



*I DP received UNHCR non-food items in Mardan district, NWFP, Pakistan  
February 2009*

**Supplementary Appeal for  
Assistance to Internally Displaced Persons  
through the Global Clusters  
2009**

The number of people who have been displaced within their own countries as a result of armed conflict now stands at approximately 26 million. UNHCR, with its long record of protecting and assisting the displaced, is well positioned to support national and international responses towards internally displaced persons (IDPs). As of 2008, the Office was active in some 28 IDP operations involving approximately 14 million people. Sixteen of those operations—in Afghanistan, the Central African Republic (CAR), Chad, Colombia, Côte d'Ivoire, the Democratic Republic of the Congo (DRC), Ethiopia, Guinea, Indonesia, Kenya, Liberia, Myanmar, Pakistan, Somalia, Uganda and Zimbabwe—implemented the cluster approach.

Three years have passed since the Inter-Agency Standing Committee (IASC) welcomed the humanitarian reform process and adopted the cluster approach. UNHCR leads the global protection cluster and co-leads the global camp coordination and camp management (CCCM) cluster with IOM as well as the global emergency shelter cluster with the IFRC. In addition, UNHCR contributes to the global water, sanitation and hygiene cluster, as well as the clusters dealing with health, nutrition, education, early recovery, logistics and emergency telecommunications.



*IDP children in DRC*

At headquarters level, the global clusters are inter-agency groups which build overall capacity, set common standards and develop policies and tools to support field operations. Under the global clusters, UNHCR has produced key programmatic and protection tools, strengthened its emergency response capacity by providing technical expertise to the field, replenished its emergency stockpile and trained a large group of its own and partner staff.

As the work of the global clusters is being consolidated in 2009, many of the activities are fully mainstreamed. However, some recurrent costs remain and require urgent funding. The year 2009 is a bridging period for UNHCR as 2010 will bring a new budget structure which fully incorporates IDP and cluster funding needs.

## **Policy and strategy for internally displaced persons:**

In 2009, UNHCR will monitor and undertake periodic reviews of progress in order to mainstream IDP-related functions into all aspects of its work and to ensure that cluster-leadership responsibilities are fully integrated in all operations, divisions and bureaux. The Office will also continue efforts to improve the humanitarian response to IDP situations, a task which has proven increasingly challenging due to expanded responsibilities and a growing number of affected populations.

Addressing crucial gaps in policy and operational capacity will be a priority in 2009 as UNHCR works to strengthen the linkages among the clusters it leads. IDP operations frequently require more information sharing among partners than in traditional refugee situations. Well-developed data systems are therefore needed to enhance inter-agency coordination and make the humanitarian response faster and more predictable. UNHCR will thus provide technical support on data management to IDP field operations in 2009. Finally, UNHCR plans to review security measures and training to ensure the safety and security of staff and IDPs.

## **Protection cluster:**

UNHCR chairs the Protection Cluster Working Group (PCWG) which is composed of more than 30 humanitarian, human rights and development partners. The overall priority of the working group is to strengthen protection coordination and response in emergencies. This includes deployment of protection staff to emergencies, training and support in application of guidance and tools, as well as operational and strategic review of field implementation.

The PCWG currently supports the implementation of the protection cluster in 23 operations that have adopted a cluster approach. To address gap areas identified by the field, support structures have been established at the global level in the form of a Task Force on Learning, Task Force on Protection Staffing and a Task Force for the Development of Information Management Systems (protection needs assessment and protection monitoring systems).

Providing predictable leadership to coordinate protection in disasters and other emergencies remains a challenge. While progress has been made to build capacity of the five technical areas of the cluster and its overall capacity to support field activities, a gap nonetheless remains as to the capacity and institutional predictability of protection in disaster situations.

Another challenge which remains is the delivery of a comprehensive and predictable protection response for all persons or groups of persons with specific protection needs in emergencies and disasters, such as older persons or persons with disabilities. UNHCR, as lead of the cluster, will help to meet these needs and enhance partnerships, particularly with NGOs, at both the global and field level.

## **Objectives and main activities for 2009:**

- Support the implementation of protection clusters at the country level;
- Enhance protection coordination skills;
- Promote the application of protection principles throughout the humanitarian response;
- Monitor and evaluate the progress, relevance and impact of protection clusters in the field; and
- Foster a common vision of protection, identify gaps in the global protection response and develop capacity, policies, guidance, and standards to address these.

## **Key Priority Activities in 2009**

- Ensure standing technical capacity on protection in disaster situations; field-based training and technical/operational support;
- Organise technical support missions at early stages of crises and disasters to support the initial response;
- Roll-out the Protection Coordination Program through two regional trainings (Including ensuring participation in inter-agency coordination training for field-based staff);

Other critical activities to support operations and implementation of protection clusters at field level include: operational data management support to develop and establish information management systems; deployment of surge capacity to cover temporary capacity gaps; inter-agency protection review and evaluation missions; secondment from HelpAge International and Handicap International; editing, translating and printing an IDP Protection Handbook; cluster meetings bringing partners together at global, regional and national level in order to build a common commitment to protection.



*Jalozai IDP Camp, Peshawar, Pakistan  
January 2009*

## **Camp coordination and camp management cluster:**

UNHCR co-chairs the camp coordination and camp management (CCCM) cluster with the International Organization for Migration. CCCM is a new sector and has been given an identity with the start of the cluster approach. However, camp management and camp coordination are activities which have been integral to UNHCR's field response over the years, as displaced persons all too often have found themselves living in camp environments year after year. The adoption of a cluster to look at camp management and coordination issues has forced the articulation of the principles which govern good camp management, including how to ensure that these temporary collective living arrangements respect the rights of the displaced, ensure their well-being, and promote self-sufficiency as well as solutions. Camp management and coordination is fundamental to the practical implementation of protection as well as effective collaboration between all the sectors and clusters working in the camp environment.

### **Objectives and main activities for 2009:**

- Support the on-going implementation of CCCM clusters in operations;
- Ensure a standing response capacity for camp coordination and management in disaster situations;
- Define guidelines and tools for camp management and coordination based on best practices;
- Build camp management and coordination capacity in regional, national and field level partners.

### **Key Priority Activities in 2009**

- Finalise guidelines on collective centres and camp closure, as well as the translation of the Camp Management Toolkit to Spanish;
- Develop and pilot a database for CCCM-specific information to assist in information management and needs assessment of cluster specific activities;
- Ensure capacity in the field by providing at least four CCCM training events;
- Develop and test a national "training of trainers" to enhance camp management capacity of national authorities;
- Deploy technical support missions to new or on-going crises and disasters to assist in the coordination of the camp response;
- Work with other clusters, particularly the protection, emergency shelter and water, sanitation and hygiene (WASH), to ensure common approaches where necessary such as in needs assessment, information management, and effective support to humanitarian coordinators in the field; and
- Develop and pilot training on field cluster coordination skills and responsibilities.

A critical priority in late 2009 is to develop a longer-term strategy for the cluster. This will include evaluating the relevance and effectiveness of the CCCM cluster concept as well as the support provided by the global cluster leads. Experts in the cluster or related activities will be brought together to think critically about how camp management and coordination can be improved, the value added by the cluster when activated, failures to respond effectively, and where the cluster should head in the

coming years. The resulting strategy should guide the work of the cluster for the next few years.

Other relevant activities include developing CCCM chapters and integrating them into the inter-agency tools including the IDP Protection Handbook, the Gender Handbook, the HIV/AIDS guidelines and the Gender e-learning programme; and also developing CCCM standards to be included in revision of the Sphere Handbook and deploying technical and strategic CCCM experts when needed.

### **Emergency shelter cluster:**

To enable the cluster to improve the effectiveness of its responses, cluster members will review the 2009 priorities and work plan. In particular, UNHCR will assess the results of the cluster's training strategy and adjust training modules to field requirements. To meet its commitments in emergency shelter response, UNHCR will maintain procurement of blankets, emergency tents and plastic sheeting. It will also continue to develop standards and tools, and share good practices.

### **Key Priority Activities in 2009:**

- Review results of the cluster training strategy and adjust training modules to field requirements;
- Organize three training workshops on emergency shelter cluster and related humanitarian reform processes;
- Ensure UNHCR's ability to respond to IDP emergencies by having relevant relief items in stock including blankets, tents, plastic sheets, jerry cans, etc;
- Continue updating and/or developing tools in order to ensure efficiency and effectiveness in emergency response; and
- Work and coordinate closely with shelter cluster partners in order to achieve consistency in approach, pooling resources together and, with limited resources, ensure that the most in need receive the planned services.

**Appeal Budget for IDP Global Cluster Operations, 2009  
in US Dollars**

<b>Operations: Sector/ Activity</b>	<b>Protection</b>	<b>CCCM</b>	<b>Emergency Shelter</b>	<b>Early Recovery</b>	<b>WASH</b>	<b>IDP Advisory Team</b>	<b>Appeal Total</b>
<b>Protection, Monitoring and Coordination</b>	272,143.00	209,000.00	58,866.00	48,000.00	-	420,982.00	1,008,991.00
<b>Water</b>	-	-	-	-	60,822.20	-	60,822.20
<b>Shelter/Other Infrastructure</b>	-	-	166,134.00	-	-	-	166,134
<b>Protection and Legal Assistance</b>	1,715,584	641,000	-	130,131.40	-	-	2,486,715.40
<b>Total Operations</b>	1,987,727	850,000	225,000	178,131.40	60,822.20	420,982	3,722,662.60
<b>Support Cost 7%</b>	139,140.89	59,500.00	15,750.00	12,469.17	4,257.55	29,468.81	260,586.42
<b>GRAND TOTAL</b>	2,126,867.89	909,500.00	240,750.00	190,600.57	65,079.75	450,450.81	3,983,249.02