

Basic Course on Internal Displacement: Background, Program Foundations and Program Approaches for International Agency Staff

Module III: The Institutional Framework for Activities on Behalf of Internally Displaced Persons

Objectives

By the end of this session, participants should be able to:

- Describe the collaborative model the international community has developed for working with internally displaced persons
- Describe how key individuals and institutions within the UN system and in the larger international community can assist in meeting the needs of internally displaced persons at the country level
- Explain the key role of the Resident Coordinator/Humanitarian Coordinator (RC/HC) in coordinating efforts of the UN Country Team on behalf of the internally displaced
- Describe the two basic options the RC/HC has for managing a situation of internal displacement: (1) allocation of responsibilities among the country team and (2) designation of a lead agency

Contents

Section Title	Time
Introduction to Module III	10 minutes
The Collaborative Model and Its Key Institutions	20 minutes
Evaluating Coordination Efforts	20 minutes
The Role of the RC/HC	20 minutes
The Two Basic Options the RC/HC Has for Managing a Situation of Internal Displacement	5 minutes
Advocating for a Team or a Lead Agency Approach	45 minutes
Approximate Total Time	2 hours

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Methods

Presentation/lecture

Plenary discussion

Reading

Group work

Materials

Facilitator Guide

Participant Guide

PowerPoint slides or overhead transparencies 3.1 – 3.

Preparation

Prepare for the PowerPoint or overhead transparency presentation.

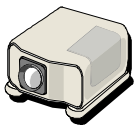
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Introduction to Module III (10 minutes)



Provide the following introduction to Module III:

- As noted in the Introduction to this training, no one agency -- within or outside the UN system -- has sole responsibility for working with internally displaced persons. Yet, the internally displaced often face particular circumstances that require focused analysis and well-designed program interventions to meet their needs and ensure their rights are protected.
- In response to the serious problem of internal displacement, the international community has developed a collaborative approach to guide its work vis-à-vis internally displaced persons. The collaborative approach requires that the capabilities of many international organizations, working together, be combined to address situations of internal displacement in a coordinated fashion.
- For you and your agency to assist internally displaced communities, you must understand the basic collaboration mechanisms that have evolved, and how to fit your efforts within a coordinated effort.
- You must also know what additional assets are available within the international community that you can draw upon to assist your efforts at the country level.



Show Slide 3.1 Module III Objectives



Make the following points about what is included in this session:

- To achieve this goal, Module III provides the following information:
 - First, this module describes the key institutions within the international community with responsibilities to address internal displacement and how they fit together to achieve collaboration.

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Introduction to Module III (Continued)

- Second, the module outlines the central role of the resident coordinator (RC) or humanitarian coordinator (HC) at the country level in coordinating the role of the UN Country Team to deal effectively with internal displacement.
- Third, the module presents the two basic options available to the RC/HC to manage displacement crises at the country level, and explores the advantages and disadvantages of each approach.

The Collaborative Model and Its Key Institutions (20 minutes)



Present the following information about the collaborative model and its key institutions:

- It is, first and foremost, the responsibility of national authorities both to ensure protection for and provide assistance to the displaced and those at risk of displacement.
- However, governments may not have the capacity to meet the needs of their displaced populations, or they may lack the will to do so. In such cases, the internally displaced have no alternative but to turn to the international community for help.
- Over the past few years, UN agencies and partner organizations have strengthened their capacities to address the needs of IDPs.
- Assistance and protection have been provided to such persons as a vulnerable population within the mandates of the UN agencies or, in the case of UNHCR, on a case-by-case extension of its refugee mandate. However, no agency has a global comprehensive mandate to assist and protect IDPs.
- The scale and the multi-faceted nature of displacement crises have led the international community to recognise that an effective and comprehensive response to the protection and assistance needs of displaced persons necessitates a collaborative approach.

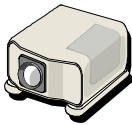
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The Collaborative Model and Its Key Institutions (Continued)

- Thus, the management model for assistance and protection in situations of internal displacement, rather than a single agency approach, is one that involves government officials, UN agencies, international organisations, and international and local NGOs.
- Such a collaborative approach implies a significant coordination role for the Emergency Relief Coordinator (ERC) and the UN Inter-Agency Standing Committee Working Group (IASC-WG).
- It requires the RC/HC to undertake an important assessment and task coordination role within the country setting; and further means the involvement of UN agencies and other international and national organisations, based on their areas of comparative advantage.



Present the following descriptions of key institutions at the international and/or headquarters level that collaborate to meet the needs of internally displaced persons and briefly outline their respective responsibilities.



Show Slide 3-2 The Emergency Relief Coordinator

- The Emergency Relief Coordinator: Inter-Agency Focal Point on IDPs
 - The UN Secretary-General has designated the ERC as the focal point at headquarters level for the inter-agency coordination of humanitarian assistance to internally displaced persons.
 - This responsibility includes:
 - global advocacy on both assistance and protection requirements;
 - resource mobilisation and the identification of gaps in resources for internally displaced persons;

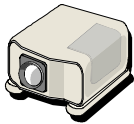
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The Collaborative Model and Its Key Institutions (Continued)

-- promotion of the establishment of a database and global information on internally displaced persons in consultation with external institutions, including monitoring and issuance of periodic situation reports; and

-- support to the field on related humanitarian issues, including negotiation of access to internally displaced persons.

- As chair of the Inter Agency Standing Committee (IASC), the ERC ensures that appropriate arrangements are set up with regard to protection and assistance in specific situations of internal displacement.



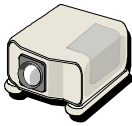
Show Slide 3-3 The Representative of the Secretary-General on Internally Displaced Persons

- The Representative of the Secretary-General on Internally Displaced Persons (RSG)
 - In 1992, in response to growing international concern about the large number of internally displaced persons throughout the world and their need for protection and assistance, the U.N. Secretary-General, at the request of the Commission on Human Rights, appointed a Representative on Internally Displaced Persons (RSG).
 - The RSG was requested to examine the human rights issues relating to internal displacement and to prepare a comprehensive study identifying existing laws and mechanisms for the protection of internally displaced persons, measures to strengthen their implementation, and additional ways of addressing protection needs.

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The Collaborative Model and Its Key Institutions (Continued)

- In fulfillment of these responsibilities, the Representative
 - Monitors internal displacement worldwide,
 - Undertakes country missions,
 - Establishes dialogues with governments,
 - Collaborates with intergovernmental, regional and non-governmental organisations,
 - Makes recommendations to improve international and regional institutional arrangements,
 - Assesses international legal protection, and
 - Publishes reports for action by Governments, the Commission, General Assembly, international organisations and non-governmental organisations.



Show Slide 3-4 The Office for the Coordination of Humanitarian Affairs

- The Office for the Coordination of Humanitarian Affairs (OCHA)
 - OCHA has appointed a Special Coordinator on Internal Displacement who, among other responsibilities, chairs the Senior Inter-Agency Network to Reinforce the Operational Response to Situations of Internal Displacement.
 - In addition, OCHA may make available Field Coordination Support Units that can assist in the management of internal displacement emergencies.

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The Collaborative Model and Its Key Institutions (Continued)

- In April 2001, the Special Coordinator of the Network on Internal Displacement issued a report on the activities and findings of the Network. The report found that the United Nations (UN), international organizations (IO) and non-governmental organizations (NGOs) need to increase their focus on, and support to, internally displaced persons (IDPs).
- To ensure increased focus, the Special Coordinator recommended the establishment of a non-operational, internally displaced persons (IDPs) office within the Office for the Coordination of Humanitarian Affairs (OCHA). Based on the Special Coordinator's recommendation, the Emergency Relief Coordinator (ERC) proposed to the Secretary-General (SG) the establishment of such an office. The proposal was endorsed by the SG on 25 May 2001.
- The role of the Unit, to be up and running by January 2002, will be to advise and support the ERC in focusing on and coordinating an effective response to the needs of the internally displaced. It is expected to undertake a number of activities including:
 - Promotion and support of advocacy efforts, including those of the SG's Representative on IDPs
 - Monitoring of situations of internal displacement in order to identify operational gaps in the responses to internal displacement
 - Provision of training, guidance and expertise to Resident Coordinators (RCs), Humanitarian Coordinators (HCs), UN Country Teams and humanitarian organizations on IDP-related issues, and the formulation of strategies to address the protection, humanitarian and durable development needs of IDPs

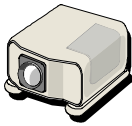
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The Collaborative Model and Its Key Institutions (Continued)

--Development of necessary linkages between the humanitarian response to internal displacement and the security, political and development spheres of activity

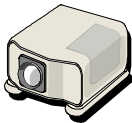
--Mobilization of the resources needed to assist IDPs

--Further development of inter-agency policies on IDP issues



Show Slide 3-5 The Senior Network

- The Senior Inter-Agency Network to Reinforce the Operational Response to Situations of Internal Displacement ("The Senior Network")
 - The Senior Network is composed of the OCHA Special Coordinator and "Senior Focal Points" from all member organizations and standing invitee organizations of the IASC.
 - The Senior Network will reinforce operational response and coordination arrangements in critical crises of internal displacement by assessing field operations and recommending follow-up action as appropriate, by UN Country Teams and agency headquarters, as well as the wider humanitarian community on the ground.
 - Recommendations may also be made regarding the activities to be undertaken by concerned governments and, where appropriate, non-state actors.



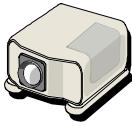
Show Slide 3-6 The Inter-Agency Standing Committee

- The Inter-Agency Standing Committee (IASC)

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The Collaborative Model and Its Key Institutions (Continued)

- At the global level the Inter-Agency Standing Committee (IASC), chaired by the Emergency Relief Coordinator (ERC), is a primary mechanism for inter-agency coordination.
- The IASC facilitates inter-agency decision making in response to complex emergencies primarily by developing and agreeing on system-wide humanitarian policies; allocating responsibilities among agencies in humanitarian programs; advocating common humanitarian principles to parties outside the IASC; identifying areas where gaps in mandates or lack of operational capacity exist; and building consensus between humanitarian agencies on system-wide humanitarian issues.



Show Slide 3-7 Composition of the IASC

- The IASC is formed by the Executive Heads of the following agencies:

Full members

OCHA
UNICEF
UNHCR
UNDP
FAO
WFP
WHO

Standing invitation

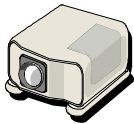
International Committee of the Red Cross
International Federation of the Red Cross
and Red Crescent Societies
International Organization for Migration
Steering Committee for Humanitarian Response
INTERACTION
International Council of Voluntary Agencies
Representative of the Secretary General on IDPs
Office of the High Commissioner for Human
Rights
World Bank

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The Collaborative Model and Its Key Institutions (Continued)

- The **IASC-WG**, formed by senior representatives of the same agencies, meets four to six times a year.
- Its responsibilities include formulating the agenda for IASC meetings; making non-strategic policy and operational decisions; endorsing the yearly work plan; and preparing options and recommendations for the IASC on strategic policy and major operational issues.
- The IASC-WG also acts as the inter-agency forum for consultations on all aspects related to Internally Displaced Persons.

Present the following descriptions of key institutions at the country level that collaborate to meet the needs of internally displaced persons and briefly outline their respective responsibilities.



Show Slide 3-8 The UN Resident/Humanitarian Coordinator.

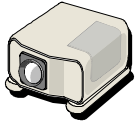
- The UN Resident/Humanitarian Coordinator (RC/HC):
 - At the field level, the UN Resident/Humanitarian Coordinator (RC/HC) is, in full consultation with the inter-agency Country Team, responsible for the strategic coordination of assistance to internally displaced persons.
 - This includes ensuring that humanitarian requirements before, during and after an emergency are adequately addressed, and advocating for assistance and protection. The Humanitarian Coordinator is accountable to the ERC.
 - More information on the RC/HC is provided in Handout 3.1.



Ask participants to turn to and read “Operational Guidance to Resident/ Humanitarian Coordinators” beginning on page 9 of the Participant Guide.

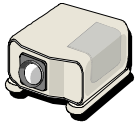
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The Collaborative Model and Its Key Institutions (Continued)



Show Slide 3-9 The Country Team

- The Country Team:
 - The Resident/ Humanitarian Coordinator works closely with, and provides leadership to, the UN Country Team (CT) in the field, which includes representatives of the UN humanitarian agencies present in the affected country (the Team may also be expanded to include others as appropriate).
 - Part of the responsibility of Resident Coordinators and UN agency heads in-country is to ensure that their CT is already in place and functioning at the early warning phase of a complex emergency.
 - During complex emergencies, the CT is the main in-country mechanism for UN agencies to work out their common humanitarian aid policies and programs, and to coordinate their specific actions. The CT should regularly convene joint meetings with representatives of the larger humanitarian assistance community, e.g., NGOs, the Red Cross Movement and international organizations such as IOM.



Show Slide 3-10 NGO Coordinating Bodies

- NGO Coordinating Bodies
 - NGOs have increasingly used coordinating bodies to organize and increase their effectiveness in complex emergencies.
 - NGO coordinating bodies give the NGO community a higher political profile than they can achieve individually and can serve as focal points for communications with the UN.

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The Collaborative Model and Its Key Institutions (Continued)

- For example in Colombia a number of local NGOS have organised themselves in a consortium called GAD (Grupo de Apoyo a los Desplazados, or Support Group for the Displaced). In Burundi international NGOs have organised themselves in a group called RESO.
- Donor Coordinating Bodies
 - In some complex emergencies, donors have formed coordination bodies in order to consolidate their objectives and approaches to working with the internally displaced and operational agencies.

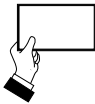
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Evaluating Coordination Efforts (20 minutes)



Introduce the activity by making the following points:

- Now let's look at two reports that illustrate attempts by organizations at the headquarters level -- in these cases, OCHA and the IASC-WG -- to assist Country Teams by evaluating displacement situations and recommending improvements in programming.
- Both of these are reports of the OCHA Senior Advisor on Internally Displaced Persons following field trips to the respective countries.



Give participants Handouts 3.1 and 3.2.

Conduct the activity by asking participants to do the following:

- Work in two groups, with one group looking at the report "Internal Displacement in the Sudan: A Review of UN Strategic Coordination," and the other group looking at the document "Internal Displacement in Angola: A Review of UN Strategic Coordination."
- Answer the questions on page III-12 in the Participant Guide and be prepared to discuss the questions with the large group.

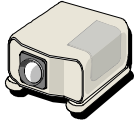
Debrief the activity by asking each group to share its answers with the large group.

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The Role of the RC/HC (20 minutes)



Describe the central role of the resident coordinator or humanitarian coordinator in managing situations of internal displacement at the country level.



Show Slide 3-11 The Role of the RC/HC

- At the field level, the RC/HC is responsible for the strategic coordination of assistance to and protection of internally displaced persons, in full consultation with the UN Country Team. In particular, the RC/HC:
 - Ensures that humanitarian needs are met, taking into account the contribution of all relevant partners on the ground.
 - Recommends to the ERC a division of tasks and responsibilities among agencies. S/he may also recommend to the ERC, in consultation with the UN Country Team, a “lead agency” to assume responsibility for internally displaced persons in that country.
 - Serves as an advocate for protection/assistance to internally displaced persons.
- In addition, the IASC-WG Statement on Protection of Internally Displaced Persons notes the particular importance of the Consolidated Appeals Process (CAP) in achieving a systematic, coordinated approach to internal displacement issues.
- Country Teams, in formulating their Consolidated Appeals, should ensure that the protection needs of internally displaced persons are addressed in the joint programming process.
- The RC/HC plays a central role in ensuring that the needs of internally displaced communities are reflected systematically in the CAP.

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The Role of the RC/HC (Continued)

- Regrettably, a study by the Representative of the Secretary-General in 2000 noted the following about internally displaced persons in the CAP: "...much work remains to be done. The analysis of and response to internal displacement within Appeal documents can be enhanced....Careful reading of the CAs suggests a disconnect between the frequent references to internally displaced persons as program beneficiaries and the relatively limited program initiatives, beyond traditional humanitarian aid, actually targeted to the displaced."
- The central role of the RC/HC is described in more detail in the IASC-WG's "Operational Guidance to Resident/Humanitarian Coordinators."
- Let's review and see if critical responsibilities are addressed in this document.

Give participants time to review the document.

Ask the following questions:

?

What would you add?

What problems do you foresee in your country in implementing this guidance?

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The Two Basic Options The RC/HC Has for Managing a Situation of Internal Displacement (5 minutes)

Present the following information on the basic options of the RC/HC:

- As noted above, the IASC-WG "Operational Guidance to Resident/Humanitarian Coordinators" notes that s/he: "Recommends to the ERC a division of tasks and responsibilities among agencies. S/he may also recommend to the ERC, in consultation with the UN Country Team, a 'lead agency' to assume responsibility for internally displaced persons in that country."
- If the RC/HC recommends the first option and determines to manage the UN response to internal displacement from within the Country Team (assuming ERC concurrence), s/he creates and supervises an in-country internal displacement task force; allocates responsibilities for assistance and protection among agencies with relevant expertise; and leads the Country Team in developing an integrated plan for responding to assistance and protection needs.
- If the RC/HC recommends the second option and determines to appoint a lead agency, that agency and its country director would assume responsibility for the UN's response to the needs of internally displaced persons.
- Under those circumstances, as outlined in the IASC-WG "Operational Guidance to Resident/Humanitarian Coordinators," the lead agency would assume the coordination, task allocation, and integrated planning responsibilities otherwise taken on by the RC/HC.
- In some country situations, a coordinated effort by all relevant UN agencies may make the most sense to address internal displacement. In other situations, special competencies of individual agencies may argue for a lead agency to address the overall displacement situation.

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Advocating for a Team or Lead Agency Approach (45 minutes)

Introduce the activity by making the following points:

- Now let's look at the special competencies of selected UN and partner organizations vis-à-vis internally displaced persons.



Ask participants to turn to the “ Outline of the Capacities of Different Organizations with Regard to the Protection of Internally Displaced Persons” beginning on page III-14 in the Participant Guide, which provides a description of these competencies.

Conduct the activity by asking participants to do the following:

- Review this material and see if you believe that the competencies described therein, and others you are aware of, suggest a "team" approach to managing internal displacement or a "lead agency" approach.
- Work in two teams: one team will advocate for RC/HC management of the country team to manage internal displacement issues; the other team will advocate for a lead agency.
- Be prepared to defend your position to the large group.



Debrief the activity by recording plusses and minuses of each approach on flip charts.

Transition to the next module, Preparing for, and Preventing, Internal Displacement.