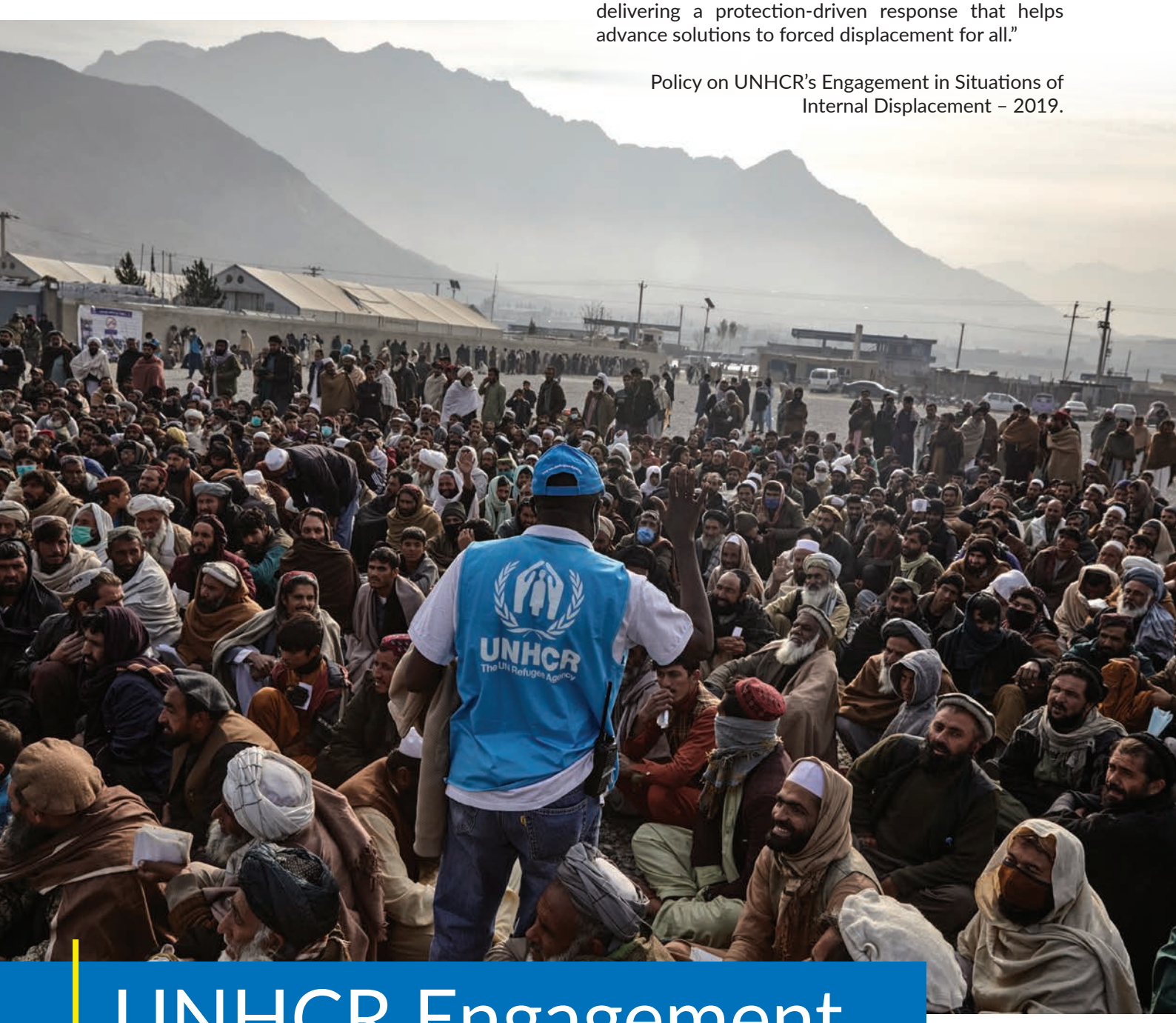
UNHCR
The UN Refugee Agency

"The High Commissioner has resolutely committed to reposition UNHCR to be more predictable and decisive in situations of internal displacement, working intensively with partners in planning, framing and delivering a protection-driven response that helps advance solutions to forced displacement for all."

Policy on UNHCR's Engagement in Situations of Internal Displacement – 2019.



UNHCR Engagement in Situations of Internal Displacement

2019-2021

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Cover photo: A UNHCR staff member assists displaced families waiting to receive winter cash assistance in Kabul. © UNHCR/Andrew McConnell

Meeting with internally displaced persons by **Assistant High Commissioners** during March 2021 joint visit to Mozambique.

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FOREWORD

At the 2016 Executive Committee session, the High Commissioner committed UNHCR to working more systematically across the entire spectrum of forced displacement, including through a more decisive and predictable engagement with internally displaced people. This orientation has been anchored in UNHCR's Strategic Directions since 2017.

Implicit in this call for change was an assessment that UNHCR was – in some cases – too hesitant or inconsistent in responding to internal displacement. His goal was for UNHCR to develop the same "reflex" to protect, respond and catalyse solutions for internally displaced people as we have for refugees.

Several reforms have been enacted within UNHCR as a result. The revised Policy on UNHCR's Engagement in Situations of Internal Displacement released in September 2019. Changes to UNHCR procedures followed.

Despite the limitations that the pandemic imposed within months of the launch of the IDP Policy, the results are promising. Significant and lasting progress has been made, although additional efforts continue to be needed as we strive to ensure that our IDP engagement is consistent across operations. Our budget structure and financial processes are being streamlined to facilitate more equitable planning, programming and implementation to address internal displacement; our partnerships including with development actors are steadily expanding to include sustainable approaches to internal displacement.

Ensuring protection in practice means offering concrete support to countries striving to uphold their responsibilities amidst political and security challenges. It also means building responses to new protection challenges and causes of forced displacement, as we are doing with States, civil society and partners as people flee violence.

In most operations, securing protection also means supporting governments in the delivery of services such as registration and documentation, child protection, legal aid, preventing and responding to sexual and gender-based violence, and addressing the concerns of older people, people with disabilities and others with specific needs.

It also often means providing technical support and engaging directly in sectors such as health, shelter, education and livelihoods.

A strong operational presence and direct, regular contact with the communities are critical to our work. Linked to this is our commitment to participation. We are strengthening our accountability mechanisms to ensure a first-hand understanding of the diverse perspectives, priorities, risks, needs, capacities and expectations of the people we serve. We are mindful of the vulnerability associated with age, gender, disability and diversity, and we seek to empower people to participate in decision-making and claim their rights.

We have reinforced and expanded our capacity and expertise in emergency preparedness and response. UNHCR fielded several hundred emergency deployments from 2019 to 2021 and reinforced our policy and procedures to speed resources to the field.

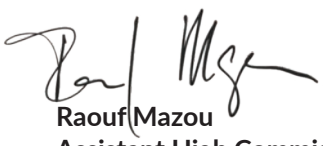
We have also expanded our cooperation with development partners. Development investments must play a central role in addressing displacement and laying the ground for solutions. The principle of universality, enshrined in the 2030 Agenda and its Sustainable Development Goals, provides a powerful platform for the inclusion of internally displaced people in development planning. We are particularly inspired by our ongoing cooperation with the World Bank on IDP response, as well as UNDP through our Joint Global Initiative.

UNHCR prioritizes solutions for internally displaced people from the outset of our engagement and simultaneously seeks to strengthen their resilience, including through their inclusion in local and national systems and services, opening access to economic opportunities, pursuing early engagement by development and financial institutions, and mitigating the risk of protracted displacement.

We urge the further simplification, rationalization and lightening of coordination approaches in internal displacement situations. The system is bound up in complex machinery that drains energy and resources and would benefit from leaner and more effective mechanisms to promote protection at subnational and community levels. Capitals tend to become the effective "centre of gravity" for coordination, with cluster direction determined by actors who are not always present at the point of delivery.

We have worked to increase the versatility of UNHCR's workforce. We need managers who can adapt seamlessly to different coordination environments and structures. UNHCR's new inter-agency coordination learning programme, released in 2021, has done well to prepare our staff to work as coordinators in refugee, internal displacement, and other settings. This, coupled with a new E-course for managers in IDP operations, will facilitate both technical and management capabilities among UNHCR staff.

We have also strengthened UNHCR's role in providing quality data on internal displacement, working in a collaborative and complementary way with our partners. It is only by sharing, combining and "triangulating" data that we can achieve the best, holistic view of internal displacement. This will facilitate better humanitarian programming and allow us to connect with development actors as we work together to identify and deliver solutions-oriented approaches.



Raouf Mazou
Assistant High Commissioner for Operations

Gillian Triggs
Assistant High Commissioner for Protection

PREFACE

Three years have passed since the revised "Policy on UNHCR's engagement in situations of internal displacement" was released.

The IDP policy reaffirms "UNHCR's commitment to a decisive and predictable engagement in situations of internal displacement, as an integral aspect of our operations worldwide, and of our protection leadership in humanitarian crises".

Credit is due to UNHCR colleagues in country, regional offices and at headquarters, who lead in action, the prioritised operationalization of UNHCR's IDP Step-Up. I am pleased to share with you this report primarily covering the period of January 2019 to December 2021, which provides details on progressive improvements to the internal displacement response within UNHCR.

The report itself is divided into 12 thematic chapters, covering the full arc of displacement from preparedness through to solutions, as well as the essential "enablers" of UNHCR's work, such as programme and budget, workforce management and resource mobilization. Also included are the latest aspects of our protection engagement, in terms of both implementations on the ground and within inter-agency fora.

This report is "one-time" in nature and aims to provide an analytic snapshot of the current state of UNHCR IDP engagement. Several of the report indicators will be bundled into standard UNHCR reporting processes to ensure continued updates on our IDP Step-Up.

We aim to draw out UNHCR's close engagement and often instrumental role in steering stakeholder interest on the criticality of concerted approaches towards internal displacement and its multiple dimensions – humanitarian and development, response and solutions. Examples from across our IDP operations punctuate the entire report.

UNHCR's work on internal displacement complements and reinforces its refugee mandate, as demonstrated in over five decades of our IDP engagement. In recent times, our efforts have focused on systematizing our internal coherence and drawing attention to the importance of improved global prevention, response and solutions to internal displacement.

Localised approaches towards IDP responses remain a mainstay in engaging with communities, authorities, local organizations, and internally displaced girls, boys, women and men themselves. This methodology is supported by close partnerships with regional and international organizations, in recognition of the multi-stakeholder engagement required for a successful protection impact.

I trust that this report will support your understanding of UNHCR's determination and the progressive fulfilment of our commitments to deliver protection-oriented humanitarian interventions and solutions to internal displacement.

Sumbul Rizvi
UNHCR Principal Advisor on Internal Displacement

EXECUTIVE SUMMARY AND REFLECTIONS

This report is a self-examination of UNHCR's engagement in situations of internal displacement between January 2019 to December 2021. Supportive information from the first half of 2022 is also included where available.

The period 2019-2021 is of specific interest, in that there were several major policy and practice advances undertaken by the organization. The revised Policy on UNHCR's Engagement in Situations of Internal Displacement was released in September 2019. The UNHCR Initiative on Internal Displacement, intended to support country offices in their implementation of the policy, was undertaken from January 2020. Administrative and other changes inspired by the regionalization and decentralization approach also occurred during this timeframe as was the initiation of the World Bank and UNHCR Joint Data Centre. Notably an unprecedented 11 million persons were newly internally displaced during these years.

The information presented follows feedback received from UNHCR country offices, Regional Bureaux and headquarters entities. A survey was sent to the field in early 2022 asking for reflections on progress made in realizing the content of the IDP policy, as well as for specific reflections on changes which are additionally needed. The information received from the field will also be complemented by an independent evaluation of UNHCR's Engagement in Situations of Internal Displacement, foreseen for release in 2023.

The information received is summarized within the report and are of great interest to UNHCR as it progressively implements the revised IDP Policy 2019. It is clear that much progress has been made, yet additional effort continues to be needed for a truly decisive and predictable institutional engagement in internal displacement settings – an organizational strategic objective.

This Summary provides some of the more prominent findings accompanied by reflections for the way forward:

1) Regarding **emergency preparedness and response,** UNHCR has responded to an unprecedented 22 IDP emergencies between 2019 – 2021, including three at the highest "L3" level. Revisions in internal administrative procedures have enabled the more rapid deployment of resources, both human and financial, to field locations. Efforts to ensure senior leadership and coordination support to IDP emergency locations have been timely.

   *As a **reflection,** continued effort is needed for increased corporate emergency readiness and response capacity given the multitude of new IDP emergency challenges which may be forthcoming, including in the context of climate change and risk reduction.*

2) Concerning the **centrality of protection,** several major advances were made. Fostering the legal and policy environment for the protection of IDPs remained a strategic focus, including through technical assistance and capacity building of national stakeholders. The 2021 formulation of an IDP Protection Expert Group, in collaboration with the IDP Special Rapporteur was a major advance, aimed at unlocking political will and national leadership on IDP protection through senior level international support. The GP20 initiative and follow-up GP2.0 platform have further enabled the sharing of best practices between States, among other advances.

   *As **reflections,** UNHCR to continue supporting States in developing their IDP protection frameworks and serve as a foundation for solutions. In line with SGs Action Agenda recommendations, UNHCR also to redouble efforts to robustly support Resident/Humanitarian Coordinators ensuring IDPs are at the centre of protection and solutions responses. UNHCR must do more to ensure evidence-based protection analysis across the displacement spectrum that UN and partners can consistently rely upon.*

3) Progress since 2019 has been clearly made on **resource allocation for cluster coordination responsibility (protection, shelter and community management) and operational delivery.** This has been possible through changes to budgeting processes and commitments to the internally displaced demonstrated by country operations and regional bureaux, in support of local capacities and national ownership.

   *As a **reflection,** systematic resource allocation, both human and financial, must continue and be strengthened by country offices supported by regional bureau and Headquarters, underpinned by a robust communications strategy.*

4) Linked to the needs in IDP situations, continued efforts to **mobilise resource** is evident. The ever-rising needs required additional effort to externally communicate and highlight UNHCR's work in IDP settings,

from preparedness, the delivery of protection and solutions, including through consistent profile in external relations and fundraising efforts.

*As **reflections** UNHCR must do more to proactively promote and highlight its work with IDPs – on preparedness, delivery of protection-oriented responses and solutions – giving it an appropriate profile and prominence in external relations and fundraising efforts. Efforts to ensure that donors, notably at Regional, global and field levels are well informed about UNHCR's funding situation, are key. UNHCR to increase outreach for additional sources of funding, including pooled funds, peacebuilding, development, financial institutions, and seek out private sector partnerships, for longer-term outcomes, localization and national ownership.*

5) On **solutions,** UNHCR has redoubled efforts in recent years to assist IDPs, refugees, wider displacement affected communities and Governments to better manage and overcome the consequences of forced displacement. This includes contributions to transition strategies which link humanitarian and development action, and activities that build and sustain peace.

*As **reflections,** increased engagement with development partners on internal displacement must be a priority, including by drawing upon the wealth of UNHCR's experience on refugee solutions and related development engagement. UNHCR to continue supporting resilience and solutions, through housing land and property and other aspects, including through Government ownership and RC led UN leadership.*

6) UNHCR strengthened a range of **strategic partnerships** in support of shared goals for effective inter-agency action through active participation in IASC led processes, meaningful contributions to joint Humanitarian Needs Overviews, and Humanitarian Response Plans. Efforts to grow our engagement with civil society and forcibly displaced and stateless persons, including youth and women-led organizations continued as a priority, in line with Grand Bargain commitments.

*As **reflections,** for greater "predictability" in our IDP engagement, donors support is required for UNHCR efforts to enhance the core programming interventions which UNHCR is accountable for as part of its IDP responsibilities, related to cluster leadership and operational delivery. For this to be effective it is critical that other cluster lead organisations fulfil their sectoral commitments, in line with their IASC accountabilities. UNHCR must step up its advocacy on unmet and pending needs to encourage other cluster leads to meet their IASC obligations, for the achievement of IDP protection, including stepping up on its own shortfalls.*

7) The provision of accurate, up-to-date, and quality **data and information management** that can support evidence informed IDP advocacy, programming, monitoring assistance and service delivery has been a priority.

*As **reflections,** UNHCR must do more to proactively engage in collaborative efforts, at country, regional, and global levels, to enhance the value of protection-sensitive data in IDP situations. UNHCR must strategically contribute to filling identified data gaps as they can contribute to securing/advancing solutions such as improving availability of socio-economic analysis (including through JDC investments) and enhancing the inclusion of IDPs in national statistical systems, including by building on EGRISS and efforts to implement the International Recommendations on IDP Statistics.*

8) On **programming** with the launch of a new results-based management approach in 2021, UNHCR has embarked on a transformative initiative to enhance its capacity to deliver and report on results. At its core is the move to multi-year planning that facilitates long-term strategic thinking and strengthens the engagement of country operations with national and United Nations inter-agency development processes, which are normally of a multi-year nature. Strengthened engagement with partners and stakeholders is a key feature of the new approach. As part of the new RBM, UNHCR adapted its results structure to focus on results rather than programming based on budgetary pillars. A revision of the results framework is also in motion.

As a reflection, UNHCR to finalize performance metrics and indicators designed to ensure effective monitoring and impact of the IDP policy.

9) Finally, regarding **workforce management,** while significant progress has been made, UNHCR's aim to have an agile workforce capable of working across the refugee, IDP and stateless population groups is underway.

*As a **reflection,** UNHCR to do more to support UNHCR personnel, and where possible the personnel of key partners, to acquire the diverse skills and competencies necessary to work across the full spectrum of forced displacement. This includes the need to reinforce ongoing efforts to identify, train and maintain a cadre of staff with specialized skills and competencies, including those related to coordination and information management in both cluster and non-cluster situations, for deployment as needed, especially in emergencies.*

The Democratic Republic of Congo. In the Democratic Republic of Congo, more than 350,000 people displaced by the Goma volcano eruption urgently need humanitarian assistance. Neema fled from Goma to Sake with her children after the Mount Nyiragongo volcano erupted in 2021. They were forced to sleep outdoors but now they **have shelter**.

© UNHCR/Guerchom Ndebo

I. EMERGENCY PREPAREDNESS AND RESPONSE

UNHCR defines a "humanitarian crisis" as any humanitarian emergency which has caused or threatens to cause displacement, loss of life and/or suffering, affecting the rights or well-being of refugees, internally displaced persons (IDPs) and others of concern, unless immediate and appropriate action is taken; and which demands exceptional measures because current UNHCR capacities at country and/or regional levels are inadequate for a predictable and effective response.

The priority in any humanitarian response is to save lives and reduce suffering through meeting humanitarian needs.

Between January 2019 and December 2021, UNHCR declared 22 emergencies for IDP situations in 15 different countries. Of these 22 new emergency declarations, ten were Level 1 emergencies, eight were Level 2 and four were Level 3. The Level 3 IDP emergencies in this period were for Afghanistan, Burkina Faso, the Democratic Republic of the Congo and Ethiopia. UNHCR aligned its internal Level 3 emergency declarations for Afghanistan and Ethiopia with the IASC System-Wide Scale-Up Activations.

UNHCR internally declares an IDP emergency to ensure that additional capacities and resources are mobilized to prepare for and respond to potential, unfolding or escalating emergencies. UNHCR is committed to contributing to the inter-agency operational response, and more broadly to participating in over-arching Humanitarian Country Team (HCT) and cluster management interventions to ensure the centrality of protection and the drive for solutions at all stages of an emergency.

States have the primary responsibility to ensure protection of refugees and internally displaced persons on their territories. As an internationally mandated protection agency, UNHCR works with and supports Governments and affected communities in preparing for and responding to emergencies. UNHCR promotes and contributes to the national response to provide protection and assistance and pursues solutions for persons of concern in line with international human rights law, humanitarian and refugee law and national laws and responsibilities.

The revised 2019 "Policy on emergency preparedness and response" aligned the duration of UNHCR emergency declarations with the new Inter-agency Standing Committee's (IASC) emergency-related protocols and ensured consistency with recently updated guidance and directions. The policy sets out UNHCR's obligations as an operational agency and its responsibility, under IASC arrangements, to lead the global clusters. The policy also sets out UNHCR's internal emergency preparedness and response mechanisms, including the criteria that determine their declaration and level, and describes the effects of an emergency declaration on:

- Access to resources and simplified procedures;
- Internal leadership arrangements;
- Headquarters coordination and decision-making arrangements;
- Accountabilities;
- Partnerships with relevant stakeholders, including government and non-government development actors, financial institutions, the private sector, and civil society organizations.

The complementary 2020 "Preparedness package for IDP emergencies[1]" (PPIE) examines the management of risk, focusing specifically on emergency situations characterized by internal displacement. It reaffirms existing standards, including the IASC Emergency Response Preparedness[2] Approach, and suggests practical measures that should be taken to enable UNHCR to respond promptly and operate effectively in IDP emergencies, fulfilling its obligations as an operational agency and its responsibility, under IASC arrangements, to lead the clusters on protection, on shelter and camp coordination and camp management (CCCM)[3].

The humanitarian imperative of protection from harm, saving lives, and avoiding and relieving suffering supersedes all other considerations. In preparing for and responding to an emergency, UNHCR Representatives and heads of sub-offices are empowered and accountable to take decisions and act on a "no regrets" basis to ensure that refugees, internally displaced persons and other persons of concern receive protection and life-saving humanitarian assistance in a timely and effective manner.

SOME COUNTRY EXAMPLES

Since January 2019, 41 emergency deployments to augment cluster coordination capacity were undertaken. This is in addition to 56 information management (IM) deployments to support IDP operations. In recognition of the sharp increase in new IDP emergencies, steps have been taken to further strengthen emergency response capacity, including for information management to support the multiple cluster partners to plan, analyse and report on their engagement as a cluster collective. As of June 2021, UNHCR has an additional roster of persons with inter-agency coordination capacity to strengthen the existing information management roster.

In 2021, UNHCR increased the number of its bilateral emergency standby partnerships to 20 and continued to be actively engaged in the inter-agency Standby Partnership Network, which consists of 15 United Nations agencies and 54 partner organizations that deploy a range of experts to humanitarian emergencies.

In line with the "Policy on emergency preparedness and response", UNHCR Headquarters provided guidance and oversight to country operations with active IDP emergencies through the emergency support mechanisms. A real-time review (RTR) was conducted for the L3 emergency in **Ethiopia** and the L3 in **Afghanistan** to assess key areas where additional emergency support was required.

UNHCR closely coordinated its emergency responses at the global level through the IASC Emergency Directors Group (EDG), as well as at the country level, including through participation in EDG missions to assess emergency response in IDP settings. Proactive data and information-sharing were important elements, enabled through substantial contributions to information portals, such as the Humanitarian Data Exchange[4], and increased collaboration with development actors.

In recognition of the fact that climate change exacerbates existing vulnerabilities and considering the increasing frequency and intensity of natural hazards, UNHCR has incorporated climate-related and other relevant hazards in risk analysis, early warning and preparedness. As required, UNHCR also participates in local, regional, and global mechanisms and initiatives on early warning for natural hazards and climate-induced displacement.

UNHCR procured and delivered COVID-19 personal protective equipment and other critical items and services including shelter, for a timely response against the pandemic in 95 refugee and IDP operations. In parallel, despite global shortages and the near collapse of transport networks, UNHCR continued to supply emergency core relief items to new and ongoing emergencies from its eight global stockpiles.

UNHCR has promoted protection mainstreaming, working with all clusters to design and deliver inter-agency preparedness and response strategies that are shaped by protection considerations. UNHCR sought to build the capacity of local and national actors, including those responsible for development, to engage in and eventually lead responses to internal displacement.

Following the evaluation of UNHCR's emergency response to Cyclone Idai in **Malawi, Mozambique** and **Zimbabwe,** the Office has begun revising its "Policy on emergency preparedness and response". The new policy will reiterate UNHCR's coordination responsibilities and accountabilities as part of the humanitarian community for more predictable and effective engagement in emergencies, including natural hazards and climate-induced emergencies.

In the **Philippines,** in partnership with the UNHCR Regional Centre for Emergency Preparedness (e-Centre), the Office conducted an Emergency Preparedness and Response Workshop in 2019 attended by representatives of the regional government and local government units of Lanao del Sur and Maguindanao in BARMM. Through the workshop, participants shared and learned experiences from one another, including the unique challenges in their respective areas. The workshop strengthened the participants' knowledge and understanding of emergency preparedness and the centrality of protection in all phases of the emergency response. It also reinforced the networking and coordination between the agencies.

The organization also held several capacity-building workshops at the Barangay level in partnership with its project partners and the Barangay Disaster Risk Reduction and Management Councils of the most vulnerable areas across Mindanao. In 2019, the office in the Philippines was able to cover the following areas with high risk of displacement: South Upi (Maguindanao), Maasim (Sarangani), Pigcawayan (North Cotabato), Guindulugan (Maguindanao), and Palimbang (Sultan Kudarat). Capacity development activities were implemented in line with UNHCR's implementation of its quick impact projects to ensure that even the most remote communities in Mindanao are prepared for disasters.

In 2021, action was taken to support the development of a municipal-level Disaster Risk Reduction and Management Plan in one of the municipalities in the island provinces of the BARMM Region, Hadji Mohammad Ajul Municipality in Basilan. With the support of its project partner, the Office implemented the REACT-DRR Project that utilizes a community-driven and community-based disaster risk reduction and management approach building on the collective capacity of the local government and the community to respond to disasters. The project also includes a capacity-building component where the community members are provided with the tools and technical inputs to support the development of a barangay-level disaster preparedness plan.

In **Yemen** UNHCR-led Clusters actively contributed to inter-agency preparedness efforts for situations of internal displacement., This engagement was particularly effective in the context of the humanitarian crisis in Marib, with UNHCR-led Clusters contributing to the scenarios setting and contingency planning exercises, including by providing information and early warning from local partners. The shelter cluster played a central role in preparing and coordinating the response to the recurrent seasonal flooding, particularly severe in 2020. The Protection Cluster and its AoRs periodically produced a countrywide mapping of protection services and facilities, which provided an overview of the capacity of humanitarian actors to respond to localized emergencies.

Internally displaced women collecting water in Marrupa IDP site, Chiure district, Cabo Delgado, Northern Mozambique. Women identified access to water as **a protection risk** during focus group discussions held in March 2021. Water points were quickly expanded, following advocacy by UNHCR to Government and partners.

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II. CENTRALITY OF PROTECTION

UNHCR's institutional commitment to situations of internal displacement extends across the displacement spectrum, from prevention and preparedness to responding and finding solutions, and is underpinned by the organization's expertise and global leadership role in protection. UNHCR is, at its core, a protection organization whose effectiveness is measured by its success in achieving its primary goal of ensuring that refugees, internally displaced persons and affected populations are protected and obtain full respect for their rights under international law. Tackling the challenge of internal displacement means advocating for and reinforcing the primary responsibility of States, including non-State parties to the conflict where relevant, to assist and protect people in accordance with international humanitarian law and human rights law.

It also means that protection is not a separate activity but rather is the principle underlying UNHCR's activities on the ground, in relation to displacement-affected states, communities and in partnership with others. Particularly in complex humanitarian emergencies, UNHCR works together with the humanitarian community to ensure that protection informs humanitarian decision-making and remains central to humanitarian action. This approach is equally applicable to our work on solutions for refugees and IDPs.

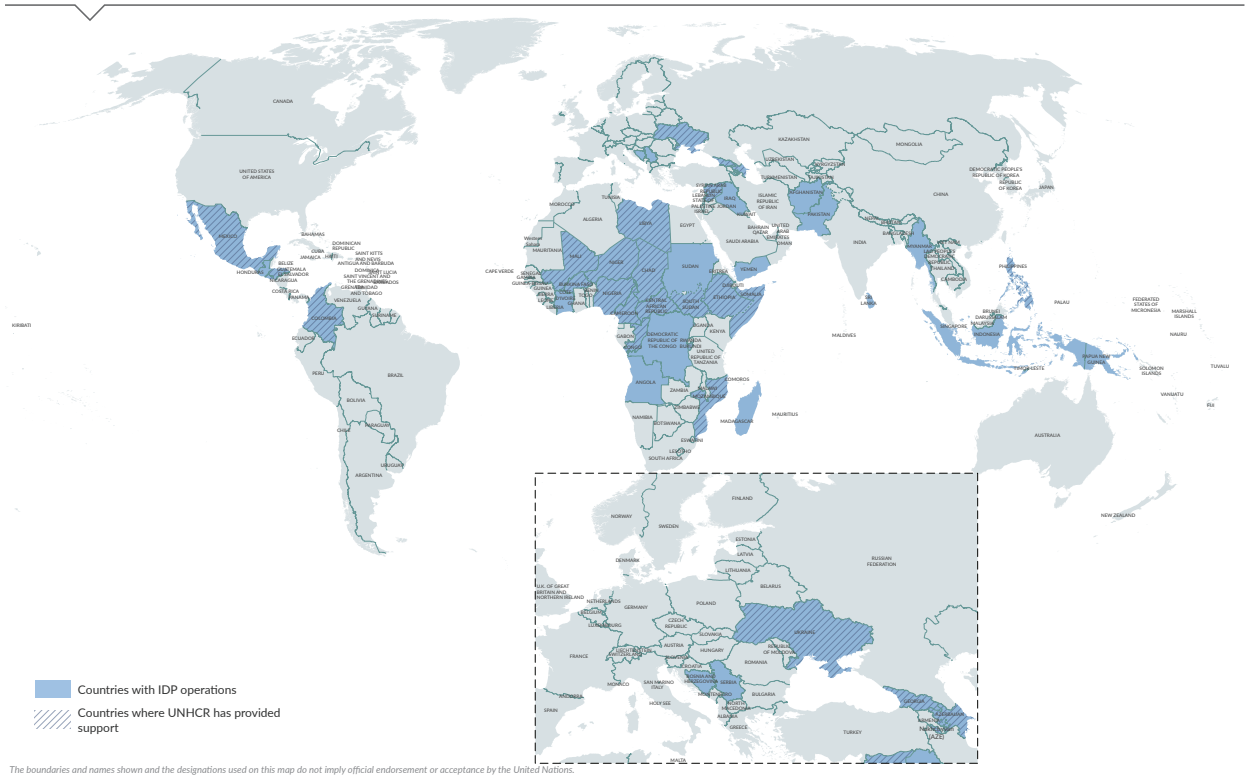
SUPPORT TO STATES IN DEVELOPING IDP LAW AND POLICY FRAMEWORKS

Recognizing that the responsibility lies first and foremost with States, UNHCR has long been a leader in supporting States to develop and implement **national laws and policies on internal displacement.** In addition to being important tools for safeguarding IDPs' rights, national instruments on internal displacement can provide critical guidance to national authorities and relevant parties involved in responding. UNHCR's work in this area has enabled States to develop national approaches to internal displacement, including for allocation of resources, address internal displacement through peace processes and peace agreements, domesticate legally enforceable norms, such as criminalizing arbitrary displacement, authorize or empower authorities in the provision of assistance, including legally recognized documentation, direct security forces regarding the civilian character of IDP camps, or provide for longer-

WORLD MAP

UNHCR support to national IDP legal and policy frameworks

as of 01 Aug 2022



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

Printing date: 01 Aug 2022 **Sources:** UNCS, UNHCR, UNHCR-GPC database on Law and Policy on Internal Displacement **Author:** UNHCR - HQ Copenhagen **Feedback:** mapping@unhcr.org **Filename:** A4L_geoservices

term planning, including restitution or compensation. Emphasis on a legal framework is also important in providing a base for nationally owned solutions and state led engagement with development financing stakeholders.

UNHCR's Global Strategic Priorities include the specific objective to seek improvement to national law and policy in 17 countries relating to IDPs, **not only as a matter of legal obligation but of national responsibility and interest.** According to UNHCR's global database[5], since the "Guiding Principles on internal displacement"[6] were published in 1998, 43 countries have adopted 112 national and sub-national laws, policies and other related instruments on internal displacement. For these, UNHCR and partners have played an instrumental role, not least in advocating for their adoption, but also by providing legal and technical advice and capacity-building.

Advancing IDP law and policy has required not only technical expertise but long-term engagement, with the most significant challenges around creating and maintaining political momentum despite possible changes in government authorities, or lack of coordination between them.

In **South Sudan,** the Office's law and policy efforts were maintained patiently throughout 2020-21 through constitutional amendments, ministerial changes and the parliament's reconstitution under the new Unity Government only in September 2021, leading in 2022 to the co-organization by UNHCR and the Ministry for Humanitarian Affairs and Disaster Management of a roundtable with the Revitalized Transitional Legislative Assembly to reactivate the process of domesticating the Kampala Convention.

In other countries, like **Honduras,** the Office has worked closely with IDPs, civil society organizations and municipalities, the key advocates pushing for the draft IDP law to advance through the legislature.

During the reporting period since 2019, UNHCR has supported over 20 countries with legal and policy frameworks for the protection of IDPs, despite the unique challenges posed by COVID-19. This resulted in the adoption of new IDP instruments for example in **El Salvador, Mexico and Mozambique.** Regionally, UNHCR collaborated with the African Union – as well as ECOWAS, IGAD and SADC – to support the ratification, domestication and implementation of the "African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa"[7] (Kampala Convention).

Over the past three years, **Equatorial Guinea, Ethiopia, Mozambique, Somalia and South Sudan** deposited their instruments of ratification with the AU, bringing the total number of ratifications to 33, a significant sign of the commitment across the continent to protecting and assisting IDPs.

In the last three years alone, UNHCR additionally assisted the initiation of domestication processes in **Burkina Faso, Cameroon, Chad and the Republic of the Congo,** as well as dialogue with the International Conference of the Great Lakes Region on the application of the "Protocol on the protection and assistance to internally displaced persons".[8]

As the global leader, UNHCR continued to chair the Global Protection Cluster Task Team on Law and Policy (TTLP), bringing together humanitarian, human rights and development partners. The number of Task Team members has continued to increase since 2019. The TTLP produced key resources, tools and guidance (see for example: "Making arbitrary displacement a crime: law and practice"[9] and "Protecting IDPs: a handbook for national human rights institutions"[10]). Based on its global database on this subject, in 2022 UNHCR and the TTLP will produce the first ever **"Global Report on Law and Policy on internal displacement".**

Ethiopia. UNHCR-supported social workers help those displaced by the Tigray conflict
Mabret, 32, is a UNHCR-supported social worker **providing assistance and counselling** to those forcibly displaced by the conflict in the Tigray region of Ethiopia. Mabret herself was displaced by the conflict and gives advice at a health centre, in the region's capital Mekelle.

© UNHCR/Olga Sarrado Mur

PROTECTING IDPS FLEEING CONFLICT AND VIOLENCE

While continuing to support States in their responsibility to protect, UNHCR also recognizes that, in many countries affected by internal displacement, armed conflict poses huge challenges to protecting civilians and the displaced. In 2021, 84 per cent of the countries where the organisation was engaged in internal displacement situations were affected by ongoing armed conflict and 42 per cent reported mass civilian causalities due to targeted attacks, including the **Democratic Republic of the Congo, Ethiopia, Myanmar and Nigeria.** As a front-line humanitarian agency, UNHCR is increasingly compelled to situations where **disregard for international humanitarian law** not only is a major cause of displacement but where IDPs find themselves in the midst of fighting or becoming victims of indiscriminate attacks.

In line with recommendations of the SG's High-Level Panel on Internal Displacement, UNHCR is striving to support the inclusion of internal displacement in **national protection of civilian frameworks and policies** as a critical means to reduce or mitigate risks of displacement, ensure civilians can flee safely if deemed necessary, ensure protection while displaced and facilitate the achievement of durable solutions. Globally, UNHCR collaborates closely with partners including UN missions, ICRC, OCHA and Member States through various protection of civilian platforms and through organizing side events to the UN Security Council open debate[11] on the protection of civilians, in order to support efforts on the ground.

In **South Sudan,** the Office works with UNMISS on identifying solutions for returning refugees and IDPs, strengthening the protection of civilians and advancing justice and rule of law, including via protection by presence.

In **Sudan,** UNHCR and UNITAMS entered into a partnership agreement in the second half of 2021 to capacitate the State-level protection of civilians committee in accordance with the National Plan for the Protection of Civilians (NPPOC). Additionally, UNHCR and the Protection Clusters in the Darfur states contributed to the roll-out of a protection of civilians incident tracking tool in early 2022.

The urbanization of war and displacement pose tremendous difficulties as hostilities taking place in populated areas exacerbate protection risks. Civilian infrastructure, as well as settlements and camps are often targeted by parties to conflict, with long-term repercussions on civilians' access to protection and assistance. UNHCR co-organized in 2021 a high-level event on conflict, climate and displacement during the protection of civilians week and, in 2022, a side event on urban warfare and displacement.[12] With at least 48 percent of IDPs living in urban areas according to UNHCR's Global Trends, **protecting the displaced in urban and populated areas** is seen as of critical importance looking forward and the organisation is boosting its efforts to help protect civilians and the displaced from the effects of, among others, explosive ordnance and explosive weaponry in populated areas.

UNHCR continued its high-level advocacy for the protection of civilians at the global, regional and country levels, including through quiet **diplomacy and humanitarian negotiation** in collaboration with relevant partners. In light of this, the Office strengthened its collaboration with the Centre of Competence on Humanitarian Negotiation (CCHN) to support a more systematic approach to frontline negotiation. The partnership with CCHN also provides a space for multi-agency dialogue and fosters a community of practice among frontline negotiators.

During armed conflict, UNHCR engages with key stakeholders in particularly complex protection interventions such as providing real-time guidance on the **evacuation of civilians from conflict zones,** such as in Burkina Faso, Iraq (during the Mosul attacks), the Syrian Arab Republic and Ukraine. Building on its note on ''Humanitarian evacuations in violence and armed conflict'[13]' issued on 17 June 2016, UNHCR provided guidance to the field that was incorporated in its 2019 "Protection in armed conflict toolkit[14]" and made publicly available at the end of 2020. The note and the toolkit not only guided UNHCR's contributions to humanitarian evacuations in the Central African Republic and the Syrian Arab Republic but also inspired the Protection Cluster's "Recommendation note on humanitarian evacuations of civilians in Ukraine[15]" in April 2022.

UNHCR and partners' protection work in armed conflicts is complicated by the need to preserve the **civilian and humanitarian character of sites and settlements.** UNHCR and ICRC have jointly conducted consultations with partners, including the UN Department of Peacekeeping Operations and field colleagues, on the daily challenges they encounter on this issue, as well as relevant responses. The outcomes of these consultations have been consolidated in an aide memoire, "Operational guidance on maintaining the civilian and humanitarian character of sites and settlements[16]". Since its issuance, the guidance has been largely disseminated and rolled out in several countries such as the Central African Republic, the Democratic Republic of the Congo and Sudan.

In its continued mine action efforts, UNHCR became a core member of the Explosive Ordnance Risk Education Advisory Group (EORE AG) in 2021. This contributes to achieving UNHCR's risk education commitments in a more context and gender, diversity and disability-sensitive manner and enables refugees, IDPs and other persons of concern to make informed choices for safe returns. The Office has also enhanced its advocacy efforts on the universalization of, and adherence to, international humanitarian and human rights law relating to mine action, particularly to the Anti-Personnel Mine Ban Convention in addition to prioritizing victim assistance in its programmes for persons with specific needs, such as in Afghanistan.

GLOBAL LEADERSHIP, COLLABORATION AND SUPPORT ON IDP PROTECTION

UNHCR has long advocated that, in addressing internal displacement, the needs are beyond any single agency. Multi-stakeholder action is required, and protection is no different. In inter-agency humanitarian emergencies, UNHCR leads the **Global Protection Cluster** in 29 out of 32 protection cluster and cluster-like mechanisms,

galvanizing partner efforts on priorities such as the centrality of protection, localization, accountability to affected populations, mental health and psychosocial support, disability inclusion, law and policy, human rights, advocacy and collective protection outcomes. Through organizing a Global Protection Forum, UNHCR brought together over 5,000 humanitarians, and peace and development partners in public and closed-door sessions with Member States and donors.

UNHCR is committed to closely collaborating and actively supporting the **Special Rapporteur on the Human Rights of IDPs,** notably to contribute analytical expertise and field practices to her standard-setting annual reports and related side-events to the Human Rights Council and the UN General Assembly. Through joint engagement with the Special Rapporteur, dialogue on IDP protection was elevated – at country and global levels – on issues that warrant global joint engagement, for example on the negative slow-onset effects of climate change, housing, land and property, and protection against arbitrary displacement.

With country visits of the Special Rapporteur stalled due to the COVID-19 pandemic, country-specific collaboration was limited to providing information, analysis and expertise for her visit to Iraq in 2019. These visits have actively resumed in 2022. UNHCR has long collaborated with the Special Rapporteur on the Human Rights of IDPs and has formalized its commitment to collaborate through an MOU since 2006, including support with personnel (currently a legal advisor), as well as facilitating the Special Rapporteur's engagement at HQ and country-levels, through UNHCR's operations and the clusters which it leads.

Amidst recurring challenges in addressing internal displacement, including securing sustained political will among government authorities at all relevant levels and achieving coordinated approaches between Governments, international actors, and civil society, in 2021, UNHCR and the Global Protection Cluster, with the current Special Rapporteur on the Human Rights of IDPs, launched the **IDP Protection Expert Group (IPEG)**. The IPEG aims to foster synergies, notably to support UN country and humanitarian teams to offer coordinated international support and foster country-level political will and national ownership for comprehensive protection responses to internal displacement.

High-level dialogue and expert advice are provided to UNCT/HCT leadership, based on country missions and dialogue with national and international stakeholders as well as the experience and advice of an Advisory Group composed of former Special Rapporteurs, Special Representatives, former Resident Coordinators/Humanitarian Coordinators, respected thought leaders, policy experts and academics. The inaugural mission took place in Burkina Faso and served to elevate dialogue and support consensus-building and momentum on key protection issues including the development of domestic legislation, protection of civilians, and housing, land and property.

In 2019-2020, UNHCR co-chaired and hosted the secretariat for the **GP20 Plan of Action,** with OCHA and the Special Rapporteur on the human rights of IDPs, to galvanize stakeholders on prevention, protection and resolving internal displacement. At the end of the three-year multi-stakeholder collaboration between global, regional and national IDP stakeholders, the initiative was concluded with the publication of a compilation of national practices reflecting the multi-stakeholder exchanges and documenting 22 country examples on four priority themes and an inter-sessional meeting at the Human Rights Council to take stock and set directions for follow-up.

Building on the momentum and shared understanding gained in multi-stakeholder engagement on internal displacement, the **GP2.0 Platform on Internal Displacement** was formed to succeed the GP20, co-chaired by UNHCR with OCHA, UNDP and IOM, GP2.0, among other things, engaged in global advocacy, organizing global events and convening stakeholders around the work and the recommendations of the Secretary-General's (SG) High-Level Panel on Internal Displacement. It supported follow-up to the SG Action Agenda, notably through consultations to foster exchanges among member states and experts.

PROTECTION MONITORING AND ANALYSIS

UNHCR recognizes that its protection lead role requires that it regularly provide sharp and concise protection analysis that informs and drives humanitarian decision-making. Effective protection monitoring and analysis requires delving into the existing and pre-existing community dynamics, values and norms as well as, more

broadly, the dynamics of the crisis and its impact on the threats, risks, vulnerabilities and capacities of all individuals and communities.

Project 21 (P21) is a regional protection monitoring tool aimed at harmonising data collection and analysis between protection/humanitarian actors in the Central Sahel (Burkina Faso, Mali and Niger). Jointly developed under the co-facilitation of UNHCR and the Danish Refugee Council (DRC), it presents the Protection situation of refugees, internally displaced persons, returnees and host communities, around the following themes: Legal protection and documentation; Community engagement; Gender-based violence (GBV); Child Protection; Education; and Solutions. Subsequent to its roll-out, high-ranking officials and the military were informed about the violations occurring in the region during the G5 Sahel summit, which strengthened civil-military coordination and enabled the prioritization of G5 forces' deployments.

In **Burkina Faso,** protection monitoring activities have been implemented in six regions affected by forced displacement. In 2021, two regions were added to the protection monitoring coverage, namely the Cascades and Central Plateau, bringing the coverage to eight regions out of the 13 in the country, as well as being part of the Project 21 Harmonized Regional Protection Monitoring Mechanism.

In the **Democratic Republic of the Congo,** similarly, efforts have been made to harmonize protection data for a common narrative, joint advocacy and coordinated programming under Project 21. There, the Office's protection monitoring project collects and analyses quantitative data on violations and abuses of international humanitarian law and human rights law, as well as qualitative data on the protection situation in the areas covered by the project, which is utilized as an early warning mechanism for MONUSCO Joint Human Rights Office and other sections enabling targeted force deployment in sensitive areas.

In **Nigeria,** UNHCR and partners piloted a national protection monitoring tool in North-East Nigeria which has been adopted by the members of the Protection Sector North-East and is integrated with P21, part of the regional vision which aims at building a common narrative for joint analysis, joint advocacy and coordinated programming.

In **Mali,** UNHCR developed a community-based protection monitoring system covering the six regions affected by the conflict and recording six categories and 33 types of protection incidents. As a result, flash alerts on serious incidents and imminent threats of attacks are issued within 48 hours, enabling urgent responses by humanitarian and peace actors through existing civil-military coordination mechanisms and the human rights and protection of civilians units of MINUSMA.

COMMUNITY-BASED APPROACHES

UNHCR's community-based approach means it consults and engages with communities in the implementation of all programmes that directly impact them, as a recognition that engagement with communities is key to effectively achieving protection outcomes. Furthermore, UNHCR supports them to play a leading role as actors of change rooted in the culture of peace, not only as a protection lead agency but also as the lead for camp and community management cluster in IDP settings.

In the **Syrian Arab Republic,** as example, the presence of more than 126 community and satellite centers and 120 mobile units in 14 governorates have enhanced the community's capacity for self-protection, not only in the context of armed conflict but also during the COVID-19 pandemic. Outreach community volunteers played an essential role in leading advocacy and supporting initiatives to improve access of vulnerable communities to humanitarian services. In rural Aleppo for instance, outreach volunteers made a major contribution to helping older and vulnerable people reach health facilities and get health care.

In **Myanmar,** UNHCR's work on community-based protection includes supporting a Rohingya midwife at a camp for internally displaced people in Rakhine State, recording birth events as an unofficial step towards obtaining birth certificates.

In **Mali,** UNHCR effectively engaged with the integrated missions to support the participation of refugees, IDPs and returnees in peace processes, enhancing the protection of civilians, access to justice and development of protection and solution strategies.

ENSURING IDPS ARE AT THE CENTRE OF PROTECTION AND SOLUTIONS STRATEGIES

In its work with states and in partnership with inter-agency actors, UNHCR works to ensure that IDPs are at the center of protection and solutions strategies, including initiating the development of an overarching strategy for protection that is owned and implemented by the government, RC/HC and the UNCT/HCT, and which leverages the expertise and experience of other sectorleads and partners to maximize a protection impact and, ultimately, solutions.

In **Nigeria,** the Office played a lead role in the drafting of the Humanitarian Country Team's Centrality of Protection (COP) Strategy, which was endorsed by the HCT in December 2017. The HCT received similar support from UNHCR in 2021 in revising the COP Strategy that covers the period of 2022-2023. The Protection Sector in North-East Nigeria is currently leading the implementation of the action plan of the HCT Centrality of Protection Strategy (with the support of the Branch Office) and provides quarterly updates to the HCT.

In the **Central African Republic** (CAR), the Centrality of Protection is ensured among others through sharing of information on the protection environment with different clusters for their understanding and preparation for response. Staff and partners in CAR regularly undertake conduct evidence-based advocacy using to that effect protection monitoring results and outcomes in the national and local inter-cluster coordination groups, the HCT.

In **El Salvador,** UNHCR's protection and solutions strategy contributes to the success of the Comprehensive Regional Protection and Solutions Framework (**MIRPS** in Spanish) and has leveraged an evidence-based approach to influence government commitments.

In 2018, a study led by the Government of El Salvador, in collaboration with UNHCR, JIPS, FLACSO and ECHO, revealed that violence had forced 71,500 individuals to displace in search of safety in the country between 2006 and 2016. That same year, the Supreme Court of El Salvador officially recognized internal forced displacement in the country.

UNHCR's advocacy efforts resulted in an agreement in 2021 with the Ministry of Security and Justice and the National Statistics Office (DIGESTYC) to jointly carry out the update of the 2018 profiling exercise, following the International Recommendations on Internally Displaced Persons Statistics (IRIS) of the Expert Group on Refugee and IDP Statistics (EGRIS). UNHCR currently provides training to DIGESTYC authorities on IRIS methodology responding to the need for quantitative and qualitative information on internal forced displacement for sound, evidence-based decision-making and towards the design of adequate public policies.

Also, in contribution to the MIRPS, El Salvador, with UNHCR support, outlined a National Response Plan with 49 commitments in protection, health, education, and livelihoods to assist IDPs, refugees, and asylum-seekers. El Salvador's leadership and disposition to advance the MIRPS agenda at national and regional levels resulted in its election as Pro Tempore President of the MIRPS in 2020. UNHCR works hand in hand with the government to assure the fulfilment of the 49-commitment plan that strengthens the protection response to those forcibly displaced in the country.

In the **Philippines,** the Humanitarian Country Team (HCT) adopted the **Protection Strategy for Mindanao** through continued advocacy. This document enables a harmonized approach to implement advocacy, protection coordination, and capacity-building support activities. The Office coordinates the implementation of the Strategy with an operational focus on displacement caused by both conflict and natural disasters through operationalizing the Technical Working Group work plan, highlighting the areas of convergence among protection actors, including UNHCR, UNICEF, and UNFPA. UNHCR also maintained its protection role in the Mindanao Humanitarian Team and continued to participate in the Country Task Force for Monitoring and Reporting of Grave Childs Rights Violations at the country and Mindanao levels.

During 2019-2021, action was undertaken to support the capacity building of government counterparts on protection mainstreaming, coordination, information management, emergency preparedness and response to HLP issues during displacement. UNHCR also continues to advocate, inform, and influence the strategic priorities of the HCT, United Nations Country Team (UNCT), other clusters, national and local authorities, and other relevant audiences. In the Socio-economic and Peacebuilding Framework (SEPF) which serves as a roadmap for prioritizing, aligning, and positioning the UN in the Philippines, UNHCR continually advocates the centrality of protection in operationalizing the triple nexus.

In 2022, UNHCR has continued to provide strategic support to the Government by facilitating inter-agency discussions to expand the protection space through continued engagements and advocacy meetings with local governments and development agencies to ensure the inclusion of UNHCR's persons of concern (POC) in legal and policy frameworks at both national and local levels. UNHCR will also continue to work closely with the UNCT in advocating for POC inclusion in development programmes in alignment with the SEPF's triple nexus and towards the achievement of the Sustainable Development Goals and in long-term pandemic recovery programming.

Operational priorities will focus on cultivating partnerships and strengthening engagements with government agencies to inform the direction of national solutions strategies and in view of responsible disengagement. UNHCR will likewise maintain its partnership with UN agencies, protection actors, and the broader network of humanitarian, peacebuilding, and development stakeholders through revitalizing localized Protection Working Groups and the Protection Strategy TWG, in lieu of a fully activated Cluster mechanism, to ensure the sustainability of initiatives.

In **Somalia,** UNHCR as Protection Lead Agency supported the revision of the HCT Centrality of Protection Strategy, which was approved by the HCT in December 2021. The strategy includes an annexed workplan (that is monitored by the Implementation Support Group (ISG) co-chaired by UNHCR / Senior Protection Cluster Coordinator and OCHA's Head of Access and Civil-Military Coordination (UN- CMCoord) Unit. The need to revise the HCT Centrality of Protection Strategy was necessitated by changing protection realities and threats. It is worth mentioning that this Strategy is led by the HC/HCT and UNHCR as the Protection Cluster lead agency who provided facilitation and monitoring of the implementation of the strategy.

With the new Strategy in place, UNHCR/Protection Cluster now monitors, updates and advises the Humanitarian Country Team/Humanitarian Coordinator on ensuring the Centrality of Protection in the humanitarian response through both protection mainstreaming and integrated protection initiatives, including providing direction for stand-alone protection activities. The cluster will engage with all protection landscape actors to harmonize the protection of civilian data for effective programming and response in 2022 and 2023.

The **Yemen** Operation noted that it has fully adopted the *UNHCR Policy on Engagement in Situations of Internal Displacement* as a strategic reference and guidance. In 2020, the operation recalibrated its footprint and turned the focus of its activities toward a robust protection-sensitive IDP response. In 2020 and 2021 the operation devoted some 75% of its overall budget to multisector activities to protect and assist the most vulnerable of the estimated four million IDPs in the country. This choice was also reflected in the *Yemen IDP Strategy* 2020-2021, which continues to guide UNHCR Yemen protection and assistance activities also in 2022.

Since 2011, the crisis in **Syria** has forced millions of people to flee their homes – both to other parts of Syria and across borders. As of 2022, an estimated 6.9 million Syrians are displaced inside the country, with some 5.7 million registered refugees in neighbouring countries.

UNHCR's work inside Syria has been guided by the Syria Protection and Solutions Strategy 2019-2021. The Strategy guides evidence-based protection programming and is built on information gathered through field assessments, participatory assessments and focus group discussions with IDPs. It aims to enhance the protective environment for people of concern and promotes innovative solutions and informative programming in line with UNHCR's Accountability to Affected People (AAP) and Age, Gender and Diversity (AGD) policy. Under the protection strategy, assistance has been intrinsically linked with protection and protection programming is prioritized on a needs-based rather than status-based approach.

Key elements of the strategy included positioning protection at the centre of the humanitarian and development agenda, building relationships with a wide range of stakeholders including the Government of Syria at national and sub-national levels, and bringing coherence to the different parts of the programme and across partnerships. The strategy also aimed to measure the impact of protection programming, prioritizing where to focus UNHCR's resources given protection needs and strengthening teamwork and expertise. The three priorities of the Strategy were improved documentation, enriched comprehensive solutions and enhanced community-based protection.

Since 2019 UNHCR has produced in-depth protection analysis reports focusing on key trends, challenges, needs and solutions including concerning civil status documentation and housing, land and property (HLP), gender-based violence, child protection, mental health and psychosocial support, education, community-based protection, and durable solutions, among others. Since 2021, the analyses have been complemented with specific thematic protection briefs on UNHCR's community centres, legal aid, education, and community mobilization.

Myanmar: UNHCR and partner Danish Refugee Council have partnered to **provide relief items** (e.g. blankets, mats, kitchen sets, tarpaulin) to displaced families living in Say Tha Mar Gyi camp ahead of the rainy season.

FOCUS: STATELESSNESS, CIVIL DOCUMENTATION AND INTERNAL DISPLACEMENT

The risk of statelessness may arise in situations of internal displacement under several circumstances. IDPs may at times be unable to prove their nationality due to loss of documentation or obtain replacement documentation due to barriers in accessing civil registration, (such as where civil registration offices or records may have been destroyed by a conflict or a natural disaster, or where IDP communities may be targeted due to their ethnicity, religion etc).

IDP children can be at real risk of statelessness when they lack proof of entitlement to nationality, for multiple reasons including their inability to access birth registration. The lack of proof of nationality may increase the risk of statelessness for certain groups such as those belonging to border communities or minority groups which have real or perceived links to more than one country. At times, stateless persons can become internally displaced and often face specific and heightened risks because of pre-existing vulnerabilities and potential exclusion from national systems and protective measures.

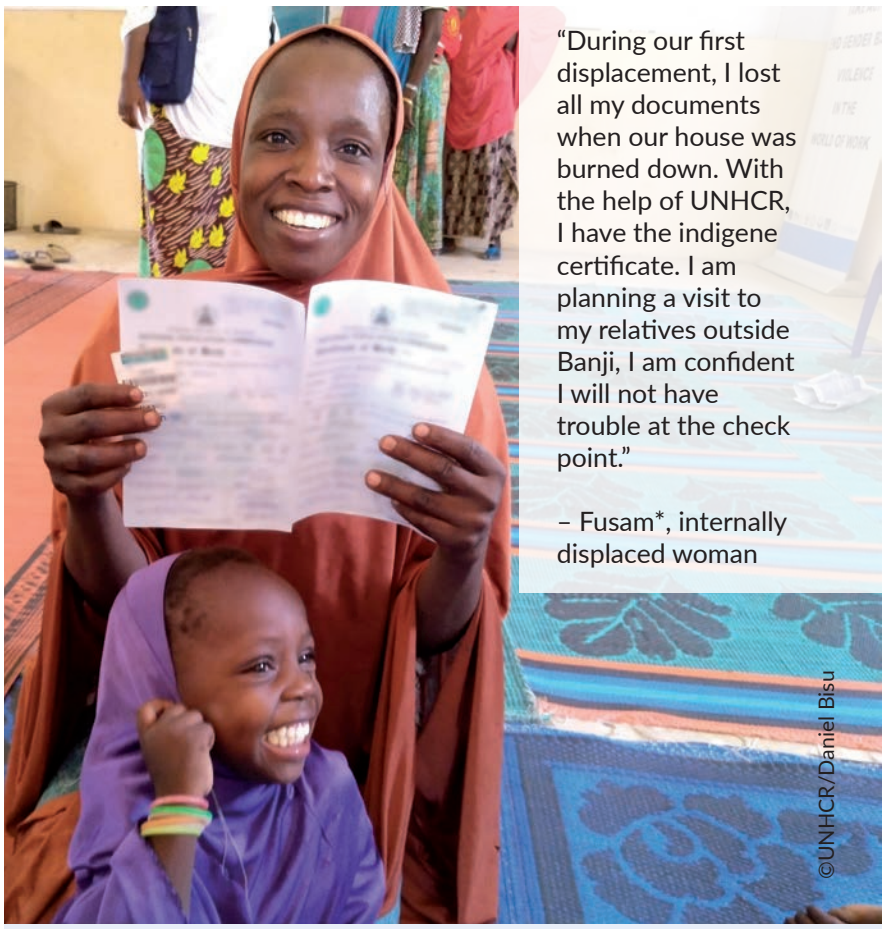
Specific efforts are needed to reduce statelessness risks for IDPs and to include stateless persons in disaster, emergency and solutions-related responses. An IDP response needs to consider measures to address statelessness, i.e., prevent statelessness and mitigate risks of statelessness, support pathways to nationality for those who are stateless as well as ensure protection measures in line with the 1954 Convention on the Status of Stateless Persons.

Common areas of intervention include supporting access to civil and identity documentation, and advocacy for law reforms to ensure that nationality laws are effective in preventing and reducing statelessness. Examples of such efforts include:

In the aftermath of Cyclone Idai in 2019, internally displaced people in the Chimanimani and Chipinge districts of the Manicaland province of **Zimbabwe** faced imminent statelessness due to the loss of documentation as a result of the cyclone. To address this risk, UNHCR, in collaboration with the Government of Zimbabwe, organized mobile civil documentation services that issued 65,000 documents to people affected by the cyclone, including birth certificates and national identity cards.

In **South Sudan,** joint efforts by UNHCR and the Government of South Sudan to provide nationality documentation and facilitate birth registration targeted IDP, returnees and host communities in remote border areas in a context comprising a range of elements that heightened the risk of statelessness. The nationality certificate is a key document to prove nationality, access services and facilitate re-integration in South Sudan.

Niger and surrounding countries, face insecurity and instability due to non-state actors and criminal gangs, resulting in internal and cross-border displacement. Affected populations are often undocumented either because they never had documents or because documents got lost or destroyed during the flight. Prevention of statelessness activities in Niger, therefore, targets IDPs, refugees, and host communities. As an example of good practice, Niger's law on the protection and assistance of IDPs has a provision on access for IDPs to civil status registration. Further, the civil status law adopted in 2019 provides that civil registration centres are to be located closer to the populations; in case of mass displacement, civil registration centres can be created in the locations receiving IDPs and managed by representatives of the IDPs; and there is an extended timeline of six months for registration of civil status in emergency situations.



Fusam proudly shows her daughter's birth certificate and her own indigene certificate – Nigeria, July 2020.

In **Iraq,** lack of civil and identity documentation is one of the primary protection issues faced by IDPs and IDP returnees. This impedes access to essential services and can lead to restricted freedom of movement, increased risk of arrest and detention, exclusion from restitution and reconstruction programs, the inability to participate in the country's public affairs, and an increased risk of statelessness. At the same time, numerous barriers make it difficult to obtain and renew civil documentation. In response, UNHCR in cooperation with the Government of Iraq and civil society partners works to facilitate access for IDPs and IDP returnees to civil documentation.

In 2021, UNHCR and partners supported the issuance of 46,458 documents; 74% of these documents were provided through mobile missions. UNHCR has also advocated for solutions for complex documentation cases, in particular for female-headed IDP and IDP returnee households with deceased, detained or missing husbands, who are unable to obtain civil documentation for themselves and their children. As a result of this advocacy, female-headed IDP and IDP returnee households have been able to obtain curatorship documents, providing the women authorization by law to act on behalf of their detained/convicted/missing husbands and enabling them to obtain documentation for their children.

In order to further support the Civil Registration Offices, especially in the Mosul Governorate, many of which were damaged during the conflict and were operating with limited logistical, human and financial resources, UNHCR has engaged in rehabilitation projects in collaboration with the authorities.

In **Myanmar,** some 150,000 stateless Rohingya remain internally displaced in Rakhine State. The Rohingya continue to face considerable challenges accessing health services, education and livelihoods due to their unresolved legal status and impeded freedom of movement. UNHCR advocates for meaningful implementation of the Advisory Commission on Rakhine recommendations in addressing the root causes of displacement (both internal and cross border), which includes a reform of the citizenship law and enhancing freedom of movement. Regular camp profile exercises undertaken by UNHCR-led Camp Coordination and Camp Management Cluster provide an analysis of access to birth registration, civil documentation and other documents which have informed programming to address the needs of stateless IDPs. UNHCR and its partners have been assisting all communities – especially stateless populations – in accessing civil documentation, including through awareness raising on the importance of and processes for obtaining civil documentation. Joint efforts with UNICEF to improve access to birth registration encompass understanding the barriers for all communities, especially those of undetermined nationality, stateless and people at risk of statelessness, and addressing the different challenges experienced by the most vulnerable.

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El Salvador. Transgender activist wins UNHCR's Nansen Refugee Award for the Americas region Visual from an LGBTIQ+ seminar in San Blas beach, El Salvador, organised by LGBTIQ+ activist Bianka Rodriguez. As a teenager, Bianka Rodríguez was forced to leave home after facing violence and abuse. After dropping out of school she began volunteering for COMCAVIS Trans Association – a Salvadoran non-profit organisation that advocates for the rights of LGBTIQ+ and HIV positive people – particularly those forcibly displaced by anti-LGBTIQ+ discrimination. The organisation provides **access to humanitarian assistance, shelter, legal and psychosocial services.** In 2016, after her predecessor fled El Salvador due to death threats, Bianka took on her current role as executive director. LGBTIQ+ people are at high risk of assault, murder, sexual violence, gang threats, intra-family violence and extortion. COMCAVIS Trans has documented more than 600 murders of LGBTIQ+ people over the last 20 years and the killing of two trans rights activists. Hundreds more have fled or are internally displaced. For her commitment to these vulnerable groups, Bianka was named UNHCR's 2019 Nansen Refugee Award regional winner for the Americas.

III. COMMUNICATIONS AND ADVOCACY

Communications play a strategic role in fulfilling UNHCR's mandate for all forcibly displaced and stateless people, and in particular for those internally displaced.

UNHCR's IDP communications provide visibility to situations of internal displacement and highlight UNHCR's engagement in coordinating, assisting, and finding solutions for affected populations and countries. Internal displacement remains a key communications priority in line with UNHCR's Strategic Directions. The focus is to engage media, government and public audiences with timely updates, data, advocacy messaging, and human stories that show the agency of internally displaced people and promote empathy, support, and peaceful coexistence.

Global and local media are key allies in UNHCR's response to internal displacement. They can play a crucial role in building public understanding of the displacement crisis and its impact, cultivating public interest and pressure and, ultimately, shaping the narrative around displacement and generating momentum for change.

UNHCR IDP Communications Strategy

For IDPs, UNHCR's communications strategy seeks to target key audiences and align communications at all levels to achieve the following objectives:

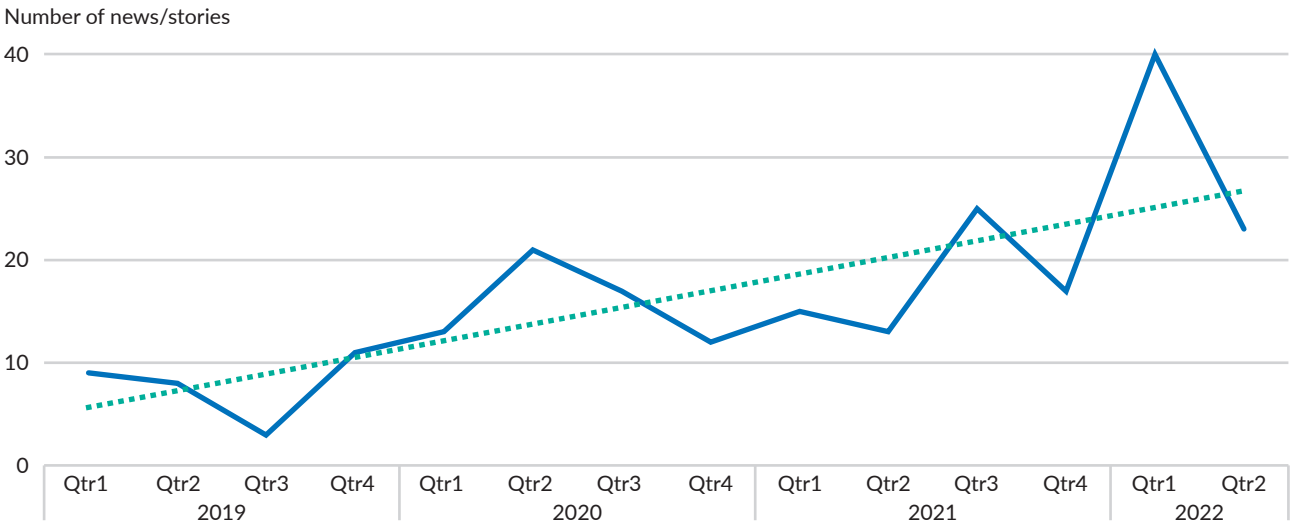
- Stimulate global and regional media coverage of IDPs through timely news briefings, operational updates and engagement with global and local media;
- Build support for countries hosting large numbers of IDPs through public advocacy messaging and high-profile engagement;
- Generate sustained public, political and financial support for protection and solutions for IDPs through regular fundraising appeals and calls to action;
- Strengthen public awareness and support for the work of UNHCR, its partners, and host and donor countries with storytelling that highlights the courage and humanity of IDPs;
- Enhance UNHCR's protection and solutions expertise and strengthen awareness of our engagement on issues of internal displacement using consistent visual identity, messaging, and language.
- Educate and inform public audiences on the basics – who are IDPs, how they differ from refugees, and what are their specific needs – using simple comms explainer products.

BY THE NUMBERS

At a global level, UNHCR has significantly increased its media outreach on situations of internal displacement since 2020, with a 120 per cent increase in IDP-related press releases and news briefings compared with 2019. This has led to a corresponding increase in global media coverage of UNHCR's engagement on IDP issues and contributed to an overall rise in IDP media coverage since 2021.

Overview of unique IDP focused web content | 2019 – Q2 2022

Steady increase in the number of stories and news items focusing on IDPs

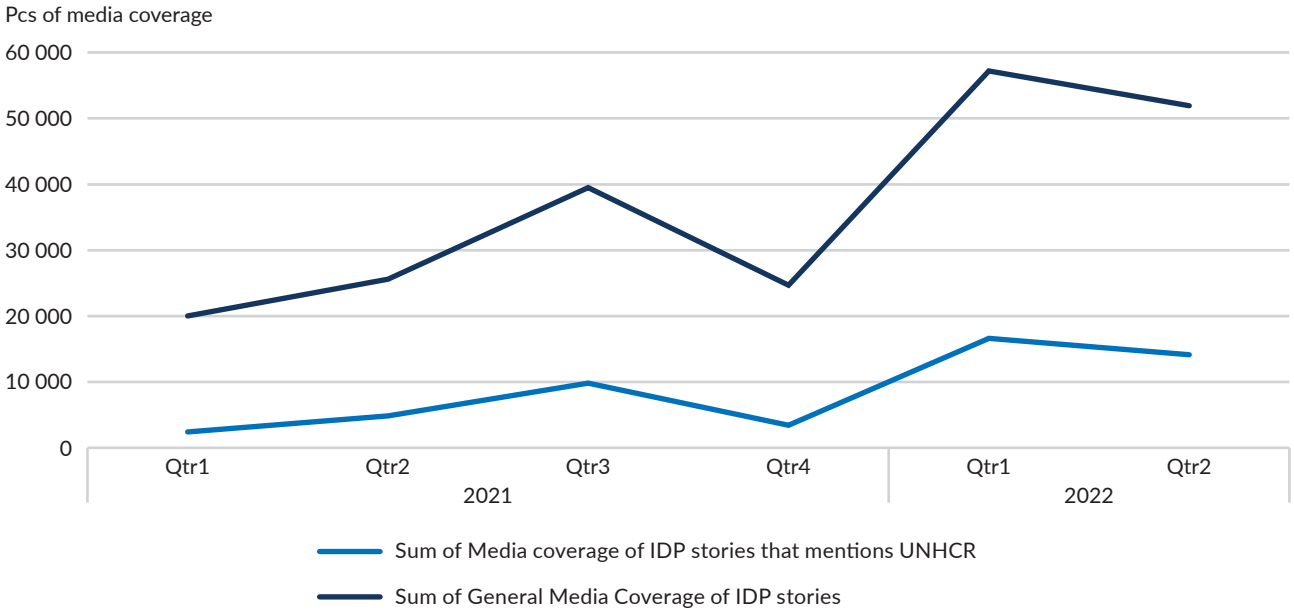


Source: UNHCR
© UNHCR, The UN Refugee Agency[17]

Figure 1

Timeline of UNHCR IDP Coverage and General IDP Coverage Jan 2021 – 20 May 2022

UNHCR coverage closely mirrors general media coverage of IDP stories

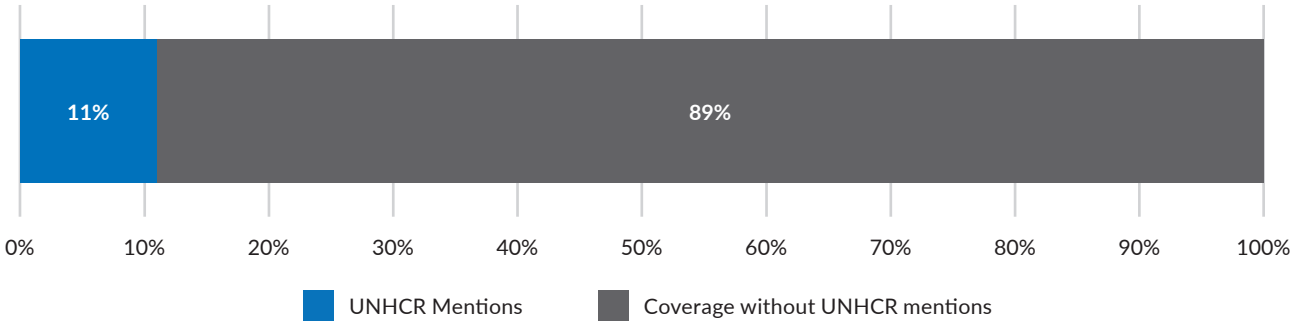


Source: UNHCR
© UNHCR, The UN Refugee Agency

Figure 2

Among its peers, UNHCR's presence in global media reporting on IDPs is more than double that of any other UN agency or NGO. Between 2020 and 2021, UNHCR was mentioned in 23 per cent of global IDP media coverage – more than twice as often as in general refugee coverage (11 per cent).

Presence of UNHCR in refugee coverage | 2021–Q2 2022



Presence of UNHCR in IDP coverage 2021 – Q2 2022

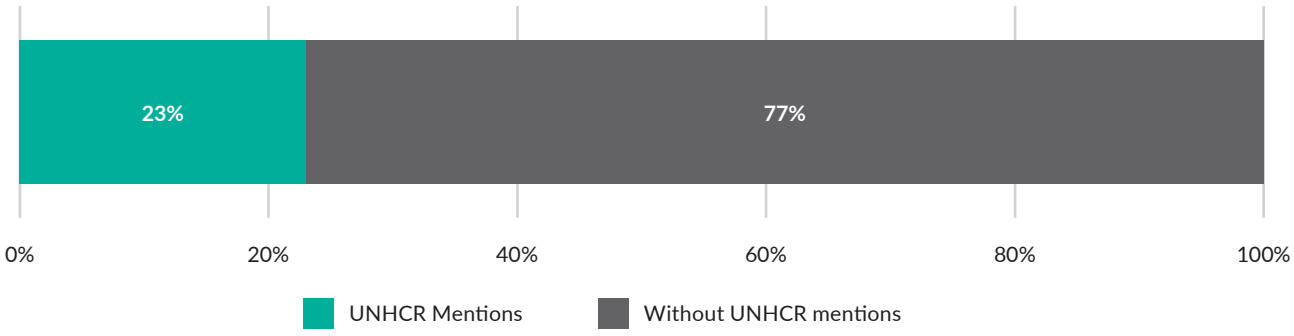
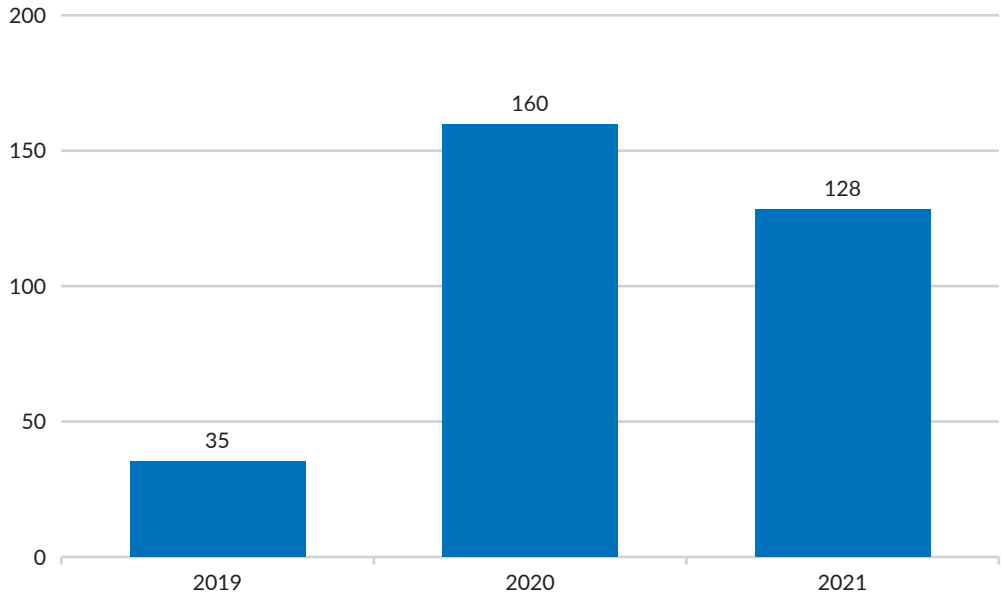


Figure 3 Presence of UNHCR in general refugee and IDPs coverage since 2021

At a local level, UNHCR country operations working in situations of internal displacement are required to establish country-specific communications strategies that reflect their priorities for IDPs and displacement-affected communities and their operational response. At the end of 2019, UNHCR provided staff in country and regional offices with detailed guidelines on communications in situations of internal displacement. As a result, IDP operational updates for media, governments and other partners increased significantly in 2020 and 2021.

IDP Operational Updates 2019 – 2021



Source: UNHCR Operational Data Portal

Figure 4 IDP Operational Updates 2019-2021

UNHCR actively encourages field staff to engage with traditional media and social media. With younger audiences and IDPs themselves increasingly using social media to access news and information, UNHCR continues to increase its social media capacity and activity, including **a 20 per cent increase** in official UNHCR Twitter accounts covering IDP country operations. In advocacy work, UNHCR emphasizes the importance of Governments allowing the media to report freely and without interference.

IDP COMMUNICATIONS IN EMERGENCIES

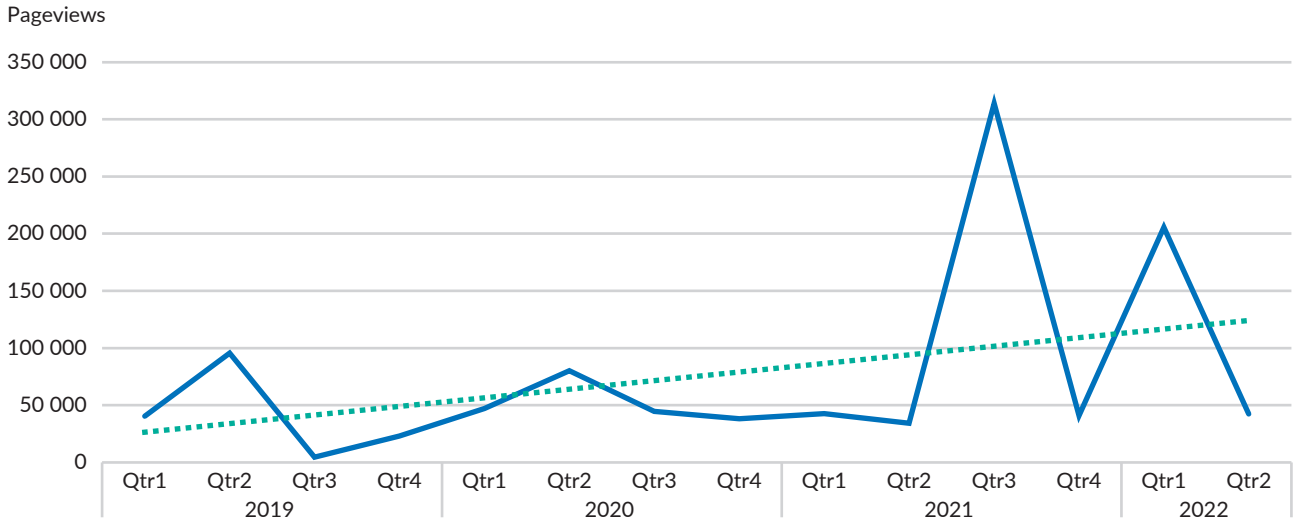
Due to its early presence in areas of new displacement, UNHCR is well placed to provide timely public information on emerging IDP situations.

In recent internal displacement emergencies, UNHCR spokespeople have been increasingly deployed along with emergency teams to engage with international media. Interviews, press releases, briefing notes, web stories, and accompanying social media have provided the basis for fundraising and advocacy in new emergency situations.

Multimedia production teams are regularly deployed to emergency situations to provide photo, video and written coverage for external media distribution and content on UNHCR's communications channels. Multimedia reporting on IDP situations has increased significantly since 2020.

Pageviews of IDP web content | 2019 – Q2 2022

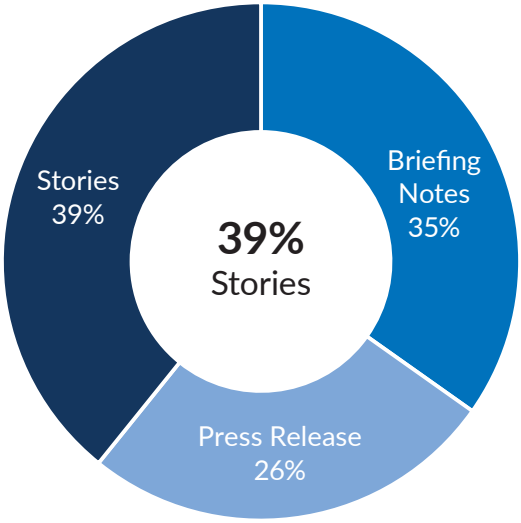
Readership of IDP content peaked in Q3 2021, influenced by the Afghanistan situation



Source GA
© UNHCR, The UN Refugee Agency

Figure 5 Pageviews of IDP Web Content as of April 2022|2019-2021

Majority of IDP contents are news stories | 2019 – Q2 2022



Source: UNHCR global websites
© UNHCR, The UN Refugee Agency

Figure 6

To achieve these objectives, UNHCR has strengthened its public information and communications capacity, including by posting public information officers in major field operations and establishing dynamic multimedia news and feature service.

Communications training is also an integral part of emergency management training for staff deployed to IDP operations worldwide, including as part of the Workshop on Emergency Management and the Senior Emergency Leadership Programme.

High Commissioner **Filippo Grandi visits Bogo relocation site for internally displaced people** in the Maroua region during a three-day visit to Cameroon in April 2022. The residents fled violence between herders, fishermen and farmers over scarce water resources in the far north region in December 2021.

HIGH-PROFILE MESSAGING

Experience has shown that the personal involvement of senior management led by the High Commissioner enhances the impact of UNHCR's advocacy with governments and the reach of its coverage in international media. The High Commissioner makes regular visits to IDP situations around the world, including eight between 2020-2021, despite COVID-19-related travel restrictions. The High Commissioner also undertakes high-profile media interviews and issues advocacy statements and op-ed articles related to IDP situations, recently including Afghanistan, the Sahel, South Sudan and the Syrian Arab Republic.

Other high-profile engagement on IDPs includes advocacy visits by UNHCR Special Envoy Angelina Jolie, who in the past two years generated significant media coverage and public engagement on social media during trips to Burkina Faso and Yemen, as did Goodwill Ambassador Ben Stiller's recent visit to Ukraine. In addition, UNHCR's annual flagship Nansen Refugee Award has increased its focus on IDPs since 2020, with 40 per cent of regional winners engaged in situations of internal displacement, including the overall winner for 2021 from Yemen.

UNHCR Nansen Refugee Award Winners 2021–2022

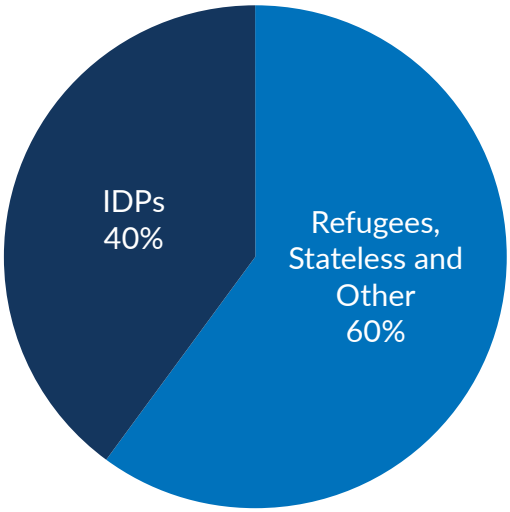


Figure 7 UNHCR Nansen Refugee Award Winners 2022-2021

UNHCR's global statistics on IDPs are another important driver of global news media coverage. UNHCR's regular reporting documents attract high levels of media attention, particularly the annual Global Trends report launched in June which includes a strong focus on internal displacement and consistently ranks highly among UNHCR's most widely reported news stories.

JOINT COMMUNICATION WITH PARTNERS

UNHCR's communications on internal displacement reflect the reality of its work, particularly the importance of partnerships both within the global cluster framework and with host and affected countries, host communities, local and international NGOs, regional organizations, other UN agencies and, most importantly, IDPs themselves.

UNHCR has also worked closely with the inter-agency Communications team to amplify the Report of the High-Level Panel on Internal Displacement, and the Secretary General's Action Agenda on Internal Displacement. We continue to extend our support to the Office of the Special Advisor on Solutions to Internal Displacement.

In this regard, UNHCR works with its partners when conducting high-profile global media and advocacy campaigns to maximize their reach and impact. Recent joint initiatives generating major coverage in traditional and social media included a joint visit to Niger by the High Commissioner and the Director General of IOM, media campaigns on internal displacement in the Democratic Republic of the Congo, and joint press releases and statements on situations including Afghanistan, Sudan and South Sudan, and Central America.

The success of several projects capturing the talents of IDPs as artists, photographers and writers has confirmed public interest in hearing from IDPs directly. The Office will continue to expand opportunities for IDPs to participate in its communications, including through training on blogging and digital engagement for refugees and the publication of images taken by refugees on UNHCR's media and social media platforms.

ANALYTICS AND MONITORING OF COMMUNICATIONS

UNHCR monitors the impact of its communications through written assessments, including assessments of individual campaigns and events, media drives, goodwill ambassador support missions and digital platforms. The Office now conducts quarterly reviews of its global communications, and an annual review for 2021 was recently completed.

These reports assess media coverage relevant to UNHCR and provide insight into UNHCR "brand" visibility; top-performing news stories; the geographic focus of media coverage; the performance of UNHCR's digital platforms; and the share of media coverage UNHCR receives in comparisons with other UN agencies and NGOs. They inform the development of future strategies and tools, identify areas for improvement, and note good practices. Looking forward, the Office hopes to develop a training module on media monitoring for staff in the field, to assist them with monitoring at the country and regional levels.

SOME COUNTRY EXAMPLES

The **UNHCR Yemen** operation has made communication and advocacy a core commitment to promoting the visibility of its activities in favour of internally displaced persons. The operation has used extensively all channels at its disposal, with innovative and "human" approaches. This was the result of a fruitful engagement not only of the PI and External Relations staff but also of the senior management, technical staff of the Country Office and field staff.

The Yemen operation made extensive use of social media, notably the country-based Facebook and Twitter accounts, as well as spots on TikTok, YouTube and Instagram UNHCR global accounts. Often posts have been translated into different languages and posted on the UNHCR's accounts around the world. UNHCR Yemen decided also to make strategic use of video messaging, often portraying UNHCR staff "in action" working to provide protection and assistance or advocating for the situation of displaced

In **Iraq,** in terms of Communication with Communities, the Office continues to apply a range of community-based mechanisms to raise awareness and disseminate information. These activities have become increasingly critical due to recent and ongoing IDP camp closures (which started in October 2020). These mechanisms include door-to-door activities by community-based outreach and remote messaging via Community outreach volunteers run social media (local COV Facebook groups) and WhatsApp/Viber groups. In parallel, UNHCR continued to employ traditional visibility (i.e., posters/pamphlets), as well as radio and bulk SMS, including dissemination of messages from other agencies via UNHCR outreach platforms. While the full reach of messages is difficult to measure, the force-multiplying impact of awareness-raising and information dissemination is critical for ensuring "last mile connectivity". Remote communication was also used during the height of the COVID-19 pandemic to ensure the IDPs and returnees are well informed, messages included COVID-19 preventions messages, hygiene and COVID-19 vaccinations. Additionally, UNHCR uses a telephonic countrywide helpline, Iraq Information Centre (ICC), which works on CFM and referrals.

UNHCR **Mexico** produces regular fact-based reports with inputs from the IDP technical team within the Protection Unit, for both internal and external purposes. The September 2021 UNHCR's quarterly donor newsletter, for example, was dedicated primarily to UNHCR's response to the phenomenon of internal displacement in Mexico. This newsletter is widely distributed among foreign delegations, government counterparts and civil society actors to raise awareness of internal forced displacement, the needs of victims, and the need for additional support for a response which meets growing needs.

In addition, an external newsletter on internal displacement in Mexico is issued twice a year highlighting any relevant developments from federal and state level institutions, or civil society organizations is also developed by UNHCR seeking to promote further engagement.

UNHCR Mexico continuously strives to highlight the issue of forced displacement in Mexico in all relevant forums, for example, in September 2021, a three-day virtual donor visit with the participation of representatives from some of the largest contributing foreign delegations, included a full presentation on the current situation of internal forced displacement in Mexico, as well as of the challenges encountered by the Operation in the provision of an adequate response in line with protection standards.

In **El Salvador,** UNHCR works to raise awareness of the relevance of providing support and solutions to forcibly displaced populations in the public and media discourse. Through coordinated efforts with partners, communities, authorities, and donors, UNHCR worked to position itself as a trustworthy and committed actor in the response to displacement. Despite the persistent impact of the pandemic, the media followed UNHCR's operations with interest.

UNHCR engaged with key media sharing press releases and relevant products on different topics related to UNHCR's mandate and the work undertaken by the Office. Efforts increased as the operations scaled up, to further the knowledge of UNHCR's work in the country.

The office issued press releases when the pandemic and the tropical storms Eta and Amanda aggravated the already dire situations of those forcibly displaced in the country. Additionally, UNHCR broadcasted press briefings at the Palais des Nations in Geneva to celebrate institutional milestones in favour of those forcibly

displaced, like the recognition of internal forced displacement in the country and the adherence to the MIRPS in 2019, as well as the passing of the IDP law in 2020.

In 2019, UNHCR trained 33 journalists on international protection and forced displacement. The journalists received information on UNHCR's mandate and its operational response in El Salvador. These interactions led to strengthened media relations which in turn allowed UNHCR to position topics such as the plight of forced displacement in the country and the region, as well as the Global Refugee Forum in national media outlets, allowing to increase media interactions and visibility.

UNHCR actively engaged in national, regional or global campaigns to increase awareness of the situation of the displaced. In 2019 UNHCR launched *With Love from Central America*, a series of letters written by eight refugees, asylum-seekers and internally displaced people who are rebuilding their lives in the region. UNHCR collaborated with a story of a young man who is trying to make his community safer so others can stay, and it's part of a group of young people who have been able to open small businesses and attend courses to make them thrive. Additionally, UNHCR's team hiked the *Ilamatepec* volcano in solidarity with IDPs framed by the "2 billion miles to safety" global campaign, producing photos and videos to join the social media campaign. In 2020, UNHCR launched the international campaign My Face Their Stories (*Doy la cara por ellos*) to raise awareness of the protection risks faced by people from Central America and mobilize support from a wide range of stakeholders.

UNHCR supported efforts by partners to widespread knowledge on the consequences of displacement and the positive impact of actions furthering opportunities and solutions. In line with this effort, innovative communication products were created, such as a graphic novel intended to raise awareness of the impact of displacement among young audiences, children's story books on displacement, and a stop-motion short film resultant from participatory work with over 200 volunteers that shared their experiences and contributed to modelling the animated figures.

Mural painted by Youth Against Violence volunteers in Choloma, Honduras. The mural states: "There are more than 247,000 reasons to adopt the law; **stand up for the internally displaced**".

(c) UNHCR/Honduras

IV. RESOURCE MOBILIZATION

The year 2019 – when the IDP policy was updated and UNHCR significantly stepped up its engagement with IDPs – also marked a continuation of the growing internal displacement across the world and correspondingly increased global needs that UNHCR sought to address.

This increase continued through 2021, the end of this reporting period. Heightened needs were observed across all budgetary pillars and resulted in an overall budgetary increase – from USD 8.64 billion in 2019 to USD 9.25 billion in 2021.

These increased needs required UNHCR to step up its overall resource mobilization efforts, given that 99 per cent of funding comes from voluntary contributions.

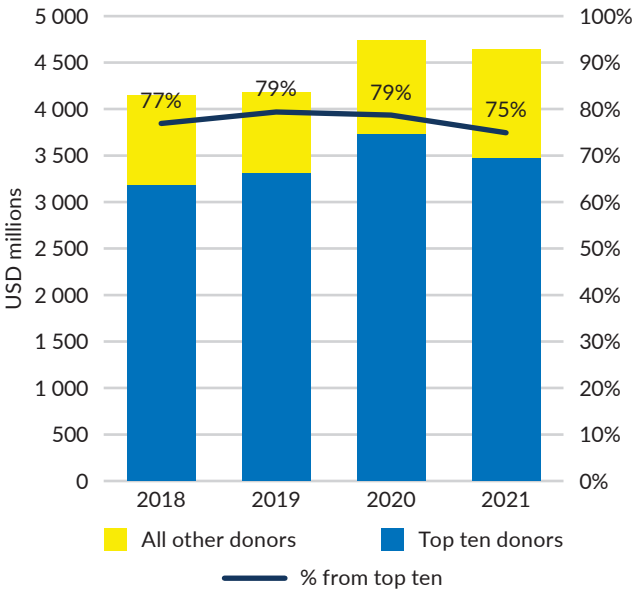


Figure 8 Expenditures and Budgets 2019 – 2021

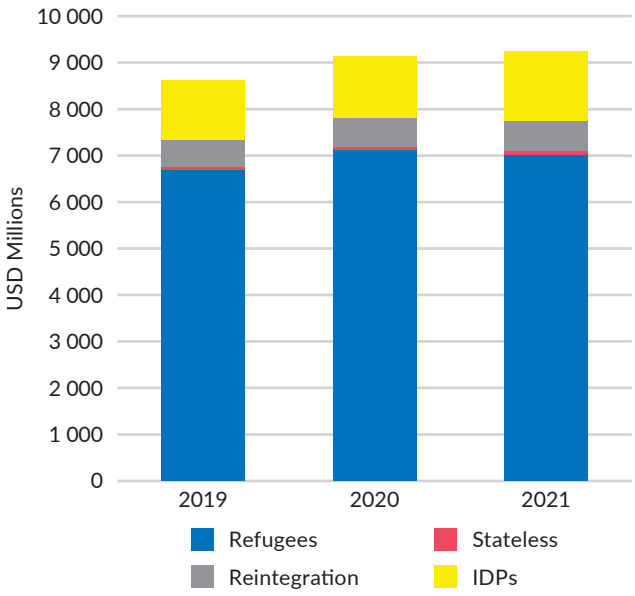


Figure 9 Expenditures and Budgets 2019 – 2021

Thanks to the generous support of donors, funding increased from USD 4.22 billion in 2019 to USD 4.68 billion at the end of 2021. At the same time, the latter represented only 56 per cent of the needs identified for that year, due to the increase in needs outpacing the increase in funds received.

Efforts to diversify funding sources also continued during this period, resulting in some marginal success: whereas 79 per cent of the funds received by UNHCR in 2019 came from its top 10 donors, this decreased to 75 per cent in 2021. The reasons for this marginal success included increased contributions from some traditional donors and marked increases in the contributions of emerging donors (for example, in response to the Afghanistan situation), increases in development funding, and most markedly, an increase in contributions from the private sector – from USD 422 million in 2019 to USD 625 million when 2021 closed. These increases helped to mitigate the impact of decreases in contributions by other more traditional donors.

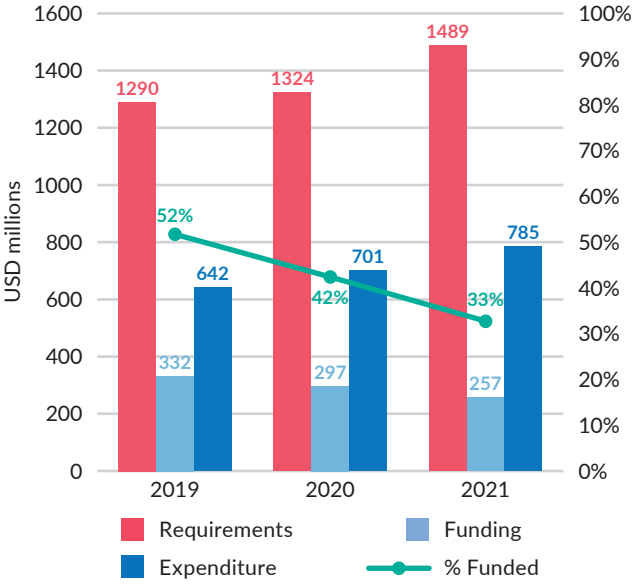


Figure 10 Expenditures and Budgets 2019 – 2021 (c)

The overall funding picture had an impact on resource allocation for pillar 4 (IDP-specific budget). As shown in figure 10, budgets for IDPs increased – from USD 1.29 billion in 2019 to USD 1.49 billion in 2021.

This coincided with UNHCR's enhanced engagement with IDPs, but also with the reality that the numbers of IDPs around the world continue to grow and reach new record highs. UNHCR has responded to the challenge by spending more money on IDPs. As shown in figure C, expenditures under pillar 4 increased from USD 642 million in 2019 to USD 785 million in 2021. This represented an increase of USD 143 million or an increase from 14.5 per cent of total expenditures in 2019 to 16 per cent of total expenditures during this period.

How IDP operations were financed

As seen in figure 12, funding received specifically for IDPs in pillar 4 decreased during this same period – from USD 332 million in 2019 to USD 257 million in 2021. So, while expenditures for IDPs increased, the percentage of expenditure covered by funding earmarked specifically for IDPs dropped from 52 per cent in 2019 to 33 per cent in 2021.

What this analysis shows is that because operations prioritized the needs of IDPs in their budgets, IDP operations were funded through sources that were not specifically earmarked for IDPs but rather from funds that were earmarked more flexibly. Flexible funding, particularly unearmarked funding, greatly facilitated UNHCR's ability to have a greater impact on prioritized needs with limited resources. by helping to close the gap between the total needs and actual funds received for pillar 4. This is illustrated in more detail when looking at resourcing of the main IDP operations, for example in the case of 2021:

Country	Unearmarked	Softly earmarked	Earmarked	Tightly earmarked	Carry-over	Total
Yemen	2	1	57	64	15	138
Iraq	3	9	50	20	20	102
Syrian Arab Republic	0	8	49	5	21	83
Afghanistan	0	15	30	8	4	56
Sudan	0	0	16	22	12	49
Ethiopia	13	3	27	2	2	47
Democratic Rep of the Congo	1	5	27	5	4	41
Burkina Faso	1	1	11	33	6	53
South Sudan	1	5	10	2	6	24
Nigeria	0	8	9	0	5	22
All other countries	16	24	71	33	26	170
Total	**36**	**78**	**358**	**193**	**120**	**785**
	5%	**10%**	**46%**	**25%**	**15%**	

Figure 11

Looking again at the period 2019-2021, we see that the top 10 donors that specifically earmarked funds for IDP operations constitute a diverse group: four government donors and the European Union, two UN pooled funds, and three private sector entities.

Donor	2019	2020	2021	3 year total
United States of America	129	44	23	196
CERF	20	73	41	134
Germany	45	43	11	100
Japan	22	15	26	63
Thani Bin Abdullah Bin Thani Al-Thani Humanitarian Fund	13	25	18	56
European Union	19	15	11	44
GAP Inc.		21	19	40
Country-based Pooled Funds	14	10	9	34
Famine Relief Fund			26	26
Norway	9	5	1	15
All other donors	61	46	72	179
Grand Total	**332**	**297**	**257**	**886**

Figure 12 Funding Specifically Earmarked for IDPs 2019-2021

Spotlight on pooled funds

The appearance of pooled funds in this top 10 list comes because of persistent efforts over time notably applicable to IDP and Refugee contexts. To start, UNHCR updated its resource allocation framework (RAF) in 2019. According to the 2019 RAF, operations that were able to secure funds from country-based sources (e.g., CERF, CBPFs), transitional funding sources (e.g., Education Cannot Wait, Peacebuilding Fund, other UN pooled funds), and development funds could have an increase in their spending authority. Consequently, funding from these sources to pillar 4 increased by 50 per cent between 2019 (USD 40 million) and 2021 (USD 60 million).

Moreover, to support operations' fundraising efforts, UNHCR issued an update specifically dedicated to the CERF and CBPFs in January 2020 to its pooled funds fundraising guide covering humanitarian, transitional and development Funds. In addition, the agency developed detailed operational guidance for CERF fundraising, which was released in March 2020. It should be noted that funding disbursed by both CERF and CBPFs varies greatly from year to year depending on the funding contributed to the pooled funds by major donors themselves. CERF has for instance allocated a total of USD 538 million in 2019, up to USD 848 million in 2020 and back to USD 548 million in 2021.

Between 2019 and 2021, UNHCR received USD 213 million from CERF, 62 per cent of which (USD 133 million) was earmarked to pillar 4 (internal displacement). While UNHCR received about the same amount of funding from CERF in 2019 and 2021, it is worth noting that operations fundraised much more actively for pillar 4 in 2021. USD 19 million was received for pillar 4 in 2019 whereas over USD 40 million was received in 2021, with operations in Afghanistan, Burkina Faso, Ethiopia, South Sudan and Yemen driving this increase.

CBPFs are directly overseen by OCHA at the country level and almost exclusively allocate funding to IDP projects. Of the funding, UNHCR has received from CBPFs in 2019-2021, on average 84 per cent was earmarked to pillar 4. UNHCR rece ived relatively limited funding from CBPFs between 2019 and 2021 for several reasons. For one, with the Grand Bargain commitment to localization, OCHA committed to allocate more funding to national and local NGOs. Of the USD 427 million allocated to the three biggest CBPFs in 2021, Afghanistan, Yemen and the Syria Cross-border Humanitarian Fund, (42 per cent of CBPFs allocations in 2021), UNHCR received only a total of USD 1.3 million in funding.

Some changes were also seen with regards to transitional funding, and development funding, to a lesser extent. For example, with regards to the former, funding from Education Cannot Wait (ECW) tripled since 2019 – from USD 3 million in the 2019 budget year to USD 10 million in 2021. While most of the ECW funding received by UNHCR is allocated to pillar 1, funding allocated to pillar 4 went from nothing in 2019 to almost USD 1 million in 2021, and funding allocated to pillar 9 (all populations of concern) went from zero in 2019 to USD 1.4 million in 2021. This increase is driven by Mali and Niger operations which since 2020 have started to allocate funding to

IDPs and pillar 9, as part of an area-based approach. In support of this work, UNHCR has deployed a secondee to ECW while Education Officers deployed at the Bureau and the operation levels have been proactively involved in the interagency coordination and further in the development of quality inter-agency proposals for ECW.

Funding from the Peacebuilding Fund (PBF) has slightly decreased since 2019 from USD 7 million in 2019 (multiyear funding), down to USD 5.6 million in 2020 and to USD 5 million in 2021. Of the USD 18 million contributed by PBF to UNHCR in 2019-2021, 64 per cent was earmarked to pillar 4. Operations have steadily reported that PBF contributed a relatively low amount per project (less than USD 0.5 million of annual funding on average), whereas monitoring and reporting requirements are labour-intensive. As such, UNHCR has advocated directly with PBF for lighter reporting and monitoring and PBF has conceded that this request has been made by several partners: the fund is working on a lighter monitoring framework to be finalized in 2022. In addition to advocating with PBF for a more cost-effective implementation framework, UNHCR HQ is developing specific tools and resources to support operations in applying for PBF funding, to be released in mid-2022. UNHCR is also leveraging its presence in New York where the PBF is headquartered, to sensitize the PBF secretariat to UNHCR's work and mandate while seeking direct training sessions by PBF staff for UNHCR field operations.

Meanwhile, increases in development funding for IDPs have been limited to date. In part, this is because IDPs present a much more complex issue, primarily for political reasons, for development actors to engage in. So, while this type of funding increased overall between 2019 and 2021 thanks to strengthened engagement, e.g., with the European Union DEVCO, Germany, the Netherlands and Gulf development donors, most development funding received was not specifically earmarked to IDP programmes. For example, some USD 10 million was granted to IDP programmes in Burkina Faso, Colombia, Iraq and Libya between 2019 and 2021.

Finally, it is worth noting that three of the donors in the top 10 list for IDPs in 2019-2021 are from the private sector. The increased engagement of the private sector in IDPs is in line with the overall trajectory of private sector funding for UNHCR during this period. More specifically, over the last three years, contributions from the private sector represented 17 per cent of contributions received towards IDP projects on average – increasing from USD 23 million in 2019 to USD 76 million in 2021. Almost 40 per cent of the private sector contributions during this period were in kind. In 2021, funding by the private sector allowed UNHCR to deliver in IDP operations such as in Burkina Faso, Iraq and Yemen.

Primary school in Kaya welcoming IDP children

The Sahel region is one of the world's fastest-growing displacement crisis. As violence has spread across the region, Burkina Faso has witnessed massive displacement. The speed of internal displacement shows no sign of slowing as attacks on civilians and security forces continue unabated. **More resources** are urgently needed to address growing humanitarian needs in Burkina Faso and neighbouring countries. The primary school in Kaya is currently also serving IDP children.

© UNHCR/Benjamin Loyseau

SOME COUNTRY EXAMPLES

From 2019 to 2021, the total funds received by the Shelter/NFIs sector in **Chad** were USD 14,338,104 on USD 58.6 million requested by partners who submitted the projects to the Humanitarian Response Plans (HRPs). For the CCCM sector, the total funds received amounted to USD 3,281,455 out of the USD 26.9 million requested by partners who submitted the projects to the HRPs. Moreover, many national/local partners in Chad including the CNARR do not have access to donor funds and keep complaining that these funds are only reserved for UN agencies and international organizations.

In **Niger,** the main sources of funding for UNHCR's operation were traditional donors, development actors (GIZ, EUTF, AFBD), pooled funds (ECW, CERF, PBF) and international private sector donors (individual donations and foundations). UNHCR in its approach to resource mobilization has always advocated for funds that enable a multisectoral response to internally displaced persons, refugees and host communities.

The development of a Protection and Solutions Strategy for the **Sahel** (recently updated), in consultation with donors, has revived activities in the countries of the central Sahel, including **Mali.** Its implementation has strongly influenced UNHCR's operational planning and increased funding opportunities. Given the growing needs and numbers of IDPs (363,000 as of February 2022), UNHCR Mali in its resource mobilization strategy identifies donors who aim to fund projects for IDPs and their host communities, keeping in view that over 150,000 Malians are still refugees in Mauritania, Niger and Burkina Faso. Japan, the US, African Development Bank and Qatar Charity among others have been funding projects in Mali. The project "City of Hope", an integrated project to provide a sustainable response to internally displaced persons who have been displaced multiple times is being implemented in Gao. It will be replicated in Menaka and Timbuktu. UNHCR presented the project concept to various donors in Mali, namely the United States and the World Bank who are interested in this initiative and discussions on funding opportunities are ongoing.

In **Nigeria,** UNHCR has received funding for protection and mixed solution in the amount of USD 15,102,399 from 2019 to 2021. Over this period, CERF provided a total of USD 3,800,000. Considering the protracted nature of the IDP crisis in northeast Nigeria, funding as such has been on a continuous decline even though the protection needs are demonstrating a steady increase. Still in Nigeria, the HRP pledged USD 63.9 million for shelter and NFI for 1.6 million people and USD 22.9 million for 1.3 million people.

In **Burkina Faso,** UNHCR has reinforced its external engagement with several counterparts, including with traditional donors, such as the USA, Canada, the EU, including ECHO, Japan, and France, amongst others. Simultaneously, the Representation also widened its donor base and received contributions for the first time from other donors. UNHCR worked to build its relationship with non-traditional donors, such as the United Arab Emirates. Partnerships with the Private Sector were also strengthened. As a result of these significant resource mobilization efforts, the financial requirements for UNHCR's response in Burkina Faso totalling USD 74.7 million were funded at 90 per cent by the end of 2020, while these rose to USD 91.2 million in 2021 and were funded at 76 per cent by the end of the year. In 2022, with the deepening of the crises and rapidly growing displacement, UNHCR's response requires USD 110 million, with 8 per cent of funds received in April 2022.

In the **Central African Republic,** 88 per cent of the 2021 HRP was funded, i.e., USD 391 million was mobilized for a flexible and effective response. This is the highest level of funding level of funding has ever been recorded in CAR.

in the case of the situation in **Somalia,** during 2019-2021, the traditional donors remained a key funding source for the operation, including the USA, Sweden, UK, Germany, Italy, France, EU, ECHO and a few private donors. The operation will continue to target the same donors who are expected to continue to fund the priorities of UNHCR Somalia. Constant dialogues is in place with the above-mentioned donors with regular briefings, bilateral meetings, and missions to the field. While Somalia has had a balanced and diversified funding/donor portfolio, efforts to fundraise from different funding sources will further be strengthened in 2022 and beyond.

On specific donor engagement and stewardship, there are ongoing efforts with the EU at country, regional and global levels, to influence policy and funding decisions for the next seven years through the EUTF 2021-2027 funding window. Equally the CERF Rapid Response allocation has become a timely and reliable funding source for addressing cyclic emergencies as and when they happen. With the predictable nature of the climatic-related disasters in Somalia, it is expected that UNHCR will continue to access this funding throughout 2022-2023. Other humanitarian donors such as ECHO are expected to support UNHCR actions in IDP activities, specifically on Protection incidents and Return Monitoring.

Private Sector Fundraising remains an emerging funding source for the Somalia Operation. There has been increased interest from individuals and corporations in the Gulf states, who have previously supported specific activities and programmes as part of their religious giving. This has mainly been through Islamic social financing modalities such as Zakat and Sadaqah. While these remain opportunities that Somalia can continue to seize, it is worthwhile to note that the nature of these funds is always seasonal and tightly earmarked.

In line with **UNHCR Sudan's** strategic priorities for resource mobilization in 2020, the operation secured close to 50 per cent of the requested funding, mostly from the US, EU, FCDO and Japan. The operation also mobilized various funding sources from several traditional and non-traditional donors – both earmarked and unearmarked – for the country-wide COVID-19 situation, flood response in Khartoum and the ongoing Ethiopia situation in the East. Efforts to engage non-traditional donors, particularly from the MENA region, were also stepped up – almost 10 proposals were submitted for various activities.

Securing flexible funding remains a priority and advocacy continues. Though scaling up funding for the IDP component was a priority in 2021, the military takeover in October 2021, has limited funding opportunities for 2022. UNHCR took on joint peace projects often in collaboration with UNDP in 2021 from the Peace Building Fund.

UNHCR **Honduras** continued its efforts to diversify sources of funding, seeking opportunities from development (DEVCO), humanitarian (CERF, ECHO) and Peace (PBF) actors and will continue mobilizing resources in 2022 from the triple nexus, as well as targeting the private sector. Also, as part of the resource mobilization strategy, the Office further developed relationships with financial institutions, embassies in neighbouring countries with no presence in Honduras. UNHCR and Inter-American Development Bank (IDB) representatives will hold a meeting to follow up on collaboration in the frame of the MoU signed on 3 December at the global level and the meetings held by IDB LAB and UNHCR Honduras in December 2021.

UNHCR along with UNICEF held several meetings to review the implementation of the joint action plan for the Blueprint initiative that started in 2020 and will run now until 2022. One of the main findings was the impact of how the joint work has strengthened the National Directorate for Children, Adolescent and Family Affairs (DINAF) in its capacity to respond and draw attention to IDPs and deported children.

UNHCR **Honduras** published regular products, such as thematic factsheets and external updates, targeting donor audiences and tailored to specific themes that showcase UNHCR's footprint and innovative engagement. UNHCR Honduras produced branded items to be distributed among donors and partners and organized briefings provided to States' diplomatic representations in Honduras and donors. The Office expanded use of social media in 2021 with the activation of an official Twitter account and established recording of human impact stories, reaching a regional impact.

As a result of the expansion of the operation in 2020 and 2021, UNHCR rapidly scaled up its field footprint and response. As a stand-alone office in **El Salvador,** UNHCR built up efforts on former achievements made under Multi-country Office Panama, in close collaboration with the Regional Bureau and countries under the situation in the north of Central America. This was possible thanks to the earmarked and softly earmarked contributions to the El Salvador operation by a limited group of donors (United States, Spain, European Union Civil Protection & Humanitarian Aid and EU's Directorate-General for International Partnerships or INTPA), and thanks to the unearmarked contributions at the global level.

UNHCR relief arrives in devastated coastal region of Mozambique - March 2019

Airlifts bringing relief to tens of thousands of people displaced and affected by Cyclone Idai in Mozambique, Zimbabwe and Malawi were dispatched from UNHCR's global stockpile in Dubai in late March 2019. The dispatches included family tents, tarpaulins, sleeping mats, blankets, mosquito nets, solar lanterns, cooking sets and jerry cans.
UNHCR Director for Southern Africa, Valentin Tapsoba, overseeing operations, said, "survivors are in dire need of global support … We are here to remind them they are not alone in this hour of need."
UNHCR emergency teams were deployed to all three countries.

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V. STRATEGIC PARTNERSHIPS

For UNHCR, partnerships are a means of working together inclusively with all relevant stakeholders towards a shared goal of upholding international protection and driving durable solutions.

The importance of partnerships in internal displacement settings is a prominent feature of the revised UNHCR IDP policy, which "requires country, regional and global operations to mobilize and deploy resources and capacity in support of UNHCR's longstanding pledge to work in partnership with others".

Partnerships in IDP settings are also a critical feature of the UNHCR's Strategic Directions 2022-2026, which calls upon the organization to strengthen and diversify its partnerships, in furtherance of Grand Bargain commitments[18].

This chapter provides a summary of the evolution of IDP-related partnership engagement between 2019 and 2021, including multilateral partnerships, the UN system and the Red Cross/Red Crescent movement, non-governmental organizations, financial institutions, civil society, and the private sector.

UNHCR's IDP strategy is in line with its inter-agency commitments under the Inter-agency Standing Committee to lead the coordination of the protection, shelter, and camp coordination and camp management (CCCM) clusters in forced displacement settings (with IFRC and IOM leading the two latter clusters in disaster contexts).

UNHCR PARTNERSHIP STRATEGY AND INTERNAL DISPLACEMENT

UNHCR maintains strong relationships with partners globally, regionally and at country level on IDP issues. In addition to its traditional relationships with NGOs, government institutions and UN agencies, UNHCR has increased substantially its engagement with organizations led by refugees and internally displaced and stateless persons.

In 2021, UNHCR channelled 25 per cent of its programme expenditure through local actors, disbursing approximately USD 760 million to 950 local and national responders, including USD 604 million to 727 local NGO partners. This means that UNHCR has reached its Grand Bargain commitment to provide 25 per cent of its programme expenditure to local and national partners every year since 2019.

UNHCR engages closely with international, national and local NGO partners bilaterally and through the NGO consultations, which since 2021 are organized regionally in the seven regional bureaux. In 2021 the consultation brought together over 3,100 participants on the topics of localization and community engagement in the context of COVID-19. In 2022, consultations were organized at global level on the theme of localization and climate action, bringing the unresolved issues from the field to the global level. The Geneva-based NGO consultations brought together some 500 participants, with 50 per cent connecting remotely.

The UNHCR Headquarters review of 2018 recommended consolidating partnership management and coordination. As of 1 February 2018, a reconfigured Partnership and Coordination Service was established, which is responsible for relations with humanitarian partners, including NGOs. The Service also steers UNHCR engagement in inter-agency processes in the humanitarian context, including fostering the synergies between the three cluster leadership roles.

INTER-AGENCY STANDING COMMITTEE ENGAGEMENT

UNHCR remains deeply engaged in the work of the Inter-agency Standing Committee (IASC) and has strengthened its engagement in recent years.

Within the IASC, as of April 2022, with the launch of the 2022-2023 IASC Strategic Priorities, UNHCR leads the Centrality of Protection Task Force together with InterAction. UNHCR is also an active participant in the IASC task forces on accountability to affected populations and on preserving humanitarian space (which aims to address bureaucratic and administrative impediments and to mitigate the impact of counter-terrorism legislation and sanctions on humanitarian action).

In 2020, UNHCR contributed to the work of the various IASC bodies and continued to co-lead the IASC Results Group 2 on accountability and inclusion. To ensure that protection remains central to the IASC, the Office proposed to elevate protection matters across all IASC structures from 2021.

To further support the localization agenda, in 2020 UNHCR also became co-chair of the subgroup on localization, which developed guidance on the meaningful participation of national NGOs and community-based organizations together with the Somalia NGO Consortium.

Recent Achievements Include:

Expanded IASC membership for local and national NGOs, as well as the establishment of a localisation repository and the development of a platform for guidance on accountability and inclusion. At the inter-agency level, under the co-chairmanship of UNHCR and the Somalia NGO Consortium, in 2021 the IASC Results Group 1 subgroup on localization released the "IASC guidance on strengthening participation, representation and leadership of local and national actors in IASC humanitarian coordination mechanisms"[19] guidance note with action-oriented recommendations including respective indicators.

To enhance localization, UNHCR and IFRC signed a memorandum of understanding aimed at building the capacity of local Red Cross and Red Crescent societies and enhancing collaboration in emergency response, preparedness, localization and resilience-building.

Under the IASC umbrella, UNHCR developed with WHO an "UN-IASC light guidance on collective outcomes"[20] aimed at senior management across the humanitarian, development and peace community at the country level to support the planning and implementation of strengthened humanitarian, development and peace collaboration in contexts of protracted crises.

IASC Global Mapping of Good Practices

In 2021, together with the International Council of Voluntary Agencies (ICVA), UNHCR continued to ensure the broad dissemination of the guidance note, including its translation to Arabic, Chinese, French and Spanish.

Under Results Group 4 (HDN) UNHCR contributed to the "Global mapping of good practices in the implementation of humanitarian-development-peace nexus approaches"[21], identifying cases that could inspire practitioners working across the nexus, as well as to the "IASC peace toolkit: How can humanitarian actors engage with the "P/p" in the Humanitarian-Development-Peace (HDP) nexus?" with a view to strengthening the impact of respective efforts to enable sustainable peace.

Also, in the area of HDP nexus, UNHCR led two podcasts together with FAO on protection in the nexus and forced displacement in the nexus. In addition to that UNHCR is part of a pilot project on gender and the nexus in Colombia, Haiti, Iraq and South Sudan.

UN Partnerships

Further to its long-standing work with UN and other partners at global and field levels UNHCR signed numerous agreements with partners, including in the United Nations system, to bring complementary expertise to efforts to protect and assist IDPs.

As examples, UNHCR signed an agreement with the **International Telecommunication Union** aimed at enhancing connectivity, broadening humanitarian and protection services, and breaking down digital divides (including with respect to gender) to improve the lives of persons of concern and host communities.

UNHCR and the **United Nations Entity for Gender Equality and the Empowerment of Women** (UN-Women) jointly pursue efforts to advance gender equality for women and girls. In the Asia-Pacific region, a series of consultations led to a regional joint action plan building on positive collaboration in the region, as well as on the thematic areas outlined in the joint letter signed by the two organizations in December 2020.

Given the impact of COVID-19 on persons of concern, UNHCR, the **World Health Organization** and Gavi, the Vaccine Alliance, continued to make headway in driving vaccine equity. This entailed the delivery of vaccines for both displaced populations and host communities, and support for strengthening the health system in key countries.

Cash coordination

In 2021, following several years of discussion on how to strengthen cash coordination, 95 entities (including NGOs, private sector actors and donors) signed a letter to the Emergency Relief Coordinator, the "Call for action on cash coordination".

Following the letter, the cash caucus under the Grand Bargain 2.0 was assigned as the process to identify a solution to the suggested challenges around cash coordination. Following the cash caucus process, IASC adopted a new cash coordination model in March 2022, where UNHCR leads cash coordination in refugee settings and OCHA leads cash coordination in IASC settings. UNHCR and OCHA also co-chair the global Cash Advisory Group, with UNHCR taking on the chair in refugee settings and OCHA chairing the meetings in IASC settings. UNHCR also contributes to global and country-level discussions through the cluster approach and leads field cash working groups as a programmatic partner when appropriate.

UNITED NATIONS PARTNERSHIPS IN THE IDP CONTEXT

In support of the Common Agenda, UNHCR has sought to ensure that people are placed at the centre of the response, to leverage UNHCR's long-standing and well-tested age, gender and diversity (AGD) policy, and to continue building a system-wide coalition to respond in internal displacement settings.

UNHCR leadership was engaged in the conceptualization and establishment of the Secretary-General's High-Level Panel on Internal Displacement, highlighting the need to "unlock" solutions for IDPs and embrace innovative financing and private sector opportunities. In continuation of its commitments to elevate the global recognition of internal displacement, and support ways to address the challenges it poses, UNHCR supported the creation of the Secretary-General's Action Agenda on Internal Displacement in 2021-2022, including as a founding member of the Global Steering Group. The launch of the SG's Action Agenda was accompanied by the appointment of the SG's Special Advisor on Solutions to Internal Displacement in June 2022. UNHCR remains committed to supporting the Special Advisor in his work and stepping up support to Resident Coordinators at country level in IDP solutions planning and delivery.

PARTNERSHIPS AND RESULTS-BASED MANAGEMENT

In 2022, UNHCR launched a new results-based management (RBM) approach for strategic planning, budgeting, monitoring, and reporting, which introduced a shift from annual planning to multi-year planning, using a results-based framework entitled COMPASS.

UNHCR's global results framework is an expression of UNHCR's Strategic Directions and mainstreams the 2030 Agenda and its Sustainable Development Goals. It positions UNHCR's normative and operational support to refugees and internally displaced and stateless persons within the overall framework of the 2030 Agenda.

The corporate position was developed through a consultative assessment and policy formulation process that identified the most critical SDGs as well as core areas of engagement to leverage the SDGs for refugee, IDPs and stateless populations. It also identified the most relevant SDG targets and indicators for IDPs, some of which have been included in UNHCR's core set of indicators, further aligning UNHCR's reporting with SDG reporting.

UNHCR issued a provisional and internal operational guide on UNHCR's engagement with the SDGs and United Nations Sustainable Development Cooperation Framework (UNSDCF), which aims to provide UNHCR's country

operations with considerations and parameters for operationalizing UNHCR's commitment to the 2030 Agenda and guiding UNHCR's contribution to the UNSDCF. As this includes the principle of "leave no one behind" it has a direct impact on partnerships with development actors on IDP response.

UNHCR continues incorporating the mandates of the Quadrennial Comprehensive Policy Review (QCPR) and United Nations Development System (UNDS) related resolutions, where applicable to UNHCR's programmes. Guidance notes on QCPR, the UN reforms and its streams – Funding Compact, Resident Coordinator System, Management and Accountability Framework (MAF) – have been produced to inform country offices and ensure alignment with the reform process at regional and country levels.

UNHCR played an active role in the recently published guidance note on "Requirements and procedures for all United Nations entities on information on allegations of sexual exploitation and/or abuse related to United Nations staff and related personnel with the most senior United Nations official in country" which has a clear implication on IDP operations.

UN DEVELOPMENT COORDINATION OFFICE (DCO) PARTNERSHIPS AND COORDINATION STRUCTURES

UNHCR expanded its engagement with DCO regional coordination structures (Regional Collaborative Platforms). As an example, UNHCR is co-chairing with IOM and UNDP the Issue-Based Coalition (IBC) on Large Movements of People, Displacement and Resilience in Europe, which aims to provide coherent UN support at the country level towards the SDGs. UNHCR co-leads the IBC on Human Mobility jointly with IOM, UNICEF and ECLAC in the Americas, including a Human Mobility Working Group in Central America and Mexico. UNHCR participates in most IBCs and Working Groups across the RCP regions.

UNHCR's engagement with development actors is aimed at increasing or improving their activities in support of the forcibly displaced and in hosting areas. This includes logistical facilitation, data and analysis, protection advice, support for government policies and capacities, coordination support, and global engagement.

CIVIL SOCIETY

Consultations with IDP-focused NGOs took place in all regions in 2021, with a focus on localization, community engagement and delivery. At the headquarters level, monthly NGO consultations were co-organized with the International Council of Voluntary Agencies on a range of subjects with an IDP focus. The consultations created an enabling environment for NGOs and UNHCR to exchange views on operational, policy and advocacy priorities.

Collaboration was also strengthened with faith-based organizations. UNHCR and Religions for Peace formed a multi-religious council of leaders to address the root causes of displacement. UNHCR renewed its memorandum of understanding with the Lutheran World Federation to strengthen collaboration in key areas, including community resilience and self-reliance, community-managed peace and protection, and participation of displaced and affected populations.

UNHCR also sought to leverage new and existing partnerships that would provide an opportunity for the organization to reach fresh audiences, combat xenophobia and racism, and raise awareness about the positive contributions of the internally displaced to society.

Financial institutions and IDPs

Partnership with the World Bank Group continued to thrive through cooperation on policy and programme development; data, evidence, and analytics; knowledge management; and human resource development.

Close collaboration with the African Development Bank (AfDB) has led to additional funding for IDP operations since 2019. UNHCR also revitalized its engagement with regional multilateral development banks, including the Asian Development Bank, the Inter-American Development Bank and the Islamic Development Bank. In June 2020, the Board of Directors of the African Development Bank approved a USD 20.5 million COVID-19 response project for the Sahel region in support of the primary health response and community resilience for vulnerable communities, including IDPs, in Burkina Faso, Chad, Mali, Mauritania and Niger. UNHCR and the Executive Secretariat of the G5 Sahel framework are implementing entities for this initiative.

With a focus on including persons of concern in development programmes, UNHCR has embarked on several large scale IDP focused development projects in recent years.

In Mozambique, UNHCR and the AfDB are currently collaborating on two large scale development projects. The first is aimed at extending and ensuring electricity services for IDP, refugee and host communities. The second project provides IDPs in northern Mozambique with basic equipment to support agricultural production and small-scale trading activities.

SOME COUNTRY HIGHLIGHTS

In **Chad,** the dynamic **mapping** of functional services was initiated in 2020, validated in a workshop with all protection actors and put online in 2021, to support interventions and management of protection cases (including cases of GBV and child protection), avoiding overlap and duplication.

UNHCR's leadership in the three sectors where it is lead has eased adequate **advocacy** within the HCT in **Mali,** including to persuade some actors to admit that Mali's multidimensional crisis is indisputably a protection crisis and the need to prioritize forced displacement in conflict zones and/or those directly or indirectly through conflict among their funding priorities.

In **Nigeria, coordination with government counterparts** has been challenging and is expected to further deteriorate, in view of the **Government's stance to unilaterally implement return of IDPs** in areas where security has not been fully re-established. In addition to working through Inter-Agency coordination mechanisms, UNHCR also worked in close collaboration with the State authorities, as well as emergency management structures (National Emergency Management Agency-NEMA and State Emergency Management Agency-SEMA).

Despite political instability in **Burkina Faso,** authorities at all levels play a central role in the response. At national and field levels, UNHCR places particular emphasis on dialogue and **cooperation with the authorities.** The Burkina context is characterized by a strong presence and network of national actors. Nevertheless, the cooperation reflexes between international and national NGOs remain weak. UNHCR is strongly engaged in **localization** efforts with an increasing collaboration with national NGOs.

At the inter-agency level, UNHCR is fully committed to the implementation of the Secretary General's Planning Directive on **Burkina Faso,** issued in August 2020. It aims to: Strengthen coordination and accountability for the implementation and harmonization of the multiple existing UN plans; operationalize a unified and coherent system-wide action plan and country platform; and develop a joint resource mobilization strategy and key messages. Since 2019, UNHCR Burkina Faso has strengthened its strategic and operational interactions with the World Bank and some key development actors. From 2022, UNHCR will continue to strengthen its strategic and operational partnerships with development actors and will be fully mobilized alongside the government to engage within the framework of the preparation, implementation, and M&E of the National Strategy for durable solutions and recovery and its Operational Plan.

In **Somalia,** UNHCR works closely with partners including UNDSS, UNFPA, UNHABITAT, UNICEF, and IOM, UNOCHA in the framework of its leadership of the protection sector and Shelter/NFI and co-leadership of IOM. In line with UNHCR global priorities and the protection strategy for Somalia and to enhance protection and durable solutions for IDPs, UNHCR Somalia continued to engage partners – both national and international as the primary approach in operationalizing protection and assistance for populations of concern. The ability of government and (I)NGOs to operate in the highly urbanized context was crucial in enabling UNHCR to deliver and monitor its interventions.

UNHCR also coordinated with NRC on the country-wide Protection Return Monitoring Network (PRMN) project. In addition, UNHCR engaged with community leaders and elders in order to carry out information campaigns and address challenges and concerns, for the various participatory activities.

UNHCR worked together with Government institutions both at Federal Government and Member States bodies level by supporting staff positions in these ministries to perform key tasks that enhance UNHCR's advocacy efforts. At Federal level, the main government counterpart and partner continued to be the Ministry of Interior and Federalism (MoIF), through the designation of the National Commission for Refugees and IDPs (NCRI). At Member States level, key entities are Ministry of Interior (MoI) in Jubbaland and Galmudug, National Agency of Refugees and IDPs, the MoI in Somaliland and MoI in Puntland as well as relevant line ministries (e.g., in Education, Health, and Legal Affairs). UNHCR also conducted advocacy interventions with local authorities on IDP and return matters and actively engaged in management and coordination of refugee issues to ensure inclusion.

In line with UNHCR's policy for partner selection and retention, in 2020, UNHCR conducted a new partner selection process to broaden its partnership base and to give equal opportunity to all interested organizations. As a result of the exercise, UNHCR selected partners with unique and complementary attributes to UNHCR's capacities and ability to contribute resources in line with emerging global and regional trends to provide quality protection and assistance to IDPs. In 2022, thirty-seven partner organizations will provide support to UNHCR in delivering assistance to IDPs in need through operational presence in 19 regions across Somalia covering an aggregate 117 districts.

UNHCR is closely engaging private sector stakeholders, whose contribution is expected to be in the form of provision of opportunities for apprenticeships and on-job learning for skills trainees, as well as providing input in the development of market-responsive skills training curricula. Closer cooperation with the World Bank in socio-economic assessments is expected to provide the operation with data on the socio-economic situation of people of concern which will influence development future strategies and programs

In **South Sudan,** in 2020, UNHCR supported the Government to draft, validate and inaugurate the Action Plan on returns which placed Government as the lead on returns and uses a Whole of Government and Whole of Society approach and strengthening stakeholders to support implementation. In 2021, the State Level Task Forces, led by the Relief and Rehabilitation Commission and Co-led by UNHCR with the membership of humanitarian and development actors facilitated the return of 6,074 IDPs from Juba to Bentiu in Unity State and Melut to Baliet in Upper Nile.

In the **Philippines,** at a strategic level, UNHCR collaborated with the UNCT in mainstreaming protection issues. UNHCR was also involved in thematic discussions in the development of the Socio-economic and Peacebuilding Framework (SEPF), which updates the Partnership Framework for Sustainable Development (elsewhere referred to as the UNSDCF) and contributed significantly to the Peace Pillar formed as a thematic group working towards the achievement of targets under the SEPF. With the HCT, UNHCR, as the lead of the Protection Cluster implemented advocacy, protection coordination, and capacity building in line with the Mindanao Protection Strategy.

In terms of operational partnerships with the government, the operation strengthened engagements with counterparts in national, sub-national (BARMM), regional, and local government units to mainstream protection in humanitarian programming, conflict resolution, and development planning, in alignment with the IASC policy on the centrality of protection. At the same time, the implementation of specific operational targets, the operation engaged project partners to bring significant contributions to service delivery, in recognition of the important role that national partners, local civil society actors, and grassroots protection mechanisms play in meeting protection needs at the ground level.

In **Myanmar,** UNHCR collaborates closely with relevant stakeholders including UN agencies, international and local NGOs, as well as other humanitarian and development partners. UNHCR is an active member of the UN Country Team (UNCT), the Humanitarian Country Team (HCT) and the Cooperation Partners Group (CPG). UNHCR sustained presence at, and contribution to the national UNCT Gender Theme Group (GTG),

Gender Equality and Women Empowerment Development Partners Group (GEWE-DPG) and other key UNCT workstreams – Human Rights, Rule of Law, Social Protection and Youth.

In the **Democratic Republic of the Congo,** partnership with the World Bank was scaled up in the Kasai region. Notably a large socio-economic survey was launched that includes 5,000 IDP, returnee and host households, which will contribute to the international literature on forced displacement. UNHCR has also been part of the consultations with the Global Partnership on Education, Educate a Child, and the World Bank on the implementation of the joint pledge to include refugees in the education sector.

UN High Commissioner for Refugees, Filippo Grandi, preparing to brief **the Security Council** upon the invitation of Germany in April 2019. These annual briefings allow the Council to appreciate how it can help protect and find solutions for the forcibly displaced worldwide.

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UNHCR'S IDP ENGAGEMENT WITH UN HEADQUARTERS

The UN Headquarters in New York plays a critical role in supporting the protection of and identification of solutions for IDPs. All the 37 IDP operations that UNHCR is associated with are supported through New York-based UN bodies – the General Assembly, Economic and Social Council (ECOSOC), Security Council, the Peacebuilding Commission and of course, the UN Secretariat, including OCHA, to name a few. The United Nations Development Cooperation Organization (DCO) and New York-based funds and programmes like UNDP also play an increasingly important role in supporting IDPs by explicitly including them in development planning and programming, and in area-based approaches seeking to support both host and displaced populations.

Every two years, the **General Assembly** adopts a resolution on IDPs that recognizes the challenges IDPs face and ongoing efforts to support them. This resolution supports agencies like UNHCR in its efforts to protect IDPs and help enable solutions for them, by uniting UN member states behind a shared understanding of IDP challenges and responses. The agreed language in these resolutions underpins advocacy and action to combat gender-based violence, protect children, ensure IDPs have access to basic services and find durable solutions. The most recent substantive update of the IDP resolution in autumn 2021 was adopted by consensus and sought to incorporate new elements on COVID-19, data and statistics, and on the follow-up to the Report of the Secretary-General's High-Level Panel on Internal Displacement.

Several other General Assembly resolutions, including on the coordination of humanitarian assistance, international cooperation on natural disasters, displaced communities in Africa and the so-called UNHCR Omnibus resolution, all contain positive language contributing towards protecting IDPs. These carefully negotiated texts are particularly useful as advocacy tools at country, regional and global levels, serving as a reference point and reflecting Member State agreement (or, at a minimum, majority views). They also help guide UNHCR activities on the ground. UNHCR and other key entities such as OCHA, IOM, UNDP and ICRC are usually invited to advise member states, formally or informally, during the negotiations on these resolutions.

Country-specific General Assembly resolutions, some of which address the situation of IDPs, can call on the Secretary-General to allocate additional resources and support, for instance by appointing a special envoy as in the case of Myanmar, and recognize a specific role for UNHCR. For example, the most recent resolution on the Syrian Arab Republic calls on UNHCR to remain seized of the urgent human rights and humanitarian situation of IDPs.[22]

ECOSOC plays a critical role in the protection of IDPs, not least through its Humanitarian Affairs Segment (HAS) and the associated resolution on humanitarian coordination. The ECOSOC-HAS serves as a unique platform bringing together member states, UN organizations, humanitarian and development partners, international financial institutions and affected communities.

In more complex situations where the UN has established integrated missions – either the 13 peacekeeping missions such as CAR, Mali and South Sudan or the various political missions such as Afghanistan – it is **the Security Council** that plays a more significant role in the protection of civilians, including of IDPs. Before discussing the renewal of the mandate of these missions in the Security Council, the members consult with a broad range of stakeholders, including UNHCR and other humanitarian partners, to understand realities on the ground and how they can shape the mission mandate to better protect civilians, including where necessary, IDPs, refugees and/or returnees. UNHCR, OCHA and other agencies work closely with DPPA/DPO (Department of Political and Peacebuilding Affairs and Peace Operations) in ensuring that we are aligned in our approach and UNHCR's views are favourably considered by the Council. Regular briefings by DPPA/DPO and the Emergency Relief Coordinator to the Security Council are also critical to ensure member states' support towards strong and sustained investment in the protection of civilians, including IDPs.

A new set of challenges occur when a mission drawdown or transition takes place – for instance where a political mission replaces a peacekeeping mission (as in Sudan where the United Nations-African Union Hybrid Operation In Darfur (UNAMID) was replaced by a smaller United Nations Integrated Transition Assistance Mission In Sudan (UNITAMS)), or where the UN country team (UNCT) is expected to play a more active role (such as complementing Government capacity in the Democratic Republic of the Congo by filling part of the gap that the United Nations Organization Stabilization Mission in the Democratic Republic of Congo (MONUSCO) left as it withdrew from Kasai in 2021 and from Tanganyika in June 2022 and as it prepares to withdraw from North Kivu, South Kivu and Ituri). The absence of a smooth and well-planned transition may contribute to further displacement of communities or jeopardize earlier returns. In such settings, UNHCR and other humanitarian agencies need to work closely with development and peace actors on reinforcing the rule of law, strengthening State institutions, social cohesion and other peace-building initiatives. UNHCR is advocating for and participating in early planning for transition, for instance in the Democratic Republic of the Congo in relation to the MONUSCO drawdown, and in Mali where the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) and the UNCT developed an integrated strategic framework.

Security Council members have also been appreciative of the briefings they receive from the High Commissioner or other members of UNHCR Senior Executive Team, both on thematic and geographic issues, many of which speak to IDPs in critical operations including on the impact of overarching humanitarian actions on the protection of those displaced, their ability to return safely and in dignity or otherwise.

IDPs are important players in peace and political processes. The **Peacebuilding Commission** lends additional political weight and has called on UNHCR for guidance, for example in relation to Burundi. UNHCR also works with the Peacebuilding Fund (PBF) in places such as Angola, South Sudan, Sudan and the Sahel to help address social cohesion, cross-border relations, conflict resolution, legal reform and documentation. The work of the PBF, which requires several agencies to work in partnership across the Humanitarian-Development-Peace nexus, can help to prevent future displacement and stabilize IDP or returnee populations, including by strengthening the resilience of displaced populations and local communities.

The efforts of the **UN Secretariat,** in particular the Secretary-General's prevention platform, allow agencies like UNHCR to use established UN processes to raise and escalate concerns about a deteriorating situation that may devolve into a humanitarian crisis. The Secretary-General's reform process has also allowed UNHCR to strengthen our relationship with development and peace actors to work in true partnership for the benefit of IDPs and others of concern to UNHCR.

The Report of the **Secretary-General's High-Level Panel on Internal Displacement,** established in response to calls from member states on the UN to do more to achieve long-term solutions for IDPs, identifies concrete recommendations based on input from UN agencies, NGOs, academia, IDPs and affected host communities and states. The Secretary-General's Action Agenda on Internal Displacement follows up on the recommendations of the report and sets out the UN's commitments towards realizing the goals of prevention, protection and assistance on the ground, and achieving durable solutions. UNHCR works closely with sister agencies on its implementation and will also work with the newly appointed Special Adviser on Solutions to Internal Displacement across operations.

While UNHCR's support towards IDPs is robust, nothing compares to IDPs themselves speaking to member states and other stakeholders. Whenever an opportunity arises, UNHCR seeks to facilitate community representatives taking to the podium, in briefings, meetings and side events, to share their experiences and garner support from Member States and UN entities.

Member States and other UN entities have remarked that UNHCR's added-value in these process-heavy, jargon-laden yet important initiatives stem from its extensive presence and work directly with displaced communities around the world, and the importance we place on ensuring that policy decisions are informed by operational realities. Noticeably, UNHCR best represents IDP interests when its relationships with the larger stakeholders in New York and Geneva mirror strong alliances and partnerships forged in UNHCR's operations around the world with UN missions, UNCT members, government counterparts, NGOs and displaced communities.

A UNHCR team reaches Parun in remote Nuristan Province of Afghanistan, for the first time in 15 years. The assessment team visited the local hospital, met with community representatives to discuss needs and delivered tents and household items to internally displaced households.

© UNHCR/Ulfat Kazemi

Salemah and Zahra make leaf mats from a natural material known as ***khasaf,*** in the yard in Az Zaydiyah, Hudaydah, Yemen.
Jeel Albena aid, an NGO, routinely runs workshops to produce ***khasaf,*** as it is a sustainable and affordable way to insulate and build shelters.

© UNHCR/Abdulhakeem Obadi

VI. CLUSTER COORDINATION

Following the September 2019 release of UNHCR's policy on internal displacement, UNHCR has strengthened its repositioning of its engagement in IDP situations with the aim of being more predictable and decisive. Assigned responsibility to lead three important Clusters per the Humanitarian Coordination Reform, UNHCR has strengthened its cluster lead role in the three interlinked clusters of protection, shelter, and camp coordination and camp management (CCCM).

The **Global Protection Cluster** (GPC) continued its collaboration with the Norwegian Refugee Council as well as with UNICEF, the United Nations Population Fund (UNFPA) and the United Nations Mine Action Service with the aim of strengthening child protection, preventing and responding to gender-based violence, and enhancing mine action activities.

The GPC and its network of over 1,000 protection entities delivered life-saving services to people around the world and help them access their rights and find safety from violence, abuse and exploitation.

Following an internal review of its governance arrangements, the GPC elected a new strategic advisory group, which is now co-led by an international NGO and composed of United Nations entities, NGOs, local actors and development partners. In February 2020, the GPC launched a new field-oriented strategic framework for 2020 to 2024, setting out commitments and areas of focus for the next five years.

UNHCR led 29 of the 31 activated country-level protection clusters or sectors. Of these, 16 were co-facilitated by international NGOs, including the Danish Refugee Council, the Norwegian Refugee Council and the International Rescue Committee. The cluster's annual global protection forum featured four thematic segments held during the year, which brought together 2,500 field partners, field coordinators, experts and donors across regions and organizations.

Here, and example of Khasaf shelter materials collected for distribution in Yemen. Some 90 per cent of the local workers employed by Jeel Albena to weave the khasaf are women.

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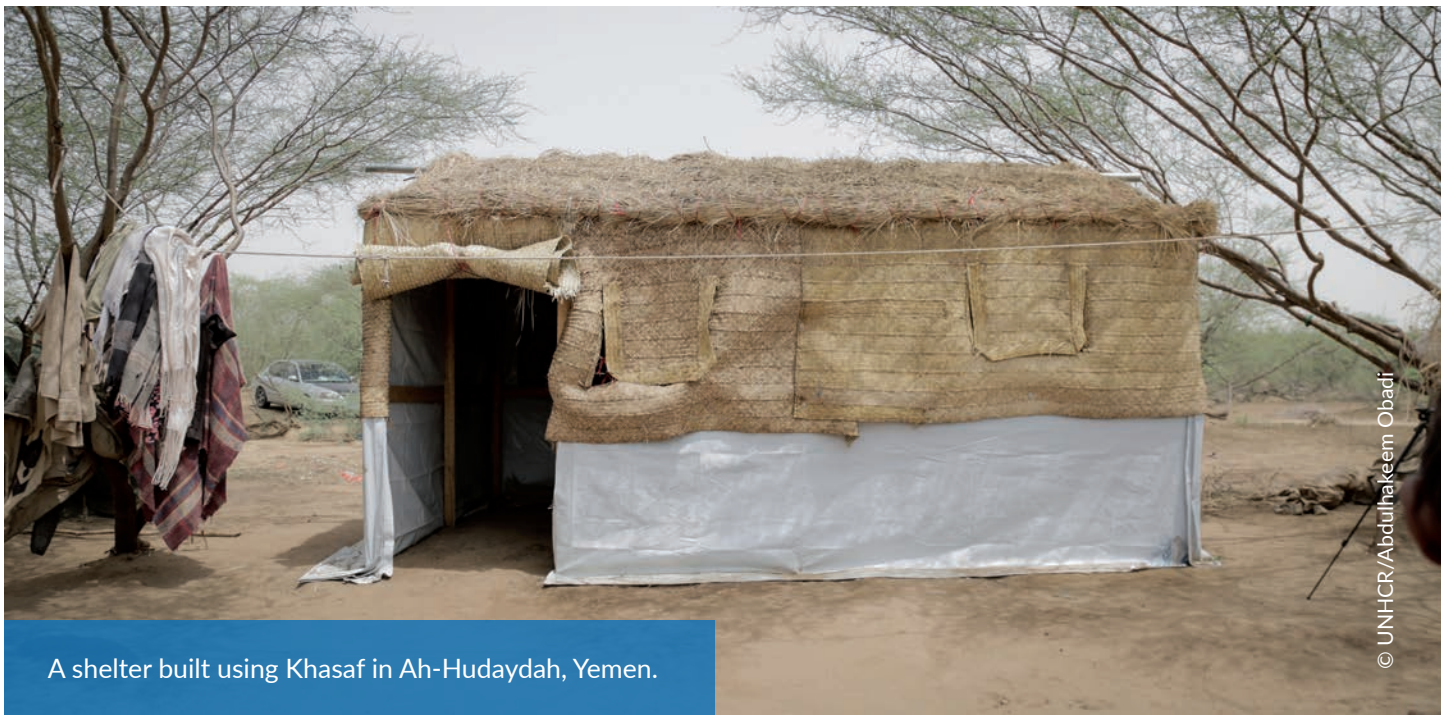
The GPC organised 26 online events, covering contemporary protection challenges and how to mobilize attention around decreasing levels of funding for protection services. These sessions fostered cross-learning and collaboration, drew attention to critical funding gaps, hindering the ability of national actors to deliver life-saving protection responses, fostered dialogue on current protection priorities, emerging issues and good practices; and saw the release of the annual "centrality of protection" review, reflecting on the state of protection in 2021, while showcasing work of the protection clusters in Afghanistan, the Democratic Republic of the Congo, Yemen and others.



A shelter built using Khasaf in Ah-Hudaydah, Yemen.

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While co-leading the **Global Shelter Cluster** with IFRC, UNHCR continued its step-up on shelter, leading 16 of the 30 shelter clusters and 19 of the 37 other types of shelter coordination mechanisms, providing shelter and core relief items to over 8 million people through 546 partners.

The total budget for these requirements was USD 1,564 million, of which 41 per cent was raised. In 2020, the Shelter cluster launched rental market guidance, updated its coordination toolkit and delivered its annual meeting online with 53 events, including thematic sessions, country cluster briefings and regional events with over 1,000 participants. The cluster's dedicated webpage and dashboard with COVID-19 shelter guidance attracted attention and was used globally by its variety of cluster partners and beyond. The cluster launched its Information Management and Assessment Toolkit to complement the Coordination Toolkit, to further support cluster partners and local stakeholders to standardise approaches.

The 2021 annual meeting of the shelter cluster brought together over 1,400 participants to discuss best practices and shelter solutions. The cluster published the eighth edition of the "Shelter projects" publication, which provides case studies of humanitarian shelter responses from 2019 to 2020 and has been widely received. Support capacity for the cluster was also increased, with the addition of an Advocacy Focal Point, Research Focal Point and a Roving Cluster Coordinator and Information Management Officer. These additional support measures have facilitated UNHCR in its co-leadership role in delivering shelter coordination in humanitarian emergencies.

The **Global CCCM cluster,** co-led at Global level by UNHCR and IOM in conflict and natural disaster humanitarian crises respectively, supported 22 country-level clusters and cluster-like structures in 2020, with UNHCR leading or co-leading 18, covering some 10 million IDPs. In 2021, additional **camp coordination and camp management clusters/working groups** were activated under UNHCR leadership in Afghanistan (which also covers IDP solutions), Burkina Faso and Ethiopia. In the first half of 2022 alone, UNHCR initiated CCCM clusters in the Democratic Republic of the Congo and Ukraine.

In 2020, in an effort to further improve its CCCM co-lead role and as part of its IDP Step-Up, UNHCR internally undertook a deep-dive exercise. This internal assessment critically examined UNHCR's CCCM response and supported in the development of a roadmap to revamp its leadership role, in line with the global CCCM strategy. It further helped UNHCR garner support from other parts of UNHCR including its two other clusters.

The cluster established a global working group on connectivity and clean energy and provided cluster coordination and technical training delivered in multiple languages to 228 individuals from United Nations entities, civil society organizations, NGOs and local authorities in 19 countries. Due to COVID-19-related movement restrictions, most of the training sessions were delivered virtually, as was the annual meeting of the cluster which gathered more than 500 participants.715 representatives from 66 national and international organizations from 46 countries participated in the UNHCR-organized annual retreat in 2021.

In 2021, UNHCR increased its capacity in camp coordination and camp management, funding an additional 10 staff members. In partnership with the London School of Economics, the cluster initiated global consultations to enhance environmentally friendly practices in IDP sites and to develop and share common best practices.

Ensuring a protection-impact goal across all the clusters that UNHCR leads, both the shelter and the camp coordination and camp management clusters stepped up their efforts to prevent and respond to gender-based violence, including through the recruitment of experts and by conducting a campaign during the "16 days of activism" against gender-based violence.

CLUSTER MANAGEMENT AND OPERATIONAL SYNERGIES

Since 2019, UNHCR has substantially increased cluster synergies to ensure a harmonized and complementary approach, aiming to maximize the response in IDP operations. This commitment is demonstrated at the highest level with the Assistant High Commissioner for Operations and the Assistant High Commissioner for Protection co-leading quarterly internal discussions with senior management for a proactive approach towards the fulfilment of UNHCR's Coordination accountabilities.

In doing so, UNHCR has integrated protection as a key driver of humanitarian action, ensuring that protection informs CCCM, shelter and protection decision-making.

UNHCR-led clusters have jointly reported on the IDP footprint, leading initiatives to mobilize support from the donor community and promoting responsible engagement and disengagement to facilitate achieving solutions for IDPs. A similar approach has been taken regarding preparedness and early engagement actions in emergency settings to reinforce the IDP response from the outset of emergencies. On nexus environments, the three clusters have jointly developed early support to nexus-related operations, by building an interface with a wide variety of duty-bearers including relevant government agencies, political and peacekeeping actors and international development partners.

In terms of advocacy, the three UNHCR-led Global Clusters have jointly developed advocacy key messages to align communications and ensure a timely, consistent, and effective communication with key humanitarian stakeholders

SOME COUNTRY EXAMPLES

In **South Sudan,** through its leadership of the Protection Cluster, the IDP response ensured protection of the rights of IDPs is central to humanitarian and development interventions. Further engagement with humanitarian, development, political, peace-keeping and other actors supported protection integration. The Protection Cluster, which is chaired by UNHCR, and which is the provider of last resort supported sub-clusters (GBV, Child Protection and Mine Action), provided advice, evidence-based advocacy and guidance to the humanitarian community, the HCT and donors on protection matters. The operation contributes to ensure solution initiatives were anchored in protection standards and outcomes, UNHCR co-led with IOM the CCCM Cluster and actively engaged with the Shelter/NFI Cluster to ensure coordinated response in the IDP response. Between 2019 – 2021, the operation contributed technical inputs and applied for financial resources linked to the humanitarian needs overview and humanitarian response plan to advocate for IDPs and mobilize resources.

In **Sudan,** UNHCR leads both the Protection and Emergency Shelter (ES)/NFI Clusters, known as Sectors in Sudan and jointly with IOM informally established a CCCM cluster. The two agencies also co-led COVID 19 needs and services in IDP camps in Darfur, South Kordofan and Blue Nile states from April 2020 to April 2021. They were able to provide relevant information to the attention of the COVID-19 response task force at the national level led by OCHA Sudan. In 2020, UNHCR activated the Sub-national Protection Sectors/Protection Working Groups (PWGs) in all five Darfur states as well as South Kordofan and Blue Nile states.

In **Mozambique,** at the beginning of 2021, the Protection Cluster produced Key Advocacy Messages on relocations – a document produced within the aegis of the Protection Cluster gathering the different advocacy messages of partners vis-a-vis the efforts of the Government to relocate IDP populations at haste without due consideration for basic protection principles. The same can be said for the position paper on Principled IDP returns presented to the National HCT, endorsed, and shared with high-level interlocutors within the Mozambican Government.

In **Myanmar,** the Protection Cluster, together with combined Shelter/NFI/CCCM Cluster (also led by UNHCR), actively participates in advocating resources for funding opportunities available within the country-level mechanisms. These efforts have contributed to securing funding for these clusters. For instance, earlier in 2022, UNHCR managed to secure 25 per cent of CERF (Central Emergency Response Fund) funding available for Myanmar under the underfunded operational scheme.

In **Afghanistan** in 2021, the Protection Cluster and its four activated Areas of Responsibility (AoR), reached 3,257,465 people (82 per cent of annual objective) including girls, boys, women, men and persons with disabilities, with a variety of protection assistance across Afghanistan. The Protection Cluster also regularly produced analytical reports including Protection Analysis Updates (PAUs) and bi-monthly inter-cluster reports. The PC continued to monitor protection risks and concerns despite significant changes in the context and the sensitivities surrounding protection interventions. Partners reviewed and revised protection tools and terminologies to adapt them to the new context, while using the remote modality, and/or merging some protection services into other sectors to reduce security risks to protection staff and community members. Efforts to strengthen Cluster staffing capacity were also undertaken and continue.

Following significant increase in internal displacements, rapidly evolving humanitarian context and protection considerations in early August 2021, UNHCR informed to Humanitarian Coordinator, OCHA, and other heads of UN agencies its readiness to assume its leadership of CCCM Cluster in Afghanistan.

UNHCR Afghanistan officially contacted Global CCCM cluster requiring an expert mission to understand CCCM programmatic, and coordination needs in Afghanistan. Surge capacity was immediately deployed from global CCCM to support the country office. Extensive consultations were conducted with key actors including Norwegian Refugee Council, Danish Refugee Council, OCHA, IOM, UNHABITAT, REACH, UNHCR, Shelter & Protection Clusters and DACAAR. All agencies/NGOs consulted agreed that there is an urgent need to establish a standalone CCCM coordination mechanism at the national level as CCCM Working Group (WG).

The overall objective of the CCCM WG is to ensure a coordinated multisectoral response and protection provided for displaced people/communities (including newly internally displaced, returnees and protracted IDPs with life savings humanitarian needs) residing in informal settlements and communal settings, while advocating and looking for transitional and durable solutions. TORs for the WG are developed in consultation with the CCCM WG members.

UNHCR has led the Protection Cluster in **Colombia** since 2006, together with NRC. Since mid-2021 a joint co-leadership figure between NRC and Danish Refugee Council has been agreed. During the reporting period 2019 – 2021, the UNHCR leadership was assumed by national colleagues and since mid-2020 with exclusive dedication, considering the high demand for humanitarian planning processes due to the impact of the COVID 19 pandemic.

The Protection Cluster has three active areas of responsibility: GBV (UNFPA – UN WOMEN), Mine Action (UNMAS) and Child Protection (UNICEF and *Corporación Infancia y Desarrollo*). The last one was activated during the Covid 19 pandemic considering the high increase of children´s forced recruitment across the country.

Child protection, as well as interventions in mine risk education (done by the Colombian Campaign against mines and other local partners) has been essential for the maintenance of the humanitarian response, stand out as part of the localization priorities and the UNHCR's Policy for IDPs.

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The UN Refugee Agency

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LOOKING BACK TO STEP FORWARD: GLOBAL PROTECTION CLUSTER REFLECTIONS

Very few things that are worth doing can be done alone. This truth resonates strongly when it comes to protection response amidst humanitarian crises. 2021 was no exception.

The year was marked by growing protection risks both in size and complexity. A perfect and devastating storm formed with climate change, the COVID-19 pandemic, hunger, economic meltdown and conflict, relentlessly hitting those with the thinnest shields.

In 2022 it is clear this crisis curve is far from being flattened, with 150 million people estimated to need protection. This is 40 million more than 2021 – the highest increase in one year we have seen in a long while.

In this context, we feel more committed to our shared aims and actions than ever before. At the onset of our strategic cycle, one challenge was clear: how to encourage shared leadership and yet retain clear accountability? Here are four things we did to make sure leadership remains both shared and accountable.

First, we ensured everyone is reading from the same page and that the protection story was shared loudly and clearly.

Building on our **strategy,** we defined a **field minimum operational footprint** that clearly identifies the gold standard for our operations, a collective **Protection Analytical Framework** that enables coherent analysis and subsequent evidence-based action to effectively address protection risks, continued issuing our flagship review of the **Centrality of Protection** report and brought together all willing actors to be part of an **all-inclusive cluster workplan**.

We ensured the protection priorities and experiences of the people we work with were at the forefront, including through regular **National Protection Updates**, quarterly **Global Protection Updates**, a **Mid-Year Review focused on funding for local protection actors.**

We have continued **supporting operations** in their advocacy with authorities, agencies, and humanitarian country teams while also amplifying frontline perspectives and influencing at global levels. Such efforts have included our **Global Protection Forum,** dedicated **public and closed-door briefings** convened for over a dozen operations, and a range of other public and private advocacy efforts, including with **UN Security Council members,** the **UN Human Rights Council,** and humanitarian leadership.

We have pushed our standards forward and effectively shared our collective, evidence-based protection story is being listened to, ensuring protection priorities and outcomes remain at the core of humanitarian action and that people remain at the core of protection.

Second, we embraced the power of the network.

Rather than trying to narrow and control it, we expanded the proverbial tent and sought to create space for the diverse expertise and leadership of our members to flourish. We continued efforts to ensure that **local members** *of clusters* are in the driving seat and have increasing resources.

We strengthened support to operations through **multi-agency task teams,** gathering over fifty specialists that supported over two dozen operations.

We increased support for and reliance on **co-coordinating organizations** that bring expertise and strong civil society leadership to our work. We continued enhancing coherence and mutual support among our four **Areas of Responsibility.** We continued diversifying our **Operations' Cell** that gathers over a dozen organizations and member states in one team. And we brought a community of 5000 experts together in our **Global Protection Forum.**

Third, we kept our focus on the frontlines.

We ensured that our biggest investment is in supporting operations with enhanced impact through: **regional hands-on help desks** *and* **thematic task teams** in addition to **our areas of responsibility**; **remote missions** and **in-person missions to provide technical support** and **dedicated staffing to fill critical gaps;** a global support center for the **Humanitarian Programme Cycle**; connecting operations for **field-to-field peer** support and through a **community of practice**; and organizing a global **Protection Coordination Training** and **specialized training sessions** to over 500 staff.

We continued working on **Mental Health and Psychosocial Support** and rolling out its **Minimum Service Package**, and we put to the test our **Joint Operational Framework for Health and Protection.**

We continued professionalizing support for the **inclusion of persons with disabilities** and **the elderly**, defining how to work in contexts of **climate change**, combating **trafficking in persons,** using **cash for protection,** and supporting efforts to strengthen the **laws and policies** that protect.

Fourth, we advanced protection across the humanitarian spectrum and beyond.

Our drive is to make sure protection is central to humanitarian work and recognized as essential in peace and development. Through our active presence in **all Inter Agency Standing Committee (IASC) Results Groups** we backed the **elevation of protection** efforts across the humanitarian system; committed to monitoring how well the system is **accountable to affected populations through our** national clusters; and made sure that the Grand Bargain-triggered **Joint Interagency Analysis Framework** recognizes protection risks as key for defining people in humanitarian need. We continued taking leading roles in the **Global Cluster Coordinators Group** to review the humanitarian coordination system and strengthen collaboration with **Peer-to-Peer** and the **Emergency Directors Group.**

We continued advocating for the **Protection of Civilians,** took a leading role in support of the **UN Secretary General's Agenda for Protection** and, together with UNHCR and the Special Rapporteur for the Human Rights of Internal Displacement launched the **IDP Protection Expert Group** to further advance protection in displacement situations.

To close, we hope that our collective work, including the strides we are making, failures we are facing and lessons we are learning will contribute to a much needed and urgent evolution in the system. With or without clusters, coordinated protection action, with clear accountabilities and spaces for shared leadership will be required for the years ahead. We have much to build on to keep moving onwards and upward.

Mullah Ahmed* and his five-year-old son Assadullah* transport firewood back to their temporary home in Kabul, 2021. He was able to buy the fuel after **receiving a cash payment from UNHCR** to help his family meet their winter needs. One thousand vulnerable families in the Afghan capital have received cash assistance. Mullah Ahmed, his wife and their nine children fled their home in Jalalabad and now live in a house in Kabul that was abandoned by its owner who fled the country during the Taliban takeover. "The cash assistance is very important because my work stops in winter as there is no construction," he said. "So, we need it to buy food and also warm clothes for the children."

* Names changed for protection reasons

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VII. DATA AND INFORMATION MANAGEMENT

In both the 2019 policy on UNHCR's engagement in situations of internal displacement[23] and UNHCR's related IDP-Initiative 2020-2021,[24] data and information management are emphasised as enabling more decisive and predictable engagement in internal displacement situations. Finding durable solutions to displacement within countries is also critical, as UNHCR's collaboration with the World Bank demonstrated with the initiation of the Joint Data Centre in 2019, and its expansive ambit of refugee and IDP related data methodologies. As underlined in the UN Secretary-General's Action Agenda on Internal Displacement, to enable solutions for IDPs requires further improvements to the available data on solutions to better assess IDPs' progress in overcoming their IDP-related vulnerabilities.[25]

UNHCR's efforts to improve data and information analysis on internal displacement are broad, spanning setting standards, conducting profiling and IDP enrolment, improving data quality and collaborative efforts to improve data on solutions. This approach is embedded in partnership and collaborative methodologies with states and with other critical stakeholders.

IMPROVING DATA AVAILABILITY AND DATA QUALITY

In 2019 UNHCR's Global Data Service was formed to support a systematic and institution wide data approaches to refugee, IDP and stateless data. In 2022, UNHCR took stock of the available data on population flow monitoring, identifying best practices and challenges in more than a dozen countries globally. The stock taking is intended to inform practical guidance to operations on how to conduct population flow monitoring more predictably.

UNHCR's draft Statistical Quality Assurance Framework has been used since 2021 to assess the quality of its official statistics. It will be published internally as operational guidance, and externally, in 2022. Data on internal displacement is assessed by applying a series of logical checks to assure its quality in terms of common quality principles, such as timeliness, accuracy, relevance and comparability, among others. This has led to improvements in UNHCR's data in terms of consistency with IDP figures reported by other actors and reporting more timely data.

In the spirit of partnership and recognition of the criticality of joint approaches, UNHCR collaborates with multiple UN and other stakeholders for the collection of data and for its sharing. A recent one is the collaboration with IOM, OCHA, JIPs, IDMC, UNDP and the DCO in the Data on Solutions for IDPs (DSID) Working Group to review coordination structures that will lead to better data for IDP solutions. A systematic effort by the organisation aims to improve collection of age, sex and location disaggregated data of the internally displaced. In 2021, sub-national location data for IDPs was available for 23 of the 35 countries where UNHCR collates IDP data; age and sex disaggregation were available in 13 countries, and sex disaggregation was available in a further 6 countries.

Several methodologies are put in use for IDP related data collection in the field and include:

Biometric **enrolment for reintegration assistance** to returning families in Kasai Region in the Democratic Republic of the Congo

IDP enrolment – Like registration, IDP enrolment involves the collection and processing of personal data, to enable household or individual-level (targeted) assistance, protection or services. Unlike refugee registration, however, IDP enrolment is not linked to the provision of legal status. On the understanding that IDP enrolment should not be used for obtaining population figures nor be planned to cover the entire internally displaced population, nevertheless, the data collected can contribute to population estimation efforts. UNHCR is conducting IDP enrolment to support the Ukraine emergency response, with more than 555,000 IDPs enrolled in Ukraine in 2022. Other UNHCR operations with high numbers of IDPs enrolled in proGres include Niger (66,000 persons), DRC (47,000) and South Sudan (17,000)[26]

Profiling – Profiling is a collaborative process for collecting data and analysing displacement situations in order to inform joint responses and help affected communities progress towards solutions. It entails gathering information on populations affected by displacement, often using a mixed methodological approach combining quantitative and qualitative data, for a richer analysis. In UNHCR's experience, profiling has proved to be an important tool in protracted displacement contexts, to help build consensus between Government, and humanitarian and development stakeholders, to inform collective efforts to advance solutions at the local and national level.

Joint IDP Profiling Service (JIPS) UNHCR, alongside other Executive Committee members (the Danish Refugee Council, the Norwegian Refugee Council, the International Displacement Monitoring Center – UN Development Programme, Office for the Coordination of Humanitarian Affairs, and the Office of the Special Rapporteur on the Human Rights of IDPs – has played a key role in the oversight and management of JIPS since its establishment over a decade ago. JIPS is an inter-agency body working to support governments and humanitarian and development organisations to improve locally owned information and analysis about displacement situations through profiling. UNHCR is further a co-host of JIPS, alongside the Danish Refugee Council, ensuring that it can deliver services on behalf of the Executive Committee Members in its role as a neutral broker.

Since 2009, JIPS has become recognised as a global knowledge hub on profiling, that provides support either on-site or remotely, in the form of strategic advice, technical assistance, training, tools and guidance. Based on the significant impact of their work over the years, the value of profiling and the relevance of JIPS' expertise has been recognized in several successive UN General Assembly Resolutions and Human Rights Council Resolutions.

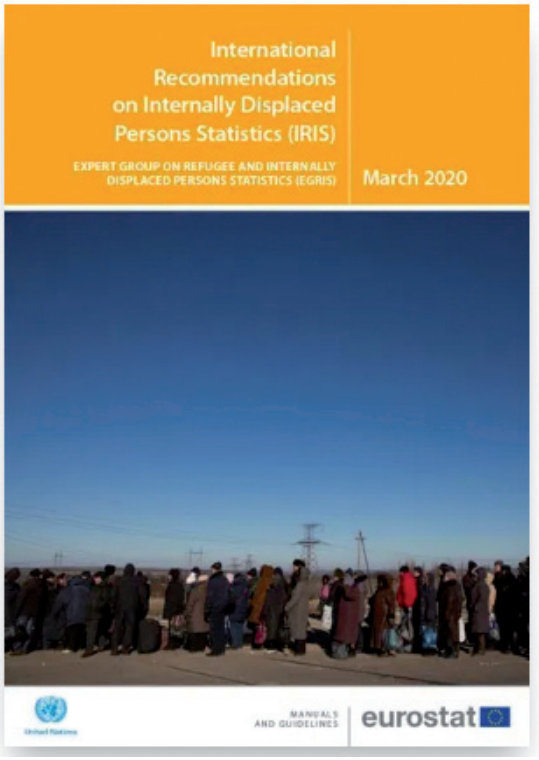
In 2021, UNHCR has collaborated with JIPS/benefitted from JIPS support in more than 5 contexts including the **Philippines, Mexico, Sudan, Somalia, and Burundi.** Additional requests for JIPS support from UNHCR country operations in Cameroon and Mozambique were initiated.

JIPS also provided technical support on Durable Solutions analyses by working with governments, humanitarian, development, peace, and local partners in **Sudan** (under the Peacebuilding Fund and the CERF), **Burundi, Ukraine, and Mexico.** JIPS' technical support was directly linked to the development, update or monitoring of a National Strategy or a local or national development plan in all 4 contexts.

Another example is that of the **Philippines,** where UNHCR requested JIPS technical support to gain a better understanding of the situation of populations at risk of statelessness and protracted displacement. The local Protection Cluster team, led by UNHCR Philippines, and the local government have been monitoring IDP movements in the region since 2012, but it has proven challenging to collect data on the displacement situation in the BASULTA island province. The subsequent profiling exercise on IDPs and people at risk of statelessness in the island provinces of Sulu, Basilan and Tawi-Tawi (Bangsamoro Autonomous Region of Mindanao [BARMM], Philippines), is among the prime examples where we can see the direct use of the information generated for concrete actions to address internal displacement and statelessness. The process was coordinated by a Profiling Working Group, led by UNHCR Philippines, the Ministry of Social Services and Development (MSSD) and the Ministry of the Interior and Local Government (MILG) of the BARMM region, and received technical support from JIPS.

Expert Group on Refugee, IDP and Statelessness Statistics (EGRISS) – In 2015-2016, UNHCR alongside other partners, successfully advocated for the UN Statistical Commission[27] to address some of the persistent challenges experienced with data on refugees and IDPs. This resulted in the establishment of the **Expert Group on Refugee, Internally Displaced Persons, and Statelessness Statistics (EGRISS)**[28], which is currently delivering on its third successive mandate from the Commission. A multi-stakeholder group, including 52 countries and 28 regional/international organisations as well as a Secretariat hosted by UNHCR, EGRISS successfully led the development of the world's first set of internationally endorsed statistical recommendations on both refugee and IDP statistics.

The International Recommendation on IDP Statistics (IRIS)[29], endorsed in 2020, outline an internationally agreed framework for countries and international organisations to improve the production, coordination, and dissemination of high-quality official statistics on internally displaced persons that are consistent over time and comparable between regions and countries. Critically, they include a common statistical definition for internally displaced people, aligned with the UN Guiding Principles and IASC Framework on Durable Solutions for IDPs. Developed in collaboration with national statistical offices from affected countries and IDP data experts, the IRIS was unanimously endorsed by the UN Statistical Commission in 2020.



EGRISS' current mandate (2020-2024) focuses on supporting the implementation of the recommendations. The group does this through promotion/dissemination activities and through capacity development and technical support. Through and with support from EGRISS, UNHCR works closely with key stakeholders (e.g., JIPS, WB, IOM, IDMC and the JDC are all Steering Committee members), and actively supports the inclusion of IDPs in national statistical systems in affected countries such as Colombia, Honduras, Iraq, Somalia, Ukraine, and Mexico.

World Bank-UNHCR Joint Data Centre (JDC) – In October 2019, the World Bank and UNHCR inaugurated the Joint Data Center on Forced Displacement (JDC) based in Copenhagen. The JDC aims to enhance the ability of stakeholders – including governments, international organizations and non-governmental organizations – to make timely and evidence-informed decisions that can improve the lives of persons impacted by forced displacement, including internally displaced persons. With a focus on socioeconomic data, the JDC works with partners to enhance the collection, analysis and sharing of quality data on forced displacement in line with international standards.

The JDC is overseen by a Management Committee that includes representatives from the World Bank, UNHCR, donor countries and countries affected by forced displacement. It benefits from the input of its Strategic Advisory Council, a network of ~100 experts from government, development, humanitarian and civil society organizations. The JDC's 2022 work program covers a broad range of activities under the five thematic areas depicted below.

A strong emphasis on internal displacement cuts across all thematic areas of the JDC's work. IDP-specific activities include working with the Expert Group on Refugee and IDP Statistics to implement and refine the International Recommendations on IDP Statistics, endorsed by the UN Statistical Commission in March 2020. They also include data collection and analysis activities in a variety of countries affected by internal displacement – with 8 out of 14 survey exercises initiated in 2020 either fully focused on internal displacement or including an IDP dimension. For example, with support from the JDC, the national statistical office of the **Central African Republic** will expand its 2020 national household survey to fully include internally displaced persons; In **Somalia,** a rapid monitoring system will be set up for collecting high-frequency data on IDPs.

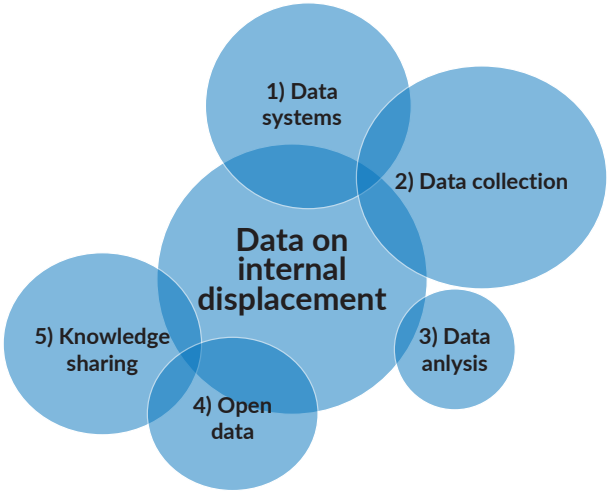


Figure 13 JDC's 2020 Five Thematic Areas of Work

The high-quality data on IDPs and host communities collected through these and similar exercises will help inform action in support of durable solutions. Finally, the JDC hosts an annual research conference to bring together academics, practitioners, and policymakers for interactive debate on the latest data and evidence on forced displacement. The forthcoming conference, to take place in Colombia, will have a particular focus on internal displacement.

Adbul Wadood*, 13, (right) stands in his home in Marja in southern Afghanistan's Helmand Province. His father Sayed Mohammad*, his mother and five brothers and sisters fled their home when fighting came to their area in July 2021. The displaced family have **now returned to** rebuild their home, with **UNHCR reintegration assistance.**

*Names changed for protection reasons

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SOME COUNTRY EXAMPLES

Examples of improving data on internal displacement include UNHCR's efforts in **Afghanistan.** Building on its decade plus long work on IDP and refugee Solutions in Afghanistan, additional efforts on data were undertaken in the last three months of 2021. UNHCR conducted household-level multisectoral rapid assessments in 314 districts in all 34 provinces, covering just over 142,000 households. Findings from this survey were used to estimate that 106,000 IDPs returned in 2022, with more than 1 million having returned in 2021.

The IDP return movement continues: at least 64,900 IDP returnees have been identified by UNHCR in early 2022, and the 2021 IDP returnee figure has increased to at least 824,900 individuals, bringing the total of IDP returnees identified thus far by UNHCR since 2021 to at least 890,000. These figures are expected to increase with the ongoing assessments. This data is from household-level rapid assessments conducted by UNHCR and partners undertaken in 333 Districts in all 34 provinces.

The size and demographic characteristics of the affected population are crucial for an effective and efficient humanitarian response. With the humanitarian situation in Afghanistan deteriorating in 2021, there is an increasing need for humanitarians and the international community to get reliable estimations of stock figures on IDPs and IDP returnees, providing solid evidence-based analysis to inform humanitarian programmes in accordance with **International Recommendations on IDPs Statistics** prepared by the Group of Expert on Refugee and IDP Statistics (EGRISS), internationally recognized standards for IDP statistics which UNHCR is promoting. UNHCR and IOM are collaborating to jointly operationalize IRIS in Afghanistan.

In **Mali,** a consolidated Data Unit bringing together information management Officers/Assistants of the three clusters has been set up to better structure, organize, harmonize, process, analyze, visualize and communicate the data collected in a coherent way by the clusters and UNHCR. This strengthens the role of the three clusters led by UNHCR in general and reinforces UNHCR's leadership within the protection cluster in particular. With the support of the Regional Bureau of Western and Central Africa, a data management strategy has been developed and is operational. In addition, state services, as well as national NGOs, have raised capacity-building needs, particularly in support of cluster coordination, monitoring and follow-up of responses for the year 2022. These needs are included in the training and national capacity-building plans by the Clusters for the year 2022, a plan currently being implemented.

In alignment with UNHCR's institutional data transformation strategy (2020-2025), with strategic needs, informed and evidence-based planning and programming, UNHCR stepped up its engagement in data, information and analysis in the **Burkina Faso** context. This has translated amongst others into the recruitment and training of 5 IMOs, the reinforcement of the capacity of the CONASUR for the registration of IDPs, and support for the availability of evidence-based analysis. UNHCR has provided authorities with technical and material support for the registration of IDPs. In 2020, forced displacements have almost doubled (a 92 per cent increase) and totalled 1.074 million IDPs – making it one of the fastest growing humanitarian and protection crises in the world. In 2021, displacement continued unabated and increased by 69 per cent reaching more than 1.5 million.

In the **Central African Republic,** a task force (*Commission Mouvement de la Population* or CMP) established under the Protection Cluster, in close collaboration with the CCCM Cluster undertakes the compilation and publication of data on internal displacement. In 2019, a workshop was organized with the technical support of IDMC and JIPS, co-sponsored by the Minister of Humanitarian Action and National Solidarity, and the HC aiming at improving the quality of data on internal displacement.

IDPs in Diffa, **Niger,** are registered on PRIMES while the other three locations (Tillaberi, Tahoua and Maradi) are on Kobo. In order to provide evidence-based protection responses and overcome the limited features use of Kobo, it is planned for 2022, to carry out individual and biometric enrolment of IDPs using PRIMES tools, and resources allowing. This will enable UNHCR to strengthen its role as coordinator of the protection response for IDPs while providing the humanitarian community and development actors with reliable data for better planning and effective multisectoral response to IDPs. Based on the planning figures of 314,300 IDPs in Niger at the end of 2022 on the one hand, and the needs for IT and biometric equipment, staff and logistics needs on the other hand as well as the costs of enrollment of Diffa IDPs, a budget estimate of USD 2,000,000 would be needed to carry out this project and lay solid milestones for a continuous enrolment of IDPs in Niger.

In **Nigeria,** UNHCR has been registering, profiling or recording individual needs including through vulnerability recording tools. To do this systematically, the operation needs to rollout the PRIMES tool to support IDP enrolment which will allow for better data management and better population and assistance tracking. This will strengthen UNHCR's position as the primary data source for IDP in the northeast, considering the modules and the functionalities incorporated in V4, RApp, BIMS, and GDT. The rollout of V4 and BIMS will mitigate data quality issues, resolve deduplication, proper assistance tracking, and proper population management. Hence enhance UNHCR's visibility and products in terms of data and information management.

In **Chad,** absence of adequate information management staff for the Clusters remains a gap. The data collection and analysis capacity of the CCCM Cluster was shared with a partner agency. However, the data collected could not meet the operational needs of all clusters, especially the Protection cluster which requires disaggregated data.

In **Somalia,** the Protection and Return Monitoring Network has been operational since 2006. It is a UNHCR-led project, with NRC as the implementing partner, and locally sub-contracted partners who collect data on displacements and returns of populations in Somalia as well as protection incidents underlying such movements across Somalia. Since the revamp of the PRMN platform in 2016, there have been 5.8 million new displacements recorded including 54,000 protection violations identified in which, over 40,000 were assisted through Emergency Protection Assistance and referrals under the auspices of the UNHCR IDP programme.

In 2021, the Protection Return Monitoring (PRM) Network scaled up its efforts to provide real-time information to stakeholders through regular dissemination of datasets to OCHA, FAO, UNSOS, Protection and ESNFI clusters as well as timely dissemination of regular displacement updates and flash reports to inform stakeholders on displacement situation, protection issues and priority needs to trigger proper planning and effective humanitarian response. The PRM Network is also part of the IDP Working Group (IDPWG) comprised of UNHCR, OCHA, IOM, REACH, IDMC and the CCCM Cluster that ensures interoperability of the IDP data collection systems in Somalia through harmonizing the IDP locations and causes of displacement for efficient cross-referencing and analysis across multiple IDP platforms in Somalia.

In 2020, UNHCR and NRC hired a private firm to evaluate the PRMN project using seven criteria to measure its Relevance, Effectiveness, Efficiency, Coordination, Protection and Durable Solutions, Impact, and Sustainability. Based on the findings, 18 recommendations were identified focusing on improving the PRMN platform, data collection, data quality, data visibility and presentation, partnership and capacity, protection, and data usage.

The national IDP profiling activity in **Burundi** (outside of the IDP sites) under the leadership of UNHCR was prepared with the support of the Joint IDP Profiling Service (JIPS). A training organized by the Durable Solutions Technical Group (DSWG), the PWG and the government took place in October 2021 and established the objectives and plan for the implementation of the profiling activity in 2022. The idea is that this profiling exercise will support the analysis of the humanitarian situation of IDPs, during the development/revision of the national strategy for the reintegration of displaced and returnees in Burundi **that ended** operationally at the end of December 2021.

One of the strategic areas of the Protection action plan approved by the HCT in March 2021, is to strengthen information management systems within the PWG, so that data collection systems currently in place by different actors can be reinforced, harmonized, analysed, and coordinated towards one framework (common indicators, joint analysis, etc.), and that this information can effectively support advocacy efforts and progress towards durable solutions. The action plan was revised and used to develop a Protection Sector strategy for 2022-2023, and one of the main objectives again is focused on improving protection information management, analysis, and outcomes. As of the end of 2021 and despite all the accomplishments concerning the action plan of 2021, the need remains to build technical capacity to provide regular evidence-informed protection information and analysis to the Humanitarian Country Team and the Humanitarian Coordinator to ensure that humanitarian interventions are Protection oriented. This Protection Information Management training will take place in 2022.

Data and information management and analysis was reinforced in **South Sudan,** building on the 2019 profiling of over 120,000 IDPs from all the Protection of Civilians (POC) sites and urban collective sites across the country. Evidence-based analysis formed the protection and solutions strategy resource mobilization, programming, and advocacy. In 2021, to enhance data and case management as well as provision of services to those in need and ensure targeted assistance, UNHCR enrolled the use of ProGres V4 for IDP profiling and identification making it the first operation to use ProGres for IDP enrolment. The transfer of data from Kobo to ProGres V4 is currently ongoing and will enable the operation to conduct protection analysis and ensure targeted assistance.

To support the IDP enrolment project, the operation received additional funding from HQ to pilot the data enrolment of those with specific needs for timely service provision and case management in 4 locations. A total of 36,320 in Juba, Malakal, Bor, Yei, Wau, New Fangak and Malakal were identified and supported with assistance in 2021. UNHCR referred 863 IDPs in need of additional support to relevant service providers in line with the referral pathway established through the cluster system.

In 2021, UNHCR in the **Republic of the Congo** initiated an operation to register the persons displaced in Pool in four districts, reaching 10,000 persons or 0.6 per cent of the population of 304,430 IDPs in 2021. This included

individual registration by the government with UNHCR's technical and financial support. The registration operation is ongoing, and the final data will be disseminated. Significant protection needs are already being revealed from the data, such as documentation issues, lack of access to justice, human rights violations, cases of malnourished children, and children deprived of schooling due to the armed conflict. A more in-depth analysis will be conducted when the registration is complete.

From 2019 to early 2022, 178 IDP children at risk have been identified, including 65 unaccompanied children, 90 separated children, and 23 orphans. Most of these children are being cared for by people of retirement age with limited or no income or livelihoods activities. In addition, 162 cases of GBV have been identified and 99 percent of these cases are women and girls. Unfortunately, comprehensive assistance for GBV survivors is insufficient.

In **Yemen,** UNHCR has in place a widespread socio-economic and protection vulnerability assessment system at household level based on a kobo platform and secure server which assessed some 210,000 IDPs households in 2020 and some 237,400 households in 2021. Although the coverage is not based on sampling, but rather guided by new displacement or absence of humanitarian actors, UNHCR's socio-economic assessment is one of the broadest in Yemen. The assessment captures the situation of households, including demographic, socio-economic and specific needs profiles, as well as protection elements (e.g., civil status documentation possession, presence of categories at risk). The assessment process, in turn, feeds into the cash eligibility scoring, informs shelter and NFI programming and assistance, and allows identification and referral of cases to protection services run by UNHCR or other partners.

Furthermore, UNHCR-led CCCM Cluster is cooperating with the REACH initiative to put in place a comprehensive mapping of IDP sites, with related populations, type of services, actors present in the sites, and presence of persons with specific needs.

Tracking IDPs and IDP returnees flows and coming to inter-agency consensual estimations for IDP population stocks represented an increasing challenge in Yemen in recent years. While a Population Task Force – of which UNHCR was part – existed during the first years of the conflict, its effectiveness to provide credible estimations on the newly displaced and the overall number of IDPs in the country dwindled. Other tracking systems such as the IOM DTM could only cover a fraction of the territory after being denied access in the areas under the Sana'a authorities. In 2020 and 2021 UNHCR has advocated with OCHA for a revamping of the Population Task Force, with a marked focus on IDPs and a ground-up approach involving the field interlocutors to determine and validate movements of displacement and return. The challenges faced throughout 2021, including in finding consensus on the HNO 2022 population parameters supported a change in approach.

UNHCR **Syria** maintains a dedicated Information Management (IM) capacity and produces infographics and dashboards on key achievements, main activities and service mapping, among others. A new reporting and monitoring database was developed and rolled out in 2021 to enhance information management and reporting on partner achievements. UNHCR Syria is adapting the database to align with the launch of Global COMPASS in 2022 and further enhance monitoring and evaluation. A new module will verify, monitor and approve partner achievements against all indicators.

UNHCR Syria participates in the OCHA Task Force on population movement tracking and will be moving from an observer to member status in 2022.

In its lead role in the Protection and Shelter/NFI Sectors, UNHCR ensures effective information management tools and products that help strengthen planning, coordination and gap analysis and which include data disaggregated by status. The Sector promoted the centrality of protection in the yearly Syria HNO and contributed with a protection chapter covering issues such as civil documentation, housing, land and property issues, explosive ordnance, psychological distress, the safety of women and girls, and safety of children and family separation. The resulting HRPs contain the specific objective: "IDPs in last resort sites access lifesaving and sustaining humanitarian assistance and basic services." IDPs in informal settlements are identified as among those most in need of protection services and more likely to be faced with compounding vulnerabilities (for example, disability).

To promote effective data collection and analysis in **Iraq,** the National Protection Cluster NPC[30] developed a Protection Monitoring System at the community level, with 14 protection actors contributing. The NPC produced a comprehensive interactive dashboard updated bi-monthly with findings on protection concerns raised during Key Informant interviews, in addition to producing national and governorate-level fact sheets.

Protection Monitoring analysis is produced regularly (every two months) following data collection or on a need basis triggered by emerging concerns, for instance, in the case of sudden camp closures.

The protection monitoring and related analysis allow partners and the Protection Cluster to identify protection trends to inform the humanitarian response, protection programming (including HRP) and advocacy initiatives. The NPC regularly monitor partners' achievements through the ActivityInfo platform

Similarly, together with CCCM Cluster[31], the Protection Cluster[32] has developed a camp incident matrix and follow up survey to assess the protection needs of IDPs forced/coerced to leave camps or informal sites. The survey comprises a multi-sectoral assessment conducted remotely with families who depart camps, providing quick-turnaround data on their location, situation and needs – directly informing humanitarian response and advocacy efforts. This operational collaboration was complemented by joint advocacy and communication efforts by the two clusters, including the drafting of joint CCCM and Protection sitreps and briefing notes. The joint analysis promotes common and better-coordinated response interventions with partners. The strong collaboration between the UNHCR-led CCCM and Protection Clusters on the camp closure process demonstrated the importance and impact of joint approaches, including on the wider humanitarian response.

Further, the UNHCR-led clusters actively participated in and contributed to the Information Management Working Group (IMWG), Assessment Working Group (AWG), and Inter-Cluster Coordination Group (ICCG), and indicator definition and data collection for the humanitarian-wide assessment (i.e., the Multi-Cluster Needs Assessment) upon which the Humanitarian Needs Overview (HNO) analysis is based.

Close collaboration between the Shelter cluster and UN-HABITAT, through monthly, and later on quarterly data collection and analysis, informed coordination of efforts by both humanitarian and development actors involved in rehabilitating war-damaged structures. The Shelter cluster participated in the development and use of the Socio-Economic Vulnerability Assessment Tool (SEVAT) of the Cash Working Group as a requirement by its partners to ensure a principled evidence-based beneficiary selection process for any cash assistance.

UNHCR also enrols vulnerable IDPs, returnees and host families into ASSIST on a rolling basis through household vulnerability assessments as a way to continuously monitor the protection environment and to identify families and individuals in need of assistance and referral for specialized services. Return areas hosting populations most affected by the camp closures, as well as remaining camps and informal settlements that host some of the most vulnerable IDPs, were prioritized for ASSIST enrolments.

Honduras profiling study on internal displacement: The second profiling study on internal displacement in Honduras was published in 2019. Led by the Interinstitutional Commission for the Protection of Persons Internally Displaced by Violence (CIPPDV), with the support of UNHCR, National Statistics Institute, the Joint IDP Profiling Service (JIPS) and World Vision, the study provides data on the magnitude, causes, and impacts of internal displacement from 2004 to 2018. The detailed information obtained has been informing the UNHCR protection response to internally displaced persons from 2019 to the present.

In **Mexico,** the Chihuahua profiling exercise began in 2021 and is an ongoing process that will be completed in 2022. To date, the exercise has advanced with the first phase related to data collection in the field, applying over 1,200 surveys with internally displaced populations and host families or communities as respondents. The second phase which consists of a qualitative exercise will be conducted in 2022 with the support of civil society organizations, the government, the Joint IDP Profiling Service and UNHCR. In coordination with the Government, UNHCR and DIGESTYC carried out a pilot survey following IRIS in December 2021, as a first step to update the IDP profiling study of the country and improve the availability and quality of IDP data and statistics. A commitment has been made between authorities and UNHCR to have preliminary results in mid-2022. To ensure data driven analysis and responses, UNHCR progressively bolstered protection monitoring and needs assessments. Between 2019 and 2021, the Office organized 94 participatory assessments with internally displaced communities, people at risk of displacement, deportees with protection needs, refugees and asylum-seekers.

Khaled, 42-years-old is father of eight children, stands in the middle of the water that runs for the first time in an irrigation canal in Maskana, after being rehabilitated by UNHCR.

As a part of UNHCR Syria's strategy to support the returnees, IDPs, and host communities in strengthening their resilience increasing self-reliance, and enhancing livelihoods. **UNHCR has rehabilitated 20 km of the irrigation canals** in Maskaneh town and surrounding villages, Manbij sub-district, 100 km southeast of Aleppo, north Syria. After 9 years, it is the first activation of the channel after being out of service since 2012.

The project will irrigate more than 525 acres of arable land that were abandoned or transformed into rain-fed lands during the Syrian crisis. Cotton, wheat, sesame, and barley in addition to plenty of other yields can be planted to support thousands of people in improving their food security and livelihoods.

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VIII. SOLUTIONS TO INTERNAL DISPLACEMENT

The number of forcibly displaced people continues to increase worldwide, and internally displaced people represent the majority of the world's forcibly displaced, a trend that has continued over the past decade. The 2021 IDMC Global Report on Internal Displacement shows the scale of the problem, with over 59.1 million people living as internally displaced worldwide at the end of 2021. By the time this Report is released the numbers will have exponentially mounted including to new crisis.

Although safe from the immediate effects of conflict, many affected people remain disempowered recipients of humanitarian assistance for years and decades. The estimated economic impact of internal displacement was estimated at more than $21 billion globally in 2021. This includes the cost of providing every IDP with support for their housing, education, health, and security and accounts for their loss of income for one year of displacement. The COVID-19 pandemic has left devastating socio-economic impacts that may slow solution outcomes.

A durable solution is achieved when IDPs no longer have specific needs for assistance and protection related to their displacement and can exercise their human rights without discrimination based on their displacement. Support for durable solutions to internal displacement must begin at the outset of a displacement crisis.

As highlighted in UNHCR's submission to the UN Secretary General's High-Level Panel on Internal Displacement, UNHCR's advocacy, operational engagement and partnership approaches to unlocking solutions for IDPs focus on:

- improving understanding of IDPs and their solution needs;
- ensuring IDPs have a voice in planning and implementing solutions;
- responding to the increasing urbanization of displacement;
- access to housing, land, and property as critical factors for solutions;
- security and protection as essential factors for solutions.
- early engagement of development actors and effective transition; and the benefits of inclusion and the costs of exclusion.

COOPERATION FOR SOLUTIONS

UNHCR has continued supporting key significant regional coordination mechanisms/platforms to strengthen regional responses to forced displacement inclusive of internally displaced persons in Central America (MIRPS), Afghanistan (SSAR), and East Africa in partnership with the Intergovernmental Authority on Development (IGAD).

UNHCR is an active member of the UN Country Teams (UNCT) and the Humanitarian Country Teams (HCT) and shares updated protection analysis in the context of IDP Solutions, especially on protection risks in the event of return, reintegration and relocation. UNHCR is collaborating closely with stakeholders including UN agencies, international and local NGOs, as well as humanitarian and development partners. In support of the humanitarian-development-peace nexus, UNHCR contributes to the UN Sustainable Development Cooperation Framework 2021-2025 (UNSDCF) in different locations, aimed at reducing humanitarian needs, risks and vulnerabilities in the medium to longer term, whilst building synergies and complementarities with development, early recovery and resilience initiatives.

UNHCR supported the establishment of and co-led/chaired national solution coordination mechanisms and thematic specific working groups. For example, UNHCR supported the establishment of **National Durable Solutions Secretariat in Somalia** and is providing technical and financial support. UNHCR and UNDP co-chaired the national **Return and Reintegration Technical Working Group in the Syrian Arab Republic,** the **durable solution working groups in Afghanistan, the Central African Republic and Sudan,** the **solutions working groups in the north-east Myanmar,** and others. In Afghanistan, UNHCR leads the CCCM Working Group that coordinates and advocates for IDP solutions. In the Syrian Arab Republic, UNHCR co-chaired with UN-Habitat and NRC the HLP Technical Working Group established to facilitate a more systematic approach to identifying, understanding, and addressing HLP issues affecting IDPs, refugees and stateless persons.

This approach guides EU's International Partnerships (INTPAs) interventions in both refugee and IDP settings. UNHCR has cooperated with INTPA over the last years both through implementing EU Trust Fund-funded interventions in IDP settings, such as in **Mali, Niger's Diffa region and Somalia,** and through increased strategic cooperation on global, regional and country level exchanges on priorities for longer-term and solutions-oriented support for internally displaced persons, including through INTPA's country envelopes. **INTPA's Lives in Dignity Grant Facility,** launched in 2020 and in whose steering committee UNHCR participates, also addresses internal displacement, for instance in Niger.

The World Bank has refined its approach to internal displacement through the publication of "A development approach to conflict-induced internal displacement"[33], following 20 years of investments in IDP settings under the global poverty reduction umbrella. UNHCR supported the Bank's approach by peer reviewing and providing feedback to the World Bank Group.

In order to streamline this evidence-based approach, UNHCR teamed up with the World Bank to launch the **Joint Data Center on Forced Displacement** (JDC) in 2019. The JDC aims to improve the capacity of actors including governments, international organizations and NGOs to make timely and evidence-based decisions.

In addition, UNHCR collaborates with the World Bank, including in the context of informing its policy dialogues with specific governments. For example, in 2020, UNHCR supported the Bank's office in Burkina Faso with qualitative analysis which informed policy negotiations with the Government on more effective management of IDPs, the need to address accelerated urbanization of host cities due to IDPs' presence and a strategy for mid to long-term socioeconomic development opportunities for IDPs and their hosts. Up to USD 700 million was made available to the Government, with disbursements depending on progress made on the adoption and implementation of these agreed prior actions.

In **Colombia,** UNHCR implemented a joint resilience-building programme with FAO, PAHO and the NGO Action Against Hunger with funding of the EU Trust Fund in the Puerto Guzman municipality of Putumayo Department. A joint UNHCR-GIZ project with livelihoods, gender and civil status documentation components for IDPs in **Mozambique** has been developed in 2021.

In the **Democratic Republic of the Congo,** UNHCR and other humanitarian actors are collaborating with UNFPA, UNICEF, the Ministry of Justice, UN-Habitat and civil registration authorities on personal civil documentation and land title.

The **PROSPECTS partnership** between WB, IFC, UNICEF, ILO, UNHCR and the Dutch MFA (donor) aims to support livelihood opportunities and durable solutions for refugees, IDPs and host communities by supporting the integration of these communities into national governance systems. The joint project specifically targets education, livelihoods and (social) protection activities in eight different countries: Ethiopia, Kenya, Uganda, Sudan in the East and Horn of Africa and Jordan, Lebanon, Iraq and Egypt in MENA.

The Partnership aims to leverage each agency's comparative strengths, prevent duplication of implementations, and aims to improve sequencing of activities for overall efficiency. This is an effort to transform how UN/ WBG partners work together on future forced displacement issues and to influence national and global policy to better the position of refugees, IDPs and host communities.

The 7th Tokyo International Conference on African Development in 2019, initiated by the Government of Japan and attended by 53 African countries, adopted a "New approach for peace and stability in Africa" to strengthen judicial, governmental and legislative systems and to prevent conflicts. In this context, UNHCR has worked with JICA to support and build the capacity of IDPs, host communities and governments in **Bosnia and Herzegovina, Colombia, Serbia, and Sudan.** UNHCR has supported solution outcomes within its cluster roles, including through advocacy and guidance. For example, UNHCR in the context of the protection and CCCM clusters supported the development of guidance, advocacy and policy notes on camp closures, conversions of camps to settlements, voluntary return, IDPs' participation in elections, and solutions in Afghanistan, Myanmar, Somalia and in several other locations.

SUPPORTING GOVERNMENT LEADERSHIP, OWNERSHIP AND STRATEGIES

UNHCR worked with States to strengthen leadership and ownership and to generate political will, through capacity-building, technical assistance and facilitation through its catalytic role.

UNHCR drafted and adopted internal regional and national protection and solution strategies and supported the development and adoption of declarations and government-led national comprehensive solution strategies and related plans. Following a regional conference organized by the Government of **Cameroon** and UNHCR, the **Yaoundé Declaration** was signed, calling for concerted action to assist nearly 1.4 million displaced Central Africans, including IDPs. Signatories to the declaration agreed to establish a regional cooperation framework to improve protection and find solutions for people displaced by the crisis in **Central Africa,** with the support of the international community.

UNHCR supported the development of comprehensive national durable solutions strategies for **Somalia, South Sudan and Sudan** and provided technical support to the review and validation of the 2020-2022 Return, Reintegration and Recovery Action Plan in South Sudan, the development of the IDP inclusion, durable solution strategy and operation plan that was approved by the Government of **Ukraine** in 2021, and the implementation of the national strategy in **Myanmar.**

UNHCR works together with partners to promote inclusion of forcibly displaced people in national **social protection** systems, where possible and applicable. For example, in **Iraq** UNHCR has been leveraging opportunities to improve IDP integration in national social safety nets as part of the gradual transition from humanitarian support to long-term Government-led approaches. In **Ukraine,** options are being explored to scale up UNHCR's pre-crisis efforts in support of IDPs and ensure continued assistance where national authorities are unable to fully meet the needs of displaced people. UNHCR expects to further expand its activities in social protection in the coming years including support for IDPs inclusion.

ENSURING IDPS HAVE A VOICE

IDP participation is critical as it not only empowers the community, increasing the likelihood of achieving lasting solutions but is also an important element of prevention. UNHCR facilitated consultations with IDPs and host communities in the development of national comprehensive solution strategies and related plans. As part of the Steering Group on Internal Displacement, UNHCR facilitated and supported consultation with IDPs and their hosts on the draft UN SG's Action Agenda on internal displacement to ensure that their views were taken into account.

In all countries where UNHCR operates, it advocated for and facilitated/supported regular consultations with IDPs and their hosts in decision-making processes that affect them in general, as well as in the planning and implementation of projects and activities that support solution pathways and durable solution processes.

EXPANDING SOLUTIONS FOR IDPS THROUGH CASH ASSISTANCE

Cash assistance is often referred to as a modality used to meet basic needs amongst vulnerable populations. However, in UNHCR, cash assistance is increasingly used to enhance IDP solutions, serving as a vehicle for socioeconomic inclusion by enhancing financial inclusion, access to national systems and services, livelihoods opportunities and social cohesion.

Cash assistance of particular relevance to urban interventions has been enhanced through the development of rental assistance guidelines implemented in response to the crisis in the **Bolivarian Republic of Venezuela, as well as in Iraq, Libya, Mexico and Nigeria. In Afghanistan** and other shelter programme interventions, innovative cash and shelter approaches were developed to mainstream the use of cash-based approaches.

Habiba (55) is a widow and mother of five children and three grandchildren who escaped from Mafa to El-Miskin IDP camp Maiduguri, Nigeria with her husband and five children in 2016. Having lost everything in their home in Koshebe community, life became unbearable because they could not afford food, medical bills, and other basic needs. Due to the hardship, her husband decided to go to Taraba State, searching for greener pasture to feed the family. Unfortunately, he fell sick and died in 2017, and the burden of providing for the family now rested on her.

UNHCR and partner AUN provided her with a business start-up livelihood project, which enabled her to support the continuation of three grandchildren in school.

"My wish for my grandchildren, especially the girls, is for them not to become wayward but to get a good education and become medical doctors or teachers to serve and save our people and meet the needs of the family," she says

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Cash as a vehicle for financial inclusion

UNHCR is increasingly leveraging its cash assistance to promote financial inclusion and has facilitated IDP access to formal bank and mobile money accounts in such countries **as Iraq, the Democratic Republic of the Congo, Georgia, Ukraine and Yemen.** Efforts are ongoing to move towards full financial inclusion, including access to all financial services, for example loans that can be used for livelihoods. A key priority to increasing such good practice is to address the challenges around the legal and regulatory requirements mandating that an individual's ID is authenticated before accessing a mobile connection, bank account or mobile money wallet. Replacement of lost documentation for IDPs is also a key priority. In **Ukraine** for example, UNHCR liaised with State and bank offices to renew lost documents and thus re-established pension payments for vulnerable elderly persons. These efforts are stepping up as Ukrainians face increasing forced displacement.

Cash for return and re-integration

Cash assistance in UNHCR has long been used in the contexts of refugee return. However, following the humanitarian reform, UNHCR is increasingly supporting IDP return and reintegration through cash. In the **Democratic Republic of the Congo,** the majority of UNHCR's cash assistance targets IDPs and returning displaced persons. IDPs receive cash, construction materials and tools to reconstruct their homes. This is coupled with multipurpose cash transfers to allow households to respond to their basic needs during the reconstruction of their homes. This approach positively influenced the reintegration and return of IDPs to their hometowns. Since 2016, UNHCR has transferred some USD 200 million in cash to assist returning internally displaced populations.

Cash and social cohesion

Cash assistance helps to establish good relations between returning displaced persons and the local community, with the former contributing to the local economy with the money they receive. In countries such as the **Democratic Republic of the Congo, Ukraine and Yemen,** cash assistance has strengthened existing business relationships and created new ones, resulting in increased social cohesion. In some cases, where the cash is used for education, IDPs have highlighted that having the opportunity to pay schools and teachers themselves significantly improved their status in the community and their influence on their children's education.

Cash-Based interventions (CBI) are a cornerstone of UNHCR assistance programmes for IDPs in Yemen. UNHCR runs the fifth-largest cash operation globally and targets IDPs (UNHCR and Cash Assistance – Annual Report 2020).

In 2020, UNHCR supported 187,000 households – of 222,000 assessed – with a variety of cash assistance: Multi-Purpose Cash Assistance (MPCA) to meet basic needs; rental subsidy (RS) to ensure dignified living for families without shelter or facing imminent threats of eviction; and disbursements for families to face the hardship of winter; to cope with the impact of COVID-19; or as a one-off emergency response to specific needs.

Suriah Ali Al-Soufi, a mother of five children aged 34, is the sole caretaker of her family. Suriah was displaced from Sana'a at the beginning of the war in 2015, after the family house was damaged by an air strike, forcing her family to move to the south-western city of Dhamar.

"After the death of my husband in 2017, due to a severe illness, I felt myself under enormous pressure, but I knew I could not give up for the sake of my children. We needed a roof over our heads and food on our plates."

In 2020, she approached a Community Centre in Dhamar, run by a UNHCR partner, seeking assistance. Through UNHCR's standard socio-economic vulnerability assessment for CBI and due to her protection profile as a widow with five children, Suriah was assessed as eligible for multi-purpose cash assistance (MPCA).

"Since I had no permanent source of income, I immediately thought of two things" said Suriah, "food for my children and some material to set-up a more secure source of income". The MPCA – worth 110,000 Yemeni Ryals (some 170 USD) – allowed Suriah to meet her family's immediate needs, avoiding selling off personal belongings, pulling children out of school and sending them to work, begging on the streets, or eating just once a day – all common harmful coping mechanisms in Yemen.

Two-thirds of Yemeni IDPs report resorting to four of these mechanisms to cope – while in most countries, IDPs usually report resorting to two. It also enabled her to have a more predictable source of income, by purchasing raw material to produce perfume. Although the work is not very lucrative, it enables her to feed her children and has given her a sense of dignity and independence as a woman heading a household, a condition common for one in four displaced women in Yemen.

ADVANCING SOLUTIONS THROUGH UNHCR PROGRAMMING AND ADVOCACY FOR INCLUSION

Access to self-reliance opportunities appears to be an important driver of people's decisions to integrate locally, return/re-integrate, or resettle elsewhere. Limited livelihood opportunities in areas of origin, along with other challenges, can be a significant barrier to return. In protracted internal displacement settings, where second-generation IDPs do not consider returning to their place of origin, the priority is to better understand the obstacles and opportunities for IDPs to achieve durable solutions through local integration and settlement/integration elsewhere.

Efforts to promote self-reliance and resilience often also depend on secure access to housing and/or land. Protecting housing, land, and property rights is not only important to ensure adequate standards of living or property ownership: limited or no access to housing, land, and property can also affect a person's ability to exercise other rights. If these issues are not adequately addressed, they affect the conditions that promote return, sustainable reintegration, local integration opportunities, and peace and social cohesion. UNHCR therefore believes that protecting and promoting HLP rights is central to advancing durable solutions and preventing displacement. While UNHCR has a long track record of promoting and protecting the housing, land, and property (HLP) rights of refugees, internally displaced persons, and stateless persons, it is now placing a new emphasis on HLP as a core component of its solutions work.

UNHCR works with partners to enhance national and local response capacities and promote and create opportunities for durable solutions from the onset of displacement and protracted situations, including through operational engagement, promotion of access to and enjoyment of human rights, inclusion in national development plans/processes, systems and services. Area-based programming and integrated programming promote the sustainable integration or reintegration of people affected by displacement.

UNHCR supported peaceful coexistence by strengthening community-led conflict mitigation and resolution and social cohesion and peacebuilding in **Ethiopia,** engaging IDPs in peace processes in **Sudan and South Sudan** and building the capacity of relevant government agencies such as the Sudan Peace Commission through the Peacebuilding Fund projects.

UNHCR worked to improve the enabling environment for the economic inclusion of displaced persons, working with the government, local authorities, and humanitarian and development organizations. In **Iraq,** for example, UNHCR advocated for the inclusion of returnees in livelihood activities implemented by other actors such as UNDP, GOAL and IOM. In **Myanmar,** UNHCR contributed to the UN COVID-19 socioeconomic response framework in 2020, ensuring that affected people were included in recovery plans. In **Honduras,** UNHCR conducted a series of training sessions on "Engaging for inclusion: the importance of intersectoral coordination" with the private sector to ensure its participation in the IDP response and to sensitize private sector representatives against stigma in employment.

In the **Democratic Republic of the Congo,** building on the work with UNDP and the help of donor boost funding, a project was launched to broaden the inclusion and participation of returnees and IDPs in local development planning processes. UNHCR is also supporting the financial inclusion of IDPs through the drafting of a roadmap to advocate for access to financial services, as well as by organizing a workshop with local financial service providers to sensitize them to barriers and opportunities of access to financial services.

In **Honduras,** the Human Rights Secretariat (SEDH) is leading job placement and self-employment support for IDPs in the context of a partnership with UNHCR; 63 per cent of beneficiaries reported an increase in income three months after enrolment. This partnership contributes to the development of local capacities and promotes ownership of the solution response.

In **Afghanistan,** engagement with local partners resulted in the identification of marketable skills, and in enhancing access of IDPs to internships and vocational training opportunities. UNHCR has implemented solutions-oriented initiatives, both humanitarian and development in nature, ranging from cash assistance to the provision of in-kind goods, shelter and quick impact livelihoods projects for people of concern, including IDPs.

UNHCR has also engaged in advocating for an evidence-based inter-agency approach to durable solutions in the areas of land, documentation, access to social services, access to livelihoods and representation and participation in community-based decision-making structures. To leverage work being undertaken by humanitarian agencies to strengthen the sustainable reintegration, self-reliance and durable solutions potential for returnees, refugees, and IDPs, UNHCR has engaged strategically with key Government line ministries and development actors such as the World Bank, UN-Habitat, UNICEF, the Aga Khan Foundation, UNESCO, UNDP, ILO, FAO, UNIDO and various NGOs such as the Norwegian Refugee Council and the Danish Refugee Council around key thematic areas.

While working both at national and local levels, UNHCR has spearheaded various initiatives that have generated encouraging results with a potential to be scaled-up. UNHCR's Community-based Protection and Solutions Programme Response (Co-PROSPER) is firmly integrated into the above initiatives and build on the results achieved to date. Taking into consideration the scale of the crisis and the continued need to partner with humanitarian and development actors to respond to the complex challenges, UNHCR focuses on an area-based approach and evidence-based programming.

Co-PROSPER focuses on mitigating protection risks, both at the individual and community level, and adopts an integrated community-based approach to address the protection and solutions for refugees, returnees, and IDPs, while fostering social cohesion, peaceful coexistence and community resilience. In the context of Afghanistan, the aim of this approach is to ensure that UNHCR leverages available opportunities and resources to advance protection and solutions to forced displacement for all in a way that supports local protection systems. Further, by defining a mutually supportive and complementary set of actions for UNHCR within multi-stakeholder plans, the approach represents an integrated programming that promotes a robust and predictable response for returnees, IDPs, refugees and other persons of concern in an equitable manner creating opportunities to access local and national services and structures. UNHCR, in the context of tri-cluster leads, currently leads the process of developing the IDP return guidance note with an inter-agency approach to further explore solutions for IDPs by ensuring their safe, well-informed and voluntary return and creating conducive environment in the places of returns.

In **Colombia,** UNHCR implemented a durable solutions project for IDPs in nine informal settlements, including community empowerment, livelihoods and income generation, linking protection, prevention, legalization of settlements and infrastructure creation activities. 139 business start-ups were supported through access to technical assessment and seed capital.

In Myanmar, UNHCR facilitated the development of an HLP operational guide for northern Rakhine state, including through its membership in the UN Land Working Group and in collaboration with UNDP and others.

In Syrian Arab Republic, Yemen and Honduras, UNHCR participated in the establishment of dedicated HLP coordination structures, and in institutional capacity-building for the Government. UNHCR sponsored internal and external training and workshops on HLP at the global, regional and national levels. In the context of the broader urbanization agenda and HLP, UNHCR strengthened its working relationship with UN-Habitat through the signing of a global and country MOUs, the development of a global joint work plan, and collaboration with the NRC, IOM and others in the context of HLP areas of responsibility related to the three clusters.

Under the Durable Solutions Compact for North-Eastern **Nigeria,** UNHCR is implementing a pilot local integration and reintegration project in Adamawa State to facilitate access to services, durable housing, and livelihood opportunities for IDPs, refugee returnees and their host community. Framed as a durable solutions prototype, this pilot bears a significant housing, land and property component – mindful of the risks associated with insecure tenure.

The project offers several important lessons on the centrality of HLP rights in the implementation of a durable solutions strategy – highlighting key considerations for successful rollout in communal settings. In this regard, it is understood that the traditional system of land governance within the host community does not accommodate the individualization of tenure on the land, as rights are held in trust by the community's leadership.

With the above in mind, the UNHCR country operation is currently working closely with State and Local Government authorities to deliver a tenure arrangement that meets the requirements for the successful delivery of a durable solution, giving due regard for local social tenure relations in respect to land.

In **Ukraine,** UNHCR has worked with government agencies and banks to renew lost documents, for example, to restart pension payments for vulnerable elderly people. In this context, cash assistance helps build good

relations between returning IDPs and the local community, with the former contributing to the local economy with the money they receive.

In countries such as the **Democratic Republic of the Congo, Yemen, and Ukraine,** cash assistance has strengthened existing business relationships and created new ones, leading to greater social cohesion. In some cases, where cash is used for education, IDPs have emphasized that being able to pay for school and teachers themselves has significantly improved their status in the community and their impact on their children's education.

UNHCR is increasingly supporting the return and reintegration of IDPs through cash assistance. In the Democratic Republic of the Congo, much of UNHCR's cash assistance is directed at IDPs and returning IDPs. By providing cash for shelter, IDPs receive cash, building materials, and tools to rebuild their homes. This is coupled with multipurpose cash transfers to enable households to meet their basic needs while rebuilding their homes. This approach has had a positive impact on reintegration and return.

Since 2016, UNHCR has transferred approximately USD 200 million in cash to support returning IDPs and quadrupled the use of cash for livelihoods, expanding from 18 to 54 countries.

In **Yemen,** UNHCR is using cash-for-work to meet the immediate needs of IDPs while building their resilience. Through short-term employment opportunities, members of the target groups are involved in the local production of various goods, which are eventually returned to them in the form of aid. These activities will provide the cornerstone for a sustainable income opportunity for several families. If successful, they will eventually be able to sell their products to communities, reducing their dependence on humanitarian assistance in the long term, while contributing to peaceful coexistence and social cohesion between host and displaced communities.

Through UNHCR's continued collaboration with Better Shelter, a total of 250,000 affected persons are now living in IDP shelters. In line with UNHCR's commitment to engage decisively and predictably in situations of internal displacement, 100,000 of the individuals who received refugee housing units in 2019-21 were IDPs in ten different operations, including **Afghanistan, Burkina Faso, the Central African Republic, the Democratic Republic of the Congo, Iraq and Somalia.** UNHCR is providing durable shelters to support solution pathways in **Nigeria and Somalia.**

DATA AND EVIDENCE TO ADVANCE SOLUTIONS

UNHCR collects socio-economic data on IDP integration and wellbeing as a part of its efforts to measure advancement towards solutions.

In order to streamline this evidence-based approach, UNHCR teamed up with the World Bank to launch the Joint Data Center on Forced Displacement (JDC) in 2019. The JDC aims to improve the capacity of actors including governments, international organizations and NGOs to make timely and evidence-based decisions. With a focus on socioeconomic data, the JDC works with partners to improve the collection, analysis and sharing of quality data on forced displacement in line with international standards to support solution efforts.

UNHCR collaborated with JIPs and others on joint profiling for durable solutions and peacebuilding in Sudan. Profiling on the causes and impacts of displacement was conducted in Honduras.

To promote evidence-based programming in support of solutions, UNHCR also conducted a value chain analysis in Honduras to gather new data on productive sectors that could provide opportunities for employability or self-employment for persons of concern in priority areas of the country.

UNHCR contributes to the collection and analysis of IDP-related data, including through collaboration with the Internal Displacement Monitoring Centre, the Joint IDP Profiling Service (JIPS) and IOM, as well as through co-leading the Expert Group on Refugee, IDP and Statelessness Statistics (EGRISS).

UNHCR's Principal Advisor on Internal Displacement is serving as honorary Chair of IDMC's Advisory Group (2021-2023) supporting wider IDP data related initiatives, encouraging research instrumental to achieving solutions and for a better prepared future.

The results of the analysis will support constructive and strategic engagement between communities, institutions, and the private sector to promote additional livelihood opportunities and interventions that promote self-reliance and contribute to achieving solutions.

Spotlight: Internal Displacement and the Solutions Initiative for Sudan and South Sudan

Solutions for internally displaced people are a key component of the Solutions Initiative for Sudan and South Sudan.

Launched in October 2020 as a flagship activity of the IGAD Support Platform, the Solutions Initiative seeks to galvanize international support toward the early recovery and longer-term peacebuilding and resilience needs of over seven million internally displaced people, refugees and returnees as well as their host communities in the two countries.

This Initiative aligns with the aims of the IGAD Nairobi Declaration, an agreement by IGAD member countries to pursue comprehensive regional approaches to deliver durable solutions for refugees while also maintaining protection and promoting self-reliance in countries of asylum.

Under the Solutions Initiative, UNHCR has worked with IGAD and other partners to advance frameworks for comprehensive solutions for refugees, IDPs and returnees. National solutions strategies have been adopted across the humanitarian, development and peace nexus, building on the provisions for the displaced contained in the two countries' respective peace agreements.

Ambassador Mohamed Abdi Affey, the UNHCR Special Envoy for the Horn of Africa was appointed by the High Commissioner in 2018. Ambassador Affey advocates for continued international protection and increased inclusion of refugees in the countries they reside in, as well as for more global investment in the region. He also regularly engages directly with IDPs regional governments and political institutions, as well as the greater international community.

Below Ambassador Affey has shared a few reflections on how solutions for internally displaced people have been advanced through the Solutions Initiative for Sudan and South Sudan.

"How many persons are internally displaced within Sudan and South Sudan?"

There are today more than 3 million persons internally displaced in Sudan, including in Darfur, Khartoum, the White Nile region, and the Kordofan States. Internally displaced people are also located in Kassala, Gedaref, the Blue Nile and in smaller pockets elsewhere in the country.

There are more than 2 million persons internally displaced in South Sudan. Most IDPs are currently staying in Central Equatoria, Unity, Upper Nile and Jonglei states. Large-scale fighting in Central and Southern Unity and inter-communal clashes in Eastern Jonglei and South-Eastern Upper Nile have forced people to flee to less populated areas and away from basic services.

How are internally displaced people included in the South Initiative for Sudan and South Sudan?

The Solutions Initiative is a government-led whole of society approach. IDPs benefit from the holistic strengthening of the services around them. Important interventions are underway currently to strengthen legal, institutional and policy frameworks, to enhance protection, social cohesion, security and rule of law, and to support community-driven area-based programmes aimed and building resilience by supporting education, health, WASH and livelihoods, Housing, Land and Property and environmental rehabilitation. IDPs benefit from this programming directly, including enabling a safe return to their place of origin or local stay should they so choose.

Are there any IDP-specific aspects of the national plans which you would like to cite?

I am pleased to share that solutions for internally displaced people are central features of both the South Sudan and Sudan national plans. Indeed, from the beginning emphasis has been placed upon consulting with the internally displaced populations, and the communities that host them, in the design of the national strategies. The South Sudan strategy, as an example, has several priority actions to support both persons who wish to return home, and those who chose to stay at locations to which they have fled. Indeed, return and local stay are prominent features of the strategy, embedded within the interventions to promote peacebuilding reconciliation and healing, provide basic services, enhance government institutional capacities, and other areas.

I am equally inspired by the Sudan strategy, which has a dedicated vision for IDP solutions, in furtherance of the Juba Peace Agreement. There is a clear vision of a peaceful, stable, and developed Sudan where IDPs, returnees, and refugees and the communities hosting or receiving them can find solutions to ending displacement and lead safe, prosperous, and dignified lives with no one left behind as well as enjoy their human rights without discrimination or marginalization.

What is next for the Solutions Initiative?

The Solutions Initiative has made good progress, and we remain committed to continuing to prioritise delivering solutions for Sudanese and South Sudanese peoples. We have a roadmap; now we must work together to show the world that to invest in this process is to light a candle for enduring peace, sustainable return and a hopeful future for the people of South Sudan and Sudan. “

A child paddles home from school in a canoe in Old Fangak, South Sudan. While the wetland region has always been prone to heavy rains and flooding, residents say the patterns shifted sharply four years ago. Record rainfall in the past three years in the Upper Nile region, and flooding upstream in other countries, have drowned the lands where residents once raised goats and cultivated sorghum and groundnuts.

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IX. CLIMATE CHANGE

The climate crisis is already amplifying vulnerability, driving displacement and making life harder for those already forced to flee.

A sobering pattern came into ever sharper focus: the interconnectedness of climate change, poverty, food insecurity, conflict and displacement. More and more people – invariably those who contribute least to climate change and are least equipped to adapt to it – are searching for safety and security in the face of climate-related threats.

Contrary to common belief, the majority of those displaced in the context of climate change and disasters remain within their countries of residence. Hazardous weather events alone have triggered an annual average of some 23 million internal displacements over the last decade.[34]

At the same time, those already displaced inside their countries are disproportionately exposed to climate and environmental risks, and often lack access to the resources needed for sustainable, climate risk-informed solutions to their displacement. Without investment in adaptation, the risk of recurrent, cross-border and protracted displacement increases, along with associated impacts on impoverishment, inequality and instability.

UNHCR is working in some of the most fragile contexts where conflict and climate vulnerabilities meet, where millions of people are displaced and in urgent need of assistance, protection and solutions. The organization is strengthening its operations to meet the humanitarian and protection needs exacerbated by the climate emergency, ranging from preparedness and response to disaster-related displacement to the implementation of environment friendly programmes that protect people and the environment, to enhancing the resilience of both displaced and host communities to climate shocks.

CLIMATE CHANGE AS A RISK MULTIPLIER FOR DISPLACEMENT

The latest report of the Intergovernmental Panel on Climate Change (IPCC), "Climate Change 2022: Impacts, Adaptation and Vulnerability"[35] has reaffirmed the strength of evidence to support what we have already been witnessing: in the mid to long-term, climate change is contributing to humanitarian crises and will increase displacement.

Seventy per cent of those internally displaced by conflict and violence come from countries on the frontlines of the climate emergency,[36] where climate change impacts are ramping up multiple challenges to people's safety, security and dignity, such as poverty, sustainable access to food, water and livelihoods, and pressures on peaceful coexistence. Under crisis conditions, people are being forced to flee their homes – not as a choice, but as a matter of survival.

In Africa's Sahel region, where temperatures are rising 1.5 times faster than the global average, the climate crisis is exacerbating competition for water and other resources. Water levels in Lake Chad have decreased by as much as 95 per cent in the past 60 years, and simmering disputes between herders, fishermen and farmers over scarce water resources in Cameroon's Far North region[37] flared into violence in December 2021. The resulting clashes drove at least 100,000 people from their homes, both internally and into neighbouring Chad. In Burkina Faso[38], some of the worst violence and displacement have occurred in the poorest, most drought-affected areas where armed groups have exploited tensions over access to dwindling water sources and shrinking arable land. In Niger, adverse impacts of climate change and environmental degradation were frequently mentioned as drivers of displacement by IDPs and refugees alike. Among the most frequently cited impacts were unpredictable rainfall, land degradation, depletion of wood resources, recurrent heat waves, and chronic food insecurity. Many IDPs in the Diffa region explained that devastating floods in 2020 had destroyed their homes and threatened their lives, forcing them to seek shelter away from riverbanks, leaving them without access to livelihood opportunities.

CLIMATE CHANGE AND DISASTER DISPLACEMENT

Disasters brought on by hazardous weather events, made more likely by slow-onset climate impacts, internally displace millions of people every year – including many in fragile and conflict-affected contexts. In 2021, conflict, violence and disasters triggered 38 million internal displacements across 141 countries and territories.[39] Disasters triggered more than 60 per cent of the total internal displacements, nearly 24 million. More than 94 per cent of these were the result of weather-related hazards such as storms and floods.[40]

Closer look: Mozambique[41] – In the first quarter of 2022, Mozambique was battered by five tropical storms and cyclones along its northern coastal areas. These affected thousands of families, including refugees and people internally displaced by ongoing violence in the northern province of Cabo Delgado. Tropical Cyclone Gombe alone, which made landfall in Nampula province in March, forced tens of thousands of people to flee in search of safety.

UNHCR has been responding in areas affected by Gombe and other storms, including by providing shelter and household kits to affected communities, and conducting repairs to schools, health clinics and other key infrastructure. Among those affected were refugees living in Maratane refugee settlement, where, where 80% of shelter and infrastructure were destroyed.

Climate change is increasing the frequency and intensity of weather-related hazards, and the affected communities frequently have less time to recover in between shocks, impacting their ability to cope and remain resilient. Gombe is the strongest storm to strike Mozambique since Cyclones Idai and Kenneth wreaked havoc in the spring of 2019, displacing some 2.2 million people. The relentless number of shocks in past years have contributed to depleting community resilience and halting the path to recovery.

Slow-onset adverse effects of climate change can also reduce people's resilience and force them to move. In early 2022 thousands of people were internally displaced by severe drought in Somalia following three consecutive failed rainy seasons that decimated crops and livestock. People's coping mechanisms have been eroded, forcing thousands to flee their homes in search of humanitarian assistance including food, shelter and safe drinking water. UNHCR's emergency response prioritizes immediate life-saving interventions, including health and nutrition integrated services, emergency shelter/NFIs, and provision of water supply, in particular addressing life-saving and protection needs in refugee and IDP settlements, and for new arrivals.

While hazards are natural, disasters are not. Disasters encompass social, political, environmental, and economic factors and are largely determined by the choices we make.[42] The result of a natural hazard like a cyclone depends on how exposed and vulnerable the impacted population is, as well as how robust the governance capacity is to prepare, respond and rebuild.[43] Increased support for preparedness and adaptation in climate-vulnerable regions can contribute to reducing risk of disaster, crisis conditions and displacement.

UNHCR in disaster situations: To protect displaced people, displacement must be better prepared for and its impacts both minimized and addressed. UNHCR is committed to decisive predictable engagement in line with its IDP policy, which commits UNHCR to engage not only in conflict situations but also to contribute to any inter-agency response to disaster-induced internal displacement, taking the lead on protection, whenever the three criteria of field presence, a government request and inter-agency agreement are met. UNHCR proactively engages with governments and partners to identify climatic and other hazards, assess risks and support preparedness actions. UNHCR is guided by its lead agency commitments in the Global Clusters for Protection, Shelter and CCCM in humanitarian crises, including those brought on by natural hazards and exacerbated by the adverse consequences of climate change. In 2021, UNHCR assisted people internally displaced in the context of disasters and climate change, including in Afghanistan, the Democratic Republic of the Congo, Mozambique and the Philippines.

The evaluation of UNHCR's response to Cyclone Idai in Malawi, Mozambique and Zimbabwe sparked considerable internal reflection on the organization's disaster response. UNHCR now has the lessons learned and recommendations that are needed to strengthen its capacity to respond and protect in line with its mandate and existing obligations. In order to improve the predictability of UNHCR's engagement in emergencies brought on by climate change and other natural hazards, UNHCR's "Policy on emergency preparedness and response" is undergoing significant revision. Risk analysis and preparedness mechanisms and tools have been reviewed to incorporate environmental considerations.

UNHCR also developed practical guidance for staff on IDP protection in the context of disasters and climate change. The guidance primarily aims to help UNHCR operations prepare for and deliver protection responses to internal displacement in the context of disasters and climate change. UNHCR also works to ensure that specific protection concerns in disaster situations are addressed and IDP protection considerations are integrated into the national disaster risk management planning and response.

INTERNALLY DISPLACED PEOPLE – ON THE FRONT LINES OF THE CLIMATE EMERGENCY

70 per cent of people internally displaced by conflict or violence are displaced in highly climate vulnerable countries[44]. They are often displaced to areas where they are exposed and vulnerable to climate-related hazards, without the resources and capacity to adapt to an increasingly inhospitable environment.

In Burkina Faso, the majority of the over 1 million people internally displaced both come from and settled in the drought-hit Sahel and Centre-North regions. In camps and settlements, in particular, a disaster can result in further displacement and risk perpetuating a spiral of vulnerability and risk.[45] This can be seen in Syria – in January 2022, over 5,000 Syrian IDPs living in camps were displaced once again due to snowstorms in Aleppo and Idlib, which destroyed 935 tents. Flooding in the north of the country has impacted IDPs numerous times in the past years, forcing people to move repeatedly.

Furthermore, aggravated by climate variability and recurring droughts, land degradation continues unabated in many regions, such as the Sahel, largely due to the intense pressure from rapidly increasing populations, overexploitation of natural resources and unsustainable water and land management practices. To meet these compounding challenges, ensure protection and build resilience, displaced and host communities require access to financial, technical, and institutional resources that address the climate and environmental risks in their context, as well as longer-term climate risk-informed solutions to their displacement.

Closer look: South Sudan

In the last two years, South Sudan has been experiencing the worst floods in living memory. These have led to immense suffering due to submerging of farmlands and pastureland, destruction of ecosystems, destruction of infrastructure, environmental and natural resources degradation, pollution of water and destruction of clean drinking water facilities. In addition, there have been serious displacements that have in turn led to the movement of populations and deadly conflicts between communities across South Sudan. About half of the 1 million South Sudanese affected by floods in 2020 were displaced, impacting communal tensions and violent conflicts with host communities in Equatoria and Upper Nile.

Displaced and host communities have been hard hit by floods, which not only destroyed livelihoods and displaced people but also posed increased challenges to humanitarian interventions as they submerged dry land and destroyed infrastructure.

The impact of climate change on populations across South Sudan has prompted calls for a change in the way humanitarian assistance is delivered. While it is important to continue to deliver emergency response in the form of basic services, the nature of these disasters requires humanitarian agencies to work with partners and communities and engage development actors to build climate change adaptation.

It is essential to enhance humanitarian delivery-based infrastructure[46] to aid the smooth delivery of humanitarian basic services during disasters, as well as helping communities to become resilient to these climate shocks. This can be in the form of support for climate-smart agriculture, climate information and early warning systems, identification and use of drought and flood-tolerant seeds, literacy programmes, skills training programmes, and small business support, among others.

UNHCR'S RESPONSE TO IDP PROTECTION IN THE CLIMATE EMERGENCY

In 2021 UNHCR set out its response to the global climate emergency in a "**Strategic Framework for Climate Action**"[47], which tackles the challenges under three pillars for action: 1) Law and policy – promoting protection for those forcibly displaced by the effects of climate change; 2) Operations – building resilience and protecting the environment on the frontlines of the climate emergency, and 3) Greening UNHCR – reducing UNHCR's environmental footprint across its 540 offices and supply chains.

UNHCR supports research, provides technical assistance and works with governments and partners to catalyse international action and ensure the correct application of laws and policies for displaced people in the context of disasters and climate change. UNHCR also supports governments in the development of relevant legal and policy frameworks, such as Mozambique's "Policy and Strategy on Internal Displacement Management", which was adopted in August 2021.

As a member of the Warsaw International Mechanism for Loss and Damage's Task Force on Displacement under the UN Framework Convention on Climate Change, UNHCR supported the Parties' consideration of policy and measures to avert, minimize and address climate-related displacement at COP26, where the High Commissioner implored States to take action and highlighted the particular plight of displaced people in a changing climate.

With regards to operations, UNHCR has been enhancing programmatic responses to better mitigate environmental and climate risks in displacement settings, such as floods, landslides, heat waves and droughts. To fully flesh out its approach to integrating the Strategic Framework in its operations, UNHCR launched the "Operational strategy for climate resilience and environmental sustainability 2022-2025", focusing on incorporating environmental considerations and risks in preparedness activities, operational responses and supply management. It aims to decrease the environmental footprint of displacement responses while enhancing climate resilience, particularly in sectors such as settlement planning, shelter, WASH and energy. 2021 saw the launch of the Refugee Environmental Protection (REP) Fund, a sustainable financing mechanism investing in larger-scale refugee and host community reforestation and clean cooking programmes while registering them as verified carbon credits. In 2021, four operations expressed their interest in joining the REP Fund.

Closer look: building resilience in the Sahel

In Burkina Faso, UNHCR is helping internally displaced families to be better prepared for severe weather by reinforcing existing shelters, providing emergency shelters and advocating for the relocation of families living in flood-prone areas to safer places. In addition, there are plans to build more durable shelters that are better suited to the local climate using traditional construction materials. Gas is also being distributed to limit the impact on the local environment caused by the collection of firewood.

A six-hectare garden project in Ouallam, Niger, brings the displaced and host communities together to grow vegetables which improve their diet, provide a source of income and contribute to peaceful coexistence. The garden uses climate resilience approaches such as real-time meteorological data and drip-irrigation systems to minimize evaporation and preserve scarce water resources. By cultivating a large swathe of formerly degraded land near the town and planting trees, the project contributes to adaptation and contributes to the effort against the desertification that threatens large parts of the country.

In South Sudan, in both Old and New Fangak, UNHCR camp management has formed dyke committees (equal numbers of men and women) who have been provided with the necessary tools and trained on how to maintain the dykes. The organization is also working with partners to identify less flood-prone areas in the flood-affected communities for relocation. This requires working with partners to provide security and necessities and developing the communities' capacities to engage in normal livelihood activities in their new areas. Further work with partners facilitates the provision of land for the displaced persons to stay and engage in livelihood activities, setting up meteorological stations for drought and flood early warning, and peacebuilding activities.

Woman watering crops in Ouallam, Niger. The site is shared by refugees, IDPs and local people from Ouallam, with **livelihood support provided by UNHCR.**

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SOLUTIONS IN A CHANGING CLIMATE

Severe climate impacts threaten the cornerstones of durable solutions by rendering areas of return and of local integration too dangerous to live in or too fragile to support large populations.

In certain regions of Afghanistan, IDPs have begun to return to their hometowns, where active conflict has subsided since the events of August 2021. For example, tens of thousands of IDPs have returned home to former battleground districts in Helmand[48] and elsewhere, but they face tremendous challenges in rebuilding and crippling food insecurity, largely due to drought. Irrigation canals have dried up and crusts of salt cover many fields. The start of 2021 finally brought rain, but in such large quantities that it caused flash flooding in both Helmand and neighbouring Kandahar, washing away homes and fields. Families cannot afford to buy enough food and those who return in the summer and fall of 2021 will have to wait until the spring before they can start farming, and only then if the current drought eases.

If climate impacts are not adequately considered in repatriation and local integration strategies, IDPs may be again put in harm's way and at risk of further displacement, furthering the challenge of preventing and resolving cycles of vulnerability, crisis and displacement.

Good practice example:

The sustainable return of IDPs and refugees to their villages is key for peace and development in Darfur and is the objective of a multi-partner project led by UNHCR in West Darfur under the Peacebuilding Fund (PBF). Durable solutions for IDPs and refugees require the resolution of land disputes to facilitate people's ability to return to their land. In order to address some of the underlying obstacles to return, the PBF project launched in 2020 includes the development of Land and Natural Resource Management Plans to support just and equitable allocation and access. These plans will be informed by environmental fragility assessments in order to identify appropriate adaptation and mitigation measures, e.g., changes to crop production or agricultural methods, infrastructure support, water holes, irrigation systems, and tree planting schemes. Implemented in what is considered a protracted displacement crisis, the project aims at linking durable solutions and the impacts of climate change on resources and land disputes to the rule of law and a longer-term development perspective, which altogether will play an enabling role for a broader contribution to sustainable peace in Sudan.

Much displacement and suffering can be avoided or minimized with greater and urgent support to preparedness and adaptation, particularly in the most climate vulnerable and fragile countries and communities.

To protect displaced people, displacement must be better prepared for and its impacts both minimized and addressed. Increased action and support are particularly needed for measures to avert, minimize and address displacement in the most climate vulnerable countries and communities, based on their specific needs.

For the protection of displaced communities, and to strengthen the possibility for durable solutions, there is a need to scale up adaptation financing and support to climate action where displaced people take refuge, or hope to safely return to following their displacement, especially persons living in unstable and hard to reach areas.

Preparing for and addressing these challenges requires an urgent collaborative effort, informed and enabled by the latest science and technology. Both within and outside the UN system, UNHCR collaborates with a broad and growing range of partners to mobilize the capacity, resources, knowledge and influence required to meet current and future protection challenges from the climate emergency and to achieve collective outcomes and impacts at scale.

Research Partnerships for Action

In support of the United Nations Integrated Strategy for the Sahel and the work of the UN Special Coordinator for Development in the Sahel, UNHCR facilitated an inter-agency predictive analytics project in the **Sahel**[49] to enhance coordination on data and strengthen preparedness for the growing and interconnected risks. It brought together a global consortium of leading academic institutions working on the nexus between climate change and other megatrends as contributing factors for new or exacerbated vulnerabilities, food insecurity, conflict and potential displacement. A synthesis report will be published in 2022.

Deputy High Commissioner Kelly Clements addresses students at Dasht Kahdistan Primary school in Herat during a four-day visit to Afghanistan in June 2022. The school was built by UNHCR in 2020 and benefits a community of 18,000 people, including about 5,000 displaced by conflict, mainly from the provinces of Badghis, Faryab and Ghor, as well as 3,400 returned refugees.

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X. PROGRAMMING FOR INTERNAL DISPLACEMENT RESPONSE

UNHCR has embarked on a transformative initiative to enhance its capacity to deliver and report on results and launched in 2021 its new results-based management approach. At its core is the move to multi-year planning that facilitates long-term strategic thinking and strengthens the engagement of country operations with national and United Nations inter-agency development processes, which are normally of a multi-year nature. Strengthened engagement with partners and stakeholders is also a key feature of the new approach.

Under the new approach UNHCR operations, including those involved in IDP response, now develop three to five-year multiyear strategies encompassing the full spectrum of the organization's operational engagement, including humanitarian response, advocacy and capacity development, inclusion and transition toward solutions. Each operation determines the duration and timing of their strategies in consultation with key stakeholders, including host governments, and taking into consideration the cycles of national and system-wide planning processes, such as the United Nations Sustainable Development Cooperation Framework (UNSDCF), and the Humanitarian Response Plan.

UNHCR has undertaken to introduce the new multi-year planning process in a phased manner over a three-year period, starting in 2022. All operations including those in IDPs context will have transitioned to multi-year cycles by 2024. This staggered approach will allow the scaling up of support and quality assurance capacities and will facilitate the alignment of operations' programming cycles with national and system-wide planning processes.

As part of the new results-based management approach, UNHCR adapted its results structure to focus on results rather than programming based on budgetary pillars. That structure required operations working with several population groups (refugees, IDPs, stateless persons and returnees) to "artificially" develop parallel programmes

for each group, making it difficult for operations to focus on long-term results and solutions, including for host communities. Furthermore, the previous pillar structure did not facilitate UNHCR's protection and solutions orientation to engage adequately across humanitarian and development systems, whose programmes are usually articulated around results areas.

UNHCR has introduced a Global Result Framework and restructured its programme around impact and outcome results areas. The impact areas translate UNHCR's mandate in programmatic terms and capture the main changes in the lives of persons of concern to which UNHCR contributes. They are: i) attaining favourable protection environments; ii) realizing basic rights in safe environments; iii) empowering communities and achieving gender equality; and iv) securing solutions.

To allow for coherent aggregation of data on results and financial information, and to enable closer links between the tracking of results and programmatic and resource allocations, UNHCR has developed a budget structure to be aligned accordingly. As relevant for IDP engagement, the impact areas thereby provide a common structure to organize plans, budgets and programmatic reports. Information gathered through results monitoring will help the organization demonstrate better how it is making a difference in the lives of the persons it serves and allow it to make programmatic and financial decisions to improve effectiveness and efficiency.

Through a more specific definition of the populations targeted through the different programmes, as well as through strengthened disaggregation of indicators, UNHCR has improved its capacity to gather information and report on results achieved for the different populations it serves, including internally displaced persons.

KEY CHANGES AS RELATED TO INTERNAL DISPLACEMENT

1) **Multi-year strategic programming cycle:** Country and multi-country offices manage operations through three to five-year strategies based on situation analysis and encompassing the full spectrum of UNHCR's operational engagement, including in humanitarian response and cluster coordination, advocacy and capacity building, inclusion and transition towards solutions, development, and peace.

2) **A simplified and contextualized results chain and a global results framework:** Each operation develops a context-specific results framework as part of its strategy that is linked to the global results framework. The context-specific results framework consists of three levels – Impact, Outcome and Output. For each level of results, an operation defines its context-specific results statements and articulates the desired changes identified jointly with partners and stakeholders (impact and outcome) as well as what the operation intends to deliver to contribute towards those changes (output). Operations then link their impact and outcome statements to global results areas in the global results framework to allow aggregation of results and financial data, including on internal displacement. In addition, to impact areas and outcome areas, UNHCR's global results framework includes enabling areas which encapsulate UNHCR's management work and results.

3) **Measuring results:** Core Indicators defined for each of the global impact and outcome areas enable UNHCR to monitor and showcase globally the positive changes in the lives of people we work for to which UNHCR, along with partners and stakeholders contribute. They also support UNHCR's IDP advocacy efforts for the wellbeing of IDPs, refugees and stateless populations. Core impact indicators, disaggregated by age, gender and diversity, measure changes over time. Core outcome indicators support the analysis of the evolution of the operational contexts for displaced and stateless communities. The core impact indicators are mandatory for all operations, and operations are also expected to monitor and report on core outcome indicators associated with the outcome areas in which they choose to engage. These indicators replace the Global Strategic Priority (GSP) reporting as of 2022. In addition to the core indicators, operations can develop their own indicators to support context-specific evidence building for monitoring progress and reporting. In order to facilitate this, a set of good practice indicators is available in the COMPASS tool to select from. These are standard indicators identified by technical divisions, that are well accepted and utilized, and which have proven feasible, measurable and useful to enable operations to capture meaningful data. They are not necessarily IDP specific but have proven useful in practice.

4) **Budgeting:** In COMPASS, UNHCR's budgeting and resource allocation approach is based on a multi-year strategic horizon as well as the global results framework. As with the programme presentation, UNHCR's budget is structured around results areas. Operations define high-level resource requirement plans for the duration of their multi-year strategies. Resources, however, are confirmed and allocated on an annual basis. In order to support context-specific strategy development, including the choice of strategic duration by operations, the submission of UNHCR's programme and budget proposals to the Executive Committee has changed from a biannual to an annual cycle.

5) **RBM Software:** the COMPASS platform is the planning, budgeting, results monitoring and reporting software, available to operations, bureaux, headquarters divisions and entities to submit their multi-year or interim strategies. It is also now used in internal displacement settings.

Resource Allocation The allocation of resources remains strongly decentralized to its seven Regional Bureaux and UNHCR Representatives in country and multi-country offices retain the authority to allocate resources to the priorities defined in their plan and programme, taking into account donor earmarking. They are also accountable for using the resources to achieve the planned results. During the implementation planning, Representatives plan for the breakdown of the budget among pillars. During implementation, Representatives may reallocate resources among pillars with the Bureau Director's approval. The principle of equitable programming among UNHCR persons of concerns should guide resource allocation. With this in mind, Representatives and managers in operations are receiving guidance on resource allocation for IDPs situations. In particular, they should ensure that the resources allocated in IDP situations align with the UNHCR's operational footprint, especially in protection, CCCM and shelter/NFI, the areas for which UNHCR has global cluster leadership and acts as the 'provider of last resort.' This will require a strong involvement in the inter-agency environment and in-depth understanding of the resources allocated by the other actors to identify the thematic and geographic areas to be prioritized. In light of the critical importance of coordinating the response in line with UNHCR's IASC obligations, Representatives are also advised to allocate adequate resources for coordination of the three clusters that UNHCR leads.

In countries with mixed populations, equitable resource allocation among the different populations should be considered by the Representatives based on criteria related to vulnerability and not exclusively status, taking into account the level of engagement of other actors and where UNHCR limited resources will have the most impact, as well as donor earmarking.

AREA-BASED PROGRAMMING

As per our commitment to work across the full spectrum of forced displacement and to promote socio-economic inclusion of refugees, IDPs and stateless persons, UNHCR has undertaken in recent years to maximize opportunities for integrated programming and respond through area-based approaches that are inclusive of all relevant population groups in a given operational context. This includes situations where these populations (e.g., IDPs, refugees and asylum seekers, returning refugees and IDPs), and/or with host communities live together in a specific geographical area, usually corresponding to administrative boundaries, where there is a high level of needs requiring a multi-sectoral and multi-stakeholder response.

The ultimate aim of area-based approaches is to ensure that UNHCR leverages available opportunities and resources to advance protection and solutions to forced displacement for all in a way that supports local protection systems.

Community Support Projects (CSPs) were established in Darfur last year to enhance reintegration, peacebuilding, and social cohesion in return areas by ensuring that community infrastructure, basic facilities and services, and support to community empowerment, are in place, against priorities identified by the community.

With funding from UN CERF, IDP returnees were trained on various **livelihood skills including handicrafts, clothes-making, food processing as part of Community Support Projects (CSPs)** in North Jebel Marra Locality in Central Darfur.

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SOME COUNTRY EXAMPLES

At the end of 2021, UNHCR's operation in **Burkina Faso** has elaborated a road map for the implementation of area-based programming using the localization agenda and the tri-cluster synergies as leverage. It is formalized through a "Roadmap for the implementation of the zonal approach using our tri-cluster capabilities and localization within the UNHCR operation in Burkina Faso". This is specifically focussed on the humanitarian, development and peace nexus and as well on emergency areas. In **Burkina Faso** and **Ethiopia,** IDPs have been included in the Results Monitoring Surveys (RMS) pilots. The RMS are household-level surveys that facilitate and harmonise monitoring of UNHCR's survey-based impact and outcome level indicators. They help measure changes in the lives of persons of concern in terms of safeguarding their rights and their well-being. Different methodological approaches are being tested in these two pilots, and lessons learned will inform further scale-up of the RMS to other operations.

By virtue of the tri-cluster approach adopted as a modus operandi and as a partnership strategy, UNHCR operation in **Yemen** was often able to pursue an area-based approach, where protection, shelter and CCCM activities implemented by a local partner mutually reinforced their impact. On protection, interventions through community centres, mobile units, activities for the well-being of children, have been offered to internally displaced but also to individuals of the host communities.

While mainly targeted to vulnerable IDPs, socio-economic vulnerability assessments feeding into cash eligibility have also included a 20 percent of beneficiaries from local communities, to reinforce a "do not harm" approach. Quick Impact Projects, largely implemented in areas hosting IDP sites (e.g., small infrastructure repair, rehabilitation of communal spaces), benefitted communities hosting IDPs as well.

In **South Sudan,** reclassification of the IDPs Protection of Civilian Sites (POC) to IDP settlements with decreased assistance from UNMISS has resulted in an increase in the number of IDPs returning to their places of origin. UNHCR advocates for implementation of ABA to facilitate a holistic protection and solutions response to these population groups, realization of which is a complex, multi-faceted process.

The Area-Based Assistance (ABA) project establishes a forum to advocate for and build relationships with communities, government and other stakeholders to simultaneously address human rights, humanitarian, development, reconstruction and peacebuilding challenges in a manner that allows flexible and adaptive approaches to program design and coordination; and act as a building block to similar initiatives in 2022 and beyond. The ABA project also complements the recently funded data management project. The data project enables credible protection data and analysis through joint multi-agency tools for community assessment.

In mid-2020, the UNHCR operation in **Iraq** designed the Area-Based Programming for Protection and Solutions (A2PS) approach to address this current reality and to systematically respond to and mitigate protection risks while enhancing the solutions framework and fostering social cohesion among communities, including the host communities. A2PS projects consist of a set of interventions that are geographically based in specific areas, conceived through participatory project management methods and multi-sectoral in nature. They are aimed at contributing to available solutions, especially local integration and re-integration in areas that may be hosting refugees, IDPs, IDP returnees and host populations. These interventions contribute to the development of the local areas through construction or rehabilitation of infrastructure and reviving social services, while enhancing social cohesion and peaceful co-existence.

By end of 2021, , UNHCR had mobilized local authorities and partners in three IDP/IDP-return areas (Al Qaim in West Anbar, Al Shirqat in Salah al-Din and Sinjar-Ba'aj in Ninewa) to identify and implement holistic and multi-sectoral projects that included enhanced protection services (including legal assistance and civil documentation) and construction or rehabilitation of infrastructure (schools, health centres, civil affairs department offices, water treatment plants, electricity lines) to enhance the delivery of social services. For example, in al-Shirqat, a return area, UNHCR rehabilitated water and electricity infrastructure and the National ID Centre, among others. In Sinjar, after UNHCR's interventions rehabilitating a road for easier access to urban areas which led to a significant increase in return. The school rehabilitation also resulted in the primary school enrolment of over 350 children a three time increase in primary school child enrolment figures.

In some of the areas, UNHCR was able to engage within the existing durable solutions mechanisms, especially the Area Based Coordination platforms, to generate ideas, undertake joint assessments and develop a multi-sectoral response. Of particular importance, local authorities have been able to contribute key resources, including land and technical services, to facilitate the implementation of these projects and commitments to sustainably manage the projects after completion, while UN and non-UN partners have implemented some of the project components. These interventions have enabled the return of more IDPs to areas of origin, facilitated stabilization, peaceful coexistence and reintegration in communities, especially in areas that were severely affected by past conflicts.

The main key constraints to the area-based programming remain the limited number of development actors in deep rural locations that are willing to contribute to the needed big reintegration efforts and the government's inability to address most of the restoration and stabilization needs because of resource gaps. Additionally, the donor funding mechanism through the UNSDCF process to the ABAs is yet to be clarified and put in place.

In 2019 and 2020, UNHCR was also working on strengthening peaceful co-existence and social cohesion between IDPs and host communities, UNHCR continued to implement a series of Quick Impact Projects (QIPs) and community-support projects (CSPs) focusing on enhancing access to basic services for IDP and host communities and reducing the burden on existing community infrastructure.

27 projects implemented in 2019 included rehabilitation of water treatment plants, electricity restoration in return areas, but also rehabilitation of a park and football stadium. Projects were identified through focus group discussions with communities and approved by local authorities. Similarly in 2020, 20 quick impact projects and one area-based project were implemented to promote coexistence, including improving community infrastructures such as roads, water networks, electric grids, and community facilities such as schools, hospitals, and community centres.

UNHCR also closely collaborated with the government and other partners. Activities focused on improving and reinforcing the level of performance of partners including through trainings, and joint assessment and evaluation exercises. UNHCR also worked with partners to strengthen community mobilization for protection, peaceful coexistence and conflict resolution mechanisms, and SGBV prevention and response. Dialogue with local authorities has also improved particularly on issues around protection, social economic inclusion, participation in development processes and a search for solutions, as well as enhancing community complaints mechanisms.

DRC: Mobile money helped IDPs during COVID-19. Internally displaced woman received a mobile phone and sim card at a distribution site in Beni, North Kivu, the Democratic Republic of the Congo in January 2020.

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In the **Democratic Republic of the Congo,** UNHCR focused on improving and reinforcing the level of performance by partners including through trainings, and joint assessment and evaluation exercises. UNHCR also worked with partners to strengthen community mobilization for protection, peaceful coexistence and conflict resolution mechanisms, and SGBV prevention and response. Dialogue with local authorities has also improved particularly on issues around protection, social economic inclusion, participation in development processes and a search for solutions, as well as enhancing community complaints mechanisms.

The Office undertook a systematic approach to planning, integrating work on local and provincial development plans, under the framework of the national decentralisation policy that is intended to put more resources and more authority in the hands of local actors.

The approach was focused on integrating IDP issues into local development planning processes and building up solid partnerships with the Provincial Planning and Decentralisation Divisions. Project interventions were developed in recognition of the fact that the root causes of forced displacement are connected not only to the presence of militia, but also to land acquisition by powerful actors not resident in the area, control over resources, inter-community conflicts and identity issues among others.

UNHCR **Afghanistan**'s Community-based Protection and Solutions Programme Response (Co-PROSPER) in Priority Areas of Return and Reintegration (PARRs) – an area-based response to forced displacement –aimed at systematically responding to and mitigating and preventing the protection risks and enhancing the solutions framework for persons of concern (returnees, refugees, IDPs, vulnerable local communities). Co-PROSPER is currently being implemented in Priority Areas of Return and Reintegration (PARRs) –55 areas of high return and displacement (50 districts and 5 major cities – Kabul, Jalalabad, Kandahar, Herat, and Mazar-e-Sharif) including to support the IDP return and reintegration. The total population in 55 PARRs is 19 million, over 40 percent of the total country population. The population in the PARRs includes over 2 million conflict-induced IDPs (that include 500,000 IDPs displaced in 2021), 3.22 million refugee returnees, and 200,000 climate-induced IDPs.

PARRs are the key component of UNHCR protection and solutions response, in line with the SSAR, and are aimed at building resilient communities, through area-based conflict-sensitive humanitarian-development-peace (HDP) programming, particularly in Health, Education, Livelihoods sectors, to improve access to essential services to help stabilize population, create a conducive protection environment and conditions for sustainable reintegration, foster social cohesion, and promote peacebuilding, at the grassroots level. These interventions are essential to sustain and increase the absorption capacity of PARRs for community resilience and stabilization.

Despite all the efforts and investments, in the current historical context, the situation of the displaced population remains precarious and fragile. Unless complementary community resilience-based interventions are continued, the gains that have been made over the last five years in Priority Areas of Return and Reintegration may be lost and protection risks to the population will in turn be exacerbated.

In this regard, a key emphasis is to ensure that population in PARRs including IDPs have improved access to essential services (shelter, education, health, energy, livelihoods, and community infrastructure). In developing the key community infrastructure facilities, Co-PROSPER adopts an Asset-Based Community Development (ABCD) approach, which is a sustainable community-driven engagement and response in identifying the community protection concerns and risks with possible solutions by taking into consideration existing assets and resources to improve community connectivity and resilience. These include developing access to basic, productive, economic, disaster (and climate) risk resilient facilities (e.g., irrigation canals, roads, cold stores, water facilities, clean energy, small dairy and poultry forms, community, youth and women learning centres, flood protection walls etc.) to support communities to recover and/or protect their livelihood assets. This includes subsidized production support, cash or vouchers for work, community contracting, and conditional grants for micro-business development, savings schemes.

Protecting and enhancing livelihoods of PoCs including IDPs would be the key focus, as access to viable livelihoods is a significant factor in preventing displacement in Afghanistan. Thus, the interventions aim at increasing the self-reliance through market-based interventions in local economic and productive sectors including through partnerships with the local businesses and private sector. For the TEVT trainings 'apprenticeship and or internship modality' is the modus operandi to ensure that trainings lead to sustainable livelihood opportunities for the persons of concern to UNHCR including returnees, IDPs, refugees and vulnerable host communities.

Further, the small-business development activities are built into the approach of informal 'saving credit and/or self-help groups that are organised around a livelihood activity'. This is combined with the businesses development trainings, the provision of seed capital grants, market-based skilled business development, and improving market linkages with the private sector in the local economic sectors (e.g., bee keeping, dairy farming and processing, greenhouses, carpet weaving, solid waste management, handlooms and handicrafts, transport services among others).

Explicit focus is on the empowerment of women, youth and other vulnerable individuals, including through innovative initiatives such as (i) CODE4FUN which aims at providing an opportunity for students and youth (boys and girls) to learn coding skills to develop mobile applications (for iOS and Android) and improve their creative skills, and (ii) Made in Afghanistan (MaA) initiative which is aimed at promoting artisanal products and establishing national, regional, and international market linkages (under UNHCR Global Markets, Design and Empowerment of refugee artisans' MADE51 initiative) while ensuring the safe labour conditions within the value chain.

This is built into the UNHCR's ongoing engagement and work with development actors including UN agencies (UNDP, ILO, UNHABITAT, FAO, UNICEF, UNESCO, IOM, UNWOMEN), IFIs (WB, ADB, GIZ), I/NGOs, and the Women Chamber of Commerce and Industry in PARRs to provide a comprehensive response for collective outcomes, impact, sustainability, and in Delivering As One. UNHCR has signed Letter of Intent (LoI) with UNDP, ILO, FAO, UNHABITAT, Chamber of Commerce, BRAC, to ensure coordinated HDP complementary and or joint programming in PARRs. In addition, UNHCR constantly coordinates its programmes with similar initiatives such as IOM's Reintegration and Development Assistance (RADA), UNDP's Area-based Approach to Development Emergency Initiatives (ABADEI), UNHABITAT's Sustainable Human Settlements in Urban Areas (SHURA) initiative among others to ensure the complementarities, optimal resource utilization, avoid duplication, and collective response and holistic approach to forced displacement. UNHCR continues engagement with the private sector, including the Chamber of Commerce and Industry and industrial unions towards access to decent work including apprenticeships and job placement.

A young woman participates in a car mechanic training programme in El Salvador. The programme, run by two organizations, ***Fe y Alegría*** and INSAFORP with support from UNHCR, takes place in some of the most dangerous neighbourhoods in El Salvador. The programme provides **training for young people** who have finished high school but do not have a job yet and are particularly vulnerable to pressure from gangs.

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XI. RISK MANAGEMENT

UNHCR's approach to risk management aims at helping operations to be better prepared for what lies ahead. Scanning the horizon to capture major risks or opportunities which could affect the people we serve, and our programmes, helps drive sound, risk-informed action and achieve better outcomes for people who have been forced to flee.

Through regular discussions about risks, operations systematically review, identify and prioritize risks and opportunities that could prevent, delay or accelerate the achievement of their programmes. They consider appropriate measures to reduce risks. They also take the necessary steps to help them be ready to seize opportunities. The information on risks and treatments is captured in operational risk registers which are the main tool for monitoring risks in UNHCR.

Collectively discussing and acknowledging the risks faced by internally displaced communities through the risk management process helps UNHCR to improve IDP preparedness, response, solutions delivery and to ensure effective use of resources. Since 2019, there has been a steady increase in risks related to IDP situations, identified by operations, helping them to ramp up preparedness efforts and to better anticipate UNHCR's interventions:

- 72 IDP related risks referred in 2020
- 90 IDP related risks referred in 2021
- 121 IDP related risks referred in 2022

In 2022, the East and Horn of Africa and the Great Lakes and West and Central Africa regions recorded the highest number of IDP-related risks, both regions having several large IDP operations.

IDP risks by region

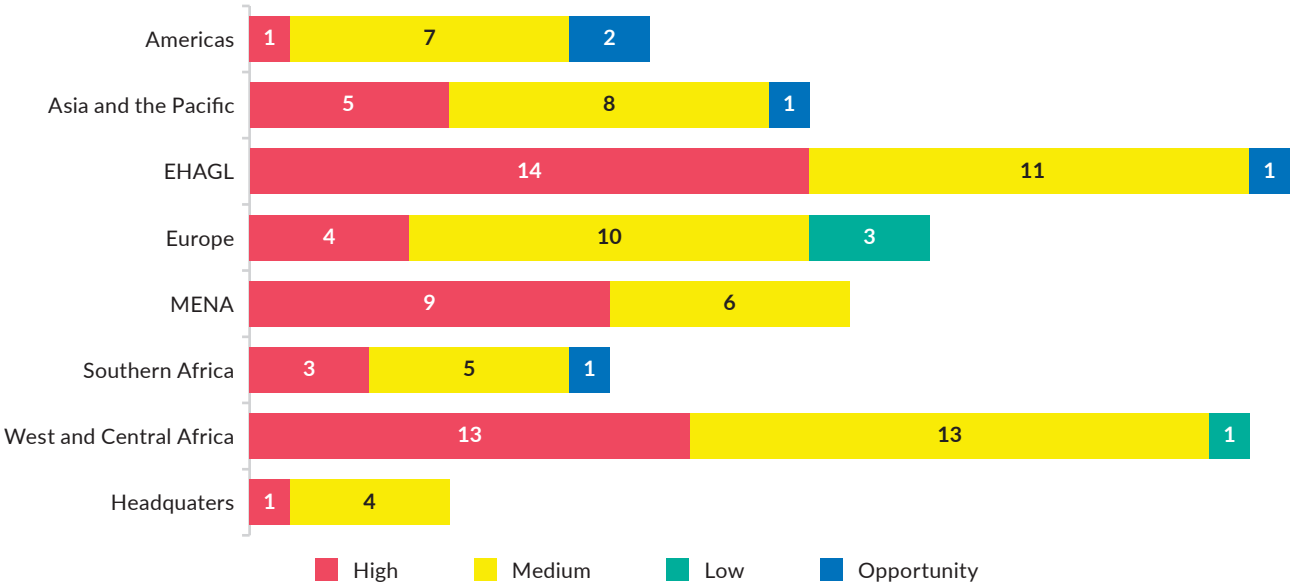

Figure 14

Common risk themes relating to IDP situations in 2021 and 2022 include emergency preparedness and response, interagency coordination, and risks related to facilitating and solutions for IDPs.

In the context of new or increased internal displacement and numerous simultaneous emergencies triggered by conflict or disasters, operations highlight potential risks linked to preparedness and response capacity. To address this and ensure there is sufficient human capacity, treatments include expanded rosters, talent pools, stand-by agreements and regional redeployments. Capacity-building for staff and partners is increased through dedicated cluster coordination or emergency preparedness and response trainings.

The impact of COVID-19 on the health and wellbeing of IDPs has unsurprisingly been a constant risk over the past two years, with the pandemic also constraining access to services for IDPs. At the outset of the pandemic, the immediate response included the wide distribution of personal protection equipment and the construction of water, sanitation, and hygiene facilities and isolation zones. Operations also responded to the COVID-related protection risks by innovating, adapting their outreach strategies and stepping up community-based protection engagement and remote protection monitoring.

10 operations with the most risks referencing IDPs

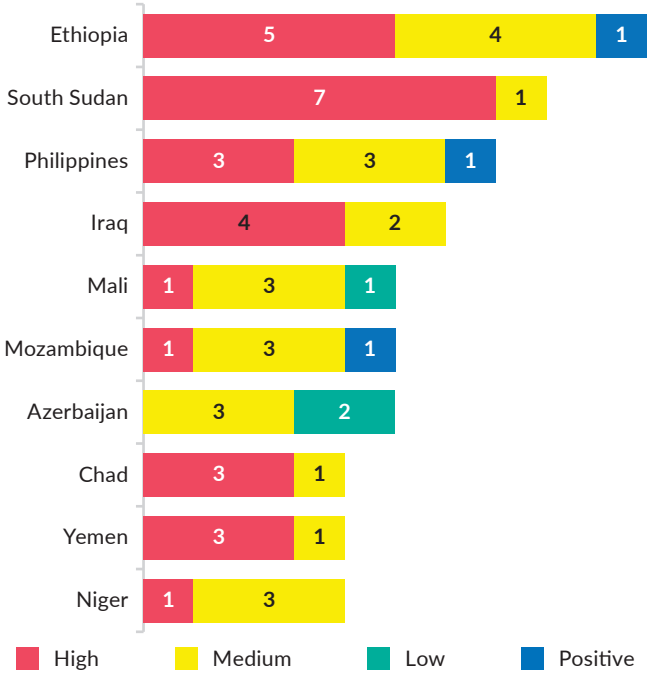

Figure 15

A major component of UNHCR's pandemic response work was active advocacy for the inclusion of IDPs in all national and agency services. This included advocacy with the UN Country Teams and Government Ministries, as well as local stakeholders. Ensuring the availability of facilities to enable social distancing and quarantine measures, UNHCR contributed by providing emergency shelter and core relief items. Advocacy efforts were also required with IDP and local communities on pandemic prevention and protection measures.

Challenges to effective inter-agency coordination, including through the cluster system are also common risks seen in registers across the globe. Examples of treatments include strengthening communication on UNHCR's operational IDP engagement and the organization's leadership role in the protection, shelter, and camp coordination and camp management (CCCM) clusters. Strong data collection and analysis is also required, in support of an effective response.

Facilitating returns and reintegration for IDPs also can create risks. These relate to political and legal barriers to return, on the one hand, and forced or premature returns on the other. Basic protection and sustainable reintegration can be at risk when returns areas are unsafe or when returnees are not included in government or UN programming. Advocacy efforts help combat forced returns and better prepare reintegration with authorities in return areas.

Lastly, operations stress the risks relating to the protection environment, with the political or security environment potentially prompting new displacements or constraining the delivery of protection and assistance.

At the organizational level, the Strategic Risk Register, owned by the High Commissioner and regularly updated by the Senior Executive Team, highlights the need to focus on maintaining an authoritative voice and access to governments on internal displacement issues, among others. The importance of having UNHCR actively engaged in the UN country team from the onset of an internal displacement crisis is emphasized to ensure that the accountability and leadership role of UNHCR in the protection, shelter and CCCM clusters is put into effective use.

"As we face increasingly complex and challenging internal displacement situations, providing an effective response requires us to be well prepared and agile. We can only succeed if we have a clear understanding of the critical risks and opportunities for internally displaced communities."

– Hanne Raatikainen, UNHCR Chief Risk Officer

In 2021, UNHCR released a risk management tool to support colleagues to better identify and act on risks related to internal displacement situations. The tool comprises seven key risk events and one opportunity, with examples of causes, consequences and treatments that may apply. These risks and treatments are the result of an analysis of IDP-related risks in operational risk registers globally, sectoral policies and guidelines, and colleagues' contributions from operations hosting internally displaced people such as Yemen, Iraq, Sudan and Ethiopia. It provides practical tips and guidance to colleagues working in contexts of internal displacement.

Reinforcing our collective ability to openly discuss critical threats and opportunities in support of proactive risk-informed action is the cornerstone of UNHCR's approach to risk management. It is also key to achieving UNHCR's predictable and decisive engagement in situations of internal displacement.

Internally displaced people register for cash assistance at a UNHCR enrolment centre in Lviv, Ukraine. in the west of the country. The centre also provides emergency housing, legal aid and psycho-social help, including support for women victims of violence.

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XII. WORKFORCE MANAGEMENT AND CAPACITY BUILDING

One of UNHCR's greatest assets is its workforce.

UNHCR delivers IDP protection in some of the most challenging, volatile, and even dangerous contexts. UNHCR staff witness and respond to incredible human suffering and need, just as they participate in and support human resilience.

In 2019, UNHCR embarked on a multi-year human resources transformation, part of a broader organizational change process that also aimed to strengthen engagement with internally displaced people.

This chapter provides a summary of efforts that are underway to strengthen the UNHCR workforce's response to the needs of internally displaced people. It includes an update on several recent initiatives, both short and long-term, along with information on suggested activities which have not yet been realized.

It also covers efforts to support the development of partners, including Government, civil society and IDP organizations themselves, to improve delivery at ground level, and efforts to support workforce management in an emergency setting, critical given the multitude of recent internal displacement situations.

RECENT INITIATIVES

Several talent management initiatives have been undertaken in recent years in support of UNHCR and partner cluster coordination engagement.

Regarding external recruitment, **talent pools** for both IDP cluster coordination and direct operational delivery roles have been created. Talent pools serve as an entry point for specialists in the most sought-after functional profiles to help respond urgently to crises with the right skills. One talent pool each has been created for CCCM, protection and shelter, with both internal and external applicants included. Talent pools have also been compiled for functional areas across the full spectrum of direct delivery. To ensure the quick dispatch of staff to emergencies, human resources staff participate in all **"Emergency cell"** situational discussions and respond directly to requests from operations for talent pool deployments.

The use of **roster or roving cluster coordinators** has also been an effective method of enabling quick deployments. Towards this end partnership agreements between UNHCR and partners are under development.

Progress has also been made in **activities designed to encourage UNHCR staff to apply** for cluster coordination and IDP engagement positions. This includes developing testimonial media, with stories by current past incumbents for cluster positions, and ensuring career development including a pathway to higher management positions. Also included is the circulation of a talent spotting/identification resource sheet, designed to encourage managers to recommend skilled and diverse candidates for talent pools.

In terms of capacity-building, **a mentorship programme for national staff** and standby for coordination roles is in motion as is an **intensified course on coordination** in the Emergency Roster training. Also included is a curated list of available training resources and the development of "**stretch assignment**" methodology for capacity-building and career development. Investments have been made in **senior-level staff** capacity to ensure competencies and skills necessary for protection leadership as well as coordination in IDP contexts including complex emergencies.

On the partnership front, an effort has been made to **encourage inter-agency transfer** with visible support and reassurance and to provide targeted support for re-entry back to UNHCR after transfer.

Protection Cluster Coordination has the highest percentage of staff positions growth with 227 per cent growth in the last six years.

Trends in UNHCR Cluster Coordination Staff

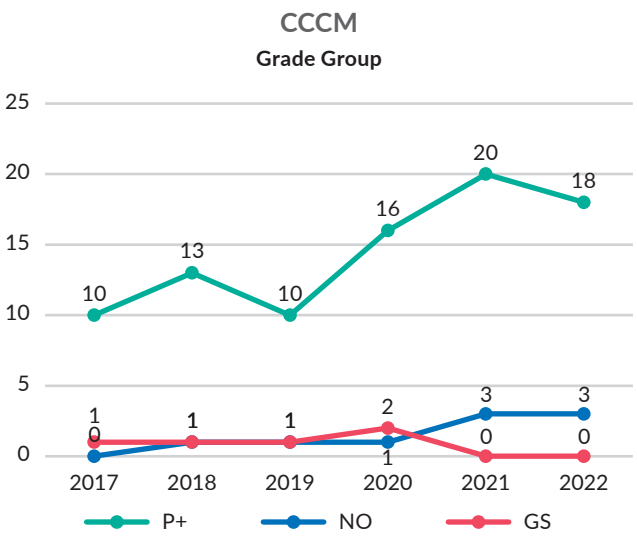

Figure 16

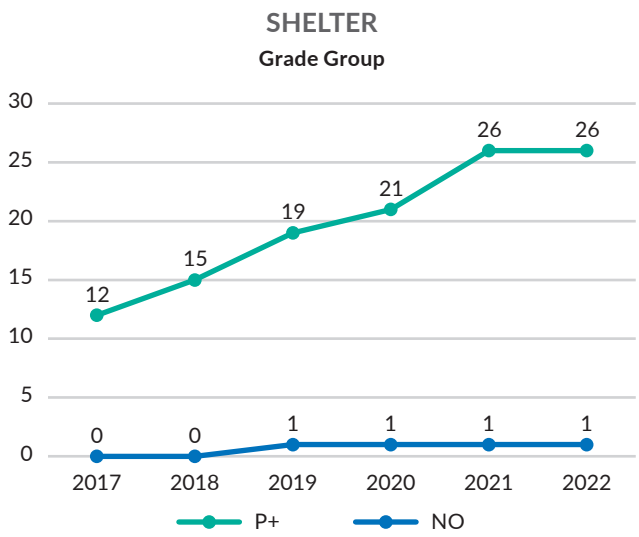

Figure 17

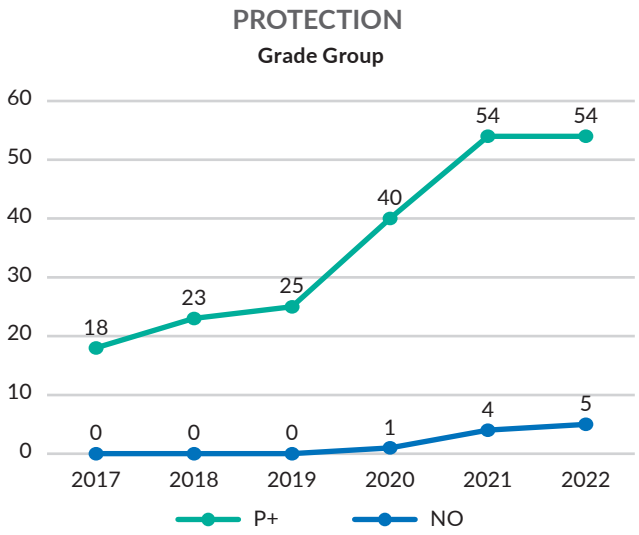

Figure 18

Workforce management and IDP emergencies

Multiple new IDP emergencies have arisen in recent years. Since 2019, UNHCR has declared 22 new IDP emergencies in 15 countries including ten at Level 1, eight at Level 2, and four at Level 3.

Emergency Deployments in IDP contexts: Within UNHCR, the emergency response team (ERT) is a pool of trained personnel who are on standby for emergency deployment. Roster members are drawn from duty stations in the field and sections at Headquarters. The ERT roster includes staff from GS6 to P4 level and covers almost all profiles, except certain technical specialists. Personnel are mobilized within 72 hours for a period of three months. UNHCR efforts to swiftly assign personnel led to **160 emergency deployments** to IDP situations during the period of 2019-2021.

Fast track

As per existing human resources policy, an emergency declaration may trigger the creation of fast track positions following the deployment of emergency response teams. These positions are intended to both reinforce response capacity and ensure an efficient and seamless transition from emergency deployment to regular positions.

Fast track assignments include expedited procedures, with staff members required to report within two weeks, at maximum, for reassignment.

A total of 302 staff were assigned to "fast track" IDP positions since 2018, with the sharpest increase of 143 staff assigned in 2021.

Number of IDP Fast Track Positions since 2018

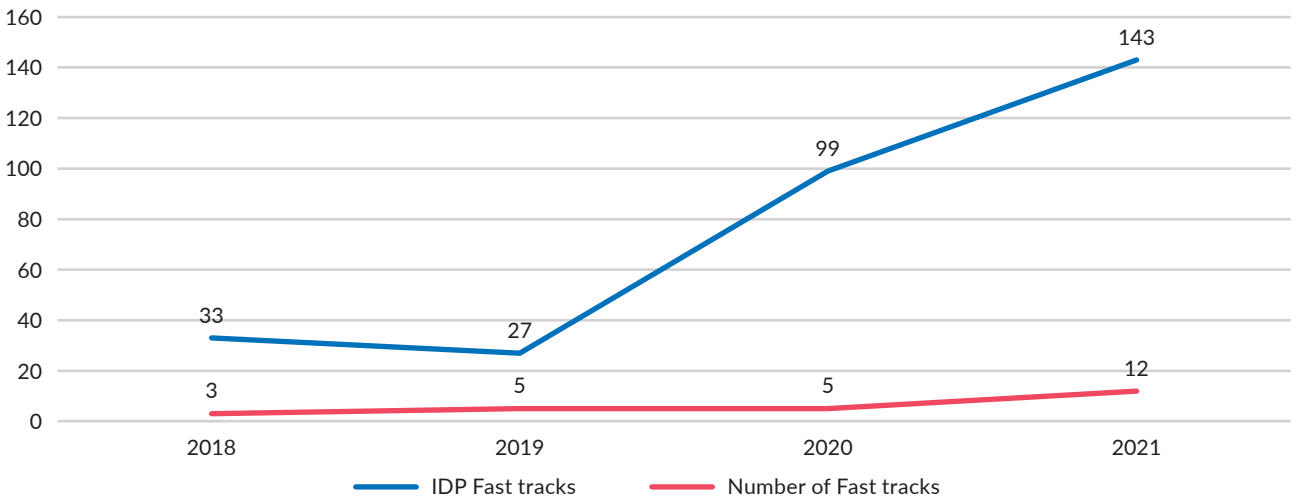

Figure 19 IDP Fast Track Positions 2018-2021

Learning

The overarching goal of learning in UNHCR is to optimize organizational performance. Extensive recent investments have been made in learning programmes to encourage colleagues to strengthen their knowledge of the complexities of internal displacement response, and the UNHCR role therein.

An online module for managing IDP operations has been launched, with two additional learning modules, on durable solutions for IDPs, and IDP law and policy slated for release. Programmes include Inter-Agency Coordination in Emergencies, Introduction to Camp-Coordination and Camp Management, "More than a Roof" Shelter Programme, and the IDP Protection Learning Programme. Several are open to partner agencies. A management-specific IDP e-learning course has been launched in May 2022 for all managers in IDP operations. This is being rolled out in the course of 2022 and is intended to provide a snapshot view of management accountabilities in situations of internal displacement.

Global processes

In line with internal displacement objectives, UNHCR also continued to explore longer-term change and mechanisms to feed into the system-wide "future of work" initiative. In this regard, UNHCR is co-leading the workstream on "new ways of working" in the Taskforce on the Future of the United Nations System Workforce set up by the High-Level Committee for Management (HLCM).

The expected outcome is to advance the United Nations system towards a strategic HR framework that would consider the rapidly changing global context and labour market. Since February 2020, UNHCR has co-chaired the HLCM HR Network, contributing its strong field perspective, critical in IDP settings, and supporting a forward-leaning approach for a broader transformation in the United Nations system.

In late 2022, UNHCR will introduce Workday, a cloud-based HR Digital Solution to replace MSRP. Workday will streamline and simplify current business processes, increasing efficiency and ensuring a positive employee experience.

In terms of internal displacement response and identification, the system provides many potential benefits including the ability for UNHCR workforce (staff and affiliates) to indicate skills related to IDPs; work experience with IDPs including IDP case management and experience working in the various clusters – even under a different job title. This data will help managers and HR globally to have a better understanding of the workforce actively working with IDPs, and with experience in this area, to help understand and address gaps, also at a regional level. The system will also provide search tools for managers to easily identify potential talent across UNHCR for IDP-related needs and emergencies, based on skills, language, location preference, and work experience.

SOME COUNTRY EXAMPLES

In **Ethiopia** in 2018 and 2019, UNHCR expanded its outreach and presence in new areas of operations, in particular the three northern regions, through a flexible approach to office structures, utilizing partner offices and hotels as temporary set-ups. This allowed quick deployment and response in new areas of displacement given the fluidity and fast-paced nature of the displacement situation. An IDP team was formed in the Representation office in late 2021 and formalized in January 2022, composed of staff with profiles fully dedicated to UNHCR's operational IDP response or coordination of one of the clusters. The formation of the team aimed to enhance synergies as provided for by the 2019 IDP Policy, robustly underpinning UNHCR's cluster roles through operational action, and maximize the dedicated human resources at the country level.

In **Honduras,** the creation of protection positions has focused on strengthening the protection team in key areas of intervention (community-based protection, child protection, gender-based violence) to allow a better response to the prevention of forced displacement, forced recruitment and risk of displacement due to sexual violence. In 2021, UNHCR identified the critical need to establish a field unit in Tegucigalpa to increase the presence in high-risk areas affected by displacement, reception and return. The Associate Field Officer in charge of the field unit joined the operation in August 2021. A Protection Cluster Coordinator Officer was also recruited in 2021 as part of the efforts to enhance UNHCR's leading responsibilities in the protection sector and to respond to forced displacement in the context of the emergency for the tropical storms at the end of 2020. UNHCR´s Protection Unit, as leader of the Protection Cluster, provided an enabling environment for the

delivery and coordination of protection, leading operational protection activities in the field. UNHCR built the capacity of the local authorities, civil society and academia by training them on forced displacement project implementation and mainstreaming the IDP response in local facilities. In order to strengthen staff capacity, UNHCR plans to enhance training opportunities in Honduras.

UNHCR is planning to implement a protection learning programme on internal displacement for 25 UNHCR staff in **Mexico,** to be implemented in 2022.

UNHCR staff numbers in **El Salvador** have tripled between 2019 and 2021, with newly recruited staff trained in the diverse skills and competencies necessary to work across the full spectrum of forced displacement in a country operation. The Representation encouraged all team members to participate in available opportunities such as thematic webinars organized by Headquarters and the Regional Bureau.

In **Iraq,** UNHCR undertook several initiatives and provided training to support UNHCR and partner staff to acquire the needed skills to work with persons in situations of displacement. Among other efforts, UNHCR provided training on working with LGBTIQ+ persons in forced displacement, facilitated the training of trainers on working with LGBTIQ+/SSOGI individuals in humanitarian contexts for UN agencies and missions in Baghdad, and developed a related inter-agency action plan.

In addition, to the mandatory training completed by UN staff, UNHCR provided substantive support in terms of capacity-building, using the Inter-agency Standing Committee harmonized package on prevention of sexual exploitation and abuse and sexual harassment to train the Iraq UN country team, the PSEA Network Focal Points, partners, and humanitarian and governmental actors (including non-civilians) to reinforce accountability and reliability in reporting and to lead by example. UNHCR in Iraq maintains a cluster-dedicated workforce of eight staff with specialized skills and competencies, including those related to coordination, information management, and protection.

In the **Syrian Arab Republic,** to ensure that staff and frontliners working in the field of child protection, gender-based violence, mental health and psychosocial support and providing services for persons with specific needs under UNHCR partnerships have the necessary skills and expertise, UNHCR implemented a comprehensive capacity-building plan from 2019 to 2021.

This plan targeted over 900 partner and volunteer staff who were trained on gender-based violence, 400 staff trained on topics relating to child protection, and 1,370 staff trained on mental health and psychosocial support. The plan included online and face-to-face training on case management, supporting older people, psychosocial first aid, and the basics of child protection and gender-based violence. UNHCR provided additional training on individual and group counselling, applied behaviour analysis, caregiver skills, and basic interventions for persons with disabilities, among others.

In **Yemen,** a comprehensive structural and staffing review in 2020 concluded that despite being the fourth biggest IDP crisis worldwide and the ninth largest UNHCR operation worldwide in budgetary terms, UNHCR Yemen was 23rd in terms of staffing, posing challenges in implementation and monitoring of operations and illustrating the importance of coherence between operational and staffing budgets to minimise risks.

In 2022, the operation was granted USD 1.2 million out of an overall request of USD 7 million for staffing costs. Through alternative temporary solutions such as temporary assignments, the operation managed to boost its national and international protection footprint in the field; to scale up its presence with the creation of a new office in Marib, the main IDP-hosting Governorate in Yemen; to maintain the support teams and IM staff for the three UNHCR-led Clusters. Surging and reaching adequate levels of staffing in the field in a range of areas, including protection, remains an urgent priority to ensure presence and contact with the displaced populations, a close engagement with partners and authorities on the ground, monitoring and oversight of activities, as well as an effective role in protection coordination at sub-national level.

Thierry just before travelling on a field mission in Kaya, Centre North region.

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BURKINA FASO – HELPING ONE'S OWN

Thierry is one of the longest-serving UNHCR staff members in Burkina Faso. A Burkinabe national and all-time passionate humanitarian worker, he began his career with a national NGO working on community development before joining UNHCR in 2013, in the aftermath of the Malian refugee crisis. "It is the mandate that drew me to the organization," says Thierry. "It is about giving back a sense of belonging to those who are uprooted, those who have left everything behind."

In almost 10 years at UNHCR, he has held several positions, ranging from head of field unit in the green and lush town of Bobo-Dioulasso in the west of the country to head of UNHCR's team in Djibo, in the hot and arid Sahel just 45 km from the border with Mali. He has now joined the team in Kaya, two hours' drive from Ouagadougou.

Thierry's career path resembles many in UNHCR, moving from one duty station to another, wherever one is needed the most. It also tells the story of his country, Burkina Faso, which has seen waves of people fleeing their homes in search of safety – first, thousands of Malians crossing the border in the early 2010s and, almost a decade later, over 1.9 million of his Burkinabe sisters and brothers forcibly displaced. The vast majority are women and children, who have often witnessed the untellable – husbands or fathers being killed – and had to flee with just the clothes on their backs.

The Centre-North region is host to the largest group of IDPs in the country, 34 per cent of the total. Local communities have been the backbone of the humanitarian response, welcoming newcomers into their homes and sharing the little food or resources they have. But several waves of displacements, rising inflation and ever-growing food insecurity, affecting 1 in 7 people in the country, are threatening the harmony between communities.

"What I find most difficult is hearing about the levels of violence and suffering and how family or community structures are being destroyed," says Thierry. "Paradoxically, it is also what pushes me to do the best I can to

help". Together with Government and other partners, Thierry and his colleagues have worked around the clock to ensure that displaced women, men, girls and boys are protected, that those with specific needs, including survivors of sexual and gender-based violence, are rapidly identified and referred to appropriate care. Families are also assisted with shelter and essential items such as sleeping mats, soap, and kitchen utensils.

Thierry has supported authorities with registering those displaced, giving training and coordinating profiling exercises. But one of the achievements Thierry is most proud of is his contribution to securing land for new arrivals and host communities. "Many of those displaced are pastoralists. Ensuring access to land to settle and cultivate is thus a central piece of realizing protection for these communities," explains Thierry. Through a partnership with the National Office of Land (*Office National du Foncier* – ONF) and advocacy with local and traditional authorities, host communities and landowners, some 17.8 hectares were secured to accommodate newly displaced families, while 55 hectares were provided to host communities.

When asked about what more is needed, Thierry has no hesitation: "Resources! Without additional funding, we will have to continue targeting the most vulnerable amongst the most vulnerable." At mid-year, UNHCR's response of almost USD 110 million is funded only at 22 per cent and the impact of underfunding is visible.

UNHCR and partner teams were only able to provide 2,734 households with shelters and 2,202 core relief items through June 2022, which is less than a third compared to 2021. Similarly, the number of civil documents provided, such as birth certificates or ID cards which facilitate freedom of movement and access to essential services such as education or health, decreased by more than 70 per cent compared to last year. Without urgent additional resources, these gaps will keep widening.

But funding is not an end in itself. There is incredible resilience, strength and know-how amongst the communities themselves. "Humanitarian actors are there to help strengthen the capacity of these women, men, girls and boys," says Thierry. "It is only by investing in them, in local associations and structures, that we can all pave the way towards lasting solutions and peace."

ENDNOTES

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[26] Figures as of 29 July 2022

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[35] Climate Change 2022: Impacts, Adaptation and Vulnerability | Climate Change 2022: Impacts, Adaptation and Vulnerability (ipcc.ch)

[36] Almost 90 per cent of refugees fleeing conflict and persecution come from a country ranked most vulnerable and least ready to adapt to climate change by the ND-Gain Index (bottom 30 per cent). Over 70 per cent of those internally displaced by conflict and violence are displaced in such a country. Data sources: University of Notre Dame, UNHCR Data Finder & IDMC.

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ACRONYMS

AAP	Accountability to Affected People
AGD	Age, Gender and Diversity
CBPF	Country Based Pooled Funds
CCCM	Camp Coordination and Camp Management
CERF	Central Emergency Respond Fund
CWC	Communications with Communities
DER	Division of External Relations
DESS	Division of Emergency Security and Supply
DIP	Division of International Protection
DPSS	Division of Programme Support Services
GPC	Global Protection Cluster
GSC	Global Shelter Cluster
HCT	Humanitarian Country Team
HDP	Humanitarian Development Peace
HNO	Humanitarian Needs Overview
HRP	Humanitarian Response Plan
IASC	Inter-Agency Standing Committee
IDPs	Internally Displaced Persons
IMO	Information Management Officer
IPEG	IDP Protection Expert Group
JIPS	Joint IDP Profiling Service
MIRA	Multi-Sector Initial Rapid Assessment
PPIE	Preparedness Package For IDP Emergencies
PSEA	Protection Against Sexual Exploitation and Abuse
RC/HC	Resident Coordinator/Humanitarian Coordinator
SGBV	Sexual Gender-Based Violence
UNSDCF	UN Strategic Development Cooperation Framework

UNHCR ENGAGEMENT IN SITUATIONS OF INTERNAL DISPLACEMENT

2019-2021

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