



Working with the Internally

People displaced within their own country due to conflict, violence or human rights violations now form the largest population of concern to UNHCR. At the end of 2009, there were more than 27 million internally displaced persons (IDPs) worldwide. Six countries—Colombia, the Democratic Republic of the Congo (DRC), Iraq, Pakistan, Somalia and Sudan—are home to more than half the world's IDPs. In 2010, major new displacements have

been triggered by the devastating earthquake in Haiti in January, the upsurge of violence in Kyrgyzstan in June, and the unprecedented monsoon flooding in Pakistan in August.

The protection and assistance that UNHCR has been providing to IDPs for nearly 40 years has become progressively more systematic and predictable, particularly in complex emergencies, as a result of the humanitarian reform process. Recognizing that no single agency is

specifically mandated to address the needs of IDPs, the humanitarian reform process launched in 2005 led to the adoption of the inter-agency cluster approach, whereby UNHCR either leads or co-leads at the global level the three clusters covering camp coordination and camp management (CCCM), emergency shelter, and protection.

The inter-agency approach has facilitated the development of common standards, enhanced the capacity of all



Each returnee family is provided with a shelter grant from UNHCR, which will enable them to rebuild their lives in the war-torn northern districts of Sri Lanka.

UNHCR / D. SENEVIRATNE

Displaced

agencies, and provided operational tools and support to clusters in the Field. Currently the cluster approach is applied in 40 situations worldwide, and UNHCR leads individual clusters in 24 countries. It provides protection and assistance to more than 15.6 million IDPs—a number that has more than doubled in the last decade.

Since the adoption of the cluster approach, UNHCR has mainstreamed IDP protection and assistance throughout its activities. Meanwhile,

new initiatives have aimed at harmonizing policies and standards as applied to refugees or IDPs, and at supporting the cross-fertilization of good practices between the two types of operations.

Since an effective response to internal displacement is built on the contributions of many partners—governments, national and international NGOs, civil society and UN agencies—enhancing coordination is a priority. In 2010, training for this

purpose has been conducted in Yemen and West Africa. A comprehensive training module covering the three UNHCR-led clusters has been piloted in Nepal, and will be applied more widely in 2011. UNHCR's Global Learning Centre has begun an evaluation of the agency's *Learning Programme on Internal Displacement for Senior Managers*, and in 2011, UNHCR hopes to launch an e-learning module on internal displacement designed for all staff.

In 2011, UNHCR's engagement with IDPs will continue to benefit from its partnerships with the wider humanitarian community at both the national and international levels. The Office has expressed its willingness to assume more predictable leadership of the protection cluster in situations arising from natural disasters, in consultation with partners and national governments. The Joint Inter-Agency Profiling Service, established in cooperation with the Danish Refugee Council, Norwegian Refugee Council/Internal Displacement Monitoring Centre, UNFPA, IOM and OCHA, will continue to support field operations in collecting reliable data on IDP populations. In this context, the protection cluster has worked in close collaboration with the Joint IDP Profiling Service on a profiling exercise in Yemen in June and July 2010.

As co-chair of the Inter-Agency Task Team on the Cluster Approach, UNHCR will play a critical role in shaping future policies and implementing the recommendations of the second phase of the inter-agency evaluation of the cluster approach.

UNHCR-led Clusters			
Country	Protection	Emergency shelter*	CCCM
Afghanistan	☑	☑	
Benin		☑	
Burundi	☑		
CAR	☑		
Chad (E. Chad)	☑	☑	☑
Colombia	☑		
Côte d'Ivoire	☑		
DRC	☑	☑	☑
Dominican Republic	☑		
Ethiopia	☑		
Guinea	☑		
Iraq	☑		
Kyrgyzstan	☑	☑	
Kenya	☑		
Liberia	☑		
Nepal	☑		
Pakistan	☑	☑	☑
Philippines	☑		
Somalia	☑	☑	
Sri Lanka	☑	☑	
Sudan	☑		
Uganda	☑		☑
Yemen	☑	☑	☑
Zimbabwe	☑		

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

Protection cluster

By September 2010, the global protection cluster had conducted protection and inter-cluster support missions in Afghanistan, Colombia, Nepal, Pakistan and Yemen. Expert and senior protection staff have been deployed to protection clusters in the Field, including through the ProCap and Surge rosters. Other deployments have included specialists in working with older persons and those with disabilities, as well as on issues related to housing, land and property. UNHCR staff and specialists provided by the global protection cluster have supported emergency operations in Haiti, Kyrgyzstan, Pakistan and the Philippines.

The year 2010 also saw progress in the protection cluster's development of global standards for the protection of IDPs. A significant achievement was the launch of the revised *Handbook for the Protection of IDPs*. In addition, under the leadership of the Representative of the

Secretary-General (RSG) on the Human Rights of Internally Displaced Persons, UNHCR and other cluster members contributed to the finalization of the *Inter-Agency Standing Committee (IASC) Framework for Durable Solutions for IDPs* and the *Operational Guidelines on the Protection of Persons in Situations of Natural Disaster*.

The protection cluster has continued its collaboration with the RSG. A member of the RSG's staff, hosted within the Division of International Protection, was deployed to Kenya and Yemen in 2010 to support the elaboration of national IDP policies. It is hoped that this collaboration will continue in 2011.

Based on a field survey of gaps in policy and guidance, in 2011, UNHCR will continue providing operational guidance to its country operations, and will support continued global standard-setting through the protection cluster. Furthermore, the protection

cluster will test a methodology designed to help mainstream protection in other clusters. It will also focus on effective operational implementation and notably support the application of the *Framework for Durable Solutions* in northern Uganda.

In 2011, the protection cluster will consolidate its standard- and policy-setting role in terms of capacity development and operational support to field-based clusters. Identifying good practices, supporting needs assessments, and participating in inter-cluster missions will be expanded. While giving priority to supporting operations that face new emergencies, the cluster will strengthen linkages with at least five protection clusters in the Field. In addition, the protection cluster will continue to provide technical experts on cross-cutting issues such as ageing and disabilities, as well as senior protection staff through the ProCap roster.

Emergency shelter cluster

UNHCR, which leads or co-leads the emergency shelter cluster in nine operations, will continue to improve its response capacity both at global and country levels and support the coordination and implementation of cluster-related activities in concerned countries.

More specifically, UNHCR will:

- Provide support to field operations engaged in emergency shelter activities by improving their capacity to respond to IDP emergencies; ensuring the availability of emergency deployments; and stockpiling a sufficient quantity of emergency shelter items, including tents, blankets and plastic sheets.
- Improve its own capacity and that of its partners, both at global and at country level, through a training-of-trainers programme.
- Coordinate closely with more than 40 cluster partners at global level and many at field level, in order to ensure that responses to emergency shelter needs are consistent, and that resources are efficiently and effectively used.
- Encourage the use of key programmatic tools produced by the global emergency shelter cluster, assist in meeting requirements for technical expertise, and help in the development of standards for non-food items, emergency tents and transitional shelter kits.
- Provide technical support for needs assessments, shelter strategy development and contingency planning.

Camp coordination and camp management (CCCM) cluster

UNHCR leads or co-leads the CCCM cluster in five operations. In 2011, efforts to reinforce CCCM capacity at the field level will continue through the development of tools and guidance, deployment of skilled staff, training and field support missions. In pursuit of these aims, UNHCR will pursue the following strategic objectives in 2011:

- Ensure the implementation of CCCM clusters at the field level.
- Provide CCCM expertise to field operations through deployments.
- Focus on building the capacity of national counterparts.
- Implement needs assessment and information management tools in coordination with the IASC Needs Assessment Task Force and other clusters.
- Provide technical expertise on thematic issues, such as participatory assessments, community leadership and management.

In 2011, UNHCR will make a special effort to extend its coverage of cluster coordinator training in order to increase its in-house capacity to coordinate and manage camps effectively. UNHCR will also launch its CCCM national staff training-of-trainers' module with the specific aim of augmenting the capacity of its national staff and that of its counterparts.

The *Collective Centre Guidelines* and the *Guidelines on Camp Closure* will also be further disseminated and more consistently applied.

UNHCR will continue to participate in the IASC Needs Assessment Task Force and, in collaboration with other agencies, develop guidelines and training materials, define indicators and set standards, and design needs assessment methodologies. It will also continue to integrate a data collection, information management and needs assessment component into its emergency preparedness training.

SINCE AN EFFECTIVE RESPONSE TO INTERNAL DISPLACEMENT IS BUILT ON THE CONTRIBUTIONS OF MANY PARTNERS—GOVERNMENTS, NATIONAL AND INTERNATIONAL NGOS, CIVIL SOCIETY AND UN AGENCIES— ENHANCING COORDINATION IS A PRIORITY



A former internally displaced woman in Uganda harvests sesame planted near her home village.

UNHCR / E. DENHOLM

Highlights of IDP operations

(see individual country chapters for more information)

◦ *Kyrgyzstan*

Serious intercommunal violence erupted in the southern city of Osh in June 2010, leading to the displacement of some 300,000 people within the country, and forcing another 75,000 to flee to neighbouring Uzbekistan. Both groups are largely of Uzbek ethnicity. UNHCR's emergency operation focused on providing life-sustaining needs in the weeks immediately following the disturbances.

Following the large-scale returns in late June, UNHCR has shifted its activities to address other critical needs, including physical security, food, clothing, medical and hygiene items, as well as psychosocial and legal assistance. The protection cluster has identified a number of critical protection challenges, such as those linked to property

restitution and compensation, reports of arbitrary detention and harassment of young ethnic Uzbeks, and mistrust between communities. UNHCR's shelter interventions in Osh and Jalal-Abad are seeking to provide emergency shelter for 75,000 persons who are unable to return, while striving to identify durable housing solutions.

◦ *Pakistan*

The heaviest monsoon rains in 80 years hit Pakistan in July and August 2010, leaving one-fifth of the country's land under water, claiming the lives of 1,600 persons, and affecting more than 20 million people. Those affected include two previously displaced populations with whom UNHCR was already engaged: Afghan refugees and IDPs who had fled armed conflict. In response,

UNHCR mounted an immediate effort to provide life-saving assistance to hundreds of thousands of persons including refugees, existing and newly displaced IDPs, and other affected communities. The initial protection response targeted assistance to the most vulnerable, including female-headed households. Family separation, risks to separated and unaccompanied children and property restitution were identified as the most immediate concerns of the affected populations.

◦ *The Philippines*

UNHCR's initial involvement with IDPs in the Philippines began in late 2009, when the population was forced to escape from floods in the island of Luzon. The goal then was to strengthen the Government's protection capacities,

and to support community-based assistance to the most vulnerable. Following the Government's subsequent request for enhanced protection for conflict-driven IDPs in central Mindanao, UNHCR is establishing a protection cluster in the southern Philippines.

UNHCR's interventions will complement work already undertaken by other actors. The protection cluster will support the Government's initiatives to protect IDPs by enhancing the national legal and institutional protection framework, by improving access to health and education services, and by increasing IDP participation in decision-making on humanitarian action and durable solutions.

◉ *Somalia*

The long-standing conflict in Somalia has shown no signs of abating in 2010. This is particularly the case in south-central Somalia and in Mogadishu, where fighting among militia groups and African Union peacekeepers continues. Meanwhile, large areas of south-central Somalia remain under the control of opposition Islamist groups, including Al Shabaab. Intense combat, indiscriminate bombardment, intimidation and civilian deaths in and around Mogadishu have triggered heavy displacement in 2010. These factors, compounded by recurrent drought and floods, have led UNHCR to increase its plans to address the needs of up to 1,600,000 IDPs for 2011.

The conflict in Somalia has undermined traditional clan protection mechanisms, upon which civilians could rely for security in the past. Lack

of humanitarian access continues to be the main obstacle to the delivery of protection and assistance in Somalia. In 2011, UNHCR will continue to focus on the emergency response to displacement, particularly the urgent need to provide shelter. Additional programmes for displaced populations will seek to promote self-reliance, to respond to gender-based violence and to facilitate access to legal remedies.

◉ *Yemen*

After a ceasefire in February 2010 between the Yemeni Government and the al-Houthi rebel group, a small number of families started to return to their homes in the north of the country. Yet continued instability has impeded the achievement of durable solutions for the majority of those displaced and the number of IDPs has soared to an estimated 304,500 people. Obstacles to safe and sustainable return include land mines, destroyed housing, lack of basic services and means of subsistence, the presence of armed actors in most areas and an absence of confidence in the peace process.

In addition to leading the protection cluster, UNHCR is involved in profiling IDPs, providing psychosocial and legal counseling to IDPs and returnees, building the capacity of local authorities, and offering emergency relief to displaced populations and returnees. UNHCR aims to improve the living conditions of vulnerable IDPs and returnees, identify protection problems in areas of return, and promote the search for durable solutions. It will also continue to support the Government's efforts to formulate a national policy on IDPs. ■