

Internally displaced from the Swat Valley of Pakistan, queuing for UNHCR distribution of non-food items.



# Working Internally

**S**ome 26 million people in the world today have been displaced within their countries as a result of armed conflict. Of this number, more than 16 million, spread across 24 countries, receive protection and assistance from UNHCR. UNHCR's involvement with internally displaced people (IDPs) dates back to the 1970's

and has since grown to the extent that IDPs of concern to UNHCR now outnumber refugees and asylum-seekers.

However, unlike in the case of UNHCR's mandate on refugees, there is no single agency with the specific task of looking after IDPs. This calls for close inter-agency coordination when protecting and assisting IDPs.

In 2005, the United Nations and other international humanitarian organizations adopted the cluster approach, which is a joint effort to reach more IDPs in need of assistance and protection in a reliable and timely way. UNHCR plays an important role in this task by leading or co-leading three (protection, shelter and camp coordination) of the 11 clusters that deal





UNHCR

# with the Displaced

with specific areas deemed critical in any humanitarian response.

The cluster approach is applied in 25 complex emergencies worldwide, each led by a Humanitarian Coordinator. UNHCR leads individual clusters in 19 countries (*see table*). In addition, it protects and assists IDPs in countries where the cluster approach has not been activated, such as Bosnia and

Herzegovina, the Russian Federation and Serbia (including Kosovo).

Since the introduction of the cluster approach, the number of IDPs of concern to UNHCR has doubled. Sudan has the largest number of IDPs, followed by Colombia, Pakistan and Iraq. Together, they host about half the world's IDPs. They are also among UNHCR's largest IDP operations in

financial terms, together with Chad, the Democratic Republic of the Congo (DRC), Georgia, Pakistan, Somalia, Sri Lanka and Uganda.

When UNHCR accepted an enhanced responsibility for IDPs by becoming the lead agency for three clusters, the Office immediately began mainstreaming these responsibilities into its existing functions and

structures. Staff have been trained and handbooks and field guides developed, while cooperation with other humanitarian agencies has been strengthened. IDPs are now one of UNHCR's key areas of responsibility. In 2009, the IDP Advisory Team was discontinued, but a light support structure will remain at Headquarters for a limited period to support the mainstreaming process.

The cluster needs in the field have been included in UNHCR's 2010-2011 plans and budgets as part of efforts to mainstream the organization's IDP-related responsibilities. The financial requirements are kept separate from those for its mandated task of assisting and protecting refugees, ensuring that funding for refugees is firmly secured.

In 2010-2011, UNHCR will continue to be a reliable partner within the international humanitarian community and work with concerned governments in assisting IDPs. The Office will build the capacity of its staff and partners, thereby improving cluster leadership and coordination skills. It will play a strong part in inter-agency coordination mechanisms, both globally and in the field.

To complement the ongoing inter-agency evaluation of the cluster approach, UNHCR will assess a number of IDP operations in the next two years to monitor its progress in applying the cluster approach and mainstreaming IDP responsibilities.

As the cluster approach continues to develop and the international

humanitarian system reaches out to more people in need of assistance and protection, further gaps in policy and operational capacity might arise. UNHCR will strive to identify such gaps and needs and develop new operational tools and guidelines to enhance its work.

UNHCR will also strengthen the links between the clusters it leads by improving inter-cluster coordination and training opportunities, and boost ties between global clusters and their counterparts in the field.

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### Protection cluster

*UNHCR leads or co-leads the protection cluster in 19 IDP operations. For the period 2010-2011, the strategic priorities of the Protection Cluster Working Group led by UNHCR are to:*

- Implement protection clusters at the country level.
- Enhance protection coordination skills.
- Promote the application of protection principles in the humanitarian response at the global and field levels.
- Monitor and evaluate the progress, relevance and impact of protection clusters.
- Foster a common vision of protection, identify gaps in the global protection response and deal with them by developing the necessary capacity, policies and standards.

Within these priorities, UNHCR has elaborated its own IDP protection objectives for 2010-2011. These are to improve the coordination of protection activities, particularly with regard to gender-based violence, the elderly and people with disabilities; enhance cluster performance at the global and field levels through monitoring and the evaluation of results; and identify and address gaps in the global protection response—such as in the protection of IDPs after natural disasters.

To achieve these goals, UNHCR will send support missions to key IDP operations and deploy experts on issues

such as housing, land and property rights, age, gender, disability, protection information management and natural disasters. UNHCR will also support inter-agency secondment arrangements such as *ProCap* for Senior Protection Officers and *GenCap* for Senior Gender Advisers. Finally, it will provide support to partners at all levels to improve the coordination and delivery of protection.

Countries where UNHCR leads or co-leads clusters			
	Protection cluster	Emergency shelter cluster	CCCM cluster
Afghanistan	☑	☑	
Burundi	☑		
Central African Rep.	☑		
Chad	☑		☑
Colombia	☑		
Côte d'Ivoire	☑		
DRC	☑		☑
Ethiopia	☑		
Georgia	☑	☑	☑
Iraq	☑		☑
Kenya	☑	☑	☑
Liberia	☑	☑	
Myanmar	☑		
Pakistan	☑	☑	☑
Somalia	☑		
Sri Lanka	☑		
Sudan	☑		
Uganda	☑		☑
Yemen*	☑		☑
Zimbabwe	☑		

\* To be activated in 2010

UNHCR's involvement with IDPs in 2010			
Country	Pillar 4 Budget (USD)	Planning figures (end-2010)	
		IDPs	Returned IDPs
Iraq	144,459,007	1,050,000	500,000
Pakistan	131,079,990	800,000	
Sudan	55,131,234	4,150,000	50,000
Georgia <sup>1</sup>	55,018,653	219,000	
Somalia	48,011,309	1,090,930	93,140
Sri Lanka	36,330,717	422,200	74,300
DRC	33,887,567	545,780	246,000
Colombia	27,476,204	3,590,000	
Serbia	24,043,258	204,000	
Chad	22,081,862	150,000	38,770
Afghanistan	14,908,617	200,000	15,000
Bosnia and Herzegovina	13,934,133	87,360	5,000
Russian Federation <sup>1</sup>	12,503,642	81,000	4,000
Uganda	9,702,896	1,400,000	
Central African Rep.	5,541,561	147,000	
Yemen	5,365,031	20,000	20,000
Myanmar	4,804,783	451,000	
Côte d'Ivoire	4,615,756	683,960	
Zimbabwe	3,027,517	40,000	
Azerbaijan	1,451,489	603,250	
Burundi	440,254	100,000	
Turkey	19,104	964,000	
<b>Total</b>	<b>653,834,585</b>	<b>16,999,480</b>	<b>1,046,210</b>

<sup>1</sup> The planning figures include people in IDP-like situations.

## Emergency shelter cluster

*The emergency shelter cluster (ESC) is active in 14 IDP operations covering both natural disasters and conflict-related emergencies. UNHCR leads the cluster in 5 of these operations.*

- In 2010–2011, the cluster will:
  - Ensure support to field operations in emergency shelter activities.
  - Improve the capacity of UNHCR and its partners through “training of trainers” and four training sessions on emergency shelter and related humanitarian activities.
- Improve the capacity of UNHCR to respond to IDP emergencies by ensuring availability of emergency deployments and stocking sufficient quantities of non-food items such as blankets, tents, plastic sheets and jerry cans.
- Coordinate closely with cluster partners in order to provide consistent responses and to pool resources.
- Provide technical expertise on needs assessments and contingency planning.



# Camp coordination and camp management cluster

*The camp coordination and camp management cluster (CCCM) is active in 14 IDP operations, and UNHCR leads the cluster in seven of these.*

An important task for the global cluster is to ensure that field operations make the best possible use of camp coordination and camp management concepts contained in the *Camp Management Toolkit*, *Gender Handbook for Humanitarian Action*, the *IDP Protection Handbook* and the *IDP Profiling Guidelines*.

To strengthen capacities in the field and decrease dependence on the global cluster, the CCCM cluster is developing a “training of trainers” concept for national staff. UNHCR is also developing standardized data systems to

support joint needs assessments for clusters in IDP contexts.

In 2010–2011, UNHCR and its CCCM partners will continue to ensure that the cluster has the necessary capacity, tools, standards and technical guidance for its work. To this end, it has outlined the following strategic objectives:

- Ensure implementation of CCCM clusters at the field level.
- Provide CCCM expertise to field operations through deployments.
- Focus on building capacity of national counterparts.
- Develop tools for supporting urban displacements.
- Implement needs assessment and information management tools in coordination with the IASC Needs Assessment Task Forces and other clusters.
- Support partners and operations conducting IDP profiling activities.
- Provide technical expertise on thematic issues such as participatory assessments, community leadership and management.

## IDP operations (see individual country chapters for more information)

### ◦ Colombia

Colombia continues to face a serious displacement crisis, despite important steps taken by the authorities to meet the challenge. The number of IDPs in the country is among the highest in the world (more than 3 million). UNHCR's main objective is to reinforce the capacity of the Government to address internal displacement within the framework of the Colombian Constitution and in line with international law.

In 2010–2011, UNHCR will focus on the participation of IDP communities in efforts to ensure that public policy addresses the situation of IDPs and persons at risk of displacement. UNHCR will also continue to address the specific protection needs of women, children, young people, the elderly, people with disabilities and ethnic minorities.

### ◦ Democratic Republic of the Congo

UNHCR is hopeful that large-scale returns of IDPs may take place in the DRC as many parts of the country slowly return to normal. In 2010–2011, the Office will continue to work as part of an inter-agency team on internal displacement and post-conflict reconciliation and reconstruction in eastern DRC, where it leads the protection cluster for IDPs.

As the CCCM lead agency in North Kivu, UNHCR will continue to profile IDPs in the camps in order to target assistance to the most vulnerable. UNHCR and its partners will continue to close IDP camps and assist people to return to their home areas. The focus will be on key protection challenges—ensuring the civilian character of the camps and addressing sexual and gender-based violence.

Another challenge is expanding CCCM support to the over one million people living in informal and spontaneous camps in eastern DRC.

In North Kivu and Haute Uélé, UNHCR will focus on activities which provide protection within communities and transitional shelter for IDPs and host families.

### ◦ Pakistan

The current humanitarian crisis in Pakistan is a particularly severe one, with a high level of insecurity that forces UNHCR to work mainly through local implementing partners. UNHCR will nevertheless continue to protect and assist almost one million affected people, some of whom will be returning to their places of origin, while others will be staying with host families in receiving areas or be newly displaced.

UNHCR leads the protection, emergency shelter and CCCM clusters in Pakistan, thus contributing to the inter-agency effort to strengthen the operational response to this displacement crisis. UNHCR will provide protection and non-food items to affected people in camps, as well as those living with host families or relatives. It will also provide shelter in return areas, mainly the Swat Valley and Buner.

## ◦ *Somalia*

The number of IDPs in Somalia is rising steadily because of continuous conflict, compounded by severe drought in many areas of the country. The need for protection is growing in tandem with the number and gravity of human rights violations.

UNHCR will improve the link between monitoring and reporting of population movements and protection

needs with the required humanitarian response. More livelihood projects will be implemented for vulnerable IDP groups (in particular women and young people) to reduce their vulnerability and ensure that their main concerns are addressed.

UNHCR also plans to expand its programmes for temporary shelter and emergency relief items, hoping to reach 50 per cent of the IDPs in the coming years. Cross-cutting interventions related to HIV and AIDS will cover all three regions of Somalia.

## ◦ *Western Balkans*

South-Eastern Europe still hosts a large number of IDPs, predominantly within Serbia and Bosnia and Herzegovina. Despite significant efforts to support returns, many are still in need of durable solutions. Many also face legal, social, economic and administrative obstacles which jeopardize their right to return.

The sustainability of returns is another challenge. Minority returnees, in particular, continue to face difficulties when seeking employment, including in the public service; in securing access to pension entitlements, health care services and education; and in gaining assistance for the reconstruction of infrastructure. Especially vulnerable are Roma IDPs, who are often unable to enjoy their citizenship rights fully or find themselves in *de facto* statelessness situations. UNHCR will increase its efforts to address these concerns in close collaboration with government and civil society partners.

UNHCR will advocate for a more pragmatic approach to the local integration of IDPs in Serbia. It will include IDPs in its local integration projects linked to housing and vocational training, with a focus on civil registration, personal documentation and the prevention of sexual and gender-based violence. ■



A Sri Lankan IDP has just received aid items to support her return home.