, community capacity building, legal orientation, psychosocial counselling, and institutional capacity building.

# Mali at a Crossroads: the Challenge of Achieving Durable Solutions

At its peak in 2013, the conflict in Northern Mali forced 350,000 people into internal displacement. Almost 137,000 are still displaced today and the protection needs of Internally Displaced Persons (IDPs) in the south continue to be numerous. This has encouraged many to start returning home, despite the lack of security, limited access to basic services and ongoing social tensions which put them at risk of secondary displacement. Fear of attacks has prompted returnees to temporarily settle in urban centers (Gao or Timbuktu) along the way. Some have created makeshift encampments close to their villages, exposing them to additional protection risks and increasing their vulnerability. Many heads of households have returned temporarily to assess the situation in their areas of origin. The decrease in the number of IDPs is therefore not indicative of a sustainable return.

During this transition period, displacement trends are complex and require the close collaboration of national authorities, donors, humanitarian and development actors. Mali is now at a crossroads. The delayed emergency response in 2012-2013 left many throughout the country with no assistance. The difficult transition from humanitarian assistance to recovery will likely impact on the ability of IDPs to find durable solutions to their displacement. Responding to their specific needs is key to avoid a protracted situation that will put a strain on peace-building efforts and on the future development of the country. Approximately 70 percent of those displaced in the Sahel currently have no prospects of achieving durable solutions. There is a risk that Mali will follow this trend, with many IDPs having already been living in displacement for over two years.



In a post-conflict context of recovery and reconstruction, achieving durable solutions for those displaced is vital for consolidating peace and development, and for building the resilience of impacted communities. It is important for national authorities

to lead the development and implementation of a country-wide strategy on durable solutions. The African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa ([Kampala Convention](#)), which Mali ratified in 2012, offers a unique legal framework in this respect by requesting States parties to “designate an authority or body responsible for coordinating activities aimed at protecting and assisting internally displaced persons (...)”. The Government leadership is vital now that a new Working Group on Durable Solutions has started working on this strategy. The creation of an inter-ministerial committee led by the Government would be crucial for coordinating these efforts and encouraging the involvement of both humanitarian and development actors alongside national authorities in this process.

In February 2014, IDMC facilitated a workshop on Durable Solutions for IDPs in Bamako. Participants in the workshop, mainly members of national authorities, as well as national and international NGOs, reflected on the main challenges that IDPs face in their search for durable solutions. They identified four challenges to durable solutions in Mali: (I) the lack of safety and security in zones of return, (II) the difficult access to justice and in particular legal obstacles for women, (III) an inadequate standard of living, with limited access to food and health services in the North, and (IV) ineffective mechanisms for restoration of housing, land and property rights.

In addition to emphasizing the primary responsibility of national authorities for “promoting and creating satisfactory conditions” for durable solutions, the participants insisted on the right for IDPs to choose their preferred settlement option. They also called for an increased participation of IDPs, especially women, in post-conflict processes, such as the newly established Truth, Justice and Reconciliation Commission. Ten recommendations reflecting these analyses were formulated by the participants and have been submitted to the newly created Working Group on Durable Solutions.





## Workshop on Durable Solutions for IDPs, Bamako 26 to 27 February 2014

### 10 Recommendations for a National Strategy on Durable Solutions for Internally Displaced Persons (PDI) in Mali

1. The three Durable Solutions settlement options (local integration, return and settlement elsewhere) should be taken into account in the national Durable Solutions strategy;
2. National authorities are responsible for seeking lasting solutions of displacement by promoting and creating satisfactory conditions » for Durable Solutions while developing consultation and coordination mechanisms involving different actors, especially humanitarian and development actors;
3. The national authorities should adopt and implement of a national law or policy on Internal Displacement in accordance with the Kampala Convention and the designate of a national authority or a body in charge of coordinating the protection and assistance of IDP;
4. Monitoring mechanisms in IDP returning zones should be set up (especially in those areas that are different from repatriation ones);
5. Access to justice: Strengthen the capacities of the judiciary system for a better access to effective remedies and justice for IDPs;
6. Safety and security: Ensure the amelioration of safety and security in the returning zones (disarmament and confinement of armed groups and auto defence groups)
7. Housing, Land and Property (HLP): Set up a global approach on Housing, Land and Property issues in support of Durable Solutions that respects international norms in terms of HLP, including a conflict of property mechanism, awareness raising of the population on their rights with regards to HLP and the reconstruction of destructed and damaged houses;
8. Adequate standard of living: Facilitate the return of local administration and basic social services;
9. Access to documentation: Set up a simplified mechanism to issue personal documents and property titles.
10. IDP participation: Ensure and facilitate the participation of IDPs in the Durable Solutions process making sure for instance that they take part to the Truth, Justice and Reconciliation Commission and promoting the participation of women to this Commission in accordance to the United Nations resolution 1889 on women, peace and security.

*Sophie Crozet (Trainer and Legal Officer), Internal Displacement Monitoring Center (IDMC)*

## A VIEW FROM THE MALI PROTECTION CLUSTER: MALI - A COUNTRY FOR DURABLE SOLUTIONS

The North of Mali is, since January 2012, confronted with a security/political crisis that has negatively impacted the social-economic aspects of the country, as well as the respect for the human rights. This crisis resulted in a significant population displacement. By June 2013, 353,455 people were registered as displaced within the country, while another 175,000 had sought refuge in neighbouring countries such as Mauritania, Burkina Faso and Niger.

Following the successful presidential elections in 2013, many forcibly displaced decided to return home, even if security remained a challenge for many. By April 2014, there were 186,884 internally displaced persons (IDPs); 141,000 Malian refugees in the neighbouring countries; while the Malian Government registered 25,000 refugees that returned to the areas of Gao, Mopti and Tombouctou.

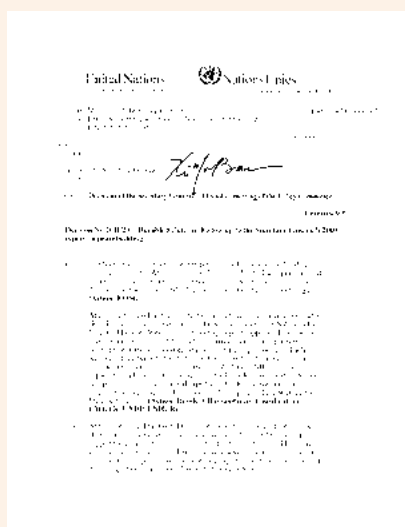
On the 3rd of May 2014, Mali, Niger and UNHCR signed a tripartite agreement to serve as a legal framework for the return of Malian refugees. However, conditions had not yet been met to promote the return of refugees.

Following the SG Decision No.2011/20 on “Durable Solutions – Framework on Ending Displacement in the Aftermath of Conflict” (UN SG’s Decision), the Durable Solutions’ Working Group was established by the Mali Humanitarian Country Team and led by UNDP and UNHCR. The terms of references of this group have been approved in March 2014 and the leading team (UNHCR, UNDP, IOM and the Government) is currently working on a three-year Durable Solutions Strategy. UNHCR and other partners continue evaluating the protection situation in areas of return of refugees and IDPs.

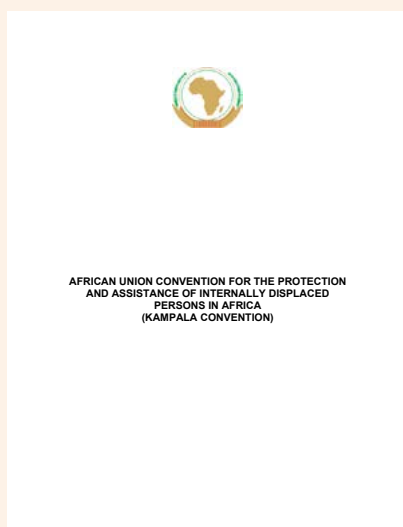
This cluster approach in Mali allows for a coordinated response, which guarantees protection of IDPs, as outlined in the UN Guiding Principles on Internal Displacement. It is worth mentioning that Mali is a signatory state to the African Union Convention on the Protection and Assistance of Internally Displaced Persons in Africa (the Kampala Convention), since November 2012.

Given the current situation, in collaboration with the Protection Cluster in Mali, IDMC and NRC organized a workshop on Durable Solutions for IDPs on 26-27 February 2014 in Bamako. The workshop was based on the Kampala Convention, the IASC Framework on Durable Solutions for IDPs and the UN SG’s Decision.

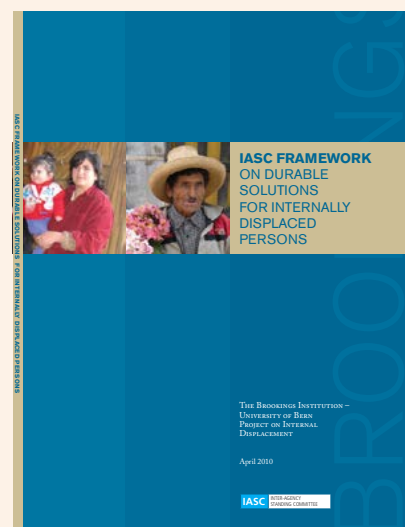
Hence, under the current circumstances, the lack of adequate reconciliation and peace building efforts, including psycho-social programmes and social cohesion strategies at community level, can lead to continued discrimination and stigmatisation of returning refugees and IDPs. The respect for human rights and the rule of law (right to education, right to decent housing, right to work, right to a fair trial, right to health, etc.) are essential to achieve durable solutions. This implies the return of administrative and judiciary authorities, the improvement of access to basic services, as well as the fight against impunity. Furthermore humanitarian assistance and support to reinforce or create resilience is a high priority.



[SG Decision No.2011/20](#)



[African Union Convention](#) on the Protection and Assistance of IDP in Africa.



[IASC Framework](#) on Durable Solutions for IDPs.



## PROCESSUS DE DÉVELOPPEMENT DE LA SSD EN CÔTE D'IVOIRE

UNDP Côte d'Ivoire



Le développement d'une stratégie de solutions durables au profit des rapatriés et des personnes déplacées en Côte d'Ivoire a connu une phase d'accélération avec le recrutement en décembre 2013 d'un expert en charge de formuler la stratégie, un processus conduit sous la supervision du Coordinateur Résident et en étroite collaboration avec le PNUD et le HCR.

Depuis janvier 2014, une large consultation a été initiée avec différents acteurs impliqués dans la gestion et la prise en

charge des populations cibles (gouvernement, ONG nationales et internationales, partenaires techniques et financiers, y compris des agences des Nations Unies), qui davantage mobilisés, apportent leur soutien au processus de développement de la stratégie de solutions durables. L'avis des populations cibles a été aussi recueilli sur le terrain. Toutefois, cette concertation devra être renforcée pour élargir le consensus et s'étendre à d'autres partenaires financiers clés (Banque Mondiale, Union Européenne, etc.) dans une dynamique de mobilisation des ressources.

Parallèlement en vue de fournir des informations actualisées pour la stratégie, un processus de collecte de données sur les rapatriés, réfugiés encore en exil, anciennes personnes déplacées et des personnes résidant encore dans les familles d'accueil a été lancé avec l'appui de JIPS. Les étapes préparatoires ont été franchies, mais le début du profilage est retardé par le Recensement Général de la Population et de l'Habitat.

A ce jour, un ensemble de données ont été collectées et des pistes de solutions durables ont été identifiées pour le pays. Mais le bon déroulement d'un processus de développement de la stratégie plus inclusif est conditionné par le mapping des interventions des acteurs et la mise sur pied d'un comité technique de suivi élargi à des ONG et des partenaires financiers clés. Par ailleurs, sa prise en compte dans le nouveau Plan National de Développement 2016-2020 dont le lancement est prévu pour cette année constitue aussi un défi.

## LIST OF KEY REFERENCES RELATED TO DURABLE SOLUTIONS FOR THE INTERNALLY DISPLACED:

- [UN Secretary General's Policy Committee Decision 2011/20 about Ending Displacement in the Aftermath of Conflict](#)
- [Framework on Durable Solutions for Internally Displaced Persons, IASC, 2010.](#)
- [Guiding Principles on Internal Displacement, UNHCR, 1998.](#)
- [Durable Solutions, Part VI, Handbook for the Protection of Internally Displaced Persons, Global Protection Cluster, 2010.](#)
- [Implementing the Collaborative Response to Situations of Internal Displacement: Guidance for United Nations Humanitarian and/or Resident Coordinators and Country Teams, pp. 35-63, IASC, 2004.](#)
- [Guidance Note on Durable Solutions for Displaced Persons \(Refugees, Internally Displaced Persons, and Returnees\), UNDG Programme Group, October 2004.](#)
- [UN Transitional Strategy Guidance Note, March 2007.](#)
- [Protection of Conflict Induced IDPs – Assessment for Action, February 2008.](#)
- [United Nations General Assembly Resolution 60/180, the Peace-building Commission, December 2005.](#)



# Afghanistan Protection Cluster: Durable Solutions for IDPs in the North and North East Regions

SUB-NATIONAL PROTECTION CLUSTER IN MAZAR-I-SHARIF

The trend of durable solutions for conflict-induced Internally Displaced Persons IDPs has been sluggish both in the North and North East regions of Afghanistan in recent years due mainly to prevailing insecurity, access to land, ongoing anti-government element (AGE) activities and related military operations. Despite these challenges, some IDP groups have been able to achieve durable solutions, principally through local integration, as returns to place of origin continue to be plagued by ongoing armed clashes between AGE and Afghan National Security Forces (ANSF), and other impediments. With the recent adoption by the Government of the Islamic Republic of Afghanistan of a national IDP Policy, which places primary focus on achieving sustainable durable solutions for IDPs through the establishment of provincial Action Plans, it is envisaged that there will be significantly more opportunities for IDPs to find permanent solutions. Below are some examples of durable solutions initiatives, reflecting both successes and challenges.

## I. Local integration

**Jawzjan IDP Township:** the Minister of Refugees and Repatriation, and the Provincial Governor of Jawzjan province officially inaugurated an IDP Township on 11 April 2013 with a capacity of 2,400 housing plots. So far, approximately 1,000 plots have been demarcated by the Land Commission and 700 IDP families have applied for plots.

However, since June 2013, IDPs have stopped submitting applications for plots on the grounds that the price per plot (Afs 9,000 or approximately USD 160 for a 600 sqm plot) is prohibitive and IDPs felt that the plots were over-valued in relation to the cost of land in that area. The Jawzjan Department of Refugees and Repatriation (DoRR) shared the IDPs' concern with the Ministry of Refugees and Repatriation in Kabul, requesting a review of the price. This was however rejected by MoRR on the basis that the price had been set in accordance with applicable governing rules and procedures. The Northern Region Housing, Land and Property Task Force, together with the Jawzjan DoRR continued to advocate on behalf of the IDPs with the Afghanistan Board of Ministers and MoRR, who have unofficially agreed in April 2014 that IDPs can pay the required payment in instalments. The township will respond to the land needs of over 2,000 IDP families in Sheberghan City, who mainly hail from Darzab and Qush Tippa districts of Jawzjan prov-



ince, which are remote areas with a large presence of AGEs. It is important to note that there are as yet no plans from the Government in relation to social services and general infrastructure. UNHCR and other humanitarian actors will continue to support MoRR in advocating for the provision of services to the Township to enhance its viability and sustainability as a model township for the integration of IDPs which can be replicated elsewhere in the country.

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**Hamdard Township, Mazar City, Balkh Province:** a group of 175 families were displaced from Charkent district and settled in Hamdard Township of Mazar city in Balkh province in 2012 because of conflict and AGE harassment and intimidation. The IDP group received food and non-food items at the time of the initial displacement and subsequently received winterization assistance. The households bought land from a private landlord at a cost of 11,000 Afs (equivalent to USD 2,000) per plot by paying in instalments. Through its Information, Counselling and Legal Assistance (ICLA) partnership with the Norwegian Refugee Council (NRC), UNHCR provided legal assistance to the group to facilitate obtainment of the relevant land documentation. In 2012, UNHCR's Sub Office in Mazar had built a 3.5 km stretch of road to facilitate access, constructed 4 water points and implemented a wool spinning project for 200 women. In 2013, GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit) constructed 91 shelter units and latrines and has plans for further projects in the Township throughout 2014.

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**Balkh District, Balkh Province:** in 2013, two IDP groups (23 families and 24 families each) were displaced from Dawlat Abad district of Faryab to Balkh district of Balkh province, primarily due to the conflict. Following initial food, non-food items and winterization assistance, the groups bought land from a local landlord on which some families had already constructed homes. GIZ will cover the shelter needs of the remaining households in 2014, and will provide needed infrastructure and training projects for the households.

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**Qarashikhi village of Khuja Sabzposh district, Faryab Province:** 97 IDP families originally from Pashtunkot and Shrintagab districts of Faryab province settled in Qarashikhi village in 2012, again primarily as a result of the conflict. In 2013, UNHCR constructed 31 shelters with sanitation facilities, built 2 km of road to facilitate access, installed 3 water points and built a school wall. INTERSOS constructed 67 shelters through an Emergency Response Funds (ERF) project.

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**Hazaraqala village of Pashtunkot district, Faryab Province:** 57 families were displaced from Hazaraqala village of Pashtunkot district to Qarabelaq village of the same district in 2012 and were initially provided with accommodation within the host community. In 2013, UNHCR constructed 38 shelter units, while INTERSOS built

26 shelter units for the group and included poor host community families within their project.

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**Damqul Cluster in Maimana City, Faryab Province:** 400 IDP families have lived in this settlement since 2011 and 2013, having been displaced from Kohistan, Pash-tunkot and Almar districts due to insecurity, harassment and intimidation by AGEs, blood feuds and tribal conflict. Following a comprehensive needs assessment conducted in 2013 to identify potential IDP integration sites and high return areas, the settlement was selected as an IDP integration site for the Mazar's Sub Office 2014 programme. Plans for the settlement include the construction of 150 shelter units for households who have purchased the land from private individuals. However, due to the proximity of the settlement to Maimana City, the price of the plots range from between USD 2,000 to USD 4,000, which is prohibitive for some families, who remain in rented accommodation or are living with relatives and friends. A beneficiary selection process is ongoing to identify the most vulnerable households for land allocation and shelter construction. The Danish Committee for Aid to Afghan Refugees (DACAAR) will cover WASH needs in 2014; GBV awareness training is planned in 2014 and vulnerable IDPs are assisted through UNHCR's Persons with Special Needs Project.

## II. Return to Place of Origin

A comprehensive verification exercise and revisiting of IDP groups conducted in December 2013 and January 2014 revealed that 19 groups consisting of 1,443 families and 8,978 individuals have returned spontaneously to their places of origin in both the North and the North-Eastern regions (3 groups, 30 families and 206 individuals in the North East). However, some of these return locations remain inaccessible to the humanitarian community, thus assessing any integration needs is problematic although it appears that many of the families have managed to achieve a semblance of durable solutions relying on their own coping mechanisms.

UNICEF has identified 24 priority districts in 6 Provinces in the North and Northeast for their activities and interventions in 2014 which include sectors such as Education, WASH, Child Protection, Community Dialogue, Local Planning for Children, Disaster Risk Reduction, Peace-building and Social Protection. UNICEF is also looking into partnerships for projects covering agriculture, livelihoods and road construction. In light of UNICEF's planned activities, UNHCR shared with UNICEF 85 villages (home to 6,915 IDP families, or some 41,000 individuals) in the 24 districts, which are places of origin of IDPs and has engaged with UNICEF to request them to include these villages within its programmes. In addition, UNHCR has shared with UNICEF 8 villages in the 24 districts to which some IDPs 1,123 families or some 6,650 individuals have already returned in the hope that these villages will also benefit from the UNICEF activities.





## IRAQ PROTECTION CLUSTER

### DURABLE SOLUTIONS IN IRAQ – A COMFORTABLE FIT WITH THE CLUSTER SYSTEM?

Over 950,000 Iraqis who fled hostilities 2006-2008 remain in a state of displacement inside Iraq according to the Government figures. The overall implementation of the Comprehensive Plan agreed in 2011 between UNHCR and the Iraqi Prime Minister to find solutions still has a long way to go, as does the UN's engagement with these internally displaced persons (IDPs). Clusters were activated in Iraq in early 2014 in response to over 480,000 newly displaced individuals due to the conflict in al-Anbar Province and later extended to include over 500,000 people displaced from and around Mosul. Durable solutions for the 'old caseload' have not been at the forefront of operations but the dialogue on the role of development actors in support of the older IDPs has increased significantly since 2013, although it is limited now due to the current emergency. It is acknowledged that the agenda for all IDPs must be the responsibility beyond UNHCR.

Where should the 'old caseload' of IDPs sit in terms of the humanitarian - development continuum? Option one is the "expansion" of the cluster system to include those in protracted displacement with strong deference for early recovery. Arguably, the newly activated cluster system is setting the example of UN agencies acting as one and this provides a strong foundation for future interventions under the leadership of the RC/HC. If the cluster system covers the entire caseload regardless of the duration of displacement it could build upon the successful implementation of the clusters and the UNCT's joint efforts coupled with increased involvement of the respective line ministries to pave the way to durable solutions. However, as a structure established for emergency humanitarian response, it may lack sufficient connections

to development actors and engagement with broader civil society may be too response orientated in its approach and thereby limited in development thinking. This may, in turn, undermine national structures unless clusters are in sync with national development plans.

Alternatively, as a mechanism outside the clusters, perhaps a new Durable Solutions Working Group duly endorsed by the UNCT and HCT and led by RC/HC could take on a development character and link more effectively with development models, thinking, experience and ready-made networks. The World Bank, the Millennium Development Goals, UNDAF, Multi-Partner Trust Funds and donors might all be part of this mix working closely with the humanitarian actors and civil society.

Some of the recently displaced Iraqis are in multiple displacements so may be part of the 'old' and 'new' IDPs. The Protection Cluster will be best positioned to analyse this. When discussions on durable solutions are again higher on the agenda, the strategies of clusters will need to apply to all IDPs. UNDP and Resident Coordinator's Office will need to engage now with all the clusters on early recovery to ensure a more development-oriented engagement with the Iraqi government on IDPs and to address systemic issues blocking durable solutions. Taking into account that the capacities for early recovery are different in the diverse geographical and cultural areas of Iraq, UNHCR and UNDP will need to work together in coordination with all actors under the leadership of RC/HC to bridge the gaps between crisis response and longer-term recovery.

## MALI PROTECTION CLUSTER

### MISE À JOUR

Activé en avril 2012 suite au conflit armé au nord du Mali, le Cluster Protection (CP) œuvre pour assurer une coordination efficace des activités de protection dans un contexte de déplacement complexe avec un accès limité aux régions touchées par la crise et des ressources insuffisantes. La coordination du CP Mali est assurée par l'UNHCR en tant qu'agence chef de file et Co-facilitée par DRC. Les différentes thématiques sont couvertes par l'UNICEF (Protection de l'Enfance), l'UNFPA (Violences Basées sur le Genre), l'OIM (Mouvement de Populations), l'OHCHR/ Division des Droits de l'Homme de la MINUSMA (Accès à la Justice et Etat de Droit) et UNMAS/UNICEF (Lutte Anti Mine Humanitaire). Le CP a des représentations régionales à Mopti, Gao et Tombouctou. Une soixantaine de partenaires dont le Gouvernement, les Nations Unies, les ONG internationales et nationales, les bailleurs de fonds et MINUSMA, participent au CP.

Au 12 mars 2014, la Commission Mouvement de Population (CMP) estime à 186 884 le nombre de personnes déplacées internes (PDI) au Mali. Outre la présence continue des groupes armés non étatiques avec des incidents réguliers sur la population et les acteurs hu-





manitaires, l'accès aux services sociaux de base, à la justice et à l'assistance humanitaire reste insuffisant. Dans son Plan de Réponse Sectoriel (SRP), le CP cible plus de 2 millions de vulnérables à assister. Cependant, en dépit des besoins accrus et de l'emplacement de la protection au cœur de l'action humanitaire, les activités pour répondre efficacement aux besoins prioritaires demeurent encore sous-financées. Le CP fait ainsi appel aux contributeurs pour financer le SRP 2014 Mali afin d'assurer la protection et l'assistance notamment aux femmes, enfants et victimes de violences basées sur le genre.

Parmi les priorités 2014, le CP Mali porte un accent particulier sur l'harmonisation des outils d'évaluation de protection et sur le plaidoyer afin d'assurer un meilleur accès des populations touchées à l'assistance humanitaire, le retour accéléré de l'administration dans les régions du Nord, la réhabilitation des services sociaux de base, le respect des droits de l'Homme, l'intégration des principes de protection dans les autres secteurs, la protection des civils en étroite collaboration avec la MINUSMA, la promotion de la cohésion sociale et le financement du secteur protection. Le CP a discuté de la problématique du financement avec le Coordonnateur Humanitaire lors de sa réunion du 27 février 2014 à laquelle ce dernier a pris part. Le CP a également reçu l'Expert Indépendant sur la situation des Droits de l'Homme au Mali, M. Suliman Baldo, et a partagé avec ce dernier les problèmes clés de protection afin de soutenir son plaidoyer.

## RESPONDING TO THE IMMEDIATE THREAT OF EXPLOSIVE REMNANTS OF WAR (ERW) AND BUILDING CAPACITIES OF NATIONAL AUTHORITIES: FROM EMERGENCY TO DURABLE PROTECTION SOLUTIONS, UPDATE FROM UNITED NATIONS MINE ACTION SERVICE (UNMAS)



# UNMAS

As coordination body for Humanitarian Mine Action activities and partners, UNMAS co-chairs, together with UNICEF, a Humanitarian Mine Action Working Group under the Mali Protection Cluster that allows all Mine Action actors operating in the country to coordinate and prioritize their activities.

Recent and on-going armed conflict in Mali has created a problem of weapon and explosive contamination which is impacting the civilian population and stabilization efforts. This impact includes the potential loss of life and

injury of people within affected communities, but is also adversely affecting livelihoods, freedom of movement and economic recovery, as well as the safe deployment of humanitarian actors. In addition to the threat from ERW, there is also a general problem of weapon and ammunition insecurity in Mali. This includes, for example, insecure ammunition storage areas which could result in unplanned or accidental explosions (for example, a MDM-Belgium car exploded wounding 2 individuals in February 2014; or the explosion of the MINUSMA car in May 2014), as well as the widespread regional proliferation of small arms and light weapons.

Since February 2013, UNMAS has developed a programme that aims to both respond to the direct ERW threat as a consequence of the recent conflict as well as to build on national capacities to support Mali in finding durable solutions to potential explosive threats.

At the end of April 2014, UNMAS and its operational partners have surveyed a total of 843 villages and cleared more than 2,000,000 square meters to enable families impacted by the conflict to return safely to their homes and rebuild their lives.

In parallel, UNMAS, in collaboration with the National Commission against the proliferation of Small Arms and Light Weapons (CNLPAL), is developing the mechanisms and the complimentary technical capacity to enable the Government to manage explosive assets and hazards safely and securely. The project includes the evaluation of the state and storage of weapon and ammunition stockpiles to identify immediate threat reduction measures, as well as training delivery to establish an operationally independent Malian Explosive Ordnance Disposal (EOD) and bomb disposal capacity.

### PACIFIC PROTECTION CLUSTER

## PROTECTION RESPONSES IN TONGA AND SOLOMON ISLANDS AND TRAINING IN FIJI

PHPC is co-led by OHCHR and UNHCR.

The Pacific Humanitarian Protection Cluster (PHPC) monitors and advocates for the effective integration of protection and protection-based activities into regional, national and local responses to disaster affected populations in the region.

In 2014, the PHPC deployed direct support for national clusters following Tropical Cyclone Ian in Tonga (January 2014) and Flash Flooding in Solomon Islands (May 2014), providing opportunities for protection mainstreaming and integration of protection in assessments and national response plans as well as intensive on-the-job capacity building for national actors, thus strengthening foundations also for future nationally-led responses.



Given the regional structure of the PHPC covering the Pacific islands states and the seasonal characteristics of natural disasters in the Pacific (cyclone season from November to May), PHPC also works with a priority to support preparedness measures at the national levels. For example, PHPC has developed a series of protection tools (on protection in evacuation centres, protection principles for first responders), and in 2014 PHPC, in cooperation with Fiji's Ministry of Women, Children and Social Welfare, co-designed and piloted with UNICEF and Save the Children Fiji three editions of a protection training for first responders.

One of the PHPC's greatest challenges lies in countering prevailing approaches amongst national and regional actors that displaced persons' needs disappear once immediate threats to their physical security have ceased and affected persons return to communities.

Pre-existing inequalities, violence and tensions are commonly exacerbated in disasters and post-disaster contexts and continue to impact affected populations' safety, both at the immediate time of displacement and after return and relocation.

Barriers to achieving durable solutions in the Pacific are compounded by inadequate understandings of the importance of access to information and effective participation. Safe and meaningful voluntary relocation and return decisions require accurate and reliable information, thereby mitigating the risks of responses reigniting tensions in already challenging contexts.

## PAKISTAN PROTECTION CLUSTER

### RETURNS OF IDPS TO FATA REGION IN PAKISTAN

In Pakistan, at the time of submission of this article there were some 159,609 families/738,894 individuals registered as internally displaced persons (IDPs) in Pakistan due to military operations against non-state actors, largely in FATA. Only 4% are accommodated in three main camps in KP and FATA provinces (Jalozai, Togh Sarai in Khyber Pakhtunkhwa (KP), and New Durani in FATA), while the majority of IDPs are residing in host communities across KP (95.9%). In 2013, new displacement occurred from Tirah Valley in Khyber Agency, with 17,140 families newly displaced mainly in Peshawar District; followed by displacement from Parachamkani in Kurram Agency with 10,636 families displaced. The situation remains volatile and new displacement cannot be excluded if military operations continue and intensify (e.g. recent displacement from North Waziristan).

At the same time, a steady return process continues to areas in FATA declared "safe" by the Government after the conclusion of the military/ security operation.

Humanitarian partners continue to support the Government's efforts to address protection and other basic needs of both displaced communities as well as returnees, in line with the "IDP Return Framework" signed by the authorities in 2010, committing to the principles of voluntary, safe and dignified return. In 2014, 19,025 families (90,637 individuals) have been supported to return, largely to the Kurram, Tirah valley, South Waziristan, Bajaur, and Mohmand Agencies. For 2014, the Government of Pakistan announced that an expected number of 45,118 families would return to their areas of origin.

Return is the preferred durable solution for IDPs in Pakistan as shown clearly in the Return Intention Surveys (RIS) conducted by the Protection Cluster before each return. Cluster actors undertake RIS and are manning Grievance Desks in areas of displacement/return to counsel and advise families who may have grounds for not yet being able to return. They also advocate with the authorities to consider alternative solutions.

Amongst the challenges during return and post-return operations, access to areas of return is severely limited by procedural requirements involving the scrutiny of the military and civilian authorities. Access is becoming a major issue, as the lack of it significantly hinders the humanitarian operation, protection by presence, protection monitoring and oversight on partners.

Principled return is challenged by the political agenda of the authorities to promote return irrespective of the conditions. The humanitarian community has set Standard Operating Procedures (SOPs) including agreed benchmarks to be respected before the request of support by the Government is fulfilled. Yet, the observance of the SOPs needs to be critically re-considered. In order for the humanitarian community to support a return, the following conditions need to be met as agreed in the return matrix in the Pakistan context: security in the area of return is restored and ensured; the safe, voluntary, dignified character of the return is respected and confirmed through consultations with IDPs; IDPs are able to make a free and well-informed choice (SOPs on return, including "Go & See" visits, information); monitoring and consultations with IDPs before and after return by humanitarian organizations are guaranteed, and capacity to ensure the sustainability of the return is in place, including attention being given to groups with specific needs.

### PROTECTION MONITORING OF RETURN TO ALI SHERZAI AREA IN CENTRAL KURRAM

In January 2014, 50 villages were de-notified by the Government of Pakistan and declared as safe for return. In the Return Task Force meeting on 16 January, the Government expressed its intention to organize a return process to Central Kurram. According to the UNHCR database, there were 4,549 families of the Ali Sherzai tribe registered, with a total of 20,114 individuals.



## **ENSURING SAFE DISTRIBUTION – A CASE STUDY FROM THE TYPHOON HAIYAN/YOLANDA, PHILIPPINES**

For more information on the people centric issues of the Food Security Cluster please visit the [website](#).

Following the catastrophic consequences of typhoon Haiyan in the Philippines in November 2013 and the subsequent activation of the Food Security and Agriculture Cluster (FSAC) important steps were taken towards protection mainstreaming. The first two months of the response were heavily dominated by blanket food distribution by various modalities including air drops; and the provision of rice seeds which was a time critical intervention. To ensure that concerns on exclusion/inclusion errors and inability to access assistance were adequately addressed, FSAC was quick to develop and advocate for safe distribution among all Cluster partners in the very early stage of the response.

The safe distribution check list included several recommendations on appropriate time, venue and distance of the distributions, ration size, prioritization of vulnerable groups such as pregnant women, elderly and people with disabilities; and dissemination of information to affected populations so that they were aware of their entitlements. This was complemented in December by guidance for monitors, with the dissemination of another checklist titled '[Food Monitoring with a Protection Lens](#)'.

Six months later, seven FSAC partners comprising of Save the Children, CARE, Concern World Wide, FAO, WFP, Plan International and the National Coalition of Churches in Philippines provided concrete feedback on how they were able to operationalize the safe distribution check lists. These partners reported that specific needs of vulnerable populations including persons with disabilities, elderly people, lactating and pregnant women and separated children among others, were identified at all stages in the delivery of assistance – i.e. priority queues and assistance in transporting food to the beneficiaries' homes were provided by most of the partners. Additionally, these partners reported that preventive measures were taken to ensure that protection threats were addressed by linking with GBV referral mechanisms, facilitating child friendly spaces and providing information on entitlements to various segments of the population.

Thus, FSAC in the Philippines was able to provide and advocate for useful tools in line with its Strategic Response Plan which could be readily operationalized by partners. The findings obtained provide a basis for building evidence on protection mainstreaming and its effect on the recovery of the most vulnerable affected populations in a dignified way.

In line with the return matrix endorsed by the Government and HCT, Protection Cluster conducted a [Return Intention Survey of IDPs](#) from Kurram Agency. In general, return was perceived by IDPs as the preferred solution with 95% of respondents expressing their desire to return to central Kurram.

The Protection Cluster also participated in the inter-cluster mission to Kurram Agency organized from 17-19 February 2014. The purpose of the mission was to carry out a rapid assessment in the area, prior to the return. The Protection Cluster consulted 83 male community elders in the area to generate information regarding the general security and access to services in the returned area. The main issues raised by IDPs were the general lack of services in the area of return and the lack of information about the area of origin. Civil documentation support in areas of return should be enhanced, including for women, to improve unhindered mobility and reduce the risk of restrictions or security searches which are often seen by IDPs as a form of harassment. There was a need for enhanced monitoring of protection concerns of women and children as well as older persons and persons with disabilities in the area of return.

Subsequently, the Cluster has also continuously undertaken return monitoring exercises at the embarkation point in New Durrani camp (source: the abovementioned Report). Voluntary return to Ali Sherzai in Central Kurram started on 2 April 2014 from the embarkation point of New Durrani Camp in Kurram Agency and came to an end on 14 April, leading to a total of 13 days' activity. In total, 3,740 families returned to Ali Sherzai. The Protection Cluster monitored the entire return process and advocated swiftly on identified issues so as to ensure that the process was smooth and conducted in a dignified, respectful and voluntary manner.

Consultations with returnees conducted in areas of return are essential in the framework of return monitoring in order to observe and mitigate any protection-related issue (source: the abovementioned Report). Protection monitoring in areas of return took place in 26 villages of Ali Sherzai, Central Kurram Agency. At the same time, community awareness sessions on civil documentation in the areas of return in Ali Sherzai were conducted over ten awareness sessions.

All consulted respondents stated that they were happy with the return process as it was very well organized. There was no forced return noticed or documented. However, there is still room for improvement on certain aspects of the return in terms of planning, clarity of information and comprehensive vision on the rehabilitation of return areas and certainly access.

The Protection Cluster will continue with post-return monitoring, advocacy for highlighted issues raised by returnees as well as implementing direct protection projects in Ali Sherzai areas of return - through legal assistance and psychosocial support.





## **SOUTH SUDAN PROTECTION CLUSTER**

### **THE SEARCH FOR SOLUTIONS IN SOUTH SUDAN CRISIS**

The conclusion of a cessation of hostilities agreement on 5 May 2014 may represent a cautious step in the direction of the search for solutions – transitional or of a more durable nature – for South Sudan’s million IDPs as well as more than 300,000 refugees in the political and ethnic crisis which ignited on 15 December 2013. The crucial question will be whether this ceasefire – unlike the previous agreement of 22 January 2014, which was violated as soon as it was signed, while South Sudan fell off international agendas – will be respected. There is, finally, a chance for this new agreement to lead to the formation of a transitional government and, eventually, to recovery, peace and reconciliation for polarized and traumatized South Sudanese, as well as refugees and other foreign nationals who have been caught up in the conflict. These critical political developments are taking place in a context of widespread human rights abuses – even possible war crimes and crimes against humanity – and famine affecting millions, with the current planting season jeopardized due to fighting, as well as serious obstacles for humanitarians to access populations in the greatest need. Many of the 1.8 million people who returned to South Sudan in the last five years have been re-displaced or otherwise became war-affected, illustrating the fragility of durable solutions in the world’s newest nation.

The Protection Cluster, led by UNHCR, has played a key role in discussions between the humanitarian community and UNMISS on creating conditions conducive to voluntary, safe and dignified solutions. While much of the focus has been on the population of some 70,000 sheltering in various protection of civilians (PoC) sites in United Nations peacekeeping bases, the Protection Cluster continues to advocate for a much greater focus – by the humanitarian community as well as by UNMISS in terms of its Chapter VII protection of civilians mandate – on the more than 90% of the IDP population displaced outside the PoC sites who are much less visible and protected and have less access to essential services.

On the other hand, the PoC sites themselves are vulnerable – as shown by a mob attack on the UNMISS base in Bor, which killed some 50 IDPs and injured hundreds among the thousands sheltering inside. Nevertheless, such safe havens continue to be direly needed, given the lack of other means of ensuring the physical safety of populations. South Sudan’s current experience of PoC sites as safe havens for IDPs is unique – never has there been such a situation in the history of peacekeeping of populations seeking safety in UN bases in such massive numbers for such a prolonged period while awaiting solutions.

A working group of UNMISS and the humanitarian community, including the Protection Cluster, had collaborated on devising possible transitional and durable solutions, focusing on the PoC sites, especially during the rainy season, identifying five options/components, and



stressing safety and voluntariness. These components are: upgrading existing PoC sites and relocating IDPs to alternative PoC sites as transitional solutions, pending creation of conditions conducive to more durable solutions; ensuring access to asylum for IDPs who want to leave the country as a temporary solution; relocation within the country as a temporary or durable solution; and voluntary and safe return to places of last residence.

UNMISS and its partners continue to work on upgrading PoC sites and offering the option of relocation to other PoC sites. For example, in Juba's Topping base, which UNMISS had announced should be closed due to being overcrowded and unsanitary conditions amidst fears of a cholera epidemic during the rainy season, there has been some pressure to relocate reluctant IDPs to UN Houses, further away in the city. As for the temporary solution of becoming a refugee by crossing the border, privately hired buses ply the main routes daily from the PoC sites to the border, mainly carrying women and children, as young men face increased risks of attack during the journey within South Sudan and, therefore, remain concentrated in the bases – a potential risk for the PoC sites.

The option of relocation elsewhere in South Sudan, which has been largely discussed by UNMISS and the humanitarian community as “return to areas of origin”, or sometimes also referred to as “ancestral homelands”, has proved the most contentious. The Humanitarian Country Team has not endorsed this option, which foresees that the humanitarian community provides organized transport, while the possibility to assist self-relocated IDPs is open. There are concerns – shared by the Protection Cluster – that organized transportation by the humanitarian community to “areas of origin” or “ancestral homelands” could lead to “ethnic balkanization” of the country, as well as possibly making people even more vulnerable and less visible through the humanitarian community's inability to assist due to lack of access to such areas. On the other hand, there is the possibility to reorient this option in order to facilitate freedom of movement to individuals' choice of destinations, giving effect to free and informed decision making – certain agencies are considering how such initiatives could be implemented.

Conditions are yet to be conducive for the durable solution of return to places of last residence. The challenges are great, with IDPs continuing to harbour grave fears for their safety – from the authorities and opposition forces, militias, local communities and even their former neighbours. Fear and mistrust have to be addressed before for the IDPs to feel safe enough to return, or even to undertake go-and-see visits facilitated by the humanitarian community, even in major cities. Deliberate and targeted killing of civilians continues, even in hospitals, churches and UN bases. Sexual violence has been committed on a massive scale as a weapon of war, with hate media in some cases instigating rape against women of other communities. Nine thousand children are estimated to have been recruited into the ranks of armed actors, in violation of South Sudan's obligations under the Con-

vention on the Rights of the Child. Scores of children have become separated from their families, with many more at risk of abuse, exploitation, neglect and trauma. Homes and markets have been destroyed, and properties have been illegally occupied – a potential source of conflict for the future, as well as preventing IDPs from returning home to resume their lives. Threats to life may remain long after the conflict eventually ends, with mines and unexploded ordnances littering war-affected areas, preventing cultivation and livelihoods. UNMISS has a vital role to play in creating conditions of safety for return, but is hampered by inadequate numbers of peacekeeping troops and inability to patrol independently of the Government, a party to the conflict.

In the midst of such challenges, the Protection Cluster continues to be active in monitoring and advocacy, helping to mainstream protection across all areas of humanitarian activity, and in protection specific initiatives to support the most vulnerable, as South Sudan remains engulfed in a devastating conflict, for which lasting political, security, and humanitarian solutions are keenly awaited.





# What's Been Happening - Areas of Responsibilities Updates

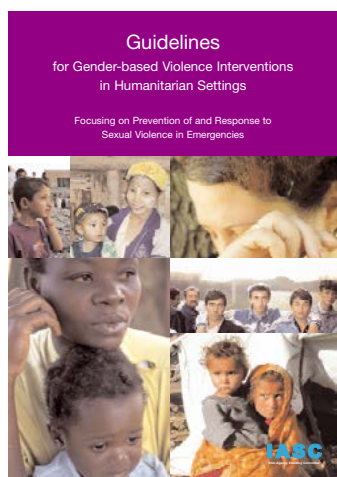
## GENDER-BASED VIOLENCE AREA OF RESPONSIBILITY

### UPDATE ON THE REVISIONS OF THE 2005 IASC GUIDELINES FOR GBV INTERVENTIONS IN HUMANITARIAN SETTINGS

For further information please contact **Julie Lafrenière** at [julielafreniere03@gmail.com](mailto:julielafreniere03@gmail.com)

In November 2012, the global Gender-Based Violence Area of Responsibility (GBV AoR - <http://gbvaor.net>) initiated a two-year process for revising the Inter-Agency Standing Committee 2005 Guidelines on Gender-Based Violence Interventions in Humanitarian Settings (the Guidelines) with funding from the Bureau of Population, Refugees and Migration. This process is being facilitated by two consultants and overseen by an advisory group of the GBV AoR ("Task Team") comprised of representatives from UN agencies and INGOs. In addition to the revision of the Guidelines, the process includes the development of core indicators, advocacy materials, and strategies for promoting uptake of and accountability to the actions outlined in the revised Guidelines.

The process to-date has involved intensive and broad-based consultations with national and international humanitarian actors, including two global reviews of written drafts for comments, and field visits in 2013 to solicit feedback in person from sector actors. Updated drafts of the Guidelines will be sent to global cluster lead agencies, key stakeholders and focal points for two more rounds of global review (anticipated for July/August and September this year). In addition in July-August at least four field visits will be undertaken to test the usability and uptake of the revised Guidelines.



The GBV AoR would like to thank those that have supported the project to date. The input of humanitarian actors from all sectors of response is critical to ensuring that the revised Guidelines continue to serve as an inter-agency document that meets the programmatic needs of humanitarian actors to better serve the affected populations.

## CHILD PROTECTION AREA OF RESPONSIBILITY

### UPDATE ON THE CHILD PROTECTION MINIMUM STANDARDS

Many activities of the Child Protection Working Group have focused on the implementation of the Minimum Standards for Child Protection in Humanitarian Action (CPMS). Nearly 6000 hard copies of the CPMS in English and 3000 in French have been distributed in addition to 2900 in Spanish. More than 15 countries have held CPMS specific events ranging from launches and contextualization workshops to trainings and awareness raising events. In the first year after the launch of the CPMS (2013), an emphasis was placed on developing key supporting products such as: a 3-day training package on the CPMS; contextualization guidance; overview presentation on the CPMS for briefings; simplified version of the CPMS; guidance for donors and Child Protection Coordinators; 2-page briefing notes for each of the 8 mainstreaming standards; and a video lecture series.

The volume of field-level events and processes are even greater in the second year (2014) than in the first, as a result of the set-up investment required to make the framework, tools and expertise (including translations, training packages, and pre-selected consultants) available to support these.

Countries with dynamic Child Protection coordination groups and strong coordinators have been able to integrate CPMS into their capacity building plans and response strategies more quickly than countries where the coordination group faces challenges (such as high turnover of coordinators, low capacity of members, or





fragmentation due to different theatres of operation). More efforts should be made to raise awareness on the CPMS among senior level humanitarian not within the Child Protection sector. Additionally, the existence of regional inter-agency Child Protection coordination groups in some regions has facilitated uptake of the CPMS. In 2014, the CPWG will proactively support weaker Child Protection coordination groups to implement the CPMS through the deployment of trained consultants.

## MINE ACTION AREA OF RESPONSIBILITY

### UPDATE ON COORDINATION STRUCTURES

At least three new Mine Action AoRs/sub-clusters were established in the last year within field protection clusters. They are all led by UNMAS, with Norwegian Peoples Aid co-leading in Colombia, Mines Advisory Group in DRC and UNICEF in Mali. While it is too early to say that co-leadership is becoming a rule in mine action, it seems that field Mine Action AoRs are considering following a practice common to e.g. Child Protection.

It is also noteworthy that in Colombia a mine action group within the Early Recovery Cluster preceded the current arrangement (which was created upon a decision late last year by the UNCT). Could this also be a trend? Mine Action is still located under Early Recovery Clusters in some cases (e.g. Yemen).

Since its full activation in early 2011 the GPC Mine Action AoR has been encouraging actors in the field to address mine action coordination under protection clusters. Some AoRs existed already prior to 2011, like those in Afghanistan, Palestine and Sudan.

The effectively coordinated Mine Action AoR in Libya established by UNMAS in 2011 has served as a model for later emergencies. However, each case is different and may require different approaches. In some cases there is a large legacy of mines and explosive remnants of war from the past, whereas in others the main problem comes from the recent use of explosive ordnance.

Field protection clusters currently addressing mine action coordination include Afghanistan, CAR, Colombia, DRC, Mali, Palestine, Somalia, South Sudan and Syria, with all but CAR and Somalia having established field Mine Action AoRs.

In instances where UNMAS is not present in the field, UNICEF has taken the lead on mine risk education as part of other child protection activities.

The GPC Mine Action AoR is updating the map of field mine action coordination in clusterized countries.

# News from your GPC Support Cell



## GPC WORKPLAN 2014



GPC Workplan is available on the GPC Website: [www.globalprotectioncluster.org](http://www.globalprotectioncluster.org)

## AN UPDATE ON THE INFORMATION MANAGEMENT ACTIVITIES

Information Management is a crucial element to support planning, advocacy, funding and response in the humanitarian context. As such, thanks to a contribution from the European Commission Directorate General for Humanitarian Aid and Civil Protection (ECHO), the Global Protection Cluster (GPC) in 2013 has further enhanced its leadership in Protection Information Management. A total of 14 field protection clusters received direct support in information management through the deployment of information management officers. CAR and the Philippines – both declared Level 3 humanitarian emergencies at the inter-agency level – profited from IM deployments at the onset of these emergencies. In addition, all field protection clusters have benefited from global level support through teleconferences, review of documents and requests for staffing, provision of comments on Strategic Response Plan (SRP) and Humanitarian Needs Overview (HNO), advice on protection monitoring systems, population management and any other support as requested by field protection clusters. Through the deployment of an Information Management Officer at the global level, the GPC contributes to a number of important global level initiatives such as the Humanitarian Indicator Registry, the Cluster Performance Monitoring tool, the Monitoring Guidance and conducts support missions to the field.



UNHCR as the Global Protection Cluster Lead Agency is fully committed to strengthen Information Management capacity. As such, UNHCR organized several training opportunities. In 2013 alone, 32 Information Management Officers from UNHCR and partners were trained during one week on protection monitoring and protection needs assessments; the Information Management Officers are now deployed in several cluster and cluster-like countries and support fully/partially field protection clusters. Two TIME workshops (i.e. a one-week emergency preparedness training for Information Management Officers) were held in January and September 2013 where 62 Information Management Officers from UNHCR and standby partners were trained to be deployed as part of an emergency support team for a maximum of 3 months. The GPC is also participating in the development of an inter-agency information management Stand by Partner Training initiative organized and run by the 25 partner agencies' Secretariat (Nov, 2014). In addition, the GPC continues to work on the OCHA led inter-agency IM Capacity Building Strategy outlined to further strengthen and align information management across Clusters.

**Some useful links:**

- 1 The Global Protection Cluster offers a dedicated Information Management Capacity for all protection related questions on IM (needs assessments, monitoring). You can pose your questions or request assistance either through the GPC Website [www.globalprotectioncluster.org](http://www.globalprotectioncluster.org) or write directly to [helpdesk@globalprotectioncluster.org](mailto:helpdesk@globalprotectioncluster.org)
- 2 Population Reference Data from UNHCR can be found at <http://popstats.unhcr.org>

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## GPC SUPPORT MISSIONS

Laurie Wiseberg is seconded to the GPC as a Senior ProCap Protection Officer. For further info and mission reports please contact the GPC Support Cell ([gpc@unhcr.org](mailto:gpc@unhcr.org)).

Three GPC Support Missions – Central African Republic; Iraq and the Philippines – were undertaken during the last months of 2013 and the first quarter of 2014 by the Senior Protection Officer (ProCap) seconded to the GPC.

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**The first mission**, 26 Nov-17 Dec 2013, was to the Central African Republic (CAR), to assess the needs of the Protection Cluster (PC) in CAR and recommend what could be done to strengthen the PC in light of the deterioration of the security situation; to assist the PC to review, and if necessary, revise its protection strategy; to better understand the protection actors in CAR and identify gaps in capacity; to explore how the PC could more effectively interface with MISCA (the African Union force) and BINUCA (the UN mission); and, if needed, to provide protection training to members of the PC and its Sub-Clusters. A few days after arrival, the country

descended into chaos as sectarian fighting broke out between ex-Seleka, Moslem militia loyal to the Head of State President Michel Djotodia, and armed Christian anti-Balaka “vigilantes.” Neither the appeals for peace by religious leaders including the Archbishop of Bangui and the Imam, nor the introduction of another 700 French troops was able to halt the escalation of the violence as fighting, looting, and savage attacks against civilians spread to many areas of the country and thousands upon thousands fled into the bush or into ad hoc camps in monasteries, churches, mosques and schools. The Emergency Relief Coordinator declared CAR a Level 3 Emergency. The GPC Mission, therefore, became transformed into one of assisting the PC transition into emergency mode, take part in the first multi-sector assessments of the 40 plus IDP sites in Bangui, revise the Strategic Response Plan for CAR, participate in Inter-Cluster and HCT meetings, and make recommendations to the GPC on how to strengthen the protection response.

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**The second mission**, 13 Feb to 8 March 2014, was to Erbil, northern Iraq, in the wake of the Anbar crisis, which led to the largest internal displacement in Iraq since the sectarian violence of 2006-2008 – 62,079 families (approx. 310,000 individuals). While most of the IDPs were displaced in the south and central areas of Iraq, some 6,500 families (33,000 individuals) fled to the Kurdish Governorates. For the past three years, the humanitarian actors in Kurdistan were heavily focused on the 225,548 registered Syrian refugees who received asylum in northern Iraq. The mission was to assist UNHCR (Northern Region) in the finalization of the Terms of Reference for an IDP Protection Response mechanism to be embedded in the Refugee Response model and harmonized with the Protection Cluster that was being activated in Baghdad; work with colleagues in Baghdad to agree a country-wide coordination set-up for IDPs; and help develop an emergency preparedness (contingency) plan – including a strategic response – to be put into effect should the IDP numbers increase substantially here after.

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**The third mission**, 22 March – 10 April 2014, was to the Philippines, at the request of the Philippine Commission on Human Rights (CHR), to assist in the transition from the L3 Emergency response to Typhoon Haiyan (Yolanda), in the context of UNHCR’s exit strategy, as it was handing over leadership of the Protection Cluster to the CHR. Yolanda was one of the most devastating typhoons in recent years: 6,000 deaths and more than 4 million displaced, over 550,000 totally destroyed houses and 1.1 million damaged homes. During this mission the ProCap was able to visit several of the hubs established to respond to the crisis (Tacloban, Ormoc, Cebu and Iloilo), view the progress during the first three months, get a first-hand understanding of the most pressing protection issues (particularly those pertaining to housing, land and property, relocation and transitional shelter), and deliver three two-day trainings – to a total of over 100 members of the CHR, local government officials, and local NGOs on protection coordination.

# Training and Learning Achievements

## PROCAP INTER-AGENCY PROTECTION CAPACITY TRAININGS

For further information on ProCap training opportunities please contact: **Emily K. Walker** at [walker5@un.org](mailto:walker5@un.org)

Through one-week trainings, the Inter-Agency Protection Standby Capacity Project (ProCap) seeks to increase the number of qualified protection personnel and enhance the protection capacity within NGO standby rosters and UN agencies. The training focuses on skills, competencies and tools that allow for quick adaptation to different assignments with protection mandated agencies, including UNHCR, UNICEF, OCHA and OHCHR. In 2014, ProCap has already held 3 Inter-Agency Protection Capacity Trainings in Geneva, Amman and Nairobi in English. The ProCap training in Amman focused on protection staff from the UN and NGOs working on the Syria Crisis (6-11 April). The next ProCap trainings will be held in Nairobi in November in French and will focus on the situation in DRC.

## THE GPC TASK TEAM ON LEARNING

For further information on the activities of the Task Team and requests for training of protection cluster contact the leads of the Task Team: **Dora Abdelghani**, IDMC at [dora.abdelghani@nrc.ch](mailto:dora.abdelghani@nrc.ch); **Steven Wolfson**, UNHCR Global Learning Centre at [wolfson@unhcr.org](mailto:wolfson@unhcr.org)

In the first half of 2014, UNHCR and the Internal Displacement Monitoring Centre of the Norwegian Refugee Council (IDMC) delivered, with a significant contribution from European Commission Directorate General for Humanitarian Aid and Civil Protection (ECHO), Protection Cluster Coordination Learning Programme for four protection cluster teams on behalf of the GPC Task Team on Learning. The workshops targeted about 30 members in Palestine (Gaza and Ramallah) and in Syria (Damascus and Tartous) and were facilitated with local resource people from UNHCR, OCHA and OHCHR.

In Palestine, the Protection Cluster is led by the Office of the High Commissioner for Human Rights (OHCHR) and workshop participants included UN, international and national NGO members. In this unique context of protracted occupation, the Gaza and West Bank teams implemented a three-year country strategy for 2014-2017 which focuses on improving the protection environment for Palestinian communities most at risk as one of two strategic objectives for the whole Protection Cluster. The protection-focused sessions of the GPC workshop guided participants to collectively analyze protection concerns and identify priority cluster responses within the framework of this common strategy.

In Syria, the first workshop in Damascus targeted members from UN agencies as well as national and international NGOs. The security situation was a challenge especially on the first day as the mortars intensified and the training venue was hit. The training sessions were conducted in Arabic and English and tailored to address the emergency situation in Syria. The second workshop in Tartous targeted participants from Homs, Aleppo and Tartous. All participants were national staff members from the various agencies who have been working under extremely difficult and challenging locations and circumstances for the past 3 years.

In all four workshops, participants' evaluations and facilitators' observations clearly reveal a trend: "soft skills" such as communication, negotiation, running effective meetings and working effectively in teams are of high interest to members of protection clusters and that they remain important learning needs for effective protection coordination.

## ECHO CONTRIBUTION TO THE GPC



Humanitarian Aid and Civil Protection

Another year has passed during which the Global Protection Cluster (GPC) and its partners have benefitted from the generosity and support of the European Commission's Humanitarian Aid and Civil Protection department (ECHO). 2014 has profited from the implementation of global field operational support activities with the help of GPC partners. The GPC's position, as afforded by ECHO, has enabled the GPC to assist in building on the capacities for coordination of protection responses in humanitarian settings. Now, thanks to the hard work of all those concerned and despite the unforeseen challenges and problems posed by various obstacles and security threats, the GPC is fast approaching the fulfillment of its promise in implementing the project activities. A No Cost Extension has been agreed upon extending the GPC's work up to 31 December 2014, until which time the work of the GPC will be able to reach even further afield as its partners shall be translating the GPC Protection Mainstreaming Training Package into French and Arabic. The Task Team on Learning shall also be sharing its expertise by conducting 2 additional Protection Cluster Coordination Workshops.

We greatly appreciate the faith that ECHO invests in the GPC and recognize that this faith is a true reflection of the progressive and effective work that the Global Protection Cluster and its partners exercise throughout the world.



# Technical Briefings: New Protection Standards and Guidance

## JOINT ARTICLE BY STATE/ PRM AND USAID/OFDA

U.S. Department of State Bureau of Population, Refugees, and Migration and USAID Office of U.S. Foreign Disaster Assistance

The [UNHCR High Commissioner's Dialogue on Internal Displacement](#) last December was an important event that reassured participants of UNHCR's commitment to meet the agency's responsibilities for internally displaced persons (IDPs) within the cluster system, including the need for vigorous leadership of the Global Protection Cluster (GPC). As U.S. Assistant Secretary of State Anne Richard stated at the plenary session of the Dialogue, "The protection cluster in particular should advocate effectively for the rights and protections of IDPs, demonstrate strong leadership through its efforts, and ensure that assistance across all the clusters is provided in a way that enhances IDPs' physical protection.... All of us have much work to do. This is not UNHCR's responsibility alone. Let us all get to work."

With that challenge in mind, the U.S. Department of State's Bureau for Population, Refugees, and Migration (PRM) and USAID's Office of Foreign Disaster Assistance (OFDA) are continuing to collaborate to strengthen the U.S. Government response to IDPs – particularly their protection – in a number of ways.

We view the Global Protection Cluster as an absolute key actor in promoting protection of IDPs in crisis settings. We are encouraged by the efforts of UNHCR and other GPC members to rejuvenate the Protection Cluster and strengthen its usefulness to humanitarian workers in the field as they struggle to address complicated protection issues during emergencies. We appreciate the hard work by UNHCR, GPC task teams, and Areas of Responsibility (AoR) leadership and participants who are laying the groundwork for a more effective protection cluster at the global and national levels.

In coordination with our colleagues at the U.S. Mission in Geneva, we are committed to reaching out regularly to the GPC, including to the GPC Support Cell for updates on progress and challenges. The U.S. Mission in Geneva, for example, hosted a donors' roundtable in April to discuss the GPC's priorities and work plan for 2014. These efforts are an important complement to our regular and rewarding engagement with the Child Protection Working Group and other AoRs.

In addition, our government was an active participant in the [study on protection funding](#) sponsored by the GPC last year and has engaged in follow-up discussions about the study with non-governmental organizations

in Washington, D.C. In addition, we look forward to an opportunity to review UNHCR's updated guidance to the field on the agency's engagement in situations of internal displacement.

The U.S. government's internal Humanitarian Policy Working Group, consisting of USAID, PRM, and several other State Department bureaus and offices, is focused on the IDP international response architecture as a leading policy priority in 2014. As part of that effort, we are working with colleagues to monitor closely the evolution of the GPC as well as UNHCR's progress implementing the welcomed commitments articulated by the High Commissioner at the Dialogue event last December.

Lastly, USAID is drafting a comprehensive new policy on internal displacement that will update and reinforce USAID's agency-wide commitment to the needs of IDPs. USAID held consultations with civil society representatives in Washington, Geneva, and Nairobi in March to ensure widespread input. The new policy is scheduled for completion and public release later this year.

At the UNHCR Dialogue on IDPs, our government forcefully stated: "We believe that the involvement of all of us – UN agencies, governments, NGOs, and internally displaced persons themselves – is necessary to advance the protection of IDPs." The weight of responsibility is on the Global Protection Cluster, and all of us, to fulfil our important roles.

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## FROM "FORGOTTEN" TO "VULNERABLE" TO "VALUABLE" – IT'S TIME TO INCLUDE DISPLACED PEOPLE WITH DISABILITIES

For the estimated 6.7 million people with disabilities who are forcibly displaced as a result of persecution, conflict and human rights violations, adjusting to a new environment and accessing the right services can be particularly challenging.

A new report from the Women's Refugee Commission (WRC), *Disability Inclusion: Translating Policy into Practice in Humanitarian Action*, draws from discussions with displaced persons and humanitarian actors in eight countries to show that access to education for children with disabilities can be hindered by discrimination, women and girls with disabilities may be vulnerable to sexual violence, and parents and care-givers face their own problems with isolation and securing supplies.



## THE PROTECTION MAINSTREAMING TASK TEAM UPDATE: THE GPC PROTECTION MAINSTREAMING TRAINING PACKAGE

With a generous contribution from European Commission Directorate General for Humanitarian Aid and Civil Protection (ECHO), the GPC Protection Mainstreaming Task Team (co-led by International Rescue Committee and World Vision Australia) developed the GPC Protection Mainstreaming Training Package. In April 2014, the Task Team held a workshop with all its members as well as field representatives from Syria, Philippines, DRC, and Niger. The workshop reviewed the latest version of the training package and gave members the opportunity to provide feedback and shape the final version of the package.

Completed in September, the Training Package consists of 4 stand-alone modules with targeted participants, specific outcomes and adaptable to specific contexts:

- ❶ Sensitization on Protection Mainstreaming (2 hours) – Target: Non-protection staff including cluster leads and member agencies.
- ❷ Introduction to Protection Mainstreaming (4 hours) – Target: Protection actors, Protection cluster leads and members.
- ❸ Protection Mainstreaming (1 day) – Target: Protection and non-protection actors working in the field or providing field support on the implementation of protection mainstreaming.
- ❹ Practicing Protection Mainstreaming (2 days) – Target: Protection and non-protection actors working in the field or providing field support on the implementation of protection mainstreaming.

### The specific objectives of the training package are:

- To provide comprehensive instructional materials for facilitators to implement training for protection and non-protection staff in the field
- To increase understanding of what protection mainstreaming means in a practical and accessible manner based on local contexts
- To enable practitioners to mainstream protection in all stages of the project cycle

The Training Package will be rolled-out globally through a series of regional Trainings of Trainers (the first one took place in August, 2014).

Global Level Coordination: the Task Team has engaged other global actors to support a complementary approach to Protection Mainstreaming (e.g. clusters, AoRs, OCHA). This includes the development or integration of Protection Mainstreaming commitments in non-protection cluster strategies and coordination on support to field operations.

If you would like be engaged in the work of the Task Team, or would like more information, please contact [Julien.Marneffe@rescue.org](mailto:Julien.Marneffe@rescue.org).

The WRC first raised concerns about inclusion for persons with disabilities in its 2008 report “[Disabilities among Refugee and Conflict-Affected Population](#)”. In follow-up research, the WRC found encouraging signs of a growing awareness among UNHCR staff and partners about the issues facing those with disabilities.

However, while the new report finds some positive examples of policies on disability inclusion being translated into practice, there remains a gap in capacity to provide ongoing technical support at field level and a failure to connect displaced persons with host-country disabled people’s organizations (DPOs).

### WRC’s recommendations include:

- more intensive technical support on disability inclusion in UNHCR country operations;
- a global assessment of the implementation of the UNHCR’s Guidance on Disability;
- a call for humanitarian organizations to develop context-specific action plans based on available guidelines on disability inclusion;
- improved case management to reduce protection risks and vulnerability of persons with disabilities.

Humanitarian actors can also learn far more from displaced persons with disabilities themselves. The displaced persons with disabilities we spoke to articulated not only their concerns about the future, but also clear ideas for positive change.

For more, please visit the [Women’s Refugee Commission website](#).



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