

# **IDP Response Matrix**

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**methodology, data, analysis and issues for consideration**

Preliminary Report  
Submitted by the IDP Unit  
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## Table of contents

<b>1. Background .....</b>	<b>3</b>
<b>2. Methodology.....</b>	<b>4</b>
<b>2.1 The questionnaire.....</b>	<b>4</b>
<b>2.2 The Web interface .....</b>	<b>4</b>
<b>2.3 Reaching prospective respondents .....</b>	<b>5</b>
<b>3. The respondents.....</b>	<b>6</b>
<b>3.1 Countries .....</b>	<b>6</b>
<b>3.2 Organizations .....</b>	<b>7</b>
<b>3.3 Resident and Humanitarian Coordinators .....</b>	<b>7</b>
<b>4. Analysis.....</b>	<b>8</b>
<b>4.1 GAP Analysis, Coordinators .....</b>	<b>9</b>
<b>4.2 GAP Analysis, Organizations.....</b>	<b>10</b>
<b>4.3 GAP Analysis by Sector.....</b>	<b>12</b>
<b>5. Mapping Organizational Activities .....</b>	<b>13</b>
<b>6. The policy and strategic environment.....</b>	<b>17</b>
<b>6.1 Coordinators responses – Policy and strategy .....</b>	<b>17</b>
<b>6.2 Organizations responses – Policy and strategy .....</b>	<b>18</b>
<b>7. Coordination among international organizations.....</b>	<b>21</b>
<b>7.1 Donor coordination.....</b>	<b>22</b>
<b>7.2. Information management.....</b>	<b>22</b>
<b>8. Conclusions and Some issues for consideration by the Senior Network on Internal Displacement.....</b>	<b>23</b>
<b>8.1 Effectiveness of the collaborative approach .....</b>	<b>23</b>
<b>8.2 Types of activity and coordination .....</b>	<b>24</b>
<b>8.3 Protection and Promotion of Rights.....</b>	<b>24</b>
<b>8.4 The role of RCs and HCs.....</b>	<b>25</b>
<b>8.5 Country and sector analysis.....</b>	<b>25</b>

ANNEX 1 to this report contains a table summarizing the responses received, broken down by respondents and countries.

Please note: The complete set of responses to the questionnaire for Resident/Humanitarian Coordinators and organizations will be sent out separately. For each question, the number of responses and the percentage is shown, and results are shown as bar charts. Some of the bars in the charts may not be visible on screen – they show correctly on the printed version.

Appreciation goes to the GIGNOS institute for providing an initial document that formed the basis of this report.

# 1. Background

At the request of key partners, the Internal Displacement Unit in the Office for the Coordination of Humanitarian Affairs agreed to take the lead in mapping out the activities of Inter-Agency Standing Committee members on behalf of the internally displaced and undertake analysis of the results.

The project emerged following an exchange of letters in August 2002 between the High Commissioner for Refugees and the Emergency Relief Coordinator where UNHCR's present and future involvement in situations of internal displacement was outlined.

In follow-up discussions by the Unit with several partners, there was a general consensus that the involvement of all IASC members should be mapped in order to identify 'who is doing what' with regards to IDPs and where possible identify institutional gaps in the response to internal displacement at the country level. As a first step to the mapping project, the Unit agreed to develop a methodology for approval of participating agencies.

In March 2003, the IDP Matrix Project, based on a questionnaire format to be filled out by HC/RCs as well as organizations active with IDPs, was endorsed by the IASC-WG.

The Project had two main objectives:

1. **To map the involvement of humanitarian actors in their response to internal displacement in all affected countries.** By providing a systematic overview of which agencies are active in various displacement-affected countries and describing core activities of different actors, the results of the questionnaire should act as a reference to guide the future response of the UN and its partners.
2. **To examine the effectiveness of the collaborative approach in the response to internal displacement.** In its simplest form, the collaborative approach relies on an operational framework that builds upon the complementary capacity of IASC members at the field level. In addition to coordination forums and information-sharing mechanisms, the collaborative approach also anticipates *inter alia*, a common policy or strategy formulation to ensure that the different actors are working towards a common goal. This mapping exercise will be an opportunity to determine how effective policy instruments and guidelines have been in leading the international response to internal displacement.

## **2. Methodology**

In May 2003, after in-depth negotiations with key partners and the Senior IDP Network, concerning the scope and methodology of the study, the Unit developed a questionnaire format that would facilitate cross country comparison and quantitative analysis.

The highly quantitative character of the Matrix is complemented by the qualitative field-based research of the Protection Survey, a joint project of the IDP Unit and the Brookings Project on Internal Displacement.

### **2.1 The questionnaire**

The Matrix was to be filled with data gathered from 51 countries through questionnaires posted on the Internet. In each of the countries concerned:

- UN Resident/Humanitarian Coordinators were to be asked to fill out one questionnaire on the basis of "one country – one questionnaire".
- All other organizations with programmes targeting IDPs (UN and non-UN) were asked to fill out another questionnaire, on the basis of "one organization – one questionnaire".

In May 2003 the IDP Unit contracted GIGNOS, a Geneva-based private research institute active in the field of humanitarian policy, to assist in carrying out the questionnaire. GIGNOS worked on the format in order to ensure a) user friendliness, b) consistency in language and, especially, c) that questions and answers (where provided) were formulated in a way that would best fit the intended quantitative analysis. An advanced draft was discussed with quantitative experts from EURISKO S.p.A., a leading European institute of social and marketing research.

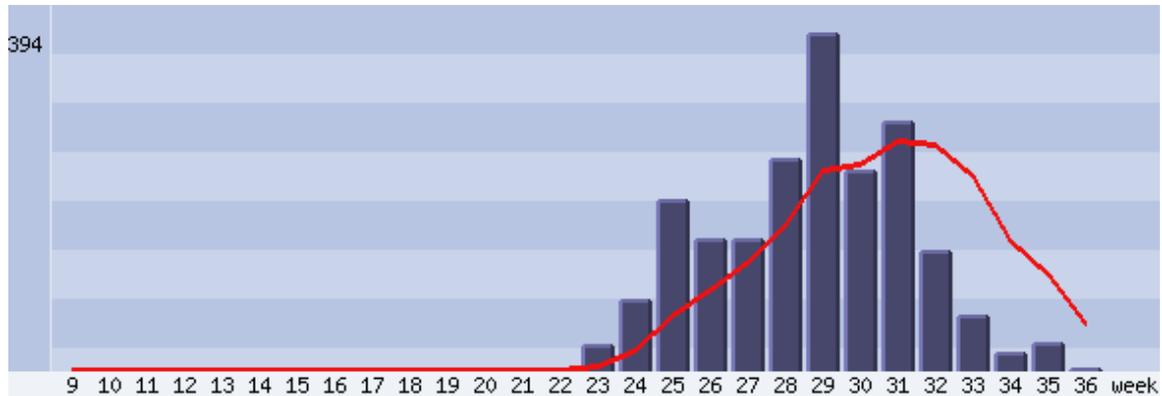
Before reaching its final form, the questionnaires were beta-tested for a period of one week and then translated into French in order to have the two versions available on line.

### **2.2 The Web interface**

The final version of the French and English questionnaires was installed on ZOOMERANG ([www.zoomerang.com](http://www.zoomerang.com)), a Web-based consumer research platform which had been used with success in the past by humanitarian organizations for similar initiatives. Prospective respondents to the questionnaires reached the ZOOMERANG platform through a welcome page hosted by RELIEFWEB.

The survey was launched on Monday, June 14 2003 and was initially set to close on Friday, July 18. Following requests from participating agencies, the

deadline for filling out the questionnaires was first extended to the end of July, then to mid-August and eventually to the end of August.



The graph above shows the evolution of the number of hits on the IDP Response Matrix welcome page over the period in which the survey was open.

Although all the respondents were based in the field, and some countries concerned had less than optimal access to Internet services, filling out on-line questionnaires proved to be a particularly effective method of participating to this survey. Only in a very limited number of cases were hardcopies of the questionnaires requested by field offices without a reliable Internet connection.

Although copies of the questionnaires in Word format were posted on the RELIEFWEB welcome page for reference, some respondents complained of not having a copy of the questionnaire to study before actually filling out the on-line form. Other complaints by the respondents related to the ZOOMERANG platform which required respondents to fill out the questionnaire in one sitting. Fluctuating Internet access in some countries during sessions forced some respondents to make several attempts to fill out the questionnaire.

## 2.3 Reaching prospective respondents

It was evident that the success of the initiative was contingent upon a broad participation by field personnel. With a theoretical number of respondents estimated to be about 700, it was agreed that 100 responses would constitute the absolute minimum for a valid statistical survey of the effectiveness of policy instruments. In order to successfully 'map the humanitarian response to IDPs' among key actors, a far more comprehensive response from agencies was required.

In order to inform field personnel about the initiative and to facilitate their participation, several senior managers at the Headquarters level sent letters to the field to encourage staff in their respective organizations to complete the questionnaire.

Several NGOs were also contacted directly either through their Headquarters or through the IASC-WG NGO umbrella organizations. A large number of follow-up contacts with the field offices were made directly by GIGNOS in the course of the study.

### 3. The respondents

#### 3.1 Countries

The original list of countries to be included in the Matrix was based on the NRC's Global IDP Database which at the time of launching the questionnaire had 51 entries.

No response was received from Israel, which was included in the original list. Several responses were provided autonomously (i.e. without prompting from Headquarters) from Nepal – this country was therefore included in the survey.

One response was provided from Albania, Cambodia and Jordan respectively – this was not considered sufficient to include the countries in the survey. The final list of 52 countries covered by the survey is therefore as follows:

Afghanistan	Georgia	Palestinian Territories.
Algeria	Guatemala	Peru
Angola	Guinea	Philippines
Armenia	Guinea-Bissau	Rep. of Congo
Azerbaijan	India	Russian Federation
Bangladesh	Indonesia	Rwanda
Bosnia & Herz.	Iraq	Senegal
Burundi	<del>Israel</del>	Sierra Leone
Central African Rep.	Kenya	Solomon Islands
Colombia	Lebanon	Somalia
Côte d'Ivoire	Liberia	Sri Lanka
Croatia	Macedonia	Sudan
Cyprus	Mexico	Syrian Arab Republic
DRC	Rep. Of Moldova	Turkey
Eritrea	Myanmar (Burma)	Uganda
Ethiopia	Nepal	Uzbekistan
FRY (Serbia and Montenegro)	Nigeria	Zimbabwe
	Pakistan	

## **3.2 Organizations**

A total of 376 complete questionnaires were received from organizations. A relatively small number of questionnaires (28) that were not valid for analysis were removed from the sample. They included:

- Questionnaires that were filled out at Headquarters level and related to the global activities of an organization rather than a specific country;
- Questionnaires that concerned three countries not included in the original list of countries for the study (Albania, Cambodia and Jordan) and for which only one response per country was received;
- Questionnaires that referred to a region or part of a country, such as Kosovo, or included several countries, such as Middle East and North Africa;
- Duplicate questionnaires. In 15 cases, respondents from the same organization filled out a questionnaire twice (three times in one case) for the same country. In this case respondents were contacted directly to determine which submission would be retained.

In 8 cases concerning 6 countries (Bangladesh, India, Pakistan, Occupied Palestinian Territories, Syrian Arab Republic, Zimbabwe) organizations opted not to fill out the questionnaire and informed GIGNOS accordingly.

Finally, it should also be noted that for technical reasons only, questions 30 and 31 on sexual exploitation and access negotiations were not answered in the ICRC completed questionnaires.

## **3.3 Resident and Humanitarian Coordinators**

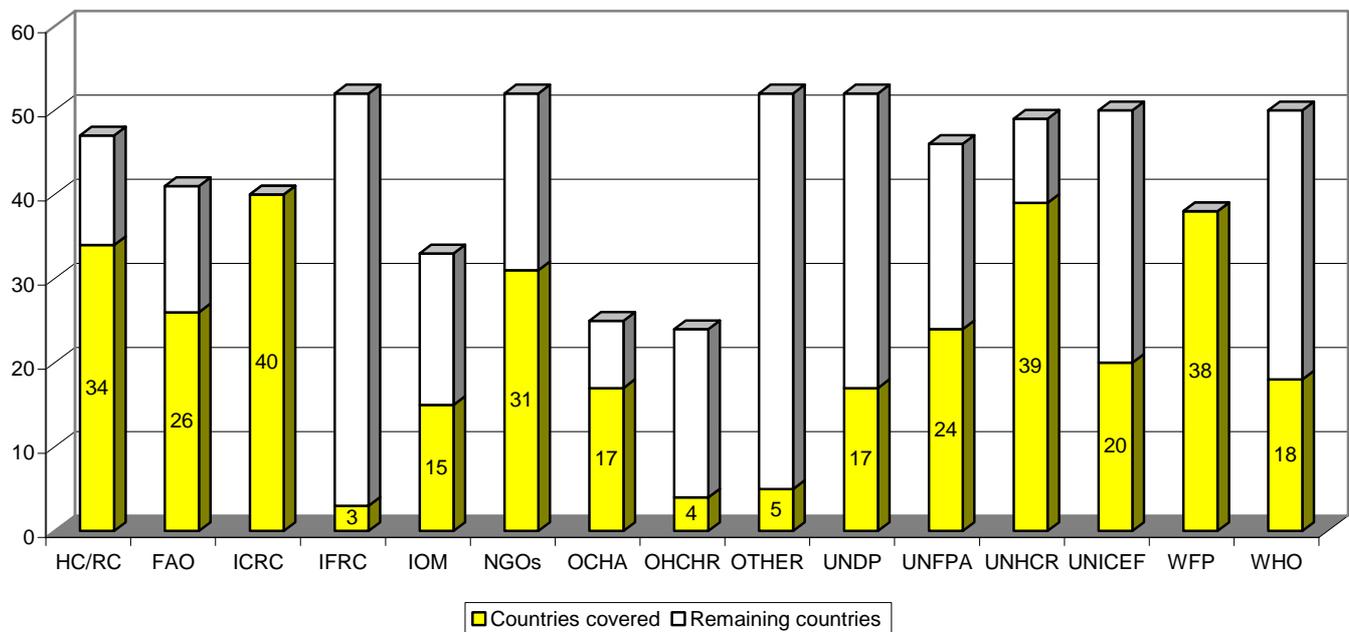
The assumption that there would be either a Resident or/and a Humanitarian Coordinator in each of the countries covered by the survey proved inaccurate. Some countries (such as Algeria, Cyprus, Mexico, Peru) only had a UNDP Representative and not an appointed Coordinator.

In one case (India) the Resident Coordinator decided not to fill out the HC/RC questionnaire for political reasons and informed GIGNOS accordingly.

In some cases, UN and NGO country representatives mistakenly filled out the Resident/Humanitarian Coordinators questionnaire instead of the organizations' questionnaire. In each case GIGNOS confirmed the status of the respondent and advised them to fill out the correct questionnaire.

A total of 33 valid Coordinator responses were received and are part of the analysis.

**IDP Response Matrix Questionnaire: Out of the Designated Countries where concerned agencies are present, Countries Covered by Agency Responses as of 1 September 2003**



*\*\*See Annex 1 for complete overview of responses by country and by organization.*

It must be noted that the effort by organizations to get their field offices to respond to the questionnaire demonstrated a strong degree of commitment to the project by IASC-WG members. In a few notable cases such as WFP and ICRC, a 100% response rate was received from field offices. Other agencies such as UNHCR, the NGOs and the Coordinators also deserve special mention for outstanding efforts to support the questionnaire process.

## 4. Analysis

Before undertaking analysis on the results it is important to make two points.

1) The high response rate from the field enables the questionnaire for the most part to achieve both objectives. Clearly however 'the mapping process' designed to identify 'who is doing what' will be far more accurate for organizations that had a high response rate. It will not be possible to accurately map the activities of those organizations where only a minority of offices responded.

2) This report is meant to provide preliminary analysis. More detailed analysis will follow depending on the views and recommendations of the Senior Network. As with all quantifiable statistical enquiries, analysis is meant to identify patterns and trends. The reasons behind a trend or pattern is open to discussion and interpretation.

## **4.1 GAP Analysis, Coordinators**

The following table provides some analysis of the responses to questions 4 to 31, which explored the Coordinators' views concerning possible gaps in assistance and protection to IDPs. Sectors were based on the Guiding Principles on Internal Displacement and discussed by the Senior Network. All organizations agreed to the list which was meant to be comprehensive but not exhaustive. In broad terms, this section of the questionnaire was aimed at evaluating the effectiveness of the international response to internal displacement.

Overall percentage results (i.e. an average across all sectors and all country responses) show that Coordinators assessed a sector in their country as fully addressing needs only 15% of the time. For the sake of illustration IF the collaborative approach was working perfectly in every sector and in every country, this first column would read 100% as all needs would be adequately addressed.

In comparison, in 38% of the responses, Coordinators identified a particular sector in their country as partially filled and requiring improvements and in nearly 25% identified sectors as a major gap. In 13.7% of the cases the subject of the question was not considered an issue in the country and in 5.4% of the cases the Coordinator did not know the answer to the question.

The table also provides an indication of what sectors are best and least covered by the international response from the point of view of the Coordinators.

For ease of analysis where the response "NEEDS FULLY MET" was chosen many times this is an indication that from a global point of view the international response on average works well. Conversely where the response is higher in NEEDS NOT MET the international response is seen as working less well. The highest five responses as well as the lowest five responses are highlighted for ease of reference.

**TABLE ONE: GAP ANALYSIS – COORDINATORS’ RESPONSES**

QUESTION	NEEDS FULLY MET	NEEDS PARTLY MET Improvements needed	NEEDS NOT MET Major gap to be addressed	THIS IS NOT AN ISSUE	DON'T KNOW
4 Coordination	12	15	4	1	0
5 Reporting violations	4	18	5	6	0
6 IDP rights awareness	3	16	10	1	2
7 Legal counseling	2	12	12	2	4
8 Safety and security	7	15	7	3	0
9 Protection of children	4	18	7	2	1
10 Gender perspective	3	15	9	3	2
11 Peace building	4	18	6	3	1
12 Camp management	1	15	4	11	1
13 Emergency education	4	13	6	7	2
14 Food requirements	11	14	3	3	0
15 Ther./supp. Feeding	6	8	3	12	3
16 Health care services	8	12	9	1	2
17 Psycho/social couns.	2	8	16	2	3
18 HIV/AIDS	2	8	10	8	3
19 Water and sanitation	8	14	4	4	1
20 Shelter	4	17	9	2	0
21 Non-food items	8	12	4	6	2
22 Employment gener.	4	11	14	2	1
23 Judicial system	2	9	13	4	4
24 Property rights	3	11	12	1	5
25 Long-term implications	4	16	6	5	1
26 IDPs as partners	5	10	14	1	2
27 Agricultural develop.	3	17	6	3	2
28 Mine action	8	5	6	11	2
29 Environment	1	12	13	5	1
30 Sexual exploitation	1	7	13	7	3
31 Access negotiations	9	5	5	11	2
Percentage average responses	14.9	39.4	25.8	14.3	5.6
	4.8	12.5	8.2	4.5	1.8

TOP 5 ->



BOTTOM 5 ->



## 4.2 GAP Analysis, Organizations

The following table provides some analysis of the responses to questions 32 to 59, which explored the organizations’ views concerning possible gaps in assistance and protection to IDPs and, in broader terms, aimed at evaluating the effectiveness of the international response.

Overall percentage results (i.e. across all sectors and all countries) show that in 11.2% of responses organizations assessed a sector as adequately filling needs of the displaced. In 36% of the responses organizations identified a particular sector in their country as requiring improvements and in nearly 23% identified sectors as a major gap. In 10% of the cases the subject of the question was not considered an issue in the country and in 19.5% of the cases the respondent did not know the answer to the question.

The table also provides an indication of what sectors are best and least covered by the international response to internal displacement from the point of view of the organizations.

**TABLE TWO: GAP ANALYSIS – ORGANIZATIONS’ RESPONSES**

QUESTION	NEEDS FULLY MET	NEEDS PARTLY MET Improvements needed	NEEDS NOT MET Major gap to be addressed	THIS IS NOT AN ISSUE	DON'T KNOW
32 Coordination	77	172	41	24	26
33 Reporting violations	41	153	81	22	45
34 IDP rights awareness	21	137	112	20	53
35 Legal counseling	19	106	104	27	87
36 Safety and security	45	156	88	21	31
37 Protection of children	29	159	82	22	49
38 Gender perspective	48	160	53	19	59
39 Peace building	60	129	69	24	57
40 Camp management	22	109	70	76	61
41 Emergency education	41	111	58	42	88
42 Food requirements	68	166	43	24	37
43 Ther./supp. Feeding	67	107	30	57	80
44 Health care services	82	110	83	11	54
45 Psycho/social couns.	24	101	86	30	98
46 HIV/AIDS	27	99	76	50	86
47 Water and sanitation	64	163	35	26	50
48 Shelter	24	158	99	15	43
49 Non-food items	49	166	48	25	50
50 Employment gener.	18	125	102	19	77
51 Judicial system	15	73	100	35	115
52 Property rights	18	61	140	25	97
53 Long-term implications	24	106	140	20	48
54 IDPs as partners	27	133	106	22	51
55 Agricultural develop.	40	144	52	23	78
56 Mine action	47	76	37	89	91
57 Environment	16	71	101	42	110
58 Sexual exploitation	14	72	106	26	83
59 Access negotiations	40	83	38	83	52
Percentage average responses	11.2 38.1	35.8 121.6	22.9 77.9	9.7 32.8	19.5 66.3

### Overall Analysis

	NEEDS FULLY MET	IMPROVEMENTS NEEDED	MAJOR GAP	NOT AN ISSUE	DON'T KNOW
ORGANIZATIONS	11.2%	35.8%	22.9%	9.7%	19.5%
COORDINATORS	14.9%	39.4%	25.8%	14.3%	5.6%

A broad analysis of the responses across all sectors provided by Coordinators and organizations shows some differences in assessment but no blatant contradictions. The lower number of 'DON'T KNOW' answers from Coordinators reflect their improved overall perspective of national operations. The relatively higher number of 'DON'T KNOW' answers among organizations may indicate a lower awareness of the activities of other actors in other sectors.

### 4.3 GAP Analysis by Sector

In terms of specific sectors, the areas where needs were most frequently considered 'FULLY MET' by both Coordinators and organizations were **coordination arrangements** and **food assistance**.

Concerning MAJOR GAPS, the sector of **IDPs being considered as partners** was placed in the top five concerns by both categories of respondents.

Coordinators placed **water and sanitation, Non food items, Mine action and negotiations** more frequently in the NEEDS FULLY MET category. Among organizations **water and sanitation, health care services, and supplementary feeding** featured highly in NEEDS FULLY MET.

Among Coordinators, **psycho/social counselling, support to the judicial system, environmental recovery** and **employment generation**, were identified among the top five MAJOR GAPS.

Organizations placed **IDP's rights awareness, property rights, the long-term implication of internal displacement** and **responding to sexual exploitation** in the category of MAJOR GAPS.

It is important to stress that these high scores *do not necessarily reflect* the relative importance that respondents assign to the particular issue in the overall framework of assistance/protection, but only their opinion that this issue is not well covered in their respective countries.

Organizations said that they knew the least about the **judicial system**, the **environment** and **psycho/social counselling**. Coordinators knew the least about the **judicial system**, **property rights** and **legal counselling**.

Among the "NOT AN ISSUE" responses, it is interesting to note that the question about **access negotiations** scored in the "top five" in both questionnaires. This runs contrary to the common perception about the problems of access and deserves further investigation.

Overall the global results confirm that traditional assistance needs appear well met by organizations in the field. While coordination featured well among NEEDS WELL MET, the positive results must be assessed along with other indicators in this study.

It is interesting to note that among organizations those sectors identified as gaps consisted more of protection-orientated needs as opposed to delivery of services and assistance. Among coordinators the gaps link more to post conflict recovery.

## 5. Mapping Organizational Activities

The following table provides some analysis of the responses to questions 5 to 30 of the organizations' questionnaire, which explored organizational involvement in different sectors of assistance/protection for IDPs.

The questionnaire asked if organizations were active in a particular country as a priority' in most areas where IDPs are accessible, in many areas where IDPs are accessible, or in a few areas where IDPs are accessible. Respondents were also able to indicate if they were not involved at all or on ad hoc basis.

The purpose of this section of the report is to assess how many organizations are active in particular sectors which give an indication of the international system's current capacity to provide services or protection to the displaced.

The complete country based "mapping", i.e. the detailed identification of who is doing what, can be done through the compiled database.

**TABLE THREE: ORGANIZATION'S ACTIVITIES BY SECTOR**

	<b>NO</b>	<b>AD HOC</b>	<b>MOST AREAS</b>	<b>MANY AREAS</b>	<b>A FEW AREAS</b>
5 Reporting violations	153	83	79	21	6
6 IDP rights awareness	164	63	83	20	13
7 Legal counseling	266	41	16	5	7
8 Safety and security	159	69	74	22	18
9 Protection of children	156	66	75	22	25
10 Gender	124	67	99	25	28
11 Peace building	175	83	39	24	21
12 Camp management	282	33	11	9	7
13 Emergency education	224	46	32	23	18
14 Food distributions	197	54	44	29	18
15 Ther./supp. feeding	251	33	27	14	17
16 Health care services	196	63	35	24	23
17 Psycho/social couns.	232	41	19	20	29
18 HIV/AIDS	217	55	31	19	21
19 Water and sanitation	204	56	38	26	18
20 Shelter	224	49	19	29	20
21 Non-food items	171	71	40	26	35
22 Employment gener.	206	62	29	25	22
23 Judicial system	266	46	10	11	10
24 Property rights	261	47	11	10	14
25 Long-term implications	181	59	43	34	25
26 Rehabilitation	172	63	36	38	33
27 Agricultural develop.	211	51	34	19	28
28 Mine action	264	40	19	8	10
29 Environment	238	49	21	16	18
30 Coordination	115	89	80	35	21
Totals	5309	1479	1044	554	505
Percentage	59.7	16.6	11.7	6.2	5.7

One apparently striking feature of the summary table is that nearly 60% of the total answers (across all sectors and countries) indicated "no activity". This may be interpreted to indicate that there are many organizations involved with IDPs but on a very selective (few sectors at a time and different sectors in different countries) basis. This interpretation is supported by data in other areas of this report. For example, many organizations initiated activities based on an autonomous decision and which did not necessarily reflect agreement with other organizations in the field on roles and responsibilities.

Dark shading indicates the "top 10" responses in the "NO ACTIVITY" column and therefore show sectors that are less likely to be covered by the humanitarian system. Light shading indicates the "top 5" responses in the

“ACTIVITY IN MOST AREAS” column, and therefore show sectors that are most likely to be well covered.

**Legal counselling** had a high aggregate score of inactivity as did **camp management, emergency education, therapeutic feeding, psycho-social counselling, shelter, judicial system support, property rights, mine action** and **environmental recovery**.

Before continuing with some analysis, a word on the extensive and important role of the national NGOs or the many government and community institutions which are not included in the assessment. While the inclusion of their activities may change the results of who is doing what they should not change the assessment of Coordinators and organizations of the GAPS that exist from their perspective.

Therefore bearing in mind that needs may be fully met by existing national organizations active in these sectors in certain countries, we will combine the discussion of the activities of international organizations with the results of GAPS analysis in the previous section to indicate possible sectors of reduced capacity in the international humanitarian system.

**Support to the Judicial system** and **promotion of property rights, shelter** and **legal counselling** for example had a low number of organizations dealing with it and featured highly in the GAPS section, indicating that the reason of the gap could be a lack of capacity within the system.

In contrast, **Therapeutic/supplementary feeding**, which was seen as well covered in the GAPS analysis is also a sector that sees less activity by organizations. This may be explained by the fact that only a small number of organizations are required to cover the needs in this sector.

**Camp management**, for example had the smallest number of organizations dealing with it and scored highly in the “NOT AN ISSUE” column of the GAPS table. This seems to indicate that the majority of IDPs live in non-camp situations, which is confirmed by the fact that most organizations said that they assisted IDPs as part of a general vulnerable population.

The fact that many organizations stated that they are active in **coordination** is interesting. This, in effect, may be linked to the fact that coordination has a different meaning for different actors. This may also be linked to the fact that some respondents said that they were active in coordination as they feel they are active within an existing coordination structure.

A relatively large number of organizations said to be active in **reporting human rights violations**. Generally the results indicate a strong amount of field level monitoring and protection work for IDPs. However it should be kept in mind that once figures are adjusted for the very high response rate

from ICRC and UNHCR, the disaggregated figures reveal a more mixed performance of protection activities.

Given the importance of the protection activities, analysis is taken one step further looking at the organizational presence of several actors.<sup>1</sup>

- On an organizational basis ICRC claimed to be doing protection monitoring *as a priority* in 40 countries, OCHA in 11 countries, UNICEF in 8, UNHCR in 7, UNFPA in 4, OHCHR in 2, IOM in 1. Thirty-five NGO offices claimed to be doing protection monitoring in 23 countries.<sup>2</sup>
- In terms of informing IDPs of their rights, ICRC was involved *as a priority* in 38 countries, UNHCR in 10, UNFPA in 7, OCHA in 7, UNICEF in 4, IOM in 2. Thirty-nine NGO offices were doing HR promotion in 24 countries.
- Addressing safety and security of IDPs, ICRC was involved *as a priority* in 38 countries, OCHA in 10, UNHCR in 10, UNICEF in 5, WFP in 5, IOM in 4, OHCHR in 1, WHO in 2, UNDP in 1, UNFPA in 1, IFRC in 1. Thirty-seven NGOs were active in 24 countries.
- Protection of children: ICRC in 39, UNHCR in 9, UNICEF in 12, UNFPA in 3, UNDP in 1, WFP in 5, WHO in 3. OCHA in 6, OHCHR in 1, IOM in 3, IFRC in 1. Forty NGOs were active in 21 countries.

Apart from the strong role of ICRC and a consistent role of UNHCR the results reveal an increasing role for OCHA and NGOs in protection-orientated activities.

In comparison, the results for gender activities show more widespread mainstreaming especially among UN agencies. ICRC accounted for 39 responses. Among UN agencies 71 responses were received from nine agencies which claimed to be active in gender protection and promotion as a priority. Forty one responses were received from 16 different NGOs active in 22 countries. Despite the large number of organizations active it should be noted that **responding to sexual exploitation** featured highly as a major GAP. (see Table Two).

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<sup>1</sup> Please note that the organizational presence is based on response rate. Figures may be considered more accurate for ICRC, UNHCR, and OCHA which had a high response rate.

<sup>2</sup> The reason for the difference between number of NGOs and countries is that more than one NGO may be active in the sector per country.

## 6. The policy and strategic environment

The policy and strategic environment was looked at from different angles in the Coordinators' and organizations' questionnaires. Coordinators were asked questions on how the issue of IDPs is dealt with at national level while organizations were asked to outline how the issue of IDPs is dealt with within the organization itself and among organizations.

Among the questions asked to the Coordinators was the degree to which national authorities were exercising their responsibility towards IDPs.

### 6.1 Coordinators responses – Policy and strategy

In 27 countries (84% out of 31 responses ), Coordinators said that there was a **governmental entity** that had responsibility over the national response to IDPs. (Question 41)

Coordinators also indicated that in 12 countries (38% of the responses) there was **national legislation** dealing specifically with IDPs compared to 17 who said there was no national legislation and three who reportedly did not know. (Question 32)

According to Coordinators the **Guiding Principles** on internal displacement had been officially recognised by the authorities either through a declaration or public statement in 12 countries( 38%). The same number also said that there had been no official recognition, while eight (25%)did not know. (Question 33)

On the existence of strategic frameworks with national authorities over 60% of the Coordinators said there was no officially adopted **strategy** outlining roles and responsibilities of national authorities and international organizations. In 9 out of the 12 countries where such strategy existed it included a **protection component**. (Question 34)

On **contingency planning**, Coordinators from 17 countries (57%) reported to have an inter-agency contingency plan which included IDPs. IDPs were not included in a contingency plan among six countries and seven Coordinators said there was no contingency plan. (Question 36)

On the national response, the lack of strategic plans or contingency planning between national authorities and the international community is a clear area for further effort.

It is a frequent assumption that because of sovereignty concerns among states, that IDPs are seen as a sensitive political issue that is outside the mandate of international organizations. In order to measure the presence of this attitude Coordinators were asked to consider four statements carefully

and to choose the one that best described the **approach to IDPs of the country team, national authorities and donors.**

**TABLE FOUR: APPROACH TO IDPS**

Questions 40, 47 & 53	IDPs are a reason for specific concern and therefore are dealt with as a distinct, separate issue.	IDPs needs are one component of the needs of the larger civilian population: they are dealt with as a part of the response to the overall humanitarian or development situation	IDPs are mostly a protection issue and they are dealt with as part of broader initiatives to promote respect for human rights and humanitarian law	IDPs are a sensitive political issue: they are a responsibility of the State and they lay outside the mandate of international organizations.	IDPs are not dealt with in a systematic and regular manner.
Country Team response towards IDPs	22%	56%	3%	3%	16%
National Authorities response towards IDPs	19%	44%	--	13%	25%
Donors response towards IDPs	13%	65%	3%	0	19%

The most common approach appeared to be the one to treat IDPs as a component of a larger civilian population in need. The result is not remarkable since it has long been recognized that IDPs must be treated in context with the wider population. The response to this question also mirrors the response among organizations that IDPs are treated as part of the general vulnerable population. Of more concern in the answers is that Coordinators felt that some members of all three groups (Donors, UNCT and Authorities) were not treating IDPs in a systematic manner.

## **6.2 Organizations responses – Policy and strategy**

In assessing the strategic and policy environment among organizations, the questions focused on the existence of internal strategies and their role in an overall countrywide strategy.

Over two thirds of the organizational respondents (67%) said that their particular organization had an **IDP policy or strategy**. Among those that had policies further analysis reveals nine UN agencies, three inter-Governmental organizations and 25 different NGOs which said they have a policy. The level of awareness of the policies however is mitigated by the fact

that respondents from eight of the same UN agencies, one of the IOs and seven of the NGOs said that their agencies had no policy. (Question 65)

On country-wide strategies only 52% of the organization respondents indicated that their programmes for IDPs were included in a **common inter-agency action plan**, 19% reported that they were not included and over a quarter of the respondents said that there is no inter-agency plan as such. (Question 64)

The challenge of coordination is further revealed when organizations were asked how they became involved with IDPs. On reasons to become involved 50% of the organizations stated that their engagement in IDP-related activities was the result of an **autonomous decision**, based on the organizations' mandate and assessment of needs. Only 11% of the respondents said they had been requested to intervene by the government. (Question 60)

**TABLE FIVE: INITIATION OF IDP ACTIVITES**

	Response Ratio
We were requested to do so by the government	11%
We were requested to do so by the HC and /or RC	3%
We were requested to do so by a donor	1%
We were requested to do so by another agency of which we are a an implementing partner	1%
We were mandated by a security council or another UN body resolution	5%
It was an autonomous decision based on our mandate and our assessment of the needs.	50%
Other	28%

Of the 28% that selected OTHER close to half were ICRC offices which had a uniform answer: "The ICRC is working independently based on international humanitarian law which gives the ICRC the mandate to protect and assist victims of armed conflicts, including IDPs, and their direct results." The remaining responses were non valid or a combination of two responses.

Furthermore in the design of country programs 40% of the organizations became involved based on their own assessment compared to 28% that completed a needs assessment by an interagency mission or other interagency mechanism. Several organizations especially NGOs among the 38% that chose 'other' stated their assessment was done with national organizations. (Question 61)

In addition to how organizations became involved another area of interest was the type of agreement that existed among agencies on their roles towards IDPs. It was somewhat remarkable to note that only 9% of the organizations said that their **role and responsibility concerning IDPs** within the country was defined in a formal written agreement, and that as much as 34% said that their role had not been specifically agreed upon but was based "on a common understanding" of the situation. (Question 72)

Only a quarter of the organizational respondents said that IDPs constitute a **specific focus of their activity**. Sixty percent said that they assist IDPs as part of a general vulnerable population. The remaining 14% assist IDPs as they co-exist with refugees who were the main focus of their work. (Question 62)

On a positive note, among organizations over half claimed to use the Guiding Principles on a regular basis. However less positive was that less than a third of the respondents claimed to use the IASC policy paper on the protection of internally displaced. Some 35% of the organizations had not used any of the IASC policy instruments or guidelines. (Question 66 see table below)

**TABLE SIX: AWARENESS OF POLICY INSTRUMENTS AMONG ORGANIZATIONS**

Guiding Principles on Internal Displacement	56%
IASC Policy Paper on the Protection of Internally Displaced People	28%
Handbook for Applying the Guiding Principles on Internal Displacement	30%
Manual of Field Practices on Internal Displacement	20%
None of the above	35%

To complete the analysis of the policy and strategic environment, organization respondents were asked if they considered themselves familiar with the functions, roles and activities with a number of a number of key actors. (Question 67 see table below)

**TABLE SEVEN: AWARENESS OF THE ROLE AND RESPONSIBILITIES OF KEY ACTORS**

Representative of the Secretary-General on IDPs	55%
Emergency Relief Coordinator	53%
Inter-Agency Standing Committee working group	49%
OCHA Internal Displacement Unit	65%
Norwegian Refugee Council (NRC) Global IDP Project	47%

## 7. Coordination among international organizations

Section five of the organizational questionnaire and section three of the Coordinators questionnaire dealt with coordination mechanisms.

Both Coordinators and organizations were asked **who among international organizations has responsibility for protection and assistance to IDPs.**

**TABLE EIGHT: OFFICIALLY ASSIGNED RESPONSIBILITY FOR COORDINATION**

	<b>Nobody</b>	<b>HC</b>	<b>RC</b>	<b>Focal Point</b>	<b>Don't Know</b>
Coordinators (Question 37)	10%	29%	26%	35%	-
Organizations (Question 69)	6%	26%	20%	42%	7%

Although the identification of HCs and RCs matched on a global level a discrepancy arises when analysing the responses to the open question of **who specifically**, other than the RC/HC, is in charge of coordination.

For the 11 countries in which Coordinators indicated that coordination of protection and assistance for IDPs was the responsibility of a specific focal point or agency, only 5 matched fully the response provided by organizations and 5 matched partially (in other words there were multiple responses in addition to the organization named by the Coordinators). One response by a Coordinator was not specific. The wide variation of responses across the board indicates that some confusion exists in some countries as to the nature of coordination and of who is in charge.

Asked whether a **specific IDP working group or thematic group** existed within the "enlarged country team," the results from Coordinators reveal over half did not have a specific IDP working group.

**TABLE NINE: SPECIFIC IDP COORDINATION MECHANISMS**

	<b>Yes</b>	<b>No</b>	<b>Don't Know</b>
Coordinators (Question 39)	45%	55%	0%
Organizations (Question 71)	54%	36%	10%

It is possible that this pattern may reflect the possibility that coordination for IDPs was under a more generalized structure or included in a protection working group rather than an IDP-specific mechanism. Nevertheless as IDP working groups are considered one way to address concerns that IDPs, frequently 'fall between the cracks' then further investigation is merited.

The existence or non-existence of an established mechanism through which humanitarian agencies can **discuss IDP issues with the national authorities** reinforces the above concerns.

**TABLE TEN: DIALOGUE WITH NATIONAL AUTHORITIES**

	<b>Yes</b>	<b>No</b>	<b>Don't Know</b>
Coordinators (Questions 42)	44%	53%	3%
Organizations (Question 73)	49%	37%	15%

While there is a slight variation in between the two groups' answers, the response that less than half the countries have established mechanisms to discuss IDP concerns with the national authorities should be addressed.

## **7.1 Donor coordination**

In order to measure the role and influence of donors, Coordinators were asked to characterize the donor approach to IDPs as well as describe consultation mechanisms.

Coordinators indicated that in 17 cases (53% of the responses) the donors represented in the country showed a "**common and united approach** to IDP issues in their dealings with the government," compared to 44% that did not. (Question 48)

The Coordinators also said that in 20 countries (63% of the responses), **established consultation mechanisms** existed through which members of the country team can discuss IDP issues with the donor community on a regular basis. (Question 49)

## **7.2. Information management**

On the subject of information, Coordinators indicated that **information** on the number and specific needs of IDPs is collected on a regular basis in 18 countries out of 32. (Question 54)

Among organizations 31% of the respondents said that they collect information on the number and needs of the displaced on a regular basis while 45% collect it on an "ad hoc" basis. (Question 74)

This information is considered highly **dependable and accurate** by 10% of the respondents, mostly dependable and accurate by 64% of the respondents and occasionally dependable and accurate by 24% of the respondents. (Question 76)

The area of information collection on IDPs has been a challenge especially in areas where access is difficult. With several organizations involved in information collection, further investigation needs to be undertaken to ensure the compatibility of different information networks and methodology of information collection.

## **8. Conclusions and Some issues for consideration by the Senior Network on Internal Displacement**

This report attempts to extract international trends and patterns in the international response to internal displacement. As an indicator of areas that deserve further attention and priority within the humanitarian community to respond to the needs of the internally displaced, the questionnaire process proved extremely valuable. However the results must be viewed alongside the Protection Survey to get a true appreciation of the response at the field level.

Based on the results and analysis in this report there are several areas that deserve further attention within the Senior Network.

### **8.1 Implementation of the collaborative approach**

Taking the complete results of the questionnaires at face value, it indicates that many sectors of assistance and protection of IDPs are not sufficiently covered. The lack of coverage may be for a range of causes including a lack of capacity in certain areas among UN agencies and international organizations.

In addition to the gaps in response there are several indications of failure to implement key recommendations of IASC policy which comprises the collaborative approach. The low awareness of policy instruments generally, the weak strategy-making, the lack of IDP working groups or IDP specific mechanisms and confusion over who is in charge all suggest that the collaborative approach as a policy framework should be better implemented.

The lack of implementation of the policy framework should be further discussed within the Senior Network with a view to providing recommendations to the IASC-WG and eventually the IASC Principals to assure enhanced implementation

## **8.2 Types of activity and coordination**

The challenges of coordination in a system with so many actors present are colossal.

There are several areas where the Senior Network can make recommendations to assist coordination efforts and implement the protection policy paper.

- The role of organizations at the field level towards IDPs should be more strategic and formalized. The current trend of autonomous decisions based on real or perceived mandates, limited interagency assessment and organizational roles based on informal understandings of a situation should be reversed. Development of memorandums of understanding as suggested by the IASC policy paper should be implemented.
- The fact that very few organizations (11%) actually became involved based on a request from a government requires further discussion. If the humanitarian community's role is to 'responsibilize' authorities, greater efforts should be taken to encourage a response based on government requests. In order to avoid falling victim to misuse of resources government accountability should be strengthened by using national legislation to guide IDP response. Formal agreements and joint IDP strategies between governments and operational partners would further enhance government accountability.
- Further attention to strategy development. The rather weak inclusion of IDPs in strategies and contingency planning must be addressed.

## **8.3 Protection and Promotion of Rights**

The protection of IDPs reveals several patterns. The first was positive confirmation of the growing involvement of different organizations in protection monitoring especially among the NGOs. The same pattern was also visible in human rights promotion and addressing safety and security concerns.

Outside of ICRC's role, the lack of consistent UN protection capacity for IDPs is evident and of concern. While NGOs are evidently addressing protection issues at the field level and OCHA is playing a greater role in protection coordination, the absence of protection monitoring in many countries by a UN agency must be addressed.

Other areas of concern were the sectoral gaps which were of a protection nature: property rights, responding to sexual exploitation, support to the judiciary.

## **8.4 The role of RCs and HCs**

The critical leadership role of the Coordinators in structuring the response to internal displacement is evident in the results of the matrix. If Coordinators are expected to lead the response, more effort must be undertaken to ensure they are aware of the policy instruments and have the necessary support and guidance from HQs as well as other senior UN officials.

## **8.5 Country and sector analysis**

Finally the database containing the raw data from this survey provides an enormous wealth of information, essential for in-depth country- and sector-specific analysis.

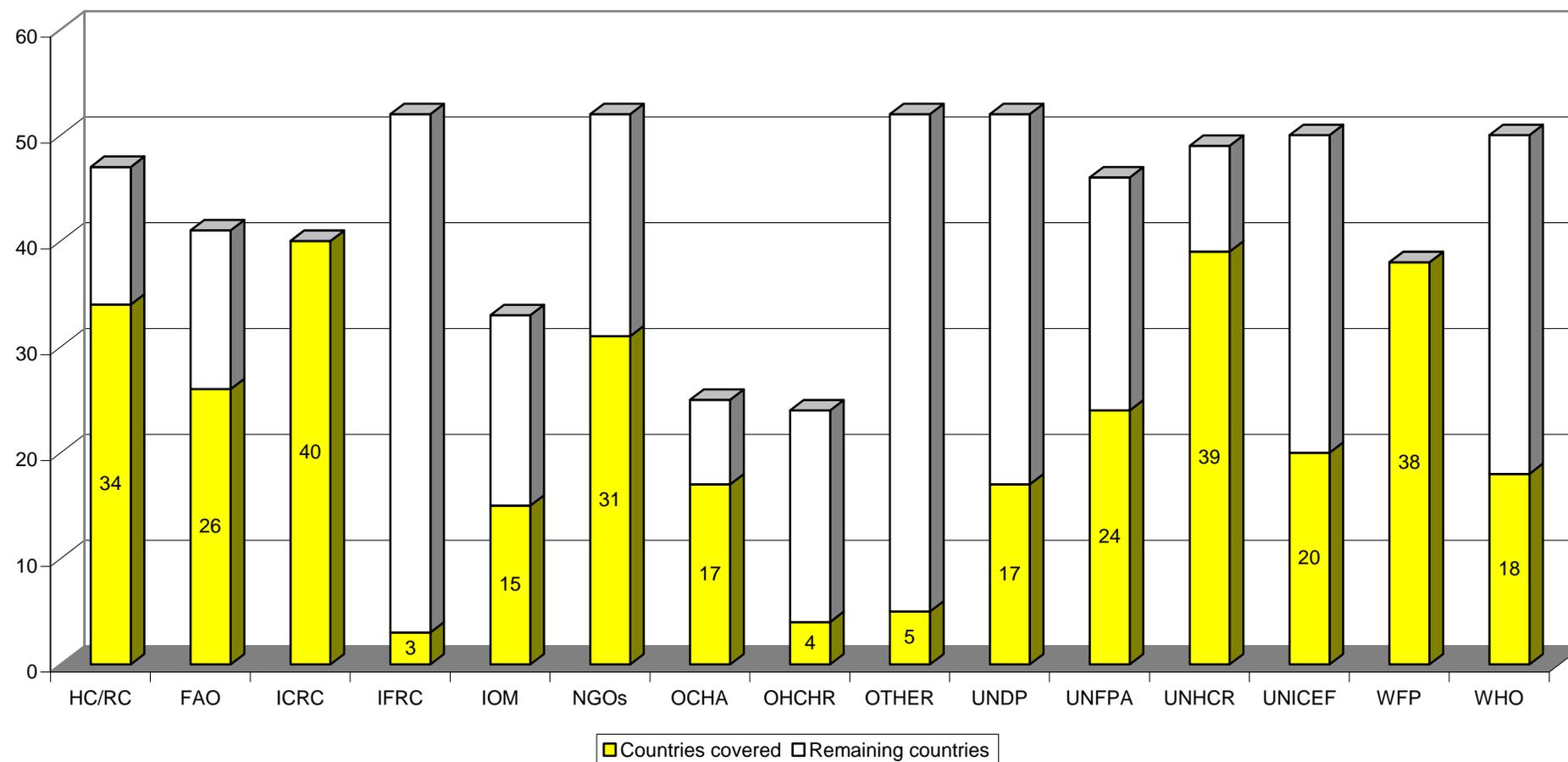
Its format should be retained in future data-collecting exercises, so that different investigations remain comparable and trends over time can be identified. In addition to the IDP specificity of the questionnaires, it should also be considered by the IASC-WG as a way to monitor impact of its policies.

## Annex One: Questionnaire Response Rate

NOTES: - The IDP UNIT designated 52 countries where IDPS have been identified. However many of the concerned agencies do not have representation in all of the 52 countries, as indicated in the Chart and Table below (for those who have communicated the figures).

- For NGOs, the 31 countries covered represent 87 responses of various NGOs. Details are provided in the endnotes of the table (page 4).
- For "other", the 5 countries covered represent 9 responses of various organizations. Details are provided in the endnotes of the table (page 4).

**IDP Response Matrix Questionnaire: Out of the Designated Countries where concerned agencies are present, Countries Covered by Agency Responses as of 1 September 2003**



## IDP RESPONSE MATRIX: LIST OF **RESPONDENTS** as of 1 September 2003

Countries : no responses have been received from those

underlined

 : the organization has no representation or does not carry out activities for IDPs in that country

 : the organization opted out or claimed that there is no IDP in the country

		HC/R C	FAO	ICRC	IFRC	IOM	NGOs	OCHA	OHCHR	OTHER	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
1	Afghanistan						6 <sup>i</sup>									
2	Algeria															
3	Angola						4 <sup>ii</sup>									
4	Armenia						2 <sup>iii</sup>									
5	Azerbaijan						1 <sup>iv</sup>									
6	Bangladesh															
7	Bosnia & Herzegovina						3 <sup>v</sup>									
8	Burundi						4 <sup>vi</sup>									
9	Central African Republic						2 <sup>vii</sup>			1 <sup>viii</sup>						
10	Colombia						1 <sup>ix</sup>									
11	Cote d'Ivoire															
12	Croatia						1 <sup>x</sup>									
13	Cyprus															
14	DRC						8 <sup>xi</sup>			1 <sup>xii</sup>						
15	Eritrea															
16	Ethiopia						1 <sup>xiii</sup>									
17	FRY (Serbia/Montenegro)						5 <sup>xiv</sup>									
18	Georgia						5 <sup>xv</sup>									
19	Guatemala									1 <sup>xvi</sup>						
20	Guinea															
21	Guinea-Bissau															
22	India						1 <sup>xvii</sup>									
23	Indonesia						5 <sup>xviii</sup>									
24	Iraq						8 <sup>xix</sup>									
25	Israel															

		HC/R C	FAO	ICRC	IFRC	IOM	NGOs	OCHA	OHCHR	OTHER	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
26	Kenya						3 <sup>xx</sup>									
27	Lebanon															
28	Liberia						1 <sup>xxi</sup>									
29	Macedonia															
30	Mexico									3 <sup>xxii</sup>						
31	Moldova															
32	Myanmar (Burma)						3 <sup>xxiii</sup>									
33	Nepal						1 <sup>xxiv</sup>									
34	Nigeria															
35	Pakistan						1 <sup>xxv</sup>									
36	Occupied Palestinian Territories															
37	Peru															
38	Philippine						2 <sup>xxvi</sup>			3 <sup>xxvii</sup>						
39	Rep. of Congo (Brazz.)						1 <sup>xxviii</sup>									
40	Russian Federation						4 <sup>xxix</sup>									
41	Rwanda						2 <sup>xxx</sup>									
42	Senegal						1 <sup>xxxi</sup>									
43	Sierra Leone						2 <sup>xxxii</sup>									
44	Solomon Islands															
45	Somalia						2 <sup>xxxiii</sup>									
46	Sri Lanka						1 <sup>xxxiv</sup>									
47	Sudan						4 <sup>xxxv</sup>									
48	Syrian Arab Republic															
49	Turkey															
50	Uganda						2 <sup>xxxvi</sup>									
51	Uzbekistan															
52	Zimbabwe															
<b>Total amount of responses</b>		<b>34/47</b>	<b>26/41</b>	<b>40/40</b>	<b>3/..</b>	<b>15/33</b>	<b>87 (for 31/52 countries)</b>	<b>17/25</b>	<b>4/.20.</b>	<b>9 (for 5/52 countries)</b>	<b>17/52</b>	<b>24/46</b>	<b>39/49</b>	<b>20/50</b>	<b>38/38</b>	<b>18/50</b>

<sup>i</sup> ActionAid, International Medical Corps, Norwegian Refugee Council, International Rescue Committee, International Assistance Mission, Danish Refugee Council

<sup>ii</sup> Norwegian Refugee Council, Danish Refugee Council, Lutheran World Federation, Jesuit Refugee Service

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- iii Norwegian Refugee Council, World Vision International  
iv Norwegian Refugee Council  
v World Vision International, Lutheran World Federation, Save the Children Fund  
vi International Rescue Committee, Jesuit Refugee Service, Norwegian Refugee Council, International Medical Corps  
vii COOPI Cooperazione Internazionale, Médecins sans frontières  
viii Bureau des Nations Unies en Centrafrique (BONUCA)  
ix World Vision International  
x Lutheran World Federation  
xi ACTED, Action Contre la Faim, Food for the Hungry International, Jesuit Refugee Service, Lutheran World Federation, Norwegian Refugee Council, Salvation Army, International Medical Corps  
xii International Labour Organization (ILO)  
xiii Jesuit Refugee Service  
xiv Danish Refugee Council, Norwegian Refugee Council, Save the Children Fund, Catholic Relief Services, Group 484  
xv Charity Humanitarian Center Abkhazeti, Danish Refugee Council, Georgian Young Lawyers, International Medical Corps, Norwegian Refugee Council  
xvi UNV  
xvii Lutheran World Federation  
xviii ICMC, International Rescue Committee, International Medical Corps, Jesuit Refugee Services, World Vision International  
xix Caritas Internationalis, International Medical Corps, Norwegian People's Aid, WADI e. V., World Vision International, Counterpart International, Mission East, Iraq Al\_Amal Association  
xx Kenya Human Rights Commission, Catholic Relief Services, Lutheran World Federation  
xxi Jesuit Refugee Services  
xxii International Labour Organization (ILO), UNEP, UNODC  
xxiii Burmese Border Consortium, Jesuit Refugee Service, Community and Family Services International  
xxiv Lutheran World Federation  
xxv Norwegian Refugee Council  
xxvi Jesuit Refugee Council, Community and family Services International (CFSI)  
xxvii International Labour Organization (ILO), GOP-UN multidonor programme, UNAIDS  
xxviii International Rescue Committee  
xxix Danish Refugee Council, Hilfe zur Selbsthilfe e.V. (HELP), Migration Rights Network, Civil Assistance Committee  
xxx Lutheran World Federation, GTZ-IS-TOR Rwanda  
xxxi OFADEC  
xxxii Norwegian Refugee Council, CARE International  
xxxiii International Medical Corps, Danish Refugee Council  
xxxiv Danish Refugee Council  
xxxv International Rescue Committee, Jesuit Refugee Service, War Child Netherlands, Medair East Africa  
xxxvi<sup>1</sup> MS Uganda, Norwegian Refugee Council