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

September 2024

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 relevant Divisions and Services at Headquarters and Global Clusters who are the content owners. To obtain further details, please refer to the contact indicated at the end of each guidance note. The Guidance Package was first released in September 2019, with the issuance of the Policy on UNHCR's Engagement in Situations of Internal Displacement. This is the second edition (September 2024) with reference UNHCR/OG/2024/06. The Guidance will continue to be updated on a periodic basis, and further guidance will be added as needed in due course.

This guidance provides clarity on how to implement the Policy on UNHCR's Engagement in Situations of Internal Displacement and aligns with UNHCR's multi-year Focus Area Strategic Plan on Protection and Solutions for IDPs.

COVER PHOTO:
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Children set off to fetch water in Nawabad Farabi-ha camp for internally displaced people in Mazar-e Sharif, northern Afghanistan as high winds blow dust through the camp.

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Burkina Faso. Internally Displaced and locals learn to build eco-friendly homes for themselves.

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 supports the integral role of UNHCR Representatives in implementing the Policy on UNHCR's Engagement in Situations of Internal Displacement and aligns with UNHCR's multi-year Focus Area Strategic Plan on Protection and Solutions for IDPs.[1]

Underpinning this checklist is the commitment by UNHCR, as the global lead agency for protection, to promote and enable a protection-sensitive response to internal displacement through:

- Disseminating information about and analysis of persistent and/or emerging protection gaps, risks and needs, including in support of the Resident/ Humanitarian Coordinator and UN/ Humanitarian Country Team
- Providing strategic leadership of UNHCR-led clusters
- Leading an effective operational response and risk-based decision-making
- Providing 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
- Conducting effective advocacy, including on the centrality of protection and solutions.

UNHCR Representatives should pursue the following actions at country level as part of a collective response and in support of national arrangements and interagency coordination and response. These actions are aimed at supporting robust and predictable engagement by UNHCR in all IDP settings, recognizing that UNHCR's role in realizing its institutional commitments will vary by context based on analysis of local risks and capacities.

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[1] UNHCR (2024), [Focus area strategic plan for protection and solutions for internally displaced people 2024-2030](#).

1.1.   PREPARING FOR EMERGENCIES

Proactive preparedness and early engagement are fundamental to UNHCR being a predictable lead and reliable partner in emergencies. Country Operations, with the support of Regional Bureaux, should prepare for emergencies in line with the Policy on Emergency Preparedness and Response (UNHCR/HCP/2023/01) and the UNHCR Guidance on Emergency Preparedness. The following are the key actions that should be undertaken:

1.1.1   **Undertake regular risk analysis** for new or escalated emergencies at least once a year within the Annual Risk Review, in line with the Policy for Enterprise Risk Management in UNHCR. Where a high risk of an emergency has been identified, Country Operations develop a **scenario-based contingency plan** for a potential UNHCR response and **implement key preparedness measures**.

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. Contribute to inter-agency contingency planning processes and 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 (CCCM). Step in to lead preparedness activities on these areas under the overall leadership of the Resident/Humanitarian Coordinator and seeking Regional Bureau and Headquarters (henceforth HQ) technical expertise and guidance as necessary.

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.

> **Tip:** Establishing CCCM sectoral coordination early on does not necessarily lead to the creation of collective sites, but rather helps to ensure timely assessment of all accommodation alternatives, including risks and opportunities associated with each option. It also helps map the capacities of the partners and prepares the ground for efficient management of internal displacement in multiple scenarios.

1.1.5   **Establish and capitalize on protection monitoring and community engagement** mechanisms, to better understand the protection situation, identify, prevent, and mitigate the effects of conflict and violence, and assess their likelihood and impact, including forced displacement.

1.1.6   **Analyze information** gathered by UNHCR and other actors, with a particular focus on protection, sharing the findings of this analysis to inform operational and inter-agency preparedness efforts, particularly in relation to protection risks and priorities.

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

1.1.8   Use regular communication channels to **share pertinent data and information internally** with the relevant Regional Bureau(x), potential countries of transit and of asylum and HQ entities, including the UNHCR-led global clusters, regarding:

- timely, consultative and structured risk analysis and monitoring (consider using the Risk Management Toolkit)
- country-level preparedness efforts and strategies for addressing internal displacement
- existing and potential cluster activation/deactivation
- advocacy, messaging and communications efforts and strategies, and
- resource mobilization efforts and strategies

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[2] IASC (2015), Guidance Emergency Response Preparedness.

© UNHCR/Nabil Narch
*Somalia. Dire needs for internally displaced
as deadly drought continues.*

Proactively use data, information (including risk information) and evidence – both within UNHCR and externally in inter-agency fora - to draw attention to a deteriorating humanitarian situation or concerning or positive 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 feasibility of cash assistance and start preparedness actions,** in accordance with UNHCR's Policy on Cash-Based Interventions, which promotes a "why not cash" approach including in emergencies.[3] For practical guidance and tools, consult Cash Assistance in Emergencies,[4] the CBI Repository[5], and consider using the Risk

Management Tool on Cash-Based Interventions to strengthen the response. Note also that CBI can only be carried out when UNHCR has confirmed identities of recipients, and thus, goes hand-in-hand with IDP enrolment, which needs to be considered when introducing cash (see below).

1.1.10   In close consultation with the relevant 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. Consult relevant colleagues and global cluster coordinators to understand availability of roster staff for rapid deployment.[6]

1.1.11   **Identify IDP/ cluster related work experience and skills** within your existing workforce (using Workday features). Proactively make use of **training and development opportunities and shared knowledge** by experienced colleagues within the Country Operation to ensure basic institutional knowledge, preparedness, and response capacity amongst UNHCR personnel.

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 relevant Regional Bureau and HQ entities.

1.1.13   **Initiate planning for the post-emergency period** from the beginning of an emergency declaration to facilitate the transition from an emergency response into a regular operational response.[7]

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[3] UNHCR (2022), Policy on Cash Based Interventions 2022-2026.
[4] UNHCR, Cash Assistance in Emergencies: Lessons Learnt from Recent Emergencies.
[5] UNHCR, CBI Repository. Catalogue of UNHCR's tools and guidance for cash assistance.
[6] UNHCR/OG/2024/04, Operational Guidelines on Staffing in Emergencies.
[7] For more information on the post-emergency phase, see UNHCR/HCP/2023/01, Policy on Emergency Preparedness and Response.

© UNHCR/Andrew McConnell
Afghanistan. Displaced families cope with winter cold and food shortages Kabul.

1.2. DELIVERING A PROTECTION AND SOLUTIONS-ORIENTED RESPONSE

1.2.1 **Take up leadership and coordination functions** in line with UNHCR's global IASC commitments and according to capacity and context. This means ensuring dedicated coordinators, with the appropriate grade level and skill set, for all UNHCR-led and co-led clusters, as soon as the clusters are activated and for the duration they are needed.

> **Tip:** Whenever possible, lead or co-lead UNHCR-led clusters with government authorities and/or national organizations in support of existing local capacity, in line with localization objectives.

1.2.2 **In mixed situations**, where a Humanitarian Coordinator (HC) has been designated and a UNHCR-led refugee response is underway or imminent, ensure that the 'Joint UNHCR-OCHA Note: Mixed situations: coordination in practice' is used to ensure that coordination is streamlined, complementary and mutually reinforcing, and duplication at the delivery level is avoided.

1.2.3 **Ensure dedicated information management (IM) capacity** in support of UNHCR's country-level cluster coordination and its operational response. Timely and quality data and statistics enable evidence-informed planning and response in support of UNHCR's protection, inclusion and solutions work. If IDP enrolment, and thus identity management, is required, dedicated capacity should be considered to strengthen UNHCR's coordination role (e.g., in the context of avoiding duplication of assistance).[8]

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[8] For guidance on IDP enrolment, see UNHCR (2021), Enrolment of Internally Displaced Persons: Internal position paper and interim guidance.

1.2.4 **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.

1.2.5 **Demonstrate protection leadership by providing expertise, analysis, evidence and advice on protection and assistance needs, priorities, risks, and opportunities to inform the humanitarian response** planning and strategic decision-making.[9]

> **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-page summaries with concise analysis of the protection situation, risks 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 ensure that protection is mainstreamed and 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.

1.2.6 For all clusters led or co-led by UNHCR at the country-level, **ensure the development, implementation and monitoring of comprehensive cluster strategies**.

1.2.7 **Ensure UNHCR's leadership for protection, shelter and CCCM is joined up and strategic in placing protection at the centre of** both our own operational response and the inter-agency response.[10]

> **Tip:** For a more joined up and strategic approach to our cluster leadership and enhanced accountability, cluster coordinators should:
>
> - report to the Representative
> - co-locate in the same work space
> - consult widely (including with other clusters) when developing strategies and work plans
> - collaborate and coordinate on data collection and analysis activities (e.g., in the context of joint multi-sectoral assessments) for protection-led strategic planning through the Humanitarian Programme Cycle[11]
> - explore joint/complementary programming when appropriate, including common logistics and a joint approach to multi-purpose cash. Utilize cluster guidance for sectoral cash approaches
> - promote joint communications and advocacy for greater coherence in messaging and greater impact

It is critical 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, programmes, advocacy and messaging are aligned and mutually reinforcing.

1.2.8 **Promote protection mainstreaming,**[12] working with all clusters, and especially those led by UNHCR, to design and deliver an inter-agency response that is guided and shaped by protection considerations, in line with UNHCR's Policy on Age, Gender and Diversity (AGD).[13]

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[9] For more detailed guidance on protection leadership, see UNHCR (2024), Protection Leadership. The Role of UNHCR in Humanitarian Crises; IASC (2013), Statement on the Centrality of Protection in Humanitarian Action; Global Protection Cluster (2016), Provisional Guidance Note: Humanitarian Country Team Protection Strategy; Peer 2 Peer Support, Webinars on Protection Leadership. For contextual examples, see Global Protection Cluster (2019), Centrality of Protection in Humanitarian Action - GPC 2018 Review.
[10] UNHCR, Implementation Planning Tool for IDP Contexts (Building Blocks).
[11] For more information on the Humanitarian Programme Cycle, see Reliefweb, Humanitarian Programme Cycle Guidance.
[12] 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 Global Protection Cluster, Protection Mainstreaming.
[13] UNHCR (2018), Policy on Age, Gender and Diversity Accountability.

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El Salvador. Transgender community at risk of being forced into internal displacement.

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.

1.2.9 **Initiate and take a key role in multi-stakeholder joint assessments, profiling[14] and associated analysis**, such as Multi-Sector Initial Rapid Assessment (MIRA) and the Joint Inter-sectoral Analysis Framework (JIAF).[15] Ensure that sectoral methodologies (for example, Shelter Severity Classification) and PIN (Persons in Need) calculations and prioritization from each cluster align with JIAF methodologies.

1.2.10 **Ensure that quality data and information** (i.e., data that is relevant, accurate, timely, complete, standardized, interoperable, well-documented, up-to-date and interpretable)**,** including as per UNHCR's cluster leadership commitments**,** is available in a useful format to enable evidence-informed strategic planning,

assistance and service delivery and monitoring, advocacy, and resource mobilization.[16]

1.2.11 **Develop an Information Management (IM) Strategy** and share data about IDPs and information products related to the situation and response the country pages of UNHCR's Operational Data Portal (ODP) as well as inter-agency platforms and portals (e.g., Relief-Web Response). Key data-related activities to be undertaken include data management for population data (for example by designing and implementing profiling or flow monitoring), joint or multi-sectoral needs assessments,[17] protection monitoring, sectoral response and other activities.

1.2.12 **Seek advice and support on enrolment** from Registration and Identity Management Officers, e.g., from the DIMA Units in the Regional Bureaux or from the Digital Identity & Registration Section (DIRS) in the Global Data Service at HQ. **UNHCR does not encourage the general enrolment of all IDPs, as this will normally not**

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[14] Profiling is a collaborative process for analysing displacement situations in support of solutions. It entails six phases, from defining the objectives to gathering information on populations affected by displacement, including local populations, and jointly validating the findings and recommendations. For guidance on profiling, see the Joint IDP Profiling Service (JIPS), Tools and Guidance.
[15] Joint and Intersectoral Analysis Framework.
[16] For more on data quality and other principles and actions for data responsibility, see IASC (2023), Operational Guidance on Data Responsibility in Humanitarian Action.
[17] UNHCR (2023), Needs Assessment Handbook.

be necessary from an operational perspective in an IDP situation. As explained in the UNHCR interim guidance on IDP enrolment,[18] it should take place for specific purposes and for a subset of the IDP population to manage assistance and protection delivery, including CBI, camp management or individual case management. Enrolment of IDPs should be coordinated with other stakeholders to facilitate the effective coordination and management of assistance and to avoid duplication within and between organizations. IDP enrolment must be done in PRIMES tools.[19]

1.2.13 **Population data and robust socio-economic data of IDPs should be collected in alignment with international statistical standards and definitions**, including the International Recommendations on IDP Statistics (IRIS[20]). UNHCR Country Operations can benefit from support services of the Joint IDP Profiling Service (JIPS), which enables solutions-oriented analysis comparing the situation of IDPs with their host communities. When relevant and appropriate, UNHCR is also encouraged to collaborate with National Statistical Offices (NSOs) to advocate and offer technical assistance for the inclusion of IDPs in national statistical data exercises, including household surveys and census, to promote nationally owned IDP data.[21]

1.2.14 Where UNHCR engages in activities that involve the processing of personal data of IDPs (e.g., in cash assistance and IDP enrolment), **UNHCR's data protection and privacy framework applies**. As Personal Data Controllers, Representatives assume the main responsibility for compliance with UNHCR's General Policy on Personal Data Protection and Privacy (GDPP). For all policies, guidance and tools related to data protection, see the dedicated Intranet page.

Tip: Data, Identity Management and Analysis Units (DIMAs) in the Regional Bureaux can be called upon for advice and support on data and information management, statistics and IDP enrolment. See the dedicated Intranet page for more information. The UNHCR Data Community Hub (DCH) also provides a number of consolidated key resources and guidance related to data.[22]

1.2.15 Through a community-based protection approach and on a 'no regrets' basis,[23] **prioritize interventions to prevent, respond to and mitigate the most urgent and immediate protection risks and needs,** including protection against sexual exploitation and abuse (PSEA), gender-based violence (GBV) and child protection fully leveraging the presence and capacity of other actors.

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[18] UNHCR (2021), Enrolment of Internally Displaced Persons: Internal position paper and interim guidance.

[19] UNHCR, PRIMES Support page.

[20] UNHCR (2020), International Recommendations on IDP Statistics. Developed under the auspices of the EGRISS and adopted by the UN Statistical Commission in 2020, the IRIS provide an official statistical definition of an IDP as well as guidance on how to improve the quality and availability of official statistics on IDPs. More specifically, the IRIS outline an internationally-agreed framework for countries and international organizations to improve the production, coordination and dissemination of high-quality official statistics on IDPs that are consistent over time and comparable between regions and countries. UNHCR country operations have a key facilitation and technical role in supporting the implementation of the IRIS.

[21] UNHCR's leadership on data and information (as envisioned in its 2020-2025 Data Transformation Strategy) and its statistical inclusion agenda (an effort to include IDPs in national statistics) is advanced through its role in a number of key initiatives. For example, UNHCR is a steering committee member and hosts the Secretariat of the Expert Group on Refugee, IDP and Statelessness Statistics (EGRISS) and also aims to enhance the ability of actors – including governments, NGOs and IOs – to make timely and evidence-informed decisions that can improve the lives of persons impacted by forced displacement, including IDPs through the World Bank-UNHCR Joint Data Center on Forced Displacement (JDC).

[22] UNHCR, Data Community Hub.

[23] As per the principles of 'Acting on a "Do No Harm" and "No Regrets" Basis', as outlined in the Policy on Emergency Preparedness and Response, UNHCR shall under no circumstances permit that persons of concern face avoidable harm or endure undue suffering.

1.2.16 **Seize opportunities** to advocate, galvanize, contribute to and **reinforce government-led efforts** to identify, assess, monitor and 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 needs of the wider host community.

1.2.17 **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. This may include 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.

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Colombia. Visit to Brisas del Poblado
neighborhood in Quibdó, Chocó

1.2.18 In partnership with all relevant stakeholders, including IDPs, **seek to secure the participation and inclusion of IDPs throughout the displacement continuum in existing national systems (including statistical systems and civil registries) and national services**. This includes as protection, housing, education, water, sanitation and health, access to livelihoods, economic integration, social services and social safety nets.

1.2.19 Contribute to inter-agency efforts to **strengthen national systems** and services for the sectors that UNHCR leads globally.

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[24] UNHCR, AAP Operational Guidance.
[25] UN Secretary-General's High-Level Panel on Internal Displacement (2021), Data Roundtable Summary.

1.2.20 Encourage that national and local actors co-co-ordinate or coordinate the IDP response in their areas of expertise, strengthening their engagement with and inclusion of IDPs in Cluster Co-ordination Platforms. Ensuring the meaningful engagement and active participation of these entities in the Clusters' steering committees is key to promoting localization at the national and sub-national levels.

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, for better environmental outcomes, where sustainability and technical considerations are addressed.

1.2.21 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 regional, national, and local statistical and development plans.

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 community; collate and share multi-sectorial information with service providers as needed; and use community-based protection to facilitate site management and referral mechanisms.

1.2.22 **Encourage the earliest possible engagement of development and peace actors** in joint analysis, response planning and delivery, with a focus on continuity and complementarity between humanitarian and development action, and in support of building and sustaining peace. UNHCR Country Operations should identify and pursue opportunities to strategically engage with these actors, including international financial institutions, which is critical to foster solutions through joint or coordinated advocacy and programming.

Tip: It may be helpful to define Clusters' engagement in durable solutions, including IDP durable solutions coordination platforms, transitioning contexts and linkages with Resident Coordinators' Offices (RCOs).

1.2.23 **Contribute to Collective Outcomes**[26] reflecting UNHCR and HRP priorities in the areas of Protection, Shelter and CCCM in the UN Sustainable Development Cooperation Framework (UNSDCF), as Collective Outcomes are systematically integrated within UN Cooperation Frameworks processes.

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.

1.2.24 **Maximize opportunities to use integrated programming**[27] **and area-based approaches** that are inclusive of all relevant population groups in a given operational context (e.g., IDPs, refugees and asylum seekers, returnees living in close proximity, and similar circumstances) and are aligned to national and local development priorities to ensure UNHCR's timebound contribution.

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[26] IASC (2020), Light Guidance on Collective Outcomes.
[27] For more information, visit the Programme Hub.

1.2.25 Ensure strategic alignment of UNHCR's response in the country with the multi-year Focus Area Strategic Plan on Protection and Solutions for IDPs. Consider the global prioritization approach and the guidance on UNHCR's role in different operating contexts to decide how to engage in the IDP response. See the Strategic Plan for more information on the suggested prioritization approach.[28]

1.2.26 Build upon UNHCR's refugee and statelessness programming and comparative advantage(s) where these exist, for example: a long-standing presence in the country, developed work relations with national authorities and ministries (including National Statistical Offices and document-issuing authorities), and an established field office presence.

1.2.27 Consider use of cash assistance in close collaboration with governments, agencies and partners for the delivery of goods and services. When considering sectoral cash approaches, consult the relevant guidance[29] to support targeted, sectoral interventions where this is required. Periodic assessments would be useful to assess the impact of cash assistance including to support inclusion. For practical guidance and tools, see the [CBI Repository](). Keep in mind that CBI requires beneficiary lists, which would normally come from IDP enrolment. For interim guidance on IDP enrolment, see the [UNHCR Intranet]().

1.2.28 When UNHCR has declared an Emergency, **request allocations from the Emergency-Reserved Budget**, to cover emergency preparedness and response in the short term, giving the operation time to analyse needs. At the same time, reallocate resources temporarily within approved budgets as feasible.[30]

1.2.29 Mobilize internal and external resources, including as Provider of Last Resort,[31] and engage local, national and international partners to fill gaps. Involve and update the relevant Regional Bureaux and HQ entities, in particular DER, to ensure coherence and maximize resource mobilization opportunities[32].

1.2.30 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.

1.2.31 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., GBV; IMO; shelter; site planning and management and coordination).[33] In the post-emergency phase, review and rightsize workforce arrangements based on the forward-looking priorities for protection and solutions, regularizing essential functions and drawing upon additional workforce for short-term or specialized technical capacities.[34]

1.2.32 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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[28] UNHCR (2024), [Focus area strategic plan for protection and solutions for internally displaced people 2024-2030]().
[29] For example, the Shelter Cluster has a range of guidance on cash and shelter programming.
[30] For more information, see the [Resource Allocation Framework]().
[31] For more information on the concept of Provider of Last Resort, see IASC (2015), [Guideline. Cluster Coordination on Country Level]().
[32] See also UNHCR, [Fundraising in Situations of Internal Displacement]().
[33] For minimum staffing considerations see UNHCR, [Implementation Planning Tool for IDP Contexts]().
[34] UNHCR/OG/2024/04, [Operational Guidelines on Staffing in Emergencies]().

1.3 TRANSITIONING 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 Engage with internal and external key stakeholders to identify risks and opportunities. Consider these risks and opportunities when developing transitioning plans and reflect them in the Operational Risk Registers where appropriate. Ensure robust input into cluster transition strategy planning, so that alignment between UNHCR and cluster approaches is consistent.

1.3.3 Pursue a capacity development strategy that targets local and national actors for IDP protection, inclusion and solutions.

1.3.4 Integrate protection analysis and durable solution needs into inter-agency processes and mechanisms like the Common Country Analysis (CCA), the UNSDCF and other development plans.

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

1.3.6 Promote enacting or revising government-led laws and policies to address protection, inclusion (both programmatic and statistical) and solutions for IDPs.

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Mozambique. Displaced and host community girls play football in Cabo Delgado.

2. INTER-AGENCY COORDINATIO ARRANGEMENTS

UNHCR's history of providing protection and assistance to IDPs more than 50 years, **when it was the first UN agency called upon by the UN General Assembly to assist the internally displaced**. Since then, various UN General Assembly resolutions have authorized UNHCR to be involved with IDPs in certain situations.[35] This acknowledges the Office's expertise in forced displacement and capacity to adapt and respond to evolving emergencies and the need to support people displaced within their own countries also as critical to resolving refugee situations

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.[36]

Under the Transformative Agenda, clear responsibilities have been assigned to individual agencies in the collective responses to internal displacement in support of the 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.[37]

💡 Key Messages

The IASC cluster approach has sought to strengthen system-wide preparedness and technical capacity to respond to emergencies, in particular in regard 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.

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 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 supports country level Protection Clusters in their representation as a whole at the UN/ Humanitarian Country Team.

According to IASC guidance[38], 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:

- Train experts to lead cluster coordination at the field level
- Technical surge capacity
- Developing sectoral plans, objectives and indicators that directly support the realization of the overall response
- 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
- Good practices and lessons learned from field-tests, and,
- Building national capacity in preparedness and contingency planning.

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[35] For example, see GA Res. 2790 (XXVI) (1971); GA Res. 2956 (XXVII) (1972); and GA Res. 48/116 (1994).
[36] For more details on cluster activation and other steps, please see IASC, Transformative Agenda.
[37] IASC (2015), Reference Module for Cluster Coordination at the Country Level.
[38] IASC (2016), Policy on Protection in Humanitarian Action.

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Cameroon. Planting 2,000 trees in the Far North region of Cameroon to help combat desertification

2.2.   COUNTRY-LEVEL CLUSTER LEADERSHIP AND ACTIVATION

At country-level, the 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,[39] 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

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[39] 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.

maintained, in consultation with global co-leads (IFRC for Shelter and IOM for CCCM) on co-chair or sub-national response arrangements. UNHCR must also participate in other clusters, as relevant.[40]

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💡 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 and leadership of the protection cluster in disaster-induced displacement in line with the above.

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 relevant Regional Bureaux, relevant Headquarters entities 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 favour of merging clusters.

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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 , 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 enable evidence-informed collective response and drive the centrality of protection.

• Alert and consult in advance the relevant 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 relevant 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 IASC Humanitarian System Wide Scale-Up Protocol[41], 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 relevant 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

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[40] 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.
[41] IASC, Humanitarian System-Wide Scale-Up Activation.

© UNHCR/Andrew McConnell
South Sudan. Displaced by floods

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 to ensure operational delivery. The Global Data Service (GDS) in HQ and the DIMA Units in Regional Bureaux can provide guidance and support.

4. In situations where an IASC Humanitarian System-Wide Scale-Up[42] 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.[43] 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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[42] IASC, Humanitarian System-Wide Scale-Up Activation.
[43] 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 its respective member organizations, 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 Joint Inter-sectoral Analysis Framework (JIAF),[44] Humanitarian Needs Overview (HNO), and Humanitarian Response Plan (HRP).[45]

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. For more information on the new cash coordination model, see UNHCR's cash coordination package. Also consult cluster leads for cluster-specific cash guidance (e.g., cash and shelter)
- Planning and strategy development
- Monitoring and evaluating activities and results (outputs, outcomes, impact)
- Building national capacity in preparedness and contingency planning
- Advocacy, messaging and resource mobilization

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. The particular expertise and operational presence of local partners should be given specific consideration, with a view to engaging local actors from the outset.

UNHCR also plays a crucial role in data responsibility. This involves actions at both the cluster level, as well as contributing to actions at the system level (e,g., HCT). UNHCR can provide leadership in the implementation of data management registries, cluster-specific information sharing protocols, and data incident tracking. These measures prioritize ethical and safe data management, ensuring the well-being and rights of affected individuals. Additionally, UNHCR's Information Management Officers (IMOs) supporting clusters collaborate with OCHA on information management activities, participate in inter-sectoral analyses, and maintain a Who-Does-What-Where (3/4/5/6Ws) for their cluster.

At the same time, the concept of **Provider of Last Resort**[46] is integral to defining UNHCR's responsibilities 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[47] and the 2016 IASC Policy on Protection in Humanitarian Action[48] 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 with other key stakeholders.

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[44] Joint and Intersectoral Analysis Framework.
[45] For more information on the toolkit available to cluster coordinators, see OCHA's Humanitarian Response web portal.
[46] For more information on the concept of Provider of Last Resort, see IASC (2015), Guideline. Cluster Coordination on Country Level.
[47] IASC (2013), Statement on the Centrality of Protection in Humanitarian Action.
[48] IASC (2016), Policy on Protection in Humanitarian Action and IASC (2023), Operational Guidance on Data Responsibility in Humanitarian Action, which guides UNHCR's data work in all settings, including IDP situations.

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Afghan girls at the Dasht-e-Essa Khan middle school

UNHCR has developed specific guidance for UNHCR Representatives on ensuring UNHCR's leadership and providing analysis, advice and coordination on protection at country-level.[49] 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. [50]

💡 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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[49] Annual memos to country representatives on UNHCR's engagement in Humanitarian Needs Overviews and Humanitarian Response Plans.
[50] See the forthcoming 2024 IASC Centrality of Protection support package for Humanitarian Coordinators and HCTs (including the IASC Benchmarks on Centrality of Protection and Aide Memoire).

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Tanzania. Return to Rwanda.

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 personnel for each of the clusters it leads at Country Level. This includes at a minimum, cluster coordinators and information management capacity[51]. Depending on the operational and inter-agency needs and resources, the dedicated information management capacity may be assigned to support more than one UNHCR-led cluster. UNHCR Representatives must be supported with the expertise and resources required to meet UNHCR's institutional commitments. In the case of sudden onset emergencies, the UNHCR-led global clusters and/or DESS (in collaboration with the relevant Regional Bureau and relevant HQ entities) 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. The Emergency Staffing Guidelines provide recommendations on assessing and creating UNHCR Staff Positions are assessed. This objective should be 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 activated in a given response setting for harmonized and coherent strategies that maximize the systemwide protection impact for all crisis-affected populations.

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[51] See cluster staffing recommendations in UNHCR, Implementation Planning Tool for IDP Contexts.

2.5. OTHER COORDINATION ARRANGEMENTS

Mixed Settings (refugee and IDP situations occurring alongside one another)[52]

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**.[53] 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.[54] 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.[55] 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. The link to and inclusion in national systems as well as engagement of development actors and systems are key considerations for transitioning, and towards durable solutions.

Durable Solutions

In addition to IASC coordination arrangements, the 2022 United Nations Secretary General's Action Agenda on Internal Displacement designates the Resident/Humanitarian Coordinator to lead solutions to internal displacement at the Country Level to:

- proactively engage with national and local authorities on solutions,
- ensure solutions are reflected as a shared priority in UN Sustainable Development Cooperation Frameworks (UNSDCFs) and Humanitarian Response Plans (HRPs)
- work with authorities to make sure a dedicated and costed solutions strategy is in place.

As a complement to the UNSDCF, the IASC Framework on Durable Solutions for IDPs guides the preparation of durable solutions strategies.[56]

Signed in June 2022, the IOM-UNHCR Framework of Engagement[57] includes a workstream on durable solutions for IDPs. The workstream reaffirms the shared commitment to the pursuit of safe, secure and dignified durable solutions for IDPs and sets out a number of areas of joint and/or coordinated activities in this area. This includes for example collaboration in comprehensive needs analysis and tracking of multi-sectoral conditions in IDP locations, in resource mobilization (including joint proposals to UN pooled funding mechanisms), and in advocacy and communication approaches.

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[52] Clusters are not applicable in mixed movements, i.e., 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 actors. 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. In 2022, this led to the signing of an IOM-UNHCR Framework of Engagement ("Serving and Protection Together"), which sets out collaboration in the areas of durable solutions for IDPs, mixed movements of migrants and refugees, and data.

[53] UNHCR (2019), Updated Refugee Coordination Guidance Note (Pending Revision of the new Refugee Coordination Model).

[54] For more information, see UNHCR/OCHA (2014), Joint UNHCR-OCHA Note on Mixed Situations. Coordination in Practice.

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

[56] IASC (2010), Framework on Durable Solutions for Internally Displaced Persons. See also the Durable Solutions Indicator Library, which is based on the IASC Framework.

[57] IOM/UNHCR (2019), Framework of Engagement. Serving and Protection Together.

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Ukraine. Collective centre for internally displaced persons

In addition, in renewing their existing commitments, UN-HCR and UNDP signed a Global Collaboration Framework for Inclusion and Solutions.[58] The framework reflects joined up efforts to advance solutions to internal displacement including through development approaches and the strengthening of national and local capacities.

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.[59] 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. Many peacekeeping activities overlap with IDP protection, especially in relation to protection of civilians,

IDP settlements, reintegration of combatants, and community policing. Peacekeepers are frequently engaged to enhance the physical security of IDPs, especially in and around IDP settlements.

At a minimum, UNHCR needs to be actively involved in information sharing through existing platforms for humanitarian civil-military coordination. But it might also consider jointly participating in areas of collaboration which may include stabilization of transport routes and areas of return; efforts to resolve housing, land and property issues; strengthening of justice mechanisms and capacity-building initiatives for Government and civil society; IDP inclusion in national and sub-national dialogues for peace; and humanitarian mediation to secure physical access to IDP populations requiring assistance. UNHCR-led clusters -particularly the GPC-could also be used to coordinate with peace actors —in the relevant sectors— to ensure the inclusion of IDPs both in social cohesion and peaceful coexistence initiatives and peacebuilding processes.

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

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[58] UNDP/UNHCR, Global Collaboration Framework for Inclusion and Solutions 2023-2025.
[59] Global Protection Cluster (2013), Diagnostic Tool and Guidance on the Interaction between field Protection Clusters and UN Missions.

© UNHCR/Julian Busch
Afghanistan. Winterization in Bamyan province

3. PROGRAMMING AND OPERATIONAL DELIVERY

Protecting and assisting internally displaced people is central to UNHCR's work. We have a coordination and operational delivery role to ensure protection and prevent further displacement, and we work to provide life-saving assistance and support progress toward solutions for displaced communities. The IDP Policy highlights the importance of UNHCR Country Operations' predictable and meaningful engagement that fulfills UNHCR's IASC coordination and leadership responsibilities and contributes operationally to an inter-agency response. The Focus Area Strategic Plan on IDPs aligns with the Policy and complements it with additional guidance on prioritization for different operational contexts.

Multi-Year Strategy

UNHCR's operational engagement in situations of internal displacement reflects its multi-year strategy in each country. A UNHCR multi-year strategy captures an analysis of the situation, a strategic vision and theory of change, a results framework as well as resource management and monitoring and evaluation plans. These elements are inclusive of all population types that UNHCR engages with in a given country, including internally displaced people and communities that host them. For further information on our organizational multi-year programme cycle, please refer to the Policy on Planning for, Getting and Showing Results.[60]

UNHCR's multi-year strategies provide flexibility to align to relevant other IDP planning frameworks, such as Humanitarian Response Plans (HRPs). Further, where UNHCR is cluster coordinator for the protection, shelter and CCCM clusters, ensure strategic tri-cluster leadership that enables harmonized and complementarity action to maximize a protection impact. For examples, results statements and indicators should be aligned between UNHCR and the three clusters for consistent analysis, reporting and coherence.

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[60] UNHCR/HCP/2023/05, Policy on Planning for, Getting and Showing Results

Operational Considerations

Pursuant to their multi-year strategies in the context of internal displacement, including in mixed population contexts, UNHCR operations will make sure that:

- UNHCR's strategic vision, planned outcomes and outputs and stakeholder engagement are coherent with rights-based approaches outlined in the Guiding Principles on Internal Displacement
- UNHCR's engagement reinforces national responsibility and contributes to building local capacities and ownership while working with the range of available stakeholders, leveraging comparative advantages.
- People are at the center by continuously engaging with IDPs and others in decisions that affect their lives and course-correcting programme design and implementation based on feedback wherever possible.
- The planned engagement is evidence-based and that UNHCR offices actively participate in or conduct, when appropriate, joint assessments that look inclusively at protection risks and persons with specific needs, and needs that consider age, gender, disability and other diversity elements.
- Resources and capacity are allocated in an equitable manner according to needs-driven requirements.
- Ensure that risk and opportunities are accounted for in the design of the programmes, and in our engagement with partners for project development.

Procedures to access the Emergency-Reserved Budget and requests for OL[61] increases in the period of an emergency declaration apply to IDP situations as per the Resource Allocation Framework (RAF).

The Implementation Planning Tool (Building Blocks) for IDP Contexts provides guidance on tailoring, adapting and communicating UNHCR's protection, shelter, CCCM and solutions activities to local contexts, advocating for inclusion and seeking to support and improve existing national capacity and social service infrastructure. [62] It also highlights the importance of inter-agency collaboration and includes technical guidance on key activities to ensure that protection, shelter, camp coordination and camp management, and solutions for internally displaced people are appropriately considered.

Area-Based Approaches

Area-based approaches are an important way to ensure inclusion of all relevant population groups within a geographical area, regardless of international protection status, leveraging available opportunities and resources to advance protection and solutions to forced displacement for all in a way that supports local protection systems.. Area-based approaches are by nature multi-stakeholder. In this arrangement, UNHCR has a catalytic and coordinating role bringing different actors together to address a communities multisectoral needs, based on mutual comparative advantage. In some instances, this may involve kick-starting services or implementing quick impact projects for an area, which other actors then assume as part of their longer-term contributions to local development plans. Leveraging its protection expertise, UNHCR plays a principal role in advocating with national authorities for the inclusion of forcibly displaced in national and local development plans, and in building the capacity of community protection structures.[63]

Data and Information

To ensure that quality **data and information** (i.e., data that is relevant, accurate, timely, complete, standardized, interoperable, well-documented, up-to-date and interpretable)**,** is available as the starting point for evidence-informed programming that supports effective protection and assistance, UNHCR Country Operations are encouraged to factor in sufficient capacity for data and information management (IM) (including for data collection and analysis) as this will inform organizational, sector/cluster and inter-agency strategic planning, programming, advocacy and resource mobilization. This capacity needs to be complementary of and coordinated with the IM and data capacity of other partners.

Contact: DSPR and the Global Data Service (gds@unhcr.org).

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[61] For more information on OL/OP increase mechanisms, see UNHCR/HCP/2023/06 Policy on Resource Allocation and Management.
[62] UNHCR, Implementation Planning Tool for IDP Contexts (Building Blocks).
[63] For more information, see UNHCR (2024), Focus area strategic plan for protection and solutions for internally displaced people 2024-2030.

4. RESOURCE MOBILIZATION

💡 **Key Messages**

- Effective resource mobilization is underpinned by solid, prioritized programming for IDP situations
- Ensure consistent donor engagement through regular donor briefings on situational developments and evolving programmes
- Proactive and early engagement by Representatives and senior staff at the inter-agency level is imperative to capitalize on pooled funding opportunities (e.g., CERF and CBPFs)
- Engagement from Representatives with embassies to tap into country-based sources should not be neglected

Resource mobilization in support of UNHCR's engagement in IDP situations is framed within UNHCR's overall agency-wide approach to seek and secure funding for our work across the full spectrum of forced displacement, regardless of population group.

In the first instance, fundraising is done against identified priorities. Therefore, it is **imperative that operations prioritize the needs of IDPs in their (OL) budgets**. As such, these needs can also be resourced through other funds that are not necessarily earmarked towards IDPs. Funds specifically earmarked for IDPs are another potential source.

Government Donors and the European Union (EU):
Governments and the EU remain the main sources of funding for UNHCR. Some of these donors earmark specifically for IDP operations or provide flexible funds that can be allocated towards priorities within the OL. Indeed, flexible funding, particularly unearmarked funding has greatly facilitated UNHCR's ability to have greater impact on prioritized needs with limited resources.

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. **Engagement from Representatives with embassies to explore country-based sources is strongly encouraged.** Information on government donors can be found in the "Know your donors" resource document. Moreover, DRRM donor focal points can be consulted for further information on donor interests and prior to approaching donors in the field.[64]

Local and Regional Fundraising:
In addition to government donors, Country Operations are strongly encouraged to explore local and regional public funding sources. As per the revised Resource Allocation Framework (RAF), funding from UN sources and intergovernmental entities will result in an increase of OL. See RAF, Annex 1 for details of eligible funding sources.

The following funding streams have been identified as key funding sources for our engagement in situations of internal displacement and will result in an OL increase of the operation receiving funding from those sources:

Central Emergency Response Fund (CERF)
A multi-donor humanitarian financing instrument, CERF is one of the fastest and most effective ways to ensure that urgently needed humanitarian assistance reaches people affected by crises. [65] Note that CERF funds any emergency, including refugee responses.

The Emergency Relief Coordinator (ERC) manages CERF and is supported by the CERF secretariat. At Country Level, the funding process is managed by the HC/RC, in close consultation with the humanitarian community. UNHCR Representatives' ongoing engagement with the HC/RC and their office before, during and after a crisis is essential for successful fundraising from CERF for urgent needs. In addition, cluster and operational staff must be engaged at the sectoral level to ensure an equitable allocation of CERF funds based on the needs.

CERF provides funding under two windows. **Rapid Response** (RR) allocations allow country teams to kick-start relief efforts immediately in a coordinated and prioritized response when a new crisis emerges.

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[64] For the latest list of all donor focal points, see the DRRM intranet page and click on the organigram.
[65] CERF is UNHCR's second largest funding source behind the United States for our engagement in situations of internal displacement. In total, of the 19.3 million people assisted by CERF to address the consequences of displacement in 2021, over 48% were internally displaced (9.4 million) and 41% were the host community.

The window is open year-round. The funding request is initiated by the field. HC/RCs should reach out as early as possible to the ERC to discuss an RR funding request in principle before making any official submission. Note that CERF will only fund a portion of the needs identified (usually 30%). **Underfunded Emergencies** allocations help scale-up and sustain protracted relief operations to avoid critical gaps when no other funding is available. The funding allocation is initiated by the ERC who releases the list of countries, usually a dozen, on a bi-annual basis. The ERC selects countries based on several criteria, including the level of funding, humanitarian needs, risk, and vulnerability; consultations with UN agencies, NGOs, and different parts of OCHA; and a review of documents such as Humanitarian Needs Overviews.

Country Humanitarian Funds or Country-Based Pooled Funds (CBPFs)

Also referred to as country humanitarian funds, CBPFs are multi-donor humanitarian financing instruments managed by the OCHA at the country-level under the leadership of the Humanitarian Coordinator (HC), in close consultation with the humanitarian community.

CBPFs are established when a new emergency occurs or when an existing crisis deteriorates and support the highest-priority projects of the best-placed respond-

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Mozambique. Displaced rebuild after destruction of Cyclone Gombe in Nampula

ers (including international and national NGOs and UN agencies) and supports priorities set out in Humanitarian Response Plans (HRPs). As such, it is essential that UNHCR's requirements are reflected in the HRPs for proposed activities to be eligible for funding from CBPFs. CBPFs provide funding under three modalities: the Standard Allocation, the Reserve Allocation (emergencies), and the Pre-Positioned funding to enable a '48-hour response'.

Representatives are encouraged to join country based pooled fund advisory boards or at the very least be engaged with the board and its members on strategic decisions, including allocation strategies, to ensure protection remains central to response.

Contact: DRRM – Humanitarian Pooled Funding.

Development Funding

Development actors are generally risk–averse and mobilizing development funding for IDP responses in countries heavily affected by fragility, conflict and violence can be a challenging task. International financial institutions generally prefer to channel funding though government structures rather than directly to implementing partners. In exceptional cases, when the Government either lacks a specific expertise or operational capacity, parts of a project may be implemented through UN agencies, including UNHCR. Development partners' political, financial, and technical capacities can also be leveraged to address IDP-related issues by drawing on UNHCR's expertise in refugee protection and inclusion under the Global Compact for Refugees.

This approach applies to both bilateral as well as multilateral development actors, although some bilateral development partners may be more interested in direct implementation arrangements with UN agencies. A key consideration for UNHCR is the careful assessment of the opportunities and risks related to such an engagement (see UNHCR'S Strategy On Engaging With Development Actors) including its comparative advantage, capacity and expertise and the longer-term strategies around such projects. Seeking guidance from DRRM and DRS prior to approaching development donors is essential.

Contact: DRRM – Development Funding.

Private Sector Fundraising:

As one of the principal sources of unearmarked and softly earmarked contributions to UNHCR, the private sector is critical in supporting UNHCR's engagement in IDP situations through flexible funding as well as funding provided to specific IDP emergencies - both conflict and disaster-related. Individual donors, corporations, foundations, and philanthropists are often particularly motivated to support higher-visibility displacement crises and would require more proactive communications and fundraising efforts for less visible crises. To mobilize funding from the private sector, UNHCR should articulate its role in the response with a clear, cohesive and credible voice. The private sector could also be engaged through thematic appeals/campaigns highlighting the key sectoral needs (e.g., shelter, prevention, and response to gender-based violence, child protection, etc.) and/or the most vulnerable groups (e.g., women, children, elderly, etc.).

Key messaging is important from the onset of an emergency: information on humanitarian coordination and the Cluster System is rarely appealing to private donors, and instead messaging should stress the impact of UNHCR's response with a focus on the areas where UNHCR has a clear role in the response on the ground (e.g., protection, shelter, site management and solutions-oriented interventions). Impact updates on a regular basis are also required to engage and sustain donors in the long term. On an ongoing basis, the private sector can also be engaged in IDP situations by including relevant materials in thematic appeals highlighting key sectoral needs such as shelter, prevention and response to gender-based violence, and child protection.

Tip: The World Bank-UNHCR Joint Data Centre on Forced Displacement (JDC[66]) regularly has calls for expression of interest to fully or partially cover the costs of activities that are aligned with its strategy and workplan.

Contact: Private Sector Partnerships Service.

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[66] UNHCR/World Bank Group, Joint Data Center on Forced Displacement.

5. COMMUNICATIONS

5.1. INTRODUCTION

The following 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 Regional Bureau levels, including within inter-agency coordination mechanisms. It should inform the work of all UNHCR personnel engaged in communications and advocacy working in IDP situations.

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Afghan girls at the Dasht-e-Essa Khan middle school

5.2. UNHCR COMMUNICATIONS IN IDP SETTINGS

Communications is a key strategic driver of UNHCR fulfilling its mandate for the people we work with and for, helping mobilize necessary public, political, moral and financial support, and in ensuring transparency and accountability in our work. In accordance with UNHCR's Global Communications Strategy[67] communication should be centered on three objectives:

- Lead the narrative
- Generate empathy
- Mobilize action

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 IDPs, 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 should:

- **Identify a Public Information (PI)/Communications focal point** for the Operation to lead communications and visibility requirements.

- **Immediately develop key messaging and if-asked lines**, with the support and input of the relevant Regional Bureau and Global Communications Service, to enable field, regional and HQ colleagues to proactively communicate on the situation or respond to media or other external requests.

- **Develop and implement a UNHCR country-level communications strategy** in support of the operational response, the country-level cluster leadership and UNHCR's global strategic priorities. The strategy should be developed in alignment with UNHCR's Global Communications Strategy.

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

- **Proactively and transparently communicate on risks and opportunities with key stakeholders,** adopting a "no surprises" approach to ensure they do not discover concerning news through the media.

Drawing from both UNHCR's operational engagement and its cluster leadership, UNHCR should actively participate in inter-agency communications for a (UN/HCT communications groups) and input into joint communications and advocacy messaging and strategies. Care should be taken to ensure that UNHCR's voice and information products remain distinct, including through appropriate branding.

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Myanmar. Millions of people at risk in the aftermath of Cyclone Mocha

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[67] UNHCR, Global Communications Strategy.

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 the State's 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, regional frameworks 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
	  • 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 promotion and respect of the humanitarian principles
	• Highlight the dangers and suffering endured by IDPs
	• Warn about protection issues and risks faced by vulnerable populations and heightened risk profiles
	• Provide data and information about IDP populations and displacement-affected communities, including their situation, needs, capacities, and gaps in the response
	• Promote education and economic inclusion for IDPs
	• Show UNHCR's leadership and operational impact
	• Advocate for funding and resource mobilization
	• Highlight the need for local, national, regional and international solidarity
	• Champion the positive impact of individuals and organizations supporting IDPs

Solutions	• Advocate for IDPs to make informed decisions about their futures and access all available 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 of property) • 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. TERMINOLOGY

The concept of internal displacement and the acronym "IDPs" can be difficult for most audiences to understand. In our communications, we favour 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.

Contact : Global Communications Service, DER

© UNHCR/Dumhpau Hkunring
Myanmar. Daily life in an IDP camp. A woman is preparing food to feed her pigs in Kachin State.

© UNHCR/Santiago Escobar-Jaramillo
Honduras. Community centre for internally displaced

6. ENGAGEMENT IN SOLUTIONS AND RESPONSIBLE TRANSITIONING

6.1. INTRODUCTION

Over time, UNHCR's engagement in an internal displacement situation changes according to a number of factors including, substantial decreases in the size of the IDP population, reduced violence, cessation or reduction/decrease of the immediate cause(s) of displacement, implementation of peace agreements, changes in the ability of national authorities or other actors to assume responsibility, or the achievement of solutions for IDPs. In some cases, scale down may be precipitated by an explicit government request for UNHCR to discontinue one or many parts of its work with IDPs and/or IDP returnees.

In anticipation of such scenarios, UNHCR needs to be proactive in transitioning responsibly. This must be accompanied by consultations with the relevant Regional Bureau and Headquarters 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/sectors and inter-agency strategies to facilitate a smooth transition.

6.2. OBJECTIVES

A durable solution is achieved when internally displaced persons no longer have specific needs for assistance and protection related to their displacement, and when they can enjoy their human rights without discrimination resulting from their displacement. Therefore, the achievement of solutions entails the incorporation of principles and approaches that promote solutions into our responses and programmes from the outset. Solutions should be considered across the displacement continuum, and UNHCR should engage with stakeholders and intervene operationally while thinking and planning for a future transition from the outset of a response.

Responsible transitioning needs to be a strategic shift that requires the organization to work in a different manner 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 IDPs, communities, national and local NGOs, development, peace and human rights actors, and civil society.

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

It is the States' responsibility to protect, assist and find solutions for IDPs, underpinned by legal and moral obligations. UNHCR's interventions should be geared towards supporting and strengthening the capacity of the Government / relevant authorities and their local partners that are mandated to perform such functions. Where the State or relevant authorities are unable or unwilling to fulfill these functions, UNHCR's interventions should strive to align with and/or be integrated into relevant national and sub-national level laws, policies, strategies, and plans to ensure national/local ownership and the sustainability of solutions over time.

© UNHCR/Priscilla Gracinda Gomes
Syria. UNHCR supports conflict and earthquake displaced at Barmaya site

6.3. MINIMUM ACTIONS

The section below describes the minimum actions for responsible transition by UNHCR. For additional guidance, consider the prioritization approach and UNHCR's planned role in different operating contexts to inform decisions on responsible transition for the programming outputs included in the UNHCR's Focus Area Strategic Plan for Protection and Solutions for Internally Displaced People.

6.3.1. Broad engagement, stakeholder mapping and capacity development

- Consult with authorities, partners and affected communities about UNHCR's transition plans, seek feedback and adjust 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 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.
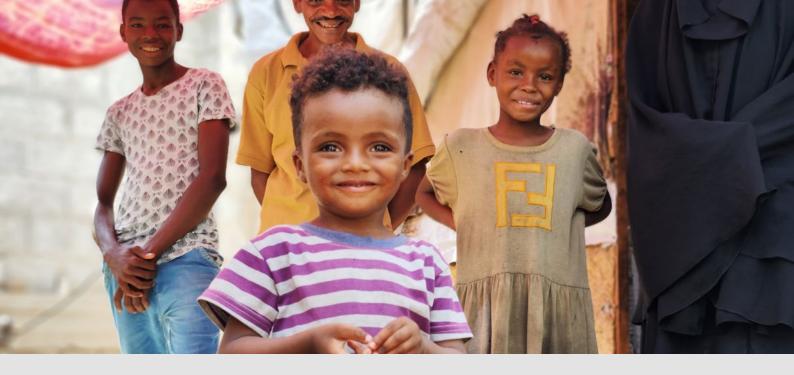
- Ensure that capacity development programmes and activities of UNHCR and others focus on capacitation of national actors, including IDPs, IDP returnees and national staff, for IDP protection and solutions.
- Ensure also capacitation of UNHCR locally-recruited colleagues that may be more heavily involved in IDP response after international dedicated cluster leads and other positions are discontinued or scaling down.

© UNHCR/Samuel Otieno
South Sudan. Residents battle to keep waters at bay in flood-prone remote town

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/Ahmed Al-Mayadeen
Yemen. Displaced People received Cash Assistance in Shaab IDP site in Aden governerate

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 gathering and compilation suited for development planning. This analysis should address the root causes of protection risks and gaps, and highlight issues that are important for development, including rule of law, access to basic services, economic equality, and social safety nets.

> **Tip:** Through the implementation of profiling exercises, UNHCR works with the Joint IDP Profiling Service (JIPS[68]) to generate a rich evidence base to analyse a displacement situation, for example in relation to the socio-economic conditions, capacities, expectations, risks and needs of IDPs and the wider displacement-affected communities; this information can be used by development partners in their planning. These profiling exercises have resource and financial requirements that should be included in UNHCR's planning.

- Work with national partners to include the protection analysis and evidence base into 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 the findings of protection analysis and other evidence 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 including to build national and local protection systems and institutions. 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 capacity development efforts, support national stakeholders' fundraising strategy and assist, as appropriate, in preparing initial funding proposals.

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[68] For details on JIPS activities and methodology, see <u>Joint IDP Profiling Service</u>.

6.3.3. Cluster transition and de-activation

- To ensure that clusters adapt to changing circumstances and remain light, efficient, effective and fit for purpose the HC/HCT should conduct an annual review and report to the ERC of the ongoing status of clusters in every Country Operation, with a view to recommending continuing, deactivating, scaling down and/or handing over clusters, as appropriate. Where clusters are not formally activated, it is recommended to carry out regular reviews of the existing humanitarian coordination architectures for the same purpose.[69]

- 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.[70]

> **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 addressed jointly across different government organizations. When appropriate, 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.

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Sudan. Razan: a UNHCR volunteer in Wadi Halfa

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[69] IASC (2015), Guidance: Cluster Coordination at Country Level - IASC Sub-Working Group on the Cluster Approach and the Global Cluster Coordinators' Group.
[70] IASC (2015), Reference Module for Cluster Coordination at the Country Level, Cluster Transition and De-activation chapter, pages 36-41.

© UNHCR/Eugene Sibomana
Chad. UNHCR provides shelter in Sila province

6.3.4. Law and policy development

- Promote government-led laws, policies,[71] 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); re-affirm that IDPs have a right to protection, assistance and solutions; facilitate tailored responses to particular displacement situations; and facilitate national, regional and/or 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 (see UNHCR's Global Law & Policy Database (https://www.refworld.org/), and the requisite advice, community of practice and support can be facilitated by the Global Protection Cluster and the 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 relevant Regional Bureau and/or 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 develop 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.

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[71] 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.

6.3.5. A shift to solutions-oriented area-based programming

UNHCR's contribution to HRPs more broadly and its own response/projects in adopting resilience-based approaches would lay the groundwork for solutions. Area-based programming that builds on existing government systems and services and is aligned with local or national development plans would be key including in areas identified for facilitated return/reintegration, local integration and settlement elsewhere/relocation. Promoting area-based coordination from the outset would facilitate entry points. Drawing linkages in our investment in internal displacement with creating conditions for sustainable reintegration for refugees is an integral part of our work including for strategic resource mobilization.

> **Tip:** Leveraging our existing bi-lateral engagements including through the global collaboration agreements/frameworks with other UN agencies in designing, planning and implementing area-based programming is key to support advancing solutions with adequate resources and in a sustainable manner, promoting local ownership and accountability.

Contact: IDP Unit, DIP and Solutions Unit, DRS.

© *UNHCR/Tiksa Negeri*
Ethiopia. Ilama Ahmed, 31, an Internally Displaced Person walks home with groceries she purchased from a shop owner, Ahmed Salah Ahmed in Darso camp for the Internally Displaced Person

7. ACRONYMS

AAP   Accountability to Affected People

AGD   Age, Gender and Diversity

CBPF   Country Based Pooled Fund

CCA   Common Country Analysis

CCCM   Camp Coordination and Camp Management

CERF   Central Emergency Response Fund

CWC   Communications with communities

DER   Division of External Relations

DESS   Division of Emergency, Security and Supply

DIMA   Data, Identity Management and Analysis Units

DIP   Division of International Protection

DRRM   Donor Relations and Resource Mobilization (in DER)

DRS   Division of Resilience and Solutions

DSPR   Division of Strategic Planning and Results

GBV   Gender-based violence

GDS   Global Data Service

GPC   Global Protection Cluster

GSC   Global Shelter Cluster

HCT   Humanitarian Country Team

HNO   Humanitarian Needs Overview

HRP   Humanitarian Response Plan

HQ   Headquarters

IASC   Inter-Agency Standing Committee

IDPs   Internally Displaced Persons

IMO   Information Management Officer

JIAF   Joint intersectoral analytical framework

JIPS   Joint IDP Profiling Service

MIRA   Multi-Sector Initial Rapid Assessment

NSO   National Statistical Office

PSEA   Protection against sexual exploitation and abuse

RC/HC   Resident Coordinator/Humanitarian Coordinator

UNSDCF UN Strategic Development Cooperation Framework