

Internally displaced families receive assistance at Jalozai camp, Pakistan.



Engaging with Internally Displaced People

A SUCCESSION OF internal displacement crises demanded that UNHCR mount major emergency-response efforts in 2012. Drought in the Sahel region, the effects of the Arab Spring and fresh violence in eastern parts of the Democratic Republic of the Congo (DRC) and in Myanmar drove new waves of displacement during the year. Internal conflict in Mali and the Syrian Arab Republic resulted in massive displacement within these States, in addition to forcing hundreds of thousands of people to seek protection in neighbouring countries.

There were some 26.4 million internally displaced persons (IDPs) in the world at the end of 2011, with the highest concentrations found in Côte d'Ivoire, Colombia, Somalia, South Sudan and the DRC. Since then,

UNHCR has registered an additional 3.5 million IDPs, a 17 per cent increase from the previous year's figure.

To help the international community keep pace with volatile internal-displacement situations, the first Global Field Consultations on IDP Protection, held in 2011, came up with a series of recommendations that have prompted a policy review at UNHCR. In addition to strengthening responses, UNHCR aims to devise more effective ways to promote the adoption of legal and policy frameworks for IDPs at national and regional levels.

As part of this process, in 2012 UNHCR supported the development of the African Union's model law on the Kampala Convention, which governs protection and assistance for IDPs in Africa. UNHCR also provided technical expertise for the drafting

of national policy frameworks in Afghanistan and Nigeria. Similar work will continue in a number of other countries as well in 2013.

For IDPs, the achievement of durable solutions is, in many cases, heavily dependent on material assistance, including housing and opportunities for income generation. However, social factors, in particular the receptivity of local populations and the acceptance by authorities of IDPs, are also key to ensuring access to rights is sustainable and that solutions are rooted in the actual integration of IDPs in a wider community. UNHCR has long advocated for area-based approaches that take into account whole communities affected by displacement, including the host family and the community at large.

In 2013, such efforts will be pursued at global and field levels. A study, containing good practices on including host families in assistance and protection mechanisms, will be used to design reintegration strategies at field level. The Special Representative of the Secretary-General for the Human Rights of Internally Displaced Persons will be supported in his efforts to draw attention to the situation of “out of camp” IDPs, whose survival often depends on the goodwill and resources of local communities.

The year 2013 will also be important with regard to the implementation in pilot countries of the Secretary-General’s Decision on Durable Solutions, an inter-agency framework for achieving solutions in the country of origin. Durable solutions strategies developed within this framework will include area-based approaches and reconciliation strategies designed to benefit host

communities and create incentives for the acceptance of IDP populations by local authorities.

UNHCR has worked closely with other agencies on the Transformative Agenda launched by the Emergency Relief Coordinator (see the *Working in Partnership* chapter). This process seeks to improve the coordination mechanisms and responses of the inter-agency cluster system in complex, large-scale emergencies. To meet its commitment to have rapidly deployable, experienced and trained staff available for IDP emergencies, UNHCR and its partners will expand rosters and strengthen the preparedness of senior cluster coordinators (see the *Responding to Emergencies* chapter). UNHCR will also build up its information-management and shelter-response capacities. Finally, a newly developed training module on the protection of IDPs will soon be made available to all staff.

Protection

Under UNHCR’s leadership, the Global Protection Cluster (GPC) has taken significant steps to strengthen field support. There are currently 25 field protection clusters in action, of which 18 are led by UNHCR. 18 clusters are operating in complex emergencies and seven in areas affected by natural disasters.

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Following year-long consultations, UNHCR and its GPC partners have adopted a strategic framework for 2012-2014, with specific outcomes outlined in a work plan for 2012. The plan includes the creation of a global help

desk for field clusters, the development and dissemination of a protection cluster tool box, the strengthening of rapid-deployment capacity and the injection of protection considerations into the work of other clusters. The GPC’s new website will strengthen communications with the Field, and the *Handbook for the Protection of Internally Displaced Persons* has now been made available in Arabic, French, Russian and Spanish.

To fulfil its commitment to enhance the capacity of its staff and partners, UNHCR conducted training in protection cluster coordination and leadership for staff and partners in Nairobi in June. Cluster coordination training was offered in the Philippines and Bangladesh in August and September 2012, respectively. A special arrangement with the ProCap deployment scheme funded by the Norwegian Refugee Council has allowed the GPC to increase the number of missions offering guidance to the Field.

Camp coordination and camp management

In 2012, the Global Camp Coordination and Camp Management Cluster (CCCM), co-led by UNHCR and IOM, provided strategic and operational support to partners, other clusters and field operations, including those in Chad, Côte d'Ivoire, the DRC, Pakistan and Yemen.

As a means of building national capacity, which is a priority as it enhances preparedness and ensures continuity in the work of the organization, more than 200 UNHCR staff, their government counterparts and other partners were trained in camp management and coordination between January and June 2012. Another 200 will be trained by the end of the year. Participants learnt to more efficiently fulfil CCCM functions in situations involving IDPs, refugees or a combination of the two. Two training-of-trainers workshops were conducted for participants from the Great Lakes region

in Africa and the Middle East. Another workshop in November 2012 will cover the West and Central Africa regions.

Remote and on-site CCCM technical advice and the development and dissemination of tools remain integral to the work of the global CCCM cluster. The reprinting of the *Camp Management Toolkit* in Arabic, English, French and Spanish is underway. The *Collective Centre Guidelines* are being translated into French, while the *Camp Closure Guidelines* were due to be launched during the global CCCM cluster retreat in October 2012.

Areas for improvement remain. A recent UNHCR mission to the Central African Republic (CAR) found compelling CCCM needs that were not reflected in any of the inter-agency funding appeals. This led UNHCR to deploy a CCCM specialist to the CAR and heighten advocacy for the appropriate CCCM resources.

Emergency shelter

UNHCR co-leads the Global Shelter Cluster with the International Federation of Red Cross and Red Crescent Societies (IFRC). Of the 15 shelter clusters currently active, 12 are for conflict-related emergencies and three for natural disasters. UNHCR leads eight of these country-level shelter clusters. Two cluster coordinators were deployed to Sudan and CAR, where UNHCR leads in shelter cluster coordination. UNHCR provided assessment capacity to the shelter clusters in CAR and Somalia through the REACH initiative funded by ECHO (www.reach-initiative.org). UNHCR and IFRC support the websites of all the 15 active shelter clusters. The websites can be accessed at www.sheltercluster.org, which is

also a repository of information on deactivated shelter clusters.

UNHCR and Catholic Relief Services co-lead the global shelter cluster working group which aims to ensure greater coherence in the work of country-level shelter clusters. The work includes updating the terms of reference of the cluster. UNHCR also contributes to the three other working groups in the cluster dedicated to, respectively, measuring the impact of shelter interventions, improving the predictability of funding, and strengthening linkages with issues related to housing, land and property rights.

To improve preparedness for major emergencies, UNHCR will, in addition to the three workshops already organized in 2012, continue

to train shelter cluster coordinators and partners in coordination and leadership. Three UNHCR shelter cluster coordinators received training in this area conducted by the IFRC, while another benefited from training on housing, land and property rights undertaken by the Norwegian Refugee Council. The goal is to maximize synergies in joint cluster approaches.

The new management structure of the global shelter cluster, which was initiated in 2012, includes a strategic advisory group and is more formal than the flexible arrangement of the past. The new structure will increase the accountability of cluster leads while encouraging the participation of cluster partners in the decision-making process.

Country updates

Some of the IDP situations where needs are likely to continue to be significant in the year to come include Afghanistan, the Syrian Arab Republic and Somalia.

● *Afghanistan*

Afghanistan continues to suffer from persistent outbreaks of violence and displacement. Current estimates put the number of IDPs in the country at some 399,000. UNHCR will support the establishment of a population tracking system for the early identification of new population displacements in the country. IDP families will be given protection and assistance in the areas of shelter, livelihoods and community-based activities.

The Afghan Government's decision to institute a policy group with key partners from the National IDP Task Force, co-chaired by the Ministry of Refugees and Repatriation and UNHCR, to develop a national policy on internal displacement, is a significant development. A workshop organized in July 2012 that brought together IDP representatives, government ministries, provincial authorities, UN agencies, NGO partners and key donors adopted recommendations to aid the process. Furthermore, UNHCR's project on Law and Institutional Building on Internal Displacement will support dialogue with development actors to enhance their participation in the development of the policy and its implementation.

● *Syrian Arab Republic*

Current events in the Syrian Arab Republic have caused the displacement of at least 1.5 million people and given rise to significant humanitarian needs across the country. IDPs often flee to other governorates and seek shelter in abandoned or damaged buildings or with host families. Many have limited access to basic services such as water, electricity, sanitation and health. The assets of many IDPs have been looted or destroyed, leaving them highly vulnerable. Shelter and health needs are particularly acute.

Since March 2012, UNHCR has conducted six participatory assessment missions with the Syrian Arab Red Crescent Society. These have revealed a need for shelter materials, clothing and basic commodities. Alternative mechanisms for assistance delivery, such as the use of ATM cards for cash transfers, are being developed in order to improve staff security and minimize logistical bottlenecks. So far, UNHCR has provided cash, non-food items, medicine and community services to 550,000 people, and – depending on developments on the ground – anticipates expanding such support to more people of concern in need in the coming months.

UNHCR-led and co-led clusters by country ¹			
Country	CCCM	Emergency shelter	Protection ¹
Afghanistan			
Central African Republic			
Chad			
Colombia			
Côte d'Ivoire			
Democratic Republic of the Congo			
Ethiopia			
Guinea			
Mali			
Nepal			
Pakistan			
Philippines			
Somalia			
South Sudan			
Sudan			
Yemen			
Zimbabwe			

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

● *Somalia*

Although access to some areas of South and Central Somalia is improving, the country is still gripped by a severe humanitarian crisis. Improvements are tenuous, and could be undermined by lack of rain, or a resurgence of violence and forced displacement. Millions of Somalis continue to be highly dependent on humanitarian aid, with IDPs often among those most in need.

In 2013, UNHCR will work closely with its partners, including development agencies, to consolidate improvements in the humanitarian situation while giving priority to protection interventions. The

voluntary return of IDPs will be supported when conditions allow. UNHCR is also advocating for the protection of IDPs from forced eviction.

The search for comprehensive protection strategies and work on the creation of a policy framework on internal displacement will be renewed, as will efforts to provide the most vulnerable with non-food items, sanitary kits, food vouchers, livelihoods and shelter interventions. UNHCR will continue to give priority to combating sexual and gender-based violence (SGBV) through the establishment of women's committees in IDP settlements, the distribution of post-exposure prophylaxis (PEP) kits, and awareness campaigns.