



Many displaced people in Colombia used to have close ties to the land, either as owners or farmers.

Working with Internally Displaced

There are approximately 26 million people across the world who have been forced to flee from one area of a country to another because of conflict. Under international law, the primary responsibility for the rights and welfare of such internally displaced persons (IDPs) rests with States. However, with many governments unable, or unwilling, to perform their duties in this regard, the international humanitarian community has agreed to work collectively to respond to the plight of the internally displaced.

management and camp coordination (CCCM) clusters. It shares the leadership of the emergency shelter cluster (ESC) with the IFRC, and the CCCM cluster with IOM. It also contributes to the other nine clusters, besides working in cross-cutting thematic areas such as age, gender, the environment and HIV and AIDS.

At the global level, UNHCR is involved in various inter-agency initiatives to improve coordination in the Field. These include the IASC needs-assessment and information-management task forces

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The inter-agency cluster approach, introduced in 2005, draws on the strengths of each participating agency to provide an efficient response to internal displacement. Activities to protect and assist IDPs are increasingly led by Resident or Humanitarian Coordinators, and vital human and financial resources have been made more freely available.

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UNHCR's three biggest emergency deployments in Pakistan, Sri Lanka and Yemen concerned the protection and assistance of IDPs.

UNHCR leads the protection, emergency shelter and camp

and the dashboard initiative to strengthen evidence-based decision-making in emergencies, through enhanced coordination of needs assessments and consolidation of core humanitarian information.

UNHCR has continued to fulfil its enhanced responsibilities for IDPs through budget, training and staff performance and management changes. For instance, the fourth pillar of the new budget structure is exclusively dedicated to IDP operations. Furthermore, IDP protection, coordination and leadership skills are now addressed in core staff training and development programmes, and cluster coordination responsibilities have been included in job descriptions for relevant functions.

Global protection cluster

The global protection cluster helps country operations to address inter-agency coordination challenges and provides guidance on how to instil protection considerations into all areas of humanitarian response. It has fostered a common vision of protection and improved protection delivery and coordination. In part, this was done by establishing protection staff positions dedicated to cluster coordination duties in some field operations. UNHCR has also ensured that a senior staff member took on the responsibilities of the Protection Cluster Coordinator.

Service delivery at field level

The protection cluster working group (PCWG) led by UNHCR provided support to 29 protection clusters in 2009. Technical experts on ageing and disabilities, as well as on needs assessment and operational data management, were deployed to country operations. UNHCR-led protection support missions were sent to Afghanistan, the Democratic Republic of the Congo, Kenya, Pakistan, the Philippines, Sudan (Darfur) and Uganda.

The protection cluster also helped field operations to develop coherent protection strategies and response plans for funding appeals, notably with regard to the Pakistan humanitarian response plan for 2010 and the 2009 Flash Appeal following the natural disaster in the Philippines.

UNHCR led protection clusters in 19 countries, of which 18 were experiencing complex emergencies and one had suffered a natural disaster.

Staffing

The PCWG has become the forum for strategic dialogue on staffing priorities. Its deliberations feed into the steering mechanisms of various staff deployment schemes, such as the inter-agency protection standby capacity project (ProCap). This important service did not exist at the global inter-agency level

prior to the introduction of the cluster approach. More than 20 protection staffing deployments were made in 2009.

Capacity building

The PCWG continued to help build protection capacity among member agencies as well as governments and civil society. Its training programmes have improved protection, coordination and leadership skills. In 2009, a protection coordination course was conducted in Indonesia with the financial support of UNDP.

Furthermore, UNHCR organized a Senior Managers Learning Programme on IDPs and has developed a mandatory IDP protection e-learning induction programme for all staff.

Tools

The consensus reached by the members of the PCWG on strategic priorities for 2009-2011 demonstrated the usefulness of the cluster as a global-level coordination and networking platform. Furthermore, the PCWG finalized the *Handbook for the Protection of Internally Displaced Persons* (provisionally released in 2008). It also provided inputs for a review of the Framework for Durable Solutions for Internally Displaced Persons and the IASC Guidelines on Mental Health and Psycho-social Support in Emergencies.

The PCWG participated in the review of the *Sphere Handbook*, a humanitarian charter which outlines the minimum standards in disaster response. It also maintained the protection portal on the Humanitarian Reform website and managed its transferral to the new OneResponse website.

Natural disasters

Working with UNICEF, OHCHR, OCHA, UNDP and the Office of the Representative of the Secretary-General on the Human Rights of IDPs, in 2009 UNHCR refined the standard operating procedures for a protection cluster lead agency in natural-disaster situations. UNHCR demonstrated its readiness to lead field protection clusters by deploying a protection team to the Philippines after tropical storms lashed the country in 2009.

Global camp coordination and camp management cluster

Improving IDP protection in the Field remained the main focus of the CCCM cluster in 2009. The provision of training and guidance and the deployment of CCCM experts and tools enhanced coordination in this regard.

Service delivery at field level

The CCCM cluster led the development of national and regional plans, including exit and solutions strategies. It coordinated programme implementation in camps and camp-like settings and worked with local authorities and NGOs to ensure adequate humanitarian space. Furthermore, it supported rights-based planning, promoted the application of international standards and monitored and evaluated service provision and resource mobilization.

In 2009, the cluster took a participatory approach in needs assessment and the planning and implementation of its responsibilities. There were significant achievements related to camp set-ups, phase-outs and closures. For instance, despite security constraints, some 300,000 IDPs had access to protection and assistance in camps in the North-West Frontier Province of Pakistan. Thirty-five additional camps were established in the country, with services meeting Sphere standards. Another 25 camps were closed and properly decommissioned following the return of IDPs to their places of origin.

In Uganda, the CCCM cluster supported IDP returns while continuing to protect and assist the residual population. A total of 39 IDP camps were closed following significant returns and, in some instances, relocation or local integration. In the Democratic Republic of the Congo, mobile CCCM teams improved coordination and humanitarian response in IDP camps and other sites.

Training

A total of 10 workshops in camp coordination and management techniques were held in Denmark, Kenya, Nepal, Rwanda, Thailand, the United Republic of Tanzania and Yemen. They were attended by some 230 field personnel.

Tools

Some 800 copies of the revised Camp Management Toolkit were disseminated to inject age, gender and diversity considerations into all programmes. Guidelines on camp closures and collective centres will be piloted in 2010. A community-level needs assessment tool to strengthen evidence-based decision making has been developed.

Challenges

The CCCM cluster continues to face challenges relating to a shortage of resources and partners, as well as security constraints that reduce access to IDPs. Furthermore, the cluster is not always formally activated, forcing camp coordination and management to be handled through ad hoc arrangements. Nonetheless, the cluster is looking into extending the benefits of lessons learned in camps to populations outside them.

Global emergency shelter cluster

The two cluster lead agencies, UNHCR (for conflict related emergencies) and the IFRC (for natural disasters), have been collaborating closely at both the global and country levels and met regularly in 2009, including in six thematic reference groups, to discuss relevant issues. These thematic reference groups address key issues reflecting country-level priorities.

The global ESC working group action plan continued to be an important means of identifying priority areas where services need improvement. These include: increasing the number of qualified professionals available for rapid deployment; strengthening stockpiles of shelter and related NFIs; and, developing emergency shelter strategies, policies, guidelines and tools for assessments, intervention and monitoring.

To strengthen UNHCR's overall emergency response capacity, shelter materials and non-food items for IDP emergencies continued to be stockpiled in 2009. UNHCR led the emergency shelter cluster in seven countries and also led shelter coordination in a cluster-like arrangement in Sri Lanka.

Tools

UNHCR, UN Habitat and CARE pursued the development of ESC tools, such as *Shelter Projects – 2008*, that contain summaries of lessons learned in crisis situations. Other tools include the Local Estimate of Needs for Shelter and Settlement Kit (LENSS) which provides guidelines for initial shelter needs and damage assessment, combined with early recovery shelter needs. The latter covers themes such as emergency shelter policy with regard to environmental issues, terms of reference for shelter cluster environment advisers, shelter-related livelihood activities and post-disaster debris management.

UNHCR, NRC and CARE collaborated with the Shelter Centre on the development of the *Selecting NFIs for Shelter Guidelines* which offers guidance on how to select and combine non-food items, such as blankets, cooking sets, plastic sheeting and timber, into packages.

ESC partners developed a standard shelter environmental impact assessment checklist which is now being used by non-shelter specialists. Guidance and checklists exist for rapid assessment post-disaster livelihoods shelter activities. A cadre of technical advisors support shelter cluster leads on environmental issues. Training materials have also been developed.

Country-specific shelter strategies were developed for a number of operations where UNHCR is leading the ESC.

Capacity building

The ESC coordinators training module was reviewed and was used in a training session for cluster coordinators working in the Middle East. Some 30 participants, including staff, secondees or volunteers from NGO partners and the IFRC took part. A second training session is planned for the Asia region.

A tri-cluster training module for UNHCR staff and that of implementing

partners at managerial and middle levels was developed in close collaboration between the protection, CCCM and emergency shelter clusters. The training module will be piloted in 2010.

The IFRC and UNHCR have also consolidated three ESC training modules for coordinators, technical specialists and information managers. It is hoped that these user-friendly modules, available in both electronic and hard copy versions, will be widely used by all cluster partners at the country, regional and global levels.

The project, *Addressing Environmental Management and Community Livelihood Security in Former IDP Camps, Northern Uganda*, implemented by UNHCR and its partners, made progress in camp clean-up and closure through targeted training and technical support in four districts. Training was provided to District Disaster Management Committees, UNHCR staff and partners; rapid environmental assessments were carried out at six camps; community-environmental actions plans have been developed at three former camp areas; and shelter-specific technical assessments have been developed.

Staffing

A roster of emergency shelter experts was maintained for emergency deployment.

Challenges ahead

The shelter cluster faces challenges in emergencies due to security constraints and lack of access to IDPs living outside the camps. Furthermore, there is need to create local capacity for emergency shelter activities in order to improve access and delivery of services to people in need.

Lack of resources for transitional shelter remains a major challenge. Cluster partners have had difficulty in committing human resources to support preparedness and coordination activities at the expense of their operational capacity. Nonetheless, the emergency shelter cluster has benefitted from lessons learned and has made its responses more predictable. ■