

USAID Assistance to Internally Displaced Persons Policy Implementation Guidelines

This is a companion internal document to *USAID Assistance to Internally Displaced Persons Policy*, which outlines a broad policy framework and core Agency principles for the long term. These guidelines provide detailed, practical approaches for implementing the policy framework. They will be updated periodically to reflect improved knowledge and best practices, priorities, and resource availability.

Background

Definition of IDPs

All definitions agree that IDPs have been uprooted from their homes but remain inside their own countries. U.N. *Guiding Principles on Internal Displacement* states that IDPs are “Persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized state border.”¹

Scope of the Problem

Numbers: IDPs comprise the largest group of vulnerable people in the world. Heightened awareness and monitoring of population displacement show their numbers increased from an estimated 1 million in 1982 to 11–14 million in 20 countries in 1986 and 20 million in 40 countries in 1997. By 2003, there were nearly 25 million IDPs in 52 countries, and at least 23 countries accommodated a quarter-million or more IDPs.² This sharp rise is largely due to internal conflicts. There are almost twice as many IDPs as the 13 million civilians classified as refugees who have crossed international frontiers, thereby gaining protection under international laws.³ IDPs, however, have no special legal status under international law.

Global Distribution: Africa holds more than half of the world’s IDPs: there were nearly 13 million in 20 African countries at the beginning of 2004. In the Asia-Pacific region, 11 countries have 3.6 million IDPs. There are 3.3 million IDPs in four countries in the Americas, 3 million in twelve countries in Europe, and 2 million in five countries in the Middle East. About 3 million IDPs were newly displaced during 2003. An equivalent number returned to their homes that year.

Duration of Displacement: The majority of IDPs remain uprooted for years because of protracted crises. They are unable to return to their communities because of ongoing violence. Nearly half the world’s IDPs live in countries experiencing ongoing conflict.

Living Conditions: Living conditions for IDPs vary greatly. Some live in easily identifiable camps that are officially designated by local authorities. Others seek shelter in spontaneously created camps or in churches, schools, and other public buildings, often against the wishes of local authorities who want to maintain such buildings for their officially intended use. Still others move into the homes of family or relatives, straining local resources and perhaps inadvertently making a serious IDP problem invisible. IDPs are usually cut off from their normal jobs, healthcare and sanitation systems, schools, security networks, and means of economic and social support. As a result, IDPs are among the most vulnerable populations, often remaining in danger after they are displaced.

Obstacles to Returning Home: Even where conflict has ended, millions of IDPs are unable to return home because of devastated local economies and collapsed public services. Often, their lands have been taken in their absence and they lack legal recourse to regain

¹ United Nations, *Guiding Principles on Internal Displacement* (United Nations OCHA, 1998).

² Norwegian Refugee Council, *Global IDP Project*. <<http://www.idpproject.org/>>

³ U.S. Committee for Refugees, *World Refugee Survey 2003*. <<http://www.refugees.org/WRS2003.cfm.htm>>

them. Still others lack resources to return or are reluctant to do so because they have no confidence in peace and security conditions. In some countries, political impasse blocks IDPs from returning home years after violence has ended. In some prolonged displacements, IDPs establish new livelihoods comparable to those left behind. They may gain access to services or resources provided by the international community that would be unavailable in areas of return. In some situations, however, postconflict development programs run a risk of ignoring and completely bypassing IDPs who continue to need help.

The U.S. Interest in IDPs

Populations that are particularly vulnerable, including IDPs, are major recipients of U.S. humanitarian relief. Large numbers of IDPs often evidence extreme social or political tensions that threaten prospects for development and regional stability.

The National Security Strategy of the United States, published in 2002, cites foreign assistance, along with defense and diplomacy, as a fundamental element of U.S. national security. *Foreign Aid in the National Interest: Promoting Freedom, Security and Opportunity*, published by USAID in 2002, elaborates on the U.S. national interest: “There is a moral imperative for the United States to take a stand when unimaginable human atrocities take place—no matter where. And conflict-related emergencies are, by definition, dangerous to the United States and to global security, as they have clearly destabilized entire regions and proven to be recruiting grounds and safe havens for criminals, extremists, and terrorists.”⁴ The report adds that the U.S. Government “must now place special emphasis on protecting war-affected populations, especially internally displaced persons.” The document warns that “without strong leadership and sufficient resources from the United States, local and international responses to internal displacement will remain inconsistent and inadequate.”

USAID Assistance to IDPs

To gain a better understanding of USAID mission assistance to IDPs, the Bureau for Policy and Program

⁴ USAID, *Foreign Aid in the National Interest: Promoting Freedom, Security and Opportunity* (Washington, D.C.: USAID, 2002). PD-ABW-900.

Coordination (PPC) undertook a field survey.⁵ Its main findings follow:

- USAID missions provide significant assistance to IDPs, supporting a wide range of interventions—from providing basic essential needs to resettlement and legal protection. There is no regional differentiation on the types of interventions being implemented. All interventions are being implemented in all regions.
- Missions provide assistance to IDPs among many other vulnerable groups. In almost all cases, assistance to IDPs is integrated into ongoing programs that address overall vulnerability and need. Interventions are those that would be normally provided by missions to those most in need. Other vulnerable groups that receive assistance are refugees, returnees, and residents or host communities. However, IDPs receive a major proportion of resources that are targeted for those most in need.

Addressing All Phases of Displacement

Strategies and programs addressing the needs of IDPs will focus on humanitarian assistance, reintegration and transition, long-term development, and protection issues. Population displacement can endure for several days, many years, or even decades. It creates acute vulnerability, triggers a wide range of needs, and stunts development.

Phases of Displacement

In the *pre-emergency preparedness* phase, before population displacement occurs, proper steps include

- early warning and monitoring systems
- mechanisms for information exchange among key governmental, nongovernmental, and international actors
- assessments and strengthening of response capacity
- prepositioning of food, health, and sanitation equipment and supplies
- plans to help prevent and address separation of children from their families during displacement⁶

⁵ USAID/PPC, “Survey on USAID Assistance to Internally Displaced Persons, April 21, 2003” (Washington, D.C.: USAID, 2003).

⁶ Typically, 5 percent of children are separated from their families during complex emergencies. Thousands are affected during massive population displacements.

In the *early emergency* phase, IDPs urgently require housing, food, water, sanitation systems, healthcare, and protection. Rudimentary education systems can often begin during this phase—particularly if educational materials have been prepositioned—and can help protect children from human rights abuses. Children and other vulnerable dependents—such as elderly and disabled persons separated from their families—require immediate care, documentation, and a tracing system that can lead to rapid reunification with families.⁷ In addition, needs assessments can help determine local coping strategies and what affected populations can do on their own.

In the *care and maintenance* phase of displacement, IDPs need

- access to security and protection
- water and food
- health services
- education and training
- tools
- microcredit
- legal documents
- trauma counseling
- family tracing
- HIV/AIDS prevention programs
- agricultural inputs
- support to improve self-reliance and help IDPs and host communities to progressively meet their own needs

Even during this phase, some IDPs will seek to return to their areas of origin to assess conditions, harvest crops, and gradually begin the process of return and reintegration.

In the *transitional reintegration* phase, IDPs need

- transportation back home
- protection from involuntary return

- help to reclaim their land and rebuild their houses and businesses
- assistance with demining
- support to establish accountable local governance
- stronger civil society and the rule of law
- programs to reconcile lingering ethnic or political tensions
- programs to safeguard the rights of female-headed households and other vulnerable subgroups

In the *long-term development* phase, IDPs who have returned home or resettled elsewhere, their communities, and local governments need assistance to construct or repair water systems, health systems, schools, and transportation routes. They also need access to vocational training and affordable microcredit and financial systems (for agricultural needs and short-term consumption needs). In anticipation of long-term development needs, programs during displacement should seek to prepare IDPs by providing training in relevant skills, including literacy and numeracy training for adults, agricultural extension services, and conflict resolution programs.

Inclusion of IDPs in broader USAID development strategies reflects a growing understanding that population displacement can negatively affect a country's stability and longer-term development prospects.

USAID Program Approaches

In all these phases, USAID programs will incorporate several approaches:

- *Empowerment and Self-Reliance:* USAID programs will seek to empower IDPs and promote self-reliance by engaging them as planners, implementers, and beneficiaries. As appropriate, USAID will provide health, education, and psychosocial services. The Agency will also facilitate IDP relations and integration into host communities and address key issues such as HIV/AIDS; gender-based violence; access to land and land tenure; property rights, especially for women; and access to justice and democratic processes.
- *Differentiation of Affected Populations:* USAID will include in all assessments, program designs, and program evaluations attention to gender issues;

⁷ The International Committee of the Red Cross has expertise in tracing and reuniting families separated by conflict. International Committee of the Red Cross et al., *Inter-Agency Guiding Principles on Unaccompanied and Separated Children*, (Geneva: ICRC, 2003).

recognition of differential impacts of conditions on children, adults, elderly persons, and persons with disabilities; and the significance of ethnic, social, or religious differences within affected populations.

- **Community-Based Programming:** USAID will promote community-based programs tailored to the needs of each community. The programs will focus on security, rehabilitation, social justice and reconciliation, social and economic wellbeing, good governance, and local democratic participation.
- **Comprehensive Coordination:** USAID will coordinate financial and staff resources to ensure that bureaus, missions, other U.S. Government agencies, and other partners work together with a unified strategic plan to achieve clearly stated strategic objectives that offer postconflict societies the best possible opportunity to overcome serious harm suffered.
- **Conflict Mitigation and Management:** USAID already requires its missions to conduct thorough conflict vulnerability analyses in countries experiencing current or recent conflict and where clear potential for conflict exists.⁸ Where relevant, USAID long-term development strategies will include conflict mitigation, management, and response.⁹ The USAID Office of Conflict Management and Mitigation (CMM) will provide support to missions and other USAID operating units in this regard. CMM has already developed an Agency Conflict Assessment Framework and will develop additional tools to guide implementation. Overt conflict is usually years in the making, emerging only after a long period of deteriorating political, economic, and social conditions.
- **Strategic Planning:** The impact of internal displacement on long-term development objectives as well as the beneficial effects development programs can have on IDPs should be integrated into country Strategic Objectives. USAID missions will

⁸The USAID Office of Conflict Management and Mitigation is developing a companion document, *USAID Conflict Mitigation and Management Policy Implementation Guidelines*, which will further detail approaches for implementing this broad policy framework.

⁹ Conflict mitigation is defined as those activities that seek to reduce the threat of violent conflict by promoting peaceful resolution of differences, mitigating violence if it has already broken out, or establishing a framework for peace and reconciliation in an ongoing conflict. Conflict management is defined as those activities explicitly geared toward addressing the causes and consequences of likely conflict. These are most often implemented in the framework of transformational development programs.

implement, where necessary, interim strategic plans to respond rapidly and flexibly in crisis and postcrisis situations. In countries prone to conflict or recurrent natural disasters, missions should include provisions to prevent, address, and mitigate population displacements. (See page 7, Roles and Responsibilities, for further guidance.)

Implementing Protection Activities

Importance of Protection

Because IDPs are among the most at risk for human rights abuses, their protection is a priority for USAID assistance. *Foreign Aid in the National Interest* states, “While discomfort lingers in the humanitarian community over mixing human rights and humanitarian aid programs...the problem of the ‘well-fed dead’ must be addressed.... Internally displaced persons have unique assistance and protection needs. Yet even though they are often among the most vulnerable populations in conflict settings, they have not received the attention from donors that their number and plight demand.... Addressing the broader issue of protection will require a far more rigorous, systematic approach to internal displacement.”

What Protection Means

USAID uses a broad definition of protection, recognizing that IDPs should be granted the full security and protection provided for under applicable norms of international human rights law, international humanitarian law,¹⁰ and national law. In situations of armed conflict, principles and rules of international humanitarian law will guide USAID assistance to IDPs.

Grant applicant guidelines of USAID’s Office of U.S. Foreign Disaster Assistance (OFDA) describe protection in this way: “OFDA encourages implementing partners, wherever possible and appropriate, to incorporate a protection mindset into the design and implementation of their assistance programs in order to help protect populations from violence, abuse, harassment, or exploitation. Humanitarian pro-

¹⁰ This applies where the United States has ratified the treaties or conventions in question or otherwise has accepted these principles as reflecting customary international law.

grams...should be designed, implemented and monitored to ensure that they do not harm or endanger beneficiary populations because of negative unintended consequences, nor should programs aggravate local tensions or inadvertently empower those who are responsible for conflict or abuse. Provided that this does not pose a risk to beneficiaries and implementing staff, partners should regularly share information on these and related matters.”

Examples of Protection Problems

There is no limit to the types of protection problems that occur. A partial listing of illustrative examples indicates the range of potential issues that call for a protection approach:

- A sovereign government blocks humanitarian aid to IDPs.
- Armed groups attack IDP camps.
- IDPs suffer rape and thefts.
- Female IDPs resort to prostitution to support themselves.
- Widespread domestic violence is linked to trauma of dislocation and joblessness among IDP families.
- Food or nonfood items are stolen from IDP recipients.
- IDPs refuse humanitarian assistance for fear of attracting attack.
- Armed groups live or circulate in IDP camps.
- Local authorities force IDPs from camps or public buildings without providing acceptable alternative shelter.
- Combatants use IDPs as human shields.
- Local security personnel fail to respond when attacks or crimes against IDPs occur.
- Armed groups forcibly conscript male IDPs.
- IDP families suffer harassment because official identity documents are lost.
- Tensions rise between IDPs and local residents.
- Local authorities refuse to facilitate or support the return home of IDPs when it is feasible for them to do so.

Protection Strategies and Approaches

The appropriate level and types of engagement will be determined by the relevant USAID mission, in consultation with USAID/Washington, other U. S.

Government agencies, international organizations, local authorities, and other partners. Responses will be flexible and variable, depending on the competencies and comparative strengths of other partners and the context in which internal displacement occurs. In particular, strategies for addressing the protection needs of IDPs will depend on how national authorities fulfill their primary responsibilities for the overall wellbeing and security of IDPs.

USAID’s protection strategy will emphasize several approaches to be undertaken, in consultation with other U.S. Government agencies and, as appropriate, with international organizations:

- *Humanitarian Access:* The most fundamental protection to be afforded IDPs and other vulnerable populations is access to lifesaving humanitarian assistance. The presence of humanitarian assistance staff can, in many situations, provide a degree of protection for at-risk populations. To overcome deliberate blockages of international humanitarian assistance to vulnerable populations by foreign governments and insurgents, diplomatic and other appropriate measures will be employed as a matter of priority, in close coordination with the U.S. Embassy and UN or international organizations.
- *“Protection Lens”:* USAID will apply a “protection lens” or awareness of protection needs to strategies to ensure that protection considerations are integrated into all phases of programming for IDPs—from emergency aid and medium-term relief assistance to transitional aid and long-term development assistance. Protection needs of vulnerable populations will be considered in USAID’s initial needs assessments, strategic plans, program designs, program monitoring, and evaluations.
- *Practical Measures:* USAID will employ a range of flexible, practical measures to address the widely varying protection needs of IDPs. Protection activities should be tailored to meet the needs and realities of each situation.

- *Sensitivity to Vulnerable Subgroups:* Some IDPs are more vulnerable than others because of their age, gender, ethnicity, religion, political opinions, physical locations, or other special circumstances. Humanitarian assistance and protection programs become more effective when they identify and address the differential effects of disaster on population subgroups. For example, displaced women and children separated from their families are especially vulnerable to human rights abuses and other dangers in conflict situations. USAID will use a gender-sensitive approach in providing IDP assistance, paying particular attention to the needs of women. Whenever possible, USAID will ensure that women and other vulnerable IDP subgroups are actively involved in formulating programs that address their protection needs.

For illustrative examples and more detailed discussion of protection activities, see the appendix.

Resources

Coordination and Training

Assistance to IDPs is an Agency-wide concern to be addressed in relief, transition, and development programming. The full coordination of all USAID and U.S. Government resources is critical. Starting at the relief phase, joint planning and coordination will facilitate the handoff from emergency to development funding and minimize the possibility of funding gaps. As part of its advocacy efforts, USAID will coordinate closely with other U.S. Government agencies and international organizations to ensure there is adequate support for the IDP issue. USAID regional bureaus and the Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA) will integrate IDP issues in ongoing training activities.

USAID's total assistance to IDPs is already significant. Enhanced assistance can be provided through improved use of existing resources and mechanisms that alleviate financial needs. For example, increased integration of protection measures into ongoing activities and better use of diplomatic measures could go a long way toward addressing IDP issues and preventing displacement. Because putting pressure on governments could lead to positive or negative consequences, an in-depth analysis should be undertaken to deter-

mine appropriate interventions, in cooperation with the Department of State and other partners.

Protection Guidance

Implementation of the IDP policy on protection will be phased in incrementally so that adequate technical support and resources are available to support activities. As a start, USAID established a small team specializing in protection issues, based at the Office of Transition Initiatives (OTI), which will work with OFDA to help focus USAID policies and programs on the protection of civilians during complex humanitarian disasters and armed conflict. As a subset of this wider protection mandate, the protection team will support activities for protection of IDPs. Depending on available resources, the protection advisors will work with USAID bureaus and missions to help analyze needs and develop strategies to prevent, mitigate, and respond to abuses perpetrated against IDPs and other vulnerable populations. This will include providing training and guidelines for personnel attempting to identify and program for protection needs.

Guidance on protection issues is also contained in OFDA's revised *Field Operations Guide* and *Guidelines for Proposals and Reporting*. OFDA established a new position in mid-2004 to improve response on IDP and protection matters.

Additional Resources

To maximize limited resources, USAID/Washington will identify other technical resources and external expertise that could benefit USAID missions. Resources with specific focus and data on IDPs are provided by the U.S. Committee for Refugees, Refugees International, and the Internal Displacement Division of the UN Office for the Coordination of Humanitarian Affairs (OCHA).¹¹ Other resources include the following:

- The Brookings-SAIS Project on Internal Displacement, which conducts seminars and highlights critical issues.¹²

¹¹ See <www.refugees.org>, <www.refintl.org>, and <www.reliefweb.int/idp/>.

¹² SAIS is the School of Advanced International Studies of the Johns Hopkins University. <www.brookings.edu/fp/projects/idp/idp.htm>.

- The Norwegian Refugee Council’s Global IDP Project, an independent website that tracks internal population displacements and provides updated, comprehensive information at the global level and by country.¹³
- The interagency Standardized Monitoring and Assessment of Relief and Transitions (SMART) Initiative, which is developing a global, searchable complex-emergencies database (CE-DAT) that will have standardized validated data on the mortality, morbidity, and nutritional status of IDPs, refugees, and resident populations. CE-DAT will serve as the primary source for humanitarian assistance and trend analysis reporting by USAID and the Department of State’s Bureau of Population, Refugees, and Migration (PRM) on U.S. Government benchmark indicators on crude mortality rate (CMR) and nutritional status of children under five.¹⁴

Roles and Responsibilities

In countries where the problem exists or is likely to develop,¹⁵ USAID missions are required to address the internal displacement issue in planning, implementing, and reporting assistance. Missions are already assisting IDPs in some countries, and this should continue. Where assistance is being provided, a new concerted effort should be made to ensure protection issues are being addressed. As an initial step, USAID missions are urged to review and apply, as appropriate, *Guiding Principles on Internal Displacement*¹⁶ and the illustrative examples of practical protection activities listed in the appendix of this document.

USAID will increase overall awareness of issues related to IDPs, particularly on protection. The IDP Global Database and the U.S. Committee for Refugees’ World Refugee Survey are useful resources for understanding the problem. Further guidance will be provided as needed by PPC and DCHA.

Strategic Planning

Recognizing that USAID is entering a new focus area, implementation of protection activities will be phased in incrementally. Analysis of the IDP problem, identification of appropriate interventions, and resource requests should be integrated through the mission strategic planning exercise with resource requests submitted through the Bureau Program and Budget Submission (BPBS) process.

ADS Guidance

The Automated Directives System (ADS), which guides the planning and implementation of USAID activities, outlines several planning approaches relevant to the IDP issue:

- ADS 201.3.4.4 on *Scenario Planning Approaches* outlines strategies that bureaus can adopt for crisis-prone countries during planning parameters in standard or interim strategic plans. These approaches include the “crisis modifier” clause, used in crisis-prone countries or countries facing long-standing emergencies. The clause enables a redirection of resources when conditions warrant. For countries that experience large, unexpected changes, including events that generate large population displacements, the strategic planning policy provides for redirecting Strategic Objectives and resources.
- ADS 201.3.4.5 on *Activities Before Fully Planned Strategic or Special Objectives* indicates that in special foreign policy situations where it is necessary to initiate activities before completion and approval of a strategic plan, planning parameters may be issued that temporarily exempt an operating unit from strategic planning requirements. This exemption must be cleared by PPC and the Office of the General Counsel (GC), and may be exercised at the discretion of USAID assistant administrators for a period not exceeding one year. Activities exempted from strategic planning must nevertheless be implemented under a temporary Strategic Objective and attributed to an Agency goal. After the one-year period, all ongoing activities must be linked to and support an approved, fully planned Strategic Objective or Special Objective. Requests for additional exemptions must be written as action memoranda, and PPC and GC must clear them before approval.

¹³ See <www.idpproject.org>.

¹⁴ See <www.cred.be> and <www.smartindicators.org>.

¹⁵ See <www.idpproject.org> for a list of countries where the problem exists or is likely to develop.

¹⁶ See <www.reliefweb.int/idp/>.

- ADS 201.3.11 on *Updating and Revising Planning Documents* provides guidance for adding a new Strategic Objective midstream, during the implementation of an approved strategic plan. Possible reasons for the addition of a new Strategic Objective could include the availability of new funding or types of funding, changes in the country context, or congressional or administrative initiatives.

Agency Reporting on IDPs

PPC, in coordination with DCHA and other bureaus, will take the lead in reporting on overall USAID assistance to IDPs and ensure that missions are providing adequate responses to the problem. To foster comprehensive monitoring of assistance to IDPs, all operating units with programs supporting IDPs will be required to include a brief report on activities in their annual report submissions. PPC's *Annual Report Guidance* for FY 2005 provides further advice.

Coordination within USAID

In nonpresence countries, the primary responsibility for determining the level of engagement in protection rests with DCHA in consultation with the regional bureau. In presence countries, the relevant USAID field mission shall determine its engagement level in consultation with DCHA. In countries with an extremely limited USAID mission and significant DCHA program, DCHA and the mission will consult as necessary to determine the engagement level on protection matters. The protection advisors within OTI should be consulted to ensure that countries are providing appropriate responses to the problem. USAID missions in countries with displaced populations should confer early and regularly with DCHA prior to making decisions on IDP programs. This will ensure proper coordination and adherence to USAID and PRM funding guidelines.

Programming and funding decisions should be based on needs assessments and vulnerability analyses that include a review of the problem's potential threat to stability. For a comprehensive solution to an acute population displacement, decisions will be undertaken in consultation with host country authorities, U.S. Government agencies, and other partners. USAID

missions and bureaus will work closely with responsible agencies within the U.S. Government and the United Nations to ensure coherent and adequate support for IDPs.

Coordination with Other U.S. Government Agencies and Partners

The *Foreign Affairs Manual* indicates that PRM has responsibility for coordinating assistance to refugees who cross a border to another country.¹⁷ OFDA has the lead responsibility for providing emergency assistance to people displaced within their own countries as a result of natural or manmade disasters. A crisis often involves both refugees and IDPs, making interaction between OFDA and PRM essential to a balanced, effective, and cost-effective U.S. Government effort. Funding guidelines have now been established between USAID and PRM to clarify the responsibilities of the two agencies. However, there are some situations where PRM is the primary funder and implementer of emergency programs on behalf of IDPs, such as in the former Soviet Union, the Balkans, Sri Lanka, and Colombia. USAID and PRM will review these cases to determine the most appropriate approach to ensuring the needs of IDPs are met.

USAID will serve as the U.S. Government's lead coordinator on IDP issues at the policy level in Washington, D.C., and in affected countries. Working with other U.S. Government agencies involved in humanitarian and development programs, human rights, and security concerns, USAID will ensure there is a coordinated U.S. Government response to the IDP issue.

USAID relies on its NGO partners to implement assistance to IDPs and other vulnerable groups. The Agency will use this partnership to enhance assistance, particularly on protection measures. USAID will also collaborate closely with other partners such as UN agencies, international organizations, host governments, and local institutions. In particular, USAID will work closely with the Internal Displacement Division of OCHA.

¹⁷ U.S. Department of State, *Foreign Affairs Manual* (Washington, D.C.: Department of State, 2004). <<http://foia.state.gov/regs/fams.asp?level=2&id=1&fam=0>>.

Appendix

Illustrative Examples of Protection Activities for Addressing All Phases of Displacement to Be Applied, as Appropriate, to Each Country Situation

USAID uses a broad definition of protection, recognizing that IDPs must be granted the full security and protection provided for under applicable norms of international human rights law, international humanitarian law, and national law.¹⁸ In situations of armed conflict, principles and rules of international humanitarian law will guide USAID assistance to IDPs.

The appropriate level and types of engagement will be determined by the relevant USAID mission, in consultation with USAID/Washington, other U.S. Government agencies, UN and international organizations, local authorities, and other partners. Flexible responses will vary, depending on the competencies and comparative strengths of other agencies and the context in which internal displacement occurs. In particular, strategies for addressing the protection needs of IDPs will depend on how national authorities fulfill their responsibilities toward the displaced.

UN *Guiding Principles on Internal Displacement* provide a useful tool and framework in dealing with IDPs. USAID supports the goals of these principles, and encourages its partners and host governments to use them as a practical reference. Although the United States does not accept the UN *Guiding Principles* as an expression of governing international law, it recognizes the valuable practical role the principles can play in the protection of IDPs.¹⁹

As part of the commitment to assume a more active role in protection of IDPs, USAID will provide addi-

tional guidelines and training as needed. The illustrative list below provides examples of activities that can be undertaken in each displacement phase: those that prevent displacement and support IDPs during displacement as well as activities during resettlement and reintegration phases.

General Activities to Support the Goals of the Guiding Principles

- Collect and disaggregate population data on the internally displaced.
- Integrate humanitarian, development, and protection initiatives on behalf of IDPs.
- Support the efforts of national and local authorities and community leaders on behalf of IDPs.
- Engage both government and opposition forces on behalf of IDPs, as appropriate and authorized, in cooperation with the U.S. Embassy and UN and international organizations.

Activities Related to Protection from Displacement

- Promote good governance, transparency, accountability, and rule of law.
- Strengthen democratic institutions and civil society to promote peace agendas and build local capacity to manage conflicts and promote accountability.
- Support programs to combat discrimination and persecution of persons belonging to minority ethnic and religious groups.
- Support internal displacement “early warning systems” to alert communities to displacement threats and assist with contingency planning.
- Gather information and support advocacy to minimize further displacement.
- Build local government capacity to mitigate displacement resulting from natural disasters and conflict.
- Organize international presence in threatened communities to prevent displacement or additional displacement.

¹⁸ This applies where the United States has ratified the treaties or conventions in question or otherwise has accepted these principles as reflecting customary international law.

¹⁹ The United States does not wholly endorse the UN *Guiding Principles* because the rights-based approach is inconsistent with U.S. interpretations of applicable international law.

Activities Related to Protection During Displacement

Enhancing Protection of Physical Security and Freedom of Movement

- Advocate with government authorities on protection issues facing internally displaced communities.
- Encourage the planning of reception areas and areas of long-term residence in ways that enhance the safety of new arrivals and residents, with particular attention to preventing gender-based violence.
- Collaborate with international organizations and local and international NGOs to document and draw attention to abuses of the internally displaced.
- Disseminate information and undertake training to sensitize peacekeepers and other groups about the internally displaced.
- Increase landmine awareness within internally displaced communities.
- Establish international presence near concentrations of IDPs to enhance protection.

Preserving Family and Community among the Internally Displaced

- Support programs to prevent separation of children from their families as well as programs that ensure separated children's immediate care, documentation, and tracing to facilitate family reunification.
- Collaborate with international organizations and other partners that have expertise in tracing and reuniting families, such as the International Committee of the Red Cross.

Protecting Social, Economic, and Cultural Wellbeing of IDPs

- Undertake and support participatory, accurate, and culturally appropriate needs assessments in support of IDPs and disseminate the information to all stakeholders.
- Provide or promote agricultural inputs that enable displaced rural families to gain self-sufficiency.

- Advocate for the access of displaced communities to land for agriculture or other livelihood activities.
- Promote income-generating opportunities in displaced communities.
- Support mass immunization campaigns for polio and measles in internally displaced communities.
- Support healthcare and training of health professionals, including in reproductive healthcare and education on HIV/AIDS and other sexually transmitted diseases.
- Support primary and secondary education of displaced and host community children.

Protecting Basic Freedoms

- Support documentation programs for the internally displaced, giving attention to ensuring that women have documents in their own names that facilitate return and enable them to access basic services.
- Support outreach campaigns to guarantee legal identity for IDPs.
- Undertake programs to protect the integrity of documentation in displaced communities and prevent abuses.
- Incorporate community preferences and the special needs of women and children in relief assistance.
- Undertake special programs for disabled and elderly IDPs.
- Support protection of religious freedom, in cooperation with local and national governments.

Activities Related to Return, Resettlement, and Reintegration

- Support comprehensive planning by government authorities to enhance the process of return, resettlement, and reintegration.
- Promote efforts to enable displaced communities to assess conditions in their home areas.
- Support comprehensive planning by government authorities to enhance the process of return and reintegration.

- Monitor returnee programs to avert artificial inducements to return to hostile areas.
- Establish an international presence to support returnee protection in areas of return.
- Support reconstruction and economic revitalization in areas of return.
- Consider gender issues in returnee housing programs.
- Provide health services to meet the needs of returnees, including psychosocial programs for displaced and returnee children.
- Promote durable solutions to land and property issues through local and national governments, including creation of legal mechanisms to deal with compensation claims arising from the loss of land and property during displacement.