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Operational Guidelines for UNHCR's Engagement in Situations of Internal Displacement

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Annex: UNHCR Interventions in Situations of Internal Displacement (the "IDP Footprint")

1. PURPOSE

This document provides guidance on UNHCR's engagement in situations of internal displacement. As a complement to existing policy, it clarifies UNHCR's responsibilities and decision-making within the Inter-Agency Standing Committee (IASC) cluster approach. Importantly, it also provides parameters for UNHCR's operational engagement, including principles for engagement and interventions to consider in support of UNHCR's leadership of the clusters for protection, shelter and camp coordination and camp management (CCCM) in a coordinated response.

2. SCOPE

These Operational Guidelines establish institutional standards and parameters for UNHCR's engagement (or expected engagement) in a coordinated response to internal displacement. They apply to UNHCR Representatives and their teams as well as other staff members at all levels involved in the planning, design and implementation of operations in situations of internal displacement, as well those supporting these operations through the Regional Bureaux and Divisions and Services at Headquarters. These Operational Guidelines complement UNHCR's existing policy and guidance on internally displaced persons (IDPs) as well as those developed by the IASC following the Humanitarian Reform in 2005 and the Transformative Agenda in 2011.[1]

These Operational Guidelines are informed by the UNHCR Refugee Coordination Model, which explains the interface between UNHCR's coordination of refugee response and broader humanitarian coordination structures, including the IASC cluster system. Also relevant is the Joint UNHCR-OCHA Note on Mixed Situations: Coordination in Practice, which provides guidance on how UNHCR can take up its IASC cluster coordination responsibilities in situations where a refugee operation is underway and the Refugee Coordination Model has been implemented.

Compliance with these Operational Guidelines is expected.

3. RATIONALE

The legal and operational rationale for UNHCR's engagement in situations of internal displacement is set out in policy documents published by the Office between 2000 and 2007; the most comprehensive of which are two papers prepared for the 39th session of UNHCR's Standing Committee in June 2007.[2] These Operational Guidelines therefore complement the existing policies with a framework for engagement that reflects today's operational realities and UNHCR's institutional accountabilities and responsibilities emerging from the UN Humanitarian Reform and subsequent IASC Transformative Agenda. Importantly, they identify operational objectives, interventions and outputs that may be pursued in situations of internal displacement so that UNHCR's cluster leadership is meaningful and its operational engagement in a coordinated response is predictable and complementary.

[1] Available at: https://interagencystandingcommittee.org/iasc-transformative-agenda.

[2] UNHCR, *Policy Framework and Implementation Strategy: UNHCR's Role in Support of an Enhanced Humanitarian Response to Situations of Internal Displacement*, 9 February 2007, available at: http://www.unhcr.org/46641fff2.html. See also, UNHCR, *The Protection of Internally Displaced Persons and the Role of UNHCR*, 27 February 2007, available at: http://www.unhcr.org/50f951df9.html.

4. GUIDANCE

4.1 UNHCR's Leadership and Coordination in Situations of Internal Displacement

UNHCR's engagement in situations of internal displacement dates back to more than forty-five years. The Statute that establishes the Office of the High Commissioner for Refugees provides the foundation for action, stating in Article 9 that the High Commissioner may "engage in such activities . . . as the General Assembly may determine, within the limits of the resources placed at his disposal."[3] Accordingly, and in light of UNHCR's longstanding experience in humanitarian action in the context of forced displacement, UNHCR has been authorized to respond to situations of internal displacement in a number of UN General Assembly Resolutions. Most pivotal among these is General Assembly Resolution 48/116 of 20 December 1993, which sets out the criteria for UNHCR's engagement with IDPs.[4] The 2009 African Union (AU) Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) also recognizes UNHCR's protection expertise and the AU's invitation to the Office to continue and reinforce its role in the protection and assistance of IDPs.[5]

4.1.1 IASC Cluster Approach

While General Assembly Resolution 48/116 provides the legal basis for UNHCR's engagement with IDPs, the IASC cluster approach established under the UN Humanitarian Reform and the subsequent Transformative Agenda have introduced greater predictability and changed system-wide expectations, including for UNHCR, with regard to protection, assistance and solutions for IDPs.[6] Spearheaded by the IASC, these initiatives assign clearer accountabilities and responsibilities to individual agencies in their collective responses to internal displacement. The IASC cluster approach, in particular, is meant "to strengthen system-wide preparedness and technical capacity to respond to humanitarian emergencies, ensuring clearly designated leadership and accountability in the main areas of the humanitarian response."[7] Equal emphasis is also placed on supporting national response mechanisms as part of a larger commitment to promote the primary role of States.

At the global level, UNHCR leads the Global Protection Cluster (GPC). It also co-leads the Global Shelter Cluster with the International Federation of Red Cross and Red Crescent Societies (IFRC) and the Global Camp Coordination and Camp Management (CCCM) Cluster with the International Organization for Migration (IOM). Within the GPC, Areas of Responsibility (AORs) are coordinated by agency focal points as follows: Child Protection by the United Nations Children's Fund (UNICEF); Gender-Based Violence by the United Nations Population Fund (UNFPA) and UNICEF; Housing, Land and Property by IFRC and the Norwegian Refugee Council (NRC); and Mine Action by the United Nations Mine Action Service (UNMAS).

At the country level, IASC guidance states that cluster lead agencies "ideally mirror global arrangements."[8] Accordingly, for conflict-induced crises, UNHCR should lead the protection, shelter and CCCM clusters at the country level unless there are compelling reasons not to do

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[3] UN General Assembly Resolution 5/428, 14 December 1950, *Statute of the Office of the High Commissioner for Refugees*, Article 9, available at: http://www.unhcr.org/3b66c39e1.html.

[4] UN General Assembly Resolution 48/116, 20 December 1993, para 12, available at: http://www.refworld.org/docid/3b00f2151c.html.

[5] *The African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa*, "Kampala Convention"), 22 October 2009, available at: http://www.unhcr.org/4ae9bede9.html .

[6] For more details on cluster activation and other steps, please see IASC Principals, *Transformative Agenda*, available at: http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-template-default&bd=87.

[7] IASC, *Reference Module for Cluster Coordination at the Country Level*, July 2015, p. 13, available at: https://interagencystandingcommittee.org/system/files/cluster_coordination_reference_module_2015_final.pdf.

[8] IASC, *Reference Module for Cluster Coordination at the Country Level*, July 2015, p. 10.

so. At the same time, the decision to lead or not to lead one of the three clusters is an institutional decision that will be taken by the High Commissioner within the framework of the IASC cluster activation procedures set forth in Section 4.1.2 below. UNHCR Representatives are thus required to consult in advance with Headquarters through Regional Bureaux and the relevant UNHCR Global Cluster Coordinators, who will in turn consult with senior management, as required, to establish the UNHCR's position on cluster leadership. As UNHCR's default position is to assume leadership of the protection, shelter and CCCM clusters in conflict-related internal displacement settings, the consultative process will become most important in the exceptional circumstances where the UNHCR Representative, Regional Bureau or UNHCR Global Cluster Coordinator recommends against taking on this role. Co-chairing or co-facilitating a national cluster with another actor has important implications and also requires prior consultation as outlined above.

In situations of natural disasters, IFRC is normally expected to lead the national shelter cluster and IOM the national CCCM cluster. Under the established IASC arrangements, leadership of the national protection cluster in natural disaster settings is decided through consultation between UNHCR, the Office of the High Commissioner for Human Rights (OHCHR) and UNICEF, based primarily upon the relative in-country capacities of these agencies.

4.1.2 Cluster Activation at Country Level

The *IASC Reference Module for Cluster Coordination at the Country Level* provides clear criteria, triggers and a detailed procedure for cluster activation. The main steps for activation, and UNHCR's role therein, are as follows:

1. In the Humanitarian Country Team (HCT), the Humanitarian Coordinator recommends cluster activation based on the national contingency plan as well as national capacity and needs. The UNHCR Representative, as a member of the HCT, should actively participate in these deliberations and, in consultation with Headquarters, as outlined above, provide a clear view on whether or not to activate and lead the clusters that UNHCR leads at global level. The UNHCR Representative should also take required preparatory actions to ensure that UNHCR is positioned and has the capacity to assume these responsibilities.

2. With HCT agreement, the Humanitarian Coordinator recommends cluster arrangements at country level in a letter to the Emergency Relief Coordinator (ERC), including the rationale and lead agencies for activated clusters. UNHCR Representatives should share this letter immediately with the Regional Bureau and UNHCR's Global Cluster Coordinators. As noted above, UNHCR's default position is to assume leadership of the protection, shelter and CCCM clusters at country level in conflict-induced crises. As outlined in Section 4.1.1 above, however, any decision to lead or not lead a cluster will be taken at the institutional level and requires advance consultation and agreement with Headquarters.

3. The IASC Principals are given twenty-four hours by the ERC to approve the country-level cluster arrangements proposed by the Humanitarian Coordinator. UNHCR Representatives, in consultation with the Regional Bureau and UNHCR Global Cluster Coordinators, need to engage UNHCR senior management to confirm the institutional position on cluster activation and leadership and resolve any disagreements, so that the High Commissioner may convey a clear response to the ERC.

4. The ERC informs the Humanitarian Coordinator of the decision taken by the IASC Principals on cluster arrangements at the country level. This information is then shared with the HCT, lead agencies and relevant partners. UNHCR Representatives, in situations where UNHCR has been designated cluster lead, must invest in sufficient

capacity for coordination, including information management, while preparing for an operational engagement in accordance with the principles and framework set out in this document.

Key Messages for UNHCR Representatives
Cluster Activation and Leadership

For conflict-induced crises, UNHCR should lead the protection, shelter and CCCM clusters at the country level unless there are compelling reasons not to do so. UNHCR Representatives therefore need to:

- Consult with and seek guidance from the Regional Bureau and UNHCR's Global Cluster Coordinators (including for tools, technical advice and surge deployments) when cluster activation is being planned at country level;
- Seek in advance agreement from Headquarters on any decision to lead or not to lead one of the three clusters (protection, shelter and CCCM); and
- Participate actively in contingency planning, anticipating, promoting and preparing for UNHCR's leadership of the protection, shelter and CCCM clusters in conflict-induced crises.

4.1.3 Core Functions of a Cluster

The IASC Transformative Agenda Protocols set out the parameters for a coordinated response to humanitarian crises. Under the Protocols, the core functions of a cluster include:

- Needs assessment, analysis and prioritization to inform strategic decision-making;
- Service delivery support (including elimination of gaps and duplication);
- Planning and strategy development; and
- Advocacy and fundraising

UNHCR must participate in the Humanitarian Programme Cycle (HPC) processes led by the Humanitarian Coordinator, assuming an active role for the clusters it leads and coordinates. The overall objective of the HPC is to improve system-wide performance at the country level by identifying the shared results to be achieved by the HCT and the contribution to be made by each cluster and Organization, including UNHCR. The HPC thus comprises a set of inter-linked processes and tools to assist the Humanitarian Coordinator and the HCT to undertake effective planning as well as to prioritize, steer and monitor the system-wide response through informed decision-making. Some of the key deliverables within the HPC include the Humanitarian Needs Overview (HNO), Humanitarian Response Plan (HRP) and Periodic Monitoring Reports.[9]

As cluster lead, UNHCR has a responsibility to engage partners; it must draw on and leverage each partner's expertise, experience and capacities in developing and implementing a cluster-specific strategy. UNHCR's role, therefore, is to facilitate a system-wide response in which its

[9]For more information on the toolkit available to cluster coordinators, see OCHA's Humanitarian Response web portal: http://www.humanitarianresponse.info/.

operational engagement takes into consideration the roles of operational partners and does not seek to take on the full range of interventions.

The concept of "Provider of Last Resort" is integral to defining UNHCR's accountabilities as cluster lead and was built into the cluster approach by the IASC to guarantee predictability and accountability in humanitarian action. This concept translates at the country level into a commitment by UNHCR, as cluster lead, to do its utmost to fill critical gaps identified by the cluster and reflected in the HRP in situations where funding, access to populations and security can be assured. Where these conditions are not met, however, UNHCR would nevertheless continue to work with the Humanitarian Coordinator and donors to mobilize the necessary resources for the critical gaps in the response and support advocacy efforts to address security challenges and impediments to humanitarian access.

A 2013 statement of the IASC Principals on the Centrality of Protection emphasizes a system-wide commitment to place protection at the centre of humanitarian response, assigning responsibility to the protection cluster to support the development of overarching protection strategies.[10] Protection considerations must guide and inform all areas of operational activity. The protection cluster and the UNHCR Representative, as head of the cluster-lead agency, therefore have an additional responsibility to promote protection as the primary aim of the system-wide humanitarian response. Accordingly, the Assistant High Commissioner for Protection has developed specific guidance for UNHCR Representatives on ensuring UNHCR's leadership and providing analysis, advice and coordination on protection at country level.[11] The protection cluster, for example, must undertake in consultation with other clusters a timely and comprehensive analysis of the protection risks and needs of the entire crisis-affected population to enable the Humanitarian Coordinator and HCT to determine priorities and develop an overarching protection strategy. The protection cluster also has the responsibility to support efforts by clusters/sectors to mainstream protection in their planning, implementation and monitoring.

4.1.4 Cluster Capacity

In fulfilling responsibilities set out in the IASC *Cluster Coordination Reference Module*, UNHCR needs to have appropriately skilled and dedicated staff for each of the clusters it leads at country level, including, at a minimum, a Cluster Coordinator. An Information Management Officer is also a minimum requirement and, depending on the operational needs, the Information Management Officer may be dedicated to support more than one UNHCR-led cluster. These represent UNHCR's institutional commitments, and UNHCR Representatives must be supported with the expertise and resources required to meet these obligations. In the case of sudden onset emergencies, the Global Protection Cluster, Global Shelter Cluster and the Global CCCM Cluster may be able to identify and deploy technical expertise on a temporary basis at the request of UNHCR Representatives to meet surge requirements.

UNHCR should seek to maximize synergies – through the clusters it leads (protection, shelter, CCCM) as well as with all clusters – by working closely with partners to develop harmonized and coherent strategies that maximize the system-wide protection impact for all crisis-affected populations.

[10] IASC, *Centrality of Protection in Humanitarian Action*, Statement of the IASC Principals, December 2013, available at: http://www.refworld.org/pdfid/52d7915e4.pdf.

[11] Please see *Internal Guidance Note for UNHCR Representatives on Protection Leadership in Complex Humanitarian Emergencies*, issued by the Assistant High Commissioner for Protection on 28 January 2016.

Key Messages for UNHCR Representatives
Minimum Requirements for Cluster Coordination

- Assign a **dedicated coordinator** for each cluster led by UNHCR at country level.
- Provide **dedicated information management support** for UNHCR's cluster leadership and coordination.
- **Engage operationally** and contribute to the results identified in cluster-specific strategies.

4.2 UNHCR's Operational Engagement in Situations of Internal Displacement

UNHCR's credibility and effectiveness as the cluster lead agency is reinforced by an appropriate level of operational engagement that enables it to contribute to the results of a humanitarian response. Accordingly, UNHCR's own strategies and interventions need to align with those of the clusters it leads. In the sections below, principles of engagement and interventions in support of UNHCR's cluster leadership (the IDP Footprint) are therefore described; these are intended to facilitate the planning and implementation of UNHCR's operational engagement.

4.2.1 Principles of Engagement

Underpinning UNHCR's operational engagement are a set of principles derived from international standards as well as the Organization's specific expertise in protection and humanitarian action more broadly.

Key Messages for UNHCR Representatives
Principles of Engagement for UNHCR in Situations of Internal Displacement

- Promote State responsibility
- Uphold and maximize synergies with refugee protection and the right to asylum
- Place protection at the centre of the humanitarian response
- Promote human rights
- Apply a community-based approach that is responsive to age, gender and diversity
- Uphold humanitarian principles
- Respond in partnership
- Promote comprehensive solutions
- Disengage responsibly

i. Promote State Responsibility

Inherent in the notion of national sovereignty is the responsibility of States to ensure that the needs of all citizens, including those who are internally displaced, are met and that their rights are respected. Such responsibilities cannot be delegated to international agencies. Wherever

possible, therefore, UNHCR must seek to complement, not substitute, for the State when it engages in situations of internal displacement.[12]

ii. Uphold and Maximize Synergies with Refugee Protection and the Right to Asylum

UNHCR must seek to create synergies with and maximize protection for refugees whenever it engages in situations of internal displacement. Examples include the facilitation of durable solutions and access to national services (such as education and health) for refugees and IDPs alike. UNHCR furthermore is accountable for ensuring that humanitarian action does not undermine the right of every person to move freely within and leave his/her country as well as to seek and enjoy asylum in another country.[13]

iii. Place Protection at the Centre of the Humanitarian Response

Protection must be at the centre of humanitarian action.[14] As such, UNHCR must adopt safeguards so that its interventions do not cause unintentional harm. Equally important is UNHCR's responsibility to maximize protection impact through its own leadership of the protection, shelter and CCCM clusters. Beyond the clusters it leads, UNHCR also needs to promote a shared, system-wide commitment to protection, including through overarching protection strategies that leverage each cluster's and each actor's expertise and experience.

iv. Promote Human Rights

Promoting human rights is fundamental to the notion of protection and is a responsibility shared with other actors (e.g., OHCHR, UNICEF and ICRC).[15] In a coordinated response to humanitarian crises, UNHCR's interventions prioritize efforts to address and prevent the most serious human rights violations, including those compromising the right to life and security of persons. At the same time, special human rights mechanisms, most notably the Special Rapporteur on the Human Rights of Internally Displaced Persons, have an essential role to play in high-level advocacy and, as such, a division of labour is necessary to maximize impact. This is all the more important in situations where UNHCR's operational effectiveness or the security of its staff, partners, refugees, stateless, IDPs and other populations may be placed at risk by such advocacy.

v. Apply a Community-Based Approach Responsive to Age, Gender and Diversity

A community-based approach is essential to protection and must therefore go beyond UNHCR's work with refugees to encompass all persons of concern, including the internally displaced.[16] This requires a commitment by UNHCR to place people of concern and their communities at the centre of decisions affecting their lives. By building and reinforcing community-based protection mechanisms, UNHCR endeavours to empower persons of

[12] In accordance with the IASC Transformative Agenda, UNHCR similarly contributes to inter-agency efforts to support national response mechanisms and to capacitate States to protect and assist the internally displaced, during the phases of preparedness, response and recovery.

[13] This is a fundamental right (Article 14 of the *Universal Declaration of Human Rights*) and is also affirmed in the *Guiding Principles on Internal Displacement* and the *Kampala Convention* as an obligation of States.

[14] Please see, *Centrality of Protection in Humanitarian Action* 2013, Statement of the ISAC Principals, 17 December 2013 which emphasizes the role of the protection cluster in "supporting humanitarian actors to develop protection strategies, including to mainstream protection throughout all sectors and to coordinate specialised protection services for affected populations." Available at: http://www.refworld.org/pdfid/52d7915e4.pdf.

[15] In a system-wide effort to reinforce and strengthen the UN's commitment to defending and protecting human rights, the UN Secretary-General launched the Human Rights Up Front (HRuF) initiative in 2013. HRuF emphasizes preventive action alongside better preparedness by the UN to deal with evolving crises through timely coordination and strategic engagement with the General Assembly, the Security Council and the Human Rights Council.

[16] For more details, please see UNHCR, *Age, Gender and Diversity Policy* 2011, available at: http://www.refworld.org/docid/4def34f6887.html.

concern to claim their rights and to participate in decision-making, including with national and local authorities and with humanitarian actors.

vi. Uphold Humanitarian Principles

The humanitarian principles of humanity, impartiality, neutrality and independence – which are derived from international law and have been affirmed by the UN General Assembly[17] – must underpin all interventions of UNHCR and other humanitarian actors in situations of internal displacement. The singular motivation of humanitarian action is to save lives and alleviate suffering in a manner that restores and respects personal dignity. As such, all humanitarian action is based on need alone, with priority given to those having the most urgent needs irrespective of race, nationality, gender, religious belief, political opinion, social class or legal status. UNHCR and its partners likewise must refrain from taking sides in hostilities or engaging in political, racial, religious or ideological controversies.

vii. Respond in Partnership

Situations of internal displacement are complex and demand collaborative, multilateral and multi-sectoral responses – a primary objective behind the Humanitarian Reform and Transformative Agenda. UNHCR's engagement in situations of internal displacement must therefore always be pursued in partnership with other actors, emphasizing the primary role of the State. UNHCR is committed to working with a wide range of actors – including UN agencies, national and international NGOs, development actors, government agencies and departments, local civil society, community-based organizations and faith-based groups – and leveraging their respective roles, capacities and comparative advantages toward the most effective and impactful outcomes for the internally displaced.

viii. Promote Comprehensive Solutions

UNHCR's efforts to facilitate solutions for IDPs must begin the moment it engages in a coordinated response.[18] UNHCR should contribute to recovery and development planning, building alliances with government, civil society and development actors. The overarching goal is to meet the needs of IDPs through reinforced national structures and mechanisms, without discrimination, both during displacement and in the search for solutions. This in turn requires promoting the inclusion of IDPs in national development plans. Of equal importance is the need for UNHCR to advocate for and assist the development and implementation of national IDP laws and policies, not least as a means towards removing legal barriers to solutions.

ix. Disengage Responsibly

Disengagement would, ideally, be linked to the realization of solutions and the ability of IDPs to access and enjoy their full rights as citizens. Such a benchmark, however, demands a longer-term commitment that may be difficult for UNHCR to guarantee. UNHCR should thus aim to disengage from IDP situations once other actors, ideally national, can meaningfully take over. This in turn requires UNHCR and its partners to invest in developing national capacity for IDP protection, assistance and solutions.

[17] The United Nations General Assembly has affirmed the humanitarian principles of humanity, neutrality and impartiality in Resolution 46/182 (Annex) and many other Resolutions on the coordination and delivery of humanitarian assistance.

[18] Please see, Decision No.20111/20 - *Durable Solutions: Follow up to the Secretary-General's 2009 report on peacebuilding*, available at: http://www.refworld.org/docid/5242d12b7.html. According to the UN Secretary-General's 2011 preliminary framework on Ending Displacement in the Aftermath of Conflict, a durable solution is achieved when internally displaced persons no longer have specific assistance and protection needs due to their displacement and, as such, are able to enjoy their human rights without discrimination on account of their displacement.

4.2.2 Interventions in Support of UNHCR's Cluster Leadership – the IDP Footprint

UNHCR's programme design and operational planning must be based on a comprehensive assessment of the operational context, protection risks and priorities, the needs and capacities of the crisis-affected population, capacities and access of other partners (especially cluster partners) and the overall humanitarian response strategy. The attached matrix, which is termed the "IDP Footprint", provides the necessary framework to guide programme design and operational planning within the established coordination framework at the country level. Assuming that UNHCR is part of a system-wide response to a humanitarian crisis, the IDP Footprint comprises objectives and outputs from the *UNHCR Results Framework* that relate specifically to the clusters UNHCR leads: protection, shelter and CCCM. It also suggests interventions, which are meant to be illustrative and derive from UNHCR's longstanding engagement with IDPs.

Key messages for UNHCR Representatives Programming inside the "IDP Footprint"

- Undertake a comprehensive assessment with partners to inform programming
- Promote a shared responsibility with partners in the implementation of the HRP and cluster work plan
- Prioritize, ideally within the Operating Level (OL), cluster coordination and interventions that contribute to the operational results of UNHCR-led clusters
- Apply the IDP Footprint when developing the Country Operations Plan and determining with partners UNHCR's objectives, interventions and outputs

4.2.3 Applying the IDP Footprint

In developing their Country Operations Plans, UNHCR Representatives and their teams are not expected to plan for all the objectives, interventions and outputs set out in the IDP Footprint. Rather, contents of an Operations Plan, including objectives, interventions and indicators selected from the IDP Footprint, will depend on the comprehensive assessment as well as whether the operational context is in the emergency phase, a stable or protracted situation or making the transition to solutions.

In all situations where UNHCR leads protection, shelter and CCCM clusters and during all phases of a coordinated response, the following *Focus* objectives constitute the core of UNHCR's operational engagement:

- Coordination and partnerships strengthened;
- Protection from effects of armed conflict strengthened;
- Community mobilization strengthened and expanded;
- Services for persons with specific needs strengthened;
- Risk of SGBV is reduced and quality of response improved;[19]

[19]UNFPA and/or UNICEF, as the agency focal points for the Gender-Based Violence Area of Responsibility (AOR) within the Global Protection Cluster, will lead in this area while remaining under the comprehensive umbrella of the national Protection Cluster. The scope of UNHCR's operational engagement will thus take into account the presence, access and capacity of the agency focal points at country level.

- Protection of children strengthened;[20]
- Law and policy developed or strengthened;
- Population has sufficient basic and domestic items;
- Shelter and infrastructure established, improved, and maintained; and
- Camp management and coordination refined and improved.

To the extent possible, interventions selected from the IDP Footprint should be partially or fully prioritized within the Operating Level (OL) budget. Where selected interventions inside the IDP Footprint are not prioritized within the OL, they need to at least be foreseen in the Above Operating Level (AOL) budget. Furthermore, inside the narrative of the Operations Plan, UNHCR Representatives need to articulate any challenges and constraints they have encountered with budgeting interventions in the IDP Footprint within the OL.

Any interventions that go beyond the IDP Footprint must be explained in the narrative of the Operations Plan. Such interventions should normally be undertaken by another partner in a UNHCR-led cluster or by another cluster altogether (e.g., education, health). Interventions inside the Operations Plan that go beyond the IDP Footprint will be subject to a critical review and corporate-level decision-making during the Annual Programme Review and the review of Supplementary Programmes.

Key Messages for UNHCR Representatives – Programming Outside the "IDP Footprint"

- Interventions that go beyond the scope of the IDP Footprint and yet relate to the agreed strategy of a UNHCR-led cluster should, where possible, be planned by another cluster partner.
- Other interventions that go beyond the IDP Footprint can and should be implemented by another cluster altogether (e.g. education, health, WASH).
- In view of the foregoing, UNHCR may plan an intervention that goes beyond the IDP Footprint if:
  - ✓ There is a compelling justification linked to operational effectiveness (including in relation to UNHCR's strategic priorities and geographical area of intervention); and
  - ✓ UNHCR has the technical expertise, knowledge and evidence-base to undertake the intervention in a sustainable, time-bound manner.

5. REFERENCES

- African Union, *Convention for the Protection and Assistance of Internally Displaced Persons in Africa*, October 2009, ("Kampala Convention")
- IASC, *Transformative Agenda*, http://www.humanitarianinfo.org/iasc
- IASC, *Reference Module for Cluster Coordination at the Country Level*, July 2015
- IASC, *Centrality of Protection in Humanitarian Action* (Statement of the IASC Principals), 17 December 2013
- IASC (GPC), *Handbook for the Protection of Internally Displaced Persons*, March 2010, http://www.unhcr.org/4c2355229.html

[20]UNICEF, as the agency focal point for the Child Protection AOR within the Global Protection Cluster, will lead in this area while remaining under the comprehensive umbrella of the national Protection Cluster. The scope of UNHCR's operational engagement will thus thus take into account presence, access and capacity of the agency focal point at country level.

- IASC, *Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response*, 2006
- OCHA, Humanitarian Response web portal: http://www.humanitarianresponse.info
- UN, *Guiding Principles on Internal Displacement*, 1998
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- UNHCR, *Joint UNHCR-OCHA Note on Mixed Situations: Coordination in Practice,* April 2014, http://www.unhcr.org/53679e679.html
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- UNHCR, *Policy Framework and Implementation Strategy: UNHCR's Role in Support of an Enhanced Humanitarian Response to Situations of Internal Displacement*, 9 February 2007
- UNHCR, *The Protection of Internally Displaced Persons and the Role of UNHCR*, 27 February 2007

6. MONITORING AND COMPLIANCE

Compliance with these Operational Guidelines shall be monitored by the Regional Bureaux in close consultation with the DIP and DPSM, particularly during the Annual Programme Review and the review of Supplementary Programmes.

7. DATES

These Operational Guidelines are effective from the date of issuance. While an update of these guidelines is scheduled by 2020, DIP and DPSM may initiate a review at any time, including as and when the IASC issues new or revised policies and/or changes to the Transformative Agenda protocols.

8. CONTACT

The contact for these Operational Guidelines is the Chief of the Internal Displacement Section (eyster@unhcr.org) in DIP and the Senior Policy Officer in the Office of the Director (sjoberg@unhcr.org) in DPSM.

9. HISTORY

This document replaces the provisional guidance on UNHCR's engagement in situations of internal displacement issued in March 2014 by DIP and DPSM.

Annex: UNHCR Interventions in Situations of Internal Displacement (the "IDP Footprint")