GUIDANCE PACKAGE
FOR UNHCR'S ENGAGEMENT IN SITUATIONS OF INTERNAL DISPLACEMENT

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UNHCR
The UN Refugee Agency

This Guidance Package was compiled by the Division of International Protection with the support of and final clearance by the concerned Divisions at Headquarters, which are the content owners. To obtain further details, please refer to the contact indicated at the end of each guidance note. The Guidance Package goes into effect September 2019, with the issuance of the Policy on UNHCR's Engagement in Situations of Internal Displacement. It will be updated on a periodic basis, and further guidance will be added as needed in due course.

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Colombia. An internally displaced woman feeds her chickens in a small corral outside of her home. The eggs which are hatched daily help feed her family and provide a small income through their sale.

1. CHECKLIST FOR UNHCR REPRESENTATIVES ENGAGING IN SITUATIONS OF INTERNAL DISPLACEMENT

This checklist is intended to guide UNHCR Representatives in their efforts to fulfil institutional commitments in situations of internal displacement. It is an integral part of the Policy on UNHCR's Engagement in Situations of Internal Displacement.

Underpinning this checklist is the commitment by UNHCR, as the global lead agency for protection,

to drive a protection-sensitive response to internal displacement through:

- information and analysis of emerging protection gaps, risks and needs, including in support of the Resident/Humanitarian Coordinator and UN/ Humanitarian Country Team;
- strategic leadership of UNHCR-led clusters;
- an effective operational response;
- guidance and technical advice in relation to protection, shelter and site/camp management in support of national response capacity and national laws and policies on internal displacement that align with international standards; and
- effective advocacy, including on the centrality of protection and solutions.

Within this overarching commitment, UNHCR Representatives need to pursue the following actions at country level on all aspects of UNHCR's engagement.

1.1. PREPARING FOR EMERGENCIES

1.1.1. In countries prone to conflict or disaster-induced displacement, **undertake sound risk-analysis** and other preparedness measures according to the level of risk, including through inter-agency processes, to drive organizational preparedness and emergency declarations, in accordance with UNHCR's revised [Policy on Emergency Preparedness and Response].[1]

1.1.2. **Participate in inter-agency preparedness measures,**[2] engaging in UN system-wide and government-led or supported prevention, risk analysis/monitoring and early warning mechanisms, and contributing to the strengthening of local and national capacity to prevent and mitigate displacement risks in accordance with international principles and standards.

1.1.3. **Create opportunities for partners to exchange information, mobilize resources and coordinate** preparedness activities for protection, shelter and camp/site coordination and management, stepping in to lead preparedness activities for these sectors under the overall leadership of the Resident/Humanitarian Coordinator and seeking Bureaux and Headquarters (henceforth HQ) technical expertise as necessary.

> **Tip:** Establishing CCCM sectorial coordination early on does not necessarily lead to the creation of collective sites, but can ensure timely assessment of all accommodation alternatives, map the capacities of the partners and prepare the ground for efficient management of displacement regardless of the context.

1.1.4. **Contribute protection expertise and seek to embed protection** across preparedness efforts in all sectors or clusters, particularly those led by UNHCR globally.

1.1.5. **Establish and capitalize on protection monitoring and community engagement** mechanisms as a means to identify, prevent and mitigate conflict and violence, and their consequences, including forced displacement.

1.1.6. **Analyze information** gathered by UNHCR and other actors, sharing this analysis to inform operational and inter-agency preparedness efforts, particularly in relation to protection priorities.

1.1.7. **Contribute to data and information management within inter-agency preparedness processes**, bringing expertise in relation to protection, shelter and camp/site management and coordination.

1.1.8. Use regular communication and UNHCR standard tools such as HALEP,[3] to **share pertinent information internally** with the concerned Regional Bureau, potential countries of asylum and HQ entities, including the UNHCR-led global clusters, on UNHCR and inter-agency:

- risk analysis and monitoring;
- country-level preparedness efforts and strategies for addressing internal displacement;
- cluster activation;
- messaging and communications efforts and strategies; and
- fundraising efforts and strategies

Proactively use information and analysis to draw attention to a deteriorating humanitarian situation or shifts in government policies towards IDPs (e.g. encampment, restrictions on freedom of movement, forced returns).

1.1.9. In coordination with other agencies, **assess the utility and feasibility of cash assistance as a response modality** in accordance with [UNHCR's Policy on Cash-Based Interventions,][4] through existing government systems and/or arrangements for financial services during the preparedness phase.

1.1.10. In close consultations with the Regional Bureau and HQ entities, in particular UNHCR-led global clusters and the Division of Emergency Security and Supply (DESS), **anticipate, mobilize and manage staffing capacity**, for emergency preparedness, anticipated cluster coordination and operational response.

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[1] UNHCR, Policy on Emergency Preparedness and Response, available at: [https://emergency.unhcr.org/entry/171151/policy-on-emergency-preparedness-and-response]. DESS monitors implementation of this policy, and together with Regional Bureaux and Headquarters Divisions, supports its implementation and compliance.

[2] IASC, Emergency Response Preparedness approach, available at: [https://www.humanitarianresponse.info/en/coordination/preparedness/erp-approach]

[3] See UNHCR's High Alert List for Emergency Preparedness (HALEP), available at: [https://collaborate.unhcr.org/teams/dess_preparedness/SitePages/The%20High%20Alert%20List%20for%20Emergency%20Preparedness%20(HALEP).aspx]

[4] UNHCR, Policy on Cash-Based Interventions, available at: [https://www.unhcr.org/protection/operations/581363414/policy-on-cash-based-interventions.html] and UNHCR, Strategy for the Institutionalization of Cash-Based Interventions 2016-2020, available at: [https://www.unhcr.org/584131cd7]

1.1.11. **Proactively avail of training and development opportunities/skills to ensure basic institutional knowledge, preparedness and response amongst UNHCR staff.**

1.1.12. **Define and assign country-level responsibilities for preparedness, under the overall accountability of the UNHCR Representative,** and communicate agreed responsibilities inside the Country Operation and with the concerned Regional Bureau and HQ entities.

© UNHCR/Gloria Ramazani
Democratic Republic of Congo. An internally displaced woman escaped her village located in Ituri together with her grandchildren.

1.2. DELIVERING A PROTECTION AND SOLUTIONS RESPONSE

1.2.1. **Take up leadership and coordination functions** in line with UNHCR's global responsibilities, ensuring dedicated coordinators for all UNHCR-led clusters.

> **Tip:** Whenever possible, lead or co-lead UNHCR led-clusters with government authorities[5] and/or national organizations in support of existing local capacity, in line with the localization objective of the World Humanitarian Summit.

1.2.2. **Ensure information management capacity** in support of UNHCR's country-level cluster coordination and operational response.

1.2.3. **Ensure Representative-level participation in the UN/Humanitarian Country Team**, drawing on regular consultations with and visibility for UNHCR-led clusters alongside UNHCR's operational response.

1.2.4. **Demonstrate protection leadership** by providing expertise, analysis and advice on protection priorities to inform the humanitarian response planning and strategic decision-making.[6]

> **Tip:** Protection analysis should be a standing agenda item for the UN/Humanitarian Country Team (to be introduced by the Representative and/or Protection Cluster Coordinator). The Protection Cluster led by UNHCR should prepare one to two pages summaries with concise analysis and advice on protection priorities, which are regularly updated and shared with the RC/HC and/or UN/HCT. It is key for UNHCR to convey that protection is not limited to a single cluster or a range of activities. It is a vision and strategic objective to be pursued jointly by all humanitarian actors, for which UNHCR has a special advisory role and responsibility.

1.2.5. For all clusters led by UNHCR at the country level, **ensure the development and implementation of comprehensive cluster strategies**.

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[5] Further guidance from the Global Protection Cluster on co-leading with government authorities is under preparation.
[6] For more detailed guidance on protection leadership, see the Internal Note for UNHCR Representatives "Protection Leadership in Complex Emergencies" http://swigea56.hcrnet.ch/refworld/docid/56af06cf4.html;
the Statement of the IASC Principals on the Centrality of Protection, available at:
https://interagencystandingcommittee.org/sites/default/files/the_centrality_of_protection_in_humanitarian_action_english_.pdf ;
the Provisional Guidance on Humanitarian Country Team Protection Strategies, available at:
http://www.globalprotectioncluster.org/_assets/files/news_and_publications/hct-protection-strategies-provisional-guidance-final-september-2016.pdf ; Peer to Peer Webinars on Protection Leadership, available at:
http://www.deliveraidbetter.org/webinars/protection/; for contextual examples, see http://www.globalprotectioncluster.org/wp-content/uploads/CoP-Review-2018-screen-1.pdf

1.2.6. **Ensure UNHCR's leadership for protection, shelter and CCCM is joined up and strategic in placing protection at the center of** both our own and the inter-agency response.

> **Tip:** For a more joined up and strategic approach to our tri-cluster leadership, each cluster coordinator should:
>
> - report to the Representative;
> - co-locate in the same work space;
> - consult widely when developing strategies and work plans; and
> - collaborate and coordinate on assessments and analysis for protection-led strategic planning through the Humanitarian Programme Cycle.[7]
>
> It is also key that the cluster coordinators and their teams work closely with the UNHCR protection, shelter and CCCM/field colleagues, whose role is to implement UNHCR's programme, so that their respective strategies, actions, initiatives and messaging are mutually reinforcing.

1.2.7. **Promote protection mainstreaming,**[8] working with all clusters, and especially those led by UNHCR, to design and deliver an inter-agency response that is shaped by protection considerations, in line with UNHCR's policy on age, gender and diversity (AGD).[9]

> **Tip:** Offer to provide protection mainstreaming orientation, training, feedback and/or tips and to implement and showcase joint protection mainstreaming initiatives involving two or more clusters.

1.2.8. **Initiate and take a key role in multi-stakeholder joint assessments, profiling and analyses**, i.e. Multi-Sector Initial Rapid Assessment (MIRA), the Humanitarian Needs Overview (HNO), and Common Country Analysis (CCA), as per Grand Bargain[10] commitments and existing guidance.[11]

1.2.9. **Ensure accurate, up-to-date, comprehensive and quality data and information,** including as per tri-cluster commitments, in support of evidence-informed advocacy, programming, monitoring, and assistance and service delivery.

1.2.10. **Prioritize** one or more of the following approaches to population data management, depending on the operational context and the role and capacity of other actors: i) estimation; ii) enrolment; and iii) profiling and surveys; and complement any population data management exercise with protection monitoring data.

1.2.11. Through a community-based protection approach and on a 'no regrets' basis,[12] **prioritize interventions to prevent, respond of and mitigate the most urgent and immediate protection risks and needs,** including protection against sexual exploitation and abuse (PSEA), sexual gender-based violence (SGBV) and child protection.

> **Tip:** Aim to take a lead or co-lead role in coordinating inter-agency efforts on:
> - PSEA initiatives and activities
> - Communication with communities (CWC)
> - Accountability to Affected People (AAP)

1.2.12. **Seize opportunities** to advocate, galvanize, contribute to and reinforce government-led efforts to address the immediate, medium and longer-term needs of IDPs – whether they are integrating locally, returning to places of origin or settling in another part of the country, as well as the wider displacement-affected community.

> **Tip:** UNHCR's engagement on solutions should be based on a sound political, contextual and institutional analysis. Enabling government policies and sufficient implementation capability by authorities are critical determinants for successful outcomes, while their absence carry a risk of limited impact or even negative outcomes in the mid- and long term.

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[7] For more information on the Humanitarian Programme Cycle, see https://www.humanitarianresponse.info/en/programme-cycle/space
[8] Protection mainstreaming is the process of incorporating protection principles and promoting meaningful access, safety and dignity in humanitarian aid. Protection mainstreaming efforts by UNHCR should include an analysis of the impact of displacement on internally displaced persons, including in relation to differences in age, gender, disability and other diversity elements, and recommended actions for all humanitarian actors to pursue to promote safe and dignified access to assistance, protection, and solutions for all internally displaced persons. For more detailed guidance on protection mainstreaming, see http://www.globalprotectioncluster.org/themes/protection-mainstreaming/
[9] For more information on UNHCR's policy on age, gender and diversity, see https://www.unhcr.org/protection/women/5aa13c0c7/policy-age-gender-diversity-accountability-2018.html
[10] For more information on the Grand Bargain, see https://www.agendaforhumanity.org/initiatives/3861
[11] This includes notably the UNHCR Needs Assessment Handbook (2017), http://needsassessment.unhcr.org/
[12] As per the 'no regrets' principle, established in UNHCR's Policy on Emergency Preparedness and Response, UNHCR shall not under any circumstances permit that persons of concern face avoidable harm or endure undue suffering.

1.2.13. Use protection and conflict analysis for a "do no harm" approach to solutions.

1.2.14. Pursue actions and approaches that contribute to conditions conducive for safe, dignified and comprehensive solutions for IDPs, as well as (where relevant) for refugees returning from countries of asylum, such as community engagement, re-establishment of community governance structures, law and policy, identity and civil documentation, shelter and settlement interventions, secure land tenure, livelihoods, peaceful co-existence and conflict resolution.

1.2.15. In partnership with all relevant stakeholders, **seek to secure the participation and inclusion of IDPs throughout the displacement continuum in existing national systems and services**, such as protection, housing, education, water, sanitation and health, access to livelihoods, economic integration, social services and social safety nets, and contribute to inter-agency efforts to strengthen national systems and services for the sectors that we lead globally.

> **Tip:** Shelter and settlement interventions address physical protection needs, increase dignity, reduce morbidity and provide a non-controversial and highly-valued entry point to engage with the community, the authorities and partners. It is important, whenever possible, to prioritize shelter interventions that are led by the community and rely on local materials and local building practices.

1.2.16. In line with the 2030 Agenda and the principle of "leaving no-one behind", **promote the participation of IDPs in local and national social and economic development** through, for example, an enabling legal and policy framework and inclusion in national, sub-regional and local development plans.

1.2.17. Build effective approaches to **resilience and solutions that assist IDPs**, wider displacement-affected communities and government authorities to manage and overcome the consequences and effects of displacement.

© UNHCR/Alissa Everett
Mozambique. Families displaced by Cyclone Idai take their UNHCR solar lanterns back to their tents to charge.

© UNHCR/Martin San Diego
Philippines. UNHCR and UNIQLO distribute clothes and other core relief items to displaced families on World Refugee Day 2018.

Tip: Management of displacement in collective settings in rural or urban areas, be they formal camps or settlements, informal sites/slums, reception and transit centres, should advocate for residents to access national services or share them with the host population; collate and exchange multi-sectorial information with all service providers; and use community-based protection to facilitate governance and referral mechanisms.

1.2.18. **Encourage the earliest possible engagement of development actors** in response planning and delivery, with a focus on continuity and complementarity between humanitarian and development action, and in support of building and sustaining peace.

Tip: Shelter interventions that support construction or repair of damaged houses in return or (re)settlement areas contribute more to transition than those that are limited to emergency support in areas of displacement.

1.2.19. **Maximize opportunities to use integrated programming and area-based approaches** that are inclusive of all relevant population groups in a given operational context (e.g. IDPs, refugees and asylum seekers, returning refugees and IDPs living in close proximity and similar circumstances).

1.2.20. **Consider the use of cash assistance** in close collaboration with other agencies and partners to respond to basic and other needs along with in-kind and services.

1.2.21. **Request allocations from the Operational Reserve** and, at the same time, reallocate resources temporarily within approved budgets as feasible.

1.2.22. **Build upon UNHCR's refugee and statelessness programming and comparative advantage(s)** where these exist: a long-standing presence in the country, developed work relations with given ministries and an established field presence.

1.2.23. **Mobilize internal and external resources,** including as Provider of Last Resort,[13] and engage local, national and international partners to fill gaps, involving and updating the Regional Bureau and HQ, in particular DER, to ensure coherence and maximize resource mobilization opportunities.

1.2.24. **Ensure coherence between budget and appeals figures** in inter-agency documents and in UNHCR's own appeals, and seek advice from DER (DRRM) on how to reflect UNHCR's budgetary asks prior to the issuance of inter-agency appeals.

1.2.25. **Assess and determine staffing requirements to meet our commitments**, reallocating internally and/or requesting capacity through temporary deployments from rosters and standby partnerships for technical experts (e.g. SGBV; IMO; shelter; site planning and management and coordination).

1.2.26. **Develop a UNHCR country-level communications strategy** guided by UNHCR's Global Communications Strategy and reflective of country-level priorities for IDPs and wider displacement-affected communities; and support and input into inter-agency communications to reinforce communications objectives for the benefit of IDPs.

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[13] For more information on the concept of Provider of Last Resort, consult the relevant IASC guidance available at:
https://interagencystandingcommittee.org/system/files/reference_module_for_custer_coordination_at_country_level_2015.pdf

1.3. DISENGAGING RESPONSIBLY

1.3.1. **Consult meaningfully with** State authorities, the UN/Humanitarian Country Team, clusters and operational partners, IDPs and wider displacement-affected communities when developing and implementing UNHCR's responsible disengagement plans, seeking feedback and adjusting the planning as necessary.

1.3.2. **Pursue a capacity development strategy** that targets national actors for IDP protection and solutions.

1.3.3. **Integrate protection analysis and durable solution needs** into inter-agency processes and mechanisms like the CCA, the UN Sustainable Development Cooperation Framework (UNSDCF) and other development plans.

1.3.4. **Encourage the timely transition of inter-agency cluster coordination functions** at national and sub-regional levels in favour of a national system.

1.3.5. **Promote enacting or revising government-led laws and policies** to address protection and solutions for IDPs.

Contact: IDP Section, DIP

© UNHCR/Romain Desclous
Nigeria. A child plays in a camp in north-east Nigeria.

© UNHCR/Anmar Qusay
Iraq. Families displaced from Falluja.

2. INTER-AGENCY COORDINATION ARRANGEMENTS

The UN General Assembly Resolution 48/116 provides the legal basis for UNHCR's engagement in situations of internal displacement. UNHCR is also part of the Inter Agency Standing Committee (IASC) cluster approach, which was established with the UN Humanitarian Reform and the subsequent Transformative Agenda. These reforms were aimed at introducing greater predictability and revised system-wide expectations and accountability in relation to protection, assistance and solutions for internally displaced persons (IDPs).[14]

Under the transformative agenda, clear responsibilities have been assigned to individual agencies in the collective responses to internal displacement in support of the host State. While the humanitarian reform was initiated to strengthen coordination in situations of internal displacement, the cluster approach has become the standard model for all sudden onset emergencies.[15]

💡 Key Messages

The IASC cluster approach has sought to strengthen system-wide preparedness and technical capacity to respond to emergencies, in particular in regards to internal displacement, through clearly designated leadership and accountability in the main areas of the humanitarian response.

Equal emphasis is placed on supporting national response mechanisms as part of a larger commitment to promote the primary role of States.

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[14] For more details on cluster activation and other steps, please see IASC Principals, Transformative Agenda, available at: http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-template-default&bd=87.
[15] IASC, *Reference Module for Cluster Coordination at the Country Level*, July 2015, p. 13, available at: https://interagencystandingcommittee.org/system/files/cluster_coordination_reference_module_2015_final.pdf.

© UNHCR/Yahya Arhab
Yemen. An internally displaced woman sits inside her tent in the northern province of Amran.

2.1. GLOBAL CLUSTER LEADERSHIP

At the global level, UNHCR leads the Global Protection Cluster (GPC) for an overarching determination of core protection risks, gaps and needs. It also co-leads the Global Shelter Cluster (GSC) with the International Federation of Red Cross and Red Crescent Societies (IFRC) and the Global Camp Coordination and Camp Management (CCCM) Cluster with the International Organization for Migration (IOM).

Within the GPC, under the overall responsibility of UNHCR, key Areas of Responsibility (AORs) are sub-coordinated by agency focal points as follows: Child Protection by the United Nations Children's Fund (UNICEF); Gender-Based Violence by the United Nations Population Fund (UNFPA); Housing, Land and Property by the Norwegian Refugee Council (NRC); and Mine Action by the United Nations Mine Action

Service (UNMAS). UNHCR, as the Global Protection Cluster lead, supports coordination between all AORs and represents the cluster as a whole at the UN/Humanitarian Country Team.

According to IASC guidance, which UNHCR has committed to implement, global cluster leads, together with their partners, are required to provide the following types of support to strengthen field response:

- Trained experts to lead cluster coordination at the field level;
- Technical surge capacity;
- Increased stockpiles, some pre-positioned within regions (e.g. emergency shelter materials);
- Standardized technical tools, including for information management;
- Agreement on common methods and formats for needs assessments, monitoring, and benchmarking; and
- Good practices and lessons learned from field-tests.

2.2. COUNTRY-LEVEL CLUSTER LEADERSHIP AND ACTIVATION

At country level, Resident/Humanitarian Coordinators agree on cluster lead agencies in consultation with the UN/Humanitarian Country Team. This agreement ideally mirrors global arrangements, as the operational context may dictate. In principle, when the cluster system is activated to respond to a humanitarian crisis with internal displacement, the globally agreed arrangement is:

- **Conflict-Induced** - UNHCR will lead (co-lead with the Government or involve an international NGO as co-chair,[16] depending on in-country arrangements) the clusters for protection, shelter and CCCM and participate in other clusters, as relevant.

- **Disaster-Induced** - UNHCR will lead (co-lead with the Government or involve an international NGO as co-chair, depending on in-country arrangements) the protection cluster when there is sufficient UNHCR in-country presence, a government request and agreement with UNICEF and the Office of the High Commissioner for Human Rights (OHCHR) to do so. If UNHCR is

already leading clusters for a conflict-induced humanitarian crisis when a natural hazard occurs, that leadership must be maintained. UNHCR must also participate in other clusters, as relevant.[17]

Key Messages

As per the policy on UNHCR's Engagement in Situations of Internal Displacement, UNHCR's default position is to assume leadership of the protection, shelter and CCCM clusters at country-level in conflict-induced crises. UNHCR also leads the protection cluster in disaster-induced displacement when it has the in-country presence, government request and inter-agency agreement to do so.

Any decision to lead or not lead a cluster will be taken at the institutional level and requires agreement and advance consultation by country operations with the Regional Bureau, relevant Headquarters entities (DESS, DER) and the UNHCR-led global clusters.

The same decision-making process applies to co-chairing arrangements and the exceptional merging of clusters. As a default, UNHCR is not in favor of merging clusters.

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[16] As per the IASC Reference Module for Cluster Coordination at Country Level, the designated Cluster Lead Agency nevertheless still maintains overall accountability when co-chairing arrangements are agreed at country level, including in relation to the IASC notion of Provider of Last Resort. Furthermore, any co-chairing arrangements need to be discussed and agreed with the respective global cluster leads.
[17] IFRC is expected to lead the shelter cluster and IOM the CCCM cluster in disasters settings. If a conflict occurs in a disaster-induced crisis where UNHCR is not already the cluster lead, UNHCR should negotiate with relevant partners and the Humanitarian/Resident Coordinator to assume cluster leadership for protection, shelter and CCCM.

© UNHCR/Andrew McConnell
Ukraine. An internally displaced woman walks away from her destroyed home.

The [IASC Reference Module for Cluster Coordination at the Country Level](#) provides clear criteria, triggers and a detailed procedure for cluster activation. The main steps for activation, and UNHCR's role therein, are as follows:

1. Based on discussions within the UN/ Humanitarian Country Team, the Resident/ Humanitarian Coordinator recommends cluster activation to the Emergency Relief Coordinator (ERC). This can also be done on the basis of the national contingency plan as well as national capacity and needs in situations where there is no Humanitarian Country Team. Within this inter-agency framework, UNHCR Representatives need to ensure the following:

- Participate in sector or cluster preparedness, contingency planning and activation discussion in the UN/Humanitarian Country Team, and as well as other required bi-lateral discussions.

- Share protection analysis and priorities with the Resident/Humanitarian Coordinator and the UN/Humanitarian Country Team to shape the collective response and drive the centrality of protection.

- Alert and consult in advance the Regional Bureau and relevant Headquarters entities, namely the Division of Emergency Security and Supply (DESS), the Division of International Protection (DIP) the Division of External Relations (DER) and UNHCR-led global clusters to form a clear view on cluster activation and UNHCR's leadership role prior to the Resident/Humanitarian Coordinator making the formal activation request.

- Take required preparatory actions to ensure that UNHCR is positioned and has the capacity to assume cluster leadership in line with its global responsibilities. This may include approaching UNHCR-led global clusters for technical missions.

- Share with the Headquarters entities, namely the Partnership and Coordination Section (PCS) in DER and the UNHCR-led global clusters any communications/letters recommending any changes to the coordination arrangements, such as cluster activation, emergency declarations and co-leadership or co-facilitation of clusters.

2. Under the new IASC Humanitarian System-Wide Scale-Up Protocol, the IASC Principals are given an extremely short turn around (maximum 72 hours) by the ERC to approve the country-level cluster arrangements proposed by the Resident/Humanitarian Coordinator. The approval is made on a "no objections" basis, meaning that the High Commissioner can only object for clear, pre-determined reasons. UNHCR Representatives, in consultation with the Regional Bureau and UNHCR-led global clusters, need to engage Headquarters entities to confirm the institutional position on cluster activation and leadership and resolve any disagreements, so that the High Commissioner may convey a clear response to the ERC. This response is prepared and sent by Headquarters.

3. The ERC informs the Resident/Humanitarian Coordinator of the decision taken by the IASC Principals on cluster arrangements at the country level. This information is then shared with the UN/Humanitarian Country Team, lead agencies and relevant partners. UNHCR Representatives, in situations where UNHCR has assumed its cluster lead role, need to invest rapidly in sufficient capacity for coordination while preparing for an operational engagement in accordance with the requirements set out in the Policy on UNHCR's Engagement in Situations of Internal Displacement. In addition to dedicated cluster coordinators, information management capacity for cluster commitments and UNHCR's operational response is also necessary, and as well capacity for UNHCR to ensure operational delivery.

4. In situations where an IASC Humanitarian System-Wide Scale-Up (formerly L3) is activated, clusters for priority sectors are automatically activated by the ERC after consultation with the IASC Principals, based upon a request from the Resident/ Humanitarian Coordinator in consultation with the UN/Humanitarian Country Team.[18] The new Scale-Up Protocols differ from the old L3 declaration in that they are activated for a maximum of 6 months with a possibility of a one-time extension. Refugee emergency responses (and where applicable emergency responses for returning refugees) are led and coordinated by UNHCR and guided by the Refugee Coordination Model (RCM). The IASC Scale-Up activation does not apply to such situations.

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[18] For more information, see the entry on [humanitarian system-wide scale-up activation](#) in UNHCR's Emergency Handbook.

2.3. CORE FUNCTIONS OF A COUNTRY-LEVEL CLUSTER

From the outset, UNHCR is required to participate in the **Humanitarian Programme Cycle (HPC)** processes led by the Resident/Humanitarian Coordinator, assuming an active role for the clusters we lead and coordinate, with emphasis on protection information and analysis to inform overall humanitarian planning. The objective of the HPC is to improve system-wide performance at the country level by identifying the shared results to be achieved by the UN/ Humanitarian Country Team and the contribution to be made by each cluster and organization, including UNHCR. The HPC thus comprises a set of inter-linked processes and tools to undertake effective planning as well as to prioritize, steer and monitor the system-wide response through informed decision-making. Some of the key deliverables within the HPC include the Humanitarian Needs Overview (HNO), Humanitarian Response Plan (HRP) and Periodic Monitoring Reports.[19]

Core Functions of IASC Country-Level Clusters

- Needs assessment, analysis and prioritization of gaps to inform strategic decision-making by the Resident/Humanitarian Coordinator and UN/ Humanitarian Country Team
- Service delivery support, including the use of cash assistance
- Planning and strategy development
- Monitoring and evaluating performance
- Building national capacity in preparedness and contingency planning
- Advocacy, messaging and fundraising

As cluster lead, UNHCR has a responsibility to engage partners. This means drawing on, leveraging and complementing each partner's expertise, experience and capacities in developing and implementing a cluster-specific strategy. UNHCR's role, therefore, is to facilitate within each cluster it leads a system-wide response in a manner that takes into consideration the roles and contributions of operational partners and does not seek to take on the full range of interventions of the three clusters/ sectors.

At the same time, the concept of **Provider of Last Resort**[20] is integral to defining UNHCR's accountabilities as cluster lead and was built into the cluster approach by the IASC to guarantee predictability and accountability in humanitarian action. This concept translates at the country level into a commitment by UNHCR, as cluster lead, to do the utmost to ensure an adequate and appropriate response. This means calling upon all relevant humanitarian partners to address critical gaps, and if this fails, depending on the urgency, and subject to access, security and funding availability, making a commitment ourselves to fill the gap.

The 2013 statement of the IASC Principals on the Centrality of Protection and the 2016 IASC Policy on Protection in Humanitarian Action emphasize a **system-wide commitment** to place protection at the centre of humanitarian response, assigning responsibility to the protection cluster to support the development of overarching protection strategies.[21]

UNHCR has developed specific guidance for UNHCR Representatives on ensuring UNHCR's leadership and providing analysis, advice and coordination on protection at country level.[22] The protection cluster, for example, must undertake in consultation with other clusters a timely and comprehensive analysis of the protection risks and needs of the entire crisis-affected population to enable the Resident/ Humanitarian Coordinator and the UN/Humanitarian Country Team to determine priorities and develop an overarching protection strategy. The protection cluster also has the responsibility to support efforts by clusters/sectors to mainstream protection in their planning, implementation and monitoring. UNHCR must assume this role and share its analysis with the UN/Humanitarian Country Team as a protection agency in support of the system-wide effort to enhance protection for all persons of concern.

Key Messages

Protection considerations must guide and inform all areas of operational activity. The protection cluster and the UNHCR Representative, as head of the cluster-lead agency, therefore have an additional responsibility to promote protection as the primary aim of the system-wide humanitarian response.

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[19] For more information on the toolkit available to cluster coordinators, see OCHA's Humanitarian Response web portal: http://www.humanitarianresponse.info/.

[20] For more information on the concept of Provider of Last Resort, consult the relevant IASC guidance available at: https://interagencystandingcommittee.org/system/files/reference_module_for_custer_coordination_at_country_level_2015.pdf

[21] IASC, *Centrality of Protection in Humanitarian Action*, Statement of the IASC Principals, December 2013, available at: http://www.refworld.org/pdfid/52d7915e4.pdf. See also the IASC Policy on Protection in Humanitarian Action, available at: https://interagencystandingcommittee.org/protection-priority-global-protection-cluster/documents/iasc-policy-protection-humanitarian-action

[22] Please see *Internal Guidance Note for UNHCR Representatives on Protection Leadership in Complex Humanitarian Emergencies*, issued by the Assistant High Commissioner for Protection on 28 January 2016.

2.4. CLUSTER CAPACITY

In fulfilling responsibilities set out in the IASC *Reference Module for Cluster Coordination at the Country Level*, UNHCR needs to have appropriately skilled and dedicated staff for each of the clusters it leads at country level, including, at a minimum, cluster coordinators and information management capacity. Depending on the operational and inter-agency needs, the information management capacity may be dedicated to support more than one UNHCR-led cluster. These represent UNHCR's institutional commitments, and UNHCR Representatives must be supported with the expertise and resources required to meet these obligations. In the case of sudden onset emergencies, the UNHCR-led global clusters may be able to identify and deploy technical expertise on a temporary basis at the request of UNHCR Representatives to meet surge requirements. Surge capacity should, however, be limited to addressing immediate and sudden needs. Positions need to be created as soon as possible to prevent gaps and rapid staff turnover for coordination functions, which can be harmful to UNHCR's credibility and ability to demonstrate effective leadership.

UNHCR needs to ensure synergies between the clusters it leads (protection, shelter, CCCM), and engage effectively with all clusters for harmonized and coherent strategies that maximize the system-wide protection impact for all crisis-affected populations.

© UNHCR/Saleh Bahulais
Yemen. An internally displaced man stands in the middle of the ruins of his neighborhood.

2.5. OTHER COORDINATION ARRANGEMENTS

Mixed Settings (refugee and IDP situations occurring alongside one another)[23]

According to its Statute, UNHCR, acting under the authority of the General Assembly, provides international protection to refugees and seeks permanent solutions for them. It is the lead agency accountable for refugee protection and seeking solutions within the UN system and engaging a wider array of stakeholders. This responsibility is also set out in subsequent General Assembly resolutions and includes coordination of, provision of, and appeals for protection and assistance and in finding solutions. This is discharged through the **Refugee Coordination Model**.[24] In situations where refugee and IDP situations occur side by side or in close proximity, the Joint UNHCR-OCHA Note, which outlines the role and responsibilities of the UNHCR Representative and Resident/Humanitarian Coordinator is applicable.[25] The Joint Note sets out the practical interaction of IASC coordination and UNHCR's refugee coordination arrangements, to ensure that coordination is streamlined, complementary and mutually reinforcing while maintaining the respective accountabilities of the UNHCR Representative and the Resident/Humanitarian Coordinator.

Global Compact on Refugees

As countries move forward in applying the Global Compact on Refugees, state led national arrangements may be put in place for a more comprehensive refugee response, in which UNHCR will play a support role. In countries with refugee and IDP populations, UNHCR should try to ensure a multi-stakeholder approach, including through the advocacy for collective outcomes or area based approaches where relevant.[26] The response strategy should be context specific, without diluting respective accountabilities, including UNHCR's unique accountability for refugees as well as for protection and solutions.

Durable Solutions

In addition to IASC coordination arrangements, the Secretary-General's Decision No. 2011/20 on Durable Solutions establishes priorities and responsibilities to enable conditions for durable solutions for internally displaced persons and refugees returning to their country of origin.[27] This decision designates the Resident/Humanitarian Coordinator to lead the development of durable solutions strategies in consultation with national authorities. The decision also designates a coordinating role to country-level clusters for early recovery and protection, where activated, and a technical role to UNDP and UNHCR.[28] As a complement to the UNSDCF, the IASC Framework on Durable Solutions for IDPs guides the preparation of durable solutions strategies.[29]

Climate Change and Environmental Degradation

UNHCR also participates in UN system-wide efforts to prevent and mitigate the displacement risks associated with environmental degradation and climate change, contributing its protection and other expertise, such as community engagement methodologies and the development and implementation of normative frameworks on forced displacement.

Situations of UN Peace/Political Missions

Similar responsibilities related to protection arise vis-à-vis UN peace operations or special political missions.[30] The means and format of UNHCR's engagement with such entities will depend on the mandate of the UN mission, and the operational context, including perceptions of neutrality. At a minimum, UNHCR needs to be actively involved in information sharing through existing platforms for humanitarian civil-military coordination.

Contact: Partnership Coordination Section (partnership@unhcr.org), DER.

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[23] Clusters are not applicable in refugee and migrant situations. In general, refugee coordination mechanisms are established and link with migration-related structures, which may be led by IOM and/or other partners. In some situations, this can take the form of a refugee and migrant working group or platform. While some sectors could be approached jointly, refugee protection should be handled separately and not be merged with a migration related group. Depending on geographic location and coverage, joint meetings and close collaboration with IOM and OCHA will often be required. As the collaboration with IOM continues to increase in the field, including in the context of the global compacts, the High Commissioner and IOM Director General signed a joint letter in January 2019 to advance collaborative and principled engagement between the two organizations

[24] Updated Guidance Note on the Refugee Coordination model, April 2019: https://intranet.unhcr.org/en/support-services/partnership-and-coordination/inter-agency-coordination.html

[25] For more information: UNHCR/OCHA Joint Note on Mixed Situation; Coordination in Practice: https://www.unhcr.org/53679e679.pdf

[26] Further guidance on the relationship between situations of internal displacement and the Global Compact on Refugees is under preparation.

[27] Decision No. 2011/20 – Durable Solutions: Follow up to the Secretary-General's 2009 report on peacebuilding (endorsing the "Preliminary Framework for Supporting a more coherent, predictable and effective response to durable solutions and needs of refugee returnees and internally displaced persons"), available at: https://www.refworld.org/pdfid/5242d12b7.pdf

[28] The Global Early Recovery Cluster was disbanded at the end of 2018.

[29] IASC Framework on Durable Solutions for Internally Displaced Persons, available at: https://interagencystandingcommittee.org/system/files/legacy_files/IDP_april2010.pdf.

[30] Diagnostic Tool and Guidance on the Interaction between field Protection Clusters and UN Missions, Global Protection Cluster, July 2013, available at: http://www.globalprotectioncluster.org/_assets/files/tools_and_guidance/GPC_Diagnostic_Tool_Interaction_UN_Missions_2013_EN.pdf.

© UNHCR/Ibrahim Al-Ja'adi
Yemen. A boy fills a jerrycan with water at a hosting site in Hajjah governorate.

3. PROGRAMMING UNHCR'S ENGAGEMENT IN SITUATIONS OF INTERNAL DISPLACEMENT

Key Messages

- Area-based approaches and integrated programming promotes a robust and predictable response for IDPs, refugees and other persons of concern in an equitable manner
- The 'IDP Footprint' continues to guide Multi-Functional Team assessments and programme design
- IDP response must be evidence-based
- Clear prioritization and tracking of interventions for IDPs and other persons of concern supports effective resource mobilization
- Procedures to access the Operational Reserve (OR) and requests for OL increases apply to IDP situations as per the Resource Allocation Framework (RAF)

Until the revision of UNHCR's Results-Based Management (RBM) is finalized, the overall current guiding principles for UNHCR programming continue to apply through all phases of the Operations Management Cycle in situations of internal displacement.

In situations of internal displacement, UNHCR Country Operations are required to plan for a predictable and meaningful engagement that, on the one hand, fulfills UNHCR's IASC coordination and leadership responsibilities and, on the other hand, contributes operationally to an inter-agency response. UNHCR's interventions must be responsive to the needs of internally displaced persons and the communities in which they reside, which can also include refugees, asylum-seekers, returnees and stateless persons in urban, semi-urban and rural areas.

In view of the foregoing, UNHCR Country Operations are required to pursue an integrated approach in the design of programmes, paying particular attention to:

- Active participation in, or conducting when appropriate, joint assessments that look inclusively at protection risks and persons with specific needs, with the aim of providing access to locally available services and avoiding in principle an individual case management approach.
- Jointly analyzing assessment findings with partners to develop a comprehensive overview of risks and needs that are prioritized by severity and consider age, gender, disability and other diversity elements as well as socio-economic indicators.
- Agree on outcomes for country-level multi-year protection and solutions strategies that can catalyze protection and solutions for all population groups, in support of national and community-based protection systems and broader planning frameworks, particularly in situations with mixed population groups.
- Apply Area-Based Approaches for programme design so that needs are assessed equitably and opportunities are created for affected populations to access local and national services and structures.

To ensure accurate, up-to-date, comprehensive and quality data and information as the starting point for evidence based programming that supports effective protection and assistance, UNHCR Country Operations must factor in sufficient capacity for information management (IM) and data analysis as this

will inform organizational, sector/cluster and inter-agency strategic planning, programming and advocacy. This capacity needs to be complementary of and coordinated with the IM capacity of other partners.

Multi-functional teams for assessments must ensure that the Country Operations Plan is in accordance with the 'IDP Footprint', which is a matrix of objectives and outputs from UNHCR's Results Framework that are relevant to situations of internal displacement. It also lists interventions that are illustrative and derive from UNHCR's longstanding engagement with IDPs.

The IDP Footprint is intended to guide and inform programme design and operational planning at the country level, pending the revision of UNHCR's Results Framework. UNHCR Country Operations must use the Results Framework objectives and outputs identified in the 'IDP Footprint' to capture plans and budgets for cluster coordination activities and operational interventions in Focus.

In developing Country Operations Plans, UNHCR Country Operations are not expected to plan for all the objectives, interventions and outputs set out in the IDP Footprint. Rather, contents of an Operations Plan, including objectives, interventions and indicators selected from the IDP Footprint, will depend on the comprehensive assessment as well as whether the operational context is in the emergency phase, a stable or protracted situation or making the transition to solutions.

In all situations where UNHCR leads protection, shelter and CCCM clusters and during all phases of a coordinated response, the following Focus objectives constitute the core of UNHCR's operational engagement:

- Coordination and partnerships strengthened;
- Protection from effects of armed conflict strengthened;
- Community mobilization strengthened and expanded;
- Services for persons with specific needs strengthened;
- Risk of SGBV is reduced and quality of response improved;[31]
- Protection of children strengthened;
- Law and policy developed or strengthened;
- Population has sufficient basic and domestic items;
- Shelter and infrastructure established, improved, and maintained; and
- Camp management and coordination refined and improved.

In terms of programme design, UNHCR's multi-stakeholder and multi-sectoral response covering the population of concern living in a specific geographic area should be sought in order to promote an equitable and robust response for IDPs. In situations of mixed populations and depending of the operational context, budgeting of programmes should be apportioned under the respective pillar to the extent possible, paying particular attention to the clear identification and tracking of interventions for IDPs, refugees and other persons of concern distinctively. This will facilitate resource mobilization efforts (Please refer to annex on Resource Mobilization for UNHCR's Engagement in Situations of Internal Displacement).

To the extent possible, interventions selected from the IDP Footprint should be partially or fully prioritized within the Operating Level (OL) budget. Where selected interventions inside the IDP Footprint are not prioritized within the OL, they need to at least be foreseen in the Above Operating Level (AOL) budget. Furthermore, inside the narrative of the Operations Plan, UNHCR Country Operations need to articulate any challenges and constraints they have encountered with budgeting interventions in the IDP Footprint within the OL.

UNHCR Country Operations should consider engaging in joint funding possibilities through pooled funds and other humanitarian and development funding for overarching operational and coordination needs. Access to these must be factored in while undertaking programming within UNHCR's own Results Framework. For this, it is necessary to refer to the separate guidance on Resource Mobilization for UNHCR's Engagement in Situations of Internal Displacement.

Procedures to access the Operational Reserve and NAM Reserves as well as requests for increasing the Operating Level are not pillar specific and apply to IDP situations

The revised Resource Allocation Framework (UNHCR/AI/2019/7) includes the detailed description of authorities for reallocations across all pillars (paragraph 4.9) as well as the conditions governing those authorities (paragraphs 4.14 - 4.16).

Contact: Integrated Programming Service (hqdpsmps@unhcr.org) DPSM

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[31] UNFPA, as the agency focal point for the Gender-Based Violence Area of Responsibility (AOR) within the Global Protection Cluster, will lead in this area while remaining under the comprehensive umbrella of the national Protection Cluster. In view of the often large-scale needs in relation to SGBV, UNHCR will need to design relevant interventions that at the same time take into account the presence, access and capacity of the agency focal points at country level.

© UNHCR/Jason Tanner
Pakistan. Destitute Pakistani women await emergency food supplies.

4. RESOURCE MOBILIZATION FOR UNHCR'S ENGAGEMENT IN SITUATIONS OF INTERNAL DISPLACEMENT

Resource mobilization in support of UNHCR's engagement in IDP situations is a collaborative and concerted effort initiated at the country level and driven and reinforced by the Regional Bureaus and Headquarters. At country level, resource mobilization is triggered at the onset of an IDP emergency and sustained throughout our engagement. It is integrated yet not wholly dependent upon inter-agency fundraising efforts overseen by UN country leadership.

Regional Bureaus and Headquarters support country-level resource mobilization by harnessing all available opportunities to give visibility to UNHCR's engagement in situations of internal displacement. Ongoing outreach with donors, especially those that actively encourage a predictable and decisive response to internal displacement, is core to resource mobilization – from preparedness through to the delivery of protection and solutions. At the same time, the Division of External Relations (DER) aims

to leverage its full range of expertise, from the Donor Relations and Resource Mobilization Service (DRRM), Private Sector Partnerships (PSP) and Global Communications Service (GCS) to advise and support country-level fundraising, to craft messages, integrate them into existing global and regional advocacy and innovate new products.

Key Messages

Effective Resource Mobilization in situations of internal displacement is underpinned by:

- Sound evidence-based analysis of protection and solutions needs, gaps and risks
- Well-articulated operational priorities demonstrating protection and life-saving impact
- Solid, prioritized programming for IDP situations
- Donor engagement through regular donor briefings on situational developments and evolving programmes
- Active engagement in pooled funding opportunities

Impactful programming and messaging are integral to UNHCR's resource mobilization efforts in every context and for all persons of concern, including IDPs. Alongside government fundraising, UNHCR has a range of options for securing the necessary resources for its engagement in situations of internal displacement to be predictable, decisive and meaningful. Each of these is described below.

4.1. PROGRAMMING AND BUDGETING

Resource mobilization begins with impactful programming and budgeting. The decline in the comprehensive and prioritized Pillar IV budget[32] in recent years gives a false perception that UNHCR is deprioritizing IDP situations. Such a trend impedes fundraising efforts overall, as funds can only be mobilized for programmed and budgeted activities. The first priority therefore is to programme effectively for our engagement in situations of internal displacement, and to demonstrate visibly the impact of our activities. While an area-based approach is encouraged, budgeting of programmes should be apportioned under the respective pillar to the extent possible, which will also facilitate resource mobilization efforts. At the same time, UNHCR's programmes must be shown to contribute to the collective inter-agency response to situations of internal displacement. Activities need to be aligned within Humanitarian Response Plans and Flash Appeals.

4.2. MESSAGING

To motivate donor interest and confidence in UNHCR's engagement in situations of internal displacement, it is necessary to ensure a narrative and products that describe a commitment to deliver protection and solutions across the full scope of forced displacement. Field and country offices need to capture and routinely report concrete examples of how UNHCR's interventions, including cash assistance where relevant, are having a direct impact on the lives of IDPs and the local communities that host them. A concise articulation of needs must also be generated within the framework of the Humanitarian Needs Overview. Communications and visibility of impact on affected persons plays a key role in generating donor interest.

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[32] The comprehensive budgetary requirements (OP Budget) for IDPs has declined from 21% in 2014 to 16% in 2018. Similarly, the prioritized requirements (OL Budget) for IDPs has declined from 18% in 2014 to 13% in 2018.

© UNHCR/Ed Ou
Iraq. An internally displaced family outside an unfinished building where they live.

4.3. GOVERNMENT FUNDING

Resource mobilization in support of UNHCR's engagement in IDP situations is framed within UNHCR's overall agency-wide approach to seek and secure unearmarked or softly earmarked funding from government donors for our work across the full spectrum of forced displacement, in keeping with our different responsibilities for different groups of forcibly displaced people, and relevant inter-agency arrangements. UNHCR invests equal time and efforts in mobilizing government funding for all of its programming, including for situations of internal displacement. At the same time, the Office takes on additional responsibilities under the current-day IASC arrangements, namely in its cluster coordination role and as Provider of Last Resort.

Resource mobilization opportunities may exist among government donors with an expressed interest in

IDPs. Ensuring that these donors are well-briefed on UNHCR's programming and coordination roles in IDP situations will support fundraising efforts. In 2018, the top donors to Pillar IV were the USA, Saudi Arabia, Germany, Japan, United Arab Emirates, Kuwait, and the European Union, with the following donors historically maintaining an interest in IDP situations: Canada, Norway, Sweden and the United Kingdom. DRRM donor focal points can be consulted for further information on donor interests and prior to approaching donors in the field. See DRRM Donor Focal Point List for the relevant contacts.

Tip: Convincing and effective cluster leadership can support resource mobilization efforts for UNHCR and for UNHCR-led clusters. Ensuring that these roles are well resourced, especially at the onset of a new emergency can help to attract funding for further scale up.

© UNHCR/Nathalie Behring
Sri Lanka. A tsunami survivor does laundry in the rubble of her home devastated by the tsunami in Galle.

4.4. POOLED FUNDING

Both centralized and country-based pooled funding represent a resource opportunity for situations of internal displacement. When engaging in inter-agency humanitarian responses, UNHCR must be proactive in submitting requests for resources to the Central Emergency Response Fund (CERF)[33] and the Country-Based Pooled Fund (CBPF),[34] seeking advice and support from DRRM as necessary. Opportunities also exist to participate in multi-partner proposals to the UN Peacebuilding Fund, which is managed by the Peace Building Support Office (PBSO).[35]

Adopting a more assertive posture towards pooled funding mechanisms at all levels is essential to ensure that UNHCR utilizes this funding source effectively both for itself and when fundraising on behalf of the cluster. CERF, CBPF and PBF are coordinated at country level through the HCT or UNCT, meaning that engagement by senior management, preferably the Representative, is essential for success. This also dovetails with the decentralization of certain aspects of resource mobilization. **As of 2020, funds raised locally by Representatives from sources such as CERF and CBPF will result in automatic OL increases.**[36]

Inter-agency planning processes, namely Humanitarian Response Plans and Flash Appeals, provide the foundation for most pooled funding submissions and active participation is key. In new emergencies especially, successful fundraising depends upon quick action to elaborate the planned response and financial requirements for inclusion in the Flash Appeal and in CERF or CBPF submissions. Consult the CERF and CBPF Fundraising Guide[37] for detailed guidance on making submissions to these Humanitarian Pooled Funds. DRRM can advise and support country offices in these efforts.

Tip: CERF can only allocate funding to UN agencies. However, UNHCR can demonstrate added value to IDPs by helping cluster partners obtain funding from CBPFs through advocacy and capacity-building.

4.5. DEVELOPMENT FUNDING

Development funding is highly dependent on context, including the IDP situation and the degree of fragility and capacity in the state itself. Banks do not generally lend to weak states and prefer to channel funding through government structures rather than implementing partners. Therefore, grant allocations from international financial institutions (IFIs), such as the World Bank, may not be easily accessible to UNHCR. However, UNHCR could play a catalyzing role in helping to channel these funding streams to IDP situations by drawing on its expertise in refugees situations and taking a similar approach as for refugees under the Global Compact for Refugees.

An area of potential growth for direct funding exists within the development arm of key donors, which could be approached for IDP-related funding that would be 'additional' to existing humanitarian streams and may be accepted by countries as it benefits nationals. Linking these funding opportunities to a responsible disengagement strategy could be particularly effective. Seeking guidance from DRRM prior to approaching development donors is essential as they operate very differently from humanitarian funding streams. Development funding application processes and reporting requirements are stringent and operations will need sufficient capacity and expertise for the management of these project-based funds.

Tip: Partnerships with established development agencies such as UNDP through joint programming initiatives could attract development donors. For example the UNHCR and UNDP Joint Programming Initiative for the Democratic Republic of the Congo is aimed at building resilience in areas hosting Congolese refugees, returnees and other displaced populations.

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[33] For more detailed information on the CERF, please see: https://cerf.un.org/about-us/who-we-are
[34] For more detailed information on the CBPF, please see:
https://www.unocha.org/our-work/humanitarian-financing/country-based-pooled-funds-cbpf
[35] For more detailed information on the UN Peacebuilding Fund, please see: http://www.unpbf.org/
[36] Please see the upcoming Administrative Instruction: New Resource Allocation Framework, Part 1: Delegation of Authority for Management of Structures, Financial and Staffing Resources during Programme Implementation.
[37] https://intranet.unhcr.org/content/dam/unhcr/intranet/staff%20support/drrm/documents/english/pooled-funds/Humanitarian%20 pooled%20funds%20incl.%20CERF%20-%20Quick%20Guide%20-%20April%202019.pdf

© UNHCR/Andrew McConnell
South Sudan. Cattle are loaded onto a boat to be transported on the river Nile.

4.6. PRIVATE SECTOR FUNDING

The private sector can support UNHCR's engagement in IDP situations through the flexible funds that PSP raises annually – private donors are the first source of unearmarked contributions to UNHCR – as well as funding provided to specific IDP emergencies, both conflict and natural disaster-related.

Individual donors, corporations, foundations and philanthropists can be particularly mobilized to support the higher visibility or most dire IDP emergencies, such as Yemen, the DRC, and Cyclone Idai in Mozambique, Malawi and Zimbabwe. **This is possible only if UNHCR is able to develop a timely and distinct voice/niche within the inter-agency dynamics and to leverage the media coverage of the given emergency.** Country Operations and Regional Bureaus, with support from PSP and GCS, should craft key messages and gather compelling content from the onset of an IDP emergency, with a focus on the areas where UNHCR has a clear leading role at global/ country level (protection, shelter, site management and solutions-oriented interventions), or where UNHCR can add value.

The private sector could also be engaged through thematic appeals/campaigns highlighting the key sectoral needs (e.g. shelter, prevention and response to sexual and gender-based violence, child protection, etc.) and/or the most vulnerable groups (e.g. women, children, elderly, etc.). Messaging should stress overall the fact that most of the forcibly displaced people are within the borders of their country (as underlined in our Global Trends report), that IDPs face similar risks to refugees, there is a displacement continuum (IDPs could become refugees and vice-versa), and that UNHCR plays a leading role in alleviating their suffering within the inter-agency Cluster System.

Contact for private sector funding: Private Sector Partnership Marketing and Emergency Service, DER DRRM contact: Donor Relations and Resource Mobilization (hqfr00@unhcr.org), DER

Tip: Regular proactive communications at regional and global level will be required to properly highlight the IDP crises we work in and mobilize support from the private sector.

5. UNHCR'S COMMUNICATIONS IN SITUATIONS OF INTERNAL DISPLACEMENT

5.1. INTRODUCTION

This note has been developed to guide UNHCR's communications in IDP settings, in accordance with the Policy on UNHCR's Engagement in Situations of Internal Displacement. It provides a framework for UNHCR's communications in IDP contexts, outlining how UNHCR should approach communications at the country and bureau levels, including within inter-agency coordination mechanisms. It represents a change in approach and should inform the work of all UNHCR personnel engaged on communications and advocacy working in IDP situations.

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Democratic Republic of Congo. An elderly displaced man walks home, where he lives with his 45 years old divorced daughter and her three children.

5.2. UNHCR COMMUNICATIONS IN IDP SETTINGS

Communications is a key strategic driver of UNHCR fulfilling its mandate for all of its persons of concern, helping mobilize necessary public, political, moral and financial support. In accordance with UNHCR's Global Communications Strategy, communication should be centered on three objectives:

i.   Lead the narrative
ii.   Generate empathy
iii.   Mobilize action

Unlike UNHCR's role in refugee contexts, where it leads the entire cycle of the refugee response, including on advocacy and communications, in IDP situations clusters are organized with different agency leads under the overall leadership of the UN Resident/Humanitarian Coordinator.

UNHCR's legal basis for engagement in IDP situations is well established according to General Assembly resolutions 47/105 (1992), 48/116 (1993), 49/169 (1994) and 53/125 (1998). Furthermore UNHCR's leadership of the Global Protection Cluster and co-leadership of the Global Shelter Cluster and the Global Camp Coordination and Camp Management (CCCM) Clusters, and its specific expertise in protection, humanitarian action and solutions obliges us to advocate and communicate about IDP, displacement issues and broader protection issues especially in situations of armed conflict. UNHCR Country Operations are therefore expected to systematically communicate on these issues.

In situations of internal displacement, UNHCR Country Operations are required to:

- **Develop a UNHCR country-level communications strategy:** UNHCR Country Offices should develop and implement their own country-level communications strategies in line with their country-level cluster leadership and operational response. Country strategies should be guided by UNHCR's Global Communications Strategy and reflect country-level priorities for IDPs and displacement affected communities.

- **Input into inter-agency communications and messaging:** Given UNHCR's lead role in protecting and advocating for IDPs, UNHCR recommends that the UN Country Team/ Humanitarian Country Team (UNCT/HCT) adopts a common, inter-agency communications and advocacy strategy to support and reinforce common communications objectives for the benefit of IDPs. Communications and advocacy should feature as agenda items in UNCT/HCT discussions.

Drawing from both UNHCR's operational engagement and its cluster leadership, UNHCR should actively participate in inter-agency communications fora (UN/HCT communications groups) and input into joint communications and advocacy messaging and strategies. Care should be taken to ensure that UNHCR's voice remains distinct.

© UNHCR/Cengiz Yar
Iraq. Elderly displaced woman residing in a camp in northern Iraq.

5.3. COMMUNICATIONS MESSAGING

Whenever UNHCR engages in a situation of internal displacement, UNHCR country operations should draw on the following messaging for our agency-specific, cluster and inter-agency communications:

Objective	Communications focus
Preparedness	• Warn about potential IDP crises • Show UNHCR's preparedness efforts • Promote state responsibility for the protection of IDPs • Encourage states to develop, adopt, implement and adhere to pertinent IDP law and policy (e.g. Kampala Convention, Guiding Principles on Internal Displacement)
Response	• Ensure IDP voices and displacement affected communities are given a platform • Advocate for freedom of movement for the civilian population, including to access safety away from hostilities and violence and to access assistance and services • Advocate for the rights of IDPs in line with international human rights law, the Guiding Principles on Internal Displacement and national laws and policies • In situations of armed conflict, advocate for full respect of International Humanitarian Law by all parties to the conflict, including: • Protection of civilians and the civilian character of IDP populations • Protection of civilian infrastructure including schools and health facilities • Protection of humanitarian personnel and relief items • Sustained and unimpeded humanitarian access to all civilian populations in need • Advocate for the respect for the humanitarian principles • Highlight the dangers and suffering endured by IDPs • Warn about protection issues and risks faced by vulnerable populations (e.g. single headed households, child labor, early marriage, SGBV, elderly, youth) • Provide first-hand knowledge and data about IDP populations and displacement affected communities • Promote education and economic inclusion for IDPs • Show UNHCR's leadership and operational impact • Show humanitarian needs and gaps • Advocate for funding and resource-mobilization • Highlight the need for local, national and international solidarity • Champion the positive impact of individuals and organizations supporting IDPs
Solutions	• Advocate for IDPs to make informed decisions and access all options for solutions: local integration, voluntary return and relocation • Assert that safe and dignified conditions are necessary for sustainable returns (e.g. mine-clearance, rehabilitation) • Promote the need for long-term engagement in solutions e.g. psychological support, community cohesion, livelihoods, education support, civil registration and civil status documentation, and housing, land and property rights • Warn about the impact of protracted displacement and the need to invest in resilience and solutions
Responsible disengagement	• Explain the reasons and the conditions for our responsible disengagement

5.4. CREATIVE PROCESSES

UNHCR country operations should undertake a number of essential steps to ensure that communications and advocacy are audience focused. The beginning of the creative process should never start with the product or the tactic, but rather with the objective and audience. More than delivering information, the goal of communications and advocacy is to contribute concretely to UNHCR efforts to lead the narrative, generate empathy and mobilize action. The bottom line is that we communicate for a reason.

6. MONITOR, LEARN & ADJUST
Did it work?

1. THINK STRATEGIC
What am I trying to achieve?
Who am I trying to reach?

CREATIVE PROCESS

5. DISTRIBUTE
Which voices and platforms will help me reach my audience?

2. SEIZE TRENDS
What is happening out there?

4. CREATE
Which content and messages will work best?

3. PARTNER & INCLUDE
Who can help me achieve my objective?

5.5. STRATEGIC NARRATIVE

The concept of internal displacement and the acronym "IDPs" can be difficult for most audiences to understand. In our communications, we favor language that is easily understood. Colleagues are encouraged to use alternatives to the acronym "IDPs" including:

- Internally displaced people;
- People forced to flee within their own borders;
- People on the run in their own countries;
- People who have fled their homes but have not crossed a border to find safety;
- People uprooted from their homes who remain within the borders of their own countries.

© UNHCR/Alecs Ongcal
Philippines. Advocate Atom Araullo is accompanied by field staff to Marawi City, the site of a five-month long conflict that at its peak displaced over half a million people.

5.6. TACTICS

We employ different tactics to achieve our objectives of leading the narrative, generating empathy and mobilizing action. Ideally we aim to accomplish all three objectives in every communications exercise.

The following range of tactics can be used for IDP communications. Some tactics may apply at the country-level whereas others may be used in global communications and/or for PSP purposes.

Authoritative content
- News – live and recorded interviews, press releases, briefing notes, breaking news, social media posts, press trips, unique access given to selected media and influencers.
- Unique data and knowledge – flagship reports, infographics, factsheets, maps.
- Branding – UNHCR visibility products, "help, hope, home" messaging, visual identity.
- Thought leadership – op-eds, press conferences, keynote speeches, authoritative social media statements.
- Impact reporting – powerful photos and videos of our operations and colleagues in action.

Emotive content
- Stories – positive storytelling about IDPs shared on social media, soft and digital media, and influencers' platforms.
- Emotive multimedia content – Range of content about IDPs that moves and surprises audiences with evocative language and powerful imagery.
- Events that bring people together – exhibitions, festivals, concerts and cultural events.
- Events that celebrate the talent and courage of IDPs – Nansen Refugee Award.

Action driven-content
- Public advocacy – communications activities to influence policies, digital diplomacy, joint work with governments, political parties or local authorities.
- Fundraising – fundraising campaigns, face-to-face, telemarketing, fundraising events organized by UNHCR, partners or influencers.
- Action-driven content and campaigns – range of communications activities to encourage specific solidarity actions beyond donations; calls to action shared by influencers and partners.

Contact: Global Communications Service, (mantoo@unhcr.org), DER

© UNHCR/Andrew McConnell
South Sudan. Internally displaced pupils at Mary John Primary School sit their end of term exam in Leer.

© UNHCR/Bassam Diab
Syria. A UNHCR worker warms the hands of a woman in a wheelchair as local people come to watch aid workers offload desperately needed supplies from a convoy of inter-agency trucks in Mouadamiyeh in rural Damascus.

6. CONSIDERATIONS FOR UNHCR'S RESPONSIBLE DISENGAGEMENT IN SITUATIONS OF INTERNAL DISPLACEMENT

6.1. INTRODUCTION

UNHCR's disengagement in part or entirely from situations of internal displacement can be triggered by a single or multiple factors.[38] For example, substantial decreases in the size of the IDP population, reduced violence, cessation of the immediate cause of displacement, implementation of peace agreements, the ability of national authorities or other actors to assume responsibility, or the achievement of solutions for IDPs may lead UNHCR to disengage as part of a strategic plan. Disengagement may also be precipitated by an explicit government request for UNHCR to discontinue any part of its work with IDPs and/or returnees.

In anticipation of such scenarios, UNHCR needs to be proactive in developing an overall vision and approach to responsible disengagement. This must be accompanied by consultations with the concerned Regional Bureau and Headquarters (henceforth HQ) entities, including the UNHCR-led global clusters. It is equally critical for UNHCR to consult with national authorities, the Resident/Humanitarian Coordinator (RC/HC) and the UN/Humanitarian Country Team to ensure overall alignment with other clusters and inter-agency strategies, for a functional transition of continuing responsibilities.

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[38] Content for this annex has been drawn from UNHCR's experience in IDP operations, in particular Bosnia and Herzegovina, Ivory Coast, Kenya, Mali, Pakistan and the Philippines, as well as piloting the guidance in specific areas in Ukraine.

© UNHCR/Dominic Nahr
Iraq. An internally displaced man tries to start his tractor with the help of children near two unfinished buildings that are planned to become an eleven-story hotel.

6.2. OBJECTIVES

Engagement and disengagement are part of a continuum, and UNHCR should thus engage with stakeholders and intervene operationally while thinking and planning for a future disengagement. The scope of disengagement, and UNHCR's investment therein, will depend on the level and extent of UNHCR's engagement as well as its comparative advantage(s). Regardless of the degree and extent to which UNHCR has engaged in a situation, it is necessary to ensure that disengagement does not become a passive process of simply doing less and phasing out quickly.

Responsible disengagement needs to be a strategic shift that requires the organization to work in a different manner so as to lay the groundwork for national actors, inter-agency or other stakeholders to take over responsibilities and activities from UNHCR. Fundamental to this approach is an early focus on solutions, the primary responsibility of local and national authorities, and grass-root engagement by UNHCR from the onset, including with communities, national and local NGOs, human rights actors and civil society.

In sum, disengagement is responsible only when it is consultative and strategically planned at the outset of UNHCR's engagement, and aims to advance solutions for IDPs by promoting ownership of national actors and other stakeholders, depending on the situation.

6.3. MINIMUM ACTIONS

The section below describes minimum actions necessary for UNHCR's disengagement to be responsible.

6.3.1. Broad engagement, information, stakeholder mapping and capacity-development

- Consult with authorities, partners and affected communities about UNHCR's responsible disengagement plans, seek feedback and adjust to planning as necessary.

> **Tip:** Inquire about the needs, expectations and timelines of all stakeholders at an early stage so that funding and planning assumptions can be accommodated and sudden impacts on partner staffing and programmes minimized. Clarify that the rationale and objective of disengagement is to capacitate and promote state responsibility as the underlying premise for UNHCR's continued presence.

- Ensure clear identification of the key local and national stakeholders and assess their capacity to assume responsibilities for coordination as well as protection, assistance and solutions for IDPs and returnees. This understanding should include knowledge of the stakeholders' financial viability, without UNHCR's support, of any governmental body tasked to oversee internal displacement.

> **Tip:** Depending on the system of governance and the degree of decentralization, capacity mapping should include stakeholders at local levels where affected communities reside or could return to, in addition to national level actors.

- Ensure that capacity development programmes and activities of UNHCR and others focus on capacitation of national actors, including IDPs, returnees, and national staff, for IDP protection and solutions.

> **Tip:** Capacity-development is a long-term joint activity that requires: engaging and empowering stakeholders; identifying, analyzing and prioritizing the capacity gaps to be addressed; defining what changes are needed and determining how they will be made; implementation and evaluation. Training is only one element of a capacity development approach, and requires other elements to be effective.

- Ensure that planning processes, such as country operation plans and multi-year protection and solutions strategies, include measures of UNHCR's capacity development efforts that are derived from experiences of national actors and their continued capacity for enabling IDP protection and solutions.

© UNHCR/Andrew McConnell
South Sudan. An internally displaced woman pounds sorghum in an abandoned classroom in Leer.

6.3.2. Integrating protection analysis and durable solution needs in development plans

- Ensure that there is a continued means for protection analysis and corresponding data collection suited for development planning. This analysis should address the root causes of protection shortcomings/ gaps, and highlight issues that are important for development, including rule of law, access to basic services, economic equality, and social safety nets.

> **Tip:** UNHCR has worked with the Joint IDP Profiling Service (JIPS) to generate a rich evidence-base in relation to the socio-economic conditions, capacities, expectations and risks/needs of IDPs and the wider displacement-affected communities that can be used by development partners in their planning. These profiling exercises have financial implications that should be included in UNHCR's planning.

- Work with national partners to include the protection analysis and evidence-base in existing development coordination efforts. Understand and engage with development coordination mechanisms and structures early on and ensure protection and solutions are integrated into these plans and form part of the overall coordination structure in place.

> **Tip:** Contribute a protection analysis and evidence-base to the UN Strategic Development Cooperation Framework (UNSDCF) and its Common Country Analysis (CCA), in addition to other national and sub-national development plans and coordination mechanisms.

- Advocate for solutions to protection risks and needs to be identified by development partner planning. This may include advocacy for targeted funding in areas where IDPs are located or where IDPs will (have) return(ed) or (re)settle(d), particularly in countries that have a decentralized governmental structure.

> **Tip:** As part of the capacity-development efforts, support national stakeholders' fundraising strategy and assist, as appropriate, in preparing initial funding proposals.

6.3.3. Transition of inter-agency functions at national and sub-regional levels in favour of a national system

- Initiate bilateral and inter-agency discussions and eventually pursue the transitioning of cluster leadership from UNHCR to national systems with the RC/HC, UN/Humanitarian Country Team, local and national authorities.

- Develop a transition plan that outlines how and when cluster leadership functions and responsibilities will shift to national authorities.[39]

> **Tip:** Transitioning the country-level protection cluster to national actors is complicated by the fact that there is oftentimes no single, clearly identifiable government counterpart. Practice has shown that National Human Rights Institutions can continue leadership, or the key residual protection issues can be shared across different government organizations. Early co-leadership arrangements, where a national governmental or non-governmental partner is encouraged to lead or co-lead a cluster with UNHCR, are key to functional transition later on.

> **Tip:** The transfer of leadership and accountabilities, and eventually cluster de-activation, needs to be regularly reviewed by the Resident/Humanitarian Coordinator and UN/Humanitarian Country Team.

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[39] IASC, Reference Module for Cluster Coordination at Country Level, Cluster Transition and De-activation chapter, pages 37-41

© UNHCR/Cengiz Yar
Iraq. Two men help an elderly woman flee fighting in Mosul.

6.3.4. Law and policy development

- Promote government-led laws, policies,[40] strategies and action plans that are sensitive to internal displacement in order to re-affirm the primary responsibility of the State in preventing, responding to and resolving internal displacement; increase the efficiency and effectiveness of government responses to internal displacement (to boost the reliability and credibility of the government responses); confirm that IDPs have a right to protection, assistance and solutions; facilitate tailored responses to particular displacement situations; and facilitate domestic and international cooperation on internal displacement.

> **Tip:** Laws or policies that create a status for IDPs linked to benefits, or those that create access to rights differing from that of other parts of the population, are not advised. Many good examples of IDP laws and policies exist, and the requisite advice, community of practice and support can be facilitated by the Global Protection Cluster and the IDP Section (Division of International Protection) for all aspects of UNHCR's engagement in situations of internal displacement – preparedness, response and solutions.

- Review existing laws, policies, strategies and action plans to determine gaps in the legal framework for the provision of IDP protection and assistance and solutions. This may involve an audit of the laws and policies that affect IDPs.

Work with national and local authorities as well as development actors for an effective action plan to implement the existing normative framework.

- Where there is no national law or policy, work with government, regional and international actors to encourage its development.

> **Tip:** Support from other entities like the Special Rapporteur on the Human Rights of IDPs can be sought at an early stage to develop a strategy, initiate a dialogue with the authorities, engage in complementary activities and programmes, collect and share with the authorities lessons learned and best practices from other countries. The concerned Regional Bureau and/or the IDP Section in DIP can help facilitate exchange of lessons learned and practices between authorities of different countries.

- Identify and support "champion" individuals within the government or partner organizations, who will continue to promote and development an IDP law and/or policy after UNHCR's departure.

> **Tip:** National Human rights institutions and parliamentary leaders are effective "champions" for IDP laws and policies, in addition to ministries charged with coordinating IDP responses.

Contact: IDP Section, DIP

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[40] A national policy in particular can establish the institutional framework for IDP response, especially if focal points are identified and accountabilities of different stakeholders clarified. UNHCR can then tailor its capacity building strategy and handover in accordance with the policy.

7. ACRONYMS

AAP	Accountability to Affected People
AGD	Age, Gender and Diversity
CCA	Common Country Analysis
CCCM	Camp Coordination and Camp Management
CWC	Communications with communities
DER	Division of External Relations
DESS	Division of Emergency Security and Supply
DIP	Division of International Protection
DPSS	Division of Programme Support Services
DRRM	Donor Relations and Resource Mobilization
GPC	Global Protection Cluster
GSC	Global Shelter Cluster
HALEP	High Alert List for Emergency Preparedness
HCT	Humanitarian Country Team
HNO	Humanitarian Needs Overview
HQ	Headquarters
IASC	Inter-Agency Standing Committee
IDPs	Internally Displaced Persons
IMO	Information Management Officer
JIPS	Joint IDP Profiling Service
MIRA	Multi-Sector Initial Rapid Assessment
PSEA	Protection against sexual exploitation and abuse
RC/HC	Resident Coordinator/Humanitarian Coordinator
SGBV	Sexual gender-based violence
UNSDCF	UN Strategic Development Cooperation Framework

© UNHCR/Ruben Salgado Escudero
Colombia. An internally displaced man stands next to his home with his wife in Nueva Esperanza. He fled his home in Montañita Caqueta and has lived here since 2003.

UNHCR INTERVENTIONS IN SITUATIONS OF INTERNAL DISPLACEMENT (THE "IDP FOOTPRINT")

UNHCR FOCUS OBJECTIVE

Coordination and Partnerships Strengthened

RELATED FOCUS OUTPUTS

SUGGESTED INTERVENTIONS

Design a strategy for each UNHCR-led cluster in collaboration with partners and informed by needs, protection considerations and humanitarian principles. →

Lead needs assessment, situation analysis and gap analysis. →

Ensure evidence-based collaborative planning. →

Deliver information management support and services. →

Monitor and report on activities and needs, and measure performance against the cluster strategy and agreed results. →

→ Joint assessment, planning and evaluation exercise held

→ Coordination mechanisms established

Promote, disseminate and apply relevant standards and guidelines for cluster coordination. →

Develop and disseminate information products (e.g. activity mapping, Situation Reports (SitReps), dashboards, profiles, maps, etc.). →

→ Collection, collation and dissemination of information by partners harmonized

Build capacity for coordination, preparedness and contingency planning. →

→ Capacity development supported

Advocate on behalf of affected populations for effective protection, informing and influencing the priorities of the Humanitarian Coordinator, UNCT/HCTs, other clusters, national and local authorities and other relevant audiences. →

→ UNHCR engaged in and committed to effectiveness of the UNCT/HCT for protection delivery

Develop effective linkages with, and capacitate sub-national protection clusters, as well as AORs. →

Represent the interests of cluster members. →

→ Partnerships effectively established and managed

→ Participation in existing coordination mechanisms

→ Partnerships established with development actors at national and regional level

UNHCR FOCUS OBJECTIVE

Protection from Effects of Armed Conflict Strengthened

RELATED FOCUS OUTPUTS

Identify and report critical protection risks; violations of human rights and international humanitarian law; and individuals or groups at risk of abuse and violence (through, for example, monitoring, field missions to displaced and/or enclaved communities, strengthening communication with communities).

Lead and coordinate needs assessments and gap analyses.

→ Protection by presence provided

→ Assessment and analysis undertaken

→ Situations of persons of concern monitored

Respond to risks and violations (through, for example, targeted interventions to address or deter arbitrary detention, undertake humanitarian evacuation or relocation, establish referral mechanisms).

→ Population moved to safe locations

→ Capacity development supported

→ Measures to identify and minimize forced recruitment implemented

Advocate for the full respect of international human rights and international humanitarian law (including, for example, prevention of arbitrary displacement, protection of civilians, demobilization, disarmament, rehabilitation and reintegration)

→ Advocacy conducted

UNHCR FOCUS OBJECTIVE

Community Mobilization Strengthened and Expanded

RELATED FOCUS OUTPUTS

Map and strengthen community-based protection mechanisms of IDP communities (through, for example, setting up early warning systems; awareness raising and capacity building activities).

Set up or support existing community-based networks and centers in order to reach out to IDPs, including in remote and scattered settlements, urban areas and sites.

Develop two-way (UNHCR+IDPs) communication systems throughout the programme cycle (i.e., assessment, planning and design, implementation, monitoring and evaluation) that enable meaningful participation of all groups within the community and enable accountability to the affected populations, based upon the age, gender and diversity approach.

→ Community self-management supported

→ Community leadership and decision making supported

→ Participatory approach implemented

Facilitate the establishment of and support community governance structures, taking into consideration the profile of the populations, representation and the age, gender and diversity approach.

UNHCR IDP Footprint

Services for Persons with Specific Needs Strengthened

SUGGESTED INTERVENTIONS

Reach out to communities, ensuring the representation of all age, gender and diversity groups, to identify jointly and address their specific needs and/or protection risks (through, for example, targeted distribution of a minimum standard Core Relief Items (CRI)/Non Food Item (NFI) packages, cash-based interventions and other protection interventions).

Ensure humanitarian action integrates the concerns of IDPs with specific needs in assessments/mapping, strategies and interventions and that they have safe and equitable access to protection and assistance programmes.

Advocate for the integration of concerns of IDPs with specific needs in national programmes (including, for example, older persons, persons with disabilities, LGBTI persons, minorities).

Advocate for access of IDPs to HIV/AIDS prevention and treatment services[1] (including, for example, continuity of anti-retroviral treatment, condoms, safe blood supply, standard precautions in health facilities and elimination of mother to child transmission).

RELATED FOCUS OUTPUTS

→ Sectoral cash grants or vouchers provided

→ Support to persons with specific needs provided

→ Assessment and analysis undertaken

→ Specific services for persons of concern with psychosocial needs provided

→ Specific services for minorities or indigenous groups provided

→ Specific services for persons of concern with disabilities provided

→ Specific services for LGBTI persons of concern provided

→ Specific services for older persons of concern provided

→ Support to persons with specific needs provided

[1] To strengthen the integration of the HIV response during emergencies, UNHCR and WFP are co-leaders of the Global Inter-Agency Task Team (IATT) in integrating HIV interventions into sectors such as protection, health, nutrition, food security, shelter and education, and to produce guidance notes for the various clusters. IATT membership includes UNAIDS, the UN Children's Fund (UNICEF), the UN Food and Agriculture Organization (FAO), Save the Children (StCUK), the Red Cross (IFRC), World Vision International (WVI) and the International AIDS Alliance. See *UNAIDS, October 2014, UBRAF thematic report: addressing HIV in humanitarian emergencies* https://goo.gl/aW8yfH

Risk of SGBV is Reduced and Quality of Response Improved[2]

SUGGESTED INTERVENTIONS

Ensure physical safety and security measures to prevent and respond to SGBV (through, for example, training of law enforcement officers and setting up safe spaces).

→ Capacity development supported → Safety and security for SGBV survivors provided

Provide legal assistance and facilitate equitable access to justice, including traditional justice mechanisms, to SGBV survivors.

Provide training on gender, human rights and the national legal framework, and monitor formal and traditional justice mechanisms to ensure that they do take not take arbitrary decisions and do not infringe on the rights of survivors.

→ Legal assistance provided → Capacity development supported

Advocate for a comprehensive package of clinical response services, including the availability of HIV post exposure prophylaxis (PEP) kits for rape survivors, and emergency contraception.

→ Advocacy conducted → Access to medical services facilitated

Mobilize community participation in SGBV prevention and response, including through the establishment of referral systems.

→ Participation of the community in SGBV prevention and response enabled and sustained

Provide material and psychosocial assistance to SGBV survivors.

→ Material assistance provided → Psychosocial counselling provided

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2   UNFPA and/or UNICEF, as the agency focal points for the Gender-Based Violence AOR within the Global Protection Cluster, will lead in this area while remaining under the comprehensive umbrella of the national Protection Cluster. The scope of UNHCR's operational engagement will thus depend on the presence, access and capacity of the agency focal points at country level.

Protection of Children Strengthened[3]

SUGGESTED INTERVENTIONS

Suggested Interventions	Related Focus Outputs
Advocate for full inclusion of IDP children in national child protection systems and services, and advocate for change as needed.	→ Assessment and Analysis undertaken → Advocacy conducted
Monitor the overall protection situation of IDP children and reflect this in protection analysis or in specific child protection situation analysis.	
Build the capacity of national actors, partners and UNHCR staff to strengthen child protection mechanisms.	→ Capacity development supported
Facilitate and advocate for the development of prevention programmes and response services for adolescents and children at risk.	→ Prevention and response services for adolescents → Prevention and response services for children at risk
Ensure functioning mechanisms are in place to identify and refer children with specific needs, including unaccompanied and separated children.	→ Coordination and partnership mechanism established and operational
Strengthen community-based child protection structures.	→ Community based child protection structures established and operational
Advocate for, and where necessary support, issuance of birth registration certificates by national civil registration authorities.	→ Advocacy conducted
Advocate for alternatives to detention of displaced children.	

[3] UNICEF, as the agency focal point for the Child Protection AOR within the Global Protection Cluster, will lead in this area while remaining under the comprehensive umbrella of the national Protection Cluster. The scope of UNHCR's operational engagement will thus depend on the presence, access and capacity of the agency focal point at country level.

UNHCR FOCUS OBJECTIVE

Access to Legal Assistance and Legal Remedies Improved

RELATED FOCUS OUTPUTS

Provide legal counseling to individuals or groups (including, for example, civil documentation, Housing/Land/Property issues, access to public services).

→ Legal assistance provided

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

→ Advocacy conducted → Capacity development supported

UNHCR FOCUS OBJECTIVE

Law and Policy Developed or Strengthened

RELATED FOCUS OUTPUTS

Provide technical support and training for members of parliament, national human rights institutions, relevant authorities and partners.

→ Advocacy conducted → Capacity development supported

Support the ratification, domestication and implementation of relevant regional and sub-regional legal instruments on internal displacement, consistent with the *IASC Framework for Durable Solutions, the Guiding Principles on Internal Displacement* and other applicable international standards.

→ UNHCR commentary of legal acts and drafts provided → Advocacy conducted

Engage civil society and IDP communities in the process of law and policy development.

→ Capacity development supported

Carry out studies, assessments and analyses to identify gaps in existing law and policy frameworks for the protection of IDPs.

→ Assessment and analysis undertaken

SUGGESTED INTERVENTIONS

UNHCR FOCUS OBJECTIVE

Risks Related to Detention Reduced and Freedom of Movement Increased

Advocate for the prevention of arbitrary detention and the promotion of freedom of movement of IDPs (through, for example, the provision of identity documents to IDPs).

Advocate for the promotion of the freedom of IDPs to reside in the areas of their choice as well as the freedom to leave.

Ensure that risks related to arbitrary detention and limitations on freedom of movement are adequately monitored.

RELATED FOCUS OUTPUTS

→ Advocacy conducted

→ Cooperation with civil society for monitoring and support to detainees

UNHCR FOCUS OBJECTIVE

Family Re-unification Achieved

Advocate for the prevention of separation of families and the facilitation of family reunification of IDPs.

Ensure an adequate coordination mechanism is in place to facilitate family reunification of separated IDP families.

RELATED FOCUS OUTPUTS

→ Advocacy conducted

→ Coordination with ICRC and other partners on family reunification established

UNHCR FOCUS OBJECTIVE

Population has Sufficient Basic and Domestic Items

Address needs, including those arising from protection risks and gaps, through targeted distribution of Core Relief Items (CRIs), sanitary materials or alternatives such as cash-based interventions.

RELATED FOCUS OUTPUTS

→ Core relief items provided

→ Cash grants or vouchers (multi-purpose) provided

→ Sanitary materials provided

UNHCR IDP Footprint

Shelter and Infrastructure Established, Improved and Maintained

SUGGESTED INTERVENTIONS

Undertake contingency planning to identify a combination of settlement and shelter interventions for in/outside camps in rural/urban settings; pursue alternatives to camps, whenever possible; and encourage government and development actors to include IDPs in ongoing settlement and shelter programming.

Encourage access to national systems and services and, if establishing a camp, consider it an opportunity to enhance existing infrastructure and services for the host country.

Informed by the cluster strategy, develop a protection-sensitive settlement and shelter strategy that is anchored in the local contexts with links to local development, including the economy, infrastructure and culture; draws on already available shelter options; and takes into account the possible use of cash-based interventions.

Ensure sufficient surface area and identify housing, land and property ownership and/or use rights for buildings or locations when selecting and designing sites, allocating and rehabilitating public and/or private buildings.

Promote sustainable and locally contextualized shelter solutions that take into account possible protection risks.

Promote sustainable and locally contextualized shelter solutions that take into account possible protection risks.

RELATED FOCUS OUTPUTS

- → Shelter materials and maintenance tool kits provided
- → Sectoral cash grants or vouchers provided
- → Emergency shelter provided
- → Transitional shelter provided
- → Long-term/permanent shelter provided and sustained[4]

- → General site operations constructed and sustained
- → Land allocation for shelter supported

- → Capacity development supported
- → Advocacy conducted

- → Advocacy conducted

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[4] Long-term/permanent shelter will be provided and sustained to meet emergency needs only after consultation with the concerned Regional Bureau and the Shelter and Settlement Section in DPSM.

Camp Management and Coordination Refined and Improved

SUGGESTED INTERVENTIONS

Advocate for comprehensive delivery of protection and assistance services to IDPs and, where relevant, host populations, wherever they might be settled (in/outside camp and rural/urban).

Set up governance, coordination and management structures, including agreements on standard operating procedures, for all communal sites, such as formal and informal camps, sites and settlements, collective centers.

Build capacity of humanitarian partners, community leaders and other stakeholders on camp management concepts and practices.

Provide technical guidance on management of IDP community centers in urban and rural locations, including outreach activities and community-based protection approaches.

→ Roles and responsibilities for camp managers and service providers defined and agreed

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

Coordinate operational delivery in sites.

Ensure effective community participation in the management of sites.

Ensure proper identification of sites in accordance with protection principles and standards.

→ Information Management systems, including needs assessments and monitoring, are integrated across camps

Camp Management and Coordination Refined and Improved

SUGGESTED INTERVENTIONS

Ensure responsible handing over of the CCCM functions to the national authorities and relevant entities. ➔

Develop and agree on handover and exit strategies to national entities and other agencies enabling and/or leading to the closure of camps, sites and settlements. ➔

→ Strategy developed and implemented

Undertake contingency planning to ensure identification of sites and other appropriate accommodation modalities (including, for example, collective centers, hosting among local communities) to enable IDPs to enjoy their rights and access services (including mapping of potential national, local and non-governmental partners for coordination and management of such sites). ➔

Identify, select and develop adequate settlement options according to the context (including, for example, urban, rural or camp) to ensure dignified and safe access to services, while giving due consideration to settlement closure. ➔

→ Site selection, site planning and site monitoring/implementation conducted according to UNHCR and/or SPHERE standards

Ensure that settlement and site design promotes privacy by allocating sufficient space according to minimum sectoral standards. ➔

UNHCR FOCUS OBJECTIVE

Civil Registration and Civil Status Documentation Strengthened

RELATED FOCUS OUTPUTS

Advocate with and build the capacity of national and local authorities to support and facilitate the provision and recognition of civil status documentation for IDPs.

→ Advocacy conducted

→ Capacity development supported

→ Issuance of civil status documentation by national institutions supported

Ensure that new born children are registered and provided with birth certifications.

Lead population data management of the affected population (including, for example, profiling, enrollment for assistance, movement tracking) for rural/urban as well as communal/dispersed.

Set and disseminate standards for population data collection and processes.

→ Birth registration and certificates provided

Gather, analyze and share concerns, intentions and needs of IDP populations.

Establish systems for the identification, referral and monitoring of IDPs, with a particular focus on persons with specific needs.

UNHCR FOCUS OBJECTIVE

Population has Optimal Access to Reproductive Health and HIV Services

RELATED FOCUS OUTPUTS

Advocate for non-discriminatory access of IDPs to national reproductive health and HIV services.

→ Advocacy conducted

UNHCR IDP Footprint

Comprehensive Solutions Strategy Developed, Strengthened and Updated

RELATED FOCUS OUTPUTS

SUGGESTED INTERVENTIONS

Develop a Protection and Solutions Strategy for IDPs and, where appropriate, returning refugees and stateless populations, together with the authorities and development actors.

→ Comprehensive Solutions profiling of population conducted

→ Strategy developed and implemented

Ensure that the root causes of forced displacement and obstacles to solutions are clearly articulated and prioritized in all national and international context analysis, planning tools and advocacy documents.

Advocate for the inclusion of IDPs and host communities in joint UN and national planning and processes (including National Development Plans).

Advocate for the access of IDPs to services.

Advocate for the access of IDPs to self-reliance activities, while only programming for livelihoods for IDPs in specific circumstances, such as in mixed situations when engaging in area-based approaches for refugees.

→ Advocacy conducted

Advocate for the registration of IDPs on the electoral roll and for mechanisms for the restitution of land and access to land titles.

Encourage government and development actors to widen the scope of existing programming so as to permit the inclusion of IDPs, returnees and settled communities in ongoing programming.

Encourage humanitarian actors to design emergency programming so as to be compatible with national programmes and services.

Involve Early Recovery actors, including the Government and civil society, as well as development actors, in developing a solutions perspective from the onset of an emergency.

UNHCR FOCUS OBJECTIVE

Potential for Voluntary Return Realized

RELATED FOCUS OUTPUTS

Ensure that IDPs have access to all necessary information to make an informed decision concerning return.

→ Assessment and analysis undertaken
→ Go and see visits for refugees and IDPs conducted
→ Information provided to persons of concern

Ensure the voluntary nature of all return movements.

→ Individual voluntariness of return verified

Ensure that IDPs who are opting for return are provided with the necessary support and assistance to ensure the durable nature of the return.

→ Advocacy conducted
→ Sectoral cash grants or vouchers provided
→ Special assistance for persons of concern with specific needs provided
→ Return assistance provided
→ Safe and dignified returnee transport provided

UNHCR FOCUS OBJECTIVE

Reintegration Made More Sustainable

RELATED FOCUS OUTPUTS

Advocate for and promote respect for the rights of IDPs to land, housing, property and documentation.

→ Land, housing, property and documentation rights of persons of concern are upheld

Provide technical support, guidance and capacity building to national and local authorities to ensure that IDP enjoy their basic rights as well as equal access to services in areas of return.

→ Capacity development supported

Facilitate and promote respect for the rights of IDPs in return areas, including access to services, through the development of comprehensive reintegration strategies.

→ Strategy developed and implemented
→ Partnerships with development actors established

Ensure adequate monitoring of IDP return areas though community-based returnee monitoring programmes.

→ Situation of persons of concern monitored

UNHCR IDP Footprint

UNHCR FOCUS OBJECTIVE

Potential for Integration Realized

RELATED FOCUS OUTPUTS

Suggested Interventions	Related Focus Outputs
Facilitate and promote respect for the rights of IDPs and their access to services in integration areas through the development of comprehensive integration strategies.	→ Strategy development and implemented
Advocate with national and local authorities to ensure that IDPs enjoy their basic rights as well as equal access to services.	→ Advocacy conducted
Support peaceful co-existence initiatives for both IDPs and local communities in areas of integration.	→ Coexistence projects promoted with development actors, government, private sector and other stakeholders
Ensure that conditions for IDPs in areas of integration are adequately monitored through community-based monitoring programmes.	→ Assessment and analysis undertaken → Situation of person of concern monitored

UNHCR FOCUS OBJECTIVE

Peaceful Coexistence with Local Communities Promoted

RELATED FOCUS OUTPUTS

Suggested Interventions	Related Focus Outputs
Support peaceful co-existence initiatives for affected communities, including IDPs (through, for example, sensitization campaigns, social cohesion initiatives and community support projects, including in areas of return and relocation).	→ Projects benefiting local and displaced communities implemented → Peaceful coexistence projects implemented → Community sensitization campaign implemented

UNHCR FOCUS OBJECTIVE

Public Attitude Towards Persons of Concern Improved

RELATED FOCUS OUTPUTS

Advocate and provide capacity building to authorities and local communities to combat xenophobia, racism and intolerance against IDPs.

→ Advocacy conducted → Capacity development supported

Engage, promote and facilitate public information interventions focused on the protection of IDPs.

→ Relations with local and international media established and sustained

UNHCR FOCUS OBJECTIVE

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

RELATED FOCUS OUTPUTS

Some of the activities as outlined in the narrative under cluster coordination and interventions in support of cluster leadership may need to require an operations management and/or logistics budget.

Activities are to be defined by operations in line with their needs.

UNHCR
The UN Refugee Agency