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FIELD PRACTICE IN INTERNAL DISPLACEMENT

**Examples from UN Agencies and Partner Organisations of
Field-Based Initiatives Supporting Internally Displaced Persons**

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FOREWORD

[FOREWORD TO BE AUTHORED BY THE SECRETARY-GENERAL, OR
ALTERNATIVE DETERMINED BY OCHA]

INTRODUCTION

Internal displacement, since it affects more than twenty million people in more than 55 countries, is rightly called a “global” crisis. Increasingly, operational UN agencies, NGOs and international organisations – individually, and in partnership – have focused on internal displacement. There is broad consensus that these efforts, while encouraging, are fragmentary, and that much work remains to meet the needs of more than 20 million displaced children, women and men. Nonetheless, the experience of these operational agencies provides models of field practice that might be examined for applicability in other displacement situations.

The Context of this Manual: The past decade has witnessed a series of events that have increased focus within the UN system on issues of internal displacement. In 1992, the Secretary-General appointed a Representative on Internally Displaced Persons. That Representative, Dr. Francis M. Deng, has undertaken initiatives – including country visits, reports and analyses – to raise the visibility of and focus on internal displacement.

In 1998, the Representative presented the *Guiding Principles on Internal Displacement*, (The *Guiding Principles on Internal Displacement* were presented by the Representative to the UN Commission on Human Rights at its fifty-fourth session, as UN Document E/CN.4/1998/53/Add.2. The Commission took note of the *Principles* and of the intention of the representative to make use of them in his dialogue with Governments and intergovernmental and non-governmental organisations. The Commission also noted with interest the decision of the UN Inter-agency Standing Committee (IASC) regarding the *Principles*. The IASC, at its 26 March 1998 meeting, welcomed the *Principles*, encouraged its members to share them with their Executive Boards and their staff, and to apply them in the field. The *Guiding Principles* in all official UN languages (Arabic, Chinese, English, French, Russian and Spanish), as well as unofficial translations in Azerbaijani, Georgian and Portuguese, are available from the Office of the High Commissioner for Human Rights (OHCHR), with English, French, Spanish and Portuguese booklet versions available from OCHA-New York's IDP Unit. English, French and Spanish versions also are posted on the web-site of OHCHR: <www.unhchr.com>.) which are the first attempt to articulate what protection should mean for the internally displaced. The *Guiding Principles* set forth the rights and guarantees relevant in all phases of displacement: before displacement occurs (that is, protection against arbitrary displacement); during situations of internal displacement; and, in the return or resettlement and reintegration phase. Although the *Principles* do not constitute a legally binding document as such, they reflect and are consistent with

international human rights law, international humanitarian law, and refugee law by analogy, which *are* binding. The *Guiding Principles* restate and consolidate in one document the relevant principles applicable to the internally displaced, providing practical guidance for use in responding to situations of internal displacement.

Also in the 1990s, a number of steps have been taken to enhance coordination among UN agencies vis-à-vis the internally displaced. The Emergency Relief Coordinator (ERC), as chairman of the UN's inter-agency standing committee (IASC), is the focal point at UN headquarters level for the inter-agency coordination of humanitarian assistance to internally displaced persons. This responsibility includes: (1) global advocacy on both assistance and protection requirements; (2) resource mobilisation and the identification of gaps in resources for the internally displaced; (3) in consultation with external institutions, promotion of the establishment of a database and global information on internally displaced persons, including monitoring and issuance of periodic situation reports; and (4) support to the field on related humanitarian issues, including negotiation of access to the internally displaced. At UN headquarters level, the IASC-Working Group (IASC-WG) (The IASC-WG consists of the following agencies: The UN Food and Agriculture Organisation (FAO), the UN Office for the Coordination of Humanitarian Affairs (OCHA), the UN Children's Fund (UNICEF), the UN Development Programme (UNDP), the UN High Commissioner for Refugees (UNHCR), the UN World Food Programme (WFP), and the UN World Health Organisation (WHO). In addition, there is a standing invitation to the International Committee of the Red Cross (ICRC), International Federation of Red Cross and Red Crescent Societies (IFRC), International Organisation for Migration (IOM), the Representative of the Secretary-General on Internally Displaced Persons, and the UN High Commissioner for Human Rights (UNHCHR). Three NGO consortia - the International Council of Voluntary Agencies (ICVA), InterAction, and the Steering Committee for Humanitarian Response (SCHR) - are also invited on a permanent basis to attend.) **is the forum for consultations on all internal displacement matters.**

At the field level, the UN Resident/Humanitarian Coordinator is, in full consultation with the inter-agency country team, responsible for the strategic coordination of assistance to internally displaced persons. This responsibility includes addressing humanitarian requirements before, during and after an emergency, serving as an advocate for assistance and protection, as well as recommending to the ERC a division of responsibility among agencies. The work of the UN Resident/Humanitarian Coordinator on behalf of the internally displaced is carried out in close collaboration with responsible government authorities, local and international NGOs, international organisations, and other relevant actors.

The Purpose of this Manual: Although internal displacement is a far-reaching global phenomenon, the battle to overcome this world-wide problem is often fought at the family, village, barrio, district or national level. As displaced communities, local organisations, national authorities and international agencies confront internal displacement at the grassroots, they are often required to develop innovative program responses quickly and under stress.

Recognising this reality, the UN Inter-agency Standing Committee Working Group (IASC-WG) asked its members, as well as partner agencies from the international organisation and non-governmental organisation communities, to contribute examples of field programs supporting the internally displaced. The intent of this compilation is to provide, for field practitioners, examples of interventions on behalf of the internally displaced from a variety of country contexts.

This compilation offers field workers a sampling of prior experience by agencies wrestling with internal displacement. The core of the publication consists of more than sixty concise examples of program initiatives undertaken by operational agencies, by governments, and by the displaced themselves, in countries confronting internal displacement. The member agencies of the IASC-WG recognise that internal displacement is a complex phenomenon, with diverse manifestations in different political, cultural, and developmental contexts. Effective programs addressing internal displacement at the field level will always need to grow from a sound analysis of local conditions, capacities and needs. The purpose of this compendium, therefore, is to stimulate practitioners in their own program design. This publication – and the examples of field practice -- have intentionally been kept short, targeted as they are at practitioners in the field. The drafters recognise that busy people need useful information in digestible units, when confronted with the need to translate knowledge into program action.

This first edition of *Field Practice in Internal Displacement* is an initial compendium of interventions on behalf of the internally displaced. Field practice is rapidly evolving, as agencies seek new and more effective ways of addressing assistance, protection and durable solutions for internally displaced persons. Therefore, readers are invited to send comments, critiques and, especially, examples of sound field practice, to enhance future versions of this publication. Examples of field practice should be sent to the UNICEF Office of Emergency Programmes, to the attention of the Focal Point for

Internally Displaced Persons. (The Focal Point can be reached at FAX 1-212-326-7037 or at e-mail opscen@unicef.org.) In addition, OCHA will serve as a focal point for general inquiries on internal displacement issues, as well as a consolidated resource centre for materials related to internally displaced persons. (Inquiries can be addressed to the Internally Displaced Persons Focal Point in the Policy Development Unit at FAX 1-212-963-1040 or at e-mail ocha-pdu@un.org.)

How this Publication is Organised: Examples of field practice are listed in a Compendium following this Introduction, then grouped into five chapter headings, related to the main sections of the *Guiding Principles on Internal Displacement*. These chapters are: “General Support for the Guiding Principles,” “Principles relating to Protection from Displacement,” “Principles relating to Protection and Assistance during Displacement,” “Humanitarian Principles,” and “Principles relating to Return, Resettlement and Reintegration.” Each chapter consists of a brief summary of the relevant *Guiding Principles*, (The summaries of the *Guiding Principles on Internal Displacement* provided in each chapter are intended only to convey the general thrust of the respective principles. Readers should consult the *Guiding Principles* themselves for an authoritative understanding of the principles.) followed by examples of field practices geared toward the fulfilment of those specific *Guiding Principles*. This publication also provides a Reference Bibliography, a brief list of Selected Further Reading on Internal Displacement, for those who desire to pursue additional literature on this topic, and an index to the examples of field practice.

All members of the IASC Working Group contributed to this work. A team composed of the Office for the Coordination of Humanitarian Affairs (OCHA), the office of the Representative of the Secretary-General on Internal Displacement, and the United Nations Children’s Fund (UNICEF) served as the focal point for pulling the publication together.

COMPENDIUM OF FIELD PRACTICE EXAMPLES

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GENERAL SUPPORT FOR THE GUIDING PRINCIPLES

The *Guiding Principles on Internal Displacement* contain four General Principles, which affirm basic rights of the internally displaced and responsibilities of authorities vis-à-vis the internally displaced.

Principle 1 affirms that internally displaced persons enjoy the same rights and freedoms under international and domestic law as do other persons in their country, and prohibits discrimination against the internally displaced on account of their status. At the same time, Principle 1 notes that the Guiding Principles do not remove individual criminal responsibility, of the internally displaced or any person, under international law.

Principle 2 affirms the responsibility of all authorities, groups and persons to observe the Guiding Principles, noting that such observance will not affect legal status. Principle 2 also affirms that the Guiding Principles shall not be interpreted to limit rights granted under existing international or domestic law, noting especially the right of the internally displaced to seek asylum in other countries.

Principle 3 takes note of the primary duty and responsibility of national authorities to provide protection and humanitarian assistance to internally displaced persons, and affirms the right of the internally displaced to request and receive such assistance from authorities, without risk of persecution or punishment.

Principle 4 affirms that the Guiding Principles shall be applied without discrimination of any kind, such as language, religion, ethnic origin, age or disability; and recognises that certain categories of the displaced (such as female heads of households, children, persons with disabilities, and the elderly) are entitled to protection and assistance that take into account their special needs.

A. General Activities in Support of the Guiding Principles

In order to promote general activities in support of the *Guiding Principles*, the following activities may be undertaken, in coordination with agencies with designated responsibilities in the field:

- disseminating the *Guiding Principles*, and information about the *Guiding Principles*, especially in languages used by the internally displaced and relevant authorities; advocating widely for the application of the *Guiding Principles*;
- supporting training programs in the *Guiding Principles*, and in international humanitarian and human rights law, for staff, for the displaced themselves, and for relevant authorities and partner organisations;
- monitoring and disseminating information on compliance by relevant authorities with the *Guiding Principles on Internal Displacement*;
- supporting data gathering efforts that provide accurate information on the numbers of internally displaced persons and their condition, taking due note of requirements for security, protection and privacy;
- promoting, participating in, and supporting inter-agency coordination efforts focused on the internally displaced, ensuring that local organisations -- including organisations of the displaced themselves -- are partners in such coordinated efforts.

Field-based examples of such practice include:

EFFORTS TO TRANSLATE THE GUIDING PRINCIPLES INTO LOCAL LANGUAGES, IN ORDER TO SUPPORT ADVOCACY: [Azerbaijan, Georgia, Greece, Angola]: Primarily as a result of conflict in Nagorno-Karabakh, Azerbaijan holds one of the world's highest concentrations of internally displaced persons, with one in eight citizens displaced. In light of these conditions, the office of the UN High Commissioner for Refugees (UNHCR) has arranged for the translation of the *Guiding Principles on Internal Displacement* into the Azerbaijani language, in both Latin and Cyrillic alphabets in order to increase access. Making this document available in Azerbaijani has increased significantly its value as an advocacy tool. Government officials, for their part, have noted how increased access to the *Guiding Principles* will facilitate the incorporation of protection regimes into national legislation.

A number of initiatives have led to the translation of the *Guiding Principles* into other languages. The Georgian Young Lawyers Association has produced a version in Georgian, Amnesty International/Greece has produced a Greek-language edition, and OCHA's Angola office has produced a Portuguese version.

COLLECTING AND DISAGGREGATING POPULATION DATA ON THE INTERNALLY DISPLACED: [ANGOLA; AZERBAIJAN] With over a million internally displaced persons spread across its vast territory, Angola in 1996 faced difficult issues of care, protection and return. Angolan and international institutions had only fragmentary data on the location and condition of displaced persons. In an attempt to fill this gap, the government's National Institute of Statistics (NIS), with UNICEF and UNDP support, conducted a multi-province socio-demographic study of the displaced population, in cooperation with UNITA. The design and results of the survey were especially significant for the large proportion of Angolan displaced who were women or girls. By disaggregating IDP data by gender and age, the study alerted agencies to concentrations of women, teenagers, and girls who were vulnerable. The findings permitted more precise targeting of program efforts to ensure that women's status and views were considered. In one province, researchers found that 63 per cent of households were headed by women, underlining the need to include women in decision-making processes.

In Azerbaijan, WFP has computerised the data of its beneficiaries on cards issued to each family, to include the head of the household and its members in terms of names, gender, age, type and serial number of documents (passport, birth certificate, etc.); the residence before and after displacement (by district and village); and, the date[s] of displacement, to distinguish those who moved from disputed territories voluntarily before the conflict. This computerised data system enables WFP/Baku to analyse the displaced population and better target program interventions.

AN INTEGRATED ASSISTANCE AND PROTECTION PROGRAMME ON BEHALF OF INTERNALLY DISPLACED PERSONS: [SUDAN] In order to improve programming for the internally displaced in the Sudan, in coordination with other UN agencies and NGOs, the UN Humanitarian Coordination Unit in Khartoum created a six-person team of IDP Coordinators, deployed in five locations. The team, assembled in 1997, neither managed separate programs nor attempted formal coordination of other agency operations. Rather, through collaborative efforts at information gathering, analysis and

assistance in field coordination, the IDP program attempted to improve work in seven issue areas:

- Garnering a better profile of displacement through data collection and analysis;
- Assisting in field coordination among UN agencies, NGOs and government;
- Improving access for humanitarian assistance, and promoting humanitarian principles;
- Assisting government authorities in protection of the internally displaced;
- Ensuring that the displaced are involved in relief planning and implementation;
- Improving relations between displaced and host communities; and
- Supporting self-reliance for displaced communities.

To gain local knowledge, cultural awareness and communications skills, Sudanese nationals were recruited to serve as Coordinators. However, recognising that local officers might be susceptible to political pressure, international officers backed up the team through short-term field assignments. Team members, prior to deployment, received intensive training in topics including: humanitarian operations; displacement, including the *Guiding Principles on Internal Displacement*; child rights; humanitarian principles; international law; and, gender issues. Although the program is new, initial evaluation suggests it has made a contribution in improving information and analysis of the displacement situation, in raising awareness of displacement issues through discussions with government authorities, in assisting field coordination among agencies, and in providing some protection for displaced communities.

B. The General Principles

In order to promote activities in support of the General Principles themselves, the following activities may be undertaken, in coordination with agencies with designated responsibilities in the field:

- ensuring that program interventions are based on a sound understanding of *The Guiding Principles on Internal Displacement*, and international humanitarian and human rights laws;
- designing “rights-based” programs, that focus on the displaced as possessors of rights rather than as victims;
- planning program activities to ensure that benefits reach internally displaced persons equally with other persons in the country;

- ensuring that programs do not, intentionally or unintentionally, restrict the rights of internally displaced persons under international law, including the right to seek asylum;
- advocating vigorously with national authorities that they accept their responsibilities regarding the internally displaced;
- supporting, through training and other support, efforts by national authorities to accept responsibility for internally displaced persons;
- facilitating channels for internally displaced individuals, families, communities and leaders to approach national authorities to seek protection and assistance; and
- taking into account, in program design, “special needs” groups within the displaced population.

Field-based examples of such practice include:

INTERNATIONAL AGENCY SUPPORT FOR GOVERNMENT EFFORTS ON BEHALF OF INTERNALLY DISPLACED PERSONS: [Azerbaijan] With more than one half million IDPs, internal displacement is a major issue facing the Azerbaijani government. Although the government has generally accepted its responsibilities vis-à-vis its internally displaced citizens, coordination among government ministries has remained a problem, with multiple ministries managing different aspects of internal displacement. Recognising that better coordination would benefit the internally displaced, the International Organisation for Migration (IOM) worked with Azerbaijani authorities to develop a framework for enhanced coordination.

The resulting "State Commission for the Development of the Unified Migration Management Programme" is intended to take a comprehensive view of migration, with five areas of focus:

- Refugees and internally displaced persons
- Labour migrations
- Policy and management
- Border management, and
- Migration information systems.

In an environment of limited resources, elimination of duplication and better targeting by the State Commission could significantly benefit those internally displaced persons most in need.

INTERNATIONAL AGENCY SUPPORT FOR GOVERNMENT EFFORTS ON BEHALF OF INTERNALLY DISPLACED PERSONS: [Sierra Leone] In late 1991, the Government of Sierra Leone established NARECOM, the National Rehabilitation Committee, to take charge of coordinating internally displaced persons relief and rehabilitation assistance. With assistance from a UN task force, set up locally, NARECOM developed, in June 1993, a six-month plan for emergency relief to the internally displaced, and launched an appeal for assistance to the international community.

ENGAGEMENT WITH BOTH GOVERNMENT AND OPPOSITION FORCES ON BEHALF OF THE INTERNALLY DISPLACED: [Sudan] “Operation Lifeline Sudan (OLS),” launched in 1989, was an early effort to link both parties controlling access to internally displaced persons – the Government of Sudan, and the opposition Sudanese People’s Liberation Army (SPLA) – into an agreement for relief delivery. Although the approach to a rebel force like the SPLA initially raised serious issues for UN agencies, the resulting agreement was the only hope of reaching 1.5 million displaced and war-affected, since both sides to the conflict controlled displacement sites and access. The OLS agreement, although it has continued to face problems in an ongoing conflict, permitted international humanitarian assistance in each side’s area of operations, and guaranteed safe passage in designated “corridors of tranquillity.”

DISCUSSIONS WITH OPPOSITION GROUPS ON BEHALF OF THE INTERNALLY DISPLACED: [Sri Lanka]: In situations of internal displacement, negotiations with opposition groups which control portions of national territory will always be sensitive. Nonetheless, active engagement with opposition forces by international organisations operating in Sri Lanka expanded substantially the protection available to the internally displaced. The Special Representative of the Secretary-General for Children and Armed Conflict, during a 1998 visit to Sri Lanka, sought and obtained a number of commitments from the Liberation Tigers of Tamil Eelam (LTTE) regarding children’s rights. These commitments included limitations on recruitment of children, and an agreement to train fighters in the Convention on the Rights of the Child. The ICRC

sought and achieved commitments from the LTTE on adherence to key portions of the Geneva Conventions.

"COMMUNITIES OF PEACE:" A RESPONSE BY THE INTERNALLY DISPLACED THEMSELVES TO ARMED CONFLICT, WHICH HAS GENERATED MIXED RESULTS [COLOMBIA] Several displaced or returnee communities in Colombia, caught between warring factions, have attempted a desperate but unique response to the conflict: they have declared themselves "communities of peace." Communities of peace have, essentially, attempted to opt out of the civil war. Their members pledge not to carry arms, not to participate directly or indirectly in the warfare, and not to provide information to any of the parties to the conflict. Such a declaration becomes, in the words of one Colombian NGO officer, an "act of resistance" by displaced communities "searching for alternative strategies for survival" in an environment where the government is unable to provide basic security.

Communities of peace, whose members also pledge increased cooperation in community affairs and production, are encouraged by activists within the Catholic Church and by some Church-related social agencies. Community members are issued identity cards indicating their neutrality in the armed struggle, and communities of peace generally erect signs publicly stating their chosen course. The strategy has, thus far, generated mixed results in displaced and returnee communities. Several communities report that community of peace status has deterred armed incursions. Other communities have had less success, continuing to face armed incursions or attacks.

PROGRAMS FOCUSED ON THE PSYCHO-SOCIAL NEEDS OF DISPLACED AND RETURNEE CHILDREN: [Sri Lanka] Many Sri Lankan children, both the displaced and recent returnees, have experienced the trauma and disruption of war. Indeed, many of these children have known virtually nothing but conflict and displacement. These children often face problems readjusting to their new environments, to altered family and community life, and to school. In the Jaffna peninsula and elsewhere in Sri Lanka, Sri Lankan NGOs have established community-based "drop-in" centers for displaced and returnee children, where normal play and artistic activities are encouraged in a calm, supportive atmosphere, reintroducing the children to normal childhood activities.

Sri Lankan organisations, supported in some cases by UNICEF, have also recognised the importance of teachers in meeting children's psycho-social needs. Given the

importance of formal education in Sri Lanka, enrolling displaced and returnee children in classes is a high priority for displaced families. These organisations recognised that many of the re-enrolled students were still deeply affected by the conflict and experience of displacement, and that teachers were in a unique position to observe students facing adjustment difficulties. They initiated training programs for primary school teachers to help recognise signs of psycho-social needs in internally displaced children, and to guide appropriate interventions or referrals.

INTERVENTIONS TO MEET THE SPECIAL NEEDS OF FORMER COMBATANTS AMONG THE INTERNALLY DISPLACED POPULATION: [MOZAMBIQUE] By the time a peace agreement was signed in 1992, there were an estimated 3.7 million internally displaced individuals in Mozambique. A significant number of these, more than 150,000, were ex-combatants returning to their homes or settling in other parts of Mozambique. These former fighters faced special problems adjusting to the post-conflict environment, and faced uncertain reception and prospects in the communities where they settled. IOM developed several programs to strengthen the capacity of local communities to absorb ex-combatants and to support these returnees to develop a civilian life. The Provincial Reintegration Fund funded small-scale economic initiatives aimed at providing a livelihood for former fighters, either as entrepreneurs or as employees. The Information and Referral Service Project established a referral and counselling network, supported vocational training, and funded other activities to assist demobilised soldiers.

PRINCIPLES RELATING TO PROTECTION FROM DISPLACEMENT

Principles 5 to 9 of the *Guiding Principles on Internal Displacement* address protection from displacement. These principles affirm that:

- Authorities and international actors must respect their obligations under international law so as to avoid conditions that might lead to displacement;
- All human beings have the right to be protected from arbitrary displacement, whether from attempts to alter the composition of an area's population, from armed conflict (with limited exceptions), from development projects, in cases of disasters, or as a result of collective punishment;
- When displacement is compelled by authorities, it shall last no longer than necessary;
- Prior to displacement compelled by authorities, those authorities shall consider alternatives to displacement;
- If displacement is undertaken by authorities, it shall occur under proper conditions; shall avoid family separation; shall be accomplished with proper legal guarantees, review, and remedies; shall be accompanied by adequate information to the displaced, seeking their consent; and, shall involve the displaced in the move;
- Authorities have particular obligations to protect against displacement of those with a close attachment to the land, such as indigenous peoples and pastoralists.

These provisions of the *Guiding Principles* are intended to ensure that displacement will be avoided, if possible, and, if it does occur, that displacement “shall not be carried out in a manner that violates the rights to life, dignity, liberty and security of those affected.”

In order to promote the principles relating to protection from displacement, the following activities may be undertaken, in coordination with agencies with designated responsibility in the field:

- disseminating the *Guiding Principles*, and information about the *Guiding Principles*, especially in languages used by the internally displaced and relevant authorities; advocating widely for the application of the *Guiding Principles*;
- supporting training programs in the *Guiding Principles*, and in international humanitarian and human rights law, for staff, for the displaced themselves, and for relevant authorities and partner organisations;
- collecting accurate data on the populations and conditions in communities at risk of displacement, and establishing "early warning" systems that alert communities, authorities and organisations to the risk of displacement;
- collecting and disseminating accurate information on the factors impelling displacement; suggesting alternatives to displacement, through studies, analyses, and discussions with community leaders and authorities;
- identifying groups with special needs among populations at risk, or communities with a special dependency on or attachment to their lands, and targeting assistance or protection to those groups;
- advocating among the displaced, and with authorities, donors, international organisations, and others for the rights of communities at risk of displacement; opening channels of communication between displaced communities and national or local authorities who may be able to prevent displacement or ensure that it is accomplished with respect for the rights of the displaced;
- establishing a presence in communities threatened with displacement in order to reduce the risk of displacement;
- pre-positioning staff, transport, shelter materials, and other supplies that may be necessary if displacement appears inevitable; and
- ascertaining with displaced community leaders and relevant authorities optimal locations where communities can settle during the period of displacement, taking into account their need for protection and basic services during the period of displacement, and preparing those sites; conducting studies on the potential environmental impact of displacement, when necessary, and seeking ways to minimise damage.

Field-based examples of such practice include:

SUPPORT FOR AN INTERNAL DISPLACEMENT "EARLY WARNING SYSTEM" TO ALERT COMMUNITIES TO DISPLACEMENT THREATS AND ASSIST WITH CONTINGENCY PLANNING: [COLOMBIA] A Colombian research institute has developed an early warning analytical tool to measure situations with a high risk of displacement, with support from UNICEF, ECHO and other international organisations. Using community-level "sentinel sites," the Consultoria para los Derechos Humanos y el Desplazamiento (the Human Rights and Displacement Consultancy), or "CODHES," assesses indicators that suggest increased likelihood of displacement within a given geographic area. Data are shared with leaders of at-risk communities, with government officials, and with organisations working with displaced communities, to generate prevention measures or to spur contingency planning activities.

This data gathering system has also been used in areas of reception, immediately after displaced families have arrived, in order to target emergency relief efforts. The CODHES early warning system has also proved useful in establishing baselines to measure program interventions intended to benefit the internally displaced.

INFORMATION GATHERING AND REPORTING AS ELEMENTS IN A CAMPAIGN TO MINIMIZE FURTHER DISPLACEMENT: [BOSNIA-HERZEGOVINA] During the 1992-95 conflict in Bosnia-Herzegovina, agencies with an operational field presence played an important role in the gathering of information on the methods, process, and impact of arbitrary displacement, and on the condition of internally displaced persons. As the lead UN agency in Bosnia-Herzegovina, UNHCR interpreted its role to include the responsibility to share such information with the international community whenever appropriate.

Through this process, international actors were better sensitised to the situation of displaced persons inside Bosnia, and were provided with a more informed basis for their interventions. In some cases, information gathered from the field may ultimately have helped to minimise or slow down the process of arbitrary displacement.

INTERNATIONAL EFFORTS TO BUILD LOCAL GOVERNMENT CAPACITY, IN ORDER TO MITIGATE DISPLACEMENT RESULTING FROM NATURAL DISASTERS: [Tajikistan] The prevalence of natural hazards, such as landslides and floods, contributes significantly to internal displacement in mountainous Tajikistan. Recognising this threat, the International Organisation for Migration (IOM) designed a

training program to prevent or mitigate the effects of these natural threats. As part of its capacity building effort, IOM assisted Government and local officials to develop a model for adaptive resettlement of villages in high risk areas, and trained these officials in planning for and implementing resettlement activities.

CAREFUL ANALYSIS OF AND RESPONSE TO GOVERNMENT “REGROUPMENT” POLICIES THAT RAISE QUESTIONS ABOUT WHETHER INTERNAL DISPLACEMENT IS VOLUNTARY: [BURUNDI] In 1996 the Government of Burundi began implementing a policy of mandatory “regroupment,” under which populations in areas with sustained rebel activity were required to leave their homes and relocate to camps guarded by the armed forces. By 1997, those internally displaced by this policy accounted for nearly half of Burundi’s total displaced population. The government claimed that it could only guarantee the safety of the people if they assembled voluntarily in designated “regroupment” centers. However, since the policy was based on the assumption that those who did not regroup would be considered as supporters of the rebels, the process could not be regarded as entirely voluntary.

Humanitarian agencies were reluctant to provide humanitarian assistance to regroupment camps as this could be seen as giving support to a policy that involved forced relocation. After consultations among UN agencies, NGOs and donors, both at field and HQ levels, a common position was adopted by international organisations in March 1997. The humanitarian community agreed that no assistance would be provided for the creation or administration of regroupment centers. Rather, aid would be confined to the provision of life-sustaining supplies, namely food, medicine, water and sanitation. Furthermore, the conditions under which assistance would be provided included the confirmed full and free access of human rights observers to regroupment centers to monitor any abuses that might occur, and a fresh assessment of needs and circumstances for any replenishment of humanitarian supplies to the centers.

In June 1997, regroupment camps began closing. In early September the Government of Burundi convened a meeting attended by UN, donor and NGO representatives to discuss timetables for the dismantling of the camps in various provinces. The humanitarian community encouraged this process by providing return packages consisting of a ninety-day food ration, seeds, tools and non-food items. By the end of 1997, a total of 250,000 people had returned to their homes.

A PROGRAM OF ADVOCACY AGAINST DISPLACEMENT, WHICH REQUIRES FIELD PRESENCE AND ONGOING CONTACTS WITH MULTIPLE FACTIONS

[COLOMBIA] Multi-sided conflict in Colombia, frequently targeting civilians, has resulted in the internal displacement of one in every forty residents. Through a number of field offices across Colombia, the International Committee of the Red Cross (ICRC) has provided assistance to thousands of internally displaced persons after displacement. A second ICRC objective is enabling people to stay in their homes and communities through advocacy with groups causing displacement. In part, this implies an effort to instruct parties in the essentials of international humanitarian law, especially the duty to safeguard persons not taking part in hostilities.

As a practical matter, advocacy to prevent displacement requires widespread and ongoing contacts between ICRC representatives and contending parties in Colombia, in which a field presence facilitates discussions. The ICRC reports the following among regular contacts in Colombia: civilian authorities, local and international NGOs, the high command of the Colombian military, every military brigade or division of the armed forces, battalions of the anti-guerrilla units, the major self-defence and private security groups, most of the one hundred or so "fronts" of the Revolutionary Armed Forces of Colombia (FARC) and the National Liberation Army (ELN), the directors of 150 prisons, numerous "cabildos" or native population municipalities, all autonomous branches of the Colombian Red Cross, and the different strata of the Catholic Church. In urban areas, these contacts are extended to numerous militias and youth gangs.

ORGANIZING INTERNATIONAL PRESENCE IN THREATENED COMMUNITIES IN ORDER TO PREVENT DISPLACEMENT OR REPEAT DISPLACEMENT:

[COLOMBIA] In the Colombian "violence," individuals or entire communities often receive direct threats that they will be killed or removed from their land. Those receiving warnings face life-or-death decisions about whether to comply with the threats and join the legions of displaced, or remain to risk beatings, torture or murder. Often these decisions must be made with little succor from civil authorities, who lack the capability or will to provide protection.

Colombian and international organisations, primarily non-governmental organisations (NGOs), have partially filled this protection gap by providing volunteers to reside with threatened individuals or within at-risk communities. The "presence" or "accompaniment" by these volunteers can deter attacks by combatants, who may fear

outside witnesses. Although volunteers, especially those sponsored by international organisations, have occasionally been criticised for lacking in-depth knowledge of local culture or political situations, "presence" has been widely used as a protection tool in the Colombian conflict, and has been widely acclaimed as successful.

INTERNATIONAL AGENCY CONTINGENCY PLANNING AND STOCKPILING IN ORDER TO MITIGATE DISPLACEMENT CRISES: [BURUNDI] Continued instability in Burundi, related to ethnic struggle between Hutu and Tutsi communities, has led to the internal displacement of hundreds of thousands. In 1995, heightened tensions led aid agencies to conclude that further displacement -- either the creation of new internally displaced persons, or additional movement by those already displaced -- was imminent. While international agencies continued efforts to defuse the tensions threatening further displacement, practical reality also suggested the need for serious, coordinated contingency planning.

Not only did aid agencies husband relief food and other program supplies, but also the logistics resources necessary to manage programs during the chaos of widespread displacement. Among items stockpiled against future contingencies were vehicles, satellite communications equipment, and additional emergency response personnel.

AN EXAMPLE OF RAPID RESPONSE BY INTERNATIONAL AGENCIES TO AMELIORATE INTERNAL DISPLACEMENT: [Sri Lanka] Following a major military offensive in Sri Lanka, displaced families began to flee westward to the "open relief centre" at Madhu. Fearing overcrowding at Madhu, UNHCR staff responded rapidly, meeting groups of IDPs *en route* and assessing AND ATTENDING TO THEIR humanitarian needs. After determining that the displaced were secure in the locations to which they had moved, UNHCR provided shelter and other program services *in situ*. This response avoided overcrowding and potential health problems at Madhu, allowed internally displaced persons to settle where more land was available, and provided international support to displaced communities closer to their homes, to facilitate visits and potential return.

PROGRAMS FOCUSED ON DISPLACED COMMUNITIES WITH A "SPECIAL DEPENDENCY ON AND ATTACHMENT TO THEIR LANDS:" [COLOMBIA] The *Guiding Principles on Internal Displacement* (principle 9) note that "[s]tates are under a particular obligation to protect against the displacement of indigenous peoples...and

other groups with a special dependency on and attachment to their lands." Yet, in Colombia, many indigenous families are among the displaced, usually as a result of entire communities fleeing violence in ancestral homelands. Even before joining the ranks of the internally displaced, Colombia's indigenous communities -- composing about 5% of the rural population -- were at risk, with per capita income at about 60% of the national average, with triple the national infant mortality rate, and with 60% illiteracy.

In response to these facts, and recognising that displaced indigenous communities would encounter special difficulties integrating within urban or semi-urban areas outside their ancestral homelands, the World Food Programme (WFP) has targeted its assistance to internally displaced persons from indigenous communities. This assistance began with the provision of emergency rations -- made up of traditional, culturally appropriate foodstuffs -- at displacement sites and, in some cases, while returnee communities were re-establishing themselves. In late 1998, WFP was planning to expand its assistance to displaced indigenous communities. The agency was adapting its national plan for poverty alleviation for indigenous communities (consisting of rural infrastructure construction, rehabilitation of degraded micro-watersheds, and support for income-earning activities, including credit access and technical assistance) to displaced communities. WFP's combination of emergency support and longer-term community development attempts to strengthen the capacity of indigenous communities to maintain their unique connection to the land, even when these communities confront the phenomenon of widespread internal displacement.

PRINCIPLES RELATING TO PROTECTION AND ASSISTANCE DURING DISPLACEMENT

Guiding Principles 10 through 23 relate to protection for and assistance to internally displaced persons during the period of their displacement. These principles affirm the:

- Inherent right to life and the right to protection from attack;
- Right to protection from inhuman or degrading treatment, such as rape, slavery, acts of terror, or similar assaults on the physical, mental and moral integrity of displaced persons;
- Right to liberty and security, including protection from arbitrary arrest and detention, and also including protection from internment or confinement in a camp, when not absolutely necessary;
- Protection from discriminatory recruitment into armed forces, especially for displaced children;
- Right to freedom of movement and residence, including to move in or out of camps;
- Right to seek safety elsewhere, either within or outside his/her country, and protection against forcible return or resettlement;
- Right to receive information about the condition of missing relatives, living or deceased;
- Protection from family separation, and the right to expeditious reunification;
- Right to an adequate standard of living, including essential food and potable water, basic shelter and housing, appropriate clothing, and essential medical services and sanitation, with special efforts to ensure women participate fully in these rights;
- Right to adequate care and attention for the sick and wounded, including psychological and social services, with special attention to the health needs of women;

- Right to recognition as a person before the law, including all documents necessary for the enjoyment of legal rights;
- Protection against arbitrary deprivation of property and possessions, including property left behind during displacement;
- Right to full enjoyment of freedom of expression, freedom of religion, freedom to seek employment, free association, participation in public affairs, and freedom to communicate in one's own language; and
- Right to free education that respects cultural identity, religion and language, with special efforts to ensure the full and equal participation of women and girls.

In order to promote the principles relating to protection and assistance during displacement, the following activities may be undertaken, in coordination with agencies with designated responsibility in the field:

- disseminating the *Guiding Principles*, and information about the *Guiding Principles*, especially in languages used by the internally displaced and relevant authorities; advocating widely for the application of the *Guiding Principles*;
- supporting training programs in the *Guiding Principles*, and in international humanitarian and human rights law, for staff, for the displaced themselves, and for relevant authorities and partner organisations;

Enhancing Protection of Physical Security and Freedom of Movement

- disseminating information about the rights of displaced persons during displacement to displaced populations and to relevant authorities; advocating with authorities for the protection of these rights, as well as providing support to local NGOs or other groups advocating for these rights; training military personnel, including national and peacekeeping forces, in principles of protection;
- establishing monitoring and reporting systems that document violations of the rights guaranteed to internally displaced persons; reporting on food blockages or other serious violations of the right to an adequate standard of living; gathering information and reporting on unwarranted restrictions on freedom of movement of internally displaced persons;

- where landmines are a threat to displaced communities, implementing programs to raise awareness of the threat and, when possible, to remove it;
- enhancing protection and advocacy activities by maintaining a presence in or near displaced communities, through regular visits or stationing staff in the field;
- where camps for the internally displaced exist, ensuring that the principles relating to protection during displacement are reflected in the management of those camps; examining steps that can be taken to prevent camps from becoming the targets of attacks;
- identifying factors that prevent internally displaced persons from seeking asylum or from seeking safety in another part of their country, and working to address any such factors;

Preserving Family and Community among the Internally Displaced

- supporting tracing programs that provide the displaced with information about the location and circumstances of family members;
- locating children separated from families during displacement, and otherwise promoting family reunification;

Supporting an Adequate Standard of Living

- protecting the right to an adequate standard of living by ensuring that basic needs for food, water, health care, sanitation, shelter and clothing are being met;
- designing and implementing programs to enable internally displaced persons to produce their own food or clothing, or to earn an income;

Protecting Rights to Identity, Participation and Expression

- supporting programs to replace lost documentation, such as birth certificates or property titles;

- studying gender relations in the local cultural context, and how those relations have been affected by displacement; advocating for the full participation of women in all programs for the internally displaced;
- supporting attempts by displaced children to enrol in local schools;
- actively consulting with, seeking the views of, and otherwise engaging the displaced in all program activities.

Field-based examples of such practice include:

A. Enhancing Protection of Physical Security and Freedom of Movement

DIRECT ADVOCACY WITH GOVERNMENT AUTHORITIES ON PROTECTION ISSUES FACING INTERNALLY DISPLACED COMMUNITIES: [SUDAN] A team of IDP Coordinators, assembled by the UN Humanitarian Coordination Unit (UNHCU) in Khartoum in 1997, has taken an active role working with government counterparts – including security officials and the military – to enhance protection of displaced communities. The team, comprised of Sudanese nationals, has spent much time in open dialogue with IDP leaders to understand the perspectives and protection needs of displaced communities. In Wau, for example, team members opened a dialogue with government officials on the problems of disappearances and looting, which led to the voluntary resettlement of several groups of internally displaced persons to more secure areas locally. Although the UNHCU IDP Programme emphasises the linkages between humanitarian assistance and protection issues, the existence of this team of UN officers with terms of reference that emphasise protection has raised the profile of IDP protection issues.

A TARGETED RESPONSE ON BEHALF OF THE INTERNALLY DISPLACED AS A RESULT OF HUMAN RIGHTS MONITORING: [RWANDA] At the end of 1994, following the genocide in Rwanda, it was estimated that some 700,000 internally displaced persons were in camps in the south-western provinces of the country. In the same year, the UN Commission on Human Rights (UNHCHR) established a field mission in Rwanda – UNHCHR’s first field operation. Among other activities, the goal of the mission was to facilitate the return of the internally displaced.

General monitoring of the human rights situation by this mission allowed a greater understanding of the difficulties faced by internally displaced persons in returning to their homes. Visits to communes enabled human rights field officers to determine that internally displaced persons who had returned home faced problems of illegal land and house occupation, arbitrary detention and security incidents. These factors had the effect of deterring the return of the internally displaced still in the camps, as well as the return of refugees in neighbouring countries. As a result of the monitoring activities, the Human Rights Mission in Rwanda (HRFOR) was able to provide assistance to the judiciary at the local and national levels, and hold workshops for civilian, military, judicial and police officials on topics such as arrest and detention procedures to combat arbitrary detention. More generally, HRFOR worked in cooperation with the Government of Rwanda to promote human rights for all Rwandans, to “re-establish confidence,” to rebuild civil society, and to create conditions for return.

COLLABORATION BETWEEN LOCAL AND INTERNATIONAL NON-GOVERNMENTAL ORGANIZATIONS TO DOCUMENT VIOLATIONS OF DISPLACED PERSONS' RIGHTS: [PHILIPPINES]

Rural villagers on the Philippine island of Mindanao have faced repeated displacement due to military conflict between the Armed Forces of the Philippines (AFP) and opposition groups. These displacements tend to be of short duration, as villagers flee fighting and military “sweeps” through their villages, but displaced communities often endure large-scale destruction of housing, looting of possessions by combatants, and subsequent impoverishment. Although the scale of displacement is large – an estimated 178,500 Filipinos were displaced in the first half of 1997 – the situation is not widely understood within the Philippines and virtually unknown elsewhere. To better document the causes and conditions of internal displacement in the Philippines, the U.S. Committee for Refugees (USCR) worked with indigenous NGOs that had access to displaced communities. These local NGOs conducted field interviews in conflict-affected areas and documented human rights abuses by combatants. USCR aggregated reporting data, and issued a substantial report, advocating specific action steps for the Government of the Philippines, the insurgents, and international agencies. For example, based on reports of looting by undisciplined AFP soldiers, the report recommended training soldiers in humanitarian law and disciplining of military personnel who abuse citizens.

INFORMATION DISSEMINATION AND TRAINING TO SENSITIZE PEACEKEEPERS ABOUT THE INTERNALLY DISPLACED: [ANGOLA]

To monitor the implementation

of the Lusaka Protocol, in particular the disarmament and demobilisation of fighters, in 1995 the UN established a military force known as UNAVEM III. In July 1997, UNAVEM III was replaced with a smaller observer mission known as MONUA. To sensitise international military forces in Angola to the issue of internal displacement, which affected over 1.3 million people in the country, UCAH prepared a pamphlet on *Understanding IDPs in Angola*.

PROGRAMS TO INCREASE LANDMINE AWARENESS WITHIN INTERNALLY DISPLACED COMMUNITIES: [SRI LANKA] Internally displaced populations in general and displaced children in particular are vulnerable to the landmines that are a regular feature of the conflict in Sri Lanka. Displaced communities, at least initially, may find themselves in unfamiliar surroundings with little knowledge of where mines have been placed. Also, the limited resources available to the displaced in relocation sites, or “welfare centers,” often require widespread exploration of new terrain for water, firewood or sanitary facilities. Often internally displaced persons must cross active conflict zones in attempts to reach their former properties, either to assess conditions or retrieve resources, further increasing exposure to landmines. In recognition of these realities, UNICEF mounted a grassroots landmine awareness campaign in Sri Lanka, targeted at the displaced. Particularly useful to isolated communities, the campaign includes the use of portable flip charts and other transportable instructional material that can be taken to displacement locales to reach large numbers of internally displaced persons.

ESTABLISHING AN INTERNATIONAL PRESENCE NEAR CONCENTRATIONS OF INTERNALLY DISPLACED PERSONS IN ORDER TO ENHANCE PROTECTION: [SRI LANKA] UNHCR has organised its assistance activities in parts of Sri Lanka to create the model of the “open relief centre” (ORC) or “area of relative safety.” For extended periods during internal conflict in the 1980s and 1990s, large numbers of internally displaced individuals in Sri Lanka gathered near the traditional religious shrine at Madhu. The concentration of internally displaced gives Madhu the appearance of a large camp for displaced individuals. However, UNHCR does not operate this site of several thousand displaced families as a camp. Rather, at the Madhu ORC, UNHCR maintains a full-time presence in the centre with international staff, flies the UN flag, operates some programs, and works diligently with authorities to maintain a strictly demilitarised environment. International NGOs have also maintained a presence in

Madhu ORC. Displaced Sri Lankans residing at the centre feel added security because of the international presence at Madhu.

PRESERVING THE RIGHT OF INTERNALLY DISPLACED PERSONS TO SEEK ASYLUM [AFGHANISTAN] Several years of armed conflict in Afghanistan created waves of internal displacement and refugee flows. After heavy fighting in Kabul in 1994, over 200,000 people fled to Jalalabad and other locations in eastern Afghanistan, near the Pakistani border. Initially, some of the internally displaced were allowed to enter Pakistan as refugees, while others chose to remain in camps established as part of a UNOCHA-coordinated emergency relief effort.

At one point, however, strict visa and border controls were imposed on internally displaced Afghans who wished to enter Pakistan as refugees. As a result, the right of the internally displaced to seek asylum was curtailed. Following concerted appeals from a number of agencies, including UNHCR, the border controls were relaxed to allow those internally displaced Afghans who wished to do so to seek safety outside their country. The agencies were able to convince the relevant authorities that the establishment of camps or “safe havens” inside Afghanistan did not disqualify internally displaced persons from seeking asylum.

2. Preserving Family and Community among the Internally Displaced

TRACING PROGRAMS TO BENEFIT INTERNALLY DISPLACED COMMUNITIES: [CHECHNYA] Major armed clashes in 1994-95 between Russian military forces and Chechen separatists both caused widespread internal displacement and destroyed communications facilities. By 1995, it was virtually impossible for the civilian population to know the whereabouts or condition of displaced relatives. Confronting a breakdown of mail and telecommunications services, the International Committee of the Red Cross (ICRC) established its own network for the exchange of family news. ICRC delegates established liaison with local civilian authorities and local Red Cross/Red Crescent branches in every district in Chechnya, since these authorities were most likely to know the whereabouts of displaced populations in their areas. Through this informal, but comprehensive, network, the ICRC was able to convey messages between displaced populations and family members in other locations in war-torn Chechnya.

To supplement this *ad-hoc* system, ICRC delegates encouraged internally displaced persons in conflict zones to write messages to relatives outside Chechnya. This both assured family members that the displaced individuals were safe, and provided a return address to facilitate return communications. Overall, this creative tracing system -- despite logistics constraints -- significantly enhanced the right of displaced persons to know the whereabouts and condition of relatives.

TRACING PROGRAMS TO BENEFIT INTERNALLY DISPLACED COMMUNITIES:

[Sri Lanka]: Internally displaced persons, especially those living near their original communities, may attempt to visit their homes periodically to assess conditions, make repairs, work fields, or salvage important items. In Sri Lanka, the presence of landmines, shifting front lines, and military fears of infiltration sometimes led to the disappearance of displaced persons on such visits. In the Wanni region, the International Committee of the Red Cross (ICRC) has initiated tracing activities for internally displaced persons missing on visits to their homes. Other international organisations operating there collaboratively refer inquiries to the ICRC. The establishment of such tracing programs attempts to deal realistically with day-to-day conditions confronting the displaced.

3. Supporting an Adequate Standard of Living

PARTICIPATORY, ACCURATE, AND CULTURALLY APPROPRIATE FOOD SECURITY ASSESSMENTS TO SUPPORT THE RIGHT TO AN ADEQUATE STANDARD OF LIVING RELATING TO FOOD [BURUNDI]:

The *Guiding Principles on Internal Displacement* (principle 18) set forth the right to an "adequate standard of living," including "safe access to essential food..." in Burundi, participatory methods to assess and understand the food security situation of displaced groups helped to identify, design and target interventions to mitigate nutritional deficiencies.

In an October 1998 workshop organised jointly by UNICEF, WFP, and the Food and Agriculture Organisation (FAO), representatives of the Ministries of Health and Agriculture and NGOs working in the country met to discuss information needs related to food security, methodologies for data collection, and appropriate interventions. The workshop agreed that information on the causes of malnutrition was required to supplement anthropometric data, in order to understand the nutritional needs of food-insecure, primarily displaced, communities. Workshop participants agreed on an initial

checklist of issues to explore and potential indicators (household size/number of valid adults, access to food, food preparation and consumption, care and solidarity systems, living conditions) and discussed the most appropriate techniques to generate the required information. National participants explained that questionnaires would not provide reliable information on locally sensitive issues, such as the frequency or composition of meals. Workshop participants agreed that required qualitative information could best be obtained through participatory appraisal techniques. A training course on such techniques was consequently programmed, designed and implemented. Workshop participants also agreed that active involvement and collaboration of all institutions present in the field were essential. The combination of inter-institutional collaboration and appropriate data gathering techniques are planned to raise awareness of the situation of displaced persons in the area, and define mechanisms to assist them with appropriate food security and nutrition strategies.

ADVOCACY FOR DISPLACED COMMUNITY ACCESS TO LAND FOR AGRICULTURAL PRODUCTION: [SRI LANKA] Few internally displaced persons in Sri Lanka, despite their primarily agricultural backgrounds, have access to garden plots. Space considerations within displaced camps and land ownership patterns outside restrict displaced communities' ability to supplement their livelihoods by growing consumables or cash crops. CARE reports that its office in the Wannai region of Sri Lanka successfully advocated with local authorities to allow displaced families access to fallow agricultural lands within walking distance from their settlement. Access to garden plots both increased income and gave a sense of normalcy to the internally displaced. CARE provided first-year agricultural inputs to jumpstart the garden initiative.

UNDERTAKING ECONOMIC DEVELOPMENT EFFORTS IN DISPLACED COMMUNITIES IN ORDER TO PROMOTE THE RIGHT TO A DECENT STANDARD OF LIVING: [GUATEMALA] By 1992, widespread displacement and diminution of economic opportunities were two results of more than 30 years of internal conflict in Guatemala. IOM, working with the Government of Guatemala, recognised that the estimated 1.5 million internally displaced person faced special constraints to earning a living, including lack of credit, limited access to land, degradation of productive land, and lack of technical skills. To respond to these constraints, IOM developed the Labour and Productive Reinsertion Fund (FORELAP), a program of small projects intended to offer a decent standard of living to internally displaced persons and returnees. By 1997, the Fund had executed more than one thousand small projects in the areas of:

- purchase of agricultural land
- promoting value-added modification of products
- supporting commercialisation efforts
- providing technical assistance to participants in credit programs
- promoting soil conservation and silviculture development

FORELAP benefited more than 20,000 displaced and returnee families by increasing earnings and economic opportunities.

USING LIVESTOCK TO ASSIST INTERNALLY DISPLACED PERSONS TO GAIN A MEASURE OF SELF-SUFFICIENCY: [AZERBAIJAN]

An emergency assistance program in five regions of Azerbaijan provided sheep, along with fodder and veterinary supplies, to internally displaced families in 1997, to enable them to produce food and to earn income. A follow-up program that included veterinary visits, initiated to ensure that the animals remained in good condition and to monitor the use of the animals, found that internally displaced women were using wool from the sheep to make clothing, mattresses, and blankets. Some families were using milk from the sheep to make cheese. The project has improved the quality of life of the targeted internally displaced population by providing enough sheep to start self-sustaining herds. These herds are now generating both income and in-kind benefits.

REBUILDING ECONOMIC ACTIVITY BY INVESTING IN DISPLACED WOMEN: [BOSNIA]

From 1996 through 1998, the Bosnian Women's Initiative (BWI) provided funding for more than 200 economic development activities, many of them targeted at displaced women or returnees. Two thirds of these projects are income-generating enterprises, ranging from chicken farming, to a commercial laundry company, to the manufacture of toilet paper.

Combining grants, micro-credit availability, livestock "banks," and training, BWI is a cooperative venture of UNHCR and NGO partners. It focuses on the particular needs of Bosnian women and girls, who made up over half the displaced population from the 1992-95 Bosnian conflict. Many displaced women not only face the economic depression of post-war Bosnia, but have lost spouses and are otherwise emotionally scarred by the conflict. A spokesman from the NGO Delphi International, engaged in business training for BWI participants, noted that the program helps "make sure that

some women don't become a permanent underclass, dragged down further by the economic problem." Besides BWI's role in giving displaced and returnee women a chance at an economic livelihood, observers note that collaborative business ventures among women have helped break down ethnic barriers in Bosnia.

IMPLEMENTING A MASS IMMUNIZATION CAMPAIGN FOR POLIO AND MEASLES IN INTERNALLY DISPLACED COMMUNITIES: [SUDAN] In southern Sudan, a major mass immunisation campaign for polio eradication took place in early 1998, targeting all children under age five. The campaign, which was part of a national initiative (National Immunisation Day, or NID), took place in a setting of large-scale internal displacement, severely limited infrastructure, only air access to much of the population, unpredictable flight bans, a short dry season, and no reliable population estimates. Over 400,000 children were immunised during the first round and more than 600,000 in the second round a month later. The NIDs were orchestrated by Operation Lifeline Sudan (OLS) – a coalition of over thirty NGOs and UN agencies – in collaboration with national counterparts, and with technical assistance from the World Health Organisation (WHO). Over 5,000 Sudanese field staff were trained for and participated in the exercise.

The complex logistics in this setting posed a major challenge, as most of the campaign equipment had to be flown from northern Kenya, and new temperature controlled vaccine-vial monitors (VVM) proved invaluable in the field. The VVM allowed the vaccinators to use safely the vaccine even beyond the cold chain. The vaccinators used alternative methods to keep the vaccine cold, including water and wet cloths. Many of the lessons learned from the exercise have led to benefits in implementation of polio eradication activities among other internally displaced populations in Somalia, Sierra Leone, and Liberia, which also conducted NIDs in 1998 or 1999. In addition, the remarkable community participation led to identification of new population groups and changed the scope of the Expanded Programme on Immunisation (EPI) in southern Sudan. This led to a measles campaign and vitamin A supplementation program that reached over 300,000 children in June 1998.

REPRODUCTIVE HEALTH INPUTS ARE AVAILABLE FOR EMERGENCY SETTINGS: [CONGO/BRAZZAVILLE] Guiding principle 19 addresses "reproductive health care" during displacement crises. To assist in the provision of basic reproductive health services during the emergency phase of a crisis situation, the "minimum initial service package" (MISP) has been made operational by the United Nations Population

Fund (UNFPA). The MISP consists of: reproductive health kits comprising material resources necessary to implement services, including essential drugs, supplies and basic surgical equipment; guidelines and training materials; and human resources in the form of a reproductive health Coordinator. UNFPA has field tested and is stockpiling the reproductive health kits.

The MISP was used in Brazzaville, Congo from December 1997 to March 1998, when the displaced population returned after a five-month civil war to a largely destroyed city. In cooperation with the International Federation of Red Cross and Red Crescent Societies (IFRC) and the International Rescue Committee (IRC), a program was initiated that included distribution of reproductive health kits, and training for local health staff on HIV-AIDS precautions, family planning, safe delivery, sexual violation, and other topics.

LOCAL RECRUITMENT AND TRAINING OF HEALTH PROFESSIONALS TO SUPPORT REPRODUCTIVE HEALTH CARE FOR DISPLACED INDIVIDUALS: [SRI LANKA]

In Sri Lanka, the long internal conflict and related displacement of more than 1 million people created severe shortages of important health personnel. For example, the World Health Organisation (WHO) documented more than 700 vacant midwife positions in the north-eastern part of the country, where fighting and displacement were concentrated, resulting in increased morbidity and suffering within displaced communities and other conflict-affected populations. Moreover, ethnic sensitivities and practical transport issues rendered impractical the previous system of centralised training, in the capital, for replacement midwives. WHO took steps to remedy the shortage by advocating with the government for local recruitment of midwives, and local training in the local language, in the affected north-eastern regions. WHO's efforts resulted in the filling of many vacant positions, and improved obstetric and neo-natal services for the internally displaced.

COMBINING RELIEF AND SELF-HELP INTERVENTIONS IN EMERGENCY PROGRAMS ON BEHALF OF DISPLACED COMMUNITIES: [SOMALIA]

Severe flooding in the Lower Juba Valley in 1995 drove tens of thousands of Somalis from their homes and prompted the International Committee of the Red Cross (ICRC) to distribute life-sustaining emergency supplies to more than 9,000 families. The relief distribution contained a month's supply of maize, beans and cooking oil. In addition, families

received self-help material that would sustain them during an extended displacement, or assist in recovery after return. Self-help supplies included fishing equipment and seeds.

Also, since the Lower Juba Valley contained a very large number of poor families, the ICRC was concerned that distributions to flood-displaced would stigmatise these recipients in the eyes of their neighbours. The ICRC, including Somali staff, worked closely with village elders, to involve the elders in the distribution program and to explain that the assistance was targeted at the most needy.

4. Protecting the Rights to Identity, Participation and Expression

EFFORTS TO SUPPORT DOCUMENTATION PROGRAMS FOR THE INTERNALLY DISPLACED IN ORDER TO FACILITATE RETURN: [EL SALVADOR] Following the attainment of peace in 1992, a lack of identity documents among the internally displaced proved to be a major obstacle to their return and reintegration. In close collaboration with the government, UNHCR launched a large-scale documentation project on behalf of one million Salvadorans. In addition to providing documents to persons who were previously displaced, the project helped to restore municipal archives by reprocessing Electoral Council data. The government of El Salvador assumed its responsibilities by facilitating the documentation project through the promulgation of relevant decrees.

OUTREACH PROGRAMS TO GUARANTEE INTERNALLY DISPLACED PERSONS THE RIGHT TO A LEGAL IDENTITY: [COLOMBIA] As in many environments of large-scale displacement, Colombians forced to flee their homes often encounter problems with identification documents. Documents are lost, children are born in circumstances where registration is difficult or, in some cases, fear of being recognised by persecutors drives displaced individuals to destroy their identity cards -- at great cost in lost opportunities for jobs or public services.

A cooperative program between UNICEF and Colombian government agencies, supported by the European Community Humanitarian Office (ECHO), organises "one-stop" registration campaigns that make it easier for internally displaced persons to regain identity documents. Materials developed by "registration brigades" are written clearly, in simple language, and are widely distributed to encourage participation. Multiple sites are selected for visits by the registration brigades, to overcome

transportation obstacles faced by displaced families. And, of special note, registration programs were targeted at border areas -- like the Colombian-Ecuadorian border region -- where temporary displacement near national boundaries may further confuse registration requirements. In the August to September 1988 registration campaign, for example, dozens of registration sites were opened in border areas, and individuals of either Colombian or Ecuadorian citizenship were eligible to participate at any centre, on either side of the frontier.

PROGRAMS TO PROTECT THE INTEGRITY OF DOCUMENTATION VIS-À-VIS DISPLACED COMMUNITIES, AND TO PREVENT ABUSES [AZERBAIJAN]: During displacements related to the conflict in Nagorno-Karabakh, thousands of Azerbaijanis lost their identification documents and made use of a government document called "form number nine" as a substitute for lost documents. Noting apparent inflation in the beneficiary rolls, World Food Programme (WFP) staff researched the availability of form number nine. Studies indicated that multiple copies of the form were widely available from illicit sources for a nominal cost, increasing the food assistance case load by 12 times the genuine level. WFP worked with Azerbaijani government officials to correct the flawed design of form number nine, making false documentation more difficult to print, and otherwise to control forged documents.

Also with the goal of ensuring that benefits reached target displaced populations, WFP worked with relief partners in Azerbaijan to computerise beneficiary data and to exchange diskettes to cross check duplication in beneficiary lists. In 1999, WFP reported that 10% duplication was discovered in beneficiary lists from partner organisations.

ADVOCACY EFFORTS FOR THE DISPLACED CHILD'S RIGHT TO EDUCATION: [SRI LANKA] Displaced and returnee children attempting to re-enter school in Sri Lanka, often in environments where facilities are crowded and teacher shortages are common, can face serious barriers to enrolment. Lack of school uniforms, inability to pay fees, registration or documentation problems, mal-nourishment, stigmatisation, and resistance by local communities already facing shortages all lessen the likelihood that displaced children will continue their education.

UNICEF and program partners in Sri Lanka have undertaken advocacy campaigns with local and national authorities to break down barriers to education for displaced children.

In part due to such advocacy, the Sri Lankan Ministry of Education issued a national circular aimed at relaxing registration barriers. The circular directed local schools to facilitate the enrolment of displaced and returnee children.

INCORPORATING COMMUNITY PREFERENCES AND THE SPECIAL NEEDS OF WOMEN INTO RELIEF FOOD DISTRIBUTION TO DISPLACED COMMUNITIES: [AZERBAIJAN] In Azerbaijan, the World Food Programme (WFP) provides food assistance to a large percentage of the estimated half million internally displaced. After discussions with displaced community leaders, WFP has modified the composition of the food ration to alternative -- equally nutritious and comparably priced -- commodities, based on the community's stated preferences. For example, a simple change in the pulse allotment from green peas to white beans, as requested by the community, boosted community morale and retained some element of community control over its diet.

In the same communities, WFP -- in order to diminish the sexual exploitation sometimes associated with food deliveries -- has delivered food directly to women recipients. WFP's implementing partner, World Vision International, also ensures that women staff members are present in displaced communities during food distribution, to assess and monitor the equity of the distribution.

SURVEYS OF ATTITUDES IN DISPLACED COMMUNITIES TO SUPPORT APPROPRIATE DESIGN OF ASSISTANCE PROGRAMS: [SRI LANKA] Several international organisations working with the displaced in Sri Lanka completed detailed surveys of community attitudes, to help structure program interventions. Save the Children Fund and OXFAM, working in conjunction in the late 1990s, completed three annual, in-depth surveys of displaced persons' perspectives, including the perspectives of internally displaced children. Also in Sri Lanka, the ICRC completed a dwelling-by-dwelling visit of each displaced family benefiting from its programs. These agencies report that insights gained from the studies greatly benefited program design, as well as their understanding of the displaced community.

EFFORTS TO INVOLVE DISPLACED PERSONS WITH SPECIAL SKILLS IN REHABILITATION PROGRAMS: [AZERBAIJAN] Among Azerbaijan's half million internally displaced are many individuals with highly developed technical skills and capabilities. Two program efforts by international agencies make use of these skills to

assist the rehabilitation effort and provide income to displaced communities. In camps managed by the International Federation of Red Cross and Red Crescent Societies (IFRC), for example, displaced persons with medical skills provide much of the health care to residents. Utilising food for work and other types of payment, IFRC's program delivers cost-effective health care, while allowing medical practitioners to retain skills and generate income.

UNHCR's "Public Building Rehabilitation Project" in Azerbaijan improves the public facilities housing many displaced families through winterization efforts, electrical safety improvements, water and sanitation upgrades, and partition of family living spaces. UNHCR and implementing partners have hired contractors from within the internally displaced community for much of this work, increasing opportunities for income in the short-term and developing business skills that will remain in demand in the future.

HUMANITARIAN PRINCIPLES

Principles 24 to 27 of the *Guiding Principles* cover humanitarian assistance to the displaced, and humanitarian access, with a particular focus on the rights and responsibilities of international humanitarian agencies. The Humanitarian Principles affirm that:

- Humanitarian assistance is to be provided impartially and without discrimination, without diversion for political or military purposes;
- Humanitarian assistance is primarily the duty and responsibility of national authorities; this principle notwithstanding, international humanitarian organisations have the right to offer services on behalf of the internally displaced; without the arbitrary denial of consent by national authorities;
- Relevant authorities shall grant and facilitate passage for agencies engaged in humanitarian assistance; persons engaged in such work shall be protected, and shall not be attacked;
- International humanitarian organisations engaged in providing assistance to the internally displaced should give due regard to protection and human rights issues, taking appropriate measures in this regard.

In order to promote these humanitarian principles, the following activities may be undertaken, in coordination with agencies with designated responsibility in the field:

- disseminating the *Guiding Principles*, and information about the *Guiding Principles*, especially in languages used by the internally displaced and relevant authorities; advocating widely for the application of the *Guiding Principles*;
- supporting training programs in the *Guiding Principles*, and in international humanitarian and human rights law, for staff, for the displaced themselves, and for relevant authorities and partner organisations;

- designing assistance and protection measures to ensure impartiality; particularly, ensuring that neither displaced nor host populations are discriminated against in program design;
- advocating with donors, governments, international organisations, NGOs and other relevant entities for codes of conduct for humanitarian operations; establishing such codes of conduct;
- establishing regular consultation systems among humanitarian agencies working with the displaced, in order to ensure consistency in humanitarian assistance policies; in particular, developing and enforcing uniform policies regarding diversions of humanitarian assistance for military or political purposes;
- supporting, technically and financially, attempts by cognisant authorities to fulfil their humanitarian assistance responsibilities to the internally displaced; assisting in the preparation of NGO registration laws or other legal mechanisms to facilitate the work of humanitarian organisations working with the displaced;
- advocating vigorously for humanitarian access to all displaced populations; documenting and reporting impediments to full and free access; utilising non-traditional methods of access -- such as mobile teams, air transport, or cross-border operations -- to reach internally displaced persons;
- monitoring, during humanitarian assistance operations in, human rights and protection needs of displaced populations; communicating regularly with organisations advocating for human rights and protection issues of the displaced;
- designing assistance programs in full respect for the dignity and rights of the individual.

Field-based examples of such practice include:

BALANCING THE PRIORITIES OF DISPLACED AND HOST COMMUNITIES IN CONFLICTIVE ENVIRONMENTS: [BURUNDI] The large-scale internal displacement crisis in Burundi has been characterised by continued mistrust between ethnic groups, and multiple attempts to politicise the needs assessment and aid distribution processes along ethnic lines. A particularly volatile aspect of this process was the hostility between Tutsi internally displaced persons in Burundi and the estimated 160,000 Rwandan Hutu

refugees who entered Burundi in 1994. Burundian Tutsi displaced individuals associated the Hutu refugees with the prior genocide in Rwanda.

Efforts by UNHCR to meet its responsibilities for care and protection of the Rwandan refugees had to be balanced -- in a very volatile milieu -- with the perception by Burundian displaced communities of an aid disparity in favour of the Hutu population. Although suspicion and violence -- both inter-communal violence and violence directed against aid organisations -- could not be avoided, UNHCR carefully monitored and analysed the relationship between the refugee and internally displaced groups, and attempted to direct food and other resources to the internally displaced populations, in an attempt to show balance and impartiality.

INVOLVEMENT OF HOST COMMUNITIES CAN HELP BALANCE ASSISTANCE BETWEEN THE DISPLACED AND OTHER VULNERABLE POPULATIONS

[MOZAMBIQUE]: In Mozambique between 1985 and 1990, more than 60% of the total population lived beneath the poverty line, according to UNDP data, and many communities were war-affected. In this socio-economic milieu, relative levels of need between displaced communities and locally affected communities blurred, and many host communities sharing limited resources argued that no special treatment should be directed to the internally displaced. Even the assignment of program categories such as "internally displaced," "returnee," or "vulnerable" became the source of controversy.

Under these circumstances, world food programme (WFP) staff focused on involving the local population in the design, implementation and monitoring of relief and reintegration activities, to avoid exacerbating tension within and among communities. WFP staff encouraged the inclusion of local leaders ("tradicionalis"), local NGOs, and the local community in the various steps of project assistance.

INITIATIVES TO MODIFY NGO REGISTRATION LAWS, IN ORDER TO FACILITATE THE WORK OF AGENCIES VIS-À-VIS THE INTERNALLY DISPLACED:

[AZERBAIJAN] With one half million internally displaced persons spread across virtually the entire country, Azerbaijani government officials have generally cooperated with international humanitarian agencies. With the notable exception of the militarily contested Nagorno-Karabakh enclave, international agencies have enjoyed reasonable access to displaced communities and opportunities to assess needs. Nonetheless,

NGOs and others working in Azerbaijan have found their programs constrained by cumbersome and time-consuming registration laws at the national level.

To address this situation, UNHCR, the Open Society Institute, and the International Centre for Not for Profit Law have assisted the government to draft new legislation on NGO registration. The draft law is intended to bring government policy more in conformity with prevailing guidelines in other nations. When enacted, the new law will facilitate the efforts of humanitarian agencies working with the internally displaced in Azerbaijan.

DEPLOYING SPECIALIZED NATIONAL STAFF TO INCREASE HUMANITARIAN ACCESS TO THE INTERNALLY DISPLACED: [SUDAN] The placement of specialised “IDP Coordinators” in conflict zones has helped enable the UN Humanitarian Coordination Unit (UNHCU) in Khartoum, in coordination with colleague agencies, to negotiate humanitarian access at the field level. The IDP Coordinators, trained in international humanitarian principles and negotiating skills, have made a contribution during the difficult discourse that occurs between humanitarian agencies and government actors, including security forces, the military and local civilian authorities. Working on behalf of sister agencies, the IDP Coordinators have served as trouble-shooters on issues like travel permits, project agreements, requests for non-interference, and defending international privileges and immunities. In order to gain local knowledge, cultural awareness and communications skills, UNHCU recruited Sudanese nationals as IDP Coordinators, backing them with international staff on short-term field assignments.

A PROGRAM TO IDENTIFY AND ACCESS CONCENTRATIONS OF INTERNALLY DISPLACED PERSONS BY "MAPPING" URBAN AND PERI-URBAN NEIGHBORHOODS: [PERU] During Peru’s long internal conflict in the 1980s and 1990s, many of the estimated 600,000 internally displaced fled to urban shantytowns, around Lima and other major cities. Some groups of displaced settled with others from the same home locale, while others dispersed in vast squatter communities. Fearful of being singled out as deserters from self-defence forces or as traitors, many did not readily identify themselves or their origins, some going so far as to destroy their personal identity cards in a quest for anonymity. In an effort to target resources to the neediest communities, international NGOs working in Peru were required to conduct

community surveys and interviews – with sensitivity to the legitimate security concerns of individuals – to map concentrations of internally displaced persons in urban areas.

EFFORTS TO MAINTAIN BALANCE BETWEEN NATIONAL SOVEREIGNTY AND INTERNATIONAL EFFORTS ON BEHALF OF THE INTERNALLY DISPLACED: [SRI LANKA]

Given that internally displaced persons are the primary responsibility of their own governments and, at least nominally, subject to the authority of those governments, international organisations working with the internally displaced will repeatedly confront issues of national sovereignty. In Sri Lanka's Jaffna Peninsula, UN staff working with displaced communities were asked by military authorities to comply with onerous new reporting requirements in 1998, despite complete compliance with the government ministries' parallel reporting systems. UN officers noted the inappropriateness of the new reporting requirement, and were able to persuade the military to obtain information on international activities through established civilian reporting channels. Through engagement with national authorities, civilian and military, agencies were able to maintain an appropriate balance between legitimate national sovereignty and freedom of international humanitarian response.

THE USE OF AIRDROPS TO DELIVER EMERGENCY ASSISTANCE TO DISPLACED COMMUNITIES WHEN OTHER METHODS WERE UNAVAILABLE: [BOSNIA]

As lead agency in the massive displacement crisis in former Yugoslavia, UNHCR faced a particularly difficult problem in "enclave" areas. Throughout former Yugoslavia, pockets of land controlled by one of the protagonists had been surrounded by opposing forces, effectively cutting the enclaves off from land contact with the outside. Often these enclaves attracted large numbers of displaced persons -- fleeing ethnic cleansing elsewhere -- who overwhelmed facilities and food supplies within the enclaves. By the winter of 1993, these internally displaced persons, along with original residents of enclaves, faced starvation.

UNHCR responded with a two-pronged strategy: continued negotiations and exertions to deliver relief supplies by overland convoys to the enclaves, and airdrops -- delivery of supplies by parachute from aircraft. The latter strategy was widely credited with staving off starvation in several enclaves, as overland convoys faced increased harassment and interdiction. Coordinating a large-scale, long-term airdrop campaign (with military aircraft provided by NATO countries), and relying on precision drops into relatively small geographic areas, demanded technical and communications skills unprecedented in

relief operations. UNHCR organised an air operations cell to determine the required supplies and communicate the needs to military planners.

CREATING MOBILE "HEALTH BRIGADES" IN ORDER TO REACH ISOLATED RETURNEE COMMUNITIES AND COMMUNITIES AT RISK OF INTERNAL DISPLACEMENT: [COLOMBIA] Given the generally rural nature of the conflict in Colombia and related problems of insecurity in the countryside, isolated communities face two types of threats: first, they may face direct attack or threats from armed groups; second, insecurity limits their essential links with the outside world, by restricting access to markets, health care, and other important services. Both types of threats enter into the community calculus of whether to flee and join the ranks of the displaced, and whether, after return, to remain in their home area.

Mobile "health brigades," supported by the International Committee of the Red Cross (ICRC), partially address the issue of access to health services in isolated communities. For example, in both the Caguan river valley in the south of Colombia and along the Atrato river in the north-west, ICRC "health boats" ply the waterways to reach communities in regions of conflict. Provided in cooperation with the Colombian Red Cross and the Departmental Institute of Health, these health boats remain on the river for weeks at a time, and have served more than 11,000 patients. In addition to their humanitarian mission, the availability of these health services may support community resolve to avoid internal displacement. As of 1998, 22 such brigades had been organised, focusing on the most isolated communities, those beyond the reach of regular health care facilities.

UTILIZING CROSS-BORDER OPERATIONS IN HUMANITARIAN ASSISTANCE EFFORTS: [SOMALIA] Access to affected populations is a key operational consideration in addressing the needs of internally displaced persons. In situations of armed conflict and insecurity, agencies need to develop creative ways to ensure humanitarian access. UNHCR's cross-border operation between Kenya and Somalia in the early 1990s offers several useful lessons.

As security conditions in parts of Somalia were not conducive to the establishment of offices, humanitarian operations were launched from bases in the areas of Kenya bordering Somalia. Apart from minimising security risks to staff, the cross-border

operation also created an impetus for partnership with Somali NGOs, and helped to stabilise affected populations within their communities.

OPERATION LIFELINE SUDAN (OLS) "GROUND RULES:" AN EXAMPLE OF GUIDELINES FOR HUMANITARIAN ACCESS: [SUDAN] Humanitarian agencies working with the displaced and other conflict-affected populations in southern Sudan have negotiated with relevant authorities -- including non-state entities -- a concrete agreement setting out principles of humanitarian access. The Agreement on Ground Rules specifies the responsibilities of relevant authorities to provide for the secure access of international agencies seeking to assist internally displaced persons.

The OLS Agreement on Ground Rules says, in part: "Local authorities assume full responsibility...for the safety and protection of relief workers in areas under their control. This responsibility includes:

- i. Providing an immediate alert to relief workers in potentially insecure areas;
- ii. Facilitation of safe relocation when necessary;
- iii. Protection from any form of threat, harassment, or hostility from any source.

Relief workers are not expected to pay for such protection either of themselves or of their property." The Ground Rules offer additional specific guidance on the protection of humanitarian agencies' compounds and other issues relevant to humanitarian access.

PRINCIPLES RELATING TO RETURN, RESETTLEMENT AND REINTEGRATION

Principles 28 to 30 of the *Guiding Principles* relate to the return of displaced persons to their homes, or the resettlement of displaced persons in another part of the country, as well as the reintegration of displaced persons. These principles affirm that:

Competent authorities have primary responsibility to support the return, resettlement, and reintegration of the displaced, while noting that the return must be

voluntary, and affirming the right of the displaced to participate in the planning and management of their move;

Internally displaced persons shall not be discriminated against, upon return or resettlement, as a result of their displacement;

Competent authorities have the duty to assist returnees and resettled individuals to recover property or possessions left behind during displacement, or assist the displaced in receiving compensation for losses;

Competent authorities shall facilitate access by international humanitarian organisations, and other appropriate actors, to assist internally displaced persons with their return or resettlement, and reintegration.

In order to promote the principles relating to return, resettlement and reintegration, the following activities may be undertaken, in coordination with agencies with designated responsibility in the field:

- disseminating the *Guiding Principles*, and information about the *Guiding Principles*, especially in languages used by the internally displaced and relevant authorities; advocating widely for the application of the *Guiding Principles*;
- supporting training programs in the *Guiding Principles*, and in international humanitarian and human rights law, for staff, for the displaced themselves, and for relevant authorities and partner organisations;
- assisting representatives of displaced communities to assess conditions in potential areas of return or resettlement, by supporting visits or through other means; visiting areas of potential return or resettlement to independently assess conditions;
- convening consultations with leaders of displaced groups prior to return or resettlement, ensuring representation of women and all important segments of the displaced community, in order to determine that return or resettlement is voluntary;
- convening consultations between leaders of displaced communities, local authorities, and international organisations that will be involved with

return or resettlement, to ensure that the move will be conducted with safety and dignity;

- preparing for landmine removal or awareness campaigns, where landmines are a concern in areas of return or resettlement;
- conducting studies on the potential environmental impact of return or resettlement, and seeking ways to minimise environmental damage from the return process; planning for environmental repair at displacement sites, when necessary;
- convening consultations between internally displaced persons and populations residing in areas of return or resettlement in order to identify and eliminate potential conflicts between communities; considering the needs of resident, as well as returnee, populations in program design, to prevent stigmatisation or resentment;
- assessing legal statutes or other relevant documents to determine returnees' claim to land and property upon return; designing programs to ensure that internally displaced persons' property rights are protected;
- with active participation of the displaced community, preparing for well-organised transport of the internally displaced, with dignity, to their homes or places of resettlement;
- designing programs to rebuild community infrastructure in areas of return/resettlement; designing programs for women-headed households and other special needs groups in areas of return/resettlement; implementing programs to monitor human rights conditions in areas of return/resettlement, with international presence if required;
- recognising that the economic and social disruption of return or resettlement may be present for years, plan for longer-term reintegration activities.

Field-based examples of such practice include:

EFFORTS TO ENABLE DISPLACED COMMUNITIES TO ASSESS CONDITIONS IN THEIR HOME AREAS: [SRI LANKA] Internally displaced persons are often eager to ascertain conditions in their home communities. Accurate information on security and other matters is essential to voluntary decisions on whether or not to attempt return. Yet, the displaced may lack access to home regions, either because of security

concerns or inadequate transportation. In Sri Lanka's Puttalam area, the government sponsored bus trips by leaders of the displaced community to home areas in Mannar District, permitting free access in Mannar to information sources chosen by the displaced. Such visits helped empower internally displaced communities with information essential to critical decisions they faced.

COMPREHENSIVE PLANNING BY GOVERNMENT AUTHORITIES TO ENHANCE THE PROCESSES OF RETURN AND REINTEGRATION: [ANGOLA] The Government of Angola's Ministry of Social Affairs developed, with the assistance of UCAH and the participation of UNICEF, WFP and NGOs, the *National Programme for the Return and Reintegration of IDPs*. The *Programme* specifically outlines criteria for return, including:

- the existence of basic infrastructure
- food security
- the presence of civil administration, and representatives of the Ministry of Social Assistance and Reinsertion (MINARS), and
- voluntary return.

In order to promote these criteria, all provincial MINARS delegates were given a copy of the *Programme*, and a MINARS representative travelled to each province to explain the policy to government officials as well as UN and NGO representatives. The *Programme* identified the areas where the highest number of internally displaced were expected to return. NGOs were encouraged to initiate projects in those areas.

The *Programme* was made operational through the *Procedure for Implementing the National Programme for the Return and Resettlement of Displaced Persons*, developed by MINARS and the International Organisation for Migration. In its 77 pages, this detailed planning document discusses overall objectives, areas of responsibility, coordination of national and regional structures, implementation methodology, and monitoring and assessment mechanisms. Of particular note, the "fundamentals" of the plan include emphasis on the "consensus of beneficiaries from the project," an explicit commitment to the active participation of displaced communities in the return process. The plan also addresses the needs and priorities of residents in communities of return. Included in the plan are sample documents such as transportation manifests, and

checklists to guide those organising the return, such as forms to assess travel risk categories for the physically disabled.

CAREFUL ANALYSIS OF RETURNEE PROGRAMS TO AVOID ARTIFICIAL INDUCEMENTS TO RETURN TO HOSTILE AREAS: [TAJIKISTAN] UNHCR considered extending its returnee shelter assistance program to the Tavildara area, which continued to see heavy fighting between government and opposition forces during the civil war in the mid-1990s. However, analysis indicated that the shelter program might induce many displaced to return to an area considered too dangerous to resettle, compromising the voluntary nature of return. UNHCR decided not to initiate the shelter program in Tavildara.

INTERNATIONAL EFFORTS TO NEGOTIATE THE RIGHT OF VOLUNTARY RETURN ACROSS MILITARY LINES DURING CONFLICT: [GEORGIA] While conflict continued between the government of Georgia and the break-away Abkhazia region, many ethnic Georgian internally displaced persons desired to take a calculated risk, cross the conflict lines, and voluntarily return to their homes and farms. After difficult quadripartite negotiations involving the parties and the Russian Federation, UNHCR successfully brokered an agreement on voluntary return in 1994. The accord, intended to serve as a confidence-building measure, permitted (1) direct and unhindered access to all displaced persons from Abkhazia, both prior to and following their return; (2) unimpeded transit of humanitarian supplies through the territory of the Russian Federation; (3) establishment of local offices to facilitate return, rehabilitation and reintegration of the displaced; and, (4) security and protection for humanitarian agencies assisting internally displaced persons.

Although this accord was never fully implemented, it is significant that the parties to the conflict entered a negotiation process that sought to guarantee protection during return in a situation of armed conflict. It is particularly significant that the parties agreed to ensure continued assistance and protection for those who chose not to return to Abkhazia, until such time as durable solutions could be found.

CREATION OF "ADVANCE TEAMS" FROM WITHIN THE DISPLACED COMMUNITY TO ASSIST IN THE PROCESS OF RETURN: [COLOMBIA] After a long period of displacement, certain displaced communities in the Uraba region of north-west Colombia decided to return to their home areas. This decision was made by the

community after intense internal discussions about the security situation, and about the prospect for resuming lives of relative normalcy.

Leaders of the displaced community decided that it would make sense for the return process to proceed in stages, with "advance teams" of several dozen community members -- primarily adult males -- returning to home villages first. The advance teams would accomplish several tasks: complete an assessment of recoverable assets; make preliminary repairs to homes; attempt to gather any remaining livestock scattered during military assaults; assess the availability of seed stocks in the area; and, begin planting essential food crops. After completing these preparatory activities, advance teams would return to the displacement site to bring remaining community members to the home area.

Given the security risk of serving on the advance teams, representatives of international and Colombian organisations accompanied team members on their return journey and remained with the teams for several weeks as they accomplished their mission. The presence of these outside organisations -- which included the International Committee of the Red Cross (ICRC), international NGOs, and employees of Catholic Church social organisations -- were cited by displaced community leaders as a major support to their return plans.

ESTABLISHING INTERNATIONAL PRESENCE IN AREAS OF RETURN IN ORDER TO SUPPORT RETURNEE PROTECTION EFFORTS: [TAJKISTAN] UNHCR's efforts to assist returnees in Kurgan-Tyube included the deployment of international monitors to the area. These monitors regularly interviewed returnees, registered complaints of harassment or other human rights abuses, and reported these cases to local authorities. This ongoing monitoring of returnee areas helped to cement the durability of the return process.

The monitoring process took place alongside the provision of material assistance, including the distribution of shelter kits to those returnees whose homes had been destroyed or heavily damaged. By including local authorities in the distribution of material assistance, good will and mutual confidence were generated among the international agencies, local authorities and the returnees. This cooperative atmosphere helped to facilitate the achievement of UNHCR's protection objectives.

RECONSTRUCTION AND ECONOMIC REVITALIZATION EFFORTS IN AREAS OF RETURN: [TAJIKISTAN] Many shelter materials had to be imported and/or shipped to returnee areas of Tajikistan, raising costs and inviting delays. In the Garm and Kurgan-Tyube regions, the NGOs Shelter Now International and Caritas initiated the production of local tiles for construction. Local production of these tiles increased the availability of building materials, while helping jumpstart the damaged economy in returnee areas.

A PROGRAM TO STRUCTURE THE RETURN PROCESS IN ORDER TO FOSTER DURABLE RETURN AND AVOID SUBSEQUENT DISPLACEMENT: [Peru] Many families forced to flee their homes during Peru's internal conflict in the 1980s and 1990s were eager to attempt return by the early 1990s, having faced discrimination and limited opportunities in displacement locales. In the absence of organised returnee programs, many internally displaced persons returned on their own. Subsequently, many of these returnees fled a second time, as they encountered continued insecurity in the countryside, loss of their farmland, or other hardships. The International Organisation for Migration (IOM) analysed this phenomenon in 1994-95, distilling factors likely to foster durable return. Among these were:

- Careful identification of potential returnees
- Careful selection of the communities where return would be promoted, taking into account security and other factors
- Implementation of a health program before return
- Initiation of psycho-social assistance before return
- A joint evaluation, by communal leaders and partner organisations, of the minimum conditions for self-sustenance upon return
- Necessary technical assistance for agricultural production
- Reinforcement of social relations through conflict resolution programs, and
- Continuation of education programs.

In subsequent organised returns supported by IOM, IOM staff interviewed potential returnees prior to the move, placed monitoring staff in the area of return, and installed critical community infrastructure. This careful analysis and these programs increased the likelihood that return would be permanent, and decreased the potential for re-displacement.

ADDRESSING THE GENDER ASPECTS OF RETURNEE HOUSING PROGRAMS: [TAJIKISTAN] UNHCR provided returnees in the Kurgan-Tyube region with shelter

“kits” consisting of roofing elements, nails and asbestos sheets, as long as returnee families first rebuilt the four walls of their damaged homes. For some woman-headed households, including families in which the father or husband had been killed during the conflict, the requirement for wall construction proved impossible. To address this issue, UNHCR also initiated a “food-for-work” program, supporting teams of construction workers to rebuild houses.

MEETING THE NEEDS OF RETURNEE WOMEN FOR REPRODUCTIVE HEALTH SERVICES: [AFGHANISTAN] Some Afghan returnees, coming from Pakistan and Iran, are extremely poor, with limited access to health services. Limited access is especially acute for Afghan returnee women, who often cannot afford private health practitioners or clinics, and may have no access to reproductive health services.

In order to provide adequate services to returnees, as well as the local population, clinics established by the Afghan Red Crescent, supported by the Federation of Red Cross and Red Crescent Societies with UNFPA assistance, have developed a reproductive health programme that is training traditional birth attendants (TBAs) to work at community level. The TBAs assist with normal deliveries, as well as identify at-risk cases for referral. The program also provides equipment and drugs for women, distributes safe delivery kits to all pregnant women, and makes available contraceptives to both women and men. The overall goal of the program is to reduce maternal mortality among returnee and local populations.

A PROGRAM TO REINTEGRATE A SPECIAL GROUP OF RETURNEES: CHILD SOLDIERS: [MOZAMBIQUE] Large numbers of children – including many who were forced to serve as child soldiers or partners to fighters – were separated from their families during the chaos of the Mozambican conflict. As these displaced children returned to their communities, Save the Children studied, encouraged and supported a range of activities intended to rebuild social, cultural and family identity, including traditional ceremonies of reunification, thanksgiving, and purification. A network of community volunteers was mobilised to follow the progress of returned children, to assist with registration documents, school enrolment, introduction to community leaders and related activities.

INSERTING "POSITIVE CONDITIONALITY" INTO PROGRAM DESIGN, IN ORDER TO FACILITATE RETURN OF MINORITY DISPLACED COMMUNITIES: [FORMER

YUGOSLAVIA] The Dayton Accords, which ended the 1992-95 conflict in former-Yugoslavia, guaranteed internally displaced persons the right to return to their homes. By 1997, however, only a small percentage of the displaced had returned to their former communities. The problem was acute for those displaced persons attempting to return to communities where they were in the minority, and especially acute for those returning to communities where displaced members of the local majority group had been re-settled from other regions. Attempts to break this logjam have included linking international assistance in local communities to the acceptance of returnees, including minority returnees. This “positive conditionally” means that the rehabilitation of housing, schools, health facilities, water and electricity supplies, as well as income generating programmes, are made conditional on the acceptance, by the municipality, of the return of minorities, on respect for human rights, and on guaranteed security for returnees. Although this approach is not a panacea, early indications are that positive conditionally is causing municipalities to alter their attitudes toward returnees.

ADDRESSING PROPERTY ISSUES TO PROMOTE DURABLE SOLUTIONS FOR THE INTERNALLY DISPLACED: [GEORGIA] Attention to property issues is often crucial to promoting durable solutions for the internally displaced. This has been the case in Georgia. In order to help address such issues, a comprehensive study of housing and restitution issues facing returnees and displaced communities was undertaken by UNHCR. The study helped to clarify the dimensions of the problem and to offer constitutional and legal options for their resolution. Also, UNHCR supported a network of jurists, to provide advice and counselling to displaced persons on property and related matters.

CONCLUSION

Patterns of Sound Practice in Internal Displacement: As noted above, field practice in internal displacement is evolving. Nonetheless, the examples of field practice listed above suggest that it is possible to discern several themes or patterns that characterise sound programming vis-à-vis the internally displaced. Among these patterns of sound practice are:

- **Encouragement of national authorities to meet their responsibilities:** The internally displaced, by definition, remain citizens of their own nation, and national authorities retain primary responsibility for their welfare. When lack of resources, or lack of will, limit assistance by national authorities, sound practice may suggest support for, or advocacy with, those authorities as an appropriate first step.
- **Investment in collection of detailed data on displacement:** Chaos, separation, limits on access, desire for anonymity and other factors accompanying displacement crises complicate the international community's ability to get a clear picture of the displaced, their capacities and their needs. Sound field practice will be based on accurate data collection – including data disaggregated by gender, age and other key factors – in order to permit quality program design and targeting. (Currently, the Global IDP Survey, in cooperation with the UN Inter-Agency Standing Committee Working Group on IDPs, is designing a global data-base on IDPs. Since this project is attempting to address the multitude of methodological issues pertaining to data collection on the internally displaced, it bears watching by practitioners.)
- **Careful analysis of local socio-cultural patterns:** The fact of displacement will be perceived differently by different communities and individuals, depending on prior experience and on local social, cultural, religious and community traditions and beliefs. Sound field practice will be preceded by careful study of these factors, in order to understand what displacement means to those experiencing it.
- **Protection, as well as, assistance interventions:** Since internally displaced persons remain within the boundaries of their nation, international efforts to guarantee the types of protection listed in the *Guiding Principles on Internal Displacement* will encounter issues of national sovereignty. Yet, displaced populations may be especially vulnerable to abuse, and protection may be a higher

priority than material assistance. Creative efforts to extend protection to the internally displaced are an essential element of sound field practice.

- Recognition that displaced individuals, families and communities are key actors: In displacement situations, as in other circumstances when international organisations attempt to assist local communities, the perspectives, rights and capacities of the displaced themselves should guide appropriate interventions. In certain cases, the displaced will be in extremely difficult condition, and will require immediate relief. In other cases, the total effort of the international community might pale in comparison with what the displaced will do for themselves. Supporting displaced communities, understanding their objectives, seeking their input in planning, and enhancing their role in relation to local authorities are essential steps to sound field practice.
- Addressing internal displacement within a broader humanitarian strategy: The factors causing internal displacement may affect other groups as well, including host communities, conflict-affected communities, refugees and returnees. Although the internally displaced may experience particular vulnerabilities related to their condition, assistance and protection for the internally displaced should be provided as part of a broader humanitarian strategy that takes into account the perspectives, rights and capacities of other affected groups within the society.
- Recognition of the gender aspects of displacement: Many aspects of displacement – from camp facilities, to food access, to disruption of employment, to risk of violence, to social standing – will affect men and women differently, with the impact often most severe on women. Just as important, the experience of displacement is likely to affect the social relationship between genders. Recognition of this reality is a core element of sound field practice.
- Collaborative institutional arrangements among international organisations, and international and local non-governmental organisations: The complexity of displacement crises, the gap in international institutional leadership, and the evolution of systematic practice should all impel close working relationships among responding organisations. It is all too easy for the particular needs of internally displaced persons to “fall through the cracks” if international and national organisations, including governments and non-governmental organisations, are not talking with each other, sharing data, and rationally allocating tasks. Close and collaborative working relations among responding institutions – including the use of IDP working groups, and similar targeting arrangements – are essential to sound field practice.
- Integration of emergency and developmental interventions: Many displacement crises have an emergency phase, when immediate, life-saving assistance

may be required. Many displacement crises, however, can last for years, as the internally displaced are caught in ongoing conflicts or political stalemates. Sound field practice is characterised by an early planning for durable solutions – such as return or resettlement – and a recognition that the solution to internal displacement may be related to national economic and political development.

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