



UNHCR's Contribution to the Inter-agency Response to IDP Needs

Supplementary Appeal



Somalia/IDP women constructing shelters/Kondahar IDP Camp, UNHCR/L.Taylor

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Table of Contents

1. Introduction.....	3
2. Country Programmes	
Democratic Republic of the Congo.....	6
Liberia.....	9
Uganda.....	12
Somalia.....	15
Chad.....	18
Colombia.....	21
Nepal.....	24
New Developments in the Central African Republic and Côte d'Ivoire	28
3. Global Clusters.....	29
Protection Cluster.....	29
Camp Coordination and Camp Management Cluster.....	31
Emergency Shelter Cluster.....	32
ANNEX I	
Total Budget requirements for UNHCR's 2006 IDP Programmes.....	35
ANNEX II	
Funding Overview.....	36
ANNEX III	
Country Maps	

INTRODUCTION

1. UNHCR's commitments within the inter-agency framework for the protection and assistance of internally displaced persons

UNHCR has an extensive history of providing protection and assistance to internally displaced persons (IDPs). Its mandate for doing so is to be found in a number of General Assembly resolutions dating from the 1990s. In defining the terms of UNHCR's involvement on behalf of IDPs, these resolutions emphasized that it should be based on requests by the Secretary-General or the competent principal organs of the United Nations, and that it should take into account the complementarities of the mandates and expertise of other relevant organizations.

In the context of growing pressure for a more concerted response by the international community to IDP needs, UNHCR worked closely with the Inter-Agency Standing Committee (IASC), the Emergency Relief Coordinator (who is charged with the inter-agency coordination of protection and assistance to IDPs), the IDP Unit of OCHA and its successor, the Internal Displacement Division (IDD) in order to determine how UNHCR's existing mandate from the General Assembly could be used more consistently and efficiently in support of a coordinated, inter-agency effort on behalf of IDPs, based on the comparative advantages of each agency. This inter-agency effort, first known as the "collaborative approach", was later included in a broader review of humanitarian response commissioned by the Emergency Relief Coordinator in late 2004, following which a set of humanitarian reform initiatives was launched covering response, funding and coordination.

In December 2005, some months after the humanitarian response review was completed, the Principals' Meeting of the IASC agreed to establish the "cluster leadership approach," whereby nine critical areas of humanitarian response were organized into "clusters" of

relevant actors each with a designated "cluster lead." Within this system, UNHCR accepted to be the cluster lead for IDPs during conflict-generated emergencies in three areas: protection, emergency shelter and camp coordination/camp management.

While expected to serve as both "first port of call" and "provider of last resort" in their respective sectors, the role of cluster lead was not intended to mean that, in each and every situation, it would be the organization funding or carrying out, all the field activities. Rather, it would seek to maximize the involvements of other actors in addition to itself, as well as engaging in advocacy and resource mobilization to secure the additional, global funding in order to fill the response gaps within its sector.

The December 2005 meeting of the IASC agreed to implement the cluster approach in the Democratic Republic of the Congo (DRC), Liberia and Uganda as pilot countries. Somalia was added to the list of pilot countries following the meeting of the IASC Principals on 24 April 2006. It is estimated that nearly four million IDPs, out of an estimated global total of 24 million, are to be found in the four "pilot" countries. In addition, the Emergency Relief Coordinator has asked agencies to apply the cluster approach to major new emergencies in 2006.

The cluster leadership approach aims to improve the predictability, timeliness, and effectiveness of humanitarian response, strengthening leadership and accountability in key sectors where gaps have been identified. While not limited to IDPs (who are the focus of UNHCR's participation), the new approach does have as one of its major aims to also address the repeated requests of the UN General Assembly for a more predictable, effective and accountable inter-agency response to the protection and assistance needs of internally displaced.

It should be emphasized that UNHCR's commitment to the cluster approach does not amount to a "new mandate" for IDPs, which could in any case only be given by the General Assembly. Rather, the cluster approach provides a system-wide organizational framework, in which UNHCR may exercise its existing IDP mandate in a more predictable fashion, while

focussing on a limited range of sectors best linked to its protection expertise. The element of predictability also applies to the other cluster leaders, serving to ensure that UNHCR's IDP operations take place within a system of mutually-binding commitments, in a team approach coordinated globally by the Emergency Relief Coordinator and at the field level by a strengthened Humanitarian Coordinator system.

Nevertheless, it is true that, precisely because of the predictability that is the aim of the cluster approach, UNHCR's commitments within this approach carries with them the potential for a much larger involvement with IDPs than in the past, when UNHCR only intervened on a case-by-case basis and in the context of ad hoc collaborative arrangements with its partners. In that sense, one may speak of a "new mission" for UNHCR resulting from the cluster approach, but one that is fully consistent with its mandates from the General Assembly.

In recognition that the new inter-agency approach carries with it the potential for a major expansion for UNHCR's service to IDPs, and taking into account the difficulties of funding the needs of UNHCR's current beneficiary caseloads, the High Commissioner as well as the membership of the Executive Committee have stressed that additional funding would be needed for UNHCR's new commitments to be translated into practice, and that resources meant for refugees should not be transferred to fund these new commitments.

2. Progress in the implementation of the Cluster Leadership Approach

At the global level, the clusters have clarified areas of responsibility and complementarities, and reviewed standards and existing capacities within the clusters. They have developed prioritized plans to strengthen capacity and preparedness within the system in key gap areas; including the expansion of technical expertise, provision of guidelines, creation and use of existing stand-by rosters, joint training and stockpiles. In April 2006, OCHA issued an inter-agency appeal for funds for these global level capacity-building and preparedness measures, including support for UNHCR's leadership role in the three clusters.

Since the new approach has been agreed upon, there have been a number of achievements at the

global level as well as at the field level. In the three clusters where it has immediate responsibilities UNHCR has worked closely with OCHA and other participants. The Protection Cluster Working Group (PCWG) has brought together several UN agencies, ICRC, and a number of key NGOs engaged in protection work. UNHCR is pursuing strategic alliances with a number of them, and is working closely with UNICEF, OCHA and OHCHR. The PCWG is proving to be a valuable forum for exchange, development and harmonization of protection tools. The PCWG has supported country teams in DRC, Liberia and Uganda on protection strategies and with protection capacity. While the "PROCAP" staffing mechanism is a support, there are still difficulties in identifying and financing adequate levels of protection staffing for such emergencies.

The Camp Coordination and Camp Management cluster (CCCM) is co-led at the global level by UNHCR and IOM. At the field level, UNHCR is responsible for IDPs in conflict-generated emergencies and IOM takes on this role in natural disasters. Since there was no established network of agencies, and few agreed concepts and standards in camp coordination and management, a major task has been to clarify these concepts, and define and distribute related responsibilities within and between clusters. Two global cluster workshops have been held with the participation of several NGOs to validate the CCCM concept, and a CD-Rom has been produced jointly with the Protection Cluster containing "key resources for camp coordination, camp management and protection." More needs to be done to interest and engage NGOs with potential capacity in this area.

The Emergency Shelter Cluster has integrated a number of NGOs in its activities and has managed to secure pledges for secondment of staff from the Norwegian Refugee Council, in addition to the Swiss Development Cooperation and RedR Australia. The cluster has compiled a list of assessment tools, worked on standard-setting and has obtained the collaboration of UNOSAT to assist the cluster with maps and satellite imagery when needed. The aims of the cluster are to expand the number of qualified professionals available for rapid deployment and to strengthen stockpiles of shelter materials and related non-food items (NFI). The stockpile component is, however, not currently included in the Global Cluster Appeal and the main

component of the global strategic stockpiles will be part of an expanded central emergency stockpile held by UNHCR.

At the country level, spurred on by its commitments under the new cluster approach, UNHCR has strengthened its role in a number of IDP operations. In the first instance, this includes good progress in the four countries chosen as pilots for the cluster approach and in the new emergency for IDPs in Chad.

In **Liberia**, UNHCR has been instrumental in facilitating the voluntary return of some 314,000 Liberian camp-based IDPs, in collaboration with its operational partners. The cluster approach brings a number of UN and NGO actors together for joint assessment and strategic planning. In particular the camp management cluster has developed a camp closure strategy to focus on activities to be carried out to ensure that legal, environmental and other issues resulting from the long-term presence of IDP camps are addressed. Setting up the early recovery cluster has been slower than anticipated. Through community-based reintegration projects and restoration of basic services in areas of return conditions are gradually improving in areas of return.

In **Uganda**, the principle of freedom of movement underpins the protection strategy which is developing through the protection cluster. Advocacy with the Government has helped bring about the start of voluntary return of IDPs. The protection cluster works with a number of UN agencies and NGOs for joint assessment and strategic planning and has developed a protection strategy. The camp management sub-cluster under the protection cluster is presently working on a camp coordination and management strategy.

In **DRC**, UNHCR has established seven protection working groups in the country (in five provinces including the capital). Joint assessment and agreement on objectives among protection agencies has been challenging, but the cluster is now gaining credibility and momentum. One successful protection intervention was gaining agreement of the National Congolese Army to change a brigade in Katanga Province due to serious human rights violations against IDPs.

In **Somalia**, UNHCR also leads the protection

cluster and is currently carrying out IDP profiling exercises bringing about greater understanding of the needs of IDPs and prospects for durable solutions. The Office has started three quick impact projects, which are directly improving the protection situation of IDPs, in particular women and children.

These achievements have been made with very limited resources. UNHCR has appealed for funds through the respective country teams' inter-agency appeals in the four countries where the cluster leadership approach is being applied. Fresh contributions are urgently needed.



Somalia/ A makeshift shelter at the State house IDP Camp/UNHCR

The recent development of a worsening IDP situation in **Chad** has prompted the Country Team to apply the cluster approach there, consistent with the IASC policy on the response to new emergencies. UNHCR's part in the cluster approach in Chad is included in this appeal.

There are also two other UNHCR operations on behalf of IDPs that are currently within supplementary budgets and have been included in this appeal:

In **Colombia**, where UNHCR's IDP programme long predates the cluster approach, UNHCR is strengthening its collaborative arrangements and its IDP protection role pending the possible application of the cluster approach in this country.

In **Nepal**, the cluster approach is not presently being applied, but UNHCR proposes nevertheless to render protection services in response to the pressing request (predating the creation of the cluster leadership approach) of

the Special Representative of the Secretary-General and the IDD. As explained below, these services will be carried out as part of a coordinated inter-agency effort under the leadership of the Humanitarian Coordinator and the interagency Sub-Working Group on IDP protection. As noted, the plan in Nepal may be expanded somewhat as a result of an assessment that is currently in progress.

In the **Central African Republic** and **Côte d'Ivoire**, discussions continue within the respective Country Teams on how to organize the response to the IDP situations in these two countries. In Côte d'Ivoire, the Humanitarian Coordinator requested UNHCR to take the lead in protection, but the nature of other cluster arrangements is still under discussion. Further information will be provided as soon as possible. In this Appeal, the latest update is included as regards to IASC country teams' efforts for addressing IDP situations in both countries.

In a development parallel to the creation of the cluster leadership approach, the agencies comprising **UNAIDS** agreed in July 2005 to divide their work into seventeen categories, and designated UNHCR as the lead agency for HIV among displaced persons (refugees and IDPs). In this system, the lead agency is primarily responsible for coordinating the provision and/or facilitation of HIV/AIDS technical support. This should be seen as an issue that cuts across various parts of the cluster leadership approach. UNHCR will work closely with all cluster leaders and members to ensure that HIV programmes are implemented in a consistent and complementary fashion across all clusters.

For UNHCR, implementing its expanded commitments to IDPs within the cluster approach represents a great challenge, whereby the organization will be expected to provide leadership in key sectors and develop the capacity to respond systematically to new IDP situations. As noted, this has the potential to significantly increase the total number of persons relying on UNHCR's protection and assistance, albeit within a mutually supportive inter-agency approach. This is a particularly severe test in the context of current efforts to streamline staffing levels, and can only be tackled in a step-by-step-fashion. The activities detailed in this Appeal constitute, in our view, modest and prioritized first steps in the direction of UNHCR's "new mission." UNHCR hopes, with the generous

support of donors, to play its cluster lead role effectively, becoming a truly predictable partner to be relied upon by the rest of the humanitarian system. Internally displaced populations deserve no less from UNHCR.

THE DEMOCRATIC REPUBLIC OF THE CONGO (DRC)

Introduction

In early 2006, UNHCR, together with the UN peacekeeping mission, MONUC (UN Peace Keeping Mission), assumed leadership of the Protection Cluster in DRC. Since then the Protection Cluster has succeeded in establishing a **stronger protection voice** for victims of violence in DRC. While protection efforts existed before, the Protection Cluster now brings together all main UN and NGO actors to achieve a maximum impact for the protection of civilians in DRC.

Once the democratically elected Government is in place, it will be the actor responsible for the protection of its citizens. The Protection Cluster will continue to support the Government to achieve this aim, also through capacity building for local authorities, and put in place a national legal framework for the return of internally displaced and refugees.

UNHCR's role is two-fold. On the one hand, the agency functions as the manager and catalyst of the Protection Cluster in DRC – mainly a staff intensive activity. On the other hand, UNHCR implements targeted projects for the protection of displaced persons populations together with international and local NGO partners, in response to violence.

It has also taken the following direction. First, in view of the reality that the majority of IDPs are sheltered in host families rather than in camps, there was no need to establish a camp management cluster at this point in time and it was agreed that this issue would be addressed by the protection cluster. Second, at the request of the Deputy Special Representative of the

Secretary-General, Humanitarian Coordinator and Resident Coordinator, the work of the protection cluster encompasses the protection of civilians in general. Lastly, with regard to emergency shelter, UNICEF through NFI distributions has been responding to such needs and in consultation with UNICEF, it was decided to leave this issue under its leadership with UNHCR playing a strong partnership role in the Emergency Shelter/NFI cluster.

Before the establishment of clusters, there was a Return and Reintegration Working Group co-chaired by UNHCR and UNDP. This working group is now activated as a cluster and retitled Return, Reintegration and Recovery Cluster.

Other clusters are led by the following agencies: UNICEF (water, sanitation, emergency telecommunications and nutrition, in addition to education sector); WFP/FAO (food security); WFP/MONUC (logistics); and WHO (health).

Protection Cluster Management and Advocacy

UNHCR has structured the Protection Cluster with a bottom-up approach, leaving all main impulses for required action to regional protection cluster working groups, so far established in Ituri, North and South Kivu, and Katanga in Eastern DRC. As the cluster lead, UNHCR, with MONUC, undertakes targeted advocacy with key stakeholders, including the military, based on issues raised in the cluster working groups. The regional groups are organized and chaired by UNHCR with MONUC. The national protection cluster undertakes high-level advocacy and supports the regional working groups, in particular if they reach a dead end in negotiations and protection efforts. Practical intervention strategies are regional and put in place based on the inputs received from the regional working groups.

Targeted protection interventions

Protection through presence is the basis for targeted interventions, which inform the advocacy efforts of the protection cluster working groups. Together with international and national NGO implementing partners, UNHCR is putting in place a protection monitoring system in key areas of displacement and return. Monitoring actors will be with the displaced in the provinces and regularly provide analysis of their situation. UNHCR is also building up regional networks of NGOs for the mitigation and prevention of violence. Another area of practical interventions concerns the mitigation of ethnic conflicts through peace building projects, including support to mixed community committees, roving village theatre and the production of radio programmes. Finally, land and property rights issues of returnees have been identified as a main source of potential conflict and UNHCR will provide expertise in this area to seek solutions.

Progress has been made in the area of civil-military cooperation for the protection of civilians from violence. MONUC peacekeepers are gaining a greater appreciation for the protection implications of their activities and are more receptive to concerns raised with them by humanitarian actors. One example is the deployment of MONUC peacekeepers to Katanga Province in April-May 2006, where the population was exposed to gross human rights violations by armed groups. This preventive deployment has proven effective in reducing violence against the population. Another example is improved coordination and information sharing between military and civilians within the UN mission.

Goals and Objectives

Create a favourable protection environment

- Maintain a strong voice for the protection of civilians in DRC
- Establish strong partnerships between DRC authorities, UN agencies, civil society and donor countries to address protection issues
- Identify unmet protection needs, design projects and activities required to meet these gaps and advocate for donor support
- Support the establishment of a national legal framework for displacement in DRC

Protect IDPs and other affected populations against violence and exploitation

- Curb impunity
- Establish and implement strategies and

programmes on prevention and response to SGBV

- Enhance protection of children through, for example, implementation of inter-agency guiding principles on unaccompanied minors and separated children and programmes for children associated with fighting forces
- Ensure that the most vulnerable have access to basic services and enjoy basic rights
- Promote awareness of risks associated with mines and maintain response capacity to identify, demarcate and destroy mines
- Strengthen rule of law and traditional dispute resolution mechanisms to prevent land-related conflicts.

Promote and facilitate durable solutions for IDPs

- Help create conditions for the return of IDPs in safety and dignity
- Support the return movement as necessary
- Facilitate reintegration.



DRC/IDPs fleeing fighting arrive in Mitwaba village. UNHCR/J. Hesemann

Beneficiaries

The estimated IDP population is 1.6 million persons, in addition to an estimated 1.6 million IDP returnees. The vast majority of IDPs are self-settled and stay with host families rather than in organized camps. About 95% of those living outside camp settings are located in six provinces: Province Orientale, North Kivu, South Kivu, Maniema, Equateur and Katanga. These are also the provinces which generated large-scale refugee flows and to which refugee returns are taking place. In addition, populations

affected by displacement and violence will benefit from the activities.

Activities

Below are the main activities planned to achieve these goals and objectives:

- Conduct targeted bilateral and public advocacy
- Establish an effective protection coordination mechanism at field and national levels with adequate participation and effective linkages with other clusters
- Carry out a protection gap analysis and capacity mapping exercise in the five priority Provinces using a participatory assessment with a gender, age and diversity perspective
- Analyze current legislation, advise on establishment of legal framework for IDPs and reinforce national structures in charge of its implementation
- Identify and design priority projects required to meet gaps and advocate for donor support
- Sensitize and train political authorities and security forces on international human rights and humanitarian principles
- Implement peace building projects in areas with potential for ethnic conflict (Kivus)
- Strengthen the protection monitoring capacity, gather evidence of violence and exploitation for advocacy, public exposure and use in legal proceedings
- Advocate for increased presence of security forces or for a change in type of security force as required
- Ensure that victims of SGBV have access to legal redress, adequate health and psycho-social support
- Establish the demographic profile and areas of origin of IDPs
- Assess conditions in areas of origin and advocate and support measures to ensure safety of civilians
- Address land issues and other legal/protection issues through the deployment of an expert consultant and the implementation of adequate legal assistance project;
- Sensitize and prepare IDPs and host communities on return
- Liaise with the return and reintegration working group to ensure reintegration support

- Organize transport for groups with specific needs as required

Achievements

- Seven Protection Working Groups (PWGs) are operational in Kinshasa, North Kivu, South Kivu (2 groups - 1 in Bukavu and 1 in Uvira), Province Orientale and Katanga (2 groups - 1 covering Kalemie, Moba, Pweto and Manono and 1 covering Dubie, Mitwaba). Participants include UN Agencies, International NGOs, and MONUC. Due to the large number of national NGOs and also for security reasons, national NGOs are being associated through separate meetings
- Terms of reference and guidelines for PWGs have been established and adopted recognizing the cross-cutting nature of protection
- A bottom-up protection strategy/ plan is beginning to develop, based on PWGs analyses of gaps and definition of priorities
- Monitoring forms have been designed by the cluster lead and are currently discussed with partners in the protection cluster
- A registration exercise in Mitwaba, Katanga Province has been completed. The aim of this registration was to enhance understanding of IDP needs, the main cause of displacement and assist agencies in providing assistance
- Consultations with implementing partners (NRC, CARE, Search for Common Grounds and Caritas) have begun in order to develop projects for identified protection gaps (protection of civilians from violence, SGBV etc.) as well as for protection monitoring

Key Challenges

The main constraint is the vastness of the country which renders a comprehensive coverage of all displacement areas almost impossible, in particular as some IDP populations are difficult to access due to security or logistical constraints. More human resources need to be rapidly deployed to ensure adequate protection through presence in all main IDP areas. The presence and implementation capacity of international NGOs with protection expertise needs to increase, as

the current capacity of qualified organizations limits the scope of activities. The above constraints have affected the Office's capacity to coordinate the development of province-specific and flexible protection strategies/action plans. One of the main priorities in the coming weeks will be to finalize an overall action plan reflecting the diverse realities on the ground and the key protection priorities and to revise the DRC Action Plan and the UNHCR IDP project accordingly.

Key partners

Key UN partners are MONUC, OCHA, UNICEF, WFP, OHCHR, UNFPA as well as UNDP and FAO for reintegration activities. The successful implementation of the protection strategy will also rely heavily on the performance, experience, flexibility of the NGOs present in DRC.

Budget

DRC- Budget Requirement – 2006	
Sector	(USD)
Protection, monitoring and coordination	745,094
Domestic Needs	1,000,000
Legal Assistance / Protection	10,500,000
Operational support to agencies	1,500,000
Total Operations	13,745,094
Support Costs (7%)	962,157
Grand Total	14,707,251

LIBERIA

Introduction

UNHCR's role in protection and assistance to IDPs dates back to 2003 when, following the signing of the comprehensive peace agreement in Accra, the Office was involved in the relocation of IDPs who had congregated in public buildings inside Monrovia as a result of the fighting. At the

beginning of 2004 there were an estimated 500,000 IDPs in Liberia, 314,000 of whom were registered in camps. Many of the IDPs who had not opted to move to camps are still squatting in public buildings in Monrovia. In close cooperation with other partners, UNHCR has contributed to the protection and assistance of camp-based IDPs. Since early November 2004, UNHCR assisted the return to their places of origin of 314,000 registered IDPs and 9,732 refugees who had repatriated to a situation of displacement.

With the decision of the IASC to designate Liberia as one of the pilot countries for the “cluster leadership approach”, the UN country team discussed the best modalities to address the new challenge. Subsequently, the UN country team has revised coordination mechanism with agencies taking the lead responsibilities in the assigned clusters. In this context, UNHCR has taken up the cluster lead role for IDP protection, emergency shelter (including NFIs) and camp management, while other UN agencies took up the responsibility for other clusters such as WFP (food security, telecommunications and logistics), UNICEF (nutrition, water and sanitation), WHO (health) and UNDP (early recovery).

This appeal made for IDPs complements UNHCR’s Annual Budget programme in Liberia, which only makes provision for the repatriation and reintegration of Liberian refugees in addition to providing protection and assistance to Ivorian, Sierra Leonean and other urban refugees in Liberia.

Goals and Objectives

- To enhance UNHCR’s capacity to assume the cluster lead across the country for **protection, camp management, emergency shelter and non-food items**; and
- To expand the operational priority areas providing community-based reintegration assistance in districts of high IDP return that do not overlap with refugee return areas.

Beneficiaries

The total initial population figures of 326,252 comprising 314,817 WFP-registered IDPs, plus

11,435 UNHCR-registered Liberian refugees who returned from Sierra Leone before their counties of origin had been declared safe for return, and were accommodated in IDP camps during the interim. The overwhelming majority has in the meantime returned to their places of origin.



Liberia, IDPs/ Christian Association for the blind, Tubmanburg. UNHCR/E. Compte Verdaguer.

Activities

Protection, monitoring and co-ordination:

Enhance capacity to identify, gather, analyse and disseminate information on protection needs and gaps, and propose a response strategy.

Transportation: Provide light vehicles and trucks to move persons and their belongings from IDP camps to areas of return as well as materials for reintegration projects; while also enhancing access to rural areas through rehabilitation of secondary and tertiary roads.

Health: Rehabilitate 50 clinics in districts of high IDP return, provide incentives to health staff and support partners to improve their outreach to isolated areas.

Shelter: Provide and distribute shelter kits to 10,000 needy families.

Community-based reintegration: Implement community empowerment projects to support the restoration of basic services (education, water, sanitation, and health), food security and productive livelihoods.

Achievements

Some 314,000 of the initial 325,095 IDPs registered in camps in November 2004 have left

the camps and been provided with transportation allowances, NFIs and food assistance allowing them to return to their places of origin. As camps were being vacated activities have been put in place to ensure that (1) sites formerly occupied by IDPs were returned to their rightful owners in acceptable condition, (2) durable solutions are identified for those opting not to return to their places of origin, (3) the Early Recovery Cluster responds to the needs identified in areas of origin to ensure that the return is sustainable.

Under the leadership of UNHCR, the Protection Core Group (PCG), which was in existence before the implementation of the cluster approach, has been re-structured and strengthened through the adoption of new terms of reference and work plans covering priority areas, including return monitoring, SGBV and child protection. The needs that are being addressed result from weaknesses in the rule of law (absence of the judiciary, national police, lack of physical structure, materials, communication, insufficient training, inadequate handling of SGBV and juvenile justice) inadequate reconciliation/ mediation systems and the failure to address earlier human rights abuses, disfunctioning systems to deal with the restitution of property, low-level participation by women in decision-making, lethargy or lack of community motivation in addressing community problems, and general lack of awareness on human rights and SGBV.

A common Protection Monitoring Form has also been adopted and circulated for use. More than 500 NRC monitors are now trained in its use, while the Liberian Refugee Repatriation and Resettlement Commission (LRRRC), Save the Children-UK, IRC, and OXFAM have either taken it up or are considering its adoption. Protection concerns throughout the country are being identified through regular analysis by the PCG. Identified gaps in protection are to be addressed together by the Government, relevant agencies and donors.

A Joint Action Plan for community-based recovery has been developed with the FAO, UNICEF, UNDP and WFP to help prioritize needs in areas of return and prioritize interventions. UNHCR is also advocating for bilateral and multilateral development actors to prioritize the main areas of return in developing and implementing reconstruction and rehabilitation programmes.

Future plans

- Continue to improve on the quality of protection monitoring and contribute to strengthening the Government's ability to address protection issues
- Gather information on IDPs squatting in public buildings
- Identify durable solutions (local integration or integration in another part of the country) for the remaining IDPs, including unregistered ones, persons with special needs, etc
- Ensure that the Early Recovery Cluster responds to the concerns identified through the camp closure strategy, even where these may fall outside the purview of the priority areas of rule of law, income-generation and roads/bridges
- Ensure the sustainability of return such as establishing a link with the Early Recovery Cluster in view of the immensity of community reintegration assistance needs

Key partners

While UNHCR is the lead agency on protection issues in general as well as on camp management, other agencies have played a focal point role on a number of core themes, as reflected below. There has also been close cooperation with LRRRC.

Protection Cluster

Focal point themes: Rule of Law, Prevention and response to SGBV and Sexual Exploitation and Abuse, child protection, human rights monitoring, land, property, housing rights, return/resettlement of IDP

Lead agency: UNHCR

Partners: UN Mission in Liberia (UNMIL), Relief Recovery and Rehabilitation-UNMIL, Human Rights-UNMIL, UNMIL Civil Affairs, UNDP, UNICEF, UNFPA, UNICEF.

Camp Management Cluster

Lead agency: UNHCR

Partners: UNICEF, Humanitarian Coordination Section-UNMIL, International NGOs (Oxfam, Save the Children-UK, IRC, NRC, Christian Children's Fund), National NGO (FIND, WANEP).

Budget

Liberia - Budget Requirement - 2006	
Sector	(USD)
Protection, monitoring and coordination	1,981,413
Community Services	2,382,265
Health	1,000,000
Shelter / Other Infrastructure	3,726,000
Transport/Logistics	3,312,000
Total Operations	12,401,678
Support Costs (7%)	868,118
Programme Support	484,864
Grand Total	13,754,660

UGANDA

Introduction

The participation of UNHCR Uganda in the IDP cluster approach is an extension of activities from informally assisting IDPs in refugee hosting areas to involvement with the IDPs in camps in the north. More specifically, UNHCR was designated as the lead for the Protection Cluster and Camp Coordination and Management, the latter of which became a sub-cluster of the Protection Cluster. Also under the Protection Cluster, OHCHR and UNICEF have also assumed sub-cluster leads for human rights / rule of law issues and child protection respectively. Other clusters include Early Recovery under UNDP, and Health and Nutrition and Water and Sanitation, both under UNICEF. Coordination between the different clusters is carried out through the Uganda IASC, to which all cluster leads belong.

Goals and Objectives

- To facilitate greater freedom of movement and voluntary return of IDPs to areas deemed appropriate
- To ensure the effective protection of camp

population.

- Cognizant of the different circumstances of IDPs and the presence of humanitarian actors, in 2006 UNHCR aims to contribute to the cluster approach and realization of the goals through the below objectives per location:

IDPs in Refugee Hosting Areas (Adjumani and Masindi Districts)

- Provide protection and assistance to IDPs while pursuing their voluntary return to their communities of origin when conditions are conducive
- Assist IDPs to attain increased self-reliance by facilitating their access to basic services
- Develop appropriate interventions for vulnerable cases

IDPs in North Eastern Uganda (Lira and Gulu Districts)

- Promotion of freedom of movement and support voluntary return to communities of origin declared to be safe through the assessments of return areas, the development of return plans and the establishment of return assessment teams
- Enhance protection to IDPs living in camps in Lira and Gulu districts by establishing monitoring mechanisms and interventions with local administrative and security authorities
- Develop appropriate interventions for vulnerable cases
- Facilitate/support access to basic assistance in IDP camps

Beneficiaries

There are an estimated **1.6 million IDPs** in Uganda. The vast majority, 1.4 million, are located in camps in the north of the country. The situation in the camps is precarious due to the on-going insecurity caused by the Lords Resistance Army (LRA), and restrictions of movement arbitrarily imposed on the population which negatively effects the freedom of movement and security situation in and around the camps as well as humanitarian access to the IDPs. Consequently IDPs have had limited access to basic services and have become dependent on humanitarian assistance. Approximately 100,000 displaced reside in refugee hosting areas in Adjumani and Masindi

Districts.

A more detailed breakdown by location is provided in the table below:

Location	Number: Total
1,587,544	
<i>IDPs in Camps in Northern Uganda</i>	
Northern Region (Kitgum, Pader and Gulu)	985,441
North Eastern Region (Lira)	350,828
North Central Region (Apac)	115,275
North Eastern Region (Soroti, Kawakti, Amuria)	36,000
<i>IDPs in Refugee hosting areas</i>	
West Nile Region (Adjumani)	50,000
Mid-West Region (Masindi)	50,000

Activities

Enhancing Protection

- The Protection Cluster is taking the form of Inter-Agency Protection Teams (IAPTs) at the capital and district levels. While having begun activities, the cluster is still in the process of becoming a formal operational entity. The focus is currently to finalize membership, which is pending a decision by the NGO Community on which NGOs will be represented on the teams. At the district level Lira, Gulu and Kitgum will be prioritized for establishment of IAPTs.
- Discussions are being held with the Office of the Prime Minister to strengthen the existing government chaired District Disaster Management Commissions' activities on behalf of IDPs and create links with the Protection Cluster.



IDP Camp, Lira Uganda S.Russell/UNHCR 2006

Improving the conditions of IDPs in Camps and Refugee Hosting Areas

- The Camp Coordination and Management Sub-Cluster is in the process of being formed and for which draft terms of reference are under review. Like the Protection Cluster, activities have been initiated in this sub-cluster. Presently the focus is on finalizing a Camp Coordination and Management Strategy. A first draft is currently being circulated
- In partnership with IOM, a baseline survey of conditions in the IDP camps is being planned
- Implementing agreements are being negotiated with implementing partners for increasing access to basic social services in Adjumani and Masindi Districts
- UNHCR is discussing project proposals and concept papers with partners on camp management. Agreements are underway with the NGOs Christian Children's Fund and Samaritan's Purse to undertake camp management in thirteen camps in Lira district that have been identified as camps where significant return movement is not expected this year.

Freedom of movement/Voluntary Return

- Discussions are being held to establish Return Assessment Teams (RATs) at the district level; these teams will be assessing the voluntary nature of on-going returns and the conditions in areas of return. RATs will report to IAPTs for further analysis and follow up. Partners are also being identified to carry out return monitoring. An agreement has been reached with IRC for monitoring in Lira.
- Strengthening capacity to monitor returns is the main focus. In addition to on-going monitoring activities by UNHCR in Lira, a first draft of a return monitoring template has been completed and is being reviewed by partners.
- Activities to assist vulnerable returnees and newly displaced persons with individual material assistance have begun. UNHCR country office will consider the content of household support and shelter items for vulnerable returnees and new IDPs, as well as define logistics and procurement modalities.
- The Early Recovery Cluster, of which UNHCR is a member, is operating at both the Kampala level and in Lira District. In

Lira, where significant return has started, 40 parishes have been identified as priority areas for inter-agency assessments. To date 22 of these 40 have been undertaken. These assessments are focused on the status of basic service infrastructures. Discussions on follow up have started.

Achievements

- A working protection strategy is being developed in the protection cluster. The strategy has two goals: facilitating voluntary return where conditions are conducive; and working to improve the conditions in the camps. The strategy focuses on freedom of movement to enable voluntary return and also to permit IDPs, for whom return is not yet possible, to carry out self-reliance activities such as farming.
- UNHCR has established a presence in Lira through the deployment of a PROCAP Senior Protection Officer and hiring of one protection field clerk.
- A joint UNDP/UNHCR Office has been opened in Lira.
- Spontaneous return has started in Lira. This is visible through the construction of shelters and there are signs of farming activities beginning. These movements are clearly positive indications but it would also appear that these are tentative movements as individuals are still going back and forth between their home areas and the camps.
- The Uganda People's Defence Forces (UPDF) has nominated a liaison officer to the UN in Gulu; this is a critical step in enhancing coordination with the UPDF, which is the key security authority in the camps. This should facilitate advocacy on voluntary return, greater freedom of movement and increased humanitarian access and also lead to the establishment of screening mechanisms to prevent under-age military recruitment.
- A registration exercise of IDPs in Masindi has been completed. This was carried out in partnership with IOM to obtain baseline data for planning return and reintegration activities.
- Uganda IASC has started to regularly meet with regards to the implementation of the cluster approach in Uganda, which should help strengthen and improve coordination

among all stakeholders.

Key Challenges

The security situation is improving and additional movements from camps have been identified. This is a positive step; however, greater protection monitoring needs to be put in place to ensure that return is voluntary and is carried out in a sustainable manner. The Government has positively embarked on its resettlement and return plan for Lango and Teso regions. IDPs need more objective information to make well-informed decisions about prospects for return. In response to the situation, UNHCR and protection partners are examining ways to strengthen communication means with IDPs to enable them to learn of available assistance and conditions in their areas of return. At the same time efforts are on-going to establish IAPTs and RATs at the district level to gather and assess conditions in areas of return. Advocacy will also continue with the government to identify an effective government partner at the national level as well as obtain a commitment with the national government on security assessments for IDP return areas.

An urgent requirement is the need to establish presence in the north. The first priority is in Gulu and secondly in Kitgum. Discussions are being held with partners about possibilities for office sharing in Gulu.

Key partners

UNDP, UNICEF, OHCHR, OCHA, WHO, WFP, District Disaster Management Committee (DDMC).

Implementing Partners: Office of the Prime Minister (OPM), IOM, German Development Service (DED), IRC.

Other Possible partners: District Disasters Committees, UPDF, Christian Children's Fund, Samaritan's Purse, Community Development Agency, Uganda Conflict Network, Light Force, Danish Refugee Council and Norwegian Refugee Council.

Budget

Uganda - Budget Requirement - 2006	
Sector	(USD)
Protection, monitoring, and coordination	2,386,504
Community Services	112,000
Domestic needs	433,010
Education	303,000
Health	550,000
Legal Assistance / Protection	2,668,168
Operational Support (to Agencies)	231,499
Water	150,010
Sanitation	225,000
Shelter / Other Infrastructure	365,048
Total Operations	7,424,239
Support Costs (7%)	519,697
Programme support	442,763
Grand Total	8,386,699

UNHCR initially presented a project requirement of USD 6.6 million in the 2006 CAP for IDP protection and assistance in refugee hosting areas as well as a return programme in Lira district. With the subsequent decision to implement the cluster approach, UNHCR revised this IDP project to enable it to assume the chair of the Protection Cluster and the Camp Coordination and Management Sub-Cluster and to implement activities in North-eastern Uganda. This resulted in a revised requirement of USD 8.4 million, which was included in the revised CAP recently issued.



Uganda/IDP Camp/Pader district/G.Diffidenti/OCHA 2006

SOMALIA

Introduction

Prior to the IASC's decision to establish the cluster leadership approach; UN country team Somalia had adopted in 2005 the "cluster approach" to facilitate the implementation of the Joint UN Strategy to address the needs of IDPs in Somalia. Following IASC's decision, the Somalia Interagency Standing Committee was subsequently established in January 2006, taking over the work and responsibilities from the previous structure. The IASC consists of seven UN agencies and the largest international NGOs working in Somalia. The Somalia IASC coordinates humanitarian response in the country in line with the new cluster approach. UNHCR's role within this consists of serving as the chair of the Protection and Shelter Clusters with co-chair support from OCHA in the Protection Cluster and Habitat in the Shelter Cluster. Other clusters include Health under WHO, Sanitation and Water both under UNICEF, Education under UNESCO with various sub-clusters on teacher training, community mobilization and school feeding, and multi-agency NFIs depending on the items (e.g. WHO for mosquito nets). Coordination between the different clusters is carried out through the Somalia IASC, which meets once a month. The work is still in its initial stages as each cluster is refining its terms of reference trying to minimize duplication of work.

To assume new responsibilities, UNHCR prepared a project titled "Protection Monitoring, Reporting, Capacity Building and Advocacy Initiative", and the necessary financial requirement was included in the Somalia 2006 CAP for a total budget of USD 4.7 million.

UNHCR maintains a presence in Nairobi, Kenya, in accordance with 1995 decision of the Security Council and General Assembly, and three offices in Somalia: a Sub-Office in Hargeisa and Field Offices in Garowe and Mogadishu. It is unlikely that the Branch Offices of UN agencies in Kenya can move back to Somalia during 2006.

Goals and Objectives

In 2006, with regard to its expanded role for IDPs as part of the Somalia IASC, UNHCR Somalia aims to contribute to the implementation of the cluster approach by:

- Enhancing the protection situation of IDPs, returnees and other vulnerable populations.
- Improving the current living conditions of the IDPs, returnees and other vulnerable populations living in the settlements.
- Promoting and fostering durable solutions for the IDPs, returnees and other vulnerable populations living in the settlements.

To achieve these objectives, UNHCR is initially concentrating interventions in *Somaliland* and *Puntland*, while starting up interventions in South-central Somalia that will lay the ground for future interventions when safety and security are guaranteed for humanitarian staff.



Somalia/Shabelle IDP Camp/UNHCR/K.McKinsey/2006

Beneficiaries

Somalia has been ravaged by generalized conflict for over 15 years creating both internal and external displacement. Internally there are an estimated 400,000 displaced persons, most of whom are returned refugees. Since the start of the conflict, over one million Somalis fled the country and became refugees, mostly in neighbouring countries. In recent years, encouraged by the successive attempts to restore peace in the country and by the stability of certain areas like *Somaliland* and *Puntland*, some 850,000 refugees returned from exile. UNHCR has facilitated returns to *Somaliland*, where the absorption capacity was being built for over a decade. However, in *Puntland* and the south, the majority of the returns have been

spontaneous. Due to the scarcity of reintegration opportunities, particularly employment, and the impossibility for many of them to return to their places of origin, have led many of these returnees to join the IDPs in their locations or settlements.

Total IDP population: estimated 400,000
Breakdown by region: Mogadishu (250,000); *Somaliland* (40,000); *Puntland* (70,000); South-Central Somalia (40,000 excluding Mogadishu)

Activities

Within the inter-agency cluster approach, UNHCR's engagement is focused on protection (including community mobilization), emergency shelter and support to infrastructure for the provision of basic services. These activities equally contribute to enhance the sustainability of refugee return programmes, as returnees, IDPs and other vulnerable groups often live in the same communities. More specifically, UNHCR is:

- Supporting the establishment of the Protection Cluster, which has taken the form of a protection monitoring network comprised of three protection working groups located in Nairobi, *Somaliland*, and *Puntland*; groups are also planned to be set up in South-Central Somalia. The objective of the network is to identify protection gaps and needs of IDPs and other vulnerable groups and will serve as the basis for any protection interventions to be decided by the IDPs and cluster members. UNHCR also led protection cluster partners for the CAP.
- Implementing with partners, a population movement tracking project, which provides key data for partners to develop more realistic contingency plans, strengthen response activities, and prevent further population displacement.
- Improving, in coordination with partners, a system to assist newly displaced populations and ensure better coordination among all actors.
- Leading, with the support of NRC, IDP profiling exercises as a first step to better understand the immense protection needs of the IDP population, as well as their prospects for durable solutions. With the finalization of the framework, the first phase of the IDP profiling exercise is completed. A

Danish Refugee Council secondment has been identified to carry out a literature/desk review and prepare for the field exercise scheduled for the first part of the summer. The pilot will take place in at least seven locations in Somalia with partners contributing resources for it.

- Finalizing a framework for community / social mobilization, which is designed to consolidate on-going community service work ensuring that protection and human rights approaches are being appropriately incorporated and expanding community service work as needed. An end goal of the activities is to improve security in IDP settlements.
- Preparing for distribution of emergency shelter items (plastic sheets and sleeping mats to either upgrade or build traditional *tukuls*). The items are being procured.
- Raising advocacy awareness of all relevant constituencies.
- Holding workshops for Somali officials, law enforcement officers and community leaders on basic human rights with emphasis on women's rights and the rights of the child.

Achievements

Enhancing Child Protection: An IDP Girls' Hostel in Galkayo, *Puntland*, was constructed. This hostel hosts 80 girl students per year while also serving as a social centre for vulnerable girls.

Increasing Access to Basic Services: A sanitation project in Harfo, *Puntland*, was implemented for some 10,000 displaced.

Economic Empowerment: Four small Community Markets in Garowe were constructed in selected areas with major concentration of IDPs. Some 200 displaced female traders have directly benefited along side the larger communities frequenting these markets.

Building National Capacity: Several training sessions targeting the authorities in all three operational zones of the country have been conducted on the Guiding Principles on Internal Displacement and rights-based approach in humanitarian activities. These training sessions are also aim to increase national involvement in

the protection of IDPs.



Somalia/IDPs Havooyo Vocational Centre/UNHCR

Key Challenges

The working environment for the UN in Somalia remains complex with limited and irregular access in many areas due to insecurity. The situation is further compounded by the extremely poor social and economic indicators that exist for Somalia as a whole. At present, an estimated 43.2% of the whole Somali population is living in extreme poverty, 71% of the population is below minimum dietary energy consumption and the country has 82% illiteracy rate.

Arising from and contributing to this situation is the intense competition over scarce aid resources and land issues. Shortage of land in urban areas as well as contested ownership land claims make it very difficult for the authorities to develop systematically areas for settlement of returnees and IDPs. Consequently, many returnees to the urban centres end up living in IDP-like situations and often share slum settlements with IDPs, members of minority clans and other destitute. Thus, the sustainability of repatriation of Somali refugees needs to be seen in conjunction with durable solutions for IDPs. In Somaliland, the self-declared Republic of Somaliland authorities in the North-west consider IDPs as "illegal aliens". This has and can continue to lead to limited humanitarian access to the IDPs as well as inequitable access for IDPs to basic services and economic opportunities.

Key Partners

International NGOs: NRC, CARE International, and Health Unlimited in *Somaliland*; DRC in *Somaliland* and *Puntland*

Local NGOs: three in *Somaliland*, seven in *Puntland* and four in South-Central Somalia.

Government Partners: National Refugee Commission, Ministry of Resettlement, Rehabilitation and Reconstruction (MRRR) IN *Somaliland*, Ministry of Interior, State Security, and DDR in *Puntland*,
all UN Country Team

Budget

Somalia - Budget Requirement - 2006	
Sector	(USD)
Protection, monitoring and coordination	771,219
Community Services	350,000
Domestic needs	500,000
Legal Assistance / Protection	800,000
Operational Support (to Agencies)	100,000
Shelter / Other Infrastructure	1,300,000
Transport/Logistics	200,000
Total Operations	4,021,219
Support Costs (7%)	281,485
Programme Support	409,899
Grand Total	4,712,603

CHAD

Introduction

From the end of 2005 to the present, there has been continuous unrest along the Chadian border with Sudan that has displaced people in the eastern part of the country. Chadian rebel activities combined with repeated attacks by the *Janjaweed* along the border have caused thousands of families to flee their villages with only basic belongings with them. The displacements and movements intensified further during the month of April 2006 in light of the

deterioration of security along the border between Sudan (Darfur region) and Chad. Many people have been subjected to more than one displacement as *Janjaweed* attacks have continued to move further inland in Chad. During flight, displaced families have lost food and other commodities essential for their survival, especially during this period leading to the rainy season that commences in June.

In view of the above situation, a sizeable number of displaced persons have settled close to the refugee camps particularly Djabal and Goz Amir, where UNHCR has been assisting over 40,000 Sudanese refugees since 2004.

UN Agencies, the ICRC and NGOs are working together to assist the Government who bears the primary responsibility for the protection of IDPs in providing immediate assistance and protection to the affected population.

Inter-agency responses to the IDP situation

The magnitude of the IDP situation in eastern Chad was formally recognized by the UN Country Team in Chad early this year, when the Chadian rebel activities intensified in eastern Chad after the attack on Adre on 18 December 2005. Attacks by the *Janjaweed*, reportedly from Sudan, also continued deeper into Chadian territory around the town of Koukou. More recently, on 13 April, Chadian rebels attacked N'djamena and a few days later, Adre.

UNHCR has monitored the IDP situation in eastern Chad as early as June 2005. At the onset the number of IDPs was relatively small. The Office coordinated closely with ICRC. An IDP working group had been formed and ICRC was designated as the focal point. ICRC and MSF France and MSF Holland have been assisting IDPs in health, water, provision of NFIs and monitored the general security situation affecting the displaced population.

Realizing the worsening situation facing IDPs, the UN Country Team fielded two multi-agency missions in March 2006. Both missions concluded that IDPs were seemingly not in dire need of food owing to recent good harvest. This situation is likely to change with time if appropriate interventions are not made and further deterioration of security occurs. A contingency plan led by WFP was subsequently developed. The teams also recognized a serious lack of protection.

In order to most effectively respond to the new IDP situation in eastern Chad, the UN Country Team and agreed to adopt the cluster leadership approach. UNHCR was designated to be the lead agency in protection/security, shelter/NFIs and settlement management clusters. UNHCR will closely liaise with other UN agencies that have a lead role in sectors to which UNHCR can contribute.

Other cluster lead agencies are the following: WFP (food security and logistics), UNICEF (water, sanitation, health, nutrition and primary education) and FAO (environment).



Internally Displaced Persons in Chad/UNHCR/2006

Goals and Objectives

The main objectives of UNHCR's interventions with IDPs reflects and enhances the Office's roles and responsibilities in the context of the UN cluster approach, and can be summarised as follows:

- Ensure IDPs benefit from physical protection and minimum adequate living conditions including shelter
- Assist the local and traditional authorities in building their capacity with a view to providing a secure environment where the rights of IDPs are respected and that further displacements are prevented (especially the most affected regions of Dar Sila and Dar Asongha)
- Promote community-based responses for the protection of IDPs with special needs, such as minorities, children, single-headed households, etc
- Assist the local authorities in the identification and planning of settlement

sites for IDPs within an agreed operational framework

- Ensure links with other clusters, in particular on the cross cutting issues such as environment, age, gender and diversity, human rights and HIV/AIDS
- When security permits, promote the safe return of IDPs to their villages of origin and ensure their rights are respected

Beneficiaries

Due to insecurity, access to IDPs is limited for humanitarian workers. Information obtained from local authorities, IDPs and local host communities estimate the population of the displaced to be between 40,000 and 50,000. They are mainly from the following tribal groups: Ouaddaian, Massalit, Arabs, Fur and Dadjo. The majority of the IDPs come from Bir Sale, Hillket, Goz Merem, Diniese, Mourmondji, Langata, Hadjer Beid and Modeyna. They live in makeshift shelters that afford them limited protection from the harsh conditions in Borota, Koloy, Goungour, Dogdore/Tur and Goz Beida.

Activities

UNHCR will concentrate its activities in accordance with the assigned roles and responsibilities of the three clusters.

UNHCR will emphasize activities in the following areas:

- Advocacy with the government and relevant authorities at all levels to ensure the physical protection of IDPs in their places of temporary settlement
- Capacity building for the local authorities, IDPs and the local population
- Promotion of peaceful coexistence between IDPs and the local population through joint committees and through implementation of community-based projects that benefit all
- Provision of training to local authorities on issues such as rights of IDPs and settlement management
- Provision of shelter materials such as tents, plastic sheeting or plastic rolls and NFIs
- Monitoring the access of IDPs to basic services such as health, water, and education, as well as access to natural

resources such as firewood and land for cultivation

- Monitoring the occurrence of SGBV and taking necessary actions in the prevention and responses, and promoting community involvement
- Identification of unaccompanied or separated children and promoting community-based care. In support of ICRC and UNICEF efforts, facilitate tracing and family reunification
- Monitor the areas of origin as soon as security permits
- Establishment of an information/communication system to be able to share information with IDPs
- Establishment of a legal framework on the recovery of housing, land and other properties in areas of return
- Monitoring the return of IDPs and the protection of their rights
- Liaise and coordinate with other clusters on cross-cutting issues such as HIV/AIDS, environment



Internally Displaced Persons in Chad/UNHCR/2006

Key challenges and immediate plans

As noted by the various assessment missions to the affected area, such as that of the ICRC, MSF and the UN multi-agency teams), the urgent need of IDPs is to ensure their physical protection. Thus the security of IDPs remains one of the biggest challenges.

Supply of clean potable water, provision of health services and adequate shelter are equally important. Without support in these services, the situation of IDPs will continue to deteriorate and worsen with the passage of time.

In order to mitigate the likely deterioration in the well-being of IDPs, UNHCR has developed a strategy of intervention centred on a cluster approach. In taking the lead in the assigned sectors, UNHCR will seek to work in close coordination with all relevant stakeholders including the Government of Chad. UNHCR will also seek to complement the work initiated by other partners in these sectors to avoid duplication of work. UNHCR will contribute to logistics, water and telecomm nations and will be responsible, together with FAO, for leading the environmental sector as a cross-cutting sector.

Key Partners

The following are the key UNHCR partners:

Protection/Security: Government of Chad, UNICEF, ICRC, MSF/F, MSF/H and INTERSOS

Settlement Management: Government of Chad, UNICEF, ICRC, MSF(F), MSF(H), Première Urgence, INTERSOS and GTZ

Emergency Shelter/Non food Items: Government of Chad, UNICEF, ICRC, MSF(F), MSF(H), Première, Urgence, INTERSOS and GTZ

Other agencies include WFP, FAO, OXFAM Intermon, and Bureau Consult International.

Budget

Chad - Budget Requirement - 2006	
Sector	(USD)
Protection, monitoring and Coordination	303,592
Crop Production	90,000
Domestic needs	379,919
Legal assistance/Protection	600,000
Shelter / Other Infrastructure	80,680
Transport/Logistics	1,091,000
Total Operations	2,545,191
Support Costs (7%)	191,493
Program Support	130,080
Grand Total	2,866,764

COLOMBIA

Introduction

The longstanding conflict in Colombia has caused the worst humanitarian crisis in the western hemisphere. The armed conflict involving the State, a loose confederation of paramilitary organizations in the process of demobilization and two large guerrilla groups (the FARC and ELN) has resulted in widespread internal displacement and movements of refugees to surrounding countries.

According to official registration figures, new internal displacement continued at roughly the same rate as during earlier years, with more than 130,000 newly displaced per year. This brought the total number of registered IDPs to 1.73 million. There is broad consensus that many IDPs are never registered and recently the Government recognized that there were “between 2.5 and 3 million displaced”.

There are limited possibilities to identify durable solutions for IDPs. In most cases voluntary return has not been feasible and local integration has been a challenge due to the difficult socio-economic situation in the areas of reception, often in urban settings. The conflict has also made it difficult for UNHCR to operate in some regions and the Office and other humanitarian actors can not always gain access to the most affected communities.

The Government of Colombia recognizes that under international law it bears the primary responsibility for protection of IDPs. However, there is a need to strengthen the application of the existing IDP policies and advanced legislation in the implementation and enforcement in the field. In a ruling handed down in February 2004 (Judgment T-025), the Constitutional Court of Colombia stated that the response of the State to the plight of IDPs amounted to an “unconstitutional state of affairs” characterized by massive violations of a range of human rights that affected much of the IDP population.

In the framework of the IASC cluster approach the UN Country Team has revised coordination

mechanisms and recommended to IASC that Colombia should adopt a “cluster leadership approach”. Under this proposal, UNHCR has been asked to take up the cluster lead for IDP protection, while other UN agencies would take up the responsibility for other clusters: WFP (logistics, in addition to food sector); UNICEF (nutrition, water and sanitation); WHO (health); UNDP (early recovery); and IOM (camp management). A mission of IASC is planned in June to decide the final structure.

Goals and Objectives

- Address the internal displacement crisis in Colombia through the delivery of protection in conflict-affected areas, the enhancement of the institutional response to IDPs and the defence of their rights.
- Promote broad participation of IDPs in the search for durable solutions, taking into account the special needs of groups disproportionately affected by the conflict.
- The overall objective reflects the content of the agreement signed between the Government of Colombia and UNHCR, and is further articulated in the following components: protection of the rights of the IDPs, through further development and consolidation of national mechanisms for improving State compliance with the existing legal framework; development of protection capacity within the IDP community and the Colombian civil society; support measures to prevent displacement and redouble the search for sustainable solutions in displacement areas and in areas of voluntary return.

Beneficiaries

Over two million IDPs, of whom some 350,000 are directly assisted by UNHCR offices in the field. Number and characteristics of direct beneficiaries and main locations are the following:

Age	Male		Female		Total
	No.	%	No.	%	No.
0-4	27,961	8%	28,105	8%	56,066
5-17	63,633	18.2%	73,752	21.1%	137,385
18-59	79,652	22.8%	57,413	16.4%	137,065
60 and >	9,891	2.8%	9,593	2.7%	19,484
Total	181,137	52%	168,863	48%	350,000

Major locations: Antioquia, Atlantic Coast, Chocó, Soacha, Magdalena Medio, Meta Nariño, Putumayo, Santander and North Santander and Urabá

(Indirect beneficiaries will be, in general, those IDPs and populations at-risk who will benefit from the improved capacity of the government and civil society to respond to their assistance and protection needs).



Colombia/IDPs, Los Altos de Cauzaca, Ciudad Bolivar, Bogota/UNHCR/B.Heger, 2006

Activities

The IDP operation in Colombia is protection-driven and based on a human rights and community development approach. Through participatory assessments attention is given to the diversity among the IDP population, not only by applying gender and age mainstreaming but also by attending specific needs of indigenous and Afro-Colombian groups.

Activities promoted by the Office are intended to improve the national response to internal displacement, reinforcing prevention, protection and assistance mechanisms and at the same time to foster solutions for IDPs. Specific attention will be given to the critical situation in which indigenous and Afro-Colombian communities find themselves.

Community Services:

- Support organizational processes of some 100 IDP associations, ensuring more equal involvement of men and women
- Promote cultural and recreational activities for IDP children and youth groups
- Implement activities to prevent, document and counsel cases of SGBV

Infrastructure:

- Implement small community-based projects ('Practical Protection Projects') in remote displacement areas to improve local infrastructure

Education:

- Support/train teachers and educational authorities to facilitate the integration of displaced children into existing schools

Income Generation:

- Pilot projects introducing micro credit methodology for IDPs, stressing their responsibilities and obligations. These projects will be implemented by professional micro finance institutions and also address the need for vocational training through State sponsored institutions. Equal participation of displaced women in income generating activities will be promoted at all times

Legal assistance:

- Direct protection delivery and accompaniment of IDP communities
- Support State institutions such as the Ombudsman's office, Social Action and the Procurator's office to enhance their response to the internal displacement crisis
- Implement joint project (Government, World Bank, IOM) to address property restitution
- Provision of legal aid to some 6,000 IDPs in legal aid centres managed in cooperation with the National University
- Implement IDP documentation campaigns in isolated areas, in cooperation with the Registry Office. Issue some 100,000 national ID cards per year, specifically addressing Indigenous and Afro-Colombian communities
- Public information and continuous advocacy to maintain the internal displacement crisis on the political agenda, encouraging the State institutions to respond more effectively
- Address protection of urban IDPs. Establishment of 'House of Rights' projects

to facilitate presence of State institutions in insecure areas

- Elaborate local development plans to address integration of IDPs

Operational Support:

- Support Government and civil society partners in the management of sub-agreements and implementation of projects/programs.
- Monitor and evaluate progress and impact; conduct end-of-year audit.



Colombia/IDP shanty town/Los Altos de Cazuca, Ciudad Bolívar. UNHCR/B.Heger/2006

Achievements/Impact

Persistence of the causes which lead to displacement and continued presence of irregular armed groups in places of origin limit the possibilities for voluntary return. Most IDPs surveyed by the Government have indicated they wish to exercise their right to choose their place of residence and remain in reception areas, particularly in large cities. The preferred durable solution is therefore local integration. Nonetheless, support for local integration of IDPs has been deficient and UNHCR has therefore moved aggressively to promote and support efforts by national and local government

to invest in access to basic services, housing, access to productive land and income generation. Thus far, concrete progress has been made in relation to government budget allocation, the commitment of large cities such as Bogotá and Medellín to implement programs targeting IDPs and the drafting and implementation of “Local Protection and Durable Solutions Plans” which seek to address key sectors such as housing and income generation through coordinated efforts of national and local government, civil society, the international community and IDPs themselves.

Impact of UNHCR operation (2005/2006):

- With the support of UNHCR, local authorities have become more involved in addressing the internal displacement crisis, facilitating assistance through orientation centres, the ‘UAOs’ (*Unidades de Asistencia y Orientación*) and the establishment of a ‘House of Rights’ (Soacha). These initiatives facilitated State authorities to have more presence in areas of displacement and opened a direct communication channel with the IDP organizations through the Municipal Committees.
- Coordination among Government, UN agencies and other stakeholders was strengthened through the reactivation of the UNHCR-chaired Thematic Group on Displacement.
- Country of origin information was provided to asylum countries and a revision was made of the ‘Protection Considerations concerning Colombian Asylum-seekers and Refugees’ (eligibility guidelines), published in March 2005.
- With advocacy for the protection of rights of IDPs and an effective media and information strategy, UNHCR maintained public attention for the internal displacement crisis.
- A successful fundraising strategy allowed for full funding of the IDP operation in Colombia in 2005.

Key Challenges

UNHCR has highlighted the urgent need to strengthen the application of the advanced national IDP policy in the implementation in the field. This requires close monitoring of the State institutions’ compliance with existing legislation, which defends the rights of IDPs.

By identifying root causes of protection risks, assistance needs and community capacities and resources, participatory assessments have validated the UNHCR Colombia Strategy for IDPs. Participatory assessments confirmed what Judgment T-025 and UNHCR's Assessment of Public Policies had already warned: that the State's prevention, protection and assistance policy for IDPs requires a more comprehensive, differential approach that guarantees the rights of the different groups of the population affected by internal displacement according to criteria based on gender, age and ethnicity. The incorporation of this approach would require that the State guarantee access to programmes to women, children, adolescents, older people and people with disabilities, whose rights are at greatest risk of violation.

Key Partners

Pending the final decision of IASC on the application of the "cluster leadership approach" in Colombia, the inter-institutional UN Thematic Group on Displacement was reactivated and is being chaired by UNHCR. The Office cooperated closely with UNIFEM and OHCHR promoting jointly inter-agency workshops on the human rights-based approach, with UNAIDS and with the Global Fund Project for eradication of HIV/AIDS in Colombia. Contacts and coordination continued OCHA, FAO, UNFPA, WFP and UNDP. New contacts were established with UNIDO, IOM and WHO. UNHCR consolidated its inter-institutional coordination at the field level as well, with the aim of ensuring consistency between central and local interventions and avoiding the duplication of interventions within the UN system. UNHCR is part of the UN system committee that is preparing the CCA – UNDAF for Colombia.

UNHCR is working with different implementing partners that can be grouped into three categories: State Institutions, NGOs and Community-based Organizations. Some projects were implemented promoting operational partnerships among different organizations and institutions at all three levels. The Office also cooperates closely with the offices of the ICRC.

Budget

Colombia - Budget Requirement - 2006	
Protection, Monitoring & Coordination	1,262,150
Community Services	547,188
Education	121,135
Income Generation	262,906
Legal Assistance / Protection	1,653,879
Operational Support (to Agencies)	127,753
Shelter / Other Infrastructure	137,139
Total Operations	4,112,150
Support Costs (7%)	287,850
Grand Total	4,400,000

NEPAL

Introduction

The rebellion in Nepal has continued for the past ten years, gradually spreading throughout the country, claiming over 12,000 lives and uprooting tens of thousands of people. The nature of this low intensity conflict, the open border with India, seasonal migration trends within Nepal and to elsewhere in East Asia, has delayed the need for an urgent humanitarian action. Yet as this conflict-ridden nation began to experience serious political turmoil in early 2006, eventually forcing the King to reinstate Parliament and a new government in May, it has become urgent to improve access to and monitoring of vulnerable groups and to respond to the protection and basic material needs of those affected by the conflict. Although much of UNHCR's planning is based on the scenario as of December 2005, an ongoing assessment of the new situation will be used to refine UNHCR's proposed programme, and will be adjusted to include the needs of those who may now be able to return.

Most displacement within Nepal has been from rural areas to urban centres. Unlike previous trends, girls and boys heading to urban centres for schooling or work are now accompanied by family members, leaving only the old and very young behind to tend fields and care for livestock. People fleeing sudden outbreaks of violence often find that, aside from the immediate needs of shelter, they are in need of access to national protection or information that would facilitate their decision to return home or secure alternatives.

Following a mission to Nepal, OCHA's Internal Displacement Division (IDD) and the Secretary General's Representative on Human Rights of IDPs, Mr. Walter Kaelin, concluded in April 2005 that the UN must adopt a more active role in regard to the displaced persons. While international humanitarian assistance to the country remains limited, the Government has committed itself to assist and compensate this population, without having the resources, and capacity to actually do so. As a result, many of their material, legal and psychological needs have not been addressed.

Generally, there are two types of internally displaced persons in Nepal. The first group consists of those targeted by the Maoists such as landowners, businessmen, teachers, and government officials. Many of these persons moved years ago and largely have resources to sustain themselves and their families. Although not in need of material assistance, these people do have serious protection concerns, including documentation and property restitution concerns to name a few.

The second group is those who have left their homes more recently to avoid recruitment and extortion, or are no longer able to sustain themselves as possibilities to make a living have dwindled with the on-going conflict. These people are mostly the poor and lower castes and are settling in the slums in Kathmandu and district headquarters, or moving on to India. Those remaining in Nepal have both legal and physical protection concerns, particularly separated minors and female-headed households.

The first priority following the IDD/Kaelin mission was a joint inter-agency needs assessment, which took place in December 2005, concluding that:

- The majority of displaced in Nepal are not officially recognized as such by the State, and at present there are few measures in place to monitor and ensure that their rights and basic protection concerns are met;
- There are a number of serious gaps in the delivery of development assistance, mostly caused by the conflict. Also, there are serious indications that 'coping mechanisms' are weakening;
- Some individual assistance, such as shelter-repair materials or basic household supplies, may be needed to allow individuals to effectively re-establish themselves in their homes;
- Restitution or compensation for property loss will be an issue and the current UN and NGO-based body of experience on housing and property issues should be incorporated into the planned protection interventions as well as in discussions on return and sustained peace.

Goals and Objectives

UNHCR's objective, in collaboration with OHCHR and OCHA, is to provide specific protection services to IDPs in five targeted districts in Nepal through monitoring, advocacy, referral, training, legal representation and the provision of essential shelter for acute needs.

Beneficiaries

It is expected that the entire estimated population of 200,000 IDPs would benefit from UNHCR protection-related interventions in the five target districts as they concern establishing an overall atmosphere of providing mechanisms and basic services for all IDPs. The shelter component will be, of necessity, a targeted intervention aimed at those most in need.



Nepal, IDP children/UNHCR

Activities

- **Protection and monitoring:** UNHCR, while consulting closely with OCHA and OHCHR and under the overall inter-agency IDP Protection Sub-Working Group, would position itself in the field, establishing one field office per region (with a total of five field offices), to provide protection to and monitoring of the internally displaced. UNHCR staff would set up monitoring networks (NGOs, local authorities, where present) and provide training to a range of stakeholders; monitor the protection situation of IDPs; report on cross-border movements; supervise partners that would provide counselling and referral services; identify and address national protection gaps, such as in the fields of documentation and registration; liaise and provide support to government officials; liaise with other UN agencies on IDP issues.
- **Guidance on registration:** There is a need to establish a joint mechanism (with the Government) to identify IDPs. Registration data is neither comprehensive nor inclusive. UNHCR can provide guidance and standards to improve existing registration mechanisms, including

appropriate procedures and tools such as forms and computers if necessary.

- **Legal Representation:** Protection activities will additionally encompass legal representation as needed, including documentation and civil registration, issuance of identity documentation, recognition of existing national documentation by administrative institutions, as well as the provision of basic information and individual counselling to IDPs as to their rights and the types of assistance for which they qualify.
- **Counselling and information:** The establishment of counselling and information facilities for internally displaced together with national implementing partners would support these and other protection-related objectives. These counselling centres could be located in approximately five locations, and would be supplemented by another five mobile counselling teams that would move in accordance with needs.
- **Facilitation and monitoring of return** would be conducted in coordination with UNDP, UNICEF and OHCHR, addressing problems associated with basic accommodation and needs, infrastructure and protection. UNDP has an extensive network of community-based activities which would be adapted to include the specific concerns of returnees.
- **Address Sexual and Gender based Violence (SGBV):** UNHCR experiences and structures developed with the refugee community will be used to address problems associated with SGBV in both the internally displaced and host communities. These include awareness, practical intervention, counselling, assistance with legal representation, and solving problems associated with reinsertion into local communities.
- **Address emergency shelter needs:** UNHCR will endeavour to provide to beneficiaries, based on agreed criteria and collaborative assessment, emergency shelter materials and household items such as plastic sheeting, tents, kitchen utensils, blankets, clothes and bedding. Emergency assistance to persons accommodated in private homes will be provided to ensure minimum standards for shelter are met and that further displacement is not linked to

shelter needs. Basic repair materials for persons returning to their homes damaged by conflict would be made available. UNHCR chairs the inter-agency working group on shelter and non-food items, and is responsible for the overall coordination of activities in this sector. Any form of shelter implementation will be of a temporary nature only, and the establishment of formal camps for IDPs will be avoided to the extent possible. While IDP camps are not envisaged, there are spontaneous urban IDP settlements which could be described as having camp-like characteristics.

Achievements

A division of responsibilities has been agreed with OHCHR, UNICEF and OCHA, and good working relations have been established, although there continues to be a need for further clarity and coordination to address the risk of overlaps. So far, UNHCR has participated in two inter-agency needs assessment missions to the east and the west of Nepal and co-chairs the IDP protection working group together with OHCHR, and chairs the shelter working group.

Since the meeting of the IASC principals in New York in September 2005, Nepal has been considered as a potential pilot country for the “cluster approach”. However, subsequent discussions within the UN Country Team concluded that the level of collaboration was already good enough, and the division of sector responsibilities between agencies clear enough, without having to follow the new “cluster leadership approach”.

UNHCR has been engaged in consultations with other agencies encouraging OHCHR in particular to take on a lead role in a joint sub-working group on IDP protection. However, it was only recently that UNHCR was able to identify resources to dispatch a senior expert on IDPs for an extended mission to the country to participate in this working group and take part in formulating the protection response strategy.

OHCHR and OCHA have both deployed staff to deal exclusively with IDP protection together with UNHCR. All three agencies are currently in the process of setting up field presences in areas of displacement.



Nepal/IDP man/UNHCR

Key Challenges

While UNHCR has been present in Nepal since the early 1990s, providing protection and care to thousands of refugees in camps, its presence and operational capacities are confined to the south-eastern region of Nepal along the border with India. To provide an effective humanitarian response to Nepal’s emerging IDP dilemmas, UNHCR needed to identify dedicated capacity and additional resources to deploy to the western regions. Unwilling to detract attention or resources away from its existing refugee operations, UNHCR has remained constrained by its limited financial capacity to launch a full IDP operation in Nepal.

At present, there are no problems of access to IDPs in areas held by the Government. UNDP and the OHCHR are currently addressing questions of access to persons in areas under the authority of the insurgency. Staff security is a concern in Nepal as much of the country is in UN Security Phase III, including the refugee camps in the eastern region where the UNHCR Sub-office is located. The UN Country Team has established basic operating guidelines (BOGS) and disseminated these to all parties to the conflict. So far the UN, including UNHCR, has been allowed to conduct its work in relative

safety and independence. UN employees are not targeted by state and non-state actors. However, perceptions of impartiality held by parties to the conflict may become harder to manage as assistance risks being misconstrued.

Key partners

Ministry of Home and Ministry of Local Development, UN Agencies (OCHA, OHCHR, UNICEF, UNDP), IFRC, ICRC, Norwegian Refugee Council, Lutheran World Federation, national NGOs and communities.

Budget

Nepal- Budget Requirement - 2006	
Sector	(USD)
Protection, monitoring and coordination	721,450
Domestic needs	187,000
Health	
Legal Assistance / Protection	699,000
Shelter / Other Infrastructure	422,000
Total Operations	2,029,450
Support Costs (7%)	142,062
Programme Support	193,488
Grand Total	2,365,000

A mid-term review of CAP including resource requirements is currently underway.

New Developments in the Central African Republic and Côte d'Ivoire

In the Central African Republic (CAR) and Côte d'Ivoire concern escalates over the growing displacement of civilian population. Below is a short summary of the UNHCR's contribution to the inter-agency joint responses to date to address the critical needs of the population at stake. Modalities for implementation are currently under review.

CENTRAL AFRICAN REPUBLIC

Since June 2005, repeated attacks on the civilian population by bandits and rebels, and subsequent military action by the CAR army has led to the displacement of an estimated 50,000 persons scattered in the northern region. In the past, internal displacement in CAR has been a temporary phenomenon; however, more recent displacements appear to be of a longer-term nature. These populations are in a dire humanitarian situation as a result of years of precarious living conditions and a poor economic climate. It is foreseen that this problem will continue and possibly worsen, both within CAR and in neighbouring Chad and Sudan. Against this background, the UN Country Team, using the cluster approach as a model, agreed to undertake emergency humanitarian interventions bringing together UN agencies and NGOs (Croix Rouge Centrafricaine, COOPI, CARITAS, and MSF/Holland) to alleviate the suffering of IDPs. UNHCR is in the process of sensitizing the relevant government authorities on the need for protection-related interventions, with a view to fostering a consensus for a broader humanitarian intervention in favour of IDPs, including protection, assistance and solution aspects. A secondee protection officer (PROCAP Tier II/Danish Refugee Council) has also been identified to conduct a rapid assessment of protection needs in order to formulate a comprehensive inter-agency protection strategy, which will be translated into concrete operational interventions and projects.

CÔTE D'IVOIRE

As a result of the crisis which started in Côte d'Ivoire in 2002, it is estimated that some 709,000 persons have left their habitual place of residence and have been internally displaced in the central, southern and western parts of the country (mostly in five of the 18 administrative departments). The complexity of the crisis as well as the possibility for the situation to escalate was recognized by the Emergency Relief Coordinator during his visit to Côte d'Ivoire in February 2006. The Representative of the UN Secretary General on the Human Rights of IDPs,

who more recently visited Côte d'Ivoire in April, further appreciating the fragility of the situation, concluded that the Government and humanitarian agencies needed to develop a comprehensive IDP response plan. At the same time, the Humanitarian Coordinator for Côte d'Ivoire, in consultation with the Inter-Agency Humanitarian Coordination Committee (IAHCC), began to adopt elements of the new cluster to strengthen the response of the international community. The first step taken on 28 March was to create an IDP protection cluster under the leadership of UNHCR. Following this, an inter-agency mission travelled from 4 to 9 April to the western parts of the country and concluded that the main issues faced by IDPs are related to (1) insecurity caused by the presence of various armed elements; (2) the existence of checkpoints hampering free movement; (3) targeted threats of foreign origin against IDP populations; (4) land and property disputes; (5) lack of social cohesion; (6) gender-based violence; (7) exploitation in the workplace; and (8) the increasing difficulty of host communities to continue accommodating displaced populations. The protection cluster which began its activities on 21 April, has taken account of the severity of the protection situation for IDPs and is putting together work plans to address these issues, including relevant programme activities addressing the new challenge.

THE GLOBAL CLUSTER

1. Protection

Introduction

The Protection Cluster was formally established in December 2005 following the IASC Principals meeting which agreed to the "cluster leadership approach". UNHCR was designated to be the lead for the protection cluster; however, in specific situations (i.e., natural disaster and where another agency may be better placed to assume the lead role), the Humanitarian Coordinator/Resident Coordinator will consult closely with UNICEF, UNHCR and OHCHR to establish which agency would take the protection lead. A global level Working Group was established to bring together the UN agencies,

NGOs and ICRC that are active in the domain of IDP protection to ensure a more effective coordination mechanism for the designated pilot cluster lead countries.

The IASC has recognized that protection is more than a cluster activity as it is of a wider, cross-cutting nature, involving sectors and issues covered by other clusters; therefore protection issues also need to be integrated in all clusters.



IDP Camp, Pader district, Uganda/G.Diffidenti/OCHA

Goals and Objectives

- Develop and update policy guidelines and framework, including protection strategies with strong emphasis on identifying protection gaps as well as ensuring efficiencies and complementarities in response.
- Establish and strengthen support capacity to IDP operations to ensure efficient coordination and response of protection activities.

Activities

- The emphasis on support to field operations will be to supply additional staff through various types of deployment mechanisms through. PROCAP/OCHA, Surge/IRC (ten deployments), UNV (five deployments) and NRC as well as to improve the protection and coordination skills of staff working in the IDP operations.
- Training Workshops will be held together with NRC and relevant UN agencies in the cluster countries.
- The Working Group will assist in providing a framework for common policies and approaches to the different IDP operations,

which include publication of IDP handbooks in different languages. For the development of certain guidelines and training modules, consultants will be hired to assist.

- A very limited amount to support the cluster cell is also included through the placement of one protection cluster officer based in Africa and missions from HQ to support field.

The critical benchmarks to realize enhanced global response capacity are the following:

- Protection activities responding to protection needs are in place and that IDPs are benefiting from the coordinated response from the humanitarian actors.
- Appropriate staffing requirements are met.
- Coordination meets the needs of the actors involved in IDP protection.
- Joint needs assessments and protection strategies are in place in all cluster IDP operations.
- Training workshops are conducted and guidelines are issued to enhance staff knowledge and skills.

Achievements

- The Protection Cluster Working Group (PCWG) meets on a regular basis with all partners which has enhanced communication and fosters a common understanding. Strategic partnerships have been strengthened and have entailed mapping of response capacity, identification of common protection gaps and assignment of focal point responsibilities for targeted areas within the protection domain.
- Deployments under PROCAP and Surge mechanisms to DRC, Somalia and Colombia are already underway, albeit on a limited basis. The development of a Handbook for IDP Protection has also commenced. Secondments of staff from NRC to Headquarters to support the Clusters and information management are being identified.
- Two field Protection workshops are being planned with NRC.

Key Challenges and Plans

The initial experience from IDP field operations

has shown that there is a serious need for additional staff to assist in the new activities which are being undertaken. As protection monitoring and interventions are labour intensive activities, there are still staff shortages despite pooled resources. There is a need for common guidelines on implementation to ensure common understanding amongst all actors involved in IDP protection activities. There is also a need for training amongst the humanitarian actors as many of the tasks are new to the various organizations. The PCWG is designed to also foster common positions at a global level to ensure smooth implementation in the IDP field operations between the various actors. The plans are to address the initial major shortcomings to supply additional temporary staff through deployment schemes, create common guidelines on an inter-agency level, and provide training sessions in order to assist staff to enhance coordination, target their activities and undertake joint and participatory needs assessments.

The priorities are to support the IDP field operations and activities will concentrate on coordination to enhance protection response, support staff deployments, issue guidelines and training to support the IDP field operations in the first instance. With additional funding, assistance to cluster support cell will be incrementally provided. Some of the activities are also one-time activities, such as the development of guidelines and training materials.

Alliances and partnerships

The PCWG meetings are attended by eight UN agencies and entities, two NGO consortia, eight NGOs, ICRC and IOM. Partnerships have been forged with NRC with regard to training, secondment of staff for information management and development of guidelines. Almost all PCWG actors will be involved in the development of a practical Handbook on IDP Protection. Staff deployments are undertaken in partnership with OCHA, IRC (Surge) and NRC. There is an emphasis on consultation and coordination before undertaking activities.



Colombia/IDPs at a resource centre, Bogota /UNHCR/ B. Heger

Budget

Protection Cluster	
UNHCR activities	USD
Protection, monitoring and coordination:	
<ul style="list-style-type: none"> Support cell in Africa and missions from HQs 	270,000
Legal Assistance/Protection:	
<ul style="list-style-type: none"> Stand-by capacity (SURGE and UNV deployments) 	1,037,000
<ul style="list-style-type: none"> Development of frameworks (IDP hand book and other guidelines) 	140,000
<ul style="list-style-type: none"> Deployment of Protection Emergency Roster Teams 	250,000
<ul style="list-style-type: none"> Training support to field operations 	383,234
<ul style="list-style-type: none"> IT and telecom support 	165,000
Total Operation	2,245,234
Support costs (7%)	157,166
Total UNHCR activities	2,402,400
UNICEF activities	250,000
NRC activities	275,000
Grand Total Protection cluster	2,927,400

2. Camp Coordination and Camp Management Cluster

Introduction

The Camp Coordination and Camp Management cluster (CCCM) was established to close the gap in the protection and assistance of IDPs and

others of concern forced to live in camps. The cluster working group meetings are attended by UNHCR, IOM, OCHA, UNICEF, OHCHR, NRC, and IRC. UNHCR leads the cluster as far as conflict-induced IDPs are concerned while IOM has assumed this responsibility for IDP situations resulting from natural disasters. At the global level, IOM and UNHCR are jointly leading the cluster proceedings through a "virtual" secretariat.

Goals and Objectives

- Build consensus, set standards and disseminate the concept of camp coordination and camp management
- Expand the capacity of the cluster lead and cluster members to effectively lead and operationalize the cluster for IDP situations

Activities

Since last year the CCCM cluster working group has been elaborating the underlying concepts of camp coordination and camp management and the role of national authorities, the cluster lead agency, the cluster members, international organizations, NGOs, and service providers. The cluster is working based on a common 2006 work plan and is preparing for possible emergencies, mapping gaps and increasing capacities at a global level.

The critical benchmarks agreed at the global level are:

- Increased number of trained camp management staff
- Common understanding of CCCM as a sector by both practitioners and donors in the field
- Developed operational guidelines and standards
- Developed tools such as databases and information management tools
- Devised Camp Management Toolkit
- Results at the field level - better managed camps to avoid different standards of IDP camps in the same region

Key activities planned under the UNHCR component of the Cluster Appeal are: 1) several country projects (DRC, Myanmar, and Uganda)

to pilot a prototype for data management in field operations; 2) development of software; and 3) development of common portal on behalf of the Cluster. There will be direct field support to existing and new emergencies through field-based regional staff as this would be crucial to ensuring that CCCM concepts are utilized and validated during the response.

Achievements

CCCM is a new concept and did not previously exist as a sector. Since its inception, the Cluster has made good progress in conceptualizing the approach and to provide guidance, including the first version of digital reference and "best practice" library on CD-Rom, which was jointly issued with the Protection cluster.

Two Global Cluster Workshops took place for field consultation and validation of the Camp Coordination and Camp Management concept. This has led to an enlarged network of participating agencies and NGOs. The joint IOM-UNHCR cluster management has created dynamism and synergies that will result in joint CCCM projects at the Field level.

Key challenges

The CCCM Cluster working group has jointly developed the work plan and budget for this new and important cluster. It will network and encourage more NGOs to join, map gaps and capacities, and establish expert rosters, guidance material and a portal to access it. The CCCM cluster is building on the Camp Management Project, in particular its "Toolkit" and seeks to increase the response capacity in both the lead agencies as well as through training to cluster members. It also focuses on improving data management and information systems at the camp and inter-camp levels.

Alliances and partnerships

NRC would be solely responsible for capacity building on camp management in particular training of UN/International organizations and NGO staff.

NGOs associated with the consortium

InterAction have proposed to set up a reference group in support of the cluster and to increase NGO participation.

At the global level, the cluster leads of the cross-cutting clusters, have agreed with OCHA on how to delineate their respective responsibilities with regard to coordination and information management. In the various operations this should lead to complementarity as the cluster leads will be responsible at the points of delivery (camps, field offices) while OCHA will collect all cluster/sectoral data at the country level in support of the Humanitarian Coordinator.

Budget

CCCM Cluster	USD
UNHCR Activities	
Protection, monitoring and coordination: <ul style="list-style-type: none"> • Technical support staff in Africa and Asia 	619,785
Legal assistance and Protection: <ul style="list-style-type: none"> • Publication and information exchange • Development of framework 	308,500
Total operation	1,438,285
Support costs (7%)	100,680
Total UNHCR Activities	1,538,965
IOM Activities	1,190,000
NRC Activities	770,000
GRAND Total CCCM Cluster	3,498,965

3. Emergency Shelter

Introduction

Under the Emergency Shelter cluster, UNHCR was designated to lead conflict-generated IDPs, while IFRC offered to provide leadership for IDP situations resulting from natural disasters. In addition to UNHCR and IFRC, meetings of the global cluster working group are also attended by IOM, UN-Habitat, OCHA, IDD, UNICEF, UNDP, NRC, DRC, Oxfam, Care International and Catholic Relief Service, the latter representing ICVA / SCR / InterAction. ICRC also participates in the discussions.

Goals and Objectives

The cluster working group aims at improving effectiveness and predictability in the provision of services by:

- Increasing the number of qualified professionals available for rapid deployment
- Developing an emergency shelter strategy and guidelines, and tools for assessments, intervention and monitoring alongside training
- Strengthening emergency shelter stockpiles and related NFIs

Activities

The main activities of the Emergency Shelter cluster are the following:

- Provide leadership through technical support and provision of policy guidance
- Build capacity through training and development of guidelines

For its implementation, the following four phases will be applied.

In the first phase, the emphasis is on the preparation of assessment tools, standard operating procedures, and guidelines, defining intervention criteria for response to different climatic and geographical conditions, establishing indicators to monitor impact and effectiveness of the Emergency Shelter interventions and defining reporting strategy.

In the second phase, the work of the previous phase will continue along with a review of minimum standards of basic emergency supply specifications and its compatibility across agencies and against emerging technologies, as well as the establishment of standards for site selection, infrastructure and services. Training modules will be developed incorporating shelter-related technical requirements, other cross-cutting and programme/co-ordination issues.

In the third phase, training will take place for shelter experts, physical planners and shelter coordinators, with a main focus in emergency situations. Training will include participatory decision-making and community-based shelter interventions. GIS/GPS tools and techniques, mapping and map interpretation will also be covered.

In the last phase, training will continue while inputs from these experiences will be incorporated in the finalization of the guidelines and standard operating procedures.

The critical benchmarks for the Emergency Shelter cluster are:

- Increased effectiveness in the coverage of Emergency shelter needs for IDPs in shorter period of time;
- Minimum gap in the provision of assistance;
- Uphold technical integrity of interventions of cluster members through qualified and trained staff.



Liberia/Salala DP Camp. UNHCR/E.Compte Verdaguer/2005

Achievements

The cluster working group has focused on its Implementation Plan in response to the agreed objectives. In order to improve the Plan, the working group has drawn lessons from the experiences of the Pakistan earthquake through questionnaires. Feedback from ten agencies that are active in Pakistan earthquake operation, and that are also working with the cluster were compiled and the findings were analyzed.

In addition, the cluster achieved the following in accordance with the Implementation Plan:

- Compiled agencies' available assessment tools into a main document
- Crafted a single document focusing on ways and methods to carry out an emergency assessment
- Finalized discussion document on climatic conditions
- Set standards for shelter and NFIs
- Liaised with UNOSAT to make available necessary maps and satellite images
- On the basis of the existing stand-by arrangement, arranged with NRC the secondment of technical staff for IDP

situations, similar to the arrangements previously made with SDC and RedR Australia

- Continued cooperation and coordination with other cluster working groups.

Key Challenges

The cluster identified the provision of global strategic stockpiles as one of the critical gaps. This component is not currently included in the Appeal. The main component of the global stockpiles will be part of an expanded central emergency stockpile held by UNHCR. In the meantime, the cluster aims at updating and refining OCHA’s Central Register of existing stockpile locations.

Alliances and partnerships

In addition to the partners mentioned earlier, the cluster has set up a NGO reference group. This sub-working group would involve additional NGOs to those already active in the cluster and may also call for the participation of individuals (as in the Sphere project model) to enrich inputs.



Somalia/Buule Elai IDP Camp/UNHCR/K.McKinsey 2006

Budget

Emergency Shelter Cluster	USD
UNHCR Activities	
Protection, Monitoring and Coordination:	
• Regional technical support staff (Accra and Nairobi)	342,240
• Support for regional hubs	32,000
• Roster maintenance	46,500
Legal Assistance and Protection:	
• Training and development of policy and guidelines	278,861
Total Operation	699,601
Support cost (7%)	48,792
Total UNHCR Activities	748,573
IOM activities	180,000
UN-Habitat activities	180,000
OCHA activities	180,000
Grand Total Emergency Shelter Cluster	1,288,573

Annex I

Total Budget Requirements for UNHCR's 2006 IDP Programmes (in USD)									
Sector	DRC	Liberia	Uganda	Somalia	Chad	Nepal	Colombia	Global Cluster	Total by Sector
Protection, Monitoring and Coordination	745,094	1,981,413	2,386,504	771,219	303,592	721,450	1,262,150	1,310,525	9,481,947
Community Services		2,382,265	112,000	350,000			547,188		3,391,453
Crop Production/Agriculture					90,000				90,000
Domestic needs	1,000,000		433,010	500,000	379,919	187,000			2,499,929
Education			303,000				121,135		424,135
Health		1,000,000	550,000						1,550,000
Income generating activities							262,906		262,906
Protection and Legal Assistance	10,500,000		2,668,168	800,000	600,000	699,000	1,653,879	3,072,595	19,993,642
Operational support to agencies	1,500,000		231,499	100,000			127,753		1,959,252
Sanitation			225,000						225,000
Shelter/other infrastructure		3,726,000	365,048	1,300,000	80,680	422,000	137,139		2,304,867
Transport/Logistics		3,312,000			1,091,000				1,091,000
Water			150,010	200,000					350,010
Total Operations	13,745,094	12,401,678	7,424,239	4,021,219	2,545,191	2,029,450	4,112,150	4,383,120	50,662,141
Support costs (7%)*	962,157	868,118	519,697	281,485	191,493	142,062	287,850	306,818	3,559,680
Program support		484,864	442,763	409,899	130,080	193,488			1,661,094
Grand Total	14,707,251	13,754,660	8,386,699	4,712,603	2,866,764	2,365,000	4,400,000	4,689,938	55,882,915

* A 7 % support cost has been added to the total operational requirements and will be recovered from each contribution to meet indirect support costs in UNHCR (Field and HQs).

Annex II

Contributions per IDP Programme as at May 2006 (in USD)

Donor	DRC	Liberia	Somalia	Uganda	Colombia	Total
France				90,689		90,689
Spain					829,384	829,384
Norway	2,212,389	1,474,926		2,212,389		5,899,705
Japan		2,146,703				2,146,703
United Kingdom	521,739	1,519,744	1,376,936			3,418,420
Pooled Fund for DRC	275,000					275,000
Association Française de soutien à l'UNHCR					120,919	120,919
Total per Programme	3,009,129	5,141,374	1,376,936	2,303,079	950,303	12,780,820