



GP20 Steering Group Meeting

Working Across the Humanitarian-Development-Peace Nexus: Promoting an Integrated Approach to Prevent, Address and Resolve Internal Displacement

Wednesday, 30 September 2020

SUMMARY

Since the World Humanitarian Summit in 2016, governments, donors, UN agencies and NGOs have increased efforts towards greater collaboration and complementarity across humanitarian, development and peace work to reach joint results. Such collaboration is important for preventing, addressing and resolving internal displacement since humanitarian assistance alone cannot solve persistent crises and development and peace initiatives are essential for achieving durable solutions and preventing the conditions that lead to displacement.

Recent initiatives offer an opportunity to translate the two-decade long discussion on bridging the humanitarian-development divide into results for internally displaced people (IDPs). These include the New Way of Working¹ with collective outcomes across humanitarian, development and peace workstreams, the OECD's Development Assistance Committee recommendation calling for improved coordination to better reach the most vulnerable², the empowered UN Resident Coordinator function, and "whole of government" approaches at the national level bringing ministries and agencies together to resolve internal displacement.

This eighth meeting of the GP20 Steering Group focused on internal displacement and the humanitarian-development-peace nexus. The aims were: to learn from the experiences of governments and others who have taken important steps to prevent, address and resolve internal displacement through an integrated approach across humanitarian, development and peace workstreams; discuss the relevance of the four GP20 priorities in the [GP20 Plan of Action](#) as they relate to integrated approaches to internal displacement; and formulate recommendations to inform the deliberations of the UN High-Level Panel on Internal Displacement.

Key messages

Drawing on experiences from stakeholders in Somalia, Sudan and Sweden, as well as of the UN Special Rapporteur on the human rights of internally displaced persons, the Organization for Economic Cooperation and Development (OECD) and other stakeholders working on internal displacement, the following key messages emerged from the presentations and discussion.

- **Partnerships should be expanded across constituencies with incentives to eliminate competition.**

An integrated approach to internal displacement needs to be a collective effort with multiple partnerships across sectors, levels and constituencies. This particularly includes local authorities and actors where ownership and innovation lies. It also importantly includes the World Bank and regional development banks, which have unique expertise and resources to sustainably address internal displacement within a larger

¹ IASC Results Group 4 on Humanitarian-Development Collaboration, June 2020, UN-IASC Light Guidance on Collective Outcomes, available at: <https://interagencystandingcommittee.org/system/files/2020-06/UN-IASC%20Collective%20Outcomes%20Light%20Guidance%20-%20FINAL.pdf>

² OECD, 22 February 2019, DAC Recommendation on the Humanitarian-Development-Peace Nexus, available at: <https://legalinstruments.oecd.org/en/instruments/OECD-LEGAL-5019>

development programme. Achieving this requires less competition for funding and resources within and among agencies and institutions as well as common terminology, concepts and approaches.

- **Developing an agreed evidence base across pillars can lead to a common understanding of the context and needs and relevant, coherent programming.**

Common analysis and early joint planning among humanitarian, development and peace workstreams is key. This can be achieved by bringing together different levels of government, humanitarian, development and peace actors and affected populations to build a sound evidence-base for durable solutions planning. This can give rise to a joint understanding of the context and needs and programming with collective outcomes with each actor using their comparative advantage to address the needs.

- **Coordination, multi-disciplinarity, flexibility and innovation are key for integrated approaches.**

A nexus approach should be applied beyond programming. Focusing on delivering effective action for IDPs from an early stage through coordination, coherence and innovation with a flexible approach across the nexus can help achieve a sum that is more than the parts. Positive peer pressure can help distill lessons learned and move beyond ideas towards standard operating practice. Staff should be equipped to maintain and engage beyond their humanitarian, development or peace specialization.

- **Participation of internally displaced persons is essential in integrated approaches to internal displacement.**

The application of the nexus, in its process and substance, and in whatever context and level, must be informed by the views, motivations and aspirations of IDPs and affected populations, including women and youth. Their involvement is essential including in the implementation. IDPs are active political agents in their past, present and future and not passive beneficiaries.

- **Leadership by national authorities and inclusion of IDPs in existing government assistance are key to securing durable solutions to internal displacement.**

The government is responsible for facilitating durable solutions and local organizations are also key to driving solutions. As members of the national population, IDPs should have access to existing government services and programmes to avoid creating parallel systems. Local communities should also benefit where they meet the criteria.

- **Financing modalities need to be adjusted to adequately support integrated approaches to internal displacement.**

Flexible, predictable and long-term core funding is required to resolve internal displacement through an integrated nexus approach. The DAC Recommendation on the Humanitarian-Development-Peace Nexus adopted in 2019 is a promising initiative for the adjustment of financing mechanisms in this direction. Donors will need to adapt their financing mechanisms and creative funding solutions should also be sought locally.

OECD nexus recommendation and internal displacement

**OECD, Development Assistance Committee (DAC)
Ms. Susanna Moorehead, Chairperson**

The COVID-19 pandemic has increased fragility and pushed some communities into poverty, including IDPs who are a particularly vulnerable group.³ In this context, the humanitarian-development-peace nexus is more vital than ever. As the pandemic puts increasing pressure on development budgets, we need to make our precious ODA budgets work as hard as possible and maximise value for money. This means taking a nexus-based approach, particularly in fragile contexts, and working with civil society, governments and multilaterals to support the most vulnerable and manage these crises.

³ <https://www3.compareyourcountry.org/states-of-fragility/report/0/>

DAC members are important financiers of the multilateral system, whether the UN, the World Bank or other institutions, and they also have significant bilateral programs. They are in an important position to improve the anomalies between different programming, policy and financing mechanisms and strengthen collaboration and joined up approaches. In 2019, the DAC passed a recommendation that commits donors to improving how their humanitarian, development, and conflict prevention activities are joined up. As a legally binding instrument, adherents are held to account through a rigorous performance peer review process.

Most governments going through IDP crises are overwhelmed. There is no blueprint for addressing IDP crises. They are unique, complex and non-linear without a single solution. Humanitarian, development and peace work should proceed in parallel rather than sequentially. Donors should incentivize improvisation, innovation and risk-taking to ensure effective action with impact. Donors should also encourage joint programming by teams with a broad set of skills. More flexible and predictable financing is required to resolve internal displacement crises.

The nexus approach is being trialed by DAC donors and UN agencies in Burkina Faso, Myanmar and Nigeria, for example, which requires continued support. Many UN agencies have adhered to the nexus, and there is an important role for diplomats to help broker some of the political conversations with governments, humanitarian experts and development actors, and put more emphasis on conflict prevention. A single conversation with governments where donors can speak with one voice and commit to joined up programming and working across the divides is required. Less competition is also required, within agencies, with each other, and between the institutions that donors fund.

Country presentations on the nexus and internal displacement

Somalia, Ministry for Women and Human Rights Development Hon. Deqa Yasin Haji Yusuf, Minister

Over 2.7 million people are internally displaced in Somalia as a result of conflict, disasters and climate change. More than half are women and girls who face specific challenges, which to be fully understood and addressed require an integrated approach that works across the whole of government as well as the humanitarian, development and peace nexus. As women and girls are the experts of their situation, consulting them is the starting point for a shared understanding of their priorities. The Ministry of Women and Human Rights Development has sought the views of women and girls on their needs and priorities for development.

In March 2019, the Ministry of Women and Human Rights Development held a convention gathering more than 350 gender champions from across Somalia and the diaspora to articulate shared demands in Somalia's transition and development process. Special efforts were made to include marginalized groups, including internally displaced women. Participants compiled their joint demands in the Somali Women's Charter and the Ministry of Women and Human Rights Development is gathering government, humanitarian, development and peace actors in a nexus approach around implementation of this shared agenda. Working towards a nexus approach where humanitarian, development and peace organizations engage with the government with a single, coordinated voice and approach will simplify the work of the government.

To include the views of the most marginalized women in the elaboration of development plans and related action plans, the Ministry of Women and Human Rights Development led a survey of 10,300 women across Somalia in early 2020. Two thirds had been displaced with half fleeing because of drought or flood and related loss of livestock. Three quarters of those surveyed said that they serve as the main or sole breadwinner of their family. However, around 60 per cent were uneducated, 30 per cent were employed informally, one third lacked access to health facilities and many experienced violence inside and outside of their homes. Two thirds felt that they did not have an opportunity to participate in decision making and nearly all expressed a wish to help identify solutions and thought this could happen if there were more women in leadership positions.

Somalia

Mr. Adam Abdelmoula, UN Deputy Special Representative of the Secretary General, UN Resident Coordinator/Humanitarian Coordinator, UN Assistance Mission in Somalia

Internal displacement has been a constant in Somalia for over 20 years with an internally displaced population hovering around 2.7 million people. For these two decades, internal displacement has been treated as a humanitarian issue with annual programming expecting that IDPs' needs would disappear within the year. The analysis unit in the Ministry of Planning, Investment and Economic Development (MOPIED) established the Aid Information Management System. This system shows that there are 721 projects relevant for durable solutions, and between 2017 and 2019, the average duration of these projects was 2.4 years. While many activities have helped IDPs progress towards durable solutions, they need to be scaled up and joined up in a more cohesive manner. This requires a clear coordination mechanism that provides analysis, conducts reporting and shares information among all partners, which is being put in place.

As a development and peacebuilding approach is key to securing durable solutions to internal displacement, applying the nexus to address internal displacement is common sense and an imperative. An important first step is to engage the authorities as well as humanitarian, development and peace partners to devise a durable solutions strategy. Somalia's durable solutions initiative was the first call for action by the government for broader engagement of humanitarian, development and peace actors on securing durable solutions. The initiative has helped anchor displacement solutions in national frameworks and in broad government coalitions. While not yet operational, the institutional coordination and policy infrastructure is in place.

Financing should support a fundamentally different approach to preventing and addressing internal displacement and achieving durable solutions. The Recovery and Resilience Framework, of which durable solutions is a component, included several financing mechanisms including government budget support, ODA (which includes pooled funds), blended finance, social or development impact bonds, and public and private partnerships. Each one of these could contribute to the durable solutions strategy. Creative solutions for funding should also be found locally. For example, a task force is working on a water management strategy, which will help the population adapt to floods and drought associated with climate change, render the economy more environmentally friendly, create economic opportunities and regenerate pastoral and farmland. This could help facilitate sustainable return for IDPs.

To support the paradigm shift on the nexus, three task forces are being established in Somalia to operationalise the nexus and generate high-level institutional engagement on internal displacement, anti-corruption and water and flood management. The internal displacement task force aims to accelerate good practice towards the achievement of the national priority to find durable solutions for at least 80,000 internally displaced households, as well as to prevent, mitigate and course correct events and incidents that cause displacement or obstruct reintegration. A secretariat in the integrated office of the UN Resident Coordinator will report on the implementation of the nexus.

Meanwhile, numerous humanitarian and development agencies as well as the private sector are supporting durable solutions. The World Bank supports durable solutions through its social protection and urban resilience interventions. Development partners such as UNOPS, ILO and UN HABITAT have supported building roads to connect a vast relocation area between Baidoa and some adjacent IDP camps following an extension plan created by the municipality. Similarly, UNHCR is working jointly with the Berbera local government in Somaliland on a housing project for IDPs. In partnership with IKEA Foundation and NRC, the government is providing social and physical infrastructure for those sites. The private sector is also involved in the formulation of the national durable solutions strategy.

Sweden

Mr. Per Olsson-Fridh, State Secretary to the Minister for International Development Cooperation, Ministry for Foreign Affairs

Leadership from donors and governments is required to implement the nexus, which has been discussed for a long time and is more important now with the impact of the COVID-19 pandemic. Sweden committed to such leadership in the OECD DAC recommendation and is translating those commitments into an internal guide to better link its policy and country specific experiences. Sweden provides humanitarian and development assistance, including on peacebuilding, in several large-scale situations of internal displacement, including Somalia, Sudan, DRC, South Sudan, Burkina Faso, Mali and Ethiopia. In a number of these contexts, Sweden is increasing its bilateral and regional development support while also complementing and building on humanitarian efforts.

Sweden has observed that the UN has a robust humanitarian and peacebuilding response, but development is often bilateral or linked to the development banks, such as the World Bank or regional development banks. Partnerships across the multilateral system and beyond the UN system is key for the nexus to work. Partnerships should also go beyond headquarters and expand to the field and outside of the capitals, where innovation should be supported. The humanitarian, development and peace consequences of climate change also need to be a part of the nexus discussion. For example, the flooding and locust issues happening in the Horn of Africa drives competition for natural resources and conflict.

Development actors need to be engaged from the beginning of a crisis, to seek synergies and complementarities with humanitarian assistance. At the country level, Sweden has led a comprehensive dialogue with its partners to ensure that they integrate IDPs in their long-term strategy and programming. Political dialogue is key to support governments to have an enabling political and legal environment to address and resolve internal displacement. Key for working together across the nexus is a common understanding of the needs, risks, vulnerabilities, resilience of affected groups and underlying root causes of crisis or conflict. Sweden tries to ensure that developments efforts have a focus on the poorest and most vulnerable, including the displaced, as well as on strengthening resilience and addressing causes of crisis and displacement.

Sweden continues to have separate analysis and strategies for humanitarian aid and for development and peacebuilding efforts to ensure that the humanitarian assistance is allocated according to humanitarian principles. At the same time, the work is increasingly becoming integrated and interlinked. Sweden invests in coordination and has dispatched specialized staff to embassies, including staff to work across the nexus as in Somalia. Political dialogue with partner countries helps to make sure that the needs and the description of the situation on the ground originates from there.

Flexible development funding is key for nexus work. A shift from earmarked to core funding will allow actors to work more flexibly to address internal displacement in their context. A prerequisite for having flexible funding mechanisms to address displacement and achieve durable solutions is a joint understanding and analysis between humanitarian, development and peace actors, and focusing this common understanding and analysis on the needs, vulnerabilities and risks the displaced population is facing.

To reach the objectives of its feminist foreign policy, Sweden provides unearmarked development funding to UNFPA and their country programmes in internal displacement contexts, including Sudan and Somalia. UNFPA can use this support flexibly for both humanitarian and development interventions in sexual health and reproductive rights, gender equality, gender-based violence and women's empowerment. Sweden tries to use financing to bring together actors and other donors across the nexus. As a donor and a partner, there is an obligation to allocate funding in a coordinated way.

Sudan

Ms. Elizabeth Tan, Co-chair, Durable Solutions Working Group

Since 2016, the international community in Sudan has worked together to develop a New Way of Working. This included reviewing the coordination structures, creating a collective outcomes framework, establishing a multi-stakeholder approach and coordination platform (Durable Solutions Working Group (DSWG) – co-chaired by UNHCR, UNDP, CRS) to find durable solutions for the displaced, and developing a financing strategy. The objective is to establish more coherent, joint, multi-year approaches across humanitarian, development and peace workstreams. Some of this work is now being re-assessed in view of Sudan's current political transition, peace process and the incoming political and peacebuilding mission UNITAMS.

The nexus approach has been applied on data collection and analysis and joint planning on durable solutions. In 2017, the DSWG started working with the government on long-term area-based durable solutions plans. Two pilots were completed, one in an urban setting and one in a rural setting. The rural pilot took place in Um Dukun, in Central Darfur with Sudanese refugee returnees and IDPs. The urban pilot took place in El Fasher in North Darfur where there is a high number of IDPs living in camps and many international organizations. The objective was to gather data to inform longer term durable solutions planning and programming.

In rural Um Dukhun, consultations were held with returning IDPs and refugees, the government, and UN agencies and NGOs working there. This resulted in four community Plans of Action, which were community-driven, setting out long-term interventions to help them overcome obstacles to durable solutions. The communities there wanted to focus primarily on community policing, water, sanitation and hygiene, and livelihoods. An NGO consortium designed a multi-year project to improve conflict management, protection capacities and living standards with a focus on those identified priorities.

In urban El Fasher, a multisectoral profiling exercise focusing on IDPs and others living in the area was implemented by the government, the World Bank, UN agencies, donors, and international NGOs. The Durable Solutions Working Group coordinated the exercise and the Joint IDP Profiling Service provided technical support. This exercise generated a new type of data in Sudan; it was the first time that humanitarian and development actors jointly with the authorities generated high quality data that combined the socio-economic situation of IDPs and their neighbours with an analysis of urban planning to inform requirements to accommodate IDPs who wished to settle permanently there. These two pilots have the buy in from the government as well as humanitarian, development and peace actors in Sudan.

While humanitarian funding still dominates the overall situation in Sudan, the learning from these pilots has resulted in funding from the Peacebuilding Fund, as well as from CERF in order to expand these approaches to 18 additional localities Darfur, South Kordofan, and Blue Nile. Sudan's political situation and peace process are moving in a positive direction, which has opened opportunities to work on durable solutions. Without that prior planning and data collection, which has been ongoing for the past four years, it would not have been possible to demonstrate which approaches work and should be scaled up. While the government leads on durable solutions, they require support on policy development and programming.

Durable solutions are not necessarily about more money, but more sensible use of the money available. Planning and financing for durable solutions to internal displacement needs to be done well before political solutions are secured. A solutions orientation may seem expensive and risky in the short term, but in the longer term it is more cost effective and it will contribute towards empowerment and self-reliance of the most vulnerable communities. They may not be able to obtain solutions for themselves if that kind of forward planning and ensuring that the most vulnerable are catered for is not done in time.

OECD, Development Cooperation Directorate

Ms. Paloma Durante la Guna, Head of Division for Global Partnerships and Policies, Policy Division,

The challenge of internal displacement remains how to ensure IDPs move from isolation to inclusion. The COVID crisis exacerbates this challenge since IDPs and other vulnerable populations are disproportionately affected, including 460 million people living in poverty in fragile contexts. IDPs should be integrated into

national protection systems in an equitable and inclusive manner. Local communities who may not have received similar levels of entitlements before should also benefit. The implementation of the DAC recommendation on the humanitarian, development and peace nexus is an opportunity to improve inclusion and reduce the vulnerabilities of the most vulnerable by generating a shared understanding and embarking on coherent and coordinated programming from the onset.

Adherence to the DAC recommendation is increasing and greater coordination and complementarity between multilateral and bilateral systems are essential elements of delivery on the nexus. OECD DAC members account for 80 per cent of development investment through bilateral channels and 89 per cent of country funding for humanitarian action is channeled through the multilateral system. The Secretariat of the OECD DAC is supporting the operationalization of the nexus recommendation with the DAC donor representatives, UN country teams, local and national governments and all other partners, including by establishing guidance for monitoring and reporting on the DAC recommendation implementation.

Moderated conversation

Working across the nexus implies adding more actors to the coordination efforts, thus compromising the coordination processes even more. How will the nexus be put into practice on efforts to address internal displacement and how should coordination and integrated action be approached?

Mr. Adam Abdelmoula, UN DRSG/RC/HC Somalia

Coordination is a fundamental aspect in any attempt to have a successful nexus operation. UN development pillar reform is predicated on an empowered UN Resident Coordinator to ensure greater internal coordination within the UN system. Two important components of such coordination in Somalia include applying a nexus approach to the Sustainable Development Cooperation Framework and establishing a high-level Steering Committee of humanitarian, development and peace workstreams as part of the overall aid architecture in the country.

The UN Mission in Somalia is highly integrated whereby the cooperation framework also doubles as the integrated strategic framework for the political mission. When we set up the task force that would lay the ground for the operationalization of the nexus, we made sure that the head of the political pillar in the mission was a member of that taskforce, as well as the head of OCHA and the head of the UN Resident Coordinator's Office.

Beyond structures and strategies, activities also need to be scaled up and better coordinated as they are still too often done in isolation. Scaling up requires a comprehensive multi-year strategy with clearly defined roles and responsibilities and dialogue between development and humanitarian donors. Regular joint meetings for humanitarian and development donors on topics relevant to the nexus have been a useful approach.

The nexus was designed to respond to the World Humanitarian Summit's call to end need, rather than just meeting it. However, with rapidly increasing humanitarian appeals, as well as increasing displacement numbers, it seems that we have not done enough to push scaled up and effective development in peace interventions into crisis in fragile situations. What do development and peace actors need to do to end need around forced displacement?

Mr. Per Olsson-Fridh, State Secretary, Sweden

Development is often slow and in displacement contexts it needs to be faster. This starts with development actors leading the analysis of the drivers of humanitarian need and conflict to ultimately build resilience, which often lies within the informal networks of women or youth. Peace actors should work on prevention and de-escalation with a greater focus on human security in terms of equality and inclusion and less focus on military security. Donors and others should push for more equal societies since this means less competition, less drivers for displacement or conflict, less vulnerabilities and more resilient society.

What are the enablers and blockers to advancing the design and implementation of collective outcomes? And what is the role of local organizations and community-based organizations in those processes?

Ms. Elizabeth Tan, Co-Chair, Durable Solutions Working Group, Sudan

Planning systems, whether humanitarian or development, are rigid and it can be difficult to break free from these. Government leadership can help drive us in the right direction. Funding is also a good motivator. In Sudan, donors and funding mechanisms such as the Peacebuilding Fund have forced reflection towards a more collaborative and solutions-oriented approach. There needs to be a coming together in the country with leadership from UN Resident Coordinators/Humanitarian Coordinators as integrated missions, and all agencies, heads, NGOs and donors. Achieving durable solutions to internal displacement requires working with the communities and local organizations that are representing or working with those communities.

How can we concretely build on women's empowerment to advance durable solutions for IDPs?

Minister Deqa Yasin Hagi Yusuf, Somalia

We all need to listen to internally displaced women, ensure that their voices are heard and address the issues they are struggling with. IDPs are not interested in the issue of humanitarian, development or peace action. They would like to be a part decision making, implementation of interventions and finding solutions since they are the experts on their struggles and how those can be overcome. Seeking and considering the views of IDPs is not an act of charity or only smart programming. It is a humanitarian requirement. All humanitarian actors are duty bound by the principle of accountability to affected populations. As such it is integral to humanitarian work and could yield tremendous results.

What role does effective peacebuilding education play in preventing, addressing and resolving internal displacement? And are there any good examples or best practices that could inform this approach?

Mr. Adam Abdelmoula, UN DRSG/RC/HC Somalia

Peacebuilding education is integral to durable solutions. Somalia has been a beneficiary of the Peacebuilding Fund for five years, the eligibility for which was recently renewed for another five years. Part of our operationalization of the nexus is to build peace education and all activities related to the Peacebuilding Fund programming. A flagship program on women's peace and security conceived by the UN integrated office and the Ministry of Women and Human Rights Development will soon be finalized.

How can the capacity building of local actors facilitate the implementation of the nexus?

Mr. Per Olsson-Fridh, State Secretary, Sweden

Ultimately, tackling conflict, displacement and ongoing humanitarian needs lies with local actors and the local population. Focusing on building resilient societies is a prerequisite for better understanding and better work on the nexus. The networks of women of young people can help us map possible drivers for conflict or displacement in areas of residence, livelihoods and employment. More time and a long-term approach is required to building long-lasting partnerships and resilient communities. Localization is key to resolving crises.