

UNHCR

Supplementary Appeals for IDP Programmes

2008

UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

PO. Box 2500
1211 Geneva 2
Switzerland

TELEPHONE : +41 22 739 79 56

FAX : +41 22 739 73 58

EMAIL : hqfr00@unhcr.org

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UNHCR's Participation
in the Inter-agency Response
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Supplementary Appeals for IDP Programmes 2008

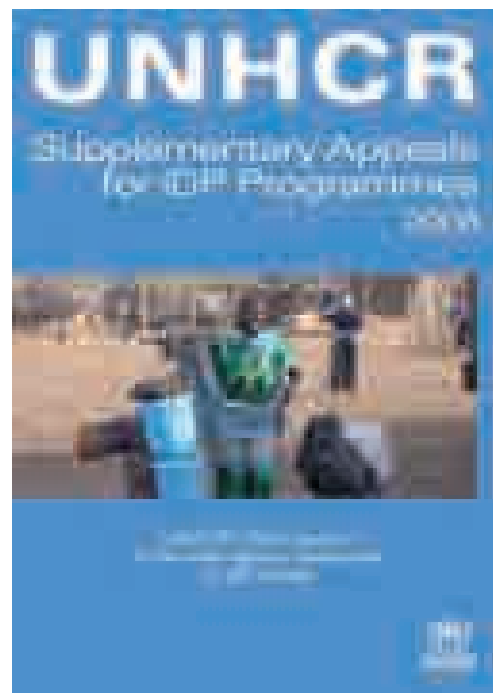


Table of Contents

1. INTRODUCTION

Working with the internally displaced	3
Country operations	4
UNHCR's IDP Policy Framework and Implementation Strategy	4
IDP Advisory team	4
Global Clusters	5
Protection cluster	5
Camp coordination and camp management cluster	7
Emergency shelter cluster	9
Clusters which UNHCR does not lead	11

2. COUNTRY PROGRAMMES

Central African Republic	15
Chad	19
Côte d'Ivoire	24
Democratic Republic of the Congo	28
Liberia	34
Uganda	37
Colombia	42

ANNEX I

Total Budget Requirements for UNHCR's 2008 IDP Programmes	48
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Cover photo: On the road to Kerfi, in the outskirts of Goz Beida: violent attacks have forced thousands of persons to flee their villages in south-eastern Chad. There are some 180,000 internally displaced people in the whole country and many more may be at risk of further displacement. *UNHCR/H.Caux*

Introduction



Villagers in Darkhat enjoy a break before they resume building their homes. They are part of a group of 24 families who have been internally displaced within Afghanistan for the last four years. *UNHCR/M. Maquire*

Working with the internally displaced

UNHCR has been protecting and assisting internally displaced persons (IDPs) for more than 30 years. Today it is a partner in the inter-agency collaborative response to the humanitarian needs of IDPs. Following a review of such responses that began in late 2004, the Inter-Agency Standing Committee (IASC) agreed in December 2005 to establish the “cluster leadership approach.” This approach aims to fill capacity and response gaps in up to 11 critical sectors by designating global and country-level “cluster leads.”

Global clusters are inter-agency groups at the headquarters level that build overall capacity, set common standards and develop policies and tools to support field operations. Besides UN agencies, they include non-governmental organizations (NGOs) and intergovernmental organizations. Within this system, UNHCR leads the global Protection Cluster Working Group (PCWG). It also co-leads the global Camp

Coordination and Camp Management (CCCM) Cluster with IOM, and the global Emergency Shelter Cluster with IFRC. In the clusters it co-leads, UNHCR is responsible for conflict-induced internal displacement, while IOM and IFRC are responsible for situations arising from natural disasters. Besides its leadership responsibilities, UNHCR participates in seven other global clusters, including early recovery, logistics, health, nutrition, education, water, sanitation, and hygiene, and emergency telecommunications.

Under the overall leadership of the relevant Humanitarian Coordinator/Resident Coordinator, UNHCR, OHCHR and UNICEF will consult closely and agree which agency will be in charge of protection at the country level in natural-disaster situations. The same mechanism applies in situations where populations have protection needs requiring an international response even if no displacement has occurred.

Country operations

UNHCR is currently engaged in 24 IDP operations, of which nine are ongoing humanitarian emergency operations, using the cluster approach: the Central African Republic (CAR), Chad, Colombia, Côte d'Ivoire (Protection Cluster only), Ethiopia, the Democratic Republic of the Congo (DRC), Liberia, Somalia, and Uganda. This appeal includes supplementary budgets for seven IDP operations: CAR, Chad, Colombia, Cote d'Ivoire, DRC, Liberia and Uganda. Other IDP operations are represented in the 2008 Global Appeal, or in separate supplementary budgets.

UNHCR's IDP policy framework and implementation strategy

Since June 2006, UNHCR has regularly consulted its Executive Committee (ExCom) on its role within the inter-agency cluster approach, and in April 2007 UNHCR presented its IDP Policy Framework and Implementation Strategy.

In 2007, UNHCR conducted five Real Time Evaluations (RTEs) of its engagement with IDP operations and the cluster approach in Chad, the DRC, Liberia, Somalia, and Uganda. In addition to the five evaluations, an overall analysis of the findings and recommendations was presented to UNHCR's Standing Committee in September 2007. The RTE reports were also shared with the OCHA-led independent evaluation of the cluster approach which is currently under way.

UNHCR recognizes the importance of having skilled staff capable of effectively leading clusters, and its staff training increasingly incorporates IDP and cluster-related elements. For example, its Workshops on Emergency Management and its Operations Management Learning Programme now address the cluster approach, strategic partnerships, and cluster leadership and coordination skills.

UNHCR continues to improve its collaboration and cooperation with other humanitarian actors. For example, the Office's IDP Advisory Team joined the Internal Displacement Monitoring Centre of the Norwegian Refugee Council (NRC) to organize a panel on "Responding to IDP situations in non-cluster countries" during the 2007 Annual Consultations with NGOs. This was part of an effort to strengthen partnership in non-cluster operations. The IDP Advisory Team also contributed to the Third Annual San Remo Course on Internal Displacement, which targets senior government officials and policy makers. In June 2007, the IDP Advisory Team and the Brookings Bern Project on Internal Displacement held a joint seminar at which some 20 individuals with a range of academic and practical expertise discussed durable solutions for protracted internal displacement situations. The Office also welcomes

the secondment to UNHCR of a staff member from the office of the Representative of the Secretary-General on the human rights of internally displaced persons.

IDP advisory team

The IDP Advisory Team was formed in April 2006, with a senior manager appointed in

early 2007 to coordinate IDP and cluster-related issues and represent UNHCR both internally and externally on IDP issues. The Team has contributed to IDP policy development, facilitated consultations with ExCom members, led real time evaluations of five key IDP operations, provided advice and guidance to Bureaux and IDP field operations, and coordinated global cluster activities. In addition, the Team's responsibilities include reporting and information management, providing administrative and programme support to the global clusters, and promoting consistency between IASC policy and UNHCR's own policies.

The funds requested in this Appeal will ensure that the IDP Advisory Team can continue these activities until the end of 2008, while also focusing on mainstreaming its responsibilities within relevant Bureaux and Divisions. Priorities for 2008 will



Liberia: returned IDPs. UNHCR is helping former IDPs to rebuild a school in Balama. UNHCR has been involved in a wide range of reintegration activities to help returnees, IDPs and the local community rebuild their lives. *UNHCR/A.Rehrl*

include continued consultations with ExCom members on IDP policy and operations, reviewing human resources policies in light of the needs of IDP operations, enhancing UNHCR staff development activities to enhance IDP and cluster-related skills and knowledge, reinforcing headquarters' support to field operations, and strengthening resource mobilization efforts for IDP operations. In this Appeal, the 2008 requirements for the IDP Advisory Team are reflected under Programme Support in the budget tables of the Protection, CCCM and Emergency Shelter Cluster.

Global clusters

As the cluster approach continues to mature, gaps in policy and operational capacity must be addressed in the coming year. As a global cluster lead, and as a member of other clusters, UNHCR will continue in 2008-2009 to work with cluster partners to develop standards and tools, share good practices, strengthen support to country IDP operations, and review the tools' effectiveness and revise them as needed.

Both the UNHCR Real Time Evaluation (RTE) analysis report and the Inter-Agency Evaluation Phase One report conclude that the cluster approach requires additional resources. Clusters are currently working to strengthen data-management systems and rosters of technical experts and cluster coordinators, and these activities will continue throughout 2008. Funding under this Appeal will be used to cover the costs of human resources and material assistance, which are increasing in response

to expectations that the cluster approach will fill gaps in the humanitarian response.

UNHCR mainstreaming

UNHCR is reviewing how best to mainstream IDP-related functions, and will ensure that it has sufficient capacity to carry out its cluster responsibilities. UNHCR is considering options related to future structures for global cluster coordination, mainstreaming IDP related functions, addressing critical budget and staffing issues, and continuing training and security requirements in IDP operations. This will require additional funds to continue to provide leadership to three global clusters, participate in seven other global clusters, and undertake specific internal programmes such as staff training.

Carry-over of activities

Since the adoption of the cluster approach, significant gaps have been identified in relation to the functioning of the cluster approach. The Global Clusters have developed work plans and projects to address these gaps, although a number of these gaps remain because of late or insufficient funding for the Inter-Agency Global Appeal 2007-2008. Given the priority for UNHCR of the activities in Clusters' work plans, UNHCR has requested an extension through 2008 of the implementation period for some funded activities in the Inter-Agency Global Appeal. This Appeal thus covers activities originally planned for 2007, but which were delayed due to funding shortfalls, as well as new activities planned for 1 April to 31 December 2008.

Protection cluster

UNHCR is the global cluster lead for the Protection Cluster Working Group (PCWG) which has more than 30 cluster partners from humanitarian, human rights and development actors, including non-governmental and other international organizations. Established in September 2005 as part of the UN's humanitarian reform effort, and accountable to the Emergency Relief Coordinator, the PCWG is the main inter-agency forum at headquarters-level for the collaboration and overall coordination of activities supporting protection in humanitarian action.

Main achievements

UNHCR is leading the development of inter-agency tools to improve protection in IDP operations. A major task in 2007 has been to produce the IDP Protection

Handbook which was provisionally released in December 2007. The Handbook is the first comprehensive and practical field guide for both UN agencies and NGOs, covering IDP protection risk assessment, planning and response activities. The provisional edition of the Handbook will be field-tested worldwide in 2008, updated and revised. The final edition will then be issued, reflecting any evolution in doctrine, practice and lessons learned from operational experience. UNHCR has also coordinated the development of an inter-agency protection-assessment framework.

In partnership with NRC and OCHA, UNHCR contributed in 2007 to five IDP protection workshops for humanitarian workers (Uganda) and national and local authorities (Somalia and Côte d'Ivoire). UNHCR and NRC also held two more field workshops in late

2007 with the purpose of reinforcing protection leadership capacity in Chad, Ethiopia, Somalia and Uganda. Working with the CCCM Cluster, the PCWG supported IDP profiling surveys in Chad, Côte d'Ivoire, Somalia and Sri Lanka. Furthermore, it is developing inter-agency field monitoring guidelines to assist operations in setting up protection monitoring and reporting systems.

UNHCR collaborates with the International Refugee Council (IRC) on the SURGE project, which is designed to provide emergency staffing support for protection. By September 2007, the project had deployed 17 experienced Protection Officers to various complex emergencies, including the CAR, Chad, Colombia, Côte d'Ivoire, the DRC, Liberia and Somalia. The SURGE roster is composed of 263 individuals, representing some 62 nationalities, more than 50 per cent of whom are women. UNHCR also remains an active member of the Steering Committee of the Protection Standby Capacity Project (ProCap), which since March 2007 has deployed senior protection officers to assist eight country operations, and has trained 34 members of standby rosters from partner agencies.

Although significant advances have been made by the PCWG in developing standards and operational guidelines, strengthening SURGE and standby capacities, as well as developing its technical capacity to provide operational support to field operations, gaps remain. Hence, UNHCR requests in this Appeal additional funds to enable the organization to fulfill its target objectives for 2008.

Main objectives

- Promote the use of a human rights-based approach to IDP activities by all clusters and operational agencies.
- Mainstream awareness of age, gender, diversity and other cross-cutting issues such as HIV and AIDS and Mental Health and Psycho-Social Support (MHPSS) in the work of the PCWG and in other clusters.
- Disseminate protection best practices to all IDP operations.
- Improve protection learning and training programmes and target relevant stakeholders.
- Identify and make available sufficient protection staff with

appropriate profiles for humanitarian country teams.

- Assess protection gaps in humanitarian emergencies and design appropriate responses.
- Strengthen global cluster's field response and activities.
- Improve management, coordination, and accessibility of the global cluster.
- Establish standardized methodology for protection monitoring and reporting, supported by appropriate information management systems

Main activities

1. Standard and policy setting

- Work with partners to develop specific IDP protection tools and standards. Finalize, field test and implement tools currently being developed. Support training, and evaluation of new tools.
- With support from a secondee from Age International and Handicap International, conduct field missions to advise operations on methods for addressing the needs of people with disabilities and age mainstreaming.
 - Collect good protection practices and make them available on the PCWG website for reference by agencies in all IDP operations.
- In 2008, UNHCR will produce IDP policy guidelines for HIV and AIDS.

2. Building response capacity

- Support continued deployment of SURGE and UNV Protection Officers to IDP operations.
- Participate actively in the Steering Committee of the Protection Standby Capacity Project (ProCap).



A group set up by UNHCR encourages internally displaced persons and returnees to discuss gender based violence in Trincomalee, Sri Lanka. *UNHCR/R.Chalasanani*

- Develop and deliver an IDP Protection Learning Programme for inter-agency protection staff in four key operations in 2008.

3. Support in the field

- Deploy experts for complex emergencies, disasters and other protection sensitive situations.
- Engage in advocacy at a global level to raise awareness of protection issues in specific countries.
- Participate in IDP protection workshops for humanitarian workers and national and local authorities.
- Support the inter-agency development of IDP profiling guidelines, and participate in IDP profiling exercises in different IDP operations.

4. Information management

- Coordinate development of forms/questionnaires, standard operating procedures, databases and

guidelines for protection monitoring and reporting. Assist operations in establishing consistent and comprehensive monitoring systems.

- Improve information management through review of the use of the PCWG website.

Main challenges

UNHCR aims to enhance collaboration and coordination among cluster members at the global level and support to operations. A key focus in leading the protection cluster is coordinating and managing the work of the PCWG in ways which maximize available resources, better focus on priority areas and bring much needed support to field operations. Another challenge is the need to disseminate inter-agency standards and guidelines and to reinforce field training.

Total requirements for 2008

Protection cluster	
Activities and services	USD
Legal assistance	2,984,535
Total operations	2,984,535
Support costs (7%) *	208,917
Programme support	1,350,706
Grand total	4,544,158

* A seven per cent support cost is recovered from contributions against supplementary programmes to meet indirect costs for UNHCR.

Camp coordination and camp management cluster

UNHCR co-leads the global CCCM cluster with IOM. At the field level, UNHCR leads the cluster in conflict situations, while IOM focuses on natural disaster settings. The global CCCM cluster partners have agreed on activities and priorities for the cluster as outlined in its work plan. In 2008, the CCCM cluster will continue to promote common standards and policy in camp coordination and management for IDP situations.

Main achievements

The CCCM cluster has been active in Chad, Uganda, and the DRC, and CCCM principles are being applied in the Sudanese region of West Darfur,

Somalia, Sri Lanka and Georgia (in the context of collective centers). As of June 2007, more than 170 field and headquarters personnel from different UN agencies and NGOs and national/local authorities have been trained in CCCM techniques.

To reinforce CCCM capacity in the field, UNHCR has deployed experts to West Darfur, Chad, the DRC, Georgia and Somalia. To facilitate systematic data gathering, analysis and dissemination, UNHCR has supported information management projects in Uganda and Somalia, while assessments of similar support were undertaken in Chad, Côte d'Ivoire and Iraq. In Uganda, cluster information and data sharing at the operational level focused on providing GIS

mapping and database support to agencies involved in camp management, while in Somalia it focused on information management and the tracking of population movements. In addition, in order to strengthen its field capacity; UNHCR has deployed an NRC secondee as a regional CCCM officer in Nairobi.

In partnership with the Protection Cluster, the CCCM cluster supported the inter-agency development of IDP profiling guidelines, and participated in a successful IDP profiling exercise in Chad. Best practices for camp management in IDP collective centers have been compiled and a guidance note has been issued to field operations.

The CCCM cluster has increased awareness of the cluster's role in facilitating delivery of humanitarian assistance in IDP camps. The CCCM concept assigns clearly defined roles to the coordinating agency, the camp managing agency and the host authorities. This helps to create and preserve humanitarian space, facilitates delivery of humanitarian assistance, and ensures involvement of camp residents in the management of IDP camps. This has prompted field operations to request technical support from the global CCCM cluster. As knowledge of the cluster grows, requests for field support are likely to continue to increase.

Main objectives

- Validate policy concepts on CCCM.
- Develop and disseminate appropriate standards and indicators for CCCM activities, in particular for smaller camps as well as mixed communities of IDPs and non IDPs.
- Mainstream age, gender, diversity, HIV/AIDS, human rights, environment in CCCM activities.
- Develop and disseminate to current or potential CCCM actors, best practice for CCCM on a range of issues and from a variety of contexts.
- Strengthen information management in the CCCM cluster and develop collaborative platforms with NGO partners.
- Improve and further develop modules for CCCM training.
- Strengthen emergency camp management response.
- Maintain the secretariat function for the cluster.
- Increase partnerships and interoperability with other clusters and networks (UN, International Red Cross/Red Crescent Movement, NGOs) and between these three systems.
- Assess human, financial needs and institutional capacity for the cluster.
- Establish a network of technical experts.
- Strengthen emergency response capacity within the cluster.
- Ensure consistency between CCCM cluster policies /standards and those of all other clusters

and clarify roles and responsibilities of CCCM vis-à-vis other clusters.

- Ensure that CCCM issues are considered in inter-cluster discussions, policy documents and frameworks.

Main activities

1. Standard setting

- Further develop common policy frameworks (policies, guidelines and standards) and tools guiding international partners' delivery of Camp Coordination and Camp Management and capacity building/training for new and protracted complex emergencies.
- Review and implement existing policies.
- Together with the Protection Cluster, develop protection monitoring and incident reporting systems for camp and non-camp environments.
- Evaluate effectiveness of CCCM interventions in field operations.

2. Building response capacity

- Support capacity building measures, including three levels of training workshops:
 - Validation workshops where a resource group of field personnel from various operations meet in a selected complex emergency to review the approach to camp management and camp coordination, document best practices and lessons learned;
 - Regional training sessions which bring together personnel from countries and organizations from the same region and;
 - Country specific training focusing on personnel from various organizations working in the same emergency operation.
- Maintain UNHCR's support to new training modules which target various stakeholders, including local authorities, humanitarian personnel and IDP leaders/committees.

3. Operational support

- Strengthen support through deployment of CCCM experts to complex IDP operations, covering coordination and management of humanitarian response in camps, and to enhance UNHCR's cluster lead role.
- Provide information management support to field operations, covering a range of activities including geographic information systems/mapping, IDP profiling for camps, databases for camp management NGOs and needs-assessments to identify humanitarian gaps in IDP camps to enable UNHCR and UNCT/IASC teams to better develop/enhance protection/assistance interventions in the camps.

Main challenges

It is often difficult to convince operations to activate the CCCM cluster, or to even apply CCCM concepts. Although camps are not regarded as optimal for human settlement, appropriate camp management

strategies adopted early in the camp life cycle, can significantly improve standards of living for camp residents. Also, no one strategy fits all camp situations; the cluster at the global level must vary its interventions, conceptually and materially, in the field.

Total requirements for 2008

Camp coordination and camp management cluster	
Activities and services	USD
Legal assistance	335,500
Operational support (to agencies)	724,000
Total operations	1,059,500
Support costs (7%) *	74,165
Programme support	887,361
Grand total	2,021,026

* A seven per cent support cost is recovered from contributions against supplementary programmes to meet indirect costs for UNHCR.

Emergency shelter cluster

UNHCR and IFRC co-chair the emergency shelter cluster. UNHCR leads the cluster in the area of conflict generated IDPs while IFRC leads in natural disaster situations. In 2008, UNHCR will have a dedicated adviser to deal with issues related to the emergency shelter cluster at the global level.

The global Emergency Shelter Cluster Working Group's (ESWG) work plan, agreed upon by cluster members, identifies priority areas where additional work must be undertaken in order to achieve the goal of improving service delivery and effectiveness in the emergency shelter sector. UNHCR provides overall leadership on implementation of the work plan, and is tasked to directly implement some of the activities.

Main achievements

The emergency shelter cluster has been activated in Chad (conflict), Lebanon (conflict), Liberia (conflict), the DRC (conflict/natural disaster), Mozambique (natural disaster), Pakistan (natural disaster), Philippines (natural disaster), Somalia (conflict) and Yogyakarta/Indonesia (natural disaster). In 2007, the cluster devised a tool kit to help country cluster coordinators fulfil their leadership responsibilities. It also developed a performance management system to monitor the effectiveness of the emergency shelter

cluster operational response. The cluster has identified standard non-food item (NFI) requirements for an emergency response targeting up to 500,000 people.

UNHCR has established rosters of emergency shelter coordinators and technical specialists who can be mobilized in emergencies. Since April 2007, UNHCR and IFRC have jointly led three cluster coordinator training sessions in Geneva, Panama and Bangkok, and a technical specialist workshop in Geneva. UNHCR also organised a pilot field training workshop on emergency shelter in support of the Somalia operation in Somalia. As of October 2007, the global Emergency Shelter Cluster had trained 150 individuals, including 64 cluster coordinators and a total of 28 technical specialists, government officials, local authorities and NGO representatives.

Main objectives

- Stockpile and maintain emergency shelter materials and NFIs for up to 500,000 beneficiaries.
- Establish a collaborative NFI tracking system.
- Develop an emergency shelter framework, guidelines for initial shelter assessments, and shelter options in the early recovery phase.

- Increase number of qualified professionals available for rapid deployment.
- Enhance capacity to deliver an effective, efficient and rapid response to NFI needs in emergencies by strengthening warehousing and inventory management for NFIs.
- Incorporate cross-cutting issues in all the cluster activities, including protection, age, gender and diversity mainstreaming (AGDM), environment, and HIV/AIDS.

Main activities

1. Shelter and related NFI stockpiles

- Continue to stockpile shelter material and NFIs to enable the cluster to respond to an emergency of up to 500,000 persons.

2. Building response capacity

- Support field operations by deploying ESC technical specialists, information managers and consultants.
- Conduct training courses, including tailored workshops, for ESC Coordinators, technical specialists, and trainers.

3. Development of tracking and monitoring tools

- Develop an emergency shelter cluster management support tool for NFI tracking. The system should enable monitoring of NFIs from multiple sources involving multiple agencies in complex emergencies.
- Based on existing standards and indicators, develop common specifications for shelter and NFI requirements to monitor the effectiveness of the response.

4. Environment

- Produce guidance on how to reduce the environmental impact of emergency shelter.

Main challenges

Working within an inter-agency context can be challenging, when, for instance, due to lack of resources, in particular human resources, cluster partners are unable to support fully the activities of the global cluster. The Global Emergency Shelter Cluster needs to expand the number of partners. Slow funding has delayed progress in activities related to global preparedness. Further education at the global and country level among all stakeholders could ensure a common understanding of the emergency shelter cluster and its potential benefits.

Total requirements for 2008

Emergency shelter cluster	
Activities and services	USD
Operational support (to agencies)	96,000
Shelter and other infrastructure	650,600
Total operations	746,600
Support costs (7%) *	52,262
Programme support	841,772
Grand total	1,640,634

* A seven per cent support cost is recovered from contributions against supplementary programmes to meet indirect costs for UNHCR.

Clusters which UNHCR does not lead

Given its operational expertise with regard to forced displacement, UNHCR's participation in clusters it does not lead helps the Office play a key role in ensuring that assistance to various beneficiary groups is aligned and mutually supportive.

Participation in other clusters is also an important part of UNHCR's *droit de regard* as protection cluster lead, to mainstream protection issues in the work of all clusters. The activities of these clusters also have an impact on UNHCR's own programme activities for IDPs, and in some operational contexts on refugee programmes.

At the global level, UNHCR actively participates in seven other clusters, and its technical staff play an important role in shaping the various clusters' policies, tools and training. In these clusters UNHCR will ensure that: (1) policies and guidelines address

displacement-related issues from onset to solutions; and (2) interventions in emergency settings improve the design, implementation, monitoring and evaluation of humanitarian operations and take into consideration the link with sustainable solutions and development. Each of these clusters is essential to the well-being of persons of concern to UNHCR. To demonstrate its commitment to these clusters, as of 2008 UNHCR will dedicate staff to work on strengthening its ties with them.

UNHCR participation at the field level in other clusters has been limited because of lack of sufficient staff. Participation in other clusters generates an additional demand for funding for some of them, particularly when UNHCR assumes specific responsibility for projects within other global clusters.

Water, sanitation and hygiene (WASH) cluster

Over the past two years, UNHCR has provided substantial input for the water, sanitation and hygiene (WASH) cluster's standards and policies, and this will continue in 2008. UNHCR leads a sub-project to strengthen technical advice and support to field operations, and is a member of the capacity-building steering committee, which is developing a cluster coordinators roster and a technical experts training programme. UNHCR is supporting the development of guidance tools to facilitate inter-cluster coherence and compatibility between the WASH, CCCM, shelter, nutrition and health clusters.

Total requirements for 2008

Water, sanitation and hygiene cluster	
Activities and services	USD
Programme support	30,000
Grand total	30,000

Health cluster

UNHCR's participation in the Health Cluster ensures that policies and guidelines address displacement-related issues to improve the design, implementation, monitoring and evaluation of health interventions in emergency settings. UNHCR participates in all sub-working groups, and co-chairs the steering committee of the Health-Nutrition Tracking System. In addition, UNHCR contributes actively to on-going efforts to create three cluster-assessment tools. Funds requested under this Appeal will allow UNHCR to participate in cluster meetings, field missions, and specific projects.

Total requirements for 2008

Health cluster	
Activities and services	USD
Programme support	30,000
Grand total	30,000

Nutrition cluster

UNHCR has been actively involved in the nutrition cluster, led by UNICEF, from its start, and participates in both the working group on Capacity Building and the working group on Assessment. Moreover, UNHCR is leading the revision of the joint UNHCR, WFP and WHO "Selective Feeding Guidelines for the Management of Malnutrition in Emergencies" which will be completed in 2008. This project aims to improve humanitarian response to malnutrition in emergency and relief situations. The requested funds will enable UNHCR to continue to share its experience and expertise, and work closely with all stakeholders to contribute to improved food security for IDPs. UNHCR will also ensure that IDP issues are considered in relevant fora and projects such as Ending Child Hunger (ECHUI) and Landscape Analysis on Readiness to act in Nutrition.

Total requirements for 2008

Nutrition cluster	
Activities and services	USD
Programme support	12,500
Grand total	12,500

Education cluster

UNHCR is a member of the Education cluster, jointly led by UNICEF and Save the Children. UNHCR ensures that its experience of education in emergencies contributes to cluster planning and activities. UNHCR aims to ensure strengthened coordination, standard settings, coherent responses and policy harmonization across cluster members as well as stakeholders in the field. UNHCR has agreed to contribute to two global cluster projects: "Capacity Building of Humanitarian Workers and Government Personnel Participation" and "Education Needs Assessment and Monitoring Tools Development." Costs associated with these contributions will be pooled through UNICEF on behalf of cluster partners. Funds requested under this Appeal will allow UNHCR to participate in cluster meetings and field missions, and undertake projects, such as establishing an Education Cluster Surge Capacity, staff training, and development of improved assessment, monitoring and evaluation work.

Total requirements for 2008

Education cluster	
Activities and services	USD
Programme support	30,000
Grand total	30,000

Early recovery cluster

UNHCR contributes to the early recovery cluster with interventions on return and sustainable reintegration, on livelihood and by promoting the inclusion of NGOs. The Early Recovery Working Group has identified information management in IDP return areas as a key gap. Adequate information and monitoring of returnee areas is crucial to ensure that conditions in these areas are conducive to legal, social and economic reintegration. The funds requested will support UNHCR's review of existing tools and databases, and the development of a common UN Return and Reintegration Information Management System for use in all IDP and refugee return operations with early recovery networks. The additional funds will also be used to provide the field with deployments of technical experts, training and capacity building of staff and partners in the promotion of durable solutions in early recovery.

Total requirements for 2008

Early recovery cluster	
Activities and services	USD
Operational support (to agencies)	172,500
Total operations	172,500
Support costs (7%) *	12,075
Programme support	60,000
Grand total	244,575

* A seven per cent support cost is recovered from contributions against supplementary programmes to meet indirect costs for UNHCR.

Emergency telecommunications cluster (ETC)

The ETC is committed to provide support to ensure timely, predictable, and effective inter-agency telecommunications infrastructure and services to support refugee and IDP operations, including in emergencies. UNHCR coordinates and works closely with OCHA (overall ETC process owner) and WFP (security communications service provider) in the field of telecommunications. In Chad, UNHCR serves as local ETC cluster lead, benefiting from the existing UNHCR infrastructure and expertise on the ground. In the current security environment in Chad, a well functioning telecommunication network not only enhances the safety of humanitarian aid workers, but is key to success of all agencies involved in the operation. Additional resources will support the establishment of an effective and reliable inter-agency telecommunication network used for security purposes, which includes, support training activities, materials and coordination.

Total requirements for 2008

Emergency telecommunication cluster	
Activities and services	USD
Operational support (to agencies)	1,135,000
Total operations	1,135,000
Support costs (7%) *	79,450
Programme support	355,000
Grand total	1,569,450

* A seven per cent support cost is recovered from contributions against supplementary programmes to meet indirect costs for UNHCR.

Staff safety and security

With regard to staff safety and security, IDP operations pose unique challenges due to the pace of displacement and return, and political instability often prevalent in IDP environments. Current training activities are being reviewed in order to incorporate guidance on relevant issues such as interacting with military and non-state actors. The aim of the training activities is to establish a pool of national and international field safety professionals who can be rapidly deployed to UNHCR IDP operations, regardless of whether the cluster approach has been activated. In addition, UNHCR will produce staff and beneficiary guidelines on safety and security. Funding will also be used to ensure compliance with Minimum Operational Safety Standards (MOSS) in new and unforeseen IDP operations, and to allow UNHCR to deploy dedicated security officers to new IDP operations to establish security procedures and advise on safety issues.

Total requirements for 2008

Staff safety and security	
Activities and services	USD
Programme support	287,500
Grand total	287,500

Workshop on emergency management

The Emergency Preparedness and Response Section (EPRS) annually organises three Workshops on Emergency (WEM) to train UNHCR and other agencies' staff in emergency preparedness. Given UNHCR's expanded role for IDP operations, in both 2007 and 2008 UNHCR increased the number of its WEM's from three to four, and has revised the WEM's modules to incorporate issues regarding IDPs, humanitarian reform, and the cluster approach. The WEM now uses IDP specific scenarios and places greater emphasis on the cluster approach and inter-agency cooperation and coordination skills. These components are in addition to sessions on protection, driving four-wheel drive vehicles, using GPS devices, using telecommunication equipments, conducting contingency planning, negotiation, and field simulations. The funds requested represent UNHCR's commitment to build the capacity of staff for deployment to IDP situations. Each session accommodates 40 participants, of which 15 slots are reserved for external partners, including standby roster members and cluster partners (UN, NGOs, etc.) as well as donor representatives.

Total requirements for 2008

Workshop on Emergency Management	
Activities and services	USD
Operational support (to agencies)	254,000
Total operations	254,000
Support costs (7%) *	17,780
Programme support	180,000
Grand total	451,780

* A seven per cent support cost is recovered from contributions against supplementary programmes to meet indirect costs for UNHCR.

Central African Republic



Burned houses in Kaga Bandoro. UNHCR/ N.Rost

Executive summary

It is estimated that some 212,000 people in the northern part of the Central African Republic (CAR) continue to live in displacement, with many of them having been forced from their villages as early as 2006. Many of the displaced have fled their villages to the nearby bush, frequently within 15 kilometres from their home. Some 88 per cent of the individuals interviewed reported that their homes have been damaged; some 50 per cent have suffered up to ten security incidents, and most lack access to local markets or to primary health care. Fewer than 50 per cent of IDP children have access to education.

UN and NGO missions have assessed the situation of IDPs in the northern part of the country, as have the UN Emergency Relief Coordinator and the Special Representative of the Secretary General for Human Rights of IDPs. All have called for an increase in the presence of humanitarian organizations as well as enhanced protection and

assistance to the IDPs, who continue to suffer from violence, insecurity and live in appalling conditions. UN agencies and others are beginning to increase their presence.

In 2007, UNHCR provided assistance to some 70,000 IDPs mainly in the Ouham, Ouham Pendé and Nana-Grébizi prefectures. To respond better to the continuing and urgent protection needs of IDPs, UNHCR will extend and bolster protection efforts, particularly through an increased presence of offices, staff and partners. Two new field offices have been opened in Paoua and Kaga Bandoro. UNHCR aims to assist 102,000 displaced individuals in 2008. UNHCR does not plan to have a direct operational role in the northeastern part of the country where some additional 110,000 IDPs are living, though the Office will maintain a monitoring role.

UNHCR will continue the implementation of a three-pronged protection strategy, based on the sensitization of key actors on IDPs' rights, especially the Guiding Principles on Internal Displacement. It

will also monitor the protection situation and displacement patterns, and provide material and legal assistance to individuals with special needs and to victims of human rights violations.

Title	Assistance and protection for IDPs in northern Central African Republic
Beneficiaries	102,000 people
Time frame	January - December 2008
Total requirements	USD 2,997,916

Main objectives

- Enhance the protection of IDPs and strengthen the implementation of all three pillars of UNHCR's integrated protection strategy through an increased field presence, monitoring, sensitization, provision of material assistance and individual counselling.
- Extend and scale-up protection activities in northwestern and northern CAR targeting 102,000 IDPs in Ouham, Ouham-Pendé and Nana-Grébizi prefectures.
- Expand UNHCR's geographical presence through strengthening the two new field offices in Paoua and Kaga Bandoro, and increasing implementing partner staff and monitoring role.

Strategy and activities

This 2008 supplementary programme will contribute to a gradual improvement of the living conditions of displaced populations. Through the newly-opened field offices in Paoua and Kaga Bandoro, UNHCR will substantively extend its IDP protection activities in 2008 with regard to all three pillars of its protection strategy (sensitization, monitoring and follow-up). Activities will be implemented by UNHCR directly in Paoua and Kaga Bandoro, as well as through implementing and ad-hoc partnerships. Implementing partners will include:

CARITAS will implement monitoring and reporting activities by engaging humanitarian observers. Their number will increase from 24 to 50;

The National Refugee Commission (CNR), as UNHCR's governmental counterpart for displacement-related issues, will strengthen the liaison with national authorities and particularly the follow-up on the implementation of Government priorities in the sectors of protection and human rights;

The International Rescue Committee will implement protection activities in Nana-Grébizi prefecture on the axis Kaga Bandoro – Ouandago, including the prevention and response to sexual and gender-based violence (SGBV), medical and psychosocial follow-up, sensitization of armed and security forces and non-state actors, and monitoring the situation;

Key targets

- The number of partner staff with a monitoring role will be nearly doubled up to 50 people.
- Monitors will submit frequent reports on protection and assistance needs, which will in turn be included in a central database to identify better priority areas of intervention for prevention and coordinated response within the cluster approach.
- Political and military actors, including the Central African armed and security forces will be sensitized on the Guiding Principles on Internal Displacement and their obligations under international human rights and humanitarian law.
- Programmes on prevention of and response to SGBV will be established and supported.
- Survivors of sexual and gender-based violence and other forms of violence receive medical, psychosocial and, where possible, legal assistance.
- Sensitization campaigns to raise awareness on HIV and AIDS among the IDP population will be supported and condoms will be distributed to IDPs.
- 12,000 families (55,000 individuals) with specific needs receive medicines and material assistance, including basic household items and second-hand clothes.

The Norwegian Refugee Council (NRC) and Danish Refugee Council (DRC) will implement protection activities in northwestern CAR, particularly on the axis Markounda – Maïtikoulou – Boguila in Ouham prefecture and Bémal - Paoua - Bébouira in Ouham Pendé prefecture, and provide medical and psychosocial follow-up for survivors of SGBV, torture and other forms of violence.

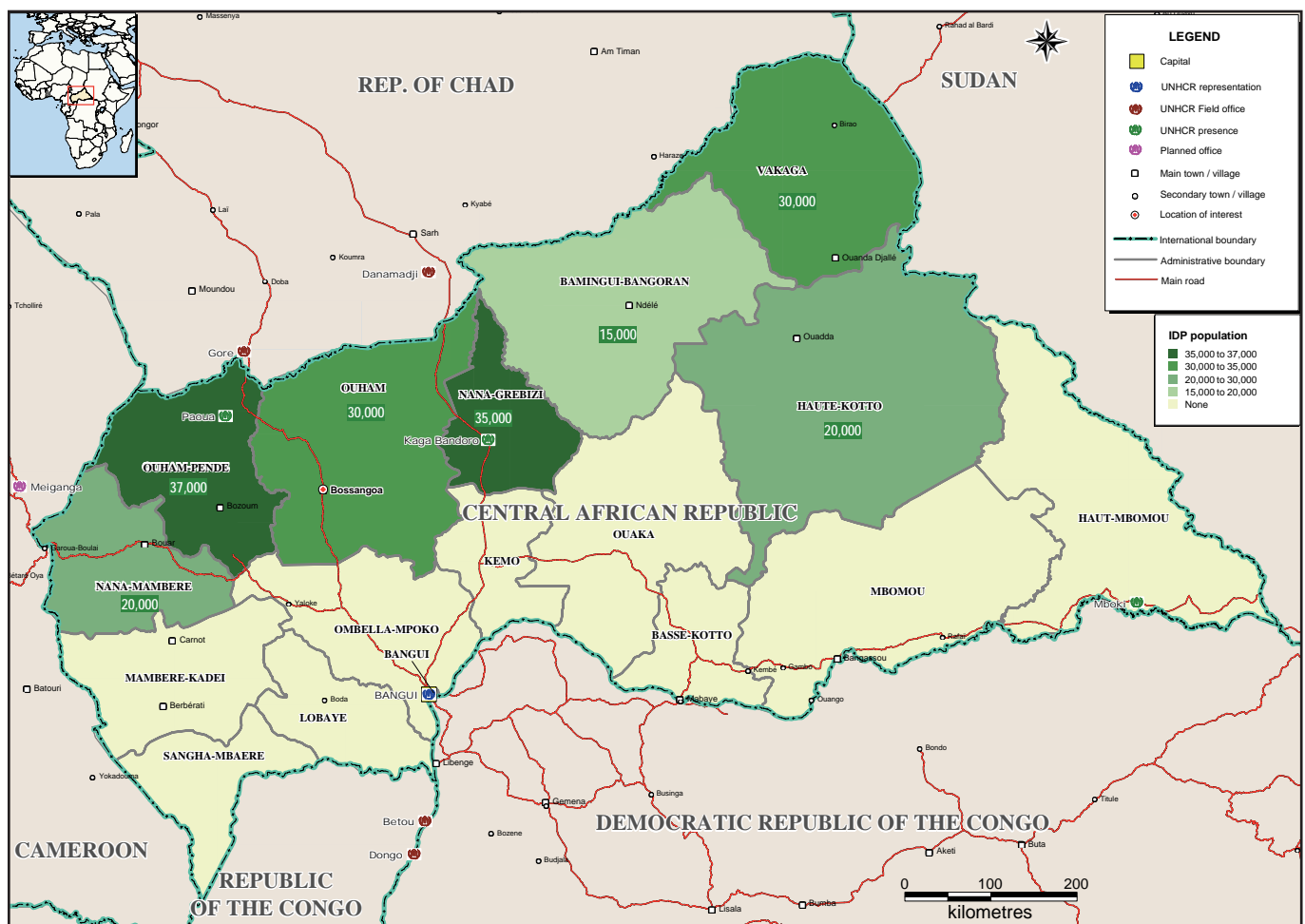
Challenges

This Appeal is based on the assumption that the security situation in northern CAR will not substantially deteriorate during 2008. If the security situation deteriorates, a considerably enhanced protection response will be required, as the coping mechanisms of the displaced are already overstretched. Furthermore, if IDPs and other conflict-affected populations cannot plant over the next few months, because of insecurity or a lack of seeds, the situation will worsen further.

At the same time, this Appeal assumes that the situation will not sufficiently improve during 2008 to allow a large-scale return of IDPs to their villages of origin. Nonetheless, some IDPs have returned to certain areas and very few are rebuilding their homes. UNHCR is concerned that these returns may not always have been voluntary, and sometimes are the result of insecurity in displacement. Returnees report security incidents and the return environment is less secure than the displacement environment. The number of potential partners for the implementation of protection activities remains limited, as only a small number of NGOs have indicated their willingness to implement dedicated protection activities in northern CAR.



Assessment meeting in an IDP camp near Markounda. UNHCR/N.Rost



Partners

NGO implementing partners: IRC, ACF, DRC, NRC, CNR

Others: ICRC, MSF, COOPI UNICEF, UNDP, WFP, WHO, UNFPA, BONUCA

Cluster leads: Protection cluster: UNHCR, Human Rights cluster: BONUCA, Rule of Law: UNDP, Gender/SGBV: UNFPA

Total requirements

Budget – 2008	
Activities and services	USD
Protection, monitoring and coordination	963,199
Domestic needs	791,158
Health	76,764
Legal assistance	396,100
Operational support (to agencies)	200,105
Transport and logistics	342,090
Total operations	2,769,416
Support costs (7%) *	193,859
Programme support	34,641
Grand total	2,997,916

* A seven per cent support cost is recovered from contributions against supplementary programmes to meet indirect costs for UNHCR.

Chad



Following an attack in December 2006, all the inhabitants of Habile fled to a village nearby but came back to gather remaining belongings and collect wood. *UNHCR/H.Caux*

Executive summary

UNHCR estimates that more than 180,000 people are displaced in Chad, and is deeply concerned that many refugees and IDPs live in extremely insecure conditions and may be at risk for further displacement. Despite a recently-signed peace accord, new fighting erupted in Chad during November 2007, limiting UNHCR's access to some IDP sites and refugee camps, particularly in eastern Chad.

The forthcoming, but delayed, deployment of the United Nations Mission in Chad and Central African Republic (MINURCAT), as well as the European Union-led force EUFOR to eastern Chad provides hope that the situation may be stabilized and that some of the 180,000 IDPs and 50,000 Chadian refugees in Darfur may be able to return to their homes during 2008. UNHCR believes that return will only be possible and sustainable once the security situation improves and when accompanied by

reconstruction, rule of law and reconciliation between all ethnic groups, particularly in the IDP areas of Dar Sila, Assounga and Dar Tama departments.

Around 121,000 IDPs are in sites near Goz Beida and Koukou in Dar Sila Department. Assounga Department is hosting around 38,000 IDPs of whom one-third (13,600 people) are accommodated in IDP sites and the remainder is dispersed in small host settlements in and around local villages. A small number of IDPs are accommodated in four other departments; Bahr Azoum, Dar Tama, Djorouf Al Ahmar and Ouara. Dynamics of displacement are diverse in the different geographical locations. While in the Assounga area the population fleeing their villages decided to primarily settle around local villages and integrate within the local community, in Goz Beida and Koukou Angarana (Dar Sila) areas, displaced families have settled in IDP sites.

In agreement with the UN Country Team, the UN Humanitarian Coordinator in Chad activated the cluster approach in July 2007 to coordinate the UN response to IDP needs. UNHCR serves as the cluster lead for protection, site management and site coordination¹, emergency shelter and non-food items, as well as telecommunications. The protection cluster facilitates actions on IDP protection needs. In addition, there are two sub-clusters: the child protection cluster led by UNICEF and the sexual and gender-based violence cluster led by UNFPA.

This supplementary appeal seeks funds and support for UNHCR’s continued work in Chad to protect and assist IDPs, to respond to new displacements and to promote conditions for their eventual and sustainable return.

Title	Protection and assistance to internally displaced persons in south-eastern Chad
Beneficiaries	Up to 180,000 Chadian IDPs
Time frame	January - December 2008
Total requirements	USD 15,871,200

Main objectives

UNHCR’s 2008 IDP programme in Chad will address the protection and assistance needs of 180,000 internally displaced Chadians in south-eastern Chad. The programme has the following objectives:

- Ensure a coordinated, strategic approach to protect IDPs and to promote durable solutions, in particular through the formulation and implementation of an inter-agency protection strategy for IDPs.
- Advocate for the humanitarian space needed to deliver protection and assistance, including an effective coordination mechanism within national and regional entities.
- Support the creation of conditions for durable solutions, such as voluntary return in safety and dignity, local integration or relocation elsewhere in Chad.
- Reinforce the capacity of the Chadian authorities to protect and assist IDPs.
- Improve assistance for those in existing IDP sites and maintain a contingency plan to assist new arrivals.



Gathered in the outskirts of Goz Beida, these IDPs on the road to Kerfi are among the thousands of persons who fled their villages by foot to find security elsewhere in Eastern Chad. *UNHCR/H.Caux*

¹ The IDP Global Cluster framework normally uses the terminology Camp Coordination and Camp Management (CCCM). This cluster in Chad was re-titled “site management and site coordination” to better reflect that the displaced are accommodated in sites rather than camps.

Strategy and activities

In 2007, the Office carried out a profiling exercise which assessed the reasons for the displacement, obstacles to return and socio-economic profiles. UNHCR also undertook an assessment regarding the conditions of voluntary return in villages of origin. Both of these surveys will be continuously updated during 2008. The Office will promote local integration, or relocation to elsewhere in the country, for those IDPs unable or unwilling to return to their places of origin.

The primary objective of the site coordination and site management cluster is to create the humanitarian space necessary for the effective delivery of protection and assistance to IDPs. Agreements with NGOs have been concluded to manage sites in Dar Sila hosting from 7,000 up to 30,000 people. UNHCR will continue to provide technical assistance to NGOs.

UNHCR has built a telecommunications network to cover the eastern and southern regions in order to improve the communication for all partners in the field. Two networks have been installed; one for the use of the UN and its partners, including governmental ones, and a second network is used by some 16 refugee camp security teams in the various departments. The Inter-Agency Standing Committee has confirmed that UNHCR will assume the lead for the Telecommunications cluster in 2008.

UNHCR will continue its protection and assistance activities for IDPs and involve displaced communities in needs assessment and planning through participatory assessments. UNHCR will provide technical support to Chadian authorities to strengthen national protection capacity in order to ensure and maintain the civilian and the humanitarian character of the IDP sites.

Implementation of the protection response framework established early 2007 by the protection cluster will be reinforced in 2008 through strengthened partnerships and coordination. To improve protection, planned activities include: updating the IDP profiling; undertaking an IDP census; monitoring population movements, IDP sites and settlements; surveying root causes of displacement; training and building capacity of government, local authorities and partners; and assessing the return environment. In addition, UNHCR seeks to facilitate dialogue

between the different community and traditional leaders, under the auspices of local and regional authorities, to promote sustainable reconciliation and return.

Overall coordination – initiated by UNHCR – has now been taken over by OCHA and inter-cluster coordination meetings take place at regional level in Abeche and at a local level in Goz Beida. It is expected that OCHA will assume the same role in Koukou Angarana, and in Farchana. Regarding the site coordination and site management cluster, the Ministry of Infrastructure and Public Work chairs the regular meetings. For each cluster, a mapping activity has been carried out to identify gaps, to avoid duplication of activities and, generally, to give an overall view of the work of different partner organisations in the area.

Key targets

- Protection teams are sensitized and trained on human rights, the Guiding Principles on Internal Displacement and the prevention of sexual and gender-based violence.
- All reported protection cases have access to legal, medical and psychosocial assistance.
- All IDPs in sites, and at least 50 per cent of IDPs residing in and around local villages and settlements, are identified and profiled.
- Shelter materials will be provided to 20,000 most vulnerable IDPs by UNHCR and its partners.
- 50,000 non-food item kits will be distributed to returnees to assist with re-integration assistance.
- All IDP youth and youth in host communities benefit from HIV and AIDS prevention programmes.
- All IDPs have access to reliable information regarding the conditions in their villages of origin to facilitate their return.

The emergency shelter and non-food items cluster will focus the assistance to newly arrived IDP families through the provision of shelter kits: each family will receive two plastic mats, two blankets and one plastic sheet to help to build their shelters.

Challenges

The volatile security situation in the region represents a major obstacle to UNHCR's assistance and protection interventions and those of its partners on behalf of IDPs, who are scattered over large areas living either in IDP sites or in informal settlements in and around Chadian villages. This puts a strain on the resources of host communities and makes it difficult for humanitarian actors to reach them. Scarcity of natural resources, particularly in the semi-arid region of eastern Chad, calls for special attention to the environment, and the cautious management of water and firewood. Furthermore, the local authorities have limited resources and capacity to deal with the enormous needs of displaced populations.

Another main challenge is the lack of adequate support for the local populations in general. Despite the support provided by humanitarian organizations, many needs are not sufficiently addressed. The importance to design and implement significant development programmes in the area is recognized by all these programmes, but still needs to materialize. There is

also a need to reinforce the coordination and active participation of all actors in clusters.

While it is an advantage that most partner organizations involved in providing assistance and protection to IDPs are also providing assistance and protection to some 240,000 refugees with UNHCR in



The hospital of Goz Beida does not have enough beds for all the wounded from inter-ethnic attacks. These men had to spend day and night in the hospital's yard. UNHCR provided tents and mattresses to shelter some of them. *UNHCR/H.Caux*

twelve refugee camps in eastern Chad with Sudan, it is nonetheless a continuing challenge to clarify the legal differences and assistance mechanisms extended to refugees and IDPs.

Partners

Implementing partners:

NGOs: *Action Contre la Faim-France*, Concern Worldwide, INTERSOS, International Relief development, Lutheran World Federation, MENTOR, *Première Urgence*, United Nations Volunteers, Save the Children Fund –UK.

Operational partners:

Government:

Comité Charge d'Assistance aux Personnes Deplacees

Others :

OCHA, UNDP, UNICEF, WFP



Total requirements

Budget – 2008	
Activities and services	USD
Protection, monitoring and coordination	3,512,897
Domestic needs	1,500,000
Legal assistance	4,915,000
Operational support (to agencies)	1,905,000
Shelter and other infrastructure	1,500,000
Transport and logistics	1,500,000
Total operations	14,832,897
Support costs (7%) *	1,038,303
Grand total	15,871,200

* A seven per cent support cost is recovered from contributions against supplementary programmes to cover indirect costs for UNHCR.

Côte d'Ivoire



IDPs at Guiglo transit center, where UNHCR is maintaining five local staff with necessary security arrangements to ensure freedom-of-movement of the monitoring teams. *UNHCR/ S.Kpandji*

Executive summary

Following the signing of the Ouagadougou Peace Agreement (OPA) in March 2007, the security situation has improved and IDPs have begun to return to their places of origin or to their places of relocation. The protection cluster, chaired by UNHCR, has profiled IDPs living in Abidjan and has developed IDP and returnee monitoring strategies to be implemented throughout the country. Cluster members have adopted the use of a checklist for effective *go-and-see* visits to potential return areas.

Despite progress in the political and security climate, many challenges persist. Reports describe hostility towards returnees, sporadic clashes between communities, gross human right violations and continued illegal occupation and destruction of

properties. These concerns are particularly acute in the centre, western, south-western and northern areas of the country. The delayed implementation of the OPA threatens the success of the peace process.

UNHCR aims to strengthen IDP protection and to assist the safe and dignified return of displaced people. The global cluster provides a framework to enhance the Government's capacity to assume IDP protection and assistance responsibilities, thereby contributing to social cohesion and lasting peace. UNHCR will further reinforce its leadership role to pursue protection on behalf of some 700,000 IDPs in the centre, western, south-western and northern Côte d'Ivoire.

Title	Protection and assistance to IDPs in Côte d'Ivoire
Beneficiaries	700,000 IDPs
Time frame	January - December 2008
Total requirements	USD 1,070,000

Main objectives

- Address IDP protection issues by fostering a robust collaborative approach through the Protection Cluster;
- Improve the potential return environment, particularly in the south-western part of the country where UNHCR maintains its refugee operations and from where 10 per cent of the IDPs originate;
- Promote reintegration of IDPs in their areas of origin or habitual residence through legal counseling and assistance, with special emphasis on property issues;
- Enhance social cohesion among Ivorian communities by ensuring assistance activities are fair and balanced, using a community-based approach; and
- Increase capacity of the Government and local authorities to progressively assume IDP protection responsibilities.

Strategies and activities

UNHCR's strategy will pursue the safe and dignified return of IDPs in Cote d'Ivoire through protection, co-ordination and advocacy.

(i) Protection:

To ensure protection of IDPs and returnees, UNHCR will monitor IDP human rights in displacement and return areas and support information-sharing. Regular protection assessment missions will be undertaken with cluster partners to identify and address protection gaps, taking action when necessary. UNHCR will provide training on the Guiding Principles on Internal Displacement to all partners and stakeholders.

During displacement and upon return, IDPs must have access to identity documents confirming their status as citizens and reducing their risk of statelessness. Through legal assistance centres, UNHCR will provide IDPs access to legal counseling to assist them in obtaining documents and to address property issues, including restitution and compensation. Legal advice centres will also disseminate information on return conditions to IDP communities.

To further disseminate information on return conditions, UNHCR will also organize *go-and-see* visits, followed by *come-and-tell* sessions. In returnee areas, the Office will organize peace education activities and encourage the establishment of peace and protection committees, where appropriate, for IDP returnees and their local communities. The Office will implement practical protection projects, such as legal clinics and counselling services, targetting vulnerable

individuals, including those people with special needs identified during the IDP profiling exercise.



Profiling of IDPs in Treichville, Abidjan. *Afrique Secours et Assistance/ E. Adom*

To enable UNHCR to perform its planned activities effectively, the Office will maintain five local staff in Guiglo Office with necessary security arrangements to ensure the freedom of movement of the monitoring teams.

(ii) Co-ordination:

Through the protection cluster, UNHCR will continue to foster a robust collaborative approach and response to protection challenges.

UNHCR and the protection cluster will advocate for timely action by the Humanitarian Coordinator and the Inter-Agency Humanitarian Coordinating Committee (IAHCC) on issues that have protection elements. For example, UNHCR is advocating for a mechanism within the Governance/Economic Recovery sector to mobilize resources for and the distribution of material assistance to promote the sustainable return of IDPs. Thematic working groups will also be coordinated with the protection cluster.

The Office will work to secure support from head of other agencies and at working levels to encourage timely protection coordination and follow-up. More training and support will be provided to cluster members and participants

(iii) Capacity building and advocacy

UNHCR will urge the Government to assume greater leadership for humanitarian coordination. Towards that end, UNHCR will assist with capacity building of the coordinating body and relevant line ministries. UNHCR will also engage other stakeholders, including IDPs, donors, Ivorian civil society, and regional bodies in this process.

Challenges

Insecurity, including hostility towards returnees, clashes between communities, and gross violations of human rights continue in some return areas. Other challenges include continued illegal occupation and damage to land, houses and other properties, as well as resistance of armed actors to demobilization and disarmament.

Although the former *zone of confidence* has now been replaced by the *green line*, the country is not yet completely reunified. Persistent delays of key OPA chapters pose a serious threat to the success of the peace process. In 2007, insufficient resources slowed implementation of UNHCR programmes and those of operational and implementing partners.

Key targets

- Inter-communal disputes are addressed through protection cluster awareness raising and monitoring activities;
- The Government is trained and assumes full responsibility for the protection and assistance of IDPs;
- IDPs return and reintegrate in safety and with dignity to their areas of origin or relocation;
- UNHCR legal aid and other protection activities prevent statelessness among IDPs and others of concern; and
- IDPs in need of legal assistance have access to legal aid centres.



IDP children at Guiglo transit centre. UNHCR/S.Kpandji

Partners

Government agencies:
Ministry of Foreign Affairs,
Ministry of Solidarity and
Victims of War.

UN Agencies: FAO, OCHA,
UNAIDS, UNDP, UNFPA,
UNICEF, UNOCI, WFP,
WHO

NGOs: *Afrique Secours et
Assistance*, Danish Refugee
Council, Norwegian Refugee
Council

Others: IOM



Total requirements

Budget – 2008	
Activities and services	USD
Protection, monitoring and coordination	359,151
Community services	50,000
Legal assistance	485,206
Transport and logistics	105,643
Total operations	1,000,000
Support costs (7%) *	70,000
Grand total	1,070,000

* A seven per cent support cost is recovered from contributions against supplementary programmes to cover indirect costs for UNHCR.

Democratic Republic of the Congo



Newly arrived IDPs fleeing hostilities in North Kivu. *UNHCR/David Nthengwe*

Executive summary

As of end 2007, there are 1.4 million of internally displaced persons (IDPs) in the Democratic Republic of the Congo (DRC). UNHCR activities, leading the protection cluster, and co-leading the reintegration and community recovery cluster and other interventions will indirectly benefit all IDPs. UNHCR operational activities will directly benefit some 400,000 people, mainly IDPs as well as members of the host communities.

Following the 2006 elections, negotiations with renegade groups and progress made in demobilization and integration of former rebel soldiers into the national army, the situation of internal displacement in the Katanga province and the Ituri District improved in 2007. At least 90 per cent of IDPs in Katanga and 75 per cent of the IDPs originating from the Province Orientale have returned home, allowing UNHCR to focus its IDP programme in these regions on monitoring return and supporting reintegration. However, in the North Kivu Province some 437,000 Congolese were forced to flee their homes in several waves of displacements due to the

continued presence of armed forces and the refusal of dissident General Nkunda to integrate his forces into the national army. At the time of writing, new displacements of civilians caught in the fighting continue on a daily basis. A new and worrying pattern has emerged: displacement is increasingly taking place along ethnic lines; some 30 per cent of the IDPs spontaneously settled in makeshift sites; and, displacements tend to last longer - often for several months. As a result, a camp coordination and camp management (CCCM) mechanism under the leadership of UNHCR was established. Structured IDP sites were created in Mungunga area within Goma and in Rutshuru to ensure minimum standards of protection and assistance.

In the conflict, there is little regard for humanitarian and human rights law. In a context of almost total impunity, IDPs and the rest of the population are the victims of widespread human rights abuses. As in 2007, the protection of civilians from violence, maintaining the civilian character of IDP settings and combating sexual violence and child abuse will

remain the overarching priorities for the protection cluster. The Office will aim to improve the protection of IDPs by increasing its presence, expanding the protection monitoring system and through advocacy, particularly in North Kivu. The CCCM mechanism, which falls under the protection cluster and which is expected to cover 200,000 IDPs in 2008 in 10 to 15 IDP sites, will contribute to improve the conditions of living in the sites. UNHCR will do so by coordinating protection and assistance activities in the camps and

ensuring that basic standards are met. UNHCR will support durable solutions, especially voluntary returns, by promoting peaceful inter-ethnic coexistence, supporting established land and property dispute-settling mechanisms. In close collaboration with other agencies, UNHCR will coordinate reintegration assistance through the co-leadership of the reintegration and community recovery cluster and provide reintegration assistance to IDP returnee communities.

Title	Protection and assistance to IDPs in the Democratic Republic of the Congo
Beneficiaries	400,000 IDPs
Time frame	January – December 2008
Total requirements	USD 23,596,400

Main objectives

In line with its cluster lead responsibilities and following discussions on roles and responsibilities of the different actors on the ground, UNHCR's IDP programme in 2008 will:

- Improve the protection of IDPs and contribute to reduction in the number of incidences of sexual and gender-based violence and the abuse of children.
- Mitigate inter-ethnic tensions and establish the basis for solutions through reconciliation, peaceful coexistence, and peaceful resolution of property disputes activities.
- Help respond to new IDP crisis and ensure the civilian character of IDP sites and that IDPs in sites live in safety and receive adequate protection and assistance
- Ensure that return of IDPs is voluntary and strengthen the sustainability of return through multi-sectoral assistance projects, targeting both returnees and the local population.
- Help address environmental concern associated with displacement; which have long term implications on host communities and protected areas.

UNHCR participates in the DRC UN Country Team (UNCT) cluster approach, leading the protection cluster and co-leading the reintegration and community recovery cluster. As such, it works with other agencies and partners to develop and monitor progress towards cluster objectives, which include:

- Strengthen and support prevention and assistance mechanisms to improve the protection of civilians and address protection and assistance needs of 75 per cent of IDPs.
- Ensure adequate support to victims of sexual violence, reduce incidence of children's rights violations and protect children at risk.
- Eliminate the threat of mines and unexploded ordinance to refugee populations, IDPs and communities at risk.
- Facilitate joint programming between humanitarian and development actors and address return and reintegration needs of 75 per cent of IDP returnees through coordinated interventions.

Strategy and activities

The strategy of the IDP programme in DRC is two-fold. In North Kivu, UNHCR's aims to ensure standards of assistance and protection for displaced people, with an emphasis on protection monitoring and CCCM where camps become a necessity. Return and reintegration of IDPs is pursued in other areas, including in parts of North Kivu Province and in other Provinces. In areas where return is taking

place, UNHCR activities pursue return and reintegration in areas of origin or of choice. Coordination with the Humanitarian Action Plan, and in particular with other operational mechanisms such as the programme of expanded assistance to returns (PEAR) of UNICEF will be sought, to ensure the mutually reinforcing effects in re-establishing

community coping mechanisms both in displacement and return situations.



Women and children face the most risk of disease and other dangers in congested camp settings. *UNHCR/David Nthengwe*

Eleven territories, mainly located in the Ituri district, North Kivu and South Kivu provinces have been selected as a first priority for a general interventions by the protection cluster. Nineteen additional ones have been identified in Equateur, Orientale and Katanga provinces as a second priority. UNHCR aims to improve the protection of IDPs and the population in general through increased field presence and monitoring, particularly in North Kivu. UNHCR has recently opened new field units in Beni and Rutshuru and will continue to expand its presence to effectively address the protection needs of IDPs. The Office will strengthen participatory assessments and monitoring conducted by NGO partners to cover areas where IDPs have been identified. Protection monitoring ensures better identification of protection risks and more targeted responses. UNHCR will advocate with authorities, security forces, MONUC, and with rebel groups the creation of safe areas or corridors to mitigate the impact of military interventions on civilians, and the removal of army road blocks where IDPs are harassed. These measures have been effective in containing violence, reducing human rights violations, stopping instances of forced return of IDPs, and ensuring freedom of movement.

As the protection cluster lead, UNHCR will help define strategies to address sexual and gender-based violence and children's abuses, and ensure that adequate support is available to victims. The Office will continue to encourage the Government,

local authorities and civil society to take an active role in preventing sexual and gender-based violence and the abuse of children, and to combat impunity. UNHCR will continue to encourage the authorities and armed forces to participate in organized training sessions on human rights and the protection of the civilian populations.

In North Kivu, tensions between communities are growing. Some ethnic groups such as the Tutsi or the Hutus are perceived as being associated with rebel groups and are stigmatized or even targeted during military operations. This in turn pushes some of these groups to seek refuge with rebels. Land issues and competition between grazers and farmers

increase tensions, as does growing competition between IDP and host communities over scarce resources. Based on lessons learned from the UNHCR project on peaceful resolution of property disputes in Ituri, and from the peaceful coexistence project in South Kivu, UNHCR will expand its activities in this area, particularly in North Kivu and northern South Kivu. The Office will seek to sensitize civil society and authorities to combat prejudice and avoid associating ethnic groups with rebels. The Office will organize human rights training for key actors, and establish or support mechanisms for dispute resolution.

The displacements that have occurred in North Kivu since December 2006 have shown a different pattern from the previous ones. Many IDPs are now settling in communal buildings such as schools and new displacements are longer than during previous movements. In addition, displacements are increasingly occurring along ethnic lines. In view of the situation, a camp coordination and camp management mechanism under the leadership of UNHCR was established in September 2007 to provide protection and assistance in IDP sites. UNHCR identifies new sites for IDPs, as needed, and is responsible for physical site planning and for ensuring environmental preservation. UNHCR liaises with authorities and MONUC to ensure the safety of IDPs and civilian character of the sites. The Office also monitors and addresses protection issues that arise in the sites. UNHCR is directly responsible for the registration or profiling of IDPs at the sites. It is

Key targets

- 70 per cent of the accessible IDP areas and all accessible IDP sites are covered by protection monitoring activities and the number of incidences of human rights violations is reduced.
- Gaps in protection and assistance are identified through protection monitoring and are promptly addressed by relevant clusters.
- The number of disputes between communities is reduced and disputes are solved peacefully. Communities are less stigmatized by media and political leaders.
- The presence of armed elements in IDP sites is reduced, as well as the number of security incidents in sites and in surrounding communities.
- Minimum humanitarian standards of protection and assistance in all IDP sites are met.
- No incidences of forced return occur.
- 50,000 IDP returnees receive reintegration support and the impact of assistance in the communities is enhanced.

also responsible for the distribution of non-food items that do not fall under the rapid response mechanism, the establishment of IDP representation structures and ensuring the effective participation of IDPs in camp management. Some six sites, four in Goma and two on the Goma-Rutshuru axis with a population of about 60,000 IDPs, are now being covered under the CCCM mechanism that is being progressively extended to other sites. It is expected that in 2008, this mechanism will cover 200,000 IDPs in 10 to 15 sites.

Furthermore, UNHCR will support the search for durable solutions through the monitoring of return areas, advocacy for increased security in those areas

and community-based peaceful coexistence activities. It will also support the socio-economic reintegration of IDP returnees in the framework of the reintegration and community recovery cluster which it co-leads with UNDP. One of the main objectives of UNHCR will be to strengthen needs assessment and prioritization through appropriate information management, monitoring and evaluation; to develop linkages with authorities, other clusters and local and national development plans; and to incorporate issues such as HIV and AIDS, conflict prevention and the environment in reintegration activities. UNHCR will also provide multi-sectoral reintegration assistance to some 50,000 IDPs in specific areas of return in coordination with other agencies.



Buhima site received more IDPs each day of the fighting. *UNHCR/David Nthengwe*

Challenges

As in the last two years, the main challenge is expected to be the lack of or limited access to the IDP population due to insecurity and logistical constraints. Another main challenge will be to

engage the authorities and civil society in addressing the issue of human rights abuses, particularly sexual violence, and to combat impunity.

Partners

NGO implementing partners: *Arche d'Alliance, Association Africaine de Défense des Droits de l'Homme, Association pour le Développement Social et la Sauvegarde de l'Environnement, Norwegian Refugee Council, Search for Common Ground, Women for Women, Saving Lives Through Alternate Options [SLAO], Gouvernorat du Nord Kivu, Mercy Corps, Vétérinaires Sans Frontières Suisse, Care International, Comité de Liaison*

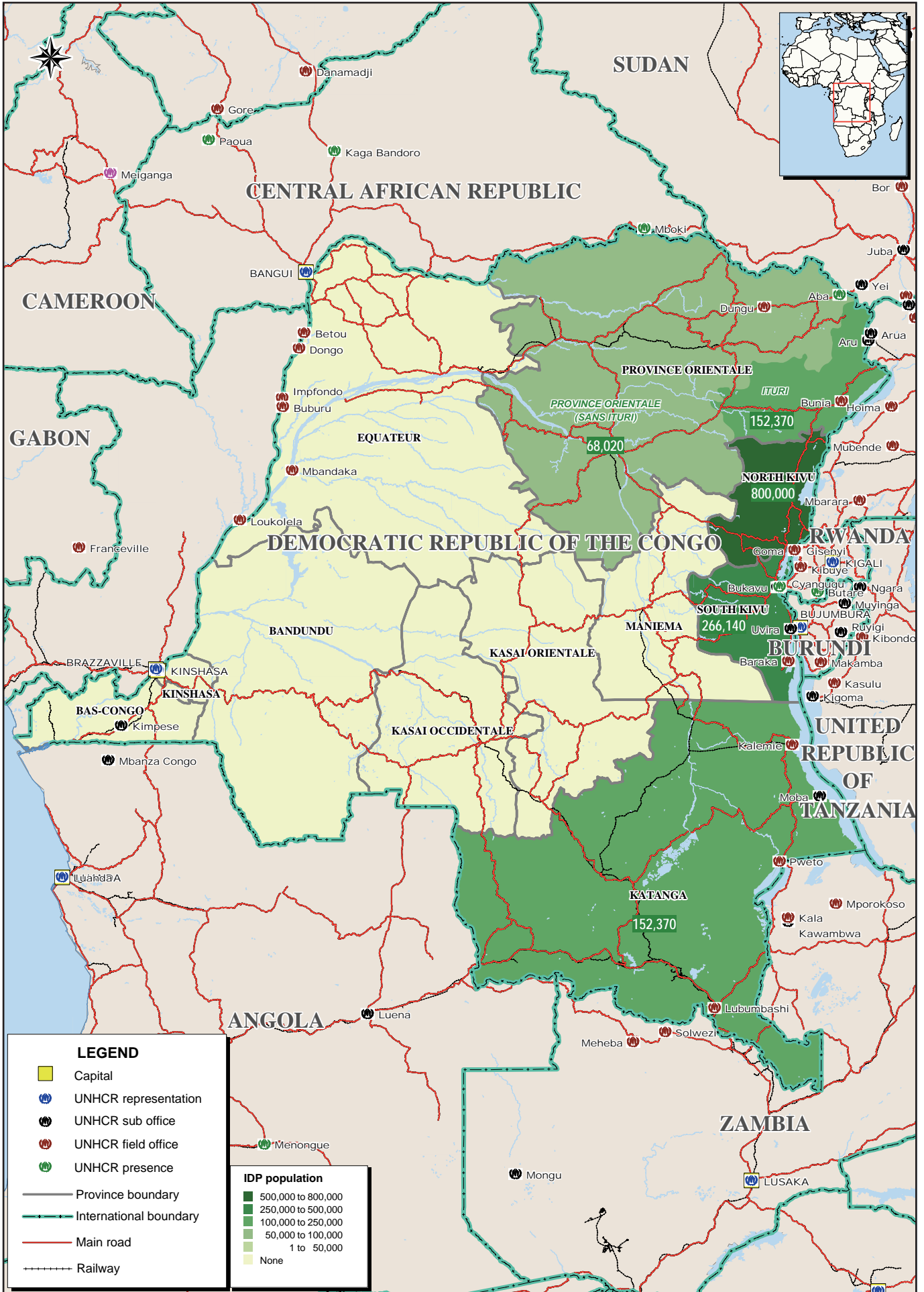
Others: Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), RRM and PEAR mechanisms (of UNICEF)

Cluster leads: Education (UNICEF), Food security (FAO/WFP), Health (WHO), Logistics (WFP), Nutrition (UNICEF), Protection (UNHCR), Reintegration and Community Recovery (UNDP/UNHCR), Water and sanitation (UNICEF).

Total requirements

Budget - 2008	
Activities and services	USD
Protection, monitoring and coordination	5,596,958
Community services	630,000
Domestic needs	3,300,000
Education	650,000
Health	350,000
Income generation	800,000
Legal assistance	3,064,297
Operational support (to agencies)	2,850,000
Sanitation	200,000
Shelter and other infrastructure	1,950,000
Transport and logistics	2,300,000
Water	250,000
Total operations	21,941,255
Support costs (7%) *	1,535,888
Programme support	119,257
Grand total	23,596,400

* A seven per cent support cost is recovered from contributions against supplementary programmes to cover indirect costs for UNHCR.



Liberia



Boiwen village on the road to Bomi. *UNHCR/A.Rehrl*

Executive summary

Liberia has emerged from years of violent conflict, installed a democratically elected Government in January 2006, engaged in peace building and national reconciliation, and restored peace and stability with the active and generous support of the international community. The restoration of security and stability in Liberia encouraged 325,000 Liberian internally displaced persons (IDPs) to return to their communities and 111,000 refugees to repatriate to their country. Refugees and IDPs returned to communities where social services are either non-existent or dilapidated and the local economy distressed, with unemployment estimated at 85 percent. **In 2007, UNHCR launched a Supplementary Programme for Liberia to promote return and reintegration. The Appeal was fully funded and no further funds are requested. The project will be finalized in the first six months in 2008.**

With funds from the 2007 Supplementary Appeal, UNHCR launched multiple reintegration pilot projects primarily in the sectors of protection, with focus on the rule of law and prevention of sexual and gender-based violence (SGBV); health, a sector which depends almost entirely (90 per cent) on support by the international community); education; environment; and agriculture.

In 2008, UNHCR will strive to complete the interventions to make return sustainable for the 325,530 IDPs settled in 15 counties across Liberia. UNHCR has, through years of involvement in the Liberia operation, developed a solid infrastructure of partners who will continue to collaborate in Liberia in 2008.

Main objectives

- Building on achievements made thus far, UNHCR will contribute to making the return of former IDPs sustainable by supporting the restoration of basic services and promoting self-reliance.
- UNHCR will continue to work with local Liberian communities, national and local Government authorities, UN agencies, and NGO partners. Attention will be focused on the sectors of health care, water and sanitation, education, agriculture and livelihoods, the legal and judicial system, where gaps have been identified, with emphasis on reinforcing existing structures and services rather than establishing new ones.

Strategy and activities

- Strengthen partnerships with relevant line ministries and medium-to-long-term development actors to ensure sustainability of interventions by humanitarian agencies.
- UNHCR will promote and implement the agenda of the inter-agency plan for capacity building of municipal authorities through devolution of increasing authority to counties where the overwhelming majority of ex-refugees and former IDPs reside. This approach will be pursued to support of UNDP's lead function in the early recovery process to gradually hand over responsibility for multi-sectoral programmes to the relevant line ministries and local authorities, and mandated UN agencies.



Former Maimu IDP camp outside Monrovia. UNHCR/E.Kanalstein

Activities	Key Targets
<p>Protection (Rule of Law)</p> <ul style="list-style-type: none"> • Support the judiciary and law enforcement agencies to strengthen the justice system for the protection of citizens through training and capacity building. This will include the rehabilitation of physical structures for the judiciary, the police, and correctional services. • Contribute to the collective interagency effort to provide human rights training to the relevant national human rights groups and community-based organizations in order to educate communities on their rights and to improve grass-roots monitoring and reporting. • Establish systems to protect women and children from sexual exploitation and abuse, and ensure implementation of referral networks. <p>Health</p> <ul style="list-style-type: none"> • Complete health projects underway for hand over to local and national authorities and development actors. • Train health staff, law enforcement agents and community workers, to enable to effectively support victims of sexual and gender-based violence. 	<ul style="list-style-type: none"> • The judiciary, police, and correctional institutions are able to perform their duties more effectively and provide improved protection to the citizens. • Civil society and community organizations are trained and actively participating in monitoring and reporting of human rights violations. • Victims of sexual abuse and exploitation have access to protection and justice mechanism. • Health services are operational and managed by Liberian health authorities • Authorities and auxiliary health providers are able to identify and respond effectively to the needs of survivors of sexual and gender-based violence.

This project aims to achieve a twofold impact in the Liberian post-conflict early recovery phase: sustainable reintegration of former IDPs in their places of origin, improved access to social services and increased capacity of the Government and local institutions to protect the citizens through improved law enforcement and administration of justice.

Total requirements

Budget – 2008	
Activities and services	USD
Protection, monitoring and coordination	300,000
Education	60,000
Health	500,000
Income generation	150,000
Legal assistance	660,000
Operational support (to agencies)	165,000
Total operations	1,835,000
Support costs (7%) *	138,052
Grand total **	1,973,052

* A seven per cent support cost is recovered from contributions against supplementary programmes to cover indirect costs for UNHCR.

** UNHCR's requirements for IDPs in Liberia are fully funded.



Uganda



IDPs at Adongkena settlement, Puranga sub County, Pader district, in Northern Uganda. *UNHCR/ P-B. Halberg*

Executive summary

Ongoing peace talks between the Government of Uganda and the Lord's Resistance Army (LRA) in South Sudan could bring 20 years of conflict to an end. The ceasefire agreement reached in 2006 – described as the best chance for peace – continues to hold and 526,000 internally displaced persons (IDPs) have returned to their homes. Approximately 409,000 IDPs are in transit camps near their counties of origin and an additional 901,000 IDPs continue to live in 187 camps in the Acholi and Lango districts, including 300,000 who were displaced during the floods in the Teso region during 2007. Those 1.3 million displaced people live in overpopulated camps and transit sites, which lack adequate food, shelter, social and health services. The most vulnerable – women, children, disabled and other groups with special needs – are exposed to threats to their human rights and security including child abuse and sexual and gender-based violence. HIV and AIDS have become widespread in the IDP camps.

As the improved security situation is leading to greater freedom of movement, it is expected that up to 500,000 IDPs will return to their homes or places of habitual residence during 2008. Peaceful disarmament, demobilization and reintegration of LRA soldiers, as well as increased investment in the recovery and development of northern Uganda will further contribute to the voluntary and sustainable return of IDPs.

UNHCR's IDP programme in Uganda started at the end of 2005, primarily to provide protection and to improve camp conditions. In 2008, the Office will continue to lead the protection and the camp coordination and camp management (CCCM) clusters, with a view to strengthen protection monitoring, facilitate IDP returns and to improve camp living conditions.

Title	Protection and assistance to IDPs in northern Uganda
Beneficiaries	1,836,300 IDPs and returnees
Time frame	January – December 2008
Total requirements	USD 15,443,000

Main objectives

In addition to the protection cluster, during 2007, UNHCR assumed the leadership of camp coordination and camp management cluster (CCCM). The main objective of this cluster is to improve the well-being of the IDPs still in camps and to link services to return areas. By the end of 2007, 96 IDP camps were benefiting from CCCM assistance activities.

In 2008, within the UN cluster approach and in partnership with the Government of Uganda, UNHCR's IDP programme in Uganda has the following objectives:

- Strengthen protection monitoring in camps and in return areas;
- Facilitate IDP returns to places of origin or previous residence;
- Improve conditions and services in the camps; and
- Expand CCCM activities to all IDP camps.

Strategy and activities

With the overall objective to improve protection and assistance to IDPs and promote their sustainable return, UNHCR's strategy will be to work through the framework of the protection and CCCM clusters to coordinate and guide the implementation of specific activities in the field. These clusters work in harmony and support the Ugandan National IDP Policy Framework.

To improve protection, UNHCR will collect data and enhance information-sharing regarding IDP camps and return areas. It is critical to understand the camp populations better, including their gender, age and other diversity factors, to improve assistance and pursue solutions. Their current camp living conditions will be better documented and this information will be used to develop coordinated and effective humanitarian responses, leading to expanded and better-defined camp coordination and management activities. Where possible, UNHCR and its partners will look to phase-out and close

camps, transforming camps into viable communities for residual IDP groups.

A key element to improve protection is to improve security, and in particular, by providing the police with the necessary means and training, to enable deployment to the return sites and to deter and respond to unlawful activities. UNHCR will train

police and provide equipment in return areas and IDP camps. Efforts to improve security will also include UNHCR's support to community reconciliation and mediation initiatives. To support the logistical challenges of return and to improve protection monitoring, UNHCR will assist with road clearance and rehabilitate access roads in return areas. The search for solutions requires systematic protection monitoring and reporting, which in turn

facilitates a standardized collection of information about the return environment. UNHCR plans the launch of a geographic information system (GIS) and a monitoring database which will facilitate the



Gaetano Muto, who lives in an IDP camp in Gulu district, northern Uganda, spreads out his harvest of millet. UNHCR is rehabilitating a road that links Olinga to Pabbo trading centre which offers market for agricultural products for farmers like Mr. Muto. *UNHCR/ M.Odokonyero*

compilation of protection reports and provide an effective tool to discern protection trends better and to identify required interventions. This information will provide raw data on the basis of which a mass information campaign will be launched. The target audience, the displaced, will be able to make better informed decisions regarding possible return, to remain where they are, or to settle elsewhere in the country. Information collection not only improves decision-making, but also provides protection for those who have returned. Ten legal aid clinics, which will be established in areas of return, will also be a source of information for IDPs, for returnees and other stakeholders seeking to improve the protection environment.

A number of activities will be undertaken to improve the daily living conditions of IDPs and those who have chosen to return. UNHCR will support vulnerable individuals and groups through a community-based approach, and in particular, provide household support items to the most vulnerable individuals and groups. UNHCR will also support community mobilization and leadership structures by providing capacity-building to local and national actors regarding community leadership, camp management as well as providing material assistance to community-based organizations. Other activities include population movement tracking and regular follow-up to promote IDP reintegration. In addition to legal counselling provided by legal aid centres, the survivors of sexual and gender-based violence will benefit from psychosocial assistance.

In addition, UNHCR will establish a presence in Teso district to work closely with all partners in protection and CCCM issues for some 110,000 IDPs.

Key targets

- Ten legal aid clinics are established and functioning to ensure greater access to justice and legal aid for IDPs;
- Security incidents in camps and in areas of return are decreased by 50 per cent as a result of increased police patrolling;
- Some 20,000 extremely vulnerable individuals returning home are documented and assisted with non-food items;
- Protection situation of IDPs is improved through enhanced protection monitoring and reporting;
- Improved access to priority return areas through rehabilitation of 400 kilometres of roads.
- Baseline data collection and profiling are completed in 96 camps under CCCM activities, and CCCM cluster will be established in another 92 camps by the end of 2008.
- Increased community empowerment and self management in camps and in return areas;
- Community leadership has increased awareness of gender-based violence through awareness-raising activities; and
- Transformation of all vacated camps into viable rural community centres.

Challenges



Returnees in Northern Uganda rebuilding their huts in Gulu, after years of displacement in IDP camps. *UNHCR/H. Coussidis*

The pace at which the Juba Peace Talks is taking place affects the return momentum as many IDPs are concerned about the outcome. Similarly, inadequate communal services such as health care, water supply, education and access to agricultural activities in return areas need to be addressed by the Government of Uganda as a matter of priority to encourage sustainable returns and long-term development. In an effort to adequately cover protection and CCCM cluster activities, it is imperative that UNHCR has sufficient resources to maintain its international presence in Gulu, Lira, Kitgum, Pader and Teso.

Partners

Implementing partners

Government agencies: The Office of the Prime Minister, Government of Uganda

NGOs: Agency for Technical Cooperation and Development, American Refugee Council, Arbeiter Samaritan Bund (Germany), Association of Volunteers in International Service, CartONG, Danish Refugee Council, German Development Services, Goal Ireland, International Medical Corps, International Rescue Committee, Norwegian Refugee Council, Samaritan's Purse, War Child Canada, Ugandan Law Society

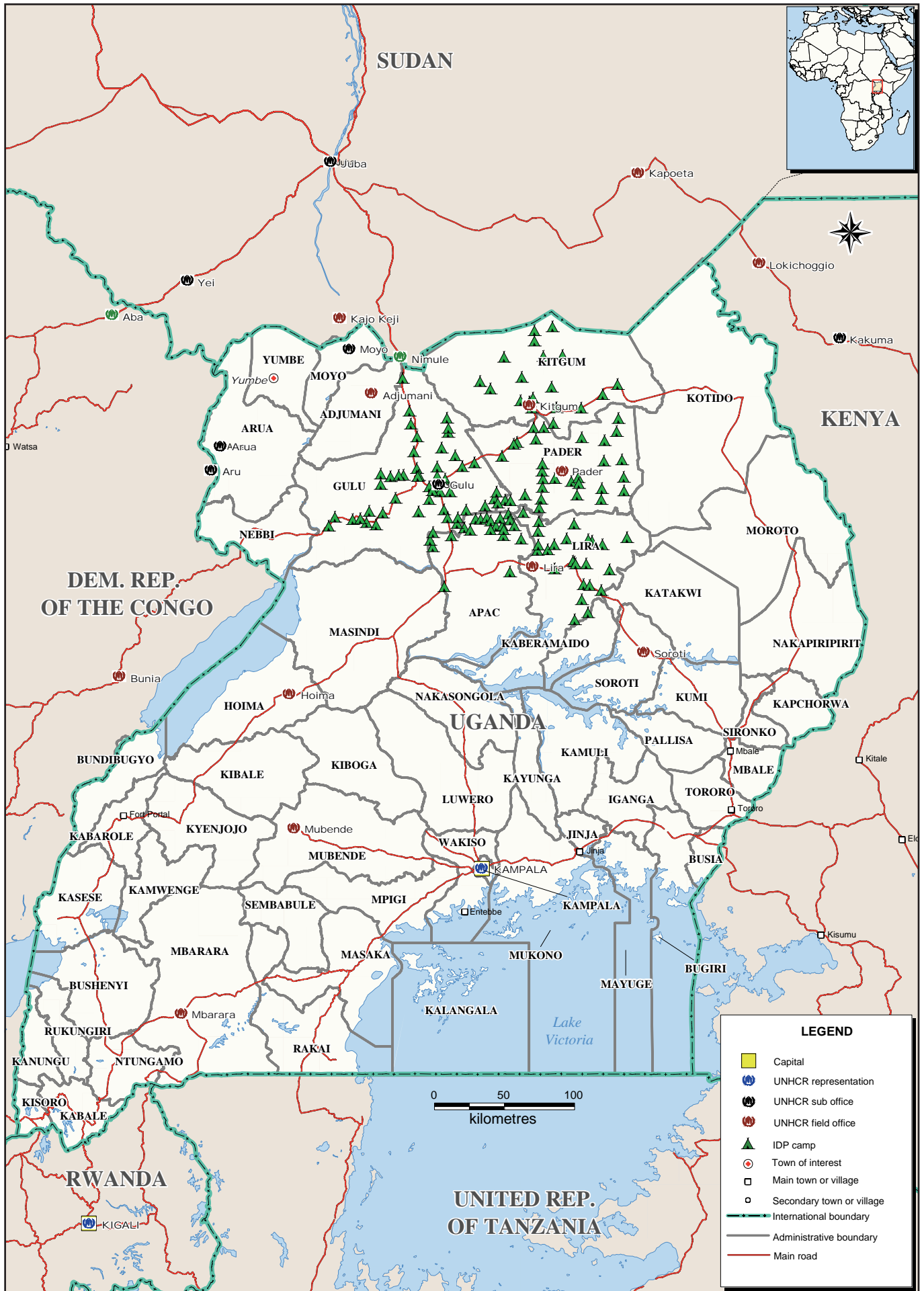
Operational Partners

Cluster leads: IOM, OCHA, UNDP, UN Habitat, UNHCHR, UNICEF, WFP, WHO.

Total requirements

Budget – 2008	
Activities and services	USD
Protection, monitoring and coordination	4,432,710
Community services	1,095,000
Legal assistance	5,158,998
Operational support (to agencies)	2,721,002
Shelter and other infrastructure	1,025,000
Total operations	14,432,710
Support costs (7%) *	1,010,290
Grand total	15,443,000

* A seven per cent support cost is recovered from contributions against supplementary programmes to cover indirect costs for UNHCR.



Colombia



UNHCR supports the Government's documentation campaign, which will provide 100,000 displaced Colombians and others at risk of displacement with national identification documents in 2008. *UNHCR/M.Brooks*

Executive summary

Colombia continues to experience a complex internal armed conflict that has left millions of Colombians displaced internally, and many others leaving the country. The number of internally displaced persons (IDPs) continues to rise, with an annual average of some 200,000 newly displaced people since 2003. The impact of displacement is strongest in underdeveloped rural areas in 186 of Colombia's 1099 districts. In recent years, the conflict has shifted from central regions towards the border departments of Nariño (southern Colombia), Chocó (north-western Colombia) and Arauca (north-eastern Colombia). Indigenous and afro-colombian people have been disproportionately affected by the conflict.

Colombia has an advanced legal framework for the protection of displaced people, including a comprehensive assistance system. The

Government has allocated USD 2.5 billion (nearly 1 per cent of the national budget) to meet the needs of displaced people between 2006 and 2010. In spite of this, serious protection and assistance problems remain. The gap between the legislation and its application has been illustrated in various judgments on internal displacement by the Constitutional Court and in UNHCR's recently released Evaluation of Public Policies (2004 – April 2007).

Within the framework of the Mexico Plan of Action, UNHCR's overall goal in Colombia is to promote a comprehensive response to internal displacement. As the leading agency of the Inter-Agency Standing Committee (IASC) protection cluster and in line with the UN Guiding Principles on Internal Displacement, UNHCR is working to close the protection gap and to seek durable solutions for displaced people. UNHCR aims to

strengthen national protection mechanisms, supporting the State or other relevant actors.

In 2008, UNHCR's operation will be consolidated focusing on the most affected areas and strengthening the protection capacity in the field. A priority will be to promote a substantial increase in the allocation of resources by the State for displacement issues. The main protection needs of IDPs will be addressed through providing identification documents to 100,000 Colombians that are displaced or at risk

of displacement and by integrating 50,000 displaced children into the Colombian education system.

The most critical challenges will be the ongoing conflict and the weak presence of the State and civil society in many areas of displacement.

Title	Comprehensive protection response to IDPs in Colombia
Population of concern	IDPs*, of whom 470,000 directly assisted by UNHCR
Time frame	January - December 2008
Total requirements	USD 18,719,715

* According to the Constitutional Court of Colombia, there is a discrepancy between the real number of displaced people and the number given by the national registration system (2.2 million). The Court cites the Director of the *Agencia Presidencial para la Acción Social y la Cooperación Internacional* who acknowledged that the number of IDPs in Colombia is close to three million (Order of Compliance 218, dated 11 August 2006, related to the landmark Judgment T-025).

Main objectives

UNHCR will seek to close the protection gap, primarily through strengthening national protection mechanisms. The three main objectives of this effort will be to:

- Contribute to the prevention of forced displacement;
- Promote protection and assistance of IDPs; and
- Foster durable solutions for IDPs.

Strategy and activities

To achieve its objectives, UNHCR will use three primary implementation mechanisms:

- **Consolidate the legal and public policy framework and strengthen institutional capacity:** UNHCR will work with Colombian authorities to refine further the legal and public policy framework governing the protection of displaced people, as well as to build the State's institutional capacity to comply fully with its responsibilities, in particular at regional and local levels in key regions.
- **Strengthen the capacity of IDP and community groups:** UNHCR will strengthen the capacity of IDP and



A suburb of Bogotá where displaced people settle. Due to displacement, many children are behind in school. UNHCR / P. Smith

community groups to ensure that the displaced, returnees and the population at risk of displacement can effectively demand their rights, including through their participation in the building of public policies and accessing social programmes.

- **Reinforce the State's supervisory and compliance mechanisms:** UNHCR will provide support to strengthen domestic supervisory mechanisms in order to identify protection gaps and problems in protection delivery and recommend corrective measures so that the State's response to displacement is consistent with its obligations.

In 2008, UNHCR will target 50 districts that have been most affected by displacement in the last three years, including several where it currently has no or very limited activities. In areas where UNHCR has no physical presence, it will reinforce strategic alliances with key partners such as the Ombudsman's Office, the Prosecutor's Office, Pastoral Social, ICRC, OHCHR and local NGOs, as well as through the IASC Protection Thematic Group (cluster).

During the year, UNHCR will focus on critical issues for displaced people and communities at a high risk of displacement. These include providing official identification documents as a means of prevention and protection; protection of property, including land and housing; ensuring access to primary education; and safeguarding the rights of indigenous and afro-colombian people. UNHCR

will also increasingly emphasize regional initiatives to ensure a coherent response to the Colombia situation, including border monitoring, contingency planning and the promotion of indigenous rights.

2008 will be a critical year in the development and implementation of policies related to displacement due to the assumption of functions by new governors, mayors and local councils in all parts of the country for a four-year term. UNHCR will play a fundamental role in ensuring that the multi-annual action plans developed by each governor, mayor and line ministry fully involves displaced people.

In 2008, UNHCR will consolidate its operation, reinforcing field offices and focusing on areas most affected by displacement. The Office will shift its operational structure so that the ratio of field staff increases from 52 to 60 per cent, and will allocate more resources to regional initiatives. In line with the regional approach of the Colombia situation, the field office in Barrancabermeja will be closed and a field



When Sterling joined the UNHCR Learning Circle, a initiative to help displaced children catch up in school, he could barely read and write. His progress since then has his teachers hoping that he will be able to join the mainstream school soon. *UNHCR / P. Smith*

office will be established in Arauca to reinforce border monitoring with the Bolivarian Republic of Venezuela. UNHCR will also continue to prioritize its participation in the IASC mechanism (cluster approach) as a means to ensure an increased participation in displacement issues by other UN agencies and other international actors recognizing the Office's limited mandate and capacity, particularly to meet the development needs of displaced people. Particular attention will be paid to strengthen ties with UNICEF and WHO/PAHO in the education and health sectors, as well as other UN agencies in Colombia.

Challenges

In certain areas of Colombia, the internal conflict makes it difficult for humanitarian agencies to reach affected communities. In spite of the demobilization of paramilitary structures, the emergence of new irregular armed groups is causing renewed insecurity in some areas of the country.

Many displaced people live in isolated border areas where the presence of the State is weak or does not exist. This complicates UNHCR's goal of ensuring that the protection gap is reduced through the reinforcement of State structures.

Partners

Government partners: *Consejería Presidencial para la Equidad de la Mujer, Contraloría General de la Nación, Defensoría del Pueblo, Departamento Administrativo del Sistema de Prevención, Atención y Recuperación de Desastres de Antioquia, Gobernación de Antioquia, Gobernación de Nariño, Gobernación de Santander, Gobernación del Guaviare, Gobernación del Meta, Gobernación del Putumayo, Instituto Colombiano de Desarrollo Rural, Ministerio de Educación Nacional, Ministerio de la Protección Social, Ministerio del Interior y Justicia, Ministerio del Ambiente y Vivienda, Secretaría de Educación Gobernación de Antioquia, Personería Municipal Soacha, Procuraduría General de la Nación, Programa Presidencial Colombia Joven, Registraduría Nacional del Estado Civil, Unidad Técnica Conjunta /Acción Social*

NGO implementing partners: *Caritas Medellín, Catholic Relief Services, Comitato Internazionale per lo Sviluppo dei Popoli, Consultoría para los Derechos Humanos y el Desplazamiento, Fundación Mujer y Futuro, Instituto Latinoamericano de Servicios Legales Alternativos, Liga de Mujeres Desplazadas, Organización Nacional Indígena de Colombia, Opción Legal, Opportunity International, Secretariado Nacional de Pastoral Social*

Others: IOM, WFP, UNICEF, UNDP, PAHO/WHO, UNHCHR, ICRC

Cluster leads: Protection – UNHCR, Emergency assistance and basic services – UNICEF, WFP, PAHO/WHO (rotating), Early recovery – UNDP, IOM (joint)

Key targets

- Population of concern directly assisted by UNHCR and its partners increase from 350,000 to 470,000
- The amount of resources allocated by the State to displacement issues increases by 20 per cent
- 50 per cent of the provinces and districts most affected by displacement have in place integrated action plans for displacement (PIUs)
- 100,000 Colombians who are displaced or at risk of displacement are issued national identification documents
- 100,000 hectares of land belonging to some 80,000 families who are displaced or at risk of displacement are protected
- 50,000 displaced children are integrated into the education system
- Policies on integrating displaced children, youth, older people and people with disabilities into government programming are adopted by four government ministries
- Policies to protect indigenous and afro-colombian communities that are displaced or at risk of displacement are adopted by at least five relevant authorities
- 1,000 members of the armed forces are trained by UNHCR on their protection role in key regions for prevention of displacement and protection of IDPs
- IASC Protection Groups are operational in at least six regions severely affected by forced displacement and operational partnerships are established with at least five UN agencies

Total requirements

Budget – 2008	
Activities and services	USD
Protection, monitoring and coordination	6,478,123
Community services	2,038,943
Crop production	343,270
Education	403,741
Income generation	58,717
Legal assistance	5,392,560
Operational support (to agencies)	994,645
Shelter and other infrastructure	223,126
Total operations	15,933,125
Support costs (7%) *	1,084,729
Programme support	1,701,862
Grand total	18,719,715

* A seven per cent support cost is recovered from contributions against supplementary programmes to cover indirect costs for UNHCR.



Total requirements for UNHCR's 2008 IDP supplementary programmes (USD)

Sector	CAR	Chad	Côte d'Ivoire	DRC	Liberia ¹	Uganda	Colombia	Global cluster ²	Total
Protection, monitoring and coordination	963,199	3,512,897	359,151	5,596,958	300,000	4,432,710	6,478,123	0	21,643,038
Community services	0	0	50,000	630,000	0	1,095,000	2,038,943	0	3,813,943
Crop production	0	0	0	0	0	0	343,270	0	343,270
Domestic needs	791,158	1,500,000	0	3,300,000	0	0	0	0	5,591,158
Education	0	0	0	650,000	60,000	0	403,741	0	1,113,741
Health	76,764	0	0	350,000	500,000	0	0	0	926,764
Income generation	0	0	0	800,000	150,000	0	58,717	0	1,008,717
Legal assistance	396,100	4,915,000	485,206	3,064,297	660,000	5,158,998	5,392,560	3,320,035	23,392,196
Operational support (to agencies)	200,105	1,905,000	0	2,850,000	165,000	2,721,002	994,645	2,381,500	11,217,252
Sanitation	0	0	0	200,000	0	0	0	0	200,000
Shelter and other infrastructure	0	1,500,000	0	1,950,000	0	1,025,000	223,126	650,600	5,348,726
Transport and logistics	342,090	1,500,000	105,643	2,300,000	0	0	0	0	4,247,733
Water	0	0	0	250,000	0	0	0	0	250,000
Total operations	2,769,416	14,832,897	1,000,000	21,941,255	1,835,000	14,432,710	15,933,125	6,352,135	79,096,537
Support costs (7%) ³	193,859	1,038,303	70,000	1,535,888	138,052	1,010,290	1,084,729	444,649	5,515,770
Programme support ⁴	34,641	0	0	119,257	0	0	1,701,862	4,064,839	5,920,599
Grand total⁵	2,997,916	15,871,200	1,070,000	23,596,400	1,973,052	15,443,000	18,719,715	10,861,623	90,532,907

¹ UNHCR's requirements for IDPs in Liberia are fully funded.

² The budget includes requirements of USD 2,769,059 that were presented in the Global Appeal 2008-2009.

³ A seven per cent support cost is recovered from contributions against supplementary programmes to cover indirect costs for UNHCR.

⁴ Includes costs for the IDP Advisory Team under the Global Cluster.

⁵ UNHCR's supplementary programme requirements for IDPs in Somalia were presented in the Global Appeal 2008-2009. Requirements for IDPs in Iraq and Sudan are presented in separate supplementary appeals.