

# DURABLE SOLUTIONS

## PRELIMINARY OPERATIONAL GUIDE

JANUARY 2016



# JOINT STRATEGIES TO SUPPORT DURABLE SOLUTIONS FOR INTERNALLY DISPLACED PERSONS (IDPs) AND REFUGEES RETURNING TO THEIR COUNTRY OF ORIGIN

## A PRELIMINARY OPERATIONAL GUIDE TO THE UNITED NATIONS SECRETARY-GENERAL'S DECISION ON DURABLE SOLUTIONS TO DISPLACEMENT

UNDP and UNHCR, Global Cluster for Early Recovery, (Technical Working Group on Durable Solutions) with the Global Protection Cluster



*Empowered lives.  
Resilient nations.*



**GCER**

Global Cluster for  
Early Recovery



**UNHCR**  
The UN Refugee Agency



Global Protection Cluster

With the generous contribution of ECHO



And acknowledgements to Erin Mooney and Anne Davies for their leading roles in drafting this Guide.



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# ACRONYMS

<b>AAP</b>	<b>ACCOUNTABILITY TO AFFECTED POPULATIONS</b>
<b>ADB</b>	<b>ASIA DEVELOPMENT BANK</b>
<b>ABfD</b>	<b>AFRICAN BANK FOR DEVELOPMENT</b>
<b>CCA</b>	<b>COMMON COUNTRY ASSESSMENT</b>
<b>CEB</b>	<b>COUNCIL OF EUROPE DEVELOPMENT BANK</b>
<b>CSO</b>	<b>CIVIL SOCIETY ORGANIZATION</b>
<b>DDR</b>	<b>DISARMAMENT, DEMOBILIZATION, AND REINTEGRATION</b>
<b>EBRD</b>	<b>EUROPEAN BANK FOR RECONSTRUCTION AND DEVELOPMENT</b>
<b>ERA</b>	<b>EARLY RECOVERY ADVISOR</b>
<b>GCER</b>	<b>GLOBAL CLUSTER FOR EARLY RECOVERY (FORMERLY CWGER)</b>
<b>GPC</b>	<b>GLOBAL PROTECTION CLUSTER</b>
<b>HC</b>	<b>HUMANITARIAN COORDINATOR</b>
<b>HCT</b>	<b>HUMANITARIAN COUNTRY TEAM</b>
<b>IASC</b>	<b>INTER-AGENCY STANDING COMMITTEE</b>
<b>ICCM / ICCG</b>	<b>INTER-CLUSTER COORDINATION MECHANISM (OR GROUP)</b>
<b>IDMC</b>	<b>INTERNAL DISPLACEMENT MONITORING CENTRE</b>
<b>IDPs</b>	<b>INTERNALLY DISPLACED PERSONS</b>
<b>ILO</b>	<b>INTERNATIONAL LABOUR ORGANIZATION</b>
<b>INGO</b>	<b>INTERNATIONAL NON-GOVERNMENTAL ORGANIZATION</b>
<b>IOM</b>	<b>INTERNATIONAL ORGANIZATION FOR MIGRATION</b>
<b>IRF</b>	<b>IMMEDIATE RESPONSE FACILITY</b>
<b>ISF</b>	<b>INTEGRATED STRATEGIC FRAMEWORK</b>

<b>JIPS</b>	<b>JOINT IDP PROFILING SERVICE</b>
<b>NDP</b>	<b>NATIONAL DEVELOPMENT PLAN</b>
<b>NGO</b>	<b>NON-GOVERNMENTAL ORGANIZATION</b>
<b>OCHA</b>	<b>OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS</b>
<b>OHCHR</b>	<b>OFFICE OF THE HIGH COMMISSIONER FOR HUMAN RIGHTS</b>
<b>PBF</b>	<b>PEACEBUILDING FUND</b>
<b>PBSO</b>	<b>PEACEBUILDING SUPPORT OFFICE</b>
<b>PRSP</b>	<b>POVERTY REDUCTION STRATEGY PAPER</b>
<b>PROCAP</b>	<b>PROTECTION CAPACITY</b>
<b>RC</b>	<b>RESIDENT COORDINATOR, UNITED NATIONS</b>
<b>RCO</b>	<b>RESIDENT COORDINATOR'S OFFICE</b>
<b>SDGs</b>	<b>SUSTAINABLE DEVELOPMENT GOALS</b>
<b>SG</b>	<b>SECRETARY-GENERAL</b>
<b>SR-IDPs</b>	<b>UNITED NATIONS SPECIAL RAPPORTEUR ON THE HUMAN RIGHTS OF INTERNALLY DISPLACED PERSONS</b>
<b>SRP/HRP</b>	<b>STRATEGIC RESPONSE PLAN/ HUMANITARIAN RESPONSE PLAN</b>
<b>SRSR</b>	<b>SPECIAL REPRESENTATIVE OF THE UNITED NATIONS SECRETARY-GENERAL</b>
<b>TOR</b>	<b>TERMS OF REFERENCE</b>
<b>TWG-DS</b>	<b>TECHNICAL WORKING GROUP ON DURABLE SOLUTIONS</b>
<b>UNDAF</b>	<b>UNITED NATIONS DEVELOPMENT ACTION FRAMEWORK</b>
<b>UNDG</b>	<b>UNITED NATIONS DEVELOPMENT GROUP</b>
<b>UN-DOCO</b>	<b>UNITED NATIONS DEVELOPMENT OPERATIONS COORDINATION OFFICE</b>
<b>UNEP</b>	<b>UNITED NATIONS ENVIRONMENT PROGRAMME</b>
<b>UNESCO</b>	<b>UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION</b>
<b>UN-HABITAT</b>	<b>UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME</b>
<b>UNCT</b>	<b>UNITED NATIONS COUNTRY TEAM</b>
<b>UNHCR</b>	<b>UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES</b>
<b>UNICEF</b>	<b>UNITED NATIONS CHILDREN'S FUND</b>
<b>WFP</b>	<b>WORLD FOOD PROGRAMME</b>







## INTRODUCTION TO THE SECRETARY-GENERAL'S DECISION

In October 2011 the UN Secretary-General adopted a Decision on Durable Solutions and an accompanying Preliminary Framework on Ending Displacement in the Aftermath of Conflict (hereinafter: SG Decision – Annex 1). This affirms the primary role of the State in facilitating durable solutions for displacement. On the international side, it designates to Resident/Humanitarian Coordinators (RC/HCs) the responsibility of leading the process of durable solutions strategy development for IDPs and returning refugees, determining the most appropriate approach based on consultation with national authorities and partners.

“SECURING DURABLE SOLUTIONS FOR INTERNALLY DISPLACED PERSONS AND REFUGEES IS A JOINT RESPONSIBILITY AND ONE THAT NEEDS TO BE UNDERTAKEN PROGRESSIVELY. WE HAVE LEARNED MANY LESSONS IN THE FIELD. NOW WE MUST USE WHAT WE HAVE LEARNED TO BRING TOGETHER MORE ACTORS TO ACHIEVE COMMON COMMITMENTS.”

– UN Secretary-General Ban Ki-moon addressing the annual meeting in Geneva of UNHCR's Executive Committee (ExCom), 1 October 2014.

### KEY ELEMENTS OF THE SG DECISION:

- Resolving displacement is a collective responsibility requiring a joint and coherent strategy;
- RC/HCs lead a consultative process to determine both the form and content of durable solutions strategies;
- Technical support is available from UNDP and UNHCR, the Global Cluster for Early Recovery and Global Protection Cluster, and other structures with specific expertise, as outlined in the Framework included with the SG Decision.
- The UN Peacebuilding Fund will consider requests from eligible countries for supporting implementation of strategies for durable solutions to displacement.

# QUICK GUIDE

## Joint Strategies to support Durable Solutions for Internally Displaced Persons (IDPs) and Refugees Returning to their Country of Origin

### ABOUT THIS GUIDE

The Quick Guide to operationalizing the United Nations Secretary-General's Decision on Durable Solutions to Displacement provides a summary version of key elements contained in the Full Guide. Intended primarily for Resident/Humanitarian Coordinators (RC/HCs) and Heads of Agency in Country Offices, it recalls the responsibility, set out in the SG Decision, of RC/HCs to lead the process of durable solutions strategy development among international actors and summarizes key points, including the suggested nine steps, for organizing the strategy development process. Details on the 9 steps can be found in the Full Guide.

### SCOPE

This Guide has been developed in accordance with the SG Decision: to develop guidance for field-based practitioners on how to develop a strategy for supporting durable solutions for Internally Displaced Persons (IDPs) and refugees returning to their country of origin. The Guide is thus limited to situations where there are internally displaced persons and where refugees have returned to their countries of origin or habitual residence, if not to their regions of origin.

While the SG Decision explicitly refers to “ending displacement in the aftermath of **conflict**” it is relevant to other displacement situations. **Disasters, generalized violence, human rights violations and development-related displacement** similarly require a rights-based approach and a collective, coherent and coordinated response. In reality, displacement can arise in contexts characterized by a complex mix of conflict, disasters and environmental degradation.

### DISSEMINATION OF THE SG DECISION AND FRAMEWORK

A 2012 joint memo from the **UNDP Administrator, Chair of the UN Development Group, and the UN Emergency Relief Coordinator**, called upon **RC/HCs** to make use of and further disseminate these documents, emphasizing their significant implications for their work<sup>1</sup> (Annex 2). Other bodies that have referenced the SG Decision are:

- UN General Assembly<sup>2</sup>
- UN Special Rapporteur on the Human Rights of Internally Displaced Persons<sup>3</sup>
- Organization for Security and Cooperation in Europe (OSCE)<sup>4</sup>

<sup>1</sup> United Nations, Inter-Office Memorandum to Resident and Humanitarian Coordinators from Helen Clark, Chair, UN Development Group and Valerie Amos, Emergency Relief Coordinator, 3 April 2012.

<sup>2</sup> UN General Assembly, Resolution 68/180, 18 December 2013, UN Doc. A/RES/68/180.

<sup>3</sup> See, for example, Statement by Chaloka Beyani, Special Rapporteur on the Human Rights of Internally Displaced Persons, 68th session of the General Assembly, 24 October 2013.

<sup>4</sup> Protection Checklist: Addressing Displacement and Protection of Displaced Populations and Affected Communities along the Conflict Cycle: A Collaborative Approach (OSCE and UNHCR, 2014).

## HOW TO DEVELOP A JOINT STRATEGY FOR DURABLE SOLUTIONS

While there is no single blueprint for developing a multi-partner durable solutions strategy and each displacement context is unique, it is possible to identify certain key steps.

- 01** **INITIATE THE PROCESS**
- 02** **DESIGNATE A COORDINATION PLATFORM**
- 03** **IDENTIFY STAKEHOLDERS**
- 04** **CLARIFY UNDERSTANDING OF CORE CONCEPTS, PRINCIPLES, AND CRITERIA**
- 05** **COLLECT AND ANALYSE DATA**
- 06** **AGREE ON OBJECTIVES AND RESPONSIBILITIES**
- 07** **DRAFT THE STRATEGY DOCUMENT**
- 08** **VALIDATE AND ADOPT THE STRATEGY**
- 09** **IMPLEMENT THE STRATEGY AND MONITOR PROGRESS TOWARDS DURABLE SOLUTIONS**

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## THE 9-STEP MODEL

This 9-step model is intended as indicative, providing a general overview and a sense of the logical flow of recommended steps in developing a joint durable solutions strategy. In practice, the process will not necessarily be linear. These steps often will not occur sequentially, in the order indicated. Some later steps may have to be undertaken while waiting for an earlier step to be completed (eg. data collection). Flexibility is key; in particular, to anticipate and plan around possible constraints as well as to seize unexpected opportunities that arise along the way.

Moreover, each step may not require equal amounts of time: gathering and analysing data may need more time than deciding to initiate a process of developing a strategy (Step 1). Implementation (Step 9) almost certainly will be a stage lasting several years. **For details on each of the 9 steps, please refer to the Full Guide.**

### KEY ACTORS

**National authorities** have the primary responsibility for developing a durable solutions strategy<sup>5</sup>. Where possible, international actors must take the lead from and adapt to national structures and systems in durable solutions strategy development and implementation.

The **RC/HC leads** discussions on the overall strategy with government, national and international actors. A designated senior official from the RC/HC's office, or from UNHCR, UNDP or OCHA, may perform this task on her/his behalf.

The **programme committee** or other unit entrusted with

supporting the RC/HC's strategic planning function needs to be fully involved in every stage of the strategy, from conception to evaluation.

Under the leadership of the **RC/HC** or her/his designated official, all parts of a **UNDP** team in the country must be aware of their support roles. The early role of UNDP and other development actors is crucial to the development and implementation of a durable solutions strategy.

The SG Decision notes that **UNHCR**, as an agency and through the GPC, has a key role in providing technical assistance to the development of durable solutions strategies. The SG Framework underscores UNHCR's statutory mandate to lead international coordination of the response to refugee flight, including both protection and the search for solutions. It also has responsibility for leading international coordination of protection for IDPs under the cluster system, including ensuring that IDPs can access a safe, voluntary, and dignified solution to displacement.

Durable solutions rely on the combination of a **proactive UNHCR** role (both in the humanitarian framework and in the evolution towards development) and a **proactive UNDP** role in ensuring that the medium and longer-term solutions become an integral part of the UN development framework (UNDAF). All humanitarian and development actors are expected to seek ways to collaborate on the design and implementation of solutions strategies.

The **UNCT and HCT** should systematically discuss durable solutions at the early planning stages – important for all population groups including host communities..

In cases where the Cluster system is activated, **OCHA and all cluster coordinators** will be crucial partners for

06



AGREE ON OBJECTIVES AND RESPONSIBILITIES

07



DRAFT THE STRATEGY DOCUMENT

08



VALIDATE AND ADOPT THE STRATEGY

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IMPLEMENT THE STRATEGY AND MONITOR PROGRESS TOWARDS DURABLE SOLUTIONS

data-sharing and analyses, including on protection, root causes of displacement and conflict triggers, as well as on sectoral needs that arise in the course of displacement. Such data will help government, national and international development actors prioritise these areas for durable solutions. OCHA can share information and analysis even in cases where the cluster system is no longer active or has not been activated, i.e. in cases where sectors or working groups are active instead of Clusters. **Other humanitarian actors** - national and international NGOs, civil society, ICRC, IFRC - need to be aware of existing programmes and systems to design interventions that complement national structures and facilitate the timely draw-down of emergency responses. The private sector and the media often have support roles to play, especially resource mobilization; their participation needs to be determined or managed according to local stakeholder analysis.

### ACHIEVING DURABLE SOLUTIONS

To assist in the achievement of durable solutions, **eight criteria or benchmarks for durable solutions to displacement** are set out in the [IASC Framework on Durable Solutions for Internally Displaced Persons](#), cross-referenced in the SG Decision's Framework, and complementary to it:

- Long-term **safety, security** and **freedom of movement**;
- **Adequate standard of living**, including at a minimum access to adequate food, water, housing, health care and basic education;
- Access to **employment and livelihood opportunities**;
- Access to mechanisms to restore **housing, land and property** or provide compensation;
- Access to and replacement of **personal and other documentation**;

- Voluntary **reunification with family** members separated during displacement;
- **Participation in public affairs**, at all levels, on an equal basis with the resident population;
- Effective **remedies for displacement-related rights violations**, including access to justice, reparations, and information on root causes.

These also constitute a **checklist for assessing to what extent durable solutions are achieved** for IDPs in any given context. On this basis, it is then possible to determine what areas of interventions require more attention and/or prioritization.

### A NOTE ON RESOURCE MOBILIZATION

Achieving durable solutions to displacement over a multi-year period will inevitably require significant resources. National responsibility requires that governments devote national resources to create the enabling conditions for durable solutions to displacement<sup>6</sup>. National authorities will need to make budgetary allocations to support durable solutions in areas of return, settlement or local integration. Durable solutions should also be integrated into national peacebuilding and conflict resolution, anti-poverty and other transitional and development plans.

<sup>5</sup>See *Addressing Internal Displacement: A Framework for National Responsibility*, The Brookings Institution-University of Bern, *Project on Internal Displacement*, April 2005. The framework provides clear and measurable benchmarks to help governments address internal displacement in their countries.

<sup>6</sup>*Addressing Internal Displacement: A Framework for National Responsibility (2005)*. See in particular Benchmarks 10 and 11.

In many cases, needs in every sector are of such a magnitude as to lead governments to request assistance from the international community. The SG Framework calls for a “coordinated strategy for resource mobilization”. Such a plan should seek to mobilize resources through a range of humanitarian, development, international financing instruments and peacebuilding funding mechanisms, both at the national and international level. Any fundraising activities need to be well coordinated with other government efforts, as well as with those related to international planning processes. They need to be well supported by others to ensure the inclusion of persons of concern, sequenced and viable planning and the elements necessary for sustainable solutions. Elements of the strategy should be integrated into existing planning and resource mobilization processes. Key national and international resource mobilizing instruments include, but are not limited to:

- Strategic/Humanitarian Response Plans, including access to CERF, ERF and CHF<sup>7</sup> instruments
- National Development Plans<sup>8</sup>
- United Nations Development Assistance Framework (UNDAF),
- Country Common Assessment (CCA)
- Integrated Strategic Frameworks (ISFs) or other mechanisms produced under the United Nations [Policy on Integrated Assessment and Planning \(2012\)](#)
- UN Peacebuilding Fund (PBF)
- International financial institutions
- Trust Funds
- Concessional financing

Engagement with Solutions Alliance members throughout the conception and drafting processes may help identify allies at global and local levels.

It may be useful to convene with the government a **donor conference** to promote resource mobilization for implementation of the durable solutions strategy. However, partners should be discouraged from over-ambitious expectations.

## LEGAL INSTRUMENTS

While the SG Decision does not refer to specific legal instruments to advocate for durable solutions, point 7 of the accompanying Preliminary Framework emphasizes the importance of a rights-based approach. Relevant legal standards include in particular: international human rights and international refugee law, international humanitarian law (if the situation is one of armed conflict), the [African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa](#) and the [Guiding Principles on Internal Displacement](#).

## PROGRESS REPORTS

International and interagency networks, including the GCER and GPC, will welcome receiving periodic progress reports in the development and implementation of durable solutions strategies. Such reporting at the global level facilitates the sharing of field practice and may also be useful for advocacy purposes and resource mobilization efforts.

Global networks and organisations committed to supporting multi-partner Durable Solutions efforts, including the GCER and the GPC ([erhelpdesk@undp.org](mailto:erhelpdesk@undp.org) and [GPC@unhcr.org](mailto:GPC@unhcr.org)), the Solutions Alliance and the PBSO can provide technical, advocacy and material support at different phases.

To submit documents or receive additional support, contact: [erhelpdesk@undp.org](mailto:erhelpdesk@undp.org) and [GPC@unhcr.org](mailto:GPC@unhcr.org).

<sup>7</sup> [Central Emergency Response Fund](#), [Emergency Response Fund](#), [Common Humanitarian Fund](#)

<sup>8</sup> The UN Development Group recognizes that “it is essential that displaced persons are included in national development plans and related resource mobilization strategies.” The UNDG has issued guidance on how to include durable solutions for displaced persons into UNCT analysis and strategic development framework, specifically in the UN Development Assistance Framework (UNDAF). For more information see: [www.undg.org](http://www.undg.org)

# FULL GUIDE

# AGENDA 2030

The people of the world have asked us to shine a light on a future of promise and opportunity. Member States have responded with the 2030 Agenda for Sustainable Development. The new agenda is a promise by leaders to all people everywhere. It is a universal, integrated and transformative vision for a better world. It is an agenda for people, to end poverty in all its forms. An agenda for the planet, our common home. An agenda for shared prosperity, peace and partnership. It conveys the urgency of climate action. It is rooted in gender equality and respect for the rights of all. Above all, it pledges to leave no one behind.

*Secretary General's remarks at the adoption of Agenda 2030, September 2015*

## WHY DURABLE SOLUTIONS?

Displacement can be devastating, whether short-term or protracted, internal or external. Consequences include loss of home, land and belongings; disruption of livelihoods or education; separation from community and family members; loss of personal documentation and heightened exposure to protection risks, including the psychological effects of disenfranchisement, loss and trauma. The specific vulnerabilities created by displacement often only intensify with time, while resilience, the ability of communities to rebuild their lives even while displaced, can weaken if it is not nourished.

Displacement can also have serious economic, political and security implications: the presence of large numbers of displaced persons in host communities can strain public infrastructure and social services and potentially jeopardize development gains. On the other hand, displaced communities can have positive impacts where populations are free to work and where there is sufficient capacity to absorb and to integrate them.

Durable solutions to displacement are essential. IDPs and refugees have the right, enshrined in international law, to a solution, whether through voluntary return and reintegration, local integration or relocation. Solutions to displacement are indispensable for national, regional, and international peace and security and for creating the stable and secure conditions that are essential for achieving sustainable development goals for everyone.

In October 2011, pursuant to a recommendation by his Policy Committee, the [UN Secretary-General adopted a Decision on Durable Solutions](#) (Annex 1) and an accompanying [Preliminary Framework on Ending Displacement in the Aftermath of Conflict](#) (hereinafter: SG Decision<sup>9</sup>) which affirms the primary role of the State in facilitating solutions for displacement.

## KEY ELEMENTS OF THE SG DECISION:

- Resolving displacement is a collective responsibility requiring a joint and coherent strategy;
- RC/HCs lead a consultative process to determine both the form and content of durable solutions strategies;
- Technical support is available from UNDP and UNHCR, the Global Cluster for Early Recovery and Global Protection Cluster and other structures with specific expertise, as outlined in the Framework included with the SG Decision.
- The [UN Peacebuilding Fund](#) will consider requests from eligible countries for supporting implementation of strategies for durable solutions to displacement.

Globally, the SG Decision assigns responsibility to the GCER and the GPC, including support and guidance, and the

<sup>9</sup> Decisions of the Secretary-General, 4 October meeting of the Policy Committee; Decision No.2011/20 - Durable Solutions: Follow-up to the Secretary-General's 2009 report on peacebuilding. See Annex 1.



maintenance of a repository of strategies and lessons learned. Since the launch of the pilot, it has become clear that this support can come from a number of different entities, not least the agencies and NGOs involved, the [Solutions Alliance](#), strategic planning teams in RC/HCs' offices and of course national governments. The SG Decision also requested the CWGER (now GCER<sup>10</sup>) and the GPC to ensure that Early Recovery Advisors deployed to support in-country crisis response have the necessary expertise on durable solutions, and to develop guidance for the development of durable solutions strategies (this Guide). Such support can – and has – come from a number of sources, including from strategic planning experts funded jointly by UNHCR and UNDP.

“OPERATIONAL EXPERIENCE SHOWS THAT SUSTAINABLY ENDING DISPLACEMENT IS ONE KEY TO AVOID LONG-LASTING IMPACTS OF DISASTERS ON THE WELL-BEING OF BOTH THE PEOPLE DISPLACED AND THEIR HOST COMMUNITIES.”

*Louis Hoffman,  
Head, Transition & Recovery, IOM*

## SCOPE

The SG Decision targets in particular solutions for IDPs and refugees returning to their country of origin. The scope of this Guide is thus limited to situations where there are internally displaced persons and where refugees have returned to their countries of origin or habitual residence, if not to their regions of origin. It is not relevant for use where refugees remain in countries of asylum, benefiting from the international protection system.

While the SG Decision explicitly refers to “ending displacement in the aftermath of **conflict**” it is relevant to other displacement situations. **Disasters, protracted situations, generalized violence, human rights violations and development-related displacement** similarly require a rights-based approach and a collective, coherent and coordinated response. In reality, displacement can arise in contexts characterized by a complex mix of conflict, disasters and environmental degradation.

## DISSEMINATION OF THE SG DECISION AND FRAMEWORK

A 2012 joint memo from the **UNDP Administrator and Chair of the UN Development Group and the UN Emergency Relief Coordinator** called upon RC/HCs to make use of and further disseminate these documents, emphasizing their significant implications for their work<sup>11</sup> (Annex 2). Other bodies that have referenced the SG Decision are:

- UN General Assembly<sup>12</sup>
- UN Special Rapporteur on the Human Rights of Internally Displaced Persons<sup>13</sup>
- Organization for Security and Cooperation in Europe (OSCE)<sup>14</sup>

<sup>10</sup> Any reference in the SG Decision to the CWGER is rephrased as GCER throughout this document.

<sup>11</sup> United Nations, Inter-Office Memorandum to Resident and Humanitarian Coordinators from Helen Clark, Chair, UN Development Group and Valerie Amos, Emergency Relief Coordinator, 3 April 2012.

<sup>12</sup> UN General Assembly, Resolution 68/180, 18 December 2013, UN Doc.A/RES/68/180.

<sup>13</sup> See, for example, Statement by Chaloka Beyani, Special Rapporteur on the Human Rights of Internally Displaced Persons, 68<sup>th</sup> session of the General Assembly, 24 October 2013.

<sup>14</sup> *Protection Checklist: Addressing Displacement and Protection of Displaced Populations and Affected Communities along the Conflict Cycle: A Collaborative Approach* (OSCE and UNHCR, 2014). Session of the General Assembly, 24 October 2013.

## THE ROLES OF DIFFERENT ACTORS

**National authorities** have the primary responsibility for developing a durable solutions strategy. Where possible, international actors must take the lead from and adapt to national structures and systems in durable solutions strategy development and implementation.

The **RC/HC** leads discussions on the overall strategy<sup>5</sup> with government, national and international actors. A designated senior official from his/her office, or from UNHCR, UNDP or OCHA, may perform this task on her/his behalf.

The **programme committee** or other unit entrusted with supporting the RC/HC's strategic planning function needs to be fully involved in every stage of the strategy, from conception to evaluation.

Under the leadership of the RC/HC, all parts of a **UNDP** team in the country must be aware of their support roles. UNDP's specialized work in *early recovery, livelihoods, sustainable development, good governance, rule of law, social cohesion, capacity-strengthening of national and local authorities as well as local NGOs*, is relevant to all four essential areas of durable solutions according to the SG Framework:

- a. Social and economic recovery,
- b. Protection, security and the rule of law
- c. Governance, and
- d. Social Cohesion.

In the aftermath of crises, as humanitarian actors progressively phase out, the roles of UNDP, other development actors as well as peace and security actors increase in importance in addressing root causes and in furthering solutions.

The SG Decision notes that **UNHCR**, as an agency and through the GPC, has a key role in providing technical assistance, in the development of durable solutions strategies. The SG Framework underscores UNHCR's statutory mandate to lead international coordination of the response to refugee flight, including both protection and the search for solutions. It also has responsibility for leading international coordination of protection for IDPs under the cluster system, including ensuring that IDPs can access a safe, voluntary, and dignified solution to displacement.

Durable solutions rely on the combination of a **proactive UNHCR role** (both in the humanitarian framework and in the evolution towards development) and a **proactive UNDP role** in ensuring that the medium and longer-term solutions become an integral part of the UN development framework (UNDAF).

**OCHA and all Cluster coordinators** need to be prepared to share analysis on root causes of displacement and conflict triggers, as well as on the effects of displacement on each sector to help governments, national and international development actors prioritise these areas.

“THE VERY OBJECTIVE OF EFFORTS TO PROTECT AND ASSIST REFUGEES AND INTERNALLY DISPLACED PERSONS IS TO FIND A SOLUTION TO THEIR PLIGHT. THIS MEANS, FOR EXAMPLE, THAT UNHCR IS DUTY BOUND TO REMAIN ENGAGED WELL BEYOND THE EMERGENCY PHASE. OUR UNDERSTANDING OF SOLUTIONS HAS EVOLVED AND NOW ACKNOWLEDGES THE IMPORTANCE OF SELF-RELIANCE AND COMMUNITY-BASED ACTIVITIES FROM THE ONSET OF DISPLACEMENT. WHERE THERE IS NO IMMEDIATE SOLUTION AVAILABLE, WE MUST COLLECTIVELY DO EVERYTHING POSSIBLE TO REDUCE DEPENDENCY SO THAT POPULATIONS OF CONCERN CAN LEAD PRODUCTIVE AND DIGNIFIED LIVES.”

*Volker Turk, Director of International Protection, UNHCR, 2013*

Other **humanitarian actors** need to be aware of existing programmes and systems in order to design interventions that complement national structures and facilitate the timely draw-down of emergency responses.

Similarly, **other development actors** are encouraged to join UNDP in:

- including returned refugees and IDPs in regular programming;

- adapting existing programmes and priorities to address the root causes of flight and the needs of returned and relocating IDPs and returned refugees; and
- including, in advocacy with governments, the key elements of analysis identified during the first part of the response, including the voices of displaced and host communities themselves.

## HOW TO DEVELOP A JOINT STRATEGY FOR DURABLE SOLUTIONS

- 01** **INITIATE THE PROCESS**
- 02** **DESIGNATE A COORDINATION PLATFORM**
- 03** **IDENTIFY STAKEHOLDERS**
- 04** **CLARIFY UNDERSTANDING OF CORE CONCEPTS, PRINCIPLES, AND CRITERIA**
- 05** **COLLECT AND ANALYSE DATA**
- 06** **AGREE ON OBJECTIVES AND RESPONSIBILITIES**
- 07** **DRAFT THE STRATEGY DOCUMENT**
- 08** **VALIDATE AND ADOPT THE STRATEGY**
- 09** **IMPLEMENT THE STRATEGY AND MONITOR PROGRESS TOWARDS DURABLE SOLUTIONS**

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## THE 9-STEP MODEL

While each displacement context is unique and there is therefore no single blueprint for developing a joint durable solutions strategy, it is possible to identify certain key steps relevant to all situations.

This 9-step model is intended as indicative, providing a general overview and a sense of the logical flow of recommended steps in developing a joint durable solutions strategy. In practice, the process will not necessarily be linear. These steps will often not occur sequentially. Some later steps may have to be undertaken while waiting for an earlier step to be completed (eg. data collection). Flexibility is key; in particular, an ability to anticipate and plan around possible constraints as well as to seize unexpected opportunities that arise along the way.

The graphic is not intended to suggest that each stage of the process will require an equal amount of time: gathering and analysing data may require more time than deciding to initiate a process of developing a strategy. Implementation will almost certainly be a stage lasting several years.



### 1. MAKING THE CONCERTED DECISION TO DEVELOP A JOINT STRATEGY

*Who initiates the process of developing a durable solutions strategy?*

The SG Decision specifies that initiating the process to develop a strategy to support durable solutions to displacement is a **decision to be taken by the RC/HC**. In practice, the idea of initiating the process may come from a range of different actors:

- **The government**, at the executive level as well as relevant ministries, plus local authorities (e.g. Governors, Mayors) in regions significantly affected by displacement.
- The **HCT/UNCT** and, where applicable, **all clusters** and the **ICCG**.
- **INGOs**, eg. via the INGO forum (if one exists in the country).
- Any **civil society** forum focusing on humanitarian, human rights and development issues
- The **national human rights institution** (if one exists in the country)
- **Donors**, bilateral as well as multilateral (e.g. World Bank, regional development banks).
- **ICRC, IFRC, the Red Cross/Red Crescent Movement**. These bodies may also have an interest in participating as observers (to be confirmed on a case by case basis).

06

●  
AGREE ON  
OBJECTIVES AND  
RESPONSIBILITIES

07

●  
DRAFT THE  
STRATEGY  
DOCUMENT

08

●  
VALIDATE AND  
ADOPT THE  
STRATEGY

09

●  
IMPLEMENT THE STRATEGY  
AND MONITOR PROGRESS  
TOWARDS DURABLE  
SOLUTIONS

Leading a process of developing a durable solutions strategy should be seen as an **integral part of RC/HCs' responsibilities** to lead coordination of international humanitarian and development assistance to national efforts.

Any such decision should be undertaken **"in consultation with national authorities and partners"** at the earliest possible stage.

“THE INTERNATIONAL COMMUNITY NEEDS TO ENSURE EARLY AND SYSTEMATIC ENGAGEMENT OF HUMANITARIAN AND DEVELOPMENT ACTORS, AND ALL OTHER RELEVANT SECTORS, TO DEVELOP SOLUTIONS STRATEGIES AND IDENTIFY MECHANISMS TO PROMOTE AN INTEGRATED APPROACH FROM THE EARLY STAGES OF DISPLACEMENT ONWARDS”

*Chaloka Beyani, UN Special Rapporteur on the Human Rights of Internally Displaced Persons, 2013*

**Linking durable solutions planning with existing national and international planning and processes is essential**

because creating conditions enabling solutions for IDPs and returning refugees is primarily a **national responsibility**.

In many countries, national or local authorities may already have developed a policy, strategy, programme or process for supporting solutions to displacement. This may include laws and policies not specific to displacement but that may inform and support solutions to displacement, such as those related to disaster management, land, documentation, and development plans. In some cases a government may be against a comprehensive durable solutions strategy, for instance favouring one that only allows for return. **Advocacy**, for instance, by UNCT/HCT members particularly engaged in displacement issues, or others, may be instrumental in prompting a decision to develop a durable solutions strategy and in determining its form and implementation.

**A durable solutions strategy developed without the full cooperation and collaboration of the national authorities will be unlikely to achieve all objectives.**

*When to initiate the process of developing a durable solutions strategy?*

**It is never too soon to begin thinking about and setting the stage for durable solutions.** Advanced thinking and planning is essential.

Durable solutions should be built into **contingency plans** before conflict and displacement even occur. These should be regularly updated, led by periodic context analyses: in some contexts, regional events could trigger crises and throw off course an ongoing or planned durable solutions strategy.

Achieving durable solutions to displacement is a gradual process. Even when solutions may appear a distant prospect, certain actions can be taken – even in the midst of armed conflict - that can be instrumental to eventually facilitating durable solutions in the longer term. For instance, measures to safeguard land and property records and other documentation can help to minimize delays and mitigate disputes regarding property restitution in the aftermath of conflict. The (re)issuance of national identity documents, including through mobile registries, can be both a protective and a solution-oriented intervention from the early part of a response.

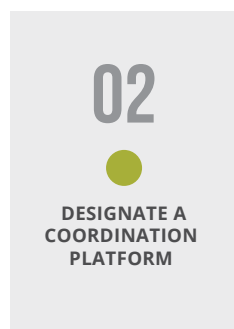
Advance planning for durable solutions also enables preparedness and more effective action for when opportunities arise. The UNCT and HCT should systematically discuss durable solutions at the early planning stages on issues concerning IDPs and possibly returning refugees. Humanitarian and development actors must work together at both coordination and technical levels to ensure a holistic approach from the beginning.

## 2. COMMUNICATING THE DECISION TO RELEVANT STAKEHOLDERS

Relevant stakeholders, including those who may not have been part of the consultation process earlier, should be informed once a concerted decision has been made to initiate the process of developing a joint strategy for durable solutions.

At the global level, the decision should be communicated to the GCER ([erhelpdesk@undp.org](mailto:erhelpdesk@undp.org)) and the GPC ([GPC@unhcr.org](mailto:GPC@unhcr.org)). These and other bodies engaged in supporting the search for durable solutions, including the agencies involved, the Solutions Alliance and the PBSO - can provide technical support at different phases.

**The UN Development Operations Coordination Office** (UN DOCO) is in charge of receiving RC decisions and should thus also be notified.



The SG Decision recommends a coordination mechanism to develop a durable solutions strategy. This is essential for ensuring a comprehensive and coordinated approach to solutions and collective ownership of the strategy. **Various possible models of coordination mechanisms exist.** The RC/HC, in consultation with the government and all stakeholders, should determine what formula works best for the context.

## 1. REVIEW EXISTING IN-COUNTRY COORDINATION PLATFORMS

Any discussion of an appropriate coordination mechanism should start with a thorough review of existing national plans and coordination systems. Consideration should be given as to how to embed the durable solutions strategy process within a framework that will engage and empower national and longer-term actors.

### *In contexts where the cluster system is activated:*

The SG Decision indicates that “where present and appropriate”, the **Global Cluster for Early Recovery**<sup>15</sup>, together with the **Protection Cluster** can serve as the coordination mechanism for durable solutions strategy development. Early recovery and protection are both instrumental for durable solutions. Depending on other arrangements in place, clusters in place at country-level could have a central role in developing a durable solutions strategy, although as national systems come back on line and development processes take hold, clusters will naturally have less of a role to play. Any involvement of clusters in the development of solutions strategies should not artificially prolong their lifespan.

<sup>15</sup> <http://reliefweb.int/sites/reliefweb.int/files/resources/26FB981DE9BEE0E3852571C000560D35-iasc-earlyrecovery-jul2006.pdf>

<sup>16</sup> Protection Capacity (ProCap), a joint programme managed by OCHA and Norwegian Refugee Council, deploys Senior Protection Advisers to UN agencies, in particular at field-level on a temporary basis (3-12 months), to support inter-agency initiatives on protection. Supporting the development of strategies on durable solutions and providing protection advice to UN HC/RCS are two of the five strategic priority areas for ProCap deployments. ProCap may, on request, also be hosted by governments. See: <https://www.humanitarianresponse.info/en/coordination/procap>

The RC/HC may decide that it is more appropriate to have the cluster system linked to, but not formally embedded in, other national coordination mechanisms, for instance in situations where development actors are already starting to (re)establish regular, multi-year programming.

***In contexts where the cluster system is not, or is no longer, activated, or where it is phasing out:***

A dedicated working group or task force for developing a durable solutions strategy could be useful. The process for reviewing the national development plan and the UNDAF or the ISF should include consideration of durable solutions for post-conflict IDPs and returned refugees and this could be an appropriate forum in which to coordinate the development of a strategy.

## 2. KEY CONSIDERATIONS FOR ANY COORDINATION MECHANISM FOR DURABLE SOLUTIONS

- **Membership** of the coordination mechanism should be inclusive and broad-based, while still being manageable in terms of allowing for efficiency of work.
- **At a minimum**, the coordination mechanism should include, if present in the country: RCO, UNDP, UNHCR, UNICEF, OCHA, OHCHR, UN Habitat, UN Women, FAO, WFP and IOM, as well as national and international NGOs and civil society engaged in return or other settlement areas.
- **If the process is not government-led or co-led**, government participation should be encouraged - if necessary, leveraging the influence of international development cooperation and political partners.

Whether or not the government directly participates in the coordination mechanism, it should at least be informed, through the RC/HC or the UNCT/HCT, of the intention to develop a durable solutions strategy. The government should also be consulted on the draft strategy, and regularly updated regarding its implementation.

Regardless of national leadership or participation, all strategies should be developed so as to be consistent with national development programming and the direction taken in different sectors. All work underway to plan for the achievement of the Sustainable Development Goals should include IDPs and returning refugees and the communities into which they will settle – whether in areas of origin or elsewhere.

Similarly, other agencies that decide not to participate directly should still be invited and requested to contribute inputs.

- **NGOs**, though not expressly mentioned in the SG Decision and Framework, are key partners in supporting durable solutions to displacement. All major national and international NGOs active in return and settlement areas and engaged in supporting IDPs and returning refugees in the country concerned should be invited to participate in the coordination mechanism. Informing all INGOs working in the country about the initiative will ensure transparency and potentially engender their support.
- The participation of **other actors**, such as national civil society organizations, peace and security actors, donors, academics and the private sector, in the coordination mechanism can be determined on a case-by-case basis, in consultation with the government, the RC/HC and the HCT.
- In some cases, the HCT/UNCT may determine that surge support is necessary, in the form of a **Durable Solutions Strategy Coordinator**. Preferably this position should be filled by a local expert but in some cases an international coordinator is needed. Either way, the position is usually co-funded by UNDP and UNHCR country offices, in line with their responsibilities set out in the SG Decision, although other agencies may also support financially. Key aspects of Coordinators' ToR are: serve as the overall driver of the process; undertake stakeholder consultations, data collection and analysis; draft and finalise the strategy, in consultation with the coordination mechanism. Additional tasks might include producing public information material promoting and raising awareness of the SG Decision and Framework; developing and providing training to stakeholders on durable solutions; and integrating the issue of durable solutions into other strategic planning processes, e.g. HCT Strategic Response Plan (SRP), PBF programming, and UNDAF.
- Important considerations regarding the deployment of surge support in the form of a full-time national or international Durable Solutions Strategy Coordinator include:
  - **Funding the deployment:** a cost-sharing arrangement, in particular between UNDP

and UNHCR, is advisable. Support may also be requested from other agencies and specialized rosters, such as [UN ProCap](#)<sup>16</sup> or development and strategic planning-specific rosters. The Coordinator can be hosted by UNDP, UNHCR, the RC/HC office or other agencies, as locally relevant.

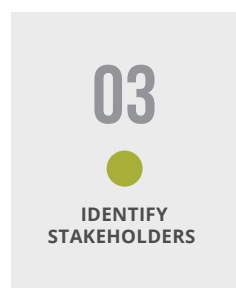
- **Timing of the deployment:** At the start of the process;
- **Time-frame:** Depending on the complexity of the situation and the level of preparatory work already completed, a minimum of 3 months, more likely 6 months, will be necessary.
- **Adopt the Coordination Mechanism’s Terms of Reference (ToR)** clearly stating the overall purpose and main tasks of the mechanism, its membership, chairing and secretariat responsibilities, frequency of meetings, and reporting lines to the ICCG (if present), UNCT/HCT and RC/HC. The ToR should include the members of the coordination group and their responsibilities. At the least these should include those of the chair or co-chairs the RC/HC and the government; of UNHCR and UNDP providing secretariat support – or each respective Cluster they may lead, where relevant; of OCHA, as a key facilitator and information-sharer, both in support of the process and to the RC/HC; and of a Durable Solutions Strategy Coordinator, if one is assigned to facilitate the process.
- **Management** of the coordination mechanism for developing the strategy should be clearly defined in Terms of Reference, including designating chairs and co-chairs and assigning secretariat responsibilities.
- **Reporting lines** for the coordination mechanism should be clearly defined, as specific to each context. It should report regularly to the RC/HC and the government, the UNCT/HCT, the NGO and other fora, on progress in the development and - once adopted - the implementation of the strategy.

### 3. ENSURING THAT THE COORDINATION MECHANISM IS EQUIPPED WITH THE REQUIRED CAPACITY

Organizing and leading the process of developing a joint durable solutions strategy requires the allocation of relevant expertise and capacity, in particular, time and

human resources. The specific capacity required to support any given process is context-specific. A key step for the coordination mechanism is to determine what capacity it requires in order to effectively fulfil its task. In the first instance, support for the process should be identified and allocated at the country level, including through dedicated capacity from the country offices of both UNHCR and UNDP. Additional support is available at the global level to support country level processes.

With prioritization of the issue and the requisite allocation of capacity, it is entirely possible to develop a joint durable solutions strategy within existing human resources available in country.



#### 1. IDENTIFYING ACTORS WITH A ROLE TO PLAY IN ACHIEVING DURABLE SOLUTIONS

In each context, it is important to identify the actors relevant to achieving durable solutions to displacement and to assess their potential to contribute to, or otherwise influence, the strategy development process. This should be organized by the designated coordinator, for example through a stakeholder analysis.

Among the actors to be considered are:

##### *National and local actors*

To those mentioned in Steps 1 and 2 above should be added:

- **Local authorities**, in particular in return areas and in areas where IDPs and returning refugees have settled;
- **Internally displaced persons, refugee returnees, returned, locally settled or relocated IDPs** and potential refugee returnees still outside the country. Identifying the efforts and strategies already employed by communities as they start to rebuild, as well as the skills that returning IDPs and refugees can bring with them, will be an important early planning step. Consultations should be inclusive and reflect the diversity of the displaced population: women, men,



youth, girls and boys, elderly, persons with disabilities, minorities, indigenous persons and other groups, regardless of whether they are living in rural or urban areas, in camps or settlements or among the general community. UNHCR can help with accessing refugees still in countries of asylum.

“THE UN SECURITY COUNCIL URGES STATES, THE SECRETARY-GENERAL, AND UN AGENCIES TO ENSURE MEANINGFUL PARTICIPATION OF REFUGEE AND IDP WOMEN, AS WELL AS ADOLESCENT GIRLS, IN THE DEVELOPMENT, IMPLEMENTATION, MONITORING AND EVALUATION OF POLICIES AND PROGRAMMES FOR REFUGEE AND IDP WOMEN AND GIRLS AT ALL STAGES OF THE DISPLACEMENT CYCLE.”

*UN Security Council, 2014*

- **Displacement-affected communities:** host communities and communities in areas of actual or potential return or relocation. Age, gender and diversity (AGD) considerations are also particularly appropriate here.
- **Researchers** engaged on displacement-related issues.

- **The private sector**<sup>17</sup>.

**International actors**<sup>18</sup>:

The draft response matrix appended to the SG Framework outlines potential contributions to durable solutions, based on their respective mandate and expertise, of various key UN agencies and other international institutions. This tool should be adapted and further elaborated upon as required by the context<sup>19</sup>. In addition the following may have important contributions:

- **International Committee of the Red Cross (ICRC) and the International Federation of the Red Cross and Red Crescent Societies (IFRC).** While the ICRC and IFRC are not members of the UNCT/HCT it is nonetheless advisable to ensure that they are informed about the strategy development process and are able to engage at a level consistent with their practice and mandates;
- **Regional organizations,** of which there are many, including the African Union (AU), the Council of Europe (CoE), the Organization of American States (OAS), the Organization for Security and Cooperation in Europe (OSCE) and sub-regional organizations such as the Economic Community of West African States (ECOWAS), International Conference of the Great Lakes Region (ICGLR), MERCOSUR, ASEAN, ICCLR, etc.;
- **Bilateral donors;**
- **International financial institutions,** including the World Bank Group and regional institutions such as the African Bank for Development (ABfD), the Asia Development Bank (ADB), the Council of Europe Development Bank (CEB), and the European Bank for Reconstruction and Development (EBRD), inter alia;

<sup>17</sup> The Solutions Alliance includes a Thematic Group focused on engaging the Private Sector in finding solutions for displacement. For more information, see: [www.solutionsalliance.org](http://www.solutionsalliance.org)

<sup>18</sup> The draft response matrix appended to the SG Framework outlines the potential contributions to durable solutions, based on their respective mandate and expertise, of various key UN agencies and other international institutions. This tool should be adapted and further elaborated upon, e.g. to including Government actors and NGOs, in each context.

<sup>19</sup> The matrix implies that the development of durable solutions are not just the responsibility of UNDP and UNHCR but the concern of the UNCT/HCT in general, and of UNHCR and UNDP in particular. It makes it clear that where there is a consensus, durable solutions takes its place among the clusters/sectors and hence, allows access to resources through the Central Emergency Response Fund (CERF) and humanitarian appeals as well as access to donor contributions.

The SG Decision also highlights the importance of reflecting the development responsibilities of UN agencies. For example, the [United Nations Development Group \(UNDG\)](#), unites the UN funds, programmes, specialized agencies, departments, and offices that play a role in development in over 150 countries. The [UN Development Operations Coordination Office \(DOCO\)](#) is the Secretariat and technical and advisory support unit of the UNDG, providing field evidence to inform policy, facilitating the achievement of shared results and promoting excellence in UN leadership and coordination.

## 2. ENGAGING WITH KEY STAKEHOLDERS

Key stakeholders for durable solutions must be an integral part of the strategy development process. Their insight, views and recommendations are essential to inform the development and implementation of the strategy. Engaging stakeholders is important not only for the quality of the strategy but also for the sense of ownership and legitimacy that stakeholders attach to it.

04

CLARIFY UNDERSTANDING OF THE CORE CONCEPTS, INTERNATIONAL PRINCIPLES, AND CRITERIA FOR DURABLE SOLUTIONS

### 1. ENHANCING AWARENESS AMONG KEY STAKEHOLDERS OF CORE CONCEPTS, INTERNATIONAL PRINCIPLES AND CRITERIA FOR DURABLE SOLUTIONS

Developing a durable solutions strategy that is consistent with relevant concepts, principles and criteria, depends on there being a clear understanding of these among the leaders of the process

as well as among all key stakeholders. Stakeholders should be clear about:

- [Definition of IDPs, refugees and refugee returnees](#) (who remain within the international protection regime as long as they have not yet reintegrated);
- **Recognizing the importance of a rights-based approach to durable solutions**, the relevant legal standards should be known and understood, in particular: international human rights and international refugee law, international humanitarian law (if the situation is one of armed conflict), [the African Union](#)

[Convention for the Protection and Assistance of Internally Displaced Persons in Africa](#) and the [Guiding Principles on Internal Displacement](#);

- Key principles governing durable solutions: **voluntariness, safety, dignity, and non-discrimination**;
- **National responsibility** to create conditions enabling - and means to provide for - durable solutions, and to provide means for durable solutions, and to facilitate the reintegration of returned or resettled IDPs;
- **International responsibility** to support and assist durable solutions;
- The need for a **collective and coordinated approach** to support durable solutions;
- Mainstreaming **age, gender, and diversity** into durable solutions planning and programming.

Particularly noteworthy are the **criteria or benchmarks for durable solutions to displacement** that are set out in the [IASC Framework on Durable Solutions for Internally Displaced Persons](#)<sup>20</sup>. The IASC Framework is cross-referenced in the SG Framework, and is complementary to it. Drawing on international Human Rights norms, the eight IASC criteria for durable solutions to displacement are:

- Long-term **safety, security and freedom of movement**;
- **Adequate standard of living**, including at a minimum access to adequate food, water, housing, health care and basic education;
- Access to **employment and livelihood opportunities**;
- Access to mechanisms to restore **housing, land and property** or provide compensation;
- Access to and replacement of **personal and other documentation**;
- Voluntary **reunification with family** members separated during displacement;
- **Participation in public affairs**, at all levels, on an equal basis with the resident population;
- Effective **remedies for displacement-related violations**, including access to justice, reparations, and information about the cause of violations.

These provide a **checklist for assessing to what extent durable solutions are achieved** for IDPs in any given context<sup>21</sup>. On this basis, it is then possible to determine what areas of interventions require more attention and/or prioritization.

## 2. TRAINING ON DURABLE SOLUTIONS

Training stakeholders on the core concepts, principles, and criteria for durable solutions is not only instrumental to raising awareness but also builds consensus around them. Training workshops are an opportunity to identify issues of particular concern, and thus usefully inform the data collection and consultation process.

Organizing and providing such training is a core function of the coordination mechanism. Training modules on durable solutions developed by IDMC are available at <http://www.internal-displacement.org>, the GPC, the GCER and the Solutions Alliance. Courses/workshops can be provided on demand through [GPC@unhcr.org](mailto:GPC@unhcr.org); [erhelpdesk@undp.org](mailto:erhelpdesk@undp.org) and [contact@solutionsalliance.org](mailto:contact@solutionsalliance.org).

## 3. DISSEMINATING KEY GUIDANCE MATERIAL

To facilitate and reinforce understanding of core concepts, international principles and criteria regarding durable solutions, relevant key guidance material can be disseminated among stakeholders. Most of the core guidance material is available in a number of languages.

Publishing reports on training workshops can also serve as guidance in other durable solutions strategy development contexts. Material can be posted on the GCER, GPC and Solutions Alliance resource repositories through [erhelpdesk@undp.org](mailto:erhelpdesk@undp.org), [GPC@unhcr.org](mailto:GPC@unhcr.org) and [contact@solutionsalliance.org](mailto:contact@solutionsalliance.org).

05

COLLECT AND ANALYSE DATA

## 1. COLLECTING ESSENTIAL INFORMATION

**Essential information to inform durable solutions strategy development includes:**

- Current population estimates, disaggregated by age, sex and diversity, of displaced persons (IDPs and returning refugees);
- Original geographical location (area of habitual residence prior to flight) of returning communities and families;
- Current geographical location, preferably at district and village levels;
- Cause(s) of displacement and whether displacement has been recurrent, if possible indicating specific circumstances that triggered flight and whether these remain obstacles to return as a solution or a cause for further displacement;
- Current or planned interventions to address root causes of displacement, including National Development Plans (NDPs), UNDAFs, ISFs, etc. and gaps where root causes and obstacles to durable solutions are not being addressed;
- Current living conditions of displaced persons, including: whether they live in camps, informal settlements, with host families, or on their own; their livelihoods and other coping mechanisms;
- A compilation of relevant national laws, policies and programmes relating to IDPs' needs.
- The situation (security, economic, social, political) of those currently living in return areas and areas of relocation;

<sup>20</sup> *Framework for Durable Solutions to Internal Displacement* (IASC, 2010). Available in English, Arabic, Chinese, French, Spanish and Russian at: [www.brookings.edu/research/reports/2010/04/durable-solutions](http://www.brookings.edu/research/reports/2010/04/durable-solutions).

<sup>21</sup> A joint project of the Joint IDP Profiling Service (JIPS) and the UN Special Rapporteur on IDPs, is developing specific indicators for measuring achievement of each IASC Framework criterion. For more information, contact JIPS at: [www.jips.org](http://www.jips.org)

- Attitudes and concerns of authorities and local communities in actual or potential areas of return, local integration, or relocation elsewhere in the country;
- Protection concerns, including through identifying groups with specific vulnerabilities or who might need additional support while re-integrating;
- Humanitarian assistance needs, identifying groups with specific needs;
- Resilience, recovery and development capacities, both of displaced persons and the communities in which they settle;
- Preferred solutions for different population groups and constraints to achieving these; and
- Identification of allies and spoilers (see 'stakeholder analysis' on page 24).

UNHCR and partners should be able to provide data on refugees in countries of asylum, as well as facilitating their engagement in consultations, to ensure that their perspectives are included in country of origin planning.

In addition to collecting data on communities' needs it is also important to assess the capacity of public institutions to respond to demand. For instance, a rule of law (RoL) component might involve assessing the capacity of police forces to be responsive to the needs of IDPs and refugee returnees; capacity of courts and barriers to justice from formal and/or informal justice providers; capacity of national human rights institutes (NHRIs) or other human rights bodies, to monitor and document violations against these groups to ensure that violators are held responsible, etc. UNDP can provide information on institutional capacity in the areas of RoL community infrastructure and livelihoods.

## 2. REVIEWING AND ANALYSING AVAILABLE DATA REGARDING THE OVERALL DISPLACEMENT SITUATION.

A first step in data collection and analysis is to compile and undertake a **desk review** of the relevant data already available. This should take place as soon as possible to permit timely collection of missing data.

### Data sources

**All data sources should be critically assessed** for their reliability, completeness and possible bias, e.g. identification systems and census data can often be biased, not include particular displaced groups and maybe not even cover displacement affected areas of the country. They may also be outdated.

Regarding IDPs, national authorities have the primary responsibility for collecting data on internal displacement in their country<sup>22</sup>. If a national IDP registration system is in place, this will generate important data such as official statistics for the number and current location of IDPs, and possibly more detailed information. Useful data may also be available from the national statistics office, from line ministries (education, health, economic development, etc.), and national human rights institutions.

Any data gathered during the humanitarian response can help to support the update of information gathered prior to the crisis and to put country-wide information in perspective for areas where IDPs, and returning IDPs and refugees settle.

Valuable information should also be available from local research institutions, civil society organizations and truth commissions where they exist. Priority should be given to data that is derived from consultations with refugees and displaced persons themselves, as well as with host and return communities. This includes through focus group discussions with different groups, i.e. women, men, youth, elderly, persons with disabilities, etc.

### Analytical tools

The development of a durable solutions strategy should be informed by an evaluation of the extent to which populations are able to enjoy their rights. One measure is to consider the extent to which each of the eight **IASC criteria** for achieving durable solutions has been met (see page 27) and, if not yet met, what are the main impediments<sup>23</sup>.

Different types of technical analysis can be undertaken as needed. Analysis on data gaps during the desk review may lead to a decision to collect primary data.

Additional data collection and analysis tools might include: profiling, market analysis, legal frameworks, local capacity analysis, service provision networks and systems, DDR and peace processes, and the perspectives of groups not included among IDP and refugee communities, including demobilised combatants or those in the demobilising process. The SG Framework recommends undertaking **“a comprehensive profiling exercise to determine the degree of achievement of durable solutions and outstanding obstacles”**. There are times where IDPs and returning refugees might not wish to be identified directly for protection reasons; local conditions will decide what new information is needed and appropriate.

Data review, including IDP profiling through support from the [Joint IDP Profiling Service \(JIPS\)](#)<sup>24</sup> can provide a baseline for measuring progress towards achieving durable solutions and informing relevant responses.

Once analyzed, these data provide a **jointly agreed evidence base** to support advocacy, decision-making, planning, programming, policy development and resource mobilization, including in support of sustainable solutions for displaced people.

Profiling of the displacement situation should ideally be undertaken at the outset of the strategy development process, with the profiling data collection and analysis completed before significant drafting of the strategy document begins.



## 1. DECIDE ON THE STRATEGIC VISION

Important from the outset is for the coordination mechanism to define and agree on an overall vision of what the DS strategy aims to achieve and how it will enhance the political, economic and social development of the country – the end point that is the goal of all of

the strands of work brought together by the strategy itself. This step may therefore be undertaken at earlier stages of the strategy development, to be decided on a case-by-case basis.

Also important is the need to ground strategic vision, objectives, priorities and interventions on the evidence gathered and analysed in Step 5.

Depending on the situation, there might be a tendency to overreach what is possible given the time-frame, the actors and the context. It may be that the vision will be articulated differently over the course of the discussion. It is useful to consider the implications of a particular vision and to come back to the beginning to check whether the language and content actually articulate the intent of the different actors.

## 2. ARTICULATE THE STRATEGIC OBJECTIVES

Strategic objectives will define what needs to change in order to achieve the agreed vision. They might be connected to one or multiple sectors or they might focus more on political and attitudinal changes, with an understanding of the sectoral interventions that will serve to support changes.

<sup>22</sup> *Addressing Internal Displacement: A Framework for National Responsibility*, Benchmark 2.

<sup>23</sup> A library of possible indicators for each of the IASC criteria will be developed in 2015-16 through an inter-agency initiative of JIPS, the UN Special Rapporteur on the Human Rights of IDPs, UNHCR, UNDP and other partners, linked to the Solutions Alliance

<sup>24</sup> JIPS is an inter-agency profiling support service “set up in 2009 to provide technical support to government, humanitarian and development actors seeking to improve their information about internally displaced populations.” JIPS profiling services have been used to inform durable solutions strategies in Côte d’Ivoire, Kosovo, Burundi, Uganda, Afghanistan, Somalia, and Yemen. For more information on JIPS, see [www.jips.org](http://www.jips.org).

One way of coming to a common understanding of strategic objectives is to consider in detail the solutions opportunities afforded by the context and the obstacles to their being achieved. In many cases, there will be relatively fewer obstacles than opportunities or possible actions, and the strategic objectives will be able to be formulated in terms of addressing these or their causes.

When clearly articulated, strategic objectives can give space for all of the sectoral goals and targets and the actions associated with them, without necessarily providing details.

Most strategies should be able to be anchored by no more than three strategic objectives.

### 3. DETERMINE INTERVENTIONS NEEDED TO ACHIEVE THE CHANGES REQUIRED BY THE STRATEGIC OBJECTIVES

Although all rights need to be considered in the formulation of a solutions strategy, it may be that some key actions could make the difference to success or failure. It is imperative that actors come to the table prepared to prioritise actions that will have the greatest impact on the outcomes of the strategy, rather than their preferred interventions.

Every proposed intervention needs to be examined in light of its ability to affect the intended outcomes of the strategy – the durable settlement of former IDPs and refugees in their old or new homes.

### 4. DECIDE ON APPROACH AND FORMAT

The overall approach and even format for the strategy will vary depending on the context. Factors to consider include:

- analyses of the root causes of displacement and the extent to which they are being addressed through existing mechanisms;
- the geographic scope of displacement;
- the duration of displacement;
- the approach of the government and other authorities to peacebuilding and solutions;
- whether a national policy or strategy has been adopted by the government;

- the engagement of international actors, including any integrated UN mission and bi-lateral partnerships;
- the overall situation in the country in terms of the phasing out of the humanitarian response;
- the existence of regional planning structures, peace treaties and other processes and mechanisms outside of the national context, and
- other initiatives in the country, such as SRP/ HRP, ISF, UNDAF, NDP, PRSP, DDR, Agenda 2030, peacebuilding programme, etc.

It is up to the coordination body to consult with all stakeholders and examine the situation to include the most context-relevant factors.

Government focal points should help in linking durable solutions strategies with already existing mechanisms, youth employment strategies, reintegration strategies, social cohesion strategies, governance strategies etc.

### 5. AGREE ON A SEQUENCE

Many interventions will be able to build on prior actions in the same sector. In other cases, achievements against one goal will be necessary for another sector's work to begin.

For instance, if a new law or policy is needed before returning IDPs and refugees will be eligible for updated identity cards, work to finalise and adopt the appropriate legislation or instructions will need to be prioritised.

Actors proposing to lead or act in a certain sector will need to know in advance how their work will impact that of others. If required changes are expected to take a long time, the strategy and/or its timeframe might need to be adapted.

Once agreed, the sequence of interventions will need to be included in the Monitoring and Evaluation plan and will be a central part of the common tracking of achievements against the strategy.

## 6. IDENTIFY WHICH INTERVENTIONS ARE ALREADY UNDERWAY OR PLANNED

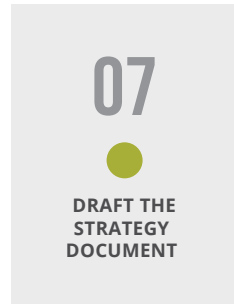
Before agreeing to plan new interventions, actors should review the mapping already undertaken and determine where existing activities or plans could address the needs of the strategy. Only where it is clear that no existing planning could be relied upon to achieve the changes articulated under the Strategic Objectives will stakeholders agree to include new interventions in their joint planning.

## 7. IDENTIFY THE ACTORS BEST PLACED TO TAKE THE LEAD IN EACH SECTOR AND/OR REGION

Whether actors are already engaged in solutions-related activities or whether they propose to intervene in certain activities that they are best suited for, the final discussions prior to the drafting of the strategy need to determine which actors will take the lead and will act in each sector.

Where possible, it is recommended that those actors already engaged in long-term interventions in a given sector continue engagement with that sector for the purposes of the strategy. In all cases, the methodology used by those acting under the strategy must be consistent with work being undertaken elsewhere in the country in the same sector.

Decisions as to which actor will do what, where and when, will need to be agreed to an adequate level of detail to allow a practical work-plan to be annexed to the strategy itself.



## 1. DRAFT THE STRATEGY DOCUMENT

While again emphasizing the need to ensure the strategy complements ongoing national processes, different strategy documents might emphasize different features, in different order of priority. A suggested outline might include:

- Overall situation analysis in brief;
- The vision;
- Strategic objectives and key areas of focus for intervention;
- An overview of the displacement situation;
- Overview of current progress towards solutions, including gaps;
- Cross-linkages to other strategic frameworks;
- Identification and analysis of the main gaps or obstacles to durable solutions;
- International legal standards and principles;
- Methodology, including coordination mechanism;
- Outline of Action Plan (this should be an Annex to the Strategy document and should reference where interventions are already planned under other mechanisms or processes);
- Methods for ensuring Accountability to Affected Populations (AAP);
- Monitoring, evaluation and reporting framework.

The drafter(s) should provide regular updates on the drafting process to the coordination body and/or to the RC/HC.

## ACTION PLAN: KEY ELEMENTS

An action plan indicates the various activities to be undertaken and, for each indicated activity, specifies who undertakes the activity, where, when, and how much it is estimated to cost. It can be presented in the form of a chart or matrix that for each indicated activity answers the following questions:

### WHAT?

The activity to be undertaken or already in progress

### WHO?

The actor(s) responsible for undertaking the activity. If several actors are indicated, it is advisable to indicate the actor(s) with lead responsibility

### WHERE?

The geographic area(s) where the activity will be undertaken

### WHEN?

The timeframe (at minimum, indicating the year) during which the activity will be undertaken

### HOW MUCH?

Estimated financial resources required to implement each activity, plus indication of any resources already allocated and their source.

# 08

VALIDATE AND  
ADOPT THE  
STRATEGY

### 1. ORGANIZING A VALIDATION PROCESS

The strategy document needs to be shared for comments and corrections, then validated prior to being adopted. This provides further opportunity for consolidating support and promoting buy-in for the strategy

which will be instrumental for its effective implementation.

The strategy should be reviewed and validated by all stakeholders, including those on the coordination body. It would be beneficial to organize a workshop bringing together key stakeholders to collectively review it and jointly agree on any final amendments to the draft.

### 2. ADOPTING THE FINAL TEXT OF THE STRATEGY

After final revisions, the adoption or formal endorsement of the strategy should be explicitly indicated in the minutes or other documentation of the validation workshop or coordination meeting. Adoption indicates partners' engagement of their commitments under the strategy. It renders the strategy final and ready for implementation.

### 3. DISSEMINATING THE FINAL TEXT OF THE ADOPTED STRATEGY

Either the government or the RC/HC will disseminate the final and official strategy document, or both in a joint communiqué. This depends on each individual country circumstance. The office of the RC/HC might support the government in organizing an official ceremony or press conference and/or a public information campaign. These can serve to foster broader awareness of the strategy, promote transparency and increase accountability for its implementation.



09

●  
IMPLEMENT THE  
STRATEGY AND  
MONITOR PROGRESS  
TOWARDS DURABLE  
SOLUTIONS

## 1. IMPLEMENTING THE STRATEGY

**Achieving durable solutions is a multi-sector challenge and a gradual process.** A coordination mechanism responsible for overseeing implementation of the strategy and periodically reviewing its progress is strongly recommended. It is up to the coordination mechanism to

develop the strategy to determine what kind of mechanism or structure will be useful going forward. The same coordination mechanism may be extended to oversee the implementation process – possibly renamed a Steering Committee – or another, existing, structure could be asked to take on this responsibility. These decisions are to be taken on a case-by-case basis.

The timeframe for achieving durable solutions will be context-specific and contingent upon many factors. During the drafting process drafters are encouraged to consider the timing of other long-term planning (i.e. NDPs, UNDAFs etc.) when determining the longevity of the strategy.

The **action plan** for implementation of the strategy can break down this multi-year task as well as identify priorities and sequencing. The action plan will help ensure that the commitments contained in the strategy are implemented by participating actors.

The action plan can and should be **regularly reviewed and, as necessary, revised**, without reopening the fundamental strategic direction of the strategy.

A **Monitoring and Evaluation framework** is also recommended, indicating main objectives (intended results), indicators across time, assumptions and risks. The M&E framework serves as a reference tool for monitoring the implementation progress of the strategy.

## 2. MOBILIZING RESOURCES TO ENABLE IMPLEMENTATION OF THE STRATEGY

Achieving durable solutions to displacement over a multi-year period will inevitably require significant resources. National responsibility requires that governments devote national resources to create the enabling conditions for durable solutions to displacement<sup>26</sup>. The SG Framework calls for guidance to be provided to national authorities on making budgetary allocations in support of durable solutions to displacement in areas of return, settlement or local integration. Durable solutions should also be integrated into national transitional and development plans.

In many cases, needs are of such a magnitude as to lead governments to request assistance from the international community. The SG Framework calls for a “coordinated strategy for resource mobilization”. Such a plan should seek to mobilize resources through a range of humanitarian, development, international financing instruments and peacebuilding funding mechanisms, both at the national and international level.

Elements of the strategy should be integrated into other planning and resource mobilization processes.

Key national and international resource mobilizing instruments include, but are not limited to:

- Strategic/Humanitarian Response Plans
- National Development Plans<sup>27</sup>
- United Nations Development Assistance Framework (UNDAF)
- Country Common Assessment (CCA)
- Integrated Strategic Frameworks (ISFs) or other mechanisms produced under the United Nations *Policy on Integrated Assessment and Planning* (2012)
- UN Peacebuilding Fund (PBF)
- International financial institutions

<sup>26</sup> *Addressing Internal Displacement: A Framework for National Responsibility* (2005) op.cit. See in particular Benchmarks 10 and 11. UN General Assembly, Resolution 68/180, 18 December 2013, UN Doc. A/RES/68/180.

<sup>27</sup> The UN Development Group recognizes that “it is essential that displaced persons are included in national development plans and related resource mobilization strategies.” The UNDG has issued guidance on how to include durable solutions for displaced persons into UNCT analysis and strategic development framework, specifically in the UN Development Assistance Framework (UNDAF). For more information see: [www.undg.org](http://www.undg.org)

- Trust Funds
  - Concessional financing.

Engagement with Solutions Alliance members throughout the conception and drafting processes may help identify allies at the global level.

It may be useful to convene with the government a **donor conference** to promote resource mobilization for implementation of the durable solutions strategy. However, partners should be discouraged from over-ambitious expectations.

### 3. MONITORING, EVALUATING AND REPORTING ON IMPLEMENTATION

Monitoring and evaluating implementation is essential for accountability and for assessing the impact of efforts. Progress reports and impact assessments are also important for resource mobilization efforts, and thus for ongoing implementation of the strategy.

The M&E framework should establish a timeframe for periodic review and reporting to the coordination body, which should review the status of progress against the action

plan and make adjustments where necessary. The framework should ideally use information gathered in Step 5 as a baseline on which to measure progress.

Most importantly, achievement of durable solutions should be measured on the basis of enjoyment of human rights, embodied in the **eight criteria set out in the IASC Framework** and in other structures specific to the context. In all cases, the monitoring mechanism needs to be designed so as to address local concerns and priorities.

Protection monitoring and reporting will complement work undertaken directly to assess progress under the strategy.

Progress reports should be reported on a regular basis to the UNCT/HCT and/or other designated body. A periodic (annual) consultative forum, bringing together the various stakeholders, is also strongly advised.

Global level actors, including the GCER and GPC, will welcome receiving periodic progress reports in the development and implementation of durable solutions strategies. Such reporting at the global level facilitates the sharing of field practice and may also be useful for advocacy purposes and resource mobilization efforts.

# **SUPPLEMENTARY GUIDANCE AND RESOURCES**

*Addressing Internal Displacement: A Framework for National Responsibility* (Brookings Institute Project on Internal Displacement, 2005). Available in 12 languages at: [www.brookings.edu/research/reports/2005/04/national-responsibility-framework](http://www.brookings.edu/research/reports/2005/04/national-responsibility-framework)

*Framework for Durable Solutions to Internal Displacement* (IASC, 2010). Available in English, Arabic, Chinese, French, Spanish, and Russian at: [www.brookings.edu/research/reports/2010/04/durable-solutions](http://www.brookings.edu/research/reports/2010/04/durable-solutions)

*Guiding Principles on Internal Displacement* (UN, 1998). Available in more than 30 languages, at: [www.brookings.edu/about/projects/idp/gp-page](http://www.brookings.edu/about/projects/idp/gp-page)

*Protection Checklist: Addressing Displacement and Protection of Displaced Populations and Affected Communities along the Conflict Cycle: A Collaborative Approach* (OSCE and UNHCR, 2014). Available in English and Russian at: [www.osce.org/cpc/111464](http://www.osce.org/cpc/111464)

*Protecting Internally Displaced Persons: A Manual for Law and Policy Makers* (Brookings, 2008). Available at: [www.brookings.edu/research/papers/2008/10/16-internal-displacement](http://www.brookings.edu/research/papers/2008/10/16-internal-displacement)

*UNDG Guidance Note on Durable Solutions for Displaced Persons (refugees, internally displaced persons, and returnees)*, 2004. Available at: <http://www.refworld.org/pdfid/4a54bbf4d.pdf>

*UNHCR, Handbook for Repatriation and Reintegration Activities*, May 2004. Available at: [www.unhcr.org](http://www.unhcr.org)

*UNHCR, Handbook – Voluntary Repatriation: International Protection*, January 1996. [www.unhcr.org](http://www.unhcr.org)

*Handbook on the Protection of Internally Displaced Persons* (IASC, 2010), Part VI. Available in English, Arabic, French, Spanish and Russian at: [www.protectioncluster.org](http://www.protectioncluster.org)

*National Instruments on Internal Displacement: A Guide to their Development* (IDMC, NRC and Brookings-LSE Project on Internal Displacement, 2013). Available in English and French at: [www.internal-displacement.org/publications/2013/national-instruments-on-internal-displacement-a-guide-to-their-development](http://www.internal-displacement.org/publications/2013/national-instruments-on-internal-displacement-a-guide-to-their-development)

*Handbook on Property Restitution for Refugees and Displaced Persons: Implementing the “Pinheiro Principles”* (FAO, IDMC, OCHA, OHCHR, UN Habitat, UNHCR, 2007). Available at: [http://www.ohchr.org/Documents/Publications/pinheiro\\_principles.pdf](http://www.ohchr.org/Documents/Publications/pinheiro_principles.pdf)

*Home Sweet Home: Housing Practices and Tools that Support Durable Solutions for Urban IDPs* (DUSP, DRAN, IDMC, NRC, 2015). Available at: [www.internal-displacement.org](http://www.internal-displacement.org)

*Guidance for Profiling Urban Displaced Populations: Challenges and Solutions* (JIPS, 2014). Available at: [www.jips.org/system/cms/attachments/818/original\\_GuidanceUrbanProfiling\\_JIPS.pdf](http://www.jips.org/system/cms/attachments/818/original_GuidanceUrbanProfiling_JIPS.pdf)

*Guidance on Profiling Internally Displaced Persons* (IDMC and OCHA, 2008). Available at: [www.refworld.org/docid/47b5ad3a2.html](http://www.refworld.org/docid/47b5ad3a2.html)

*Profiling and Assessment Resource Kit* (2012). Available at: <http://www.parkdatabase.org/>

*JIPS Essential Toolkit for Profiling* (2013). Available at: <http://jet.jips.org/>

### WEBSITES:

Global Cluster for Early Recovery (GCER): [www.earlyrecovery.global](http://www.earlyrecovery.global)

Global Protection Cluster (GPC): [www.globalprotection.org](http://www.globalprotection.org)

UN Special Rapporteur on the Human Rights of Internally Displaced Persons:  
[www.ohchr.org/EN/Issues/IDPersons/Pages/IDPersonsIndex.aspx](http://www.ohchr.org/EN/Issues/IDPersons/Pages/IDPersonsIndex.aspx)

Internal Displacement Monitoring Centre (IDMC): [www.internal-displacement.org](http://www.internal-displacement.org)

Joint IDP Profiling Service (JIPS): [www.jips.org](http://www.jips.org)

Solutions Alliance: [www.solutionsalliance.org](http://www.solutionsalliance.org)

United Nations Peacebuilding Support Office: <http://www.un.org/en/peacebuilding/pbso/>

ANNEX 1

United Nations

INTEROFFICE MEMORANDUM



Nations Unies

MEMORANDUM INTERIEUR

TO: Members of the Policy Committee  
 A: Participants at the 4 October Policy Committee meeting  
 (see distribution list)

DATE: 4 October 2011

REFERENCE:

THROUGH:  
 S/C DE:

FROM: The Secretary-General  
 DE:

SUBJECT: Decisions of the Secretary-General – 4 October meeting of the Policy Committee  
 OBJET:

Unrestricted

**Decision No.2011/20 – Durable Solutions: Follow up to the Secretary-General’s 2009 report on peacebuilding**

- i) The Secretary-General endorses the preliminary Framework on “Ending Displacement in the Aftermath of Conflict,” which establishes priorities and responsibilities to support the delivery of durable solutions for internally displaced persons (IDPs) and refugees returning to their country of origin. (Action: EOSG)
- ii) At the country level: a) the Resident Coordinator/Humanitarian Coordinator (RC/HC) will lead the development of a Strategy for Durable Solutions for Displaced People, determining the most appropriate approach based on the Framework and in consultation with national authorities and partners; b) where present and appropriate, the inter-cluster group working on Early Recovery, together with the Protection Cluster, will be the coordination mechanism for durable solutions; and c) UNDP and UNHCR, in their capacities as global cluster lead agencies for Early Recovery and Protection, will provide necessary technical expertise to the RC through existing resources or surge capacity to support the development of the Strategy for Durable Solutions. (Action: Resident/Humanitarian Coordinators, CWGER, UNDP, UNHCR)
- iii) At the global level the Global Cluster Working Group on Early Recovery (CWGER), working with the Global Protection Cluster (GPC), will: a) support the coordination mechanisms for durable solutions established at country-level; b) ensure that Early Recovery advisors deployed to support in-country crisis response have the necessary expertise on durable solutions; c) develop guidance for the development of Durable Solutions Strategies;

and d) act as a repository for the Strategies and lessons learned, including on the most effective models of in-country coordination. The Peacebuilding Fund will consider requests for funding for the implementation of such Strategies, against its regular criteria and in countries which have been declared eligible. (Action: CWGER, PBSO)

- iv) The Framework and Strategies will be rolled out as follows: a) the CWGER, supported by the GPC, will disseminate the Framework to RC/HCs in all relevant contexts; b) UNDP and UNHCR, in consultation with national authorities, the CWGER, the Protection Cluster, and the RC/HCs concerned, will select three pilot countries that will develop and implement Strategies for Durable Solutions by December 2013; c) UNDP, UNHCR and OCHA, in consultation with the CWGER, will complete a joint review of the Framework, strategies, guidance, and progress by March 2014. (Action: CWGER, UNDP, UNHCR, relevant RC/HCs, OCHA)

\* \* \*

cc: Deputy Secretary-General

Mr. Nambiar  
 Mr. Kim  
 Mr. Akasaka  
 Ms. Amos  
 Ms. Bachelet  
 Ms. Clark  
 Mr. Duarte  
 Mr. Ladsous  
 Ms. O'Brien  
 Ms. Pillay  
 Mr. Pascoe  
 Mr. Sha  
 Ms. Coomaraswamy  
 Mr. Guterres  
 Ms. Cheng-Hopkins  
 Mr. Orr

## ANNEX2



TO: Resident and Humanitarian Coordinators

DATE: 3 April 2012

FROM: Helen Clark, Chair, UN Development Group  
: Valerie Amos, Emergency Relief Coordinator

SUBJECT: **Policy Committee Decision No. 2011/20 -- *Durable solutions: Ending displacement in the aftermath of conflict***

1. On 04 October, 2011, the Secretary-General endorsed the preliminary Framework on “Ending Displacement in the Aftermath of Conflict”, which established priorities and responsibilities to support the delivery of durable solutions for internally displaced persons (IDPs) and refugees returning to their country of origin.
2. The Framework and a copy of the decision are attached for your reference. We urge you to read this decision as it has significant implications for your work.
3. The decision is a response to the reality that United Nations support for sustainable and durable solutions for displaced people in their country of origin and collaboration between humanitarian and development agencies has not been sufficiently coherent and predictable. The objectives of the decision, and the Framework, specifically in the first 24 months in the immediate aftermath of a conflict are to: (a) enable more predictable assistance; (b) make responses faster and more coherent; and (c) strengthen accountability, resources, and commitment to address the specific needs of displaced people.
4. The decision calls on Resident /Humanitarian Co-ordinators, to lead the development of a Strategy for Durable Solutions for IDPs and returning refugees, determining the most appropriate division of roles and responsibilities based on the Framework and the mandates of the respective agencies, and in consultation with national authorities and partners.
5. The Global Cluster Working Group on Early Recovery (CWGER), working with the Global Protection Cluster, will support the co-ordination mechanisms established at the country level. UNDP and UNHCR, in their capacities as global cluster lead agencies for Early Recovery and



Protection, will provide technical expertise to the RC through existing resources or surge capacity to support the development of the Strategies. The Peacebuilding Fund, against its regular criteria and in eligible countries, has also been requested to consider requests for funding for the implementation of such Strategies.

6. As immediate next steps, three countries will be selected for early implementation. We would encourage you, however, to adopt this Framework in post-conflict settings to provide durable solutions for IDPs and returning refugees. The CWGER, working closely with the Global Protection Cluster, is able to provide further clarifications and additional information. The focal point at CWGER is Jahal de Meritens ([jahal.de.meritens@undp.org](mailto:jahal.de.meritens@undp.org)).





