



An Ivorian family takes advantage of a lull in fighting in February 2011 to flee to safer parts of the capital Abidjan with their children and a few belongings.

Working with the Internally Displaced

THE YEAR 2011 SAW the emergence of several new situations of internal displacement. In Côte d'Ivoire, violence following the November 2010 presidential elections forced an estimated half a million people to flee their homes. In Somalia, the worst drought in decades aggravated the country's chronic instability and led to one of the worst humanitarian emergencies of 2011. And the unrest that swept through parts of North Africa and the Middle East was accompanied by large-scale displacement, particularly in Libya. All these crises had regional effects: in addition to precipitating refugee flows into surrounding States, they also displaced thousands of people inside countries.

Lessons from these experiences are contributing to the ongoing review of the humanitarian response system. For instance, UNHCR has been working with other UN agencies and NGOs to refocus the Global Protection Cluster towards advocacy and field support. In 2011, UNHCR organized consultations with field personnel charged with the protection of internally displaced persons (IDPs), to identify opportunities and challenges in the current humanitarian environment and to help shape UNHCR's future engagement with IDPs.

UNHCR is engaged in promoting legal frameworks for the protection of IDPs. The High Commissioner's Protection Capacity Initiative has

strengthened the Office's ability to advise on law and policy in situations such as in Kenya and in the State of Chiapas, Mexico. UNHCR continues to advocate for the ratification of the African Union Convention for the Protection and Assistance of Internally Displaced Persons. It is also helping the African Commission to develop a model law on internal displacement. Such laws are being considered elsewhere too. During the intergovernmental meeting in Geneva in December 2011, a number of countries pledged to develop national statutes and policies on internal displacement.

Important progress was made in 2011 in the search for durable solutions. By December, UNHCR had ended its field presence in northern Uganda as the vast majority of IDPs in the area had returned home. The Office is placing particular emphasis on local settlement as a solution for internal displacement, on the understanding that acceptance of IDPs by local populations is vital to ensure that such solutions are sustainable. Initiatives at the global level are helping to bolster this durable solution. In January 2011, UNHCR worked with the Internal Displacement Monitoring Centre and the Brookings Institution to conduct a seminar on local integration, bringing together development and humanitarian actors to identify ways of including local populations in assistance programmes related to durable solutions. This has been followed by research and guidance on

how best to include host families and host communities in protection and assistance projects for IDPs, during both the emergency and durable-solutions phases.

The inclusion of vulnerable local populations within the purview of assistance related to durable solutions for IDPs is now standard practice. In the Balkans, UNHCR mobilized partners to try to close the chapter on displacement caused by the conflicts of the 1990s. In addition, the *Social Inclusion: Regional Support to Marginalized Communities* project targets vulnerable Roma and Ashkali populations, displaced and non-displaced alike, with free legal assistance and issuance of birth registration documents. In Colombia, personal documentation campaigns have long benefitted all populations in the targeted geographical areas. In Kosovo (S/RES/1244 (1999)), the UNHCR/UNDP-led Bratislava Process is supporting durable solutions through local community development and the social and economic inclusion of both host and displaced populations.

At the policy level, the Secretary-General's Policy Committee entrusted UNHCR and UNDP, in their respective capacities as global cluster leads for protection and early recovery, to help Resident Coordinators develop durable solutions strategies for returning refugees and IDPs. This landmark decision is expected to facilitate stronger involvement of development actors in durable solutions.

Protection

The Global Protection Cluster provides inter-agency policy advice and guidance for implementing the cluster approach in 28 protection clusters in the Field, of which 20 are led by UNHCR. Recognizing the importance of managing field clusters in relation to its leadership on protection overall, UNHCR has created six cluster coordinator (Protection) positions: two in the Democratic Republic of the Congo (DRC) and one each in Pakistan, Somalia, Sudan and Yemen.

Providing operational support

The Global Protection Cluster played an important role in several new emergencies that arose in 2011. In the Horn of Africa, where ongoing conflict and drought caused a series of complex emergencies, the cluster played a lead role in the emergency response. It also issued key advocacy messages calling for an effective, robust and well-funded protection response. During the Libya emergency, the Cluster offered strategic guidance and ensured the timely arrival of experienced emergency response teams.

Building a response capacity

UNHCR strengthened training programmes for its staff and non-UNHCR humanitarian personnel working in inter-agency contexts. As part of this effort, the Protection Cluster Training Programme was revamped to blend self-study and workshop learning. The Cluster also elaborated and piloted a new training programme on protection in natural disasters. In addition, UNHCR designed an e-learning

induction course on IDP protection for its staff and partners. This covered the basics of internal displacement and the organization's role in the inter-agency humanitarian response to internal displacement.

Setting and disseminating standards and policies

The Protection Cluster is currently developing guidelines to clarify the relationship and enhance coordination between field-based protection clusters and peacekeeping missions, one of the recommendations of the second inter-agency cluster evaluation.

Strategic leadership of the Global Protection Cluster

In 2011, the Protection Cluster initiated a strategic review of its work, seeking to elaborate a clear strategy that served the needs of field operations. The exercise was guided by a reference group of key cluster partners, including NGOs and UN agencies. The review identified support to the Field and engagement in global protection issues as strategic priorities.

In field support, the focus will be on the development and dissemination of a protection cluster coordination support toolkit; establishment of a help desk to respond to the need for specialist advice; enhancement of current rapid deployment capacity; and training of cluster personnel. Global-level engagement will focus on bringing dialogue with donors, advocacy and protection into the mainstream of the cluster's work.

Camp coordination and camp management

Camp coordination and camp management (CCCM) activities facilitate the delivery of protection and assistance to the displaced in camps and camp-like settings. In 2011, the CCCM Cluster supported field operations through training, guidance and deployments to IDP emergencies.

Providing operational support

Despite the ongoing challenges faced by the CCCM Cluster, in particular restricted access to IDPs and others of concern because of insecurity, limited resources and logistical difficulties, much was achieved in 2011. UNHCR deployed CCCM cluster coordinators to emergencies in Pakistan and Côte d'Ivoire, in addition to those already in place in Chad, the DRC and Yemen. Technical field support helped in the development of CCCM strategies and contingency planning. All new IDP emergency operations received a CCCM emergency toolbox, containing various important operational documents necessary for day-to-day work, such as model terms of reference for CCCM clusters and cluster coordinators.

Building a response capacity

In total, 20 training sessions covering camp coordination and camp management were conducted to strengthen knowledge and skills among 488 UNHCR staff and partners in 13 countries. In some countries prone to natural disasters, such as Pakistan, the training focused on enhancing national preparedness.

Setting and disseminating standards and policies

The CCCM Cluster developed a survey to determine the relevance of existing CCCM tools and identify gaps in cluster support. The camp management toolkit proved to be the most widely used CCCM tool and will be reprinted and distributed in 2012. The survey also identified a general need for additional CCCM training for field staff working in IDP camp operations.

The Camp Closure Guidelines, which provide guidance on the effective closure and decommissioning of camps, were finalized for publication in 2012. The Collective Centre Guidelines, containing operational advice on the coordination and management of collective centres hosting IDPs, were well received and translated into Spanish. French and Arabic translations are planned for the first quarter of 2012.

Organizational and managerial issues

More than 35 participants from various NGOs, CCCM Cluster partner organizations and a number of different country operations attended the Global CCCM Cluster retreat in October. One of the key outcomes of the retreat was the call for guidance on the coordination of a humanitarian response for displaced populations outside camps at the community level. The participants also emphasized the importance of information management, CCCM training, sharing of lessons learned and strengthening of inter-cluster coordination.

Emergency shelter

In 2011, UNHCR led the Emergency Shelter Cluster (ESC) in nine countries, including in new emergencies such as Côte d'Ivoire and Libya. In Pakistan, UNHCR continued to lead the ESC to respond to the conflict situation which arose in 2009 and also co-led the cluster at a provincial level in response to the floods in 2010 and 2011. In the DRC, the cluster was co-led by UNHCR and UNICEF. In the Central African Republic (CAR), UNHCR took over the leadership of the cluster for non-food items (NFIs) from UNICEF to meet evolving needs on the ground.

Providing operational support

Three missions were undertaken to help cluster operations in the CAR, Pakistan and Sudan to establish ESCs, strengthen contingency planning and develop shelter strategies. Cluster coordinators were also deployed to Côte d'Ivoire and Libya in response to new emergencies in 2011.

Building a response capacity

The cluster conducted a workshop for partners to explore best practices and alternative methods of assistance. Tri-cluster and leadership training was consolidated into one session on coordination and leadership to prepare staff and partners for the task of coordinating the work of the CCCM, shelter or protection clusters effectively in emergencies.

Setting and disseminating standards and policies

UNHCR discussed potential collaboration with the International Federation of the Red Cross and Red Crescent Societies (IFRC) to upgrade the Emergency Shelter Cluster website in an effort to improve information sharing and the transfer of technical guidance, resources and tools between cluster partners. A UNHCR-produced video and brochure clearly communicated the organization's role

in emergency shelter response in IDP situations. UNHCR also worked with UN-Habitat and the IFRC to develop a publication on shelter projects. This supported shelter partners across the sector with a collection of best practices for shelter response.

Organizational and managerial issues

Two Global Shelter Cluster meetings were organized in 2011 with the IFRC and other cluster partners to develop a coordinated cluster work plan for 2012. UNHCR created a Shelter and Settlements Section to enhance and maintain the standing capacity to respond quickly and efficiently to the shelter needs of refugees, IDPs and other people of concern. It also established a network of shelter cluster coordinators to improve cluster coordination skills through better communication and knowledge sharing.

Key IDP operations

● Côte d'Ivoire

The post-election conflict in Côte d'Ivoire resulted in the massive internal displacement of half a million persons at the peak of the crisis in March 2011. UNHCR led the protection, CCCM and emergency shelter clusters and upgraded its monitoring system to protect IDPs in camps, return areas and other locations. From the outset of the crisis, UNHCR collaborated closely with the United Nations Operation in Côte d'Ivoire (UNOCI), which reacted quickly to protection concerns. For instance, the latter removed irregular checkpoints that had become an obstacle to the return process. Working with members of the protection cluster, UNHCR participated in reviewing UNOCI's strategy for protecting civilians affected by the conflict. The Office has also been building the capacity of the Government and local partners,

while continuing to assist and protect some 100,000 IDPs.

● Libya

The Libyan crisis in the spring of 2011 triggered a complex pattern of displacement, forcibly uprooting some 172,000 Libyans and third-country nationals within the country, while also driving cross-border population movements. UNHCR faced the challenges of coordinating a refugee emergency while at the same time leading the protection and emergency shelter clusters inside Libya, despite the enormous obstacles hindering access to affected populations. Initially, UNHCR worked from Tunisia, but soon deployed emergency teams to Tripoli and Benghazi in Libya. Working in close coordination with the United Nations Support Mission in Libya (UNSMIL), key government agencies and local partners, UNHCR helped the humanitarian system

establish a population tracking mechanism and other monitoring systems, and also provided food, NFIs and shelter to IDPs.

● The Philippines

When tropical storm Washy hit the southern Philippines island of Mindanao in December 2011, it killed over 1,200 people and displaced 430,000 more. Among the most vulnerable were some 130,000 Moro and indigenous people living in remote mountainous areas, who had been forcibly displaced many times before, during decades of conflict between the Government and local insurgents.

Since 2010, UNHCR has been supporting IDPs affected by the conflict and has built strong relationships with the Government and local NGOs and communities. These partnerships enable the Office to provide life-saving protection kits,

assist the Commission on Human Rights to monitor the area, issue birth and marriages documents, and help people rebuild their communities. By addressing imbalances in the humanitarian response, UNHCR also helps reduce tensions that could fuel more conflict in the region.

● *Bosnia and Herzegovina*

Of the 1 million people who became internally displaced in Bosnia and Herzegovina as a result of the war, 113,000 people remain displaced today. The Government has played a key role in promoting the return of IDPs and achieving durable solutions, reconstructing some 300,000 houses and facilitating the repossession of more than 200,000 properties. It continues to be fully engaged in addressing the significant remaining needs of more than 8,000 vulnerable IDPs living in some 150 collective centres across the country, as well as of more than 15,000 displaced people in other forms of temporary housing.

There have been significant developments related to housing issues, primarily since the adoption in June 2010 of the revised strategy for the implementation of Annex VII of the Dayton Peace Agreement. With UNHCR's support, the Government has applied for a loan from the Council of Europe Development Bank which would fund the measures required to enable the closure of most collective centres.

A regional breakthrough has resulted in an agreement between Bosnia and Herzegovina, Croatia, Montenegro and Serbia to develop a EUR 500 million regional housing programme. The segment of this programme related to Bosnia and

Herzegovina amounts to EUR 100 million for housing support for 2,400 IDP families, 600 refugee families and 2,400 returnee families from Croatia and Serbia. Bosnia and Herzegovina will host a donors' conference in the spring of 2012 to seek the financial support necessary for the housing programme. ■

Country	UNHCR-led clusters		
	Protection	Emergency shelter	CCCM
Afghanistan			
Burundi			
Central African Republic (CAR)			
Chad			
Colombia			
Côte d'Ivoire ¹			
Democratic Republic of the Congo (DRC) ²			
Ethiopia			
Guinea			
Iraq			
Kenya			
Libya			
Pakistan ³			
Philippines			
Somalia			
Sri Lanka			
Sudan			
South Sudan			
Uganda			
Yemen			
Zimbabwe			

¹In Côte d'Ivoire, UNHCR co-led the CCCM Cluster with IOM.

²In the DRC, UNHCR co-led the Emergency Shelter Cluster with UNICEF.

³In Pakistan, UNHCR led the Emergency Shelter Cluster for the conflict situation. At the provincial level, UNHCR co-led the ESC with IOM for the 2010 and 2011 floods situations.