



## SUMMARY

4<sup>th</sup> GP20 Steering Group Meeting  
Addressing protracted internal displacement and  
fostering durable solutions  
Thursday 27 June 2019, 10:00-12:30  
Palais des Nations, Geneva

### Participants

Meeting participants were as follows: Afghanistan, Austria, Denmark, Ethiopia, Finland, Georgia, Iraq, Norway, Somalia, Sweden, Switzerland, Ukraine, United States of America, the UN Special Rapporteur on the Human Rights of IDPs, UNHCR, OCHA, OHCHR, IOM, UNDP, World Bank, Danish Refugee Council, Norwegian Refugee Council, Internal Displacement Monitoring Centre, Global Protection Cluster, Joint IDP Profiling Service, International Council of Voluntary Agencies and the International Committee of the Red Cross.

### Success factors

Drawing on experiences from Ukraine, Afghanistan, Somalia and Iraq, the following key messages emerged from the discussion on what works to promote and support durable solutions for internally displaced persons (IDPs):

- Authorities leading the efforts to achieve durable solutions to internal displacement, ideally with a “whole of government” approach that includes national and local level authorities and relevant line ministries, and a coordination mechanism at the highest level of leadership. It is important to create incentives for line ministries to incorporate IDPs into their work given competing priorities.
- National legal and policy frameworks to support a coordinated approach to addressing protracted displacement and fostering durable solutions are key. These can include integration of internal displacement in national and regional development plans as well as national laws, policies and strategies on internal displacement.
- Area-based multi-stakeholder “whole-of-society” approaches that ensure the participation of IDPs, host and religious communities as well as the private sector. This should also include a “one UN” approach where UN agencies combine expertise, knowledge and networks to address internal displacement since no single UN agency can resolve the issue.
- Immediate investments in social cohesion in areas hosting IDPs as well as in return areas. Creating a special status for IDPs can cause tensions with local communities who also have needs. The aim is to understand the specific needs and risks associated with displacement to ensure IDPs can access rights and services on a par with others.
- Moving early towards self-sufficiency by identifying underlying causes of protracted displacement, including by focusing on removing obstacles and focusing on capacities of IDPs alongside vulnerabilities.
- Taking a longer term view since IDPs’, host communities’ and governments’ needs go beyond essential items for survival and require significant support for the costly and lengthy task of physical rehabilitation, recovery and reconstruction needed for the achievement of durable solutions.
- Improving humanitarian-development cooperation through a durable solutions unit in the Resident Coordinator’s Office to systematize and strengthen cooperation among humanitarian, development and political actors on IDP related issues, in support of concerned governments.
- Programming for durable solutions by introducing a resilience marker for humanitarian projects and a durable solutions marker for development projects. Focusing on housing, land, and property issues as well as livelihoods through multi-year, flexible funding that transcends the humanitarian-development divide (eg. pooled funds, multi-partner trust funds).

### Introduction

This fourth meeting of the GP20 Steering Group focused on addressing protracted internal displacement and fostering durable solutions, one of the key objectives of the [GP20 Plan of Action](#). The aim of this meeting was to learn from the experiences of governments that have taken

important steps to facilitate durable solutions for internally displaced persons (IDPs), including progress and challenges. The meeting was also an opportunity to identify possibilities for governments, UN agencies and NGOs to work together on informing and securing durable solutions for IDPs as well as discuss linkages to the three other GP20 priorities: IDP participation, data and analysis on internal displacement and laws and policies on internal displacement.

In some cases, IDPs have been living in protracted displacement for over 20 years. Out of 21 countries with a Humanitarian Response Plan, 19 have had them for more than five years. A solely humanitarian approach is inadequate to resolve the significant challenges that protracted displacement poses for IDPs, host communities and local authorities. In recent years, there has been increasing recognition that governments as the main duty bearers for IDPs must be at the forefront and take leadership on facilitating durable solutions for IDPs. At the same time, humanitarian, development, human rights and, where relevant, peacebuilding partners should work together with the government in support of solutions from the onset of a crisis.

### **Setting the scene**

As the Special Rapporteur on the human rights of IDPs, Cecilia Jimenez-Damary, highlighted in her opening statement, return of IDPs to their place of origin is still too often considered the preferred or only settlement option for IDPs. This occurs even when return is elusive because of unresolved conflict or when IDPs and their children prefer to integrate in their area of displacement. Furthermore, the physical return of IDPs or the closure of IDP camps are often mistaken as a durable solution. However, both require reintegration, reconstruction and recovery support and if not done well, can lead to new protection and assistance needs and even renewed displacement.

The Special Rapporteur called on all relevant actors to respect the right of IDPs to make an informed and voluntary choice on whether they wish to return, integrate in their area of displacement or settle elsewhere in the country. She furthermore called for more comprehensive analysis to inform action towards durable solutions for IDPs, including their intentions, preferences, vulnerabilities, capacities and obstacles based on the 2010 IASC Framework on Durable Solutions for IDPs<sup>1</sup> and related guidance on how to operationalize the Framework. She stressed that durable solutions for IDPs need to be anchored in legal and policy frameworks and support for IDPs' self-reliance should be included in national and local development plans.

### **Protracted internal displacement and durable solutions**

In his capacity as Special Adviser to the Resident Coordinator/Humanitarian Coordinator in Somalia and Ukraine on Protracted Internal Displacement, Professor Walter Kaelin introduced the concept of protracted internal displacement and what has worked to address the issue. Protracted internal displacement is a situation where IDPs are prevented from taking or are unable to take steps towards self-sufficiency and ultimately achieve a durable solution to their displacement. A durable solution is sustainable reintegration into mainstream society through a participatory process that provides security, access to services and legal protection. It can be achieved through sustainable return, local integration or settlement elsewhere in the country and these settlement options cannot be imposed on IDPs.

Displacement becomes protracted for a variety of reasons, including ongoing conflict, aid dependency, unintended effects of laws and policies, and inadequate normative and institutional frameworks. It may also be systemic whereby dysfunctionalities are affecting everyone, but having exacerbated impacts on IDPs because of the dispossession and impoverishment they have suffered. In addition to a process of economic and social impoverishment, protracted displacement is a loss of rights, which renders it a protection challenge. It is a challenge for IDPs as well as their hosts and displacement-affected communities and as such, it risks undermining state policies and jeopardizes the achievement of the Sustainable Development Goals (SDGs).

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<sup>1</sup> IASC, 2010, Framework on Durable Solutions for Internally Displaced Persons, available at: <https://bit.ly/2JEZi9z>

Professor Kaelin highlighted the importance of taking a longer term view from the outset of a crisis to achieve durable solutions and put forward examples of what he has seen work to address protracted displacement. These included:

- a **whole of government and whole of society** approach led by the authorities, acknowledging that protracted displacement is primarily a development and political challenge;
- **systematizing and strengthening cooperation** across humanitarian, development and political divides to achieve collective outcomes and build resilience from the onset using an area-based approach;
- **providing multi-year, flexible funding** that transcends the humanitarian-development divide;
- **moving towards self-sufficiency of IDPs** from an early stage of the crisis with the participation of IDPs and host communities;
- **removing obstacles and addressing the underlying causes** of protracted displacement;
- **addressing the housing, land, property and livelihoods** issues of IDPs;
- **introducing a resilience marker** for humanitarian projects and a durable solutions marker for development projects that measure the degree to which the projects improve resilience and durable solutions respectively.

Professor Kaelin also commented that it is a promising development that the UN Resident Coordinator/Humanitarian Coordinator offices are in charge of building the humanitarian-development-peace nexus, including by bringing together humanitarian and development actors.

## **Country approaches to addressing protracted displacement and fostering durable solutions**

### **1. Ukraine**

Ukraine has 1.3 million IDPs living in government-controlled areas. In 2014, Ukraine adopted the law "On ensuring the rights and freedoms of internally displaced persons," which secured a human rights approach to addressing internal displacement. This legal approach to managing displacement in the context of the country's formal, bureaucratic system was an important development for the government. NGOs and others played a role in lobbying for and providing input on this law.

In 2017, the government approved the State Targeted Programme for Recovery and Peacebuilding in the Eastern Regions of Ukraine. This programme covered infrastructure and social services, economic recovery, social resilience, peacebuilding and public security in five areas with the highest numbers of IDPs. This document was needed for communication with other ministries and budget allocation. At the end of 2017, the government adopted the "Strategy for the Integration of Internally Displaced Persons and Implementation of Long-Term Solutions to Internal Displacement for the Period until 2020." The Action Plan for its implementation was adopted in late 2018.

- **Changing perceptions and attitudes in regards to internal displacement:** While the legal, policy and programming frameworks for addressing internal displacement were in place, one challenge was that many local communities saw IDPs as a burden. To change this perspective, there was a need to allocate resources to local authorities and persuade them that they are not alone in addressing internal displacement, the whole government is active. It was also necessary to change the mind-set of local authorities to see that they may not know what IDPs want or need, and to change the mind-set of the host community to realize that IDPs can be an asset to them.
- **Use and challenges of a formal status for IDPs in protracted displacement:** The purpose of creating an IDP status should be to understand the specific protection and assistance needs and risks associated with displacement and to ensure IDPs can access rights and services on a par with others. However, this can also cause tensions with local communities who also have needs. Survey results show IDPs and their host communities mostly consider that IDPs have integrated, which raises questions about when the status

ends. Some politicians insist on maintaining IDPs as a specific group with a formal status for their own political gain during elections. These political dynamics are challenging durable solutions for IDPs in Ukraine.

- **Cooperation between ministries and mainstreaming internal displacement:** Ukraine is implementing a whole of government approach to addressing internal displacement by including the issue in the portfolios of all relevant ministries. However, it remains a challenge for these ministries to collaborate, prioritize work for IDPs along with their own priorities and allocate adequate resources.
- **Technical assistance and external expertise help improve action, but a longer-term approach is needed:** It has been important to have experts and professionals such as Professor Kaelin, UNHCR and OCHA examine the government's work and donors who fund technical assistance. The Ministry of Temporarily Occupied Territories and IDPs raised 233.5 million USD from 2016 to 2019 from international donors, which contributed to projects in many areas, including a national monitoring system on the situation of IDPs with IOM. However, to continue this work longer-term, technical and other assistance is required that humanitarian actors alone cannot provide, and which is beyond the scope of the Humanitarian Needs Overview.

Key lessons thus far include that while adequate implementation of the Strategy is essential to realize strategic goals, it cannot be achieved by one Ministry alone. Funding and budget allocation are also needed for all activities in the Action Plan, which should be a flexible document based on the input from IDPs and civil society. There is also a need to overcome the lack of understanding between different actors, including humanitarian and development actors, national and local authorities, and NGOs and authorities.

## 2. Afghanistan

Afghanistan faces multiple internal displacement situations, both new and long-term due to conflict and natural disasters. This poses different challenges, including the need for quick responses but also longer-term action in situations where IDPs do not wish to return because of limited livelihood opportunities in their place of origin.

- **Vocational training programmes can help IDPs achieve solutions:** IDPs often find themselves in different environments where they require new skills to earn a living. The Support to Afghanistan Livelihoods and Mobility (SALAM) project helps IDPs and others acquire skills in demand on the market. Funded by Finland, implemented by the Ministry of Labour and Social Affairs (MoLSA) and supported by UNDP, UNHCR and ILO, the SALAM project was praised by the Afghan government as an example of the UN delivering as one. This project is currently implemented in Nangarhar province. The adverse effects of climate change are particularly felt within this region and in a context characterised by protracted crises, human insecurity and conflict, it often becomes a risk multiplier. The project supports the Durable Solutions Working Group under the chairmanship of the Ministry of Refugees and Repatriation and Displacement and Return Executive Committee.
- **Collaborative area-based approach with the private sector facilitates solutions:** The SALAM project has been successful in facilitating market driven employment for 1225 people through skill development and apprenticeships with selected companies. Seventy per cent were IDPs and returnees, the remainder were members from the host communities identified through an area-based development approach. Youth are targeted since they will hold the jobs that the economy needs into the future and can act as agents of social change and cohesion. The SALAM project has also improved collaboration between humanitarian and development actors.
- **Qualitative data on mobility still required:** While there is a wealth of data in Afghanistan, there is also still a need for qualitative anthropological based research to better understand people's coping mechanisms, their reasons for fleeing and moving, and their interaction with service providers.
- **Whole of government approach for policy implementation roll-out:** Afghanistan adopted a policy on internal displacement in 2013. A Steering Committee chaired by

MoLSA oversees implementation with a whole of government approach that includes the international community.

### 3. Somalia

Somalia has 2.6 million IDPs across more than 2000 settlements displaced by drought, other disasters and conflict. Mogadishu hosts 497,000 IDPs. In 2016, the government realized that the situation required efforts from all ministries, and from all tiers of government - at federal, regional and municipality level. It undertook a collaborative profiling exercise that informed the subsequent Somali Durable Solutions Initiative launched by the then Deputy Prime Minister. As a consequence, durable solutions for IDPs were included in the current National Development Plan and the government established a dedicated Migration, Displacement and Durable Solutions sub – working group in the national aid architecture.

- **National level leadership helped make internal displacement a priority:** As the policy and institutional requirements to achieve durable solutions in a whole of government coordinated approach are complex, the Durable Solutions Unit (DSU) was established in the Ministry of Planning, Investments and Economic Development and started its operations in January 2019. Since the establishment of the DSU, durable solutions have gained momentum within the government and it is now propelled to a national issue and formally recognized as a priority by all levels of government. Durable solutions priorities have been included in the National Road Maps. The DSU has worked with the UN Resident Coordinator's Office and Regional Durable Solutions Secretariat on finalizing and approving the Durable Solutions Programming Principles which have now been adopted and will strengthen how durable solutions programming is undertaken.
- **National legal and policy frameworks created opportunities for durable solutions for IDPs:** A National Policy for IDPs and Refugee Returnees will be passed in the next few months, as will a Housing, land and property Interim Protocol, National Eviction Guidelines and a Social Protection Policy. These are opportunities for further progress towards durable solutions together with provision of land for IDPs and returnees by regional states, work on establishing a National Emergency Response Centre and efforts on peacebuilding, economic growth, security reform and a strong private sector. Area based planning and locally led processes including community engagement and participation on Durable Solutions are ongoing.

There are currently three main challenges.

- I. The need for **better coordination of development and humanitarian partners** on durable solutions.
- II. A **lack of standardized tools** that can monitor and measure the impact of durable solutions efforts. Data collection, joint planning approaches and monitoring of collective efforts need to be developed.
- III. More focus is needed on **preparation of areas of return for IDPs** rather than keeping IDPs in the status quo. Some IDPs are the backbone of the economy coming from rich pastoral and coastal areas.

### 4. Iraq

Iraq has dealt with two waves of displacement. A High Level Committee headed by the Minister of Displacement and Migration brings together all relevant government bodies. Funding has been fairly sufficient to allow for a quick response to emergency cases. Despite a German loan for funding for return, there is now insufficient funding for reconstruction and the government is not able to support all returning IDPs given the costly and lengthy task of physical recovery and reconstruction.

Education of IDPs has been a priority. There was no interruption to their university studies as IDPs were able to restart studying immediately in their area of displacement at all levels. Regarding identification documents, the government adopted special measures ensuring national identification for all IDPs.

- **Local and religious communities can play a key role to inform durable solutions analysis and strategies:** The generosity of and support from local and religious communities and leaders as well as the private sector helped IDPs. They shared their homes with IDPs and fed them. Some religious establishments and hotel owners gave housing to IDPs. Neighbouring countries also provided support. UNDP, the Red Cross and others helped, though the government strove from the beginning to take the lead.
- **Voluntary return and support for integration:** By the end of 2018, 4.2 million IDPs had returned and the government encouraged more voluntary return while stating that there should be no forcible return of IDPs or refugees. Each IDP received 1 million Iraqi dinar (840 USD) from the government as assistance to return. Returnees still require mine clearance, vocational training and economic opportunities. Some returnees are treated by their original communities with suspicion of having links to terrorists, and some face a threat of being killed if they return.

In the long-term, reconstruction must continue. National income dropped by 75% because of a drop in the price of oil, which was a huge burden on the government and increased the vulnerability of many citizens. The government achieved success with international organizations' help. Some IDPs are working in reconstruction. In this way, rebuilding becomes almost synonymous with durable solutions.

## Discussion

### Government support needs

In Afghanistan, support is required for an expansion of projects and initiatives like SALAM and creation of livelihood opportunities since some IDPs do not wish to return. For those who will return, support is needed for their reintegration. Support is also needed to assist the host communities and advocacy for data collection to monitor the implementation of SDGs. Experience on including IDPs in peace processes is also required. In Somalia, support is required on data to establish a national registry on refugees, IDPs and returnees as well capacity building for the government to work on durable solutions. Livelihood opportunity support would also be welcome. In Ukraine, support from the global level on aligning data on internal displacement could be helpful.

### IDP capacities

IDPs bring their own capacities to their area of displacement. In Ukraine, IDPs are well trained, but their capacities do not fit the needs of the local labour market. Similarly, in Somalia and Afghanistan, IDPs practice livelihoods that are not in demand in urban areas. IDPs in all countries could benefit from vocational training and livelihoods support that can lead to employment thereby increasing their resilience and strengthening the economy. The host community should also benefit from this support.

### SALAM

The SALAM project resulted in pioneering work on the humanitarian-development nexus with close collaboration between humanitarian, development, government and UN partners. Good results were achieved, especially new opportunities for women and persons with disabilities, and it should be continued. The project also led to the development of a migration policy. The project has good lessons on communication, project design, supervision and the nexus to share with the international community. Finland wishes to continue the collaboration on this project.

### End of displacement

Ukraine relies on its national monitoring mechanism and the IDP register for statistics. If IDPs think they access to services on a par with their non-displaced neighbours, then they no longer feel that they are IDPs. We need to see the differences between host communities and IDPs to support both of them. However, it is important not to create new conflicts within and between communities.

### Data on internal displacement

Data collection and analysis is a practical step to addressing internal displacement and can inform durable solutions strategies that take into account IDPs' preferences and intentions as well as the

situation of host communities. It is limiting if done solely with a humanitarian mind-set. Humanitarian needs assessments need to be jointly done with development partners. Joint needs assessments are important as they require a coordinated approach and should result in a collective understanding. In Ukraine, more can be done to track IDPs and ensure the IDP registers of the Ministry of Interior and the Ministry of Social Protection work in parallel.

#### Coordination

Information flow and coordination among donors and with the government can be improved in Ukraine.

#### Role of states affected by internal displacement

International actors need to listen to governments managing internal displacement. There is an opportunity for the High-Level Panel on Internal Displacement to be a worthwhile exercise if it is driven by states affected by internal displacement and answers the question of how to make the humanitarian – development – peace nexus more operational, how donors can facilitate a more comprehensive approach, and how we can incentivize governments, the UN, NGOs and all relevant stakeholders to work together.

#### **Next steps**

The observations and lessons shared in this meeting will inform a GP20 compilation of practices on preventing, addressing and resolving internal displacement, and this will be a key contribution to the forthcoming High-Level Panel on IDPs. The next GP20 Steering Group meeting planned for September 2019 will focus on IDP participation.