



Supplementary Appeal for Côte d'Ivoire

**Protection and assistance to internally displaced
persons**

March 2007



Executive summary

As a consequence of the political violence that erupted in 2002, more than 700,000 people fled their homes to urban areas in Abidjan, Grand-Bassam and Yamoussoukro. Others fled to the west and south-west of the country. Internally displaced persons (IDPs) received humanitarian assistance swiftly after the initial emergency. However, during the past four years they have mainly relied on the goodwill of their host families and receiving communities. Given the deteriorating economic climate and their extended period of displacement, there is growing resentment from the local population towards IDPs, many of whom do not have a regular income.

The displaced received attention again in early 2006, following the missions of the UN Emergency Relief Coordinator and the Special Representative of the Secretary General for the Human Rights of IDPs. Following the recommendations of these missions, an inter-agency Protection Cluster was formed in August 2006. UNHCR's role as Protection Cluster lead is to work with partners to develop a strategy and action plan to respond to humanitarian assistance and protection gaps; coordinate protection activities; advocate for appropriate responses to protection problems and mobilize external support for protection activities. In addition to the Protection Cluster, UNHCR will advocate for the establishment of a policy-making coordination mechanism involving the Government and donors.

UNHCR's programme comprises the following:

- Carry out a profiling exercise to identify IDPs' protection and assistance needs.
- Provide legal aid services with a focus on documentation and the resolution of property disputes.
- Strengthen the capacity of national and local authorities to issue the relevant identity documents.
- Work with the Government to find durable solutions for IDPs (return, integration into host communities or relocation).
- Monitor the human rights situation of IDPs in their sites of displacement and the return movement to ensure that IDPs return in safety and dignity.
- Implement practical protection projects and provide community services for groups with special needs, such as women, children and older people.
- Promote peaceful cohabitation through reconciliation activities and "go-and-see" visits.

IDP projects will be fine-tuned after the profiling exercise has been completed, and the qualitative and quantitative information gathered has been analyzed. The expected results are: IDPs and in particular those with special needs, will benefit from humanitarian assistance programmes; appropriate durable solutions will be found; they will have increased access to documentation, which will enable them to fully exercise their legal rights; community projects and social activities will contribute to pacific cohabitation between IDPs and receiving communities; and government bodies will be able to process the property claims of the displaced in a timely fashion.

The programme at a glance

Title	Protection and assistance to IDPs in Côte d'Ivoire
Beneficiaries	170,000 IDPs with special needs; 200,000 potential returnees of which 65,000 assisted by UNHCR
Time frame	January – December 2007
Total requirements	USD 7,040,170

Cover: there are 7,000 IDPs staying in Guiglo camp in deplorable living conditions / UNHCR

Working environment

The context

The violence following the 2002 coup attempt split the country in two, with the rebel *Forces Nouvelles* taking control of the north while the south remained under government authority. Hundreds of thousands of people, originating mainly from the north and the west fled to the urban areas of Abidjan, Grand-Bassam and Yamoussoukro. Others also settled in communities of the same ethnic origin in the western and south-western parts of the country, particularly around Tabo, Toulépleu, Guiglo and Duékoué. Small-scale displacement continues, following violent incidents in the *Zone de Confiance* which is the buffer zone between the north and the south patrolled by French troops and UN peacekeepers. Some localized displacement had already occurred before 2002, due to land disputes and tension between local and migrant communities, for example in the Tabou area in 1999.

The land disputes and tension between local and migrant communities are directly linked to the issue of nationality, which is one of the principal causes of the armed conflict in Côte d'Ivoire. An estimated 26% of the Ivorian population is of foreign origin, as migration has been a common phenomenon in the area. During President Houphouët-Boigny's administration, immigrants from neighboring Guinea, Burkina Faso and Mali were invited to work in the coffee and cocoa plantations. After his death in 1993, a power struggle between his successor, Henri Konan Bedié, and the opposition leader, Alassane Ouattara, broke out. Bedié introduced the concept of "*ivoirité*" (being of pure Ivorian descent) to prevent his opponent from running for elections on the basis of his alleged foreign nationality and at the same time denied citizenship rights to a considerable number of people.

As a result of direct talks, the President and the *Forces Nouvelles* signed an Accord

in Ouagadougou on 4 March 2007, which addresses among other important issues disarmament of militia and rebel forces, redeployment of administration, reconciliation and reunification of the country that would lead to the return of IDPs. In particular, the President and *Forces Nouvelles* committed to a renewed effort to document the population and confirm nationality status prior to elections.

Although IDPs received emergency assistance immediately after the crisis in 2002, they have received very little support over the past four years. Many IDPs have not been able to return to their homes, as insecurity prevails in their areas of origin and, in some cases, their land and houses have been occupied or destroyed. The long duration of the displacement has increased tensions in the host communities because of the deteriorating economic conditions and increased competition for the scarce resources. In the urban areas in and around Abidjan, people live in densely populated neighborhoods and have to cope with high unemployment, exploitative work conditions, poor and insufficient housing conditions, insufficient health services and an overstretched education sector. Women and girls are reportedly subjected to sexual abuse or are forced to resort to prostitution to support their families. Although Côte d'Ivoire still has a functioning economy and a relatively well-developed infrastructure, the overall conditions continue to deteriorate, and there is a growing number of urban and rural poor. With the signing of the Ouagadougou Accord it is hoped that the voluntary return of IDPs in safety and in dignity will commence. Alternative solutions such as relocation within the country or local integration, will have to be explored for those IDPs who do not wish to return to their places of origin or habitual residence.

The needs

Apart from IDPs staying with host families or renting accommodation, there are about 8,000 IDPs in camps, of which approximately 7,000 are in Guiglo and 1,000 in Yamassoukrou. The fact that most of IDPs are not in camps has made their plight less visible to the humanitarian community and has made it more difficult to reach them and assess their situation.

In 2005 UNFPA and *Ecole Nationale Supérieure de Statistique et d'Economie Appliquée* (ENSEA) carried out a study on IDPs in five out of the 19 regions in the country, which indicated that IDPs generally lack a regular income and depend mainly on external support. Due to the deteriorating economy, there is a great risk of exploitation in the labour market. Furthermore, women and girls are particularly vulnerable and have reportedly resorted to survival sex to support their families. In January 2007 UNHCR started an IDP profiling exercise which aims to build on the social indicators of the IDPs' living conditions highlighted in the UNFPA-ENSEA study, by gathering more detailed information on the humanitarian assistance and their protection needs as well as their places of origin, current location and conditions that are needed to be fulfilled for their return in safety and dignity. It will not provide a total of the country's IDP population, but the information on their needs will serve to improve both planning and implementation of assistance and protection activities. The exercise started in Abidjan and the nearby town of Grand-Bassam in late January, and is to be carried out in the five regions identified by UNFPA and ENSEA. It will subsequently be extended to other parts of the country.

The profiling exercise will also gather information on how many IDPs lack documentation, such as birth and education certificates and identity cards. Many IDPs have lost or had their personal documents destroyed by the security forces. Others never possessed any identity

documents at all. Not having documents prevents IDPs from fully exercising their rights, may result in situations of statelessness and makes them more vulnerable to abuse. UNHCR will therefore work with local and national authorities to expedite the issuance of new identification documentation.

UNHCR will seek to address IDP property claim through conducting a review of existing remedies (national legislation, customary law and community mechanism for property restitution) as well as documenting the scope of the problem through the IDP profiling exercise. Following the review and analysis of information on the scope of the problem, UNHCR will develop and advocate for appropriate solutions, which will contribute to reducing inter-community tensions. UNHCR will provide legal aid to those whose houses and/or land have been confiscated, destroyed or occupied during the conflict.

In addition to supporting the voluntary return of IDPs in safety and dignity, should the Ouagadougou Accord contribute to a sustainable peace, UNHCR will seek to establish durable solutions (i.e. return to communities of origin, local integration in IDPs' current location or relocation to another part of the country) for those IDPs who do not wish to return. The Office will establish a mechanism to monitor the areas of displacement and return. The specific protection needs of female-headed households and other groups will be taken into account throughout the process.

The deplorable living conditions of IDPs in the camp in Guiglo (*Centre d'accueil et de transit pour les déplacés*) and the Mie Gou Centre in Yamoussoukro need to be addressed urgently. To ensure minimum camp standards in Guiglo, additional non-food items and education kits for children will be distributed and sanitary installations will be improved. In addition, the local schools and clinics will be supported to provide better services. Furthermore, 360

IDPs in the Mie Gou Centre in Yamoussoukro should be relocated immediately and their physical and mental health needs taken care of. By relocating IDPs, the centre will also be able to revert back to its original function which was the provision of physiotherapy and social

assistance to the handicapped. UNHCR is currently in discussions with international NGO partners to seek a durable solution for the IDPs in Mie Gou Centre as well as to address any SGBV protection problems experienced by the women and girls in the centre.

Main objectives

The main objectives of the IDP programme are:

- Conduct an IDP profiling exercise to identify the needs for humanitarian assistance and protection.
- Provide legal aid services with a focus on documentation and the resolution of property disputes.
- Strengthen the capacity of national and local authorities to issue the relevant identity documents, in particular to prevent statelessness.
- Work with the government to find durable solutions for IDPs (return to places of origin, integration into host communities or relocation within the country).
- Monitor the human rights situation of IDPs as well as the return movement to ensure that IDPs return in safety and dignity.
- Implement practical protection projects and provide community services for

- groups with special needs, such as single-headed households, women, children and the elderly.
- Promote peaceful cohabitation through reconciliation activities and “go-and-see” visits. Reconciliation activities in the west will aim to prevent future displacement while “go-and-see” visits will help IDPs and their communities of origin to prepare for their eventual return.

Furthermore, as Protection Cluster lead, UNHCR will work closely together with the Government, the UN and NGO partners to achieve the objectives listed above. UNHCR will coordinate its work with its partners in order to agree on a common IDP strategy and plan of action and to identify the priority protection concerns in the first quarter of 2007. The monitoring is an ongoing process that aims to seek and implement appropriate solutions to protection problems as they arise.



UNHCR implementing partner, Afrique Secours et Assistance (ASA), interviewing IDPs during the pilot phase of the IDP profiling project in Treichville, Abidjan / UNHCR

Planning figures

Planning figures for Côte d'Ivoire				
Type of population	Origin	Dec 2007		
		Total in country	Total in country	To be assisted by UNHCR
IDPs	Western, northern and central Côte d'Ivoire	709,000	509,000	170,000
Returnees (IDPs)	Western, northern and central Côte d'Ivoire	300	200,000*	65,000
Total		709,300	709,000*	235,000

*200,000 IDPs are expected return only if political stability and the reunification of the country are reached.

UNFPA and the ENSEA survey of IDPs in 2005 in 5 of the country's 19 regions concluded that there were an estimated total of 709,377 IDPs in the government controlled area. In late 2006, UNFPA extrapolated this number to obtain a country-wide total of 1.7 million IDPs. This estimation is based on IDP estimates in areas controlled by the *Forces Nouvelles*.

There are no reliable figures on the return movement, which has already started on a small scale. One figure, which was collected by IOM and the NGO *Cap Anamur* in June 2006, concerned 300 IDPs who returned to their places of origin from Duékoué and Yamoussoukro. Some of these returnees have, however, recently moved again following insecurity in Blody and Fengolo in the *Zone de Confiance*.

If the Ouagadougou Accord is implemented and the conditions in the country enable a voluntary return in safety and dignity, many IDPs will seek to return to their places of origin, as the preliminary results of the pilot profiling exercise highlight. Return of the so-called "bannis" and "lobos," who were forcibly displaced in 1999, is currently ongoing in the Tabou area and is likely to pick up pace if the initial returns prove to be durable. Much work will need to be done in areas of return, especially in the areas controlled by the *Forces Nouvelles*, to ensure that the infrastructure is adequate for the returnees. If political tensions increase as elections approach, only small scale displacement is likely to take place.

Strategy and Activities

UNHCR will focus its activities in 2007 on coordinating protection activities through the Protection Cluster; providing basic assistance to those with specific needs and

assessing conditions for return in safety and dignity; as well as monitoring the human rights situation in the areas of displacement.

Protection, Monitoring and Coordination

Activities	Key targets
<ul style="list-style-type: none"> Profiling of IDPs to collect information on their identities and 	<ul style="list-style-type: none"> Profiles of approximately 6,000 IDP households are obtained and analyzed.

<p>humanitarian assistance and protection needs.</p> <ul style="list-style-type: none"> • IDP profiling includes sensitization of IDPs and host communities about the profiling exercise. • Monitor the human rights situation of IDPs in their host communities and assess conditions in their communities of origin. • Chair Protection Cluster working groups at national and field level. • Develop responses to the documentation needs of IDPs in coordination with national and local authorities. • Legal assistance for IDPs with a focus on documentation and property claims. • Support “go-and-see” visits between IDPs and their communities of origin to prepare for the eventual return. • Facilitate peaceful cohabitation in the conflict-divided west, in particular <i>Zone de Confiance</i>, to prevent new displacement. • Practical protection projects to facilitate integration of IDPs in host communities and areas of return, or to prevent new displacement in <i>Zone de Confiance</i>. 	<ul style="list-style-type: none"> • Production and broadcasting of two radio spots, two video spots and organization of journalist visits to cover the situation of IDPs in their current host communities and to report on return conditions. • 50 field monitoring missions are conducted and meetings held with local and IDP leaders, authorities, host communities and communities of origin. • Protection Cluster meetings are held on a regular basis with the active participation of partners. • Workshop on documentation held with national authorities, awareness-raising campaign with local authorities conducted, IDP associations as well as NGOs and mass media used to inform IDPs of procedures to obtain personal identity documentation, including nationality certificates. • Mobile or permanent legal services are provided in Abidjan, Tabou, Guiglo and Bouaké to 1,000 – 1,500 people. • 30 “go-and-see” visits and 50 reconciliation activities are organized. • 75 community projects, including income generating activities, are implemented in Abidjan, Tabou, Guiglo and Bouaké.
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Community Services

Activities	Key targets
<ul style="list-style-type: none"> • Prevention of HIV/AIDS amongst the IDP population and provision of voluntary counseling and testing (VCT) and treatment. • Sexual and gender-based violence (SGBV) awareness, prevention and protection (including psycho-social counseling for SGBV survivors and health care). • Education (literacy) and income-generation activities for women and youths. 	<ul style="list-style-type: none"> • At least 50 percent of the target population is sensitized on HIV/AIDS and 25 percent of the target population has access to VCT and antiretroviral treatment. • At least 75 percent of identified survivors of SGBV (mainly women) are assisted. • 10 training-of-trainers workshops on SGBV are conducted for about 40 local authorities, 10 NGOs and 50 IDP women associations. • Approximately 300 single women and teenage mothers participate in literacy courses and 200 in livelihoods projects.

Domestic needs/ household support

Activities	Key targets
<ul style="list-style-type: none"> International and local procurement of non-food items. Distribution to IDP population, through implementing partners. 	<ul style="list-style-type: none"> Plastic sheets, kitchen kits, hygienic kits, mosquito nets, domestic kits are procured and distributed to IDP households.

Transport and logistics

Activities	Key targets
<ul style="list-style-type: none"> Transport for profiling activities, monitoring, public information activities, protection and community services. Transportation of non-food items. 	<ul style="list-style-type: none"> Implementing partners/NGOs and government officials in Abidjan, Yamoussoukro, Bouaké, Guiglo, and Tabou will be able to visit areas of IDP settlement and eventual return. NFIs are distributed by trucks to families with special needs. Improvement of sanitation and relocation of IDPs in Guiglo camp and Mie Gou Centre in Yamoussoukro in a timely and safe manner.

Shelter/ Other infrastructure

Activities	Key targets
<ul style="list-style-type: none"> Distribution of construction kits to IDPs and returnees in precarious housing conditions. Housing assistance for IDPs from the Mie Gou Centre and rehabilitation of the centre 	<ul style="list-style-type: none"> Construction kits are delivered to IDP households. Approximately 360 IDPs are provided with adequate shelters. Mie Gou Centre is renovated to resume its services for handicapped persons.

Impact

UNHCR, as Protection Cluster lead, will ensure that humanitarian assistance and protection activities are coordinated and that any gaps are addressed. UNHCR will also aim to avoid duplication between the UN agencies as well as NGOs. The expected results are as follows:

- Qualitative and quantitative information on IDPs is available for use of all partners.
- IDPs have increased access to documentation and therefore can fully exercise their basic rights.
- Information on the human rights situation in the areas of displacement and return is available through ongoing monitoring, and protection problems are addressed.
- Peaceful cohabitation activities reduce tensions within communities and foster a spirit of reconciliation.
- Mechanisms are established to process property claims in a timely fashion.
- The most vulnerable members of the IDP and host communities are provided with relevant assistance and protection.

Challenges

The deterioration of the security situation may lead to attacks on IDPs and humanitarian staff working in the field, as occurred in Guiglo in January 2006. A renewed outbreak of fighting might lead to the forced recruitment of IDPs into the armed forces and rebel forces.

Until the Ouagadougou Accord is implemented, Côte d'Ivoire remains divided, which renders establishing programmes in the north more complicated. The protracted political crisis is likely to lead to further economic decline, particularly in the north, which will increase frustration and may lead to outbreaks of violence.



IDP women carrying out their daily activities in Guiglo camp / UNHCR

Organization and implementation

UNHCR's Presence

Number of offices	4 offices: 1 Representation in Abidjan, 2 Field Offices in Guiglo and Tabou, and 1 Field Unit in Bouaké.	
Financed through	Supplementary Programme	Annual Programme
Total staff	20	61
International	4	12
National	15	47
JPOs	1	
UNVs		2

- Some of the staff financed through the Annual Programme provides support to the protection and assistance activities covered by this supplementary programme.

Coordination

UNHCR is a member of the UN Country Team and participated in the first inter-agency protection mission to the northern and western parts of the country in April 2006.

UNHCR leads the inter-agency Protection Cluster. Since the activation of the Cluster

in August, joint training by OCHA, NRC and UNHCR was organized on the *Guiding Principles on Internal Displacement* for national and local authorities, civil society, members of the armed forces, the *Forces Nouvelles* as well as for national and international NGOs. At the behest of UNHCR, inter-agency mission visited the

western region in September 2006 and the region of Moyen Cavally in December 2006 to review the needs of displaced people and coordinate with the local authorities.

The Protection Cluster will hold regular meetings in 2007 open to national

authorities and NGOs. UNHCR will also set up regional protection clusters. Furthermore, UNHCR will coordinate its traditional protection and assistance activities with all relevant partners such as UNICEF, UNFPA and NRC.

Partners

Government agencies:

Ministry of Foreign Affairs
Ministry of Solidarity and Victims of War

UN Agencies:

FAO
UNDP
UNFPA
UNICEF
UNOCHA
UNOCI
WFP

WHO
UNAIDS

Other inter-governmental organisations:

IOM

NGOs:

Afrique Secours et Assistance
International Rescue Committee
Norwegian Refugee Council
Danish Refugee Council



Young boy, one of the 360 IDPs still in Mie Gou Centre in Yamoussoukro / UNHCR

Total Requirements

Côte d'Ivoire - Budget Requirements - 2007	
Sector	(USD)
Protection, Monitoring and Coordination	1,809,163
Legal Assistance and Protection	1,499,253
Community Services	685,074
Domestic Needs/ Household Support	640,130
Transport and Logistics	872,904
Shelter / Other Infrastructure	567,388
Total	6,073,912
7% Indirect Cost*	425,174
Programme Support	541,084
Grand Total	7,040,170

*A seven per cent cost has been added to the total operational requirements to meet UNHCR's indirect support costs.

Funding Overview for 2006*

Donor	Amount in USD
CERF	745,100
Total	745,100

* Appeal budget 2006: US\$ 1,228,613

Map

Refugees and IDPs in Côte d'Ivoire

As of January 2007

