GP20
**PREVENT
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Working Together Better to Prevent, Address and Find Durable Solutions to Internal Displacement

GP20 COMPILATION OF NATIONAL PRACTICES

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TABLE OF CONTENTS

The GP20 Compilation of National Practices

ACKNOWLEDGMENTS

FOREWORD

This compilation is the key output of the three-year multi-stakeholder consultative process to implement the GP20 Plan of Action for Advancing Prevention, Protection and Solutions for Internally Displaced Persons, which I initiated as Special Rapporteur on the human rights of internally displaced persons (IDPs) in 2018 to mark the twentieth anniversary of the Guiding Principles on Internal Displacement (Guiding Principles). These efforts have become known as the "GP20 Initiative": a first of its kind, with an emphasis on national responsibility.

The initiative focused on how the Guiding Principles and other international standards have been implemented at the national and local levels, with an emphasis on State action complemented by the support of international and national partners, non-governmental organizations (NGOs), and research institutions. As respecting, protecting and fulfilling the human rights of internally displaced persons remains a primary responsibility of States, it has always been clear to me that this is where the emphasis had to be.

This compilation of practices on preventing, addressing and finding durable solutions to internal displacement draws on the experiences, successes and challenges that have emerged during the GP20 Initiative since 2018. The initiative proceeded from recognition of the fact that, despite the progress achieved over more than twenty years of efforts, the number of people estimated to be affected by internal displacement has been on an upward trajectory for decades and remains at among its highest levels. This particularly highlighted the need for galvanising more collaborative action on internal displacement at all levels, as well as the importance of sharing experiences and lessons learnt among relevant actors on what has worked most effectively in different contexts, in order to inspire further action on prevention, protection and solutions to internal displacement.

These were the two main axes and objectives along which the GP20 Initiative was developed. Throughout its course, it had a strong action-oriented and operational approach, aimed at facilitating more strategic and joined-up action among UN agencies and NGOs in support of competent authorities in countries affected by displacement. At the same time, it promoted the exchange of national and local experiences at regional and global levels, giving visibility to the innovative approaches to improving national responses to internal displacement that are underway in many countries and that are increasingly being implemented through joint efforts between States, the international community and domestic partners, and more especially with IDPs themselves.

The GP20 Initiative identified four priority areas for strategic, coordinated and collaborative action, to be supported during the Plan of Action, namely: i) IDP participation; ii) national law and policy on internal displacement; iii) data and analysis on internal displacement; iv) protracted displacement and supporting durable solutions. As all four of these priority areas are interlinked, the Plan of Action emphasized that prevention, protection and solutions for IDPs would advance further if they were tackled together, rather than if work on each area

proceeded separately. It furthermore focused on action on the ground for IDPs in these priority areas, rather than on policy discussions. This compilation highlights encouraging and concrete country-level practices and provides an overview of the lessons learned from these examples and the ensuing recommendations for meeting the GP20 priorities.

This important compilation supports implementation of the respective General Assembly and Human Rights Council resolutions that support my mandate, including the role of the Special Rapporteur in engaging in coordinated advocacy for protection and respect of the human rights of IDPs, to "further the dissemination, promotion and application of the Guiding Principles and to provide support for efforts to promote capacity-building and the use of the Guiding Principles". The compilation also serves as the GP20 Initiative's main substantive contribution to the UN Secretary-General's High-Level Panel on Internal Displacement.

As the current UN mandate-holder on internal displacement, it is a pleasure for me to introduce this new and very pertinent tool and to thank all those who contributed to its finalisation. I look forward to States and relevant stakeholders building on these examples that concretely implement the Guiding Principles on Internal Displacement, transforming their approaches to preventing, addressing and resolving internal displacement and effectively protecting the human rights of internally displaced persons.

Cecilia Jimenez-Damary
UN Special Rapporteur on the human rights of internally displaced persons
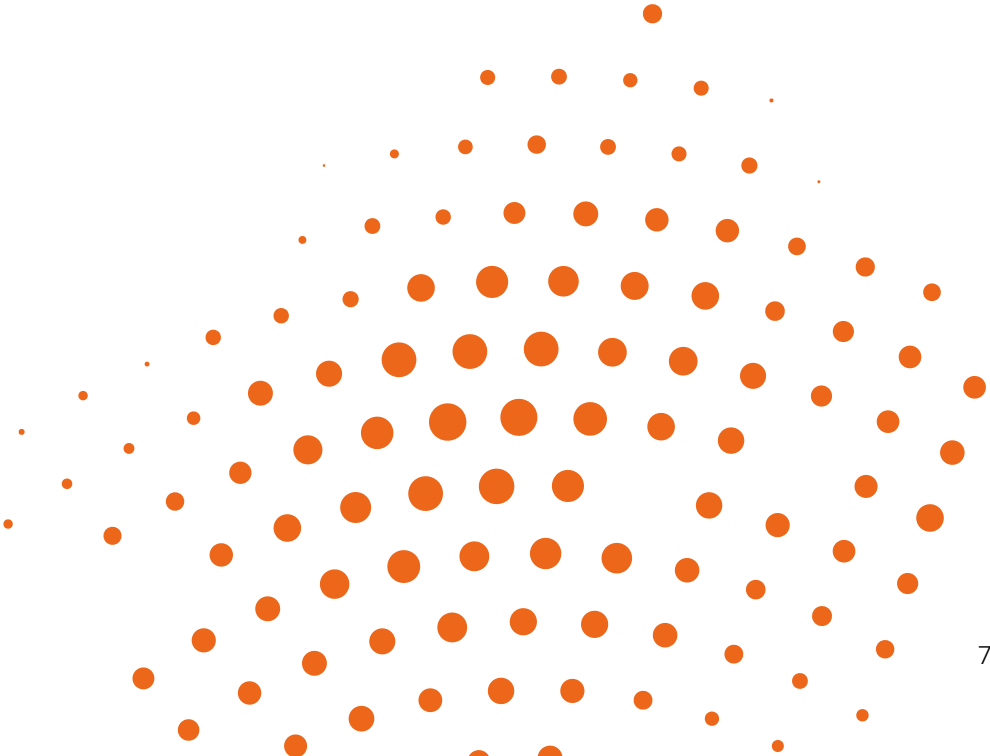
EXECUTIVE SUMMARY

Internal displacement was first recognized as an issue of international concern by the United Nations (UN) Commission on Human Rights in 1991. Over the following 30 years, the UN Secretary-General's appointment of a dedicated high-level advocate for internally displaced persons (IDPs) in 1992 sparked the development of the 1998 Guiding Principles on Internal Displacement (Guiding Principles), which in turn became the legal reference for an expansive set of normative standards, frameworks and guidance at the global, regional and national levels. Notably, by August 2020, at least 80 countries were known to have developed over 25 laws and 60 policies related to internal displacement.

Despite this significant progress, countries around the world are grappling with the immediate and long-term impacts of internal displacement. In 2019, an estimated 24.9 million people were newly displaced by disasters with an additional 8.5 million people displaced by conflict and violence. By the year's end some 50.8 million people were still internally displaced, including 45.7 million people from conflict and violence, the highest number ever recorded. The upward trend shows no sign of abating, with challenges such as climate change, poverty, rapid unplanned urbanization, and the COVID-19 pandemic likely to further undermine displaced persons' capacity to rebuild their lives.

In 2018, the Guiding Principles celebrated their 20th anniversary (GP20). Following a call from the UN General Assembly to mark the occasion, in 2017 the UN Special Rapporteur on the human rights of IDPs (Special Rapporteur) launched the GP20 Initiative, a three-year, multi-stakeholder platform that focused on preventing, reducing and resolving internal displacement, irrespective of the cause. In 2018, the GP20 Plan of Action for Advancing Prevention, Protection and Solutions for IDPs 2018-2020 (GP20 Plan of Action) was launched with the goal to invigorate and reinforce strategic and collaborative multi-stakeholder dialogue, action and resources at national, regional and global levels.

The GP20 Plan of Action focused on four interconnected areas of work: i) IDP participation, ii) national law and policy, iii) data and analysis, and iv) protracted displacement and supporting durable solutions. In particular, the GP20 Initiative promoted country-level implementation of the Guiding Principles and other international standards by seeking to bring together national and local authorities, IDPs, displacement-affected communities, UN entities, non-governmental organizations (NGOs), the International Red Cross and Red Crescent Movement, academia, development finance institutions, human rights bodies, the private sector and other key experts. The GP20 Initiative also sought to identify and build upon innovative approaches to improving national responses to internal displacement, particularly joint efforts by States, the international community and domestic partners, including IDPs themselves.

This compilation of practices on preventing, addressing and resolving internal displacement presents insights, lessons, and conclusions with respect to the GP20's four priority areas, drawing on 22 case studies shared during the GP20 Initiative. It provides examples of how actors have sought to tackle key challenges, particularly in the following areas:

i. Achieving sustained political will amongst relevant government authorities at all levels to address internal displacement;

ii. Establishing government leadership and clearly designated roles and responsibilities across line ministries and at all levels of government;

iii. Building effective partnerships and coordinated approaches between Governments, international actors, and civil society;

iv. Ensuring adequate data to inform responses and monitor progress towards durable solutions;

v. Effectively engaging IDPs, displacement-affected communities, and persons at risk of displacement;

vi. Meeting IDPs' needs at scale, particularly with respect to programmes seeking to prevent and find durable solutions to displacement that include livelihoods, housing, land and property, and social cohesion elements;

vii. Anticipating the future impacts of climate change on population movements; and

viii. Securing sufficient and flexible financial resources, particularly when faced with competing priorities.

Key Findings

Around the globe, responses to internal displacement are gradually shifting in seemingly small ways that could significantly impact how internal displacement is conceptualized and addressed in the future. Given the high number of IDPs worldwide, innovative approaches, building on the lessons learned to date, are needed to overcome the persistent challenges that repeatedly emerged throughout the practices presented in this report.

The GP20 compilation demonstrates that many States are taking their responsibility to protect IDPs seriously, working in collaboration with international and local partners. Through IDP laws and policies, States are designating roles and responsibilities across line ministries and at all levels of government to ensure comprehensive approaches to preventing, addressing and finding solutions to internal displacement, regardless of the cause. IDPs and displacement-affected communities are recognized and respected for making valuable contributions to the development and implementation of laws, policies and programmes related to internal displacement. The compilation also highlights how factors such as better quality data on internal displacement, the incentive to be seen as an international and regional leader, international expert technical support, adequate financing

and advocacy campaigns can help build and sustain political will to address and resolve internal displacement.

IDP protection, by definition, is national protection and, as such, must be provided by government authorities in exercising good governance for their citizens and habitual residents who are displaced. Reconceptualizing IDPs as "citizens with displacement specific needs," as opposed to displaced people with humanitarian protection and assistance needs, reinforces the notion of the State's primary responsibility to protect IDPs' rights as members of the country's citizenry. Encompassing nationals of the country as well as stateless persons or long-time residents who are part of a country's regular population, the notion recognizes IDPs' rights alongside their agency as contributing members of the community. It also emphasizes that displacement is a governance issue that extends beyond humanitarian assistance to encompass development and, in some contexts, peacebuilding efforts. This may help shift thinking about how to build IDPs' self-reliance and address their needs more quickly through existing government policies, programmes and services.

To this end, emerging practices highlight the potential of State-led, where possible, multi-stakeholder coordination aimed at securing a shared vision and strategy for how to avoid, address and find durable solutions to internal displacement. This integrated approach may not work everywhere. However, for those States committed to resolving existing internal displacement and preventing future displacement, the practices featured in this compilation show that addressing internal displacement is simply good governance.

That said, further attention is required to identify and develop innovative practices related to: i) protecting IDPs in the most insecure and politically sensitive protection situations; ii) restoring livelihoods; iii) housing, land and property solutions; iv) collaboration with the private sector and international financial institutions to achieve equitable development; and v) financing for preventing and finding solutions to internal displacement.

Country Examples and Recommendations

Over the past three years, the GP20 Initiative has garnered active participation among States and other actors to discuss and share experiences about responding to internal displacement. Looking to the future, there are many positive aspects upon which to build. With respect to the four GP20 priority activities, the following key findings and recommendations are drawn from the compilation examples.

Somalia. Kismayo community representatives identifying priority projects during a 5-day community consultation process.
© IOM/UN-Habitat Somalia | 2018

Priority Area 1: IDP participation

Active community participation cannot be assumed or taken for granted. Successful engagement requires taking **conscious steps to gradually build the trust and support** of community members, grounded in knowledge and the language of the specific community. When consulted effectively, IDPs, displacement-affected communities and people at risk of displacement **can improve and refine laws and policy frameworks and operational programming**. For example, in Somalia, local authorities consulted IDPs and displacement-affected communities and developed together Community Action Plans to prioritize their needs.

Each **community consultation process should be adapted to the local political context**, taking into account power relationships, including at micro level, and assessing which consultation or data collection methods will produce the best opportunities for different stakeholders and groups to share their opinions and expertise. The selection of facilitators and enumerators also impacts the quality of participation. IDPs should be considered as candidates for those roles, as was done in the El Fasher profiling exercise in Sudan that trained and employed IDP youth as enumerators. Community engagement should also include steps to share the outcome or ensure ongoing participation in the process.

Diverse mechanisms can be used to facilitate community engagement, including focus group discussions, formal and informal community meetings, household surveys, telephone hotlines, online platforms, interactive radio programmes and free smartphone apps. Participatory methods can also tap into communities' knowledge and capacities by building upon local cultural practices,

leadership and governance mechanisms, ideally instilling a greater commitment to the results of the process, whether it be a law or implementing an area-based project. However, additional steps may be required to avoid reinforcing the social exclusion of women and other marginalised groups. In Fiji, for example, the Government complimented village level, traditional "*talanoa*" dialogues on the Planned Relocation Guidelines with focus group discussions where women, children and youth could openly express themselves and be heard.

IDPs and displacement-affected communities may **accrue other benefits through participation**, such as greater community trust, reduced intra-community tensions, strengthened data collection and analysis skills, and ownership of the process and its results. Lastly, supporting IDP participation includes **facilitating IDPs' right to vote and stand for election** during displacement, validating their rights as legal citizens or habitual residents, as relevant.

States

- Ensure **IDPs, displacement-affected communities, and people at risk of displacement have opportunities to meaningfully engage and participate** in all stages of processes and decisions that affect them.

- Engage IDP and displacement-affected communities to **refine operational programming and identify solutions** for addressing IDPs' protection and assistance needs, such as through the use of participatory area-based programming, community capacity mapping, and workshops to analyse findings.

- Use **local languages** and participatory methods that **reflect local cultural practices, capacities, leadership and governance mechanisms**, taking steps to ensure the inclusion of women and marginalized groups.

- **Build trust** by using clear, jargon-free language and culturally appropriate communication tools that tap into local knowledge, institutions and support networks.

- **Select facilitators and enumerators that community members trust,** including, when appropriate, IDPs themselves.

- **Establish simple mechanisms for feedback and timely information** to IDPs about their rights and service delivery, such as the use of a free mobile phone app with updated information or a telephone support line.

- **Ensure IDPs, as legal citizens or habitual residents, can maintain their right to vote and stand for election** during displacement.

Fiji. In 2014, the village of Vunidogoloa was relocated to safer ground due to the effects of climate change.
© Ministry of Communications, Department of Information, Fiji

Priority Area 2: National law and policy on internal displacement

The experiences of Fiji, Niger, South Sudan, and Vanuatu underscored the importance of a **government's sustained commitment** to the long process of developing, adopting and ultimately implementing national laws and policies addressing internal displacement. Although political will is inevitably shaped by a complex set of factors, these States were motivated to develop laws and policies to **solve their internal displacement-related challenges, comply with international and regional commitments, and be seen as global leaders**. **Timely visits and advice** provided by internal displacement experts, such as the Special Rapporteur or pre-eminent independent experts, and participation in **international processes**, such as the GP20 Initiative, further reinforced the importance of national efforts. **Commitment on the part of individuals** also mattered. In Niger, for example, the personal commitment of the lead Minister and the international expert helped maintain political momentum and a smooth coordination process for the adoption of the national IDP law. In Ukraine, a multi-year advocacy campaign on IDPs' electoral rights helped build political support to change national electoral laws.

Exhaustive legal reviews conducted early in the process provide a strong foundation for building wide support and understanding about why a law or policy is needed, using **open, inclusive processes** that include IDPs and displacement-affected communities. For instance, the Government of Niger formed an inter-ministerial steering committee responsible for overseeing the drafting of the IDP bill and hosted multi-stakeholder workshops that included IDPs. Effective **harnessing**

of international and local technical expertise and support also contributed to the development of national IDP laws and policies, particularly in the form of an international legal expert. Action at the local level can also usefully inform and guide the development of national strategies and legislation, building on practical realities, challenges, and solutions faced by local governments and IDPs. In Ukraine, for instance, national legislation extending temporary housing programmes to include IDPs was adapted based on the City of Mariupol's experience of so doing.

Governments adopted and adapted **concepts, definitions and terminology that resonated in each context, aligned with international standards, to help facilitate ownership** of the resulting law or policy. Fiji's Planned Relocation Guidelines, for instance, use a "hybrid legal approach" rooted in international environmental, human rights and migration law alongside national Fijian legislation and traditional customary law ("*kastom*") that governs local communities in Fiji. In many instances, national laws and policies on internal displacement have proven advantageous for **clarifying the roles and responsibilities and allocating the necessary budget allocations** of different departments and levels of government to ensure a coordinated, integrated government response to internal displacement. IDP laws and policies also need to be viewed as just one element of a suite of mutually reinforcing government frameworks, tools and mechanisms that, together, can protect and strengthen the resilience of at-risk or displaced communities and persons. However, **even in the absence of IDP-specific laws**, the examples of Honduras and the Philippines illustrate how government institutions can still safeguard IDPs' rights by exercising their mandated institutional responsibilities for the general population enshrined in national law.

States

— Intensify efforts **to develop, adopt and implement laws and policies on internal displacement, including in disaster and other relevant contexts,** that ensure full respect for IDPs rights, as set out in the Guiding Principles on Internal Displacement and other relevant international legal instruments, including the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention).

— **Adopt and adapt existing concepts, definitions and terminology that resonate in each context,** aligned with international standards, to help facilitate ownership of the resulting law or policy.

— **Integrate, as relevant, internal displacement-related issues within existing laws and policies**, including those related to development, land management, climate change and disaster risk reduction.

— Ensure processes to develop IDP laws and policies begin with an **exhaustive legal review and use an open, consultative process** that includes IDPs and wider displacement-affected communities.

— Ensure laws and policies **clearly designate roles and responsibilities for internal displacement**, accompanied by the **necessary financial and human resources** to develop and implement programmes for IDPs and displacement-affected communities, including at the local level**.**

International organizations, NGOs and civil society

— **Expand and increase awareness of international and national expertise and technical support on internal displacement law and policy** to assist States in the development or revision of relevant laws and policies to ensure effective protection, assistance and durable solutions for IDPs.

Honduras. Exchange of information between CARITAS and the Property Institute of Honduras.
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Priority Area 3: Data and analysis on internal displacement

Data is a powerful tool for **identifying and understanding displacement-specific needs and for informing a shared understanding about the actions needed to address them**, particularly with respect to durable solutions. For example, a 2016 comprehensive internal displacement profiling in Mogadishu, Somalia resulted in an agreed-upon evidence base clarifying IDPs' specific needs as compared to non-displaced persons[1]. This enabled federal and local government authorities to work with humanitarian and development partners to shape a common roadmap for durable solutions.

International actors can **build and enhance States' data collection and analysis capacity at different levels of government** in various ways. For example, the Intergovernmental Authority on Development (IGAD) and the World Bank are supporting the Government of Somalia's National Statistics Bureau to develop a consolidated national system for collecting and analysing displacement-related data. In Indonesia, the Government and UN Development Programme (UNDP) provide villages with data collection and management tools that inform short and long-term district-level budgeting and assistance delivery. **Pre-emptive data collection and analysis in disaster contexts** can help governments mitigate the conditions that lead to displacement and avoid and prepare for negative displacement impacts. The Government of the Philippines' Disaster Vulnerability Assessment and Profiling Project (DVAPP) pilot project supported by the International Organization for Migration (IOM) identified vulnerable families living in hazard-prone, geographically isolated areas in northern Luzon that face high levels of disaster displacement risk, which enabled local authorities to pre-register families and stockpile goods. **Peer to peer learning and exchange** can also have significant benefits.

As country **operations shift toward durable solutions programming**, governments and international actors can **draw on and adapt existing international frameworks and tools** to gather and analyse the information required by humanitarian, development, peacebuilding and stabilization workstreams, filling remaining data gaps as required. In protracted situations, understanding the underlying reasons why IDPs still face specific needs related to their displacement requires closely assessing each context to identify the social, political and economic realities. **Measuring and monitoring how IDPs are progressing towards a durable solution begins with having a common set of indicators,** drawn for example from the Interagency Durable Solutions Indicators Library or a national framework, that can be adapted to the specific context of the place where IDPs decide to pursue a durable solution. In particular, research in Somalia, Iraq and Sudan has highlighted that the IASC Framework for Durable Solutions does not entirely capture issues related to **social cohesion, personal aspirations, or subjective feelings** about belonging, which are critical for ultimately achieving durable solutions. In Iraq, a study on protracted displacement used indicators from migration and refugee Inter-Agency Standing Committee (IASC) frameworks, and social cohesion and fragility frameworks.

Once agreed upon, **indicators can be monitored through various mechanisms**, such as through long-term studies that include household surveys to assess progress. However, because achieving durable solutions is a process of progressively reducing specific needs associated with displacement, rather than a one-time physical movement, approaches to data collection may also need to evolve and adapt, using the most relevant systems and indicators for measuring durable solutions as IDPs' situations change.

Coordinating data collection and analysis, including longitudinal and comparative data and analysis, is also an integral component of joint programming to achieve collective outcomes, particularly related to durable solutions. Having a shared vision about a joint project's overall objectives is particularly critical at the methodological design stage for data collection and monitoring to understand why specific sets of data are needed, such as which indicators best reflect a particular project's theory of change. **Longitudinal and**

comparative data and analysis on displacement, complemented by mapping how the IASC Durable Solutions Framework corresponds to the UN Sustainable Development Goals, have enabled partners in Somalia working on durable solutions to **engage development actors** in a dialogue about "displacement as an impoverishment factor." Finally, national and local-level coordination mechanisms, like the Durable Solutions Working Group in Somalia, enabled operational partners to **share their methodologies and findings** with the Government, amplifying the impact of operational data and analysis for use in advocacy, policy development, and operational programming on durable solutions. The Government of Somalia also adapted the Collective Outcomes Monitoring Framework to create a Durable Solutions Performance Matrix that includes common indicators related to durable solutions.

Even the availability of timely, relevant and quality data and evidence is not, of itself, sufficient to ensure that action is taken. Effective support to fully address internal displacement relies on a State's commitment, such as by including internal displacement within national statistical systems. Uncoordinated and duplicated data collection and analysis can also complicate efforts to prioritize the most important actions needed to help IDPs improve their lives. **Data is more likely to be used when actors develop it together, ideally under government leadership**, building a common understanding of its purpose and creating shared ownership.

States

— Conduct **regular, longitudinal IDP-related data collection and analysis,** in both disaster and conflict situations, to **document new displacement** and **monitor IDPs' progress toward durable solutions over time**.

— Implement the **International Recommendations on IDP Statistics (IRIS),** developed by the Expert Group on Refugee and IDP Statistics (EGRIS) and endorsed by the UN Statistical Commission (UNSC), requesting international expertise and assistance as required.

— Ensure **data collection and analysis systems begin with common definitions and are interoperable amongst all government entities and partners** to inform IDP-related planning and response activities from prevention to resolution of internal displacement, **building on and adapting existing tools.**

— Invest in **pre-emptive data collection and analysis systems to assess and plan for potential disaster displacement,** such as by identifying communities facing high levels of disaster displacement risk.

— Develop **system to ensure that diverse sets of data and analysis support the development and implementation of laws, policies, strategies and programmes**, such as through a Collective Outcomes Monitoring Framework that provides common indicators related to durable solutions.

International organizations, NGOs and civil society

— Offer **technical expertise on IDP data collection and analysis, avoiding duplication,** to support States' efforts to build or enhance national and local capacity.

— Ensure **datasets, standards, concepts and indicators are harmonized and comparable,** such as by using common indicators from the Interagency Durable Solutions Indicator Library, **as an integral component of joint programming on internal displacement** across humanitarian, development and peacebuilding workstreams at project, sub-national and national levels.

— Develop **baseline and longitudinal studies on IDPs and displacement affected communities** to help understand progress towards and potential barriers to achieving durable solutions.

— Develop studies, complementing national efforts, that **compare IDPs with non-displaced community members** to understand the severity and impact of displacement.

— **Build on and adapt existing data collection and analysis tools to reflect changing operational needs,** such as by identifying the most relevant systems and indicators for measuring durable solutions as IDPs' situations evolve.

International and bilateral donors

— Ensure that funding for data related activities **incentivises coordination and requires a clear plan for how the data will inform operational and policy responses** to internal displacement.

Mozambique. Jose repairs his fishing net in front of his home. He and his family are still internally displaced after Cyclone Idai destroyed their property in 2019. He returns to fish to make ends meet.
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Priority Area 4: Protracted displacement and supporting durable solutions

The compilation examples underscore the fact that **no single settlement option will suit all IDPs**. Some may wish to return, while others may prefer to locally integrate or relocate to another part of the country. Durable solutions need to be facilitated wherever IDPs choose to rebuild their lives. For some countries, like Ethiopia and Honduras, the process for finding durable solutions to internal displacement began with the Government, supported by international actors, simply **naming and systematically mapping displacement** as a phenomenon, whether it be related to conflict, disasters, generalized violence or human rights abuses.

Growing recognition about the challenges associated with protracted displacement have led to efforts to **avoid displacement and protracted situations** in the first place, such as through early action measures in Mongolia using the International Federation of the Red Cross (IFRC) Forecast-based Financing (FbF) model that released assistance before severe winter storms hit, informed by scientific information and community assessments.

The compilation highlights **innovative pilot projects using area-based approaches** to work toward durable solutions for IDPs. These projects **join humanitarian, development and peacebuilding programming** by addressing IDPs' specific needs while also meeting the needs of the wider displacement-affected community. For example, Somalia's *Midnimo* project, a joint project between IOM, UNDP and UN-Habitat, sought to strengthen local governance, find durable solutions for IDPs and refugee returnees, and improve social cohesion through integrated humanitarian, development and peacebuilding programming.

Experimental programmes show promise in tackling the **perennial complexities of housing, land and property issues** related to internal displacement, particularly in urban areas. For instance, while IDPs in Ukraine were granted priority access to pre-existing social housing programmes, recognizing that they were members of the community with displacement-specific needs, actors in Somalia explored experimental approaches to urban planning to find housing options at scale for thousands of IDPs. However, while housing solutions can contribute to unlocking protracted displacement, these examples also highlight that restoring IDPs' right to access to housing requires significant political will, time and financing.

Government leadership on durable solutions thus requires multiple levels of government support across diverse areas of responsibility. Supporting durable solutions can span local-level disaster response planning and area-based development plans to protecting voting rights, as well as developing a national registry of abandoned property. For example, in Somalia, the Government has a Durable Solutions Unit within the Ministry of Planning, Investment and Economic Development, complemented by a National Durable Solutions Secretariat, that brings together 14 government entities, including the Office of the Prime Minister. These coordination bodies seek to ensure that durable solutions policies, strategies and programmes

IDPs are coordinated and integrated within Somalia's National Development Plan, the National Social Development Road Map, and other relevant instruments.

Ideally, planning on durable solutions should be State-led and jointly coordinated between the Government and the international community to develop a shared evidence base and vision and common indicators when developing national and local IDP plans and strategies. Coordination between sub-national and local authorities and the international community is also important to finding durable solutions. For example, the Durable Solutions Initiatives underway in Somalia and Ethiopia include the respective Government, UN, bilateral and multilateral donors, international financial institutions, and NGOs, and coordinate action at both national and sub-national levels. The experiences in Ethiopia, Iraq, Somalia, and Sudan demonstrate how **the international community, under the leadership of UN Resident Coordinators, is coordinating its support to States**. In particular, the Resident Coordinators in these countries have **dedicated capacity on internal displacement** and support national and sub-national Durable Solutions Working Groups that bring together humanitarian, development and peace workstreams. Even in the absence of government participation, these multi-stakeholder forums allow international and local actors to **develop a shared vision and common indicators for achieving durable solutions** for IDPs that can be addressed across the workstreams, such as through Humanitarian Action Plans and Sustainable Development Framework Agreements.

However, the compilation also highlights the very real **challenges of pursuing durable solutions amidst political insecurity and uncertainty**. In particular, securing **adequate and sustained levels of financing** to support durable solutions was difficult in many countries, although examples like Fiji's Climate Relocation of Communities Trust Fund and IFRC's Forecast-based Financing mechanism are promising developments.

States, international organizations, NGOs and civil society

— Recognize and support **IDPs' right to choose between three pathways to finding a durable solution** (return, local integration and relocation elsewhere in the country), noting that in many protracted situations, local integration or relocation may be IDPs' preferred option, particularly in urban areas.

— Actively support and participate in **State-led, wherever possible, multi-stakeholder coordination and joint programming on durable solutions** to develop a shared evidence base, strategy and common indicators when developing national and local IDP plans and strategies.

— Consider how **reconceptualizing IDPs as "citizens with displacement-specific needs"** could improve the response to internal displacement and avoid creating parallel assistance structures, ensuring that IDPs' rights are fully protected.

— **Integrate internal displacement within all relevant strategy and planning documents,** including national development plans, Sustainable Development Cooperation Frameworks, peacebuilding strategies, strategies related to

climate change and disaster risk reduction, and urban development plans, using **"durable solutions markers" in development programming and "resilience markers" in humanitarian programming** to bridge humanitarian and development workstreams.

— Continue to develop **innovative, area-based responses to address internal displacement at-scale** that protect IDPs' rights and re-establish IDPs' self-reliance, such as by **integrating IDPs in existing service systems** as quickly as possible to avoid parallel systems when feasible.

— Anticipate **prolonged displacement**, particularly in disaster contexts, including the reality that return may never be possible.

International organizations, NGOs and civil society

— **Clarify the role of the UN Resident Coordinator's Office** in coordinating the international community's support for durable solutions to internal displacement at the national level.

— Create systems that **identify and engage the comparative advantage and expertise of each entity across all relevant workstreams** to support Government responses to internal displacement, regardless of the cause, in terms of providing technical expertise, programmatic responses and innovative financing solutions.

— Explore possibilities for **establishing a standing international forum on internal displacement** for States, UN entities, I/NGOs, international financial institutions, donors and other actors to continue to share their challenges, achievements and priorities.

International and Bilateral Donors

— Encourage and participate in **State-led, wherever possible, multi-stakeholder coordination and joint programming on durable solutions** to internal displacement, **providing financial and technical support in the assessment and planning phases** as an integral part of bilateral engagement in displacement contexts.

— Develop **anticipatory, multi-year, flexible funding** mechanisms, such as Multi-Partner Trust Funds, to support the implementation of internal displacement programming that engages the humanitarian-development-peace nexus to ensure effective protection and assistance for IDPs, resolve existing displacement and avoid future displacement.

— Support and implement the **Organisation for Economic Co-operation and Development's Development Assistance Committee Recommendation on the Humanitarian-Development-Peace Nexus** with respect to IDP-related programming.

I. INTRODUCTION

Internal displacement was first recognized as an issue of international concern by the United Nations (UN) Commission on Human Rights in 1991.[2] Over the following 30 years, the UN Secretary-General's appointment of a dedicated high-level advocate for internally displaced persons (IDPs) in 1992[3] sparked the development of the 1998 Guiding Principles on Internal Displacement[4] (Guiding Principles), which in turn formed the legal foundation for an expansive set of normative standards, frameworks and guidance at the global,[5] regional[6] and national level. Notably, by August 2020, at least 83 countries were known to have developed 27 laws and 61 policies related to internal displacement.[7]

UN system-wide reforms have also recognized internal displacement as a critical operational issue deserving greater attention. In 2002, the General Assembly emphasized the "the central role of the Emergency Relief Coordinator for the

inter-agency coordination of protection of and assistance to internally displaced persons",[8] particularly through the Inter-Agency Standing Committee (IASC) chaired by the Emergency Relief Coordinator. The 2005 humanitarian reform, triggered by the inadequate protection of IDPs and civilians at risk in conflict, led to the creation of the IASC cluster system that assigns sectoral leads to improve predictability, accountability and partnership in situations of internal displacement as well as in all types of humanitarian emergencies. The 2016 World Humanitarian Summit reaffirmed this commitment to addressing internal displacement, with the UN Secretary-General setting the goal of reducing internal displacement by 50 per cent by 2030.[9] Recognizing displacement as a complex development challenge, UN Member States pledged, in the 2030 Agenda for Sustainable Development, to "leave no one behind", including IDPs.[10] The Food and Agriculture Organization (FAO), the UN Development Programme (UNDP), and the World Bank, amongst other development actors, have also addressed displacement in coordination with humanitarian organizations.[11] Internal displacement has also been increasingly recognized as a relevant issue for the fields of disaster risk reduction,[12] climate change, and urban planning.

Despite this significant progress, countries around the world are grappling with the immediate and long-term impacts of internal displacement related to conflict, disasters and human rights abuses. In 2019, an estimated 24.9 million people were newly displaced by disasters, with an additional 8.5 million people displaced by conflict and violence. By the year's end, some 50.8 million people were still internally displaced, including 45.7 million people from conflict and violence, the highest ever recorded.[13] An additional unknown number of people are displaced every year by development projects,[14] a cause of displacement recognized in the Guiding Principles and the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention). Millions of other displacements are not systematically captured, including those caused by land grabs, criminal violence and slow-onset disasters caused by drought. The upward trend shows no sign of abating as projections dictate that climate change could uproot over 143 million people in Sub-Saharan Africa, South Asia, and Latin America alone by 2050.[15] Challenges such as poverty, rapid unplanned urbanization, and the COVID-19 pandemic further undermine displaced persons' capacity to rebuild their lives. Governments face tough choices about the most effective way to protect and assist IDPs amidst competing priorities and financial, operational, and political constraints. Similarly, intergovernmental organizations, donors, international financial institutions, NGOs, the private sector and other actors are seeking to improve the impact of their support to States and IDPs in situations where needs often exceed available resources.

In 2018, the Guiding Principles celebrated their 20th anniversary (GP20). Following a call from the UN General Assembly to mark the occasion,[16] in 2017 the UN Special Rapporteur on the human rights of IDPs (Special Rapporteur) launched the GP20 Initiative, a three-year, multi-stakeholder platform that focused on preventing, reducing and resolving internal displacement, irrespective of the cause.[17] In 2018, participants agreed upon the GP20 Plan of Action for Advancing Prevention, Protection and Solutions for IDPs 2018-2020 (GP20 Plan of Action) with the goal to invigorate and reinforce strategic and collaborative multi-stakeholder dialogue, action and resources at national, regional and global levels. The GP20 Plan of Action focused on four interconnected areas of work:

1. IDP participation

2. National law and policy on internal displacement

3. Data and analysis on internal displacement

4. Addressing protracted displacement and supporting durable solutions

In developing specific objectives for each issue (see Section III below), the Plan of Action recognized that strategic, coordinated multi-stakeholder action addressing internal displacement requires concerted action across all four areas, each reinforcing the others.

In particular, the GP20 Initiative promoted country-level implementation of the Guiding Principles and other international standards by seeking to bring together national and local authorities, IDPs, displacement-affected communities, UN entities, NGOs, the International Red Cross and Red Crescent Movement, academia, development finance institutions, human rights bodies, the private sector and other key experts. The GP20 Initiative also sought to identify and build upon innovative approaches to improving national responses to internal displacement, particularly joint efforts by States, the international community and domestic partners, including IDPs themselves. Its main activities included regional State-to-State exchanges, round-table discussions, Steering Group meetings dedicated to thematic issues and webinars.[18] Country-level partners carried out numerous GP20 activities, some of which were captured in the GP20 newsletters.

The Office of the UN High Commissioner for Refugees (UNHCR) and the UN's Office for the Coordination of Humanitarian Affairs (UN OCHA) served as co-chairs of the informal GP20 Steering Group, comprised of Member States, NGOs, UN entities and the World Bank, to oversee the process. The Special Rapporteur acted as Special Adviser to the Steering Group. Upon the invitation of IOM, OCHA, UNDP and UNHCR principals, over 30 UN Resident Coordinators nominated GP20 focal points in their offices to encourage and support country-level GP20-related activities. Numerous other country-level partners were also engaged throughout. A GP20 Coordinator hosted at UNHCR in Geneva provided substantive and coordination support for the Initiative.

This compilation of practices on preventing, addressing and resolving internal displacement presents insights, lessons, and conclusions with respect to the GP20's four priority areas, drawing on 22 country case studies shared during the GP20 Initiative. It also serves as the GP20 Initiative's main substantive contribution to the UN Secretary-General's High-Level Panel on Internal Displacement, established in 2019 to "raise international attention to the issue of internal displacement and its impact and prepare a report to the UN Secretary-General with concrete and practical recommendations to Member States, the United Nations system, and other relevant stakeholders".[19]

II. METHODOLOGY

The examples presented in this GP20 Compilation are limited to those practices featured in GP20 Steering Group meetings, roundtables, webinars and regional exchanges from 2018 to 2020.[20] Practices were selected to provide a geographically diverse set of examples in a variety of displacement contexts that met the following criteria:

– Implemented by national or sub-national government authorities or in support of a government priority on internal displacement;

– Led to an improvement in the situation of IDPs or the prevention or response environment;

– Sought progress in at least two of the four GP20 thematic priorities (law and policy, IDP participation, protracted displacement/durable solutions and data);

- Included at least two partners from different constituencies (e.g., government, NGO, UN, International Committee of the Red Cross (ICRC)/International Federation of the Red Cross (IFRC), humanitarian, development, human rights, peacebuilding, IDPs) working together to design and/or implement the practice, project or initiative;

- Sufficient documentation and/or key informants to interview to adequately report on the experience and extract lessons learned;

- Sufficient passage of time to generate lessons learned about the country example and its impact on the response environment and/or the situation of IDPs.

In consultation with other country-level stakeholders, GP20 focal points at national and global level identified potential examples for the compilation that most exhibited the criteria above. Proposals, which included background materials and names of key informants, were shared with the GP20 Coordinator for review and additional research to determine if the practices met the selection criteria. In total, the compilation includes detailed descriptions of practices in 16 countries (Afghanistan, Ethiopia, Fiji, Honduras, Indonesia, Iraq, Mongolia, Nepal, Niger, Nigeria, the Philippines, Somalia, South Sudan, Sudan, Ukraine, and Vanuatu). While most examples presented in the compilation meet the criteria, a few examples (e.g., Ethiopia's Durable Solutions Initiative, Somalia's land value capture research, and Ukraine's rent to own housing model) highlight promising nascent practices still under development that provide insight into how internal displacement could be addressed in the future.

Once examples were selected, research and analysis of the compilation report was led by a consultant working with the GP20 Coordinator, with additional research on practices related to IDP participation and data conducted by consultants based at IOM. The research relied on a desk review of publicly available documentation on the Internet and additional documentation shared by GP20 partners at country-level, as well as semi-structured, one-hour informant interviews with key stakeholders. Informants subsequently reviewed written drafts of the examples and, in some cases, participated in additional interviews and e-mail exchanges to clarify details and conclusions.

The GP20 Coordinator, in consultation with an informal advisory group comprised of key GP20 operational partners,[21] was then responsible for ensuring that the GP20 Special Adviser, IDP experts[22] and Member State representatives reviewed the final drafts. In situations where government authorities were not available for an interview regarding their respective country example, the draft text was shared for review by GP20 country-level focal points with relevant authorities or by the GP20 Coordinator with Permanent Missions to the UN Office at Geneva. The advisory group was similarly consulted on the finalization and presentation of the overall report. The GP20 Communications Working Group advised and assisted with the compilation's design, launch and dissemination.

The report has methodological limitations. Examples emerging through the GP20 Initiative reflect the GP20 Plan of Action priority areas and information shared by GP20 partners. While every effort was made to develop and review the examples with key stakeholders at the country level, including government representatives,

time and resources did not allow the consultants to visit the countries. Travel restrictions related to COVID-19 also limited possibilities to systematically include the IDPs' perspectives on the practices. Thus, the compilation does not purport to capture a definitive selection of the best national responses, nor does it address all thematic issues relevant to internal displacement. Finally, the general conclusions drawn from the collection of practices are also limited given that the research process lacked an opportunity to discuss and develop the findings through a multi-stakeholder, consultative process due to time and resource constraints.

Even so, viewed collectively, the examples reveal opportunities and trends that warrant further reflection and investigation to address existing and future challenges. All the lessons and recommendations discussed in this document should be understood and pursued in full compliance with existing international law, standards and guidance.[23]

Ukraine. Internally displaced and desperate for a steady income, Tatiana hit on the idea of buying diapers over the Internet and selling them on for a small profit. The business collapsed when her supplier took the money and never provided any goods. "That was my point zero...I somehow managed to collect myself. I received social payments and invested them in hygiene items for sale. Now I run two shops."
© IOM Muse Mohammed | 2018

III. REVIEW OF THE GP20 PRACTICES

Innovative approaches to improving national responses to internal displacement are underway in many countries, increasingly implemented through joint efforts between States, the international community and domestic partners, including IDPs themselves. This chapter provides an overview of the challenges, lessons learned, and conclusions from case studies selected for this compilation with respect to the GP20's four priority areas. It reflects on what these practices mean in terms of the future direction of comprehensive protection and assistance for internally displaced persons (IDPs) and concludes with a set of recommendations for States and other relevant actors.

3.1 Practices and GP20 priorities

The diverse country-level experiences described in the compilation provide a number of broad lessons learned with respect to the GP20 Plan of Action's four priority areas:

i. IDP participation;
ii. national law and policy on internal displacement;
iii. data and analysis on internal displacement;
iv. and protracted displacement and supporting durable solutions.

This section begins with an overview of some of the common challenges that countries encountered while addressing internal displacement, followed by examples of how actors sought to tackle these challenges.

3.1.1 Challenges

One of the most common challenges in the country examples was how to **achieve sustained political will amongst relevant government authorities at all levels to address internal displacement.** In the case of Iraq, actors found themselves faced with the assumption that all IDPs would safely return home with the cessation of hostilities. Government authorities were reluctant to consider alternative avenues for durable solutions, even though the evidence indicated that a large number of IDPs did not want to return, while others who had sought to return subsequently moved again after facing inadequate living conditions or a hostile reception in their places of origin. In the case of Niger, the principal challenge in developing a national IDP law was sufficiently engaging all the key actors to ensure that the law represented a multi-sector approach, both at the national and local level. Prior to the law, IDPs, while recognized as Nigeriens who had the same rights as other citizens, were not widely identified as a specific group with specific needs. Trafficking victims, migrants, refugees and IDPs were all loosely described as "displaced." Consequently, some national actors expressed doubts about the need to transpose the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) into Nigerien law, arguing that ratification in April 2012 was sufficient. Others expressed concern that a new law created the risk that IDPs would be granted new rights that the country could not adequately uphold.

Broader political issues can also impact political will to address internal displacement. In 2019, the Government of South Sudan completed the process of drafting "The Protection and Assistance to Internally Displaced Persons Act 2019." However, in May 2020, the draft IDP law was still pending review by the Ministry of Justice, with its ultimate passage being complicated by its linkage to the peace

process in South Sudan. In the case of Sudan, a local government official blocked the final validation of the El Fasher durable solutions profiling findings with the communities, even though national authorities had endorsed the process. Political realities between national and sub-national authorities during this period also hindered the potential drafting of a national durable solutions strategy.

Relatedly, ensuring an effective response to internal displacement can be hindered by the need to **establish government leadership and clearly designated roles and responsibilities across line ministries and at all levels of government.** In Ethiopia, Somalia and Sudan, governments faced coordination challenges across ministries and at the sub-national levels, given the diverse approaches and understandings about how to support durable solutions for IDPs. Similarly, a major eruption of Indonesia's Mount Merapi volcano affected over 300 villages, destroying some. Communities more than 10 kilometres from Merapi's summit were less prepared[24] and sustained more deaths, particularly because they lacked designated evacuation sites for people and their cattle.[25] It took some village leaders two to three weeks to locate scattered and separated community members in the absence of systems to identify IDPs and track their movements. Finally, in Honduras, where the dispossession of IDPs' housing, land and property is a particularly critical protection concern,[26] the utility of the Property Institute's efforts to record IDPs' abandoned property in the national land register ultimately hinges on whether the registration is linked to restitution procedures. This would require clarification of government roles and responsibilities, and associated budgetary allocations, as set out in the draft Law on Protection of Persons Displaced by Violence awaiting formal submission for review and approval by the National Congress.

The potential for **climate change impacts to lead to new displacement and, in some cases, render areas permanently uninhabitable** in the future, prompted consideration about how to avoid internal displacement situations.[27] In Fiji, several communities had undertaken planned relocation processes as a last resort[28] over the past decade due to the impacts of natural hazards and climate change but had done so without formal guidance. The Government also lacked clear roles and responsibilities, which was complicated by the fact that over 80 per cent of land in Fiji is communally owned by the indigenous (“*i Taukei”)* communities. In Mongolia, avoiding disaster displacement is also complex, given its multi-causality nature and the fact that resilience, particularly in the context of slow-onset or cyclical events, may gradually erode over time. Over the last twenty years in Mongolia, nomadic herders have found it increasingly difficult to sustain their livelihoods amidst the impacts of climate change combined with intensified livestock production and diminishing pasture for grazing.[29] In particular, herders struggle to prepare for sequential “dzuds,” a natural hazard common in Central and East Asia that results from summer drought followed by extreme winter temperatures accompanied by heavy snowfall and strong winds. With insufficient or no livestock to sustain them, most internally displaced herders have no other option than to leave behind the countryside to live in impoverished, informal tent settlements in the outskirts of urban areas. However, displacement was also not always recognized as a specific risk within disaster risk reduction and climate change strategies, resulting in missed opportunities to tackle underlying issues that could help avoid disaster displacement.[30]

In many countries, actors face the challenges of **building effective partnerships and coordinated approaches between Governments, international actors, and civil society**, particularly with respect to support for durable solutions. Notably, actors in Ethiopia, Iraq, Somalia and Sudan faced the challenge of how to ensure that durable solutions were effectively coordinated and embedded within wider humanitarian, development, human rights, peace and security, and disaster risk reduction programmes carried out by government, international agencies, non-governmental organizations, and civil society organizations.

The need for **adequate data to inform responses and monitor progress towards durable solutions** was also a common challenge across countries. In the Philippines, the Government of the Philippines had long used the paper-based Disaster Assistance Family Access Card to identify IDPs and monitor the delivery of assistance following disasters. However, registering displaced families during an emergency response was noted to be time consuming, potentially delaying access to lifesaving services. The examples also highlighted challenges related to how data and analysis needs change overtime. In Somalia, humanitarian organizations have been collecting information about the location and immediate protection and assistance needs of IDPs since 2006, using increasingly sophisticated tools. Yet, as operational partners in Somalia discovered, monitoring IDPs' progress in achieving durable solutions requires a different set of data approaches that can measure IDPs' displacement-specific needs as compared to non-displaced Somalis over a sustained period. Insufficient government population data at national level to establish a baseline hindered a comprehensive overview of what is required to achieve durable solutions. In Sudan, the diverse set of international actors engaged in the Durable Solutions Working Group lacked updated, jointly owned evidence to better understand IDPs' vulnerabilities, coping mechanisms, capacities, perceptions and settlement intentions, all of which were necessary to craft durable solutions programmes. Similarly, in Iraq's protracted displacement situation, actors realized that understanding the reasons why some IDPs still faced specific needs related to their displacement, even after many years, required closely assessing each context to identify the social, political and economic realities that may be negatively impacting IDPs and the broader displacement-affected community,[31] demanding a different level of analysis than typically done as part of humanitarian operational data collection processes. Thus, the challenge lay in how to bring together diverse data sources across peacebuilding, development and humanitarian action to arrive at a shared analysis and common standards related to preventing and resolving protracted displacement.[32]

Effectively engaging IDPs, displacement-affected communities, and persons at risk of displacement also proved challenging in many country examples. One of the biggest barriers to engaging communities was establishing trust and confidence in the consultation process. In Honduras, IDPs generally lacked sufficient trust in government institutions to report abandoned property, fearing reprisals from gangs if they were known to have cooperated with the authorities. In El Fasher, Darfur, survey fatigue and mistrust about the purpose of a durable solutions profiling exercise initially stymied the process. The community's past experiences with data collection and assessments had resulted in few improvements in their lives and, in one case, had even resulted in reduced food assistance.[33] Similarly, in the Philippines, efforts to organize community-

based emergency evacuation simulation exercises for an earthquake were not certain to succeed. According to Navotas City's Community Disaster Risk Reduction and Management Officer, past efforts to engage communities in disaster preparedness had met with little interest or even resistance, despite the neighbourhoods' otherwise strong community spirit.[34]

Political instability and uncertainty also hindered community engagement efforts. In Sudan, for example, despite best efforts to remain accountable to the affected communities, both processes in El Fasher and Um Dukhun to develop and implement area-based durable solutions action plans were temporarily delayed by political instability, starting in late 2018, that ultimately led to the toppling of President Omar al-Bashir in 2019 and the installation of a new transitional government. Among other issues, security concerns and the evacuation of UN staff members meant suspending further efforts to organize the validation workshop with the affected communities for the final analysis report.

In some cases, **practical and financial limitations** posed difficulties for physically meeting with communities or communicating essential information. In Fiji, for instance, efforts to engage affected communities in the development of the Planned Relocation Guidelines were impeded by the widely dispersed location of villages on remote islands, compounded by limited or absent telephone and electricity networks. In Ukraine, many IDPs relied on untrustworthy media sources and rumours to understand their legal rights related to their displacement because local authorities were not always able to provide updated information. In Nigeria, humanitarian agencies were discussing with IDPs and host communities culturally sensitive issues related to mental health in Hausa, a language many IDPs did not speak well. [35]   By not communicating in languages IDPs understood, mental health actors were limiting IDPs' ability to use feedback mechanisms, give informed consent, be included in needs assessments, and access services.[36]

In the Philippines and Ukraine, IDPs were not able to fully exercise their voting rights. For example, in 2014, some 1.4 million IDPs[37] were eligible to vote in Ukrainian presidential elections based on the existing laws. However, until late 2019, IDPs were effectively excluded from participating in local elections and voting for half of the national parliamentary seats due to an inability to meet electoral law residency requirements.[38] In the Philippines, a 2015 national workshop on the topic, co-hosted by the Philippines Commission on Human Rights and the Commission on Elections, both of which are independent, constitutionally-mandated bodies, identified a number of key challenges impacting IDPs' electoral rights, including damaged voting centres, residency requirements to transfer voter registration, and difficulty in accessing their designated polling stations due to distance or insecurity.[39]

A number of countries also faced challenges **meeting IDPs' needs at scale, particularly with respect to programmes seeking to find durable solutions to displacement that include livelihoods, housing, land and property, and social cohesion elements.** In 2016, following a request from the Government of Afghanistan for international support, the Support Afghanistan Livelihoods and Mobility (SALAM) project designed by the UN Development Programme (UNDP), International Labour Organization (ILO) and the Office of the UN High Commissioner for Refugees (UNHCR) sought to tackle the perennial challenge of creating long-term employment opportunities for millions of IDPs, refugee returnees and host community members amidst continued insecurity.[40]

Ukraine. Yurvi Leonov and Tatiana Leonova stand in the ruins of their home in Nikishino, eastern Ukraine.
© UNHCR Andrew Mc Connell | 2015

Supporting durable solutions at scale through housing in urban areas was also a challenge in Ukraine and Somalia. For instance, in Ukraine, the city of Mariupol, with a population of 475,000 people, was initially able to meet the needs of IDPs who fled from the conflict that began in 2014 in eastern Ukraine. But as thousands more IDPs arrived over subsequent months, ultimately reaching over 100,000 in early 2015, the ad hoc arrangements were no longer adequate. The city lacked accurate information and clear systems for responding to the needs of IDPs, compounded by an already overstretched social housing system and limited number of affordable housing units for sale or rent.[41] Similarly, rapidly growing urban municipalities in Somalia have been grappling with how to respond to the over 2 million IDPs[42] currently living in their areas, many of who arrived years or even decades ago.[43] With some 80 per cent of IDPs preferring local integration,[44] Somalia's urban municipalities share the common challenge of generating the necessary resources to finance the housing construction and public services, which can run into the hundreds of millions of dollars, that would enable all IDPs to find a durable solution, not just a select few. Finally, in Iraq, despite the substantial work done on reconstruction and stabilization, the scale of IDPs returning has continued to rise. Many of the almost five million returnees have faced overlapping challenges on their return, including inadequate housing, uncleared rubble, limited livelihood opportunities, insufficient infrastructure, social cohesion issues and hostility from community members. Consequently, a significant number of IDPs moved back to camps or other locations.[45] At the same time, most of Iraq's remaining 1.3 million IDPs[46] had been displaced for more than four years.

Many of the countries also shared the difficulty of **securing sufficient and flexible financial resources, particularly when faced with competing priorities.** This was particularly problematic for programmes with activities that spanned humanitarian-development-peacebuilding workstreams, due to parallel planning

processes and donors' strict budget separation of humanitarian and development activities. For instance, after displacement-affected communities in Somalia and Sudan developed community action plans through highly consultative processes led by local government officials, both efforts faced challenges to funding the plans, potentially jeopardizing the positive outcomes from the community planning process when not all prioritized projects were implemented. In Ethiopia, the Durable Solutions Initiative (DSI) was officially launched in December 2019 as a national platform jointly developed by the Government of Ethiopia and the international community to establish an operational framework to find durable solutions for both conflict and disaster-related internal displacement by working concertedly across "institutional divides, mandates and in multi-year frameworks."[47] However, securing the continued provision of international financial, technical and coordination support under the DSI remains a challenge.

In Afghanistan, the SALAM project for returning refugees and IDPs had originally signed a framework agreement with the Government of Afghanistan in 2016 covering Kabul and five selected provinces with a budget of USD 120 million.[48] Amidst a changing operational environment with much fewer refugee returns than anticipated,[49] only EUR 4.5 million in donations from the Government of Finland materialized, forcing the international partners to reconsider their theory of change for creating long-term livelihood opportunities. Finally, while the GP20 compilation highlights examples of promising practices, actors seeking to implement innovative approaches to internal displacement face the larger challenge of how to scale up successful projects at the systemic level to reach the thousands or even millions of people at risk of displacement or who need support to find durable solutions.[50]

3.1.2 IDP participation

"Strengthen the participation of IDPs in decisions that affect them, including IDPs who may be particularly vulnerable or marginalized"

GP20 Plan of Action, Objective One

The GP20 compilation examples show how the meaningful participation of IDPs, displacement-affected communities, and communities at-risk of displacement contribute to the development of effective responses to internal displacement based on a nuanced understanding of the displacement-specific needs that IDPs face as compared to non-displaced citizens and residents.

Most importantly, the examples showed how the inclusion of IDPs, displacement-affected communities, and people at risk of displacement **improves and refines laws and policy frameworks, as well as operational programming**. For example, during the national consultation processes to develop national IDP laws in Niger and South Sudan, participants were asked to share their concerns, the type of assistance they needed and what they would like to see in the new law. IDPs raised issues that had not previously been widely considered by drafters of the

laws, such as drought and flood-related displacement in Niger, and sexual and gender-based violence concerns in South Sudan. IDPs voiced a wide range of security concerns and humanitarian needs that they wanted the IDP law to address.[51] In particular, they raised concerns about meeting the needs of host families, ensuring IDP children had access to education, and enabling IDPs to vote in elections. Focus groups also highlighted the challenge of nomadic people becoming internally displaced and the challenges of displacement related to disasters and development projects, issues that had not previously been raised by government officials, but were subsequently included in the law.

In Ukraine, the national NGO Group of Influence, which was founded by IDPs, consulted other internally displaced persons on a draft legislative text on IDP voting rights through surveys and focus group meetings in ten cities, with financial support from the International Foundation for Electoral Systems (IFES). The drafting process for legislative change was effective, in part because the organization's leadership had personal experience of the specific administrative and practical hurdles inhibiting their participation in local elections. In Fiji, the process to develop the national Planned Relocation Guidelines also began by consulting villages that had already gone through a community planned relocation process to gather their perspectives on what worked and what aspects needed further improvement or consideration.

The examples also highlight the important role of community and individual-level participation to be able to **better understand and address IDP's protection and assistance needs and preferences**. In Mongolia, for instance, the Forecast-based Financing project to assist nomadic herders prior to severe winters to avoid displacement worked with local authorities to conduct community-led risk assessments to identify the primary impacts from previous dzuds and document how these impacts evolve over time. Even though previous emergency response efforts to dzuds had included fodder, by that point, the animals' health had deteriorated to such an extent that they were unable to digest the food. The herders explained the challenges they faced in storing adequate levels of fodder to be able to make it through the harsh winters and emphasized that livestock mineral and vitamin supplies were critically important in helping livestock to survive. Recognizing the communities' priorities and the reasons behind them, the project's Early Action Protocol designed the interventions to focus specifically on these identified needs. Similarly, in the Philippines, IDPs who had been displaced in early 2020 by the Taal volcanic eruption expressed their preference to stay in rented rooms or apartments rather than tents, since most of the affected municipalities were in a semi-urban area. This led the Government to provide cash assistance and rent subsidies for the first time.

Community engagement can **inform area-based durable solutions programming by mobilising and tapping into local knowledge, institutions and support networks**. In the Philippines, between August 2017 and June 2018, three of metropolitan Manila's most vulnerable cities (Navotas, Pateros and Quezon) partnered with IOM on a pilot project to strengthen community-based preparedness for mass evacuation and camp management in vulnerable urban *barangays* (the smallest administrative division in the Philippines) facing significant earthquake and flood hazards. Evacuation responders from the pilot cities, national line agencies and partner organizations received specific training on how

to engage communities in activities such as plotting open spaces for evacuation sites and identifying exit routes to develop *barangay* profiles. Local Government Unit officials and local civil-society organisations then led *baranguay*-level evacuation planning processes. Local residents assessed the pre-identified evacuation areas, validating some and recommending new sites. The participants then mapped out evacuation routes based upon their detailed knowledge of the neighbourhood, ensuring the accessibility of different paths for persons with disabilities. In Navotas City alone, some 100 families took part in the subsequent evacuation simulation exercises.

In Somalia, the *Midnimo* project brought together municipal authorities, IOM, UNDP, UN-Habitat to support durable solutions for IDPs and refugee returnees through integrated humanitarian, development and peacebuilding programming that focuses on three areas of interventions: i) community empowerment and social cohesion, ii) urban resilience, and iii) livelihoods and employment. At the heart of *Midnimo*'s local level implementation is an intensive five-day workshop, led by trained local-government authorities, during which displacement-affected communities develop Community Action Plans (CAPs) to prioritize their needs based on context analysis. The CAPs were published as physical books that have emerged as a centralized planning tool for the district.

Consultations in Um Dukhun, Sudan, on the development of a community action plan were conducted on the premise that IDPs are best placed to determine solutions to displacement. IDPs and other displacement-affected communities were consulted through focus group discussions with traditional leaders, men, women, elderly, youth and persons with disabilities, followed by a stakeholder workshop to endorse priority areas of action identified through the consultations. Once the priority areas were validated, the communities were consulted on the best approaches to develop the most appropriate programme for their community, taking into consideration their available natural, human and financial resources and ensuring integrated programming. Local and community-based structures were furthermore agreed upon to oversee and monitor the implementation of the programmes, with the idea that they generate stable, revolving resources and profit for the communities to render them self-sustainable over time. Broad community-based consultations also played a critical role in the profiling exercise in El Fasher, Sudan, that included the mapping of community assets to support the local integration of IDPs.

Acting as local experts, community members, local leaders and grassroots organisations may also be best placed to **identify the needs of specific groups among IDPs, displacement-affected communities or communities at risk of displacement**. In Nepal, where 22,000 people were injured and disabled by the 2015 earthquake disaster,[52] national civil society organizations representing people with disabilities trained 270 stakeholders from eight earthquake-affected districts, including representatives of district and municipal offices, local disaster management committees, the police and army, on disability-inclusive disaster reconstruction practices.[53] The trainees subsequently formed a Resource Pool for the Kathmandu Valley that provides expert advice and promotes housing accessibility standards based on the Principles of Universal Design.[54] In the Philippines, earthquake evacuation plans ensured that designated vehicles would transport older persons to safety after they explained their mobility needs in the

event of a disaster.[55] The simulation exercise itself further highlighted the need to designate tents and priority evacuation lanes for people with specific needs, particularly persons with disabilities, pregnant women and older persons.

However, **active community participation cannot be assumed or taken for granted**. Successful community engagement requires taking conscious steps, grounded in knowledge of the specific community, to build the trust and support of community members in formal and informal settings. In both community consultation processes in Sudan, trust was built by ensuring the transparency of the data collection process by regularly **explaining, in clear, jargon-free language,** what the communities could and could not expect to arise out of the process. Likewise, with regard to the Philippines evacuation exercise, the project developed communication materials and distribution methods, such as audio-visual presentations, to reach people with lower literacy levels. Project facilitators spoke in the local dialect when leading meetings and providing instructions. Activities also engaged participants in non-verbal ways. For example, as part of the family disaster preparedness orientation sessions, participants drew their own houses, identifying points of exit and making their own checklists for pre-positioned items. The exercise was also facilitated by a team comprising members of the local community who had experience in social work.

In Nigeria, Government officials and humanitarian actors overcame language challenges in communicating with displaced communities about sensitive mental health services related to the mass abduction of girls and high rates of gender-based violence. After observing the potential negative connotations or cultural stereotypes associated with specific words, officials and humanitarian actors recognized the **importance of understanding IDPs' language profiles** to ensure that official communications provided information in a language that people understood. For instance, "mental health services" in Hausa meant "services for mad people," while the phrase for "psychosocial support" did not carry the same stigma. By collecting disaggregated data on language preferences and literacy levels among IDPs and at-risk communities to establish a foundation for translating key terms and concepts, an online glossary was compiled in nine local languages that Government and humanitarian actors could use in their communications with IDPs.[56]

In Honduras, the Cadastral Committee worked closely with UNHCR and Caritas International to **create a welcoming environment** that helped displaced people to feel secure in providing their feedback and suggestions to a government institution about the Abandoned Property Registration form and submission process. Technical government experts from different property entities sat face to face with displaced people currently receiving humanitarian assistance. Together they reviewed the draft form as if filing a formal claim. This allowed government officials to create a process to claim abandoned property that instilled confidence in the government and used terminology for tenancy categories that IDPs understood. Community consultations in Fiji and Niger also began with an explanation of key terminology to make sure all participants started from a common starting point.

The **selection of facilitators for community engagement** also impacts the quality of participation. Each community consultation process in Sudan was adapted to the local political context, taking into account power relationships, including at

micro level, and assessing which data collection methods would produce the best opportunities for different stakeholders and groups to share their opinions and expertise. In the El Fasher profiling exercise, IDP youth were trained and employed as enumerators for the household survey questionnaire component of the process. In Um Dukhun, the process was facilitated by a local staff member of the French international NGO Triangle Génération Humanitaire. The Profiling Coordinator and the Displacement and Solutions Strategic Adviser, respectively, regularly visited the communities and IDP camps and provided their telephone numbers to key community members, creating additional opportunities for informal and accessible lines of communication. In Fiji, when officials from outside the local areas visited communities to discuss the Planned Relocation Guidelines, the *Roko Tui,* or executive heads of the governmental provincial councils and provincial administrators, acted as respected interlocutors with the communities. In particular, the *Roko Tui* facilitated the consultation process by ensuring that visitors are sufficiently briefed on each community's specific background and cultural protocols. In the Philippines, local social workers engaged communities at risk of disaster displacement in evacuation simulation exercises.

The examples underscored the importance of **accountability to communities** in terms of sharing the outcome of or ensuring their ongoing participation in the process for which they were engaged. In Fiji, the Climate Change and International Cooperation Division in the Ministry of Economy, which was leading the development of the Planned Relocation Guidelines, recognized the importance of presenting the final version of the document both in terms of accountability, to see how community contributions were incorporated, but to also help instil community ownership over the final product. At the time of writing, the Ministry was exploring opportunities to disseminate the Planned Relocation Guidelines at the community-level, including as part of adaptation awareness workshops for Commissioners and Provincial Council members who work directly with communities. As part of the Indonesia Sister Village programme, community members were invited to participate in subsequent village-level planning, development and budgets with village leaders, including the annual Village General Assembly. In Sudan, despite best efforts, political instability and insecurity ultimately halted continued engagement with the El Fasher and Um Dukhun communities.

Iraq. An interview in Shringa Bulag village, Kirkuk Governorate, for a study about access to durable solutions among IDPs.
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The compilation highlights a diverse set of **mechanisms for engaging and sharing information with IDPs and displacement-affected communities** as a whole. Many projects used focus group discussions, formal and informal community meetings, and household surveys. In Somalia, the Common Social Accountability Platform, developed by Africa's Voices Foundation in collaboration with the Benadir Regional Administration and ReDSS, experimented with interactive radio programmes to understand IDP and displacement affected communities' perspectives on durable solutions in Mogadishu. Listeners were asked to answer questions by text message on issues related to support for displaced people, local integration in Mogadishu, the prevalence of discrimination against displaced people, and solving eviction challenges.[57] The Government of the Philippines maintains an online ticket system to register and monitor IDPs' complaints about disaster assistance delivery, called the e-Reklamo platform.[58] In Ukraine, a number of NGOs operated pre-election hotlines offering legal and practical advice to IDPs about voter registration, which resulted in valuable insights into bottlenecks and inconsistencies in administrative practices that were highlighted in subsequent advocacy efforts to change electoral laws. IDPs in Ukraine were also able to access information about their rights using a free smartphone app called, "Your Rights", developed as part of the United Nations Recovery and Peacebuilding Programme, intended for IDPs and gender-based violence survivors[59] that generates practical solutions and legal pathways to restore their rights and receive redress.[60]

Adapting participatory methods to **reflect local cultural practices, capacities, leadership and governance mechanisms** not only facilitates strong IDP and community engagement during the consultation phase, but also helps to instil a greater commitment to the results of the process, whether it be a law or implementing an area-based project. However, while engaging communities through traditional cultural practices, governance structures and local leadership at community level is important, it may also reinforce the social exclusion of women and marginalised groups. In many of the compilation examples, community-level focus group discussions and informal communication channels or meetings were established alongside more formal consultation events to support the direct participation or representation of all IDPs or community members, including women, children, youth and older persons, regardless of their socio-economic status. In the case of the El Fasher profiling process in Sudan, the Profiling Officer simply insisted multiple times to ensure that women and youth were included in discussions.

In Fiji, the Government adapted traditional forms of community dialogue and problem solving to consult local communities on the development of national policy on community relocation related to climate change. The community-level consultations used "*talanoa,*" a traditional *i Taukei* concept and form of participatory and transparent dialogue that extends to Indo-Fijian culture and other Pacific communities living in the country.[61] In a *talanoa* process, which may be formal or informal, discussion is encouraged to flow without a rigid structure or timeframe with the intention of reaching a shared understanding of the matter at hand.[62] During community *talanoa*, the heads of families and elders, mainly men, usually sit together in a circle with women seated behind. While women can listen to the discussions, they only speak when given permission to do so. Thus, the Government complimented *talanoa* dialogues with focus group discussions to

create separate spaces where women, children and youth could openly express themselves and be heard. The national consultation events also invited a diverse group of participants, notably from women's and LGBTI groups.

In Indonesia, the Sister Village System, which formalized and prepared for the reception of displaced people in the event of a disaster-related evacuation, built on traditional kinship-based cooperation by enhancing, rather than replacing, the role of local, community-based institutions and social support networks. The capacities of volunteer groups and civil society organizations were mapped, including their support for older persons and people with disabilities, communal kitchens and provision of health services. Based on this information, Memorandums of Understanding were established between at-risk communities and potential host communities. Not all vulnerable villages had traditional social and kinship ties to villages in safe areas, however. For instance, in one case a vulnerable rural village was partnered with an urban village with which it had no prior connections. Before the communities were introduced to each other, the district government agreed to hold initial discussions with villages suggested by the vulnerable community as potential partners. Given the absence of social ties, considerations focused on evacuation routes, safe locations and the availability of public buildings rather than the availability of private homes to shelter IDPs. The district government also sought to motivate cooperation by offering support to build or improve facilities, such as a community halls, schools, cattle markets, or public kitchens. Similarly, in Indonesia, landless migrant sand mining families commonly live precariously on riversides, which explains why many of the deaths from the 2011 cold lava flows occurred in their communities. However, because these families do not have a formal village resident status, they were frequently excluded from village institutions and community activities, including evacuation preparedness activities. Thus, special attention is required to ensure programmes include all people that require protection and assistance, regardless of their social, economic and migration status.

The best methods for engaging IDPs and other displacement-affected communities in the development of durable solutions action plans **may differ in urban versus rural areas**. In the examples of the two processes in Sudan, community consultations were sufficient to begin durable solutions planning in rural Um Dukhun. However, in El Fasher's urban context, a community consultation would not have been sufficient to undertake the statistical, comparative analysis between IDPs and the larger community required to understand the more nuanced differences between IDPs and the wider non-displaced community members. The more complex governance structures and urban planning processes of cities[63] may also require a more formal profiling process,[64] with endorsement from the highest levels of government, to facilitate the data collection process and ensure a collective endorsement of the findings.

While IDP and displacement-affected communities' participation ideally enriches the results, **participation may also accrue other benefits**, such as greater community trust, reduced intra-community tensions, and ownership of the process and its results as they come together for a collective purpose. IDPs may acquire new skills, further building confidence and resilience through the process, as seen through the active participation of IDP youth in the El Fasher profiling exercise. In Somalia's *Midnimo* project, the participatory process of developing

community action plans improved social cohesion and trust as diverse groups of people come together to agree upon and monitor the implementation of community priorities with greater confidence in their local governments. Similarly, in Honduras, the development of the Abandoned Property Registry was seen as helping IDPs rebuild their trust in public institutions, an essential component of strengthening the overall protection environment in Honduras. Through the national review of the property registration system, government employees who typically focused on legal issues and civil administration gained a deeper understanding of the critical role property registration can play in protecting the rights of their fellow displaced citizens. This personal connection with IDPs' experiences motivated government officials to review property administrative systems more comprehensively to ensure that the more human elements related to property rights were addressed alongside legal and technical issues.

Lastly, supporting IDP participation also includes **facilitating IDPs' right to vote during displacement**, validating their rights as legal citizens or habitual residents, as relevant. In Ukraine, administrative barriers to IDPs' ability to vote linked to the national "propyska" residency system were ultimately overcome through changes in the national electoral code. The new Code and its amendments to the Law on the State Register of Voters included provisions to ensure IDPs have the right to vote in all elections, including local elections.[65] In the Philippines, the Commission on Elections (COMELEC) identified practical solutions within existing laws, given that voter registration in the Philippines is linked to a person's place of residence. Working with the Commission on Human Rights' IDP unit in its regional Mindinao office, COMELEC actions included setting up temporary voting facilities in evacuation centres, creating provisional centres to replace identity documents, waiving document replacement fees, and establishing new electoral precincts and voting centres in areas with protracted displacement. COMELEC has also endorsed civil society organizations' efforts to educate and register voters in evacuation areas.[66]

3.1.3 National law and policy on internal displacement

"Expand the development and implementation of national laws and policies on internal displacement"

GP20 Plan of Action, Objective Two

Since the launch of the GP20 Plan of Action in 2018, an additional seven countries have developed, or are in the process of developing, national laws and policies on internal displacement.[67] The examples presented in this compilation focus on the development of national IDP laws and policies, and to a lesser extent, their implementation. Notably, a separate joint study by GP20 partners IOM and UNHCR reviews the content of the national IDP law and policies in Niger, Somalia, Afghanistan, the Philippines and Colombia.

South Sudan. Mary, an internally displaced person with a disability, sits with her children and father outside her temporary shelter in Turiel Island. "Hunger is too much. We have no more than a meal a day when we are lucky, mostly wild fruits."
© UNHCR/Rocco Nuri | 2016

In terms of starting the process to develop a national law or policy, the experiences of Fiji, Niger, South Sudan, and Vanuatu underscore the importance of a **government's commitment to developing and ultimately implementing laws and policies addressing internal displacement**. Drafting national laws and policies is a **long process that requires continued commitment and financial resources**. Although political will is inevitably shaped by a complex set of factors, the States featured in the compilation were motivated to develop laws and policies to solve their internal displacement-related challenges, comply with international and regional commitments, be seen as a global or regional leader, or respond to advocacy campaigns.

Vanuatu, for example, is consistently ranked among the most risk-prone countries in the world due to its limited resilience to the frequent occurrence of natural hazards, such as tropical cyclones, floods, droughts, earthquakes, tsunamis, and volcanic eruptions.[68] In 2015, Vanuatu grappled with the devastating consequences of Tropical Cyclone Pam, the strongest Category 5 storm ever recorded as hitting the country, that displaced 65,000 people,[69] almost 25per cent of the entire population.[70] Thus, the desire to create the National Climate Change and Disaster-Induced Displacement Policy[71] was largely driven by the government's operational challenges related to responding to disaster displacement and the heavy toll placed on the National Disaster Management Office's efforts to respond to multiple, sequential disasters.

In 2018, Niger adopted Law Number 2018-74 Relative to the Protection and Assistance to Internally Displaced Persons.[72] The country had ratified the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) in 2012, but the political will to draft national legislation was reignited when Nigerien Government representatives attended a regional training of trainers programme on law and policy in April

2017 organized by UNHCR in Senegal. The meeting sparked an interest in Niger becoming the first African Union Member State to domesticate the Kampala Convention into national legislation. Similarly, in South Sudan, technical and financial support from the international community, including the GP20 process, UNHCR and the impartial guidance from a preeminent international expert on internal displacement,[73] were essential to push the process forward under the leadership of the Ministry of Humanitarian Affairs and Disaster Management, with support from the Return and Rehabilitation Commission and two parliamentary committees.

In 2012, the Government of Fiji recognized the need for guidance to help communities and other stakeholders navigate the complicated process of planned relocation associated with climate change impacts. Although the Climate Change Division, responsible for all climate change policy issues in the country, launched a process to consult with communities and produced an initial draft, progress slowed and then stalled due to contentious issues related to land tenure, debates over how to structure the guidelines, and government restructuring that ultimately led to staff changes and the Climate Change Division being moved to the Ministry of Economy. However, in 2016, Fiji's forthcoming presidency of the 23rd Conference of the Parties to the United Nations Framework Convention on Climate Change (COP23) provided the political impetus to move forward as COP23 was viewed as an important opportunity to throw light on relocation as a growing issue for Fiji. The Climate Change and International Cooperation Division (CCICD) re-initiated the process to develop the Planned Relocation Guidelines, working together with the National Disaster Management Office (NDMO)[74] and with dedicated technical support from an advisor[75] whose position was funded by an international donor (GIZ). To move past contentious issues, the Guidelines focused on the legal and policy elements, leaving the technical operational and coordination issues to the Standard Operating Procedures to follow. Fiji ultimately launched its national "Planned Relocation Guidelines: A framework to undertake climate change related relocation" at the UN Climate Change Conference in Katowice (COP24) in December 2018.[76]

In Ukraine, political support for changes in national electoral laws that addressed displacement-related challenges occurred in part due to a multi-year advocacy campaign that brought together national and international NGOs, international organizations, the Council of Europe, and members of Parliament, some of whom were IDPs themselves.[77] In addition to the Ministry of Temporarily Occupied Territories and Internally Displaced Persons'[78] Interagency Working Group on Improving National Legislation on the Protection of IDPs Human Rights, the Protection Cluster brought together over 100 actors to coordinate advocacy efforts related to internal displacement, including on electoral rights.[79] Diverse stakeholders gathered evidence on the challenges faced by IDPs, as well as other groups in the country, with respect to voting, conducted research on alternative legislative models, produced policy papers,[80] met with members of Parliament to understand their concerns, and proposed practical solutions through draft legislation. Following these collective lobbying efforts, legal provisions to address IDP's voting rights were ultimately incorporated into the 2019 election legislation when Ukraine's new President demanded that Parliament include them before he would sign a revised election code.[81] Thus, changes in government can also positively or negatively impact political will.

Exhaustive legal reviews conducted early in the process can provide a strong foundation for building **wide support and understanding about why a law or policy is needed**, using **open, inclusive processes** that include IDPs and displacement-affected communities (see also section 3.1.2). In Niger, the first six months of the process laid the foundation for building shared ownership over the process, both in terms of understanding why an IDP law was needed and ensuring that each actor understood their respective roles in the process. An international consultant and a national legal expert conducted a survey of existing national legislation relevant to internal displacement. The Minister of Humanitarian Action and Disaster Management chaired an inter-ministerial steering committee responsible for overseeing the drafting of the IDP bill, which was critical to establishing a shared understanding about why it was important to develop new legal provisions to address IDPs' specific needs and vulnerabilities. The Ministry also hosted workshops with a wide variety of stakeholders, including IDPs themselves, presenting international normative frameworks on internal displacement and highlighting the gaps within existing Nigeran laws that prevented those standards being met. Continued international political and financial support, such as through the visit by the Special Rapporteur[82] and the hiring of an international consultant, also helped sustain political will. By building trust and ownership of the process from the outset and ensuring a continuous flow of information, all parts of government, not just the lead ministry, developed stakes in the successful adoption of the law with no major pushbacks or political challenges.

In Fiji, the quality and relevance of the Planned Relocation Guidelines owe much to community contributions. The methods used at village, divisional and national levels enabled community representatives, government officials and other stakeholders to be engaged and informed participants. Key concepts and terminology were adopted and adapted to fit with and build on the context-specific culture and language at local to national levels. Differing views on difficult issues, such as the level of community consensus required before the decision to relocate could be taken[83] and the complexities of land ownership and transfer,[84] could be openly discussed and resolved during consultation workshops. Having participated in their development, communities at-risk also have a better understanding of their roles and responsibilities in implementing the guidelines.

Laws, policies and guidelines should align with international standards and, where possible, also **adopt and adapt key concepts, definitions and terminology** that resonate in each context to help facilitate ownership of the resulting law or policy. In Fiji, the Human Mobility Advisor, who worked with the Ministry of Economy to draft the guidelines, proposed using a "hybrid legal approach" for the guidelines, rooted in international environmental, human rights and migration law alongside national Fijian legislation and traditional customary law ("*kastom*") that governs local communities in Fiji. This approach ensured the Planned Relocation Guidelines were grounded in traditional Fijian values and practices and retained the centrality of community engagement in the process.[85]

Action at the municipal level can also usefully inform and guide the development of national strategies and legislation, building on practical realities, challenges, and solutions faced by local governments and IDPs. In Ukraine, the city of Mariupol initially drew on the authority granted to it under the national IDP law to adapt existing social housing schemes to meet the specific

needs of IDPs, despite the fact the internal displacement was not foreseen in national housing programmes.[86] Based on this experience, Mariupol's mayor subsequently worked closely with the Ministry of Temporarily Occupied Territories and IDPs, members of Parliament and others to advocate for changes in national legislation that would support municipalities' capacity to help all people living within their borders, not just regular residents. Through the mayor's efforts, national legislation was adapted to extend temporary housing programmes to include IDPs based on Mariupol's experience.[87]

The Mariupol experience also highlights the importance of **ensuring that municipal bodies have the legislative authority to develop their own programmes** as soon as possible, based on need and context, recognizing that effective collaboration between State and municipal levels is also critical. Mariupol later benefited from State contributions to local housing programmes using this to purchase and refurbish buildings for IDP temporary housing. Notably, in Mexico, a Chiapas 2012 state law on internal displacement also served as an example for other legislative initiatives in the country at the State and federal level.[88]

Effective harnessing of international and local technical expertise and support also contributes to the development of national IDP laws and policies. Each process featured in this compilation benefited from the support of an international legal expert. In addition, timely visits and advice provided by pre-eminent independent experts and making presentations about the process in existing international fora, such as the GP20 Initiative, reinforced the importance of national efforts to address internal displacement and helped ensure they were guided by international standards and frameworks. For instance, given the sensitive political environment in South Sudan amidst an ongoing peace process, technical and financial support from the international community, including the GP20 process, UNHCR, and the impartial guidance from an international legal expert, helped push the process forward under the leadership of the Ministry of Humanitarian Affairs and Disaster Management, with support from the Return and Rehabilitation Commission and two parliamentary committees. In Niger, the international consultant helped keep an open and inclusive process on track, ensuring that the right officials or ministries participated in the process and that all the developments were rightly recognized as government work. In Honduras, the Government's Property Institute took advantage of an opportunity to learn from Colombia's experience of integrating IDPs' abandoned property into its national registry, and worked in partnership with UNHCR, international NGOs and local civil society actions to develop evidence-based procedures to respect IDPs' rights, despite significant operational and legal constraints.

National laws and policies on internal displacement sought to **clarify roles, responsibilities, and necessary budget allocations for departments and levels** of governments to ensure a coordinated, integrated government response to internal displacement. For example, Vanuatu's Displacement Policy has raised the profile of displacement in the country by establishing a framework for a national plan of action on internal displacement that articulates the importance of coordinated operational and policy frameworks on internal displacement and identifies the potential contributions of different stakeholders. Implementation of the Displacement Policy is currently led by the Ministry of Climate Change Adaptation, in close coordination with the Prime Minister's

Office and the Department of Local Authorities. The Prime Minister's Office has assumed a stronger role in recovery planning and finding durable solutions. The Displacement Policy is notable for its comprehensive, inter-ministerial approach[89] to addressing all stages of the response to climate change and disaster-induced displacement,[90] from seeking to prevent the underlying cause of displacement to the final stage of ensuring displaced people and host communities' long-term recovery needs are met through national development planning.[91] The laws also set out the **responsibilities of non-government actors**. In Fiji, given that most land is owned by communities, an official request to initiate a relocation process must come from the community itself. Niger's law includes roles and responsibilities for the Chamber of Commerce.

The compilation examples also highlight how IDP laws and policies are only one element of a **suite of mutually reinforcing government frameworks, tools and mechanisms** that, together, can protect and strengthen the resilience of at-risk or displaced communities and persons. For example, in addition to guidelines on relocation, Fiji also developed the 2019 Displacement Guidelines in the context of climate change and disasters. These state that when IDPs cannot return home, the Relocation Guidelines procedures should be used to find a durable solution.[92] Specific provisions on planned relocation are included in the latest versions of the National Climate Change Policy (2018-2030), [93] the National Adaptation Plan (2018),[94] and the National Disaster Risk Reduction Strategy (2018-2030).[95] In addition, a new Climate Relocation of Communities Trust Fund has been created with seed funding from a percentage of the revenue from Fiji's Environment and Climate Adaptation Levy (ECAL)[96] that was expanded in scope to include displacement.[97] The Trust Fund has already begun to receive external funds to support research, assessments, studies, the identification of viable settlement locations, and infrastructure.[98] The creation of this fund would not have been possible without the Planned Relocation Guidelines and complementary Displacement Guidelines.

Community leaders try to prevent violence and displacement in San Pedro Sula, Honduras. In 2016, the city ranked second in the list of cities with the highest murder rate in the world. Headteachers of local schools note children leave school every year because of gang violence, intimidation or displacement.
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However, even in the absence of IDP-specific laws, the examples of examples of Honduras and the Philippines illustrate how government institutions can **still safeguard IDPs' rights by exercising their mandated institutional responsibilities for the general population** enshrined in national law. With respect to Honduras, the Property Institute systematically reviewed its existing policies and procedures to determine if they responded to IDPs' specific needs and circumstances. While standard processes may require sensitivity and care to adjust to the context of displacement, the Property Institute's experience showed that assuming institutional responsibilities to address internal displacement does not necessarily require the creation of a new structure or process. However, as noted previously, the national cadaster ultimately needs to be linked to restitution procedures for IDPs, which are not currently in place. In the Philippines, the Commission on Elections and the Philippines Commission on Human Rights both relied on their independent, constitutional mandates to find practical solutions to ensure that IDPs could exercise their right to vote in the absence of clear legislative guidance. Pending legislative reform, COMELEC issues an annual resolution setting the rules and regulations for voter registration, which since 2016 has required satellite registration in areas where IDPs are located, working in collaboration with Local Government Units/Officers in-charge as well as non-governmental organizations.[99]

Finally, adopting a draft law or policy is just the first step. As of May 2020, Sudan's draft IDP law was pending review by the Ministry of Justice. Collective advocacy efforts at the time of writing focused on collaborating with relevant ministries, such the Ministry of Humanitarian Affairs and Disaster Management, to expedite the Ministry of Justice's review of the IDP legislation. In Niger, the Government has faced challenges implementing the law, despite the hiring of a local consultant to support the process, given issues related to the relatively recent establishment of the Ministry of Humanitarian Action. Although the Ministry has established a presence in all eight affected regions, it has had to rely on shared office space with other ministries and delegated authority, as opposed to dedicated representatives, due to insufficient financial and human resources.

Central African Republic. Internally displaced Judivie carries her son as she harvests a field. "I am afraid to come alone to the field. A woman cannot walk alone, militias could rape her. And if you are a man, they beat you, kidnap you or kill you."
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3.1.4 Data and analysis on internal displacement

"Increase the number of stakeholders with the capacity to collect, analyze and use quality data on internal displacement for designing an effective response to internal displacement"

GP20 Plan of Action, Objective Three

Data is a powerful tool for identifying and understanding displacement-specific needs and for informing a shared understanding about the actions needed to address them, particularly with respect to durable solutions. Displacement data should include the number of people displaced disaggregated by age, sex, location and other diversity factors. Information collected should also aid assessments of IDPs' needs, capacities and progress towards, and achievement of, durable solutions over time. This requires data collection and analysis of IDPs' specific needs and vulnerabilities that includes comparable data on host communities. Government census data also plays a key role in providing baseline population data. Finally, ensuring the collection of such data is one of the 12 benchmarks of national responsibility that Governments are expected to fulfil.[100]

Consequently, collecting data may be extremely sensitive, requiring negotiations with multiple levels of government to obtain approval for the process that may need to be adapted to find a win-win solution. For example, in Somalia, concerted efforts to address durable solutions for IDPs began after 2012 with the official end of a severe famine that had displaced millions of Somalis and the inauguration of the new Federal Government of Somalia. Many IDPs were living in similar locations as the larger urban poor population that had also faced hardship related to drought, conflict and insecurity. Given the overwhelming needs, some humanitarian actors questioned whether IDPs' needs and vulnerabilities differed substantially from the larger humanitarian caseload. The initial 2016 Internal Displacement Profiling in Mogadishu[101] identified displacement-specific vulnerabilities not shared by the general population.[102] With an agreed, common evidence base, the Benadir Regional Administration could work with humanitarian and development partners to explore options for durable solutions in Mogadishu. The finding that many IDPs did not wish to return prompted an expanded dialogue about the viability of local integration. In the case of the durable solutions profiling process in El Fasher, Darfur,[103] the Sudanese Government's active participation in the process and the quantitative and comparative data that resulted from the process made it easier to raise awareness among officials about the importance of investing in certain areas.

In Iraq, addressing protracted internal displacement was hindered by the Government's policy preference for the return of IDPs in a context where not all IDPs can or want to do so. Consequently, there is insufficient data or analysis on local integration or relocation, even though a significant number of IDPs are, in fact, in the process of locally integrating. Thus, IOM Iraq, the Returns Working

Group and Social Inquiry developed a research framework based on the IASC Durable Solutions Framework to assess what specific factors make a locality "conducive" to integration from the perspective of IDPs, the wider community and local authorities in the Sulaymaniyah and Baghdad Governorates.[104] Similarly, a 2015-2016 urban profiling process in the Kurdistan Region of Iraq established a shared evidence base amongst Governorate authorities, UN partners and NGOs to address the challenges related to housing, employment, and community cohesion given the reality that many IDPs and refugees were not likely to leave in the near future.[105] Although the Government of Iraq continues to prioritize returns, the findings provide needed evidence to advocate for a more cautious approach to return and the need for additional support to address the identified issues.

International actors can **build and enhance States' data collection and analysis capacity at different levels of government in various ways.** The Somali Government's capacity to collect and use data on IDPs has grown in recent years in collaboration with international NGOs and UN agencies. For example, to meet obligations by the IMF for debt relief, in February 2020, the Government of Somalia upgraded the Directorate of National Statistics to a National Statistics Bureau within the Ministry of Planning, Investments and Economic Development (MOPEID) to coordinate and streamline the collection, compilation, analysis, publication and dissemination of statistical information. In particular, the Intergovernmental Authority on Development (IGAD) and the World Bank are supporting the Government in developing a consolidated national system for collecting and analysing displacement-related data.[106] The Government of the Philippines has also undertaken efforts to improve the management of IDP data systems, most notably its paper-based Disaster Assistance Family Access Card to identify IDPs and to monitor the delivery of assistance for a number of years. The Government has invested in streamlining the registration process, including before displacement occurs (see below). For instance, DSWD and UNHCR have developed a pilot project in Maguindanao province to digitize the process. Use of WFP's biometric SCOPE system to register IDPs has also contributed to efforts to build a national IDP registration system and database.

Collaboration between the Government of Indonesia and UNDP as part of the Sister Villages Programmes also included **building the capacity of local authorities** to address previous data gaps that made it difficult to reunite separated families and delayed the delivery of assistance.[107] A central component of the programme is the Village Information System (VIS), which allows disaster response authorities to communicate essential operational information to affected community members throughout the response and recovery phase of a disaster.[108] It includes village specific maps and plans and captures population data (disaggregated by age, disability or special assistance requirements), infrastructure information, livestock numbers, and hazard risk information to inform short and long-term district-level budgeting and assistance delivery.

Pre-emptive data collection and registration in disaster contexts can help governments avoid and prepare for displacement. In the Philippines, for instance, as part of the evacuation planning exercises in metropolitan Manila, demographic, hazard, vulnerability and capacity profiles and maps were developed for each selected *barangay*. Trained enumerators identified and catalogued open spaces and buildings as possible evacuation sites on public and privately-owned land.

Philippines. Beneficiaries with cards bearing their name and unique barcode can now receive government assistance through the BRAVE System.
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This information was then overlaid on detailed and up-to-date maps of the *barangays* produced using drone technology to help identify possible evacuation routes. Given the country's exposure to recurrent and cyclical natural hazards, in 2018, the Philippines' Department of Social Welfare and Development (DSWD) launched the pilot Disaster Vulnerability Assessment and Profiling Project (DVAPP) with IOM to initiate data collection and analysis on displacement risk as an integrated component of disaster preparedness activities.[109] Relying on DROMIC's Predictive Analytics for Humanitarian Response and IOM's Displacement Tracking Matrix (DTM), DSWD identified hazard-prone, geographically isolated areas in northern Luzon that face high levels of disaster displacement risk. The DVAPP project worked closely with local authorities to register some 65,000 vulnerable families using IOM's Biometric Registration and Verification System (BRaVe) as a disaster preparedness activity. Once registered, the head of the family was issued a bar-coded plastic identification card with their photo, called the Comprehensive Assistance for Disaster Response and Early Recovery Services or CARES card. The CARES card's database can help DSWD to ensure IDPs quickly and easily receive an appropriate level of assistance, since government officials in any location can access beneficiaries' information from a centralized database rather than having to contact the local authorities in the IDPs' place of origin. Authorities can plan for future needs, such as by identifying the need for prepositioned relief items, detecting families that may require special assistance, and anticipating the need for livelihood support during displacement.[110]

As country operations shift to **durable solutions programming**, governments and international actors can **draw on and adapt existing international frameworks and tools** to gather and analyse the information required by humanitarian, development, peacebuilding and stabilization workstreams, filling data gaps as needed. Assessing when displacement has ended begins with having a common

set of indicator, drawn for example from the Interagency Durable Solutions Indicators Library and Analysis Guidance[111] or a national framework, that can be adapted to the specific context of wherever IDPs decide to pursue a durable solution. These indicators can then be monitored by multiple actors at individual level, such as through long-term studies that include household surveys to assess progress. Progress can also be analysed at institutional level, to determine, for example, whether compensation mechanisms effectively meet IDPs' needs, and at local or area level confirm IDPs' access to basic services, the existence of livelihood opportunities and community cohesion issues.

In Somalia, NGOs participating in the RE-INTEG project, a 2017-2020 European Union-funded consortia project to support the (re)integration of IDPs and returnees, wanted to develop a common project monitoring and learning framework to assess whether their programme improved IDPs' lives in accordance with the IASC Framework on Durable Solutions. The project's learning partner, the Regional Durable Solutions Secretariat (ReDSS), adapted its Solutions Framework,[112] which operationalizes the IASC Durable Solutions Framework through 28 indicators, to the RE-INTEG's project in Somalia by identifying common outcome indicators across the consortia project's result matrix to develop a Collective Outcomes Monitoring Framework. The framework was complimented by a monitoring plan that further explained the ten outcome indicators, and by a set of survey questions to gather information on each.[113]

Understanding the underlying reasons why IDPs still face specific needs
related to their displacement, even after many years, requires closely assessing each context to identify the social, political and economic realities that may be negatively impacting IDPs and the broader displacement-affected community.[114] In particular, research in Somalia, Iraq and Sudan highlighted the fact that the IASC Framework for Durable Solutions does not entirely capture issues related to social cohesion, personal aspirations, or subjective feelings about belonging, which are critical for ultimately achieving durable solutions. For example, in Iraq in 2018, IOM, the Returns Working Group and Social Inquiry set out to analyse pre-existing large-scale datasets on internal displacement, as well as geographically targeted surveys and qualitative studies, to better understand which groups of IDPs were still displaced by conflict in Iraq and why.[115] To analyse the findings, the study complemented the IASC Durable Solutions Framework with additional indicators from migration and refugee integration frameworks, and social cohesion and fragility frameworks. While the datasets were not completely comparable, the resulting report[116] sheds light on the underlying reasons why displacement had become protracted for some IDPs and what circumstances could lead to protracted situations for others. In Somalia and Sudan, indicators on social cohesion were drawn from the Interagency Durable Solutions Indicator Library.

In Somalia, the annual Aspirations Survey was created through a participatory process involving government authorities, NGOs and UN entities[117] to introduce a longitudinal approach to understanding how IDPs' intentions with respect to durable solutions may change over time. Using disaggregated data, the analysis compares 500 families representing different groups of IDPs, host families and non-hosting families in urban areas over a four-year period (2019 to 2022) to better understand the factors that inform IDPs' decisions to stay in a given location or move with respect to five thematic areas: displacement patterns, economic

development, social integration, perceptions of safety and security, and housing, land and property.[118] Likewise, in Ukraine, IOM has been conducting regular national surveys and face to face interviews since 2016 to measure IDPs' material well-being, social integration, and housing needs, which helps assess the success of IDP programmes.[119]

With respect to processing the data emerging from focus group discussions and interviews, the community consultation processes in Sudan showed that **qualitative data is not inevitably cumbersome to analyse.** It just needs to be incorporated into the data collection methodology from the beginning with a clear analysis plan.[120] That said, Um Dukhun will ultimately require, as planned, a systematic data collection process to provide the foundation for the development of programming responses, as well as the budgetary and administrative support of sub-national and national authorities to implement programmes. Given the large amount of qualitative feedback from consultations on the Relocation Guidelines in Fiji, the Human Mobility Advisor supporting the process developed a scoring system to identify issues with the strongest agreement across community representatives from different regions. Greater weight was given to views from communities with direct relocation experience. These points were further validated by consulting Commissioners and relevant findings from the Advisor's prior academic research.

Having longitudinal and comparative data and analysis on displacement has also enabled partners working on durable solutions to **engage development actors in a dialogue about displacement as an "impoverishment factor,"** encouraging those actors to subsequently tailor their programmes accordingly to address durable solutions.[121] In Somalia, the World Bank is exploring how to capture changes related to durable solutions in its Somalia High Frequency Survey.[122] ReDSS and durable solutions partners have also mapped how the IASC Durable Solutions Framework corresponds to the UN Sustainable Development Goals.[123]

However, because achieving durable solutions is a process of progressively reducing specific needs associated with displacement, rather than a one-time physical movement, **approaches to data collection may also need to evolve and adapt**, using the most relevant systems and indicators for measuring durable solutions as IDPs' situations change. For instance, in Somalia, the Return Index was created to prioritize which return locations needed the most assistance. However, research on local integration arose when returns slowed and actors needed to understand the needs of IDPs at risk of protracted displacement. Looking to the future, efforts should focus on building national government capacity to regularly collect and verify displacement-related data as part of national statistics, as set out in the 2020 International Recommendations on IDP Statistics,[124] to measure progress towards achieving durable solutions over time.

Coordinating data collection and analysis was also seen as an integral component of joint programming to achieve collective outcomes,[125] **particularly related to durable solutions**. Having a shared vision about the project's overall objectives is particularly critical at the methodological design stage for data collection and monitoring to understand why specific sets of data are needed, such as which indicators best reflect a particular project's theory of change.[126] Experience from the RE-INTEG project in Somalia, for example, highlighted that establishing a shared theory of change with respect to finding

durable solutions helped delineate a "causal pathway" to advance (re)integration and guide collective efforts to address displacement-affected communities' vulnerabilities.[127] Actors can then reassess their regular data collection and programming monitoring and evaluation systems and find a way to work collaboratively to meet common goals.

Coordination mechanisms also play a role in **linking data and analysis to policymaking on internal displacement.** At national level in Somalia, OCHA and partners in Somalia first developed collective outcomes addressing durable solutions in 2017, which were later revised to align with the UN Development Cooperation Framework's social development pillar and the National Development Plan.[128] The Durable Solutions Working Group, co-chaired by the UN Durable Solutions Coordinator in the office of the Deputy Special Representative of the Secretary General, Resident and Humanitarian Coordinator (DSRSG/RC/HC) and ReDSS, has enabled operational partners to share their methodologies and findings with the Government and other partners, amplifying the impact of operational data and analysis for use in advocacy, policy development, and operational programming on durable solutions. For instance, in 2018, the UN Resident Coordinator's Office and ReDSS led a process to develop Durable Solutions Programming Principles with the working group's NGO and UN members that were ultimately endorsed by the Federal Government of Somalia in 2019 to guide all work on IDP durable solutions in the country.[129] The same year, the Government also adapted the Collective Outcomes Monitoring Framework to create a Durable Solutions Performance Matrix that includes common indicators related to durable solutions. Data shared by operational partners documenting IDPs' specific needs has also contributed to the Durable Solutions Initiative's ultimate success in advocating for the inclusion of internal displacement specific indicators across the four pillars of Somalia's ninth National Development Plan (NDP9) adopted in December 2019.[130]

Even the availability of timely, relevant and quality data and evidence is not in itself sufficient to ensure action. Effective support to fully address internal displacement relies on a State's commitment. Uncoordinated and duplicated data collection and analysis can also complicate efforts to prioritize the most important actions needed to help IDPs improve their lives. **Data is more likely to be used when actors develop it together, ideally under government leadership**, building a common understanding of its purpose and creating shared ownership.

Nigeria. An internally displaced man tends to his garden that he has grown next to the water tower in the Teacher's Village IDP Camp.
© IOM Rikka Tupaz | 2018

3.1.5 Protracted displacement and supporting durable solutions

"Scale up engagement of States to take the lead on solutions for IDPs, including through Sustainable Development Goal (SDGs') implementation"

GP20 Plan of Action, Objective Four

The compilation examples underscored that there is no single settlement option that will suit all IDPs. Some may wish to return, while others may prefer to locally integrate or relocate to another part of the country. Durable solutions need to be facilitated wherever IDPs choose to rebuild their lives. For some countries, like Ethiopia and Honduras, the process for finding durable solutions to internal displacement began with the Government, supported by international actors, simply naming and systematically mapping displacement as a phenomenon, whether it be related to conflict, disasters or human rights abuses. As country operations shifted to focusing on durable solutions, as noted in the discussion on data, various research methods were used to compare the situation of displaced people with the wider population (see Section 3.1.4).

3.1.5.1 Durable solutions programming

Growing recognition of the challenges associated with protracted displacement has led to efforts to **avoid displacement and protracted situations in the first place**. Because many meteorological phenomena are seasonal, and, thus, foreseeable, early action measures in Mongolia using IFRC's Forecast-based Financing (FbF) model have enabled actors to anticipate the impacts of severe winter storms on the basis of scientific information and community assessments and therefore to release assistance before the disaster occurs. Pre-agreed planning and financing set out in an Early Action Protocol enable all actors to act quickly by releasing funding prior to a predicted event. Early action builds affected communities' resilience to help them avoid displacement or reduce the negative impacts associated with displacement when it cannot be avoided. In Honduras, where at least 247,000 people were internally displaced by violence between 2004-2018,[131] the process to verify abandoned property as soon as possible avoids the loss of local knowledge that will inevitably fade over time, saving time and resources. Thus, it can help avoid displacement becoming protracted in the future by clearing potential hurdles when IDPs begin making property claims.

Once durable solutions were prioritized, the compilation highlights innovative pilot projects using **area-based approaches to work toward durable solutions for IDPs** that join humanitarian, development and peacebuilding programming. Area-based approaches "provide multi-sectoral support and work with multiple stakeholders, considering the whole population living in a specific geographic area with high levels of need."[132]

For example, the first of its kind in Somalia, the *Midnimo* (Unity) project began in December 2016 as a joint project between IOM and UN-Habitat to strengthen local governance, find durable solutions for IDPs and refugee returnees, and improve social cohesion through integrated humanitarian, development and peacebuilding programming. The UN Peacebuilding Fund and the UN Trust Fund for Human Security supported the project's diverse set of activities in urban areas at district level in displacement affected communities in Jubaland and South West States.[133] After a positive initial phase, *Midnimo* expanded to Hirshabelle and Galmudug States in 2018, with UNDP as an additional partner focusing on livelihoods and employment and to ensure a greater emphasis on gender considerations across the project as a whole.[134] At the heart of *Midnimo*'s implementation at local level was an intensive five-day workshop, led by trained local government authorities, during which displacement-affected communities developed community action plans to prioritize their needs based on context analysis. The workshop includes a "resource envelope disclosure" session, in which partner agencies announce the funding levels they will contribute, enabling community members to prioritize projects accordingly.

In Sudan, in late 2016, the Durable Solutions Working Group launched a pilot project to develop area-based durable solutions plans of action in two parts of Darfur: Um Dukhun, a rural location in Central Darfur, and El Fasher, an urban location in North Darfur.[135] Rather than a national durable solutions strategy,[136] the local-level plans of action to advance durable solutions were used to develop joint humanitarian-development-peacebuilding programmes with the intention that the plans could eventually inform the development of a national durable solutions strategy at a later date. The Sudan example highlights two different approaches used in the pilot project as a first step to gather and analyse information about the communities to establish a basis for developing action plans, emphasizing the role of IDPs' contributions to each. While the Um Dukhun process was largely rural and qualitative in nature, the El Fasher process was urban and area-based with a quantitative approach. Both processes drew from global guidance that emphasises consultation and joint planning with displacement- affected communities at the basis of any durable solutions plan". The Um Dukhun action planning process draws from the 2017 "Durable Solutions in Practice" guide prepared by the Global Early Recovery Cluster, while the El Fasher profiling is based on the Interagency Durable Solutions Indicator Library and Analysis Guidance".[137]

In Afghanistan, UNDP, IOM and UNHCR worked with the Ministry of Labour and Social Affairs through the SALAM project to address the challenge of creating long-term employment opportunities for IDPs, refugee returnees and host communities amidst continued insecurity.[138] One element of the project sought to open up opportunities to access regular migration pathways to international employment. Although political challenges precluded the implementation of bilateral labour agreements, the Ministry finalized a national labour migration strategy and policy. In the province of Nangahar, the SALAM project also trained IDPs for national employment opportunities and to start their own businesses through partnerships for job training and placement developed with the private sector. As of December 2019, some 1,200 forcibly displaced Afghans, including 216 IDPs, were either employed in the private sector or had started their own business.[139] Despite the project closing at the end of 2019, the model has inspired similar projects in Afghanistan.[140]

In Iraq, GIZ's "Stabilizing Livelihoods in Ninewa" project seeks to create livelihood opportunities for youth that contribute to social cohesion and peacebuilding.[141] The project also includes monitoring local-level peace agreements and social cohesion more generally and coordinating international peacebuilding projects in the area through the Peace and Reconciliation Working Group, established in October 2018. Likewise, UNDP has supported IDP returns since 2015 as part of its stabilization programme to enhance community readiness and facilitate the return and reintegration of IDPs in communities liberated from ISIL. Programmes to repair public infrastructure, provide essential services and livelihood support[142] are complemented by social cohesion activities that facilitate dialogue and peace agreements through local peace mechanisms that include youth, women's groups, media and religious leaders.

Innovative and experimental programmes show promise in tackling the **perennial complexities of housing, land and property issues related to internal displacement**, particularly in urban areas**.** In Ukraine, the city of Mariupol is widely reputed to have one of the country's best housing programmes for IDPs.[143] These programmes arose out of necessity, adapting to evolving conditions over time. Mariupol's current housing strategy for its some 98,900 registered IDPs[144] is integrated into the city's wider development strategy, including measures for IDP humanitarian assistance, support for livelihoods, investment in public transportation, access to medical and psychological support, measures for people with disabilities, and cultural activities.[145] Notably, Mariupol was the first in Ukraine to adapt the pre-existing temporary housing programme for "vulnerable people" to include IDPs, a category not previously specified under Ukrainian legislation. In addition, if they meet the income criteria, IDPs occasionally benefit from the pre-existing free social housing programme until their financial conditions improve. Middle-income IDP families also have an opportunity to purchase affordable housing in Mariupol. Under the 50/50 model funded by the State Fund for Support of Youth Housing Construction,[146] IDPs and veterans could purchase newly constructed housing in the real estate market with a 50 per cent financial contribution from the Government. The City continues to explore new housing models to help with local integration, including a rent to own model developed by the Danish Refugee Council, in which IDPs make monthly rental payments that can ultimately allow them to purchase the house from the municipality over a ten-year period without paying interest.[147]

Rapidly growing urban municipalities in Somalia have been grappling with how to respond to the over 2 million IDPs[148] currently living in their cities, many of whom arrived years or even decades ago.[149] In 2019, the United Nations Integrated Office of the SRSG/RC/HC commissioned the report, "Towards Sustainable Urban Development in Somalia and IDP Durable Solutions at Scale."[150] Cognizant of the country's numerous challenges, the report presents options for how Somalia's urban municipalities could utilize land value sharing tools,[151] with the support of the international community, in long-term urban development processes to maximize urban land use, provide stronger tenancy rights for IDPs, and generate revenue to finance durable solutions for IDPs. Land value sharing tools are based on the premise that the wider community, not just individual owners, should benefit when public investments, such as road construction and sewage systems, increase property values.[152] For instance, in the city of Bossaso, the report explores negotiating a land sharing agreement with a major private landowner, whereby

the municipality would receive a portion of land in exchange for providing basic services and building roads to the landowner's property. The various proposals presented in the report will take years to materialize, demanding strengthened land management and urban governance, as well as analysis assessing conflict dynamics, land and housing markets, and diverse stakeholders.[153] Such approaches also need to be complemented by more comprehensive urban and land management efforts, which presently vary among the regions in Somalia.[154]

3.1.5.2 Durable solutions coordination

Government support for durable solutions requires multiple levels of government support across diverse areas of responsibility. Supporting durable solutions can span local-level disaster response planning and area-based development plans to protecting voting rights and the development a national register of abandoned property. Thus, a designated government lead needs sufficient political authority and financial resources to implement a whole of government approach.[155] At the time of writing, Ethiopia, Iraq, Somalia and Sudan were at varying stages in the process, each being faced by political and financial setbacks in the process linked to varying levels of government engagement, the political and security environment and international donor support. Somalia showed particular promise. In November 2018, the Government established a Durable Solutions Unit in the Ministry of Planning, Investment and Economic Development, later complemented by a National Durable Solutions Secretariat that brings together 14 government entities, including the Office of the Prime Minister. These coordination bodies seek to ensure that IDP durable solutions policies, strategies and programmes are coordinated and integrated within the National Development Plan, the National Social Development Road Map, and other relevant instruments.

Ideally, **planning on durable solutions is State-led and jointly coordinated between the Government and the international community** to develop a shared evidence base and vision and common indicators when developing national and local IDP plans and strategies. In Somalia, broad coordination on durable solutions for IDPs between the Somali government and the international community takes place under the umbrella of the Durable Solutions Initiative (DSI), launched in early 2016 by the Federal Government of Somalia and the then Deputy Special Representative of the Secretary General, Resident and Humanitarian Coordinator (DSRSG/RC/HC).[156] The DSI builds on the understanding that "durable solutions to displacement can only be attained through strong government leadership and collective efforts from humanitarian, development and state/peacebuilding partners and with the inclusion of displacement-affected communities themselves."[157] Originally supported by the DSRSG/RC/HC and the Deputy Prime Minister, it is now transitioning to a fully owned national movement led by the National Durable Solutions Secretariat. Thus, coordination on durable solutions between the Government and international community formally takes place within the Resilience Pillar Working Group and Sub-Working Group on Migration, Displacement and Durable Solutions, under the Somalia Development and Reconstruction Facility.[158]

The DSI in Ethiopia was inspired by the Somalia model. After launching its National Strategy on Internal Displacement, in early 2019 the Ethiopian Government requested support from the UN Resident Coordinator's Office (RCO) to develop a solutions-oriented approach to internal displacement. As in Somalia, the RCO engaged a Special Advisor on Durable Solutions[159] to provide senior-level advice to the RC/HC and UN Country Team. The RCO's in both countries also recruited a dedicated Durable Solutions Coordinator to provide technical support in designing the DSI with all partners, drawing upon international good practices.

In addition to the State-led coordination processes, the international community and local partners also **coordinate durable solutions programming through national and sub-national working groups**. In Ethiopia, Iraq, Somalia and Sudan, a national level durable solutions coordination group was supported by dedicated capacity in the RCO to bring together international humanitarian, development and peacebuilding workstreams, with membership comprising the UN, bilateral and multilateral donors, international financial institutions, and INGOs.

Thus, even in the absence of government participation, these multi-stakeholder forums enabled international and local actors to work towards developing a shared vision and common indicators for achieving durable solutions for IDPs that are integrated into humanitarian, development and peacebuilding workstreams, such as Humanitarian Action Plans and Sustainable Development Framework Agreements. For instance, in July 2018, the UN RC's Office in Sudan established a Collective Outcomes Conveners Group that brought together international humanitarian, development and peace actors to agree on a set of collective outcomes, which included issues related to internal displacement.[160] This group was replaced in 2019 by the Sudan International Partners' Forum, hosted in the UN Resident Coordinator's Office with membership comprising the UN, bilateral and multilateral donors, international financial institutions, and INGOs. International actors can also introduce **"durable solutions markers" into development programming and "resilience markers" into humanitarian programming** to bridge humanitarian and development workstreams related to durable solutions. In Somalia, for example, development actors use "durable solutions markers" as programming tools to identify "development interventions across sectors with potential to contribute to durable solutions" while humanitarians use "resilience markers" to note "whether and how" activities in the humanitarian response plan contribute to durable solutions.[161]

Coordination between sub-national and local authorities and the international community is also important to finding durable solutions. For example, In Sudan, the planning processes to develop community action plans required continuous negotiations with all levels of government, relying, for example, on the Durable Solutions Profiling Coordinator in El Fasher to work in close coordination with municipal and local authorities, while the Durable Solutions Advisor collaborated with national authorities in Khartoum. In Somalia, successfully implementing the *Midnimo* project in different localities required adapting to each operational context, including identifying the institutions and stakeholders that were best placed to facilitate discussions on durable solutions, be it a local mayor or officials within the Ministry of Planning. However, despite the government-led nature of *Midnimo*, it was difficult for the project to assess how it contributed to broader efforts to find durable solutions, since the community action plans were

not aligned with the National Development Plan 2020-2024 nor integrated into federal state development plans. The establishment of Durable Solutions Working Groups at Federal State and District level, as foreseen in the next stage of the DSI, may help improve coordination. In Ethiopia, the DSI developed sub-national Durable Solutions Working Groups, co-chaired by Government disaster risk management offices and a UN entity, with the participation of all relevant local actors, including civil society organizations.

However, countries also faced the very real **challenge of pursuing durable solutions amidst political insecurity and uncertainty**, and the need to ensure that durable solutions are embedded within wider humanitarian, development and peace and security strategies and programmes. In Sudan, during the development of the community action plans in Darfur, IDPs and displacement-affected communities identified political instability and security as key barriers to finding durable solutions. This unstable environment also halted the full implementation of the community action plans. At the same time, the *Midnimo* project in Somalia shows that it is possible to implement government-led, area-based responses for durable solutions even when an overall situation is not yet conducive to finding such solutions. However, both experiences pinpoint the importance of reflecting on when and how to progress on durable solutions within the context of wider peace processes and uncertain security situations, including how to follow through on programming commitments made to IDPs and wider displacement-affected communities.

Finally, efforts to develop innovative programming and enhanced coordination that spans humanitarian, development and peacebuilding workstreams encountered challenges in trying to secure **adequate and sustained levels of financing to support durable solutions**. In particular, the *Midnimo* project, which was primarily financed through the Peacebuilding Fund, had difficulty funding the Community Action Plans (CAPs). It did succeed in leveraging multiple funding sources from beyond the projects own resources, including contributions from the World Bank, the private sector and the diaspora, to fund individual projects in the CAPs. Some local officials successfully marketed their CAPs at Federal State Level and to donors. That said, pick up was not as high as originally hoped, with the CAPs receiving unequal levels of funding in the different districts.[162] Intervening circumstances also sometimes forced *Midnimo* to reprioritize interventions to meet lifesaving needs, such as providing water during drought. In Ethiopia, facing similar funding challenges to Somalia,[163] the Federal-level Durable Solutions Working Group is discussing the idea of establishing a Durable Solutions Multi-Partner Trust Fund (MPTF), with support from the UN MPTF Office in New York. This new financial instrument, if established, could help support at an operational level the search for solutions. In Sudan, the previously noted International Partners' Forum shows potential for coordinating donor support to help finance durable solution programmes that do not fit neatly in a development, humanitarian or peacebuilding workstream. Key donors have also joined together in the Friends of Sudan group to support the Transitional Government's priorities for economic and democratic reforms.[164]

A few promising practices included **financing models that can help avoid protracted displacement situations**. For example, in Fiji, a new Climate Relocation of Communities Trust Fund has been created with seed funding from

a percentage of the revenue from Fiji's Environment and Climate Adaptation Levy (ECAL)[165] that was expanded in scope to include displacement.[166] The Trust Fund has already begun to receive external funds to support research, assessments, studies, the identification of viable settlement locations and infrastructure.[167] In Mongolia, IFRC's Forecast-based Financing mechanism funded early actions that repeatedly bolstered the resilience of vulnerable herders at risk of displacement by modestly reducing livestock deaths during two successive dzuds over a three-year period. Implementing Forecast-based Financing began with the drafting of a multi-stakeholder strategy called an Early Action Protocol, which set out the objectives of the early action and assigns roles and responsibilities to each actor well in advance of a potential dzud.[168] The National Agency for Meteorology and Environmental Monitoring of Mongolia (NAMEM) collaborates with the Red Cross Red Crescent Climate Centre to develop a trigger model based upon NAMEM's data to assess when and where an extreme dzud event is likely.[169] Once the trigger was reached, the predetermined level of funding was automatically authorized for release by the DREF for the readiness and early action activities set out in the Early Action Protocol.

At the global level, humanitarian agencies are working through the Early Action Task Force to align their approaches and develop joint pilot projects. Since 2016, some 40 humanitarian NGOs have used the Start Fund Anticipation Window to issue alerts and finance early actions.[170] The Central Emergency Response Fund (CERF), coordinated by OCHA, has dedicated USD 80 million over two years to pilot Anticipatory Action. The Philippine Red Cross, the IFRC and the World Bank are similarly exploring the development of forecast-based insurance for disasters as part of the Southeast Asia Disaster Risk and Insurance Facility (SEADRIF), regional platform for ASEAN Member States.[171] However, even this is not seen as sufficient in the long term. Other actors need to integrate early action into their existing programming and to open up the new funding streams essential to ensure that the most vulnerable households have the tools they need to avoid potential poverty and subsequent displacement.[172] At the same time, early action measures need to be accompanied by resilience building measures, such as livelihood diversification, to ensure a longer-term impact.

Lina, 78 and her husband Prokofiy, 86, in Slovyansk, eastern Ukraine outside their repaired home they returned to after several years in displacement. "We would have had to save every penny to fix the house. We are very happy to have been selected for help."
© UNHCR Helena Christensen | 2017

Somalia. A mother fondly teases her child
while selling fruit and vegetables in the
market shed in via Afmadow.
© IOM Rikka Tupaz | 2019

3.2 Conclusions and future trends

Around the globe, responses to internal displacement are gradually shifting in seemingly small ways that could significantly impact how internal displacement is conceptualized and addressed in the future. Given the high number of IDPs worldwide, innovative approaches, building on the lessons learned to date, are needed to overcome the persistent challenges that repeatedly emerged throughout exploration of the practices observed.

Looking ahead, States' primary responsibility to provide protection and assistance to IDPs in accordance with international legal standards remains undisputed. Illustrating what responsibility looks like in practice, the GP20 examples have highlighted how **States can exhibit leadership while working in collaboration with international and local partners** to respond to the challenges of internal displacement in situations of conflict, disaster and human rights abuse.

The GP20 examples also highlight how factors such as better evidence on internal displacement, a desire to be seen as an international and regional leader, international expert technical support and adequate financing can help **build and sustain political will**. While one ministry or entity may be designated as lead, examples from Ethiopia, Niger, Somalia, Ukraine and Vanuatu underscore the fact that an effective government response to internal displacement ultimately requires **all relevant line ministries to work together at all levels of government, including with municipal authorities**. Similarly, the experiences of Honduras and the Philippines show that action can still be taken without a national law or designated lead on internal displacement, although government authorities are likely to face limitations when roles, responsibilities and budgetary allocations are not clarified.

States benefit from sharing experiences and best practices about how to address internal displacement. When, as in some cases, internal displacement is regarded as evidence of poor governance and instability that results in international donors withholding development assistance and financing, there is little political incentive to acknowledge its existence. However, the GP20 Initiative has demonstrated the possibility of States and other actors discussing internal displacement in de-politicized contexts, allowing for a real exchange of ideas and practices for addressing internal displacement. Such platforms for exchange and discussion about **examples of good governance related to internal displacement[173]** should continue and be expanded to include wider State representation and more active participation of actors representing development, human rights, peacebuilding, climate change adaptation, and disaster risk reduction action, including donors, international financial institutions and private sector representatives, to help ensure comprehensive approaches to addressing internal displacement.

IDP protection, by definition, is national protection and, as such, must be provided by government authorities in exercising good governance for their citizens and habitual residents who are displaced. While this responsibility is clear in law,[174] international operational efforts have historically addressed internal displacement as a humanitarian challenge. In the early 1990s, advocates demanding that international attention be focused on internal displacement described IDPs as "internal refugees,"[175] a comparison that framed the international community's operational response in the years to follow. The Emergency Relief Coordinator's primary tool for coordinating the UN System's response is the IASC, a body tasked with coordinating humanitarian assistance.[176] Even in post-conflict or disaster reconstruction efforts, IDPs' protection and assistance needs are primarily addressed through humanitarian programmes, despite the UN Secretary-General's efforts to improve UN coordination on durable solutions at the country level.[177]

IDPs and refugees do share many of the same vulnerabilities and protection needs related to fleeing their homes. However, **addressing internal displacement requires using a different legal and conceptual framework.** Unlike refugees, who may require long-term international humanitarian assistance because host countries are unable or unwilling to fully integrate them, IDPs are not foreigners that have newly arrived in another country. IDPs remain entitled to all the rights available to the regular population of their country, regardless of their location. Yet, IDPs are commonly depicted as temporary guests or visitors in "host communities," effectively being treated as second-class citizens during displacement, especially in protracted displacement situations. Equating IDPs with refugees also results in confusion regarding durable solutions. Although understanding about "comprehensive solutions" for refugees as a process "to enjoy all their rights to the same extent as nationals" is evolving,[178] the compilation highlights that in many countries, durable solutions for IDPs are still equated with the "three traditional durable solutions"[179] for refugees, understood as a physical movement of voluntary repatriation ("return"), local integration and resettlement (or "relocation").

To move beyond these challenges, the examples in the compilation point to the potential of reconceptualizing **internally displaced persons as "citizens with displacement-specific needs,"** as opposed to displaced people with humanitarian protection and assistance needs.[180] In this context, "citizen" is not used in a legal sense to refer to nationality or to distinguish IDPs by their residency status.[181] Rather, it refers to the general notion of "citizenry," defined as "the group of people who live in a particular city, town, area, or country".[182] Thus, the term "citizen" should be understood as broadly encompassing nationals of the country as well as stateless persons or long-time residents who are part of a country's regular population, recognizing their rights alongside their agency as contributing members of the community.

Reconceptualizing IDPs as "citizens with displacement-specific needs" has operational implications. It reinforces the notion of the State's primary responsibility to protect IDPs' rights as members of the country's citizenry. It also emphasizes that **displacement is a governance issue that extends beyond humanitarian assistance to encompass development and, in some contexts, peacebuilding**. Lifesaving humanitarian protection and assistance is unquestionably an essential

component of protecting IDPs' rights, particularly during the emergency stage of an acute conflict, in the aftermath of a disaster, or when government authorities refuse to protect IDPs' rights. However, viewing IDPs as citizens with displacement-specific helps shift the operational mindset to underscore why **development and peacebuilding strategies should incorporate IDPs' displacement-specific needs**. This could include ensuring IDPs can access regular public services and social safety nets and restart sustainable livelihoods as quickly as possible to reduce long-term humanitarian aid dependency, even for those IDPs who ultimately wish to return home or relocate to another part of the country. It may also require long-term planning considerations to ensure that the relevant municipal authorities receive sufficient financial support to invest, as necessary, in public water supply, electricity, school and health systems to address IDPs' specific needs alongside those of the wider displacement-affected community.

On a foundational level, resolving existing displacement and avoiding future displacement means delving into the specific underlying causes of displacement and the reasons why it becomes protracted, and fully understanding IDPs' evolving needs until they achieve a durable solution. **Timely, relevant and comprehensive data on internal displacement is essential to inform national and local responses**. Likewise, **meaningful inclusion of IDPs, displacement-affected communities and those at risk of displacement** is key to developing effective responses to internal displacement to respond to the local context. Practices that adapt to local customs, languages, community groups, and leadership structures provide promising examples of how consultation and participation can positively influence the development and implementation of internal displacement-related laws, policies and programmes.

Colombia. Flor Marina once had refugee status in Venezuela, but she was deported back to Colombia in 2015. After settling in the city of Cúcuta she began a sewing shop. She sells her clothes in the town centre and even receives orders in advance from some of her faithful customers. She runs her new business with her family members, and the money has allowed her to build her own house.
© Jesuit Refugee Service | 2015

The compilation confirms that effectively addressing **internal displacement requires a multi-disciplinary approach** that brings in expertise from the fields of humanitarian response, development, peacebuilding, human rights, disaster risk reduction, climate change adaptation, and urban planning to develop integrated analysis, planning and project implementation. As States assume their responsibility to protect the rights of IDPs, the international community can offer support to implement the laws, policies and standards. This requires a concerted effort, not only across government ministries, but also across the UN system and the international community as a whole. Understanding of internal displacement, including the best ways to provide protection and assistance, has evolved since the UN Economic and Social Council first requested the Secretary-General to conduct a system-wide review of the UN system's capacities to address "the problems of refugees, displaced persons and returnees" in 1990.[183] Given the high number of IDPs trapped in protracted situations and the threats of climate change looming, there is a need for all UN entities to reflect on and re-examine their role in preventing, addressing, and finding durable solutions to internal displacement, whatever its cause, to determine how they can best support States in terms of operational and financial support. UN entities could then determine how to collaborate better to tackle protracted displacement and meet the UN Secretary-General's target to reduce displacement by 50 per cent by 2030. Notably, a UN system-wide review has already been requested by the UNFCCC Warsaw International Mechanism on Loss and Damage with respect to displacement related to climate change.[184]

The vast majority of countries with internal displacement lack a **State-led, multi-stakeholder forum dedicated to internal displacement issues, particularly durable solutions,** that brings together all relevant government line ministries and UN entities, as well as international and other NGOs, civil society organizations, donors and of course representatives of IDPs communities.[185] As demonstrated in Ethiopia, Iraq, Somalia and Sudan, the expanded role of the RCO Office (RCO), now separated from UNDP under the UN development reform, shows promise in bringing together the workstreams of the international community, and then building a bridge for consolidated planning with States. This also allows the UN to "speak as one voice" in terms of how it can support States with durable solutions. In particular, a dedicated position responsible for durable solutions in the RCO has been essential in many countries' progress in working toward durable solutions. The invited expertise of preeminent international experts on internal displacement has also positively contributed to the development of laws, policies and operational programmes and facilitated the sharing of experiences and good practices from other countries.

Learning from nascent practices in Somalia, Sudan, Ethiopia, Iraq, and the World Bank's work on forced displacement,[186] States and international partners could consider using a joint national forum to develop a shared **theory of change for finding durable solutions and protecting people from future displacement**. Commonly used in development planning processes, and increasingly in humanitarian operations, States, the international community and other stakeholders could use a theory of change methodology to prompt critical reflection and discussion about how diverse workstreams can join together in a logical way to address internal displacement over time.[187] Progress could be measured through a set of **collective outcomes**, as in Somalia, that would be

incorporated within the relevant national planning processes, such as national development plans, humanitarian action plans, peacebuilding strategies, and climate change adaptation plans.

In this regard, the compilation underscores the important role of local government officials, as well as civil society organizations, and IDPs and displacement-affected communities. The examples of Mariupol's housing schemes and the Philippines' earthquake evacuation simulation exercises show that it is **important for municipal bodies to have the legislative authority and financial resources to develop their own IDP programmes** as soon as possible, based on need and context – especially when these do not exist at national level. The use of **area-based approaches** that rely on **community action plans,** such as in Somalia and Sudan, are particularly noteworthy for emphasizing the agency of IDPs, and of the wider displacement-affected community, in finding a durable solution. They also ensure that the impact of displacement on the wider community is addressed, such as the need to expand public infrastructure or build new water points. Such practices show how IDPs as "citizens" of a country should be included in development planning, while also recognizing IDPs as a "vulnerable group" with specific needs that "should not be left behind" when pursuing the Sustainable Development Goals.

A key challenge in area-based approaches is **ensuring that IDPs' specific needs are adequately addressed within wider development and peace programmes**, particularly given the absence of specific SDG targets related to internal displacement. The use of regional or local-level Durable Solutions Working Groups, or similar coordination structures that bring together representatives from relevant local leadership, line ministries, international and local actors, could help with assessing how individual projects are contributing to achieving national or regional collective outcomes related to durable solutions. Even in the absence of aligned national planning processes across workstreams, using **"durable solutions markers" in development programming and "resilience markers" in humanitarian programming as programming tools,** may help further anchor projects to a wider vision of finding durable solutions and avoiding future displacement.

Finally, **donor support is crucial to build and sustain political will and implement collective outcomes related to internal displacement**. Including donors in national coordination forums, as being done in Ethiopia, Somalia and Sudan, is a positive development. Also notable is IFRC's Forecast-based Financing mechanism for early action in disaster contexts, the Peacebuilding Fund's financing of area-based projects like *Midnimo*, and the World Bank's Crisis Response Mechanism that permits the use of existing public service budgets to address new displacement.

Flexible, multi-year, and anticipatory funding will be essential to ensuring coherent and comprehensive work across humanitarian, development and peace workstreams, including interventions related to disaster risk reduction and climate change.[188] The use of MPTFs, including those specific to durable solutions, is one potential model. Furthermore, the July 2020 Development Assistance Committee (DAC) Recommendation on the Humanitarian-Development-Peace Nexus highlights how a growing number of donors recognize their role to "incentivise and implement more collaborative and complementary

humanitarian, development and peace actions, particularly in fragile and conflict-affected situations."[189] In particular, the DAC Recommendation, which recognizes "unprecedented levels of forced displacement,"[190] calls for the development of "evidence-based humanitarian, development and peace financing strategies at global, regional, national and local levels" informed by joint analysis and using "predictable, flexible, multi-year financing wherever possible," to respond to priority needs aligned with collective outcomes where appropriate. This approach does not necessarily mean dedicating new funds to addressing internal displacement, but rather using funds differently. It may, however, require many donor States to adjust national budgeting systems that typically separate humanitarian and development funding.

Iraq. Khonaf, living in Rwanga camp, is a mother of seven children. "I always wanted to have a job and earn money for my family so I no longer need to seek help from other people. My first customer was a child buying cake. It was one of my happiest moments in my life. I was so proud of myself."
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3.3 Recommendations

The GP20 compilation demonstrates that many States are taking their responsibility to protect IDPs seriously, working in collaboration with international and local partners. Through IDP laws and policies, States are designating roles and responsibilities across line ministries and at all levels of government to ensure comprehensive approaches to preventing, addressing and finding solutions to internal displacement, regardless of the cause. IDPs and displacement-affected communities are recognized and respected for making valuable contributions to the development and implementation of laws, policies and programmes related to internal displacement. The compilation also highlights how factors such as better data on internal displacement, the incentive to be seen as an international and regional leader, international expert technical support, adequate financing and advocacy campaigns can help build and sustain political will to address and resolve internal displacement.

Reconceptualizing IDPs as "citizens with displacement specific needs," as opposed to displaced people with humanitarian protection and assistance needs, reinforces the notion of the State's primary responsibility to protect IDPs' rights as members of the country's citizenry. Encompassing nationals of the country as well as stateless persons or long-time residents who are part of a country's regular population, the notion recognizes IDPs' rights alongside their agency as contributing members of the community. It also emphasizes that displacement is a governance issue that extends beyond humanitarian assistance to engage development and, in some contexts, peacebuilding efforts, which may help shift thinking about how to more quickly build IDPs' self-reliance and address their needs through existing government policies, programmes and services.

To this end, emerging practices highlight the potential of State-led, where possible, multi-stakeholder coordination on durable solutions to develop a shared vision and strategy for how to avoid, address and find durable solutions for internal displacement. This integrated approach may not work everywhere. However, for those States committed to resolving existing internal displacement and preventing future displacement, the practices featured in this compilation show that addressing internal displacement is simply good governance.

That said, further attention is required to identify and develop innovative practices related to: i) protecting IDPs in the most insecure and politically sensitive protection situations; ii) restoring livelihoods; iii) housing, land and property solutions; iv) collaboration with the private sector and international financial institutions to achieve equitable development; and v) financing for preventing and finding solutions to internal displacement.

Over the past three years, the GP20 Initiative has garnered active participation among States and other actors to discuss and share experiences about responding to internal displacement. Looking to the future, there are many positive aspects upon which to build. With respect to the four GP20 priority activities, the following key findings and recommendations are drawn from the compilation examples.

Priority Area 1: IDP participation

States, international organizations, NGOs and civil society

- Ensure **IDPs, displacement-affected communities, and people at risk of displacement have opportunities to meaningfully engage and participate** in all stages of processes and decisions that affect them.

- Engage IDP and displacement-affected communities to **refine operational programming and identify solutions** for addressing IDPs' protection and assistance needs, such as through the use of participatory area-based programming, community capacity mapping, and workshops to analyse findings.

- Use **local languages** and participatory methods that **reflect local cultural practices, capacities, leadership and governance mechanisms**, taking steps to ensure the inclusion of women and marginalized groups.

- **Build trust** by using clear, jargon-free language and culturally appropriate communication tools that tap into local knowledge, institutions and support networks.

- **Select facilitators and enumerators that community members trust,** including when appropriate, IDPs themselves.

- **Establish simple mechanisms for feedback and timely information** about their rights and service delivery, such as a free mobile phone app with updated information or a telephone support line.

- **Ensure IDPs, as legal citizens or habitual residents, can maintain their right to vote and stand for election** during displacement.

Priority Area 2: National law and policy on internal displacement

States

- Intensify efforts **to develop, adopt and implement laws and policies on internal displacement, including in disaster and other relevant contexts,** that ensure full respect for IDPs rights, as set out in the Guiding Principles on Internal Displacement and other relevant international legal instruments, including the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention).

- **Adopt and adapt existing concepts, definitions and terminology that resonate in each context,** aligned with international standards, to help facilitate ownership of the resulting law or policy.

Niger. Internally displaced children attend class in a tented classroom in Niger's volatile Diffa border region. Many sites for IDPs in Niger do not have schools for lack of funding and teachers.
© UNHCR/Hélène Caux | 2016

- **Integrate, as relevant, internal displacement-related issues within existing laws and policies**, including those related to development, land management, climate change and disaster risk reduction.

- Ensure processes to develop IDP laws and policies begin with an **exhaustive legal review and use an open, consultative process** that includes IDPs and wider displacement-affected communities.

- Ensure laws and policies **clearly designate roles and responsibilities for internal displacement**, accompanied by **necessary financial and human resources** to develop and implement programmes for IDPs and displacement-affected communities, including at local level**.**

International organizations, NGOs and civil society

- **Expand and increase awareness about international and national expertise and technical support on internal displacement law and policy** to assist States in the development or revision of relevant laws and policies to ensure effective protection, assistance and durable solutions for IDPs.

Priority Area 3: Data and analysis on internal displacement

States

- Conduct **regular, longitudinal IDP-related data collection and analysis,** in both disaster and conflict situations, to **document new displacement** and **monitor IDPs' progress toward durable solutions over time**.

- Implement the **International Recommendations on IDP Statistics (IRIS),** developed by the Expert Group on Refugee and IDP Statistics and endorsed by the UN Statistical Commission, requesting international expertise and assistance as required.

- Ensure **data collection and analysis systems begin with common definitions and are interoperable amongst all government entities and partners** to inform IDP-related planning and response activities from prevention to resolution of internal displacement, **building on and adapting existing tools.**

- Invest in **pre-emptive data collection and analysis systems to assess and plan for potential disaster displacement,** such as by identifying communities facing high levels of disaster displacement risk.

- Develop a **system to ensure that diverse sets of data and analysis support the development and implementation of laws, policies, strategies and programmes**, such as through a Collective Outcomes Monitoring Framework that provides common indicators related to durable solutions.

International organizations, NGOs and civil society

- Offer **technical expertise on IDP data collection and analysis, avoiding duplication,** to support States' efforts to build or enhance national and local capacity.

- Ensure **datasets, standards, concepts and indicators are harmonized and comparable,** such as by using common indicators from the Interagency Durable Solutions Indicator Library, **as an integral component of joint programming on internal displacement** across humanitarian, development and peacebuilding workstreams at project, sub-national and national levels.

- Develop **baseline and longitudinal studies on IDPs and displacement affected communities** to help understand progress towards and potential barriers to achieving durable solutions.

- Develop studies, complementing national efforts, that **compare IDPs with non-displaced community members** to understand the severity and impact of displacement.

- **Build on and adapt existing data collection and analysis tools to reflect changing operational needs,** such as by identifying the most relevant systems and indicators for measuring durable solutions as IDPs' situations evolve.

International and bilateral donors

- Ensure that funding for data related activities **incentivises coordination and requires a clear plan for how the data will inform operational and policy responses** to internal displacement.

Priority Area 4: Protracted displacement and supporting solutions

States, international organizations, NGOs and civil society

- Recognize and support **IDPs' right to choose between three pathways to finding a durable solution** (return, local integration and relocation elsewhere in the country), noting that in many protracted situations, local integration or relocation may be IDPs' preferred option, particularly in urban areas.

- Actively support and participate in **State-led, wherever possible, multi-stakeholder coordination and joint programming on durable solutions** to develop a shared evidence base, strategy and common indicators when developing national and local IDP plans and strategies.

- Consider how **reconceptualizing IDPs as "citizens with displacement-specific needs"** could improve the response to internal displacement and avoid creating parallel assistance structures, ensuring that IDPs' rights are fully protected.

- **Integrate internal displacement within all relevant strategy and planning documents,** including national development plans, Sustainable Development Cooperation Frameworks, peacebuilding strategies, strategies related to climate change and disaster risk reduction, and urban development plans, using **"durable solutions markers" in development programming and "resilience markers" in humanitarian programming** to bridge humanitarian and development workstreams.

– Continue to develop **innovative, area-based responses to address internal displacement at-scale** that protect IDPs' rights and re-establish IDPs' self-reliance, such as by **integrating IDPs in existing service systems** as quickly as possible to avoid parallel systems when feasible.

– Anticipate **prolonged displacement**, particularly in disaster contexts, including the reality that return may never be possible.

International organizations, NGOs and civil society

– **Clarify the role of the UN Resident Coordinator's Office** in coordinating the international community's support for durable solutions to internal displacement at the national level.

– Create systems that **identify and engage the comparative advantage and expertise of each entity across all relevant workstreams** to support Government responses to internal displacement, regardless of the cause, in terms of providing technical expertise, programmatic responses and innovative financing solutions.

– Explore possibilities for **establishing a standing international forum on internal displacement** for States, UN entities, I/NGOs, international financial institutions, donors and other actors to continue to share their challenges, achievements and priorities when the GP20 Initiative comes to an end.

International and Bilateral Donors

– Encourage and participate in **State-led, wherever possible, multi-stakeholder coordination and joint programming on durable solutions** to internal displacement, **providing financial and technical support in the assessment and planning phases** as an integral part of bilateral engagement in displacement contexts.

– Develop **anticipatory, multi-year, flexible funding** mechanisms, such as Multi-Partner Trust Funds, to support the implementation of internal displacement programming that engages the humanitarian-development-peace nexus to ensure effective protection and assistance for IDPs, resolve existing displacement and avoid future displacement.

– Support and implement the **Organisation for Economic Co-operation and Development's Development Assistance Committee Recommendation on the Humanitarian-Development-Peace Nexus** with respect to IDP-related programming.

Sudan. "I come at six in the morning to sell my tomatoes and lemons." Asha, an internally displaced vegetable seller, fled her village near Korma, North Darfur in 2014 when attackers burned down their houses. She has settled near Korma market with other IDPs who have not returned, fearing new violence.
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IV. GP20 PRACTICES

		Participation	Law & Policy	Data	Durable Solutions
Afghanistan	Sustainable livelihoods				x
Ethiopia	Durable Solutions Initiative		x		x
Fiji	Planned Relocation Guidelines	x	x		x
Honduras	Abandoned property register	x	x	x	x
Indonesia	Sister villages disaster preparedness	x		x	
Iraq	Measuring durable solutions			x	x
Mongolia	Forecast-based financing			x	x
Nepal	Disabilities inclusion	x		x	
Niger	IDP law development	x	x		
Nigeria	Overcoming language barriers	x			
Philippines	Disaster displacement data			x	x
Philippines	Evacuation exercise	x		x	
Philippines	Voting rights	x	x		x
Somalia	Data and durable solutions	x	x	x	x
Somalia	Land value capture		x		x
Somalia	Midnimo project	x		x	x
South Sudan	IDP law development	x	x		
Sudan	Durable solutions action plans	x		x	x
Ukraine	Housing		x	x	x
Ukraine	Legal rights mobile phone app	x	x		
Ukraine	Voting rights	x	x		x
Vanuatu	IDP disaster policy		x		

COUNTRY EXAMPLES

Nigeria. Ahaya conducts research on how well words like "stress" and "abuse" are understood in Kanuri and whether words like "rape" and "mental health" carry a stigma. Teacher's Village IDP Camp in Maiduguri. © Translators without Borders Eric DeLuca | 2018

Afghanistan. Family portrait of Niyaz, an internally displaced weaver in Afghanistan, with her two children.
© UNHCR Sebastian Rich | 2017

Afghanistan
Restoring Livelihoods for IDPs and Displacement-Affected Communities

1. Context

The Support Afghanistan Livelihoods and Mobility (SALAM) project was set up by UNDP, ILO and UNHCR in 2016 following a request from the Government of Afghanistan for international support for an unanticipated return of some 3 million refugees from neighbouring Pakistan over a six-month period.[1]

Afghanistan has faced four decades of displacement due to conflict and violence, disasters linked to drought, flooding, avalanches and earthquakes, and development projects.[2] During the first half of 2019, 213,000 people from all but three of the country's 34 provinces were displaced by conflict and violence.[3] The previous year, more than 371,000 people were forced to leave their homes due to drought, adding to the some 2.6 million persons internally displaced previously by conflict.[4] In addition, some seven million Afghan refugees returned home from neighbouring countries between 2002 and 2017,[5] many becoming internally displaced persons (IDPs) themselves as they fled drought, conflict and unviable conditions in their areas of origin.

The Government of Afghanistan has shown a strong political commitment to finding durable solutions to displacement. In 2014, it adopted a comprehensive National Policy on Internally Displaced Persons[6] and in 2016 it established the Displacement and Returnee Executive Committee to address the needs of the displaced and returnees. Durable solutions for displacement also feature prominently in the Afghanistan National Peace and Development Framework 2017-2021.[7] Ongoing conflict has long been a significant and constant impediment to sustainable return, jeopardizing years of development gains made under the 2001 Bonn Agreement.[8]

2. Description of the practice

Recognizing that Afghan returnees would face significant integration challenges, notably in re-establishing sustainable livelihoods,[9] the three UN agencies joined together to develop an innovative project, led by the Ministry of Labour and Social Affairs (MOLSA), that sought to generate new employment and international labour migration opportunities even amidst ongoing crises and protracted conflict. The project included IDPs, host communities, women, youth and other vulnerable groups selected by UNHCR, recognizing the importance of inclusion in protracted conflict environments.

Early on, the project was forced to adapt to changing operational conditions, which in turn resulted in the project's theory of change and planned activities no longer reflecting realistic objectives. The original SALAM Framework project signed with the Government of Afghanistan in 2016 covered Kabul and five selected provinces with a budget of USD 120 million.[10] Ultimately, 370,000 registered refugees returned home from Pakistan in 2016, a 12-year high,[11] but less than originally anticipated. Operational constraints also included limited capacity

of staff and staff turnover within the Ministry of Labour and Social Affairs, including at field level, thereby hindering the provision of quality services to returnees. Amidst this changing operational environment, only EUR 4.5 million in donations from the Government of Finland materialized.

The SALAM project opted to significantly downsize, choosing to focus on one province, Nangahar, with the highest number of returnees according to UNHCR data. Led by UNDP, the project originally sought to focus on local economic development as a means of creating jobs for returnees and supporting sustainable solutions in the province of Nangahar. However, to align with the donor's priorities and build on UNHCR's experience with job placement in the private sector,[12] the project's emphasis shifted to job training and placement. Based on a pre-existing market analysis conducted by Action Aid and UNHCR, UNDP identified the most promising higher-paying jobs and then contracted out employment training and job placement to a private-sector company. After being trained, the SALAM project provided returnees and IDPs with incentives to entice private businesses to participate in the programme. By December 2019, some 1,200 forcibly displaced Afghans were either employed in the private sector or had started their own businesses. This included 216 IDPs who had benefited from skills training, internships or job placement.[13] Despite the project closing at the end of 2019, the model has inspired similar projects in Afghanistan.[14]

Competing and overlapping projects developed with international partners also complicated cooperation between government officials and the SALAM project. Led by ILO, SALAM collaborated with MOLSA to formalize international labour migration pathways for skilled Afghan workers to the Gulf region by negotiating bilateral agreements. Although political challenges precluded the implementation of those agreements, MOLSA did finalize a national labour migration strategy and policy. However, in 2017, the World Bank established

a partnership with MOLSA to develop a similar project, called Placing Labor Abroad, Connecting to Employment Domestically and Addressing the Needs of Youth Project (PLACED), with a USD 50 million grant from the Afghanistan Reconstruction Trust Fund[15]. Like SALAM, it intended to send labour migrants to the United Arab Emirates based on a bilateral agreement, signed in May 2018 with ILO technical assistance, and to establish test programmes in Kabul to develop a national employment service system. Thus, PLACED resulted in a macroeconomics-centric labour migration strategy[16] that ran in parallel to SALAM's strategy that focused on human rights and on finding solutions for displacement.

3. Why this is a good example to share

The SALAM project, while smaller than first envisioned, tested how diverse actors can work at the nexus between humanitarian and development action. The SALAM project took a risk by tackling the perennial challenge of creating long-term employment opportunities for IDPs, refugee returnees and host communities amidst continued insecurity.[17] While the operational context changed in ways that ultimately hindered the project's full potential, it showed that humanitarian and development actors can come together in ways that support national leadership by building on each partner's respective areas of technical expertise.

The project also highlights the practice of including assistance for IDPs within area-based programmes designed to assist refugees and host communities with other specific needs. For displaced persons, such programmes need to provide skills training as well as help to establish and build relationships with potential employers, who generally prefer to hire people they already know and trust.[18]

Finally, the example underscores the critical importance of investing in collaborative relationships between government and operational partners to avoid the negative consequences of continuous staff turnover and insufficient institutional memory that can significantly delay project implementation and result in duplication.

Afghanistan. "I have developed my embroidery skills a lot. I have proven not only to my relatives but all others that displacement and disability do not have to be barriers for a person to be successful in life. Now I can stand as a symbol for other women living with a disability."
© UNDP Afghanistan S. Omer Sadaat | 2019

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10   IOM was originally going to participate in the SALAM project, but it later developed a separate return and reintegration project when it received a grant from the European Union.

11   Rummery (n 9).

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18   ibid 10.

Ethiopia. Abebech was able to return home after being displaced by conflict. © IOM Alemayehu Seifeselassie | 2019.

Ethiopia
The Durable Solutions Initiative

1. Context

Ethiopia has seen parts of the country chronically affected by internal displacement related to drought and flooding. The country has also seen a steep rise in conflict-related internal displacement since 2018 – with these displacements taking place against the backdrop of significant political change and the eruption of localized conflicts and social tensions throughout the country. The Government of Ethiopia recognized and documented conflict-related internal displacement in late 2017. At that time, the International Organization for Migration (IOM) began utilizing the Displacement Tracking Matrix to provide tracking of the displaced to inform national and international humanitarian response efforts.[1]

Internally displaced persons, especially those in collective sites of temporary nature, live in difficult conditions – with many having limited access to basic services and livelihood opportunities, facing protection risks, and not receiving sufficient humanitarian assistance. In 2019, and again in 2020, many IDPs were returned or relocated to their areas of origin, in some cases with limited planning and consultations. The Mid-Year Review of the Humanitarian Response Plan (HRP) for Ethiopia in August 2020 noted that there were some 1.8 million IDPs in the country, and 1.4 million returnees.[2] These numbers reflect an urgent need to support durable solutions sooner rather than later.

2. Description of the practice

Officially launched in December 2019, the Durable Solutions Initiative (DSI) is a national platform jointly developed by the Government of Ethiopia and the international community to establish an operational framework to find durable solutions for both conflict and disaster-related internal displacements. The initiative emerged from a need for focused conversations on internal displacement in Ethiopia. It brings together representatives from different government ministries as well as humanitarian, development, and peace/

state-building actors, donors, civil society and researchers. The DSI also responds to the international community's commitment to support States in their efforts to significantly reduce internal displacement by working in concert across "institutional divides, mandates and in multi-year frameworks."[3]

Led by the Ministry of Peace, the DSI covers five areas at national, regional and local level to support a whole-of-government response to internal displacement:

1. **Policy** - Mainstreaming displacement issues in key policy/strategy documents, most crucially the national development plans;

2. **Legislative** - Supporting ratification of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) and the development of implementing legislation or policy;

3. **Institutional** - Strengthening the coordination and operations of federal and regional level working groups on durable solutions;

4. **Planning** - Mainstreaming displacement issues in regional spatial plans, city-wide structures, and neighbourhood development plans;

5. **Operational** - Implementing area-based, comprehensive, government-led and community driven programmes in areas of voluntary return, relocation and local integration. Supporting internally displaced households in

finding individual solutions (e.g. through microfinancing or the portability of social protection entitlements). Mainstreaming solutions into development programmes and humanitarian action.[4]

Durable solution interventions under the DSI are guided by eight key principles, originally developed by the Regional Durable Solutions Secretariat (ReDSS) and UN Somalia (Federal Republic) in 2019:[5]

1. Rights and needs-based;
2. Government led;
3. Participatory and community based;
4. Area based;
5. Recognize unmet humanitarian needs;
6. Collective and comprehensive;
7. Sensitive to social inequalities linked to sex, age, disability and marginalization; and
8. Sustainable.

After launching its National Strategy on Internal Displacement, in early 2019 the Ethiopian Government requested support from the UN Resident Coordinator's Office (RCO) to develop a solutions-oriented approach to internal displacement. The RCO engaged a Special Advisor on Durable Solutions[6] to provide senior-level advice to the RC/HC and UN Country Team. The RCO also recruited a dedicated Durable Solutions Coordinator to provide technical support in designing the DSI with all partners, drawing upon international good practices.
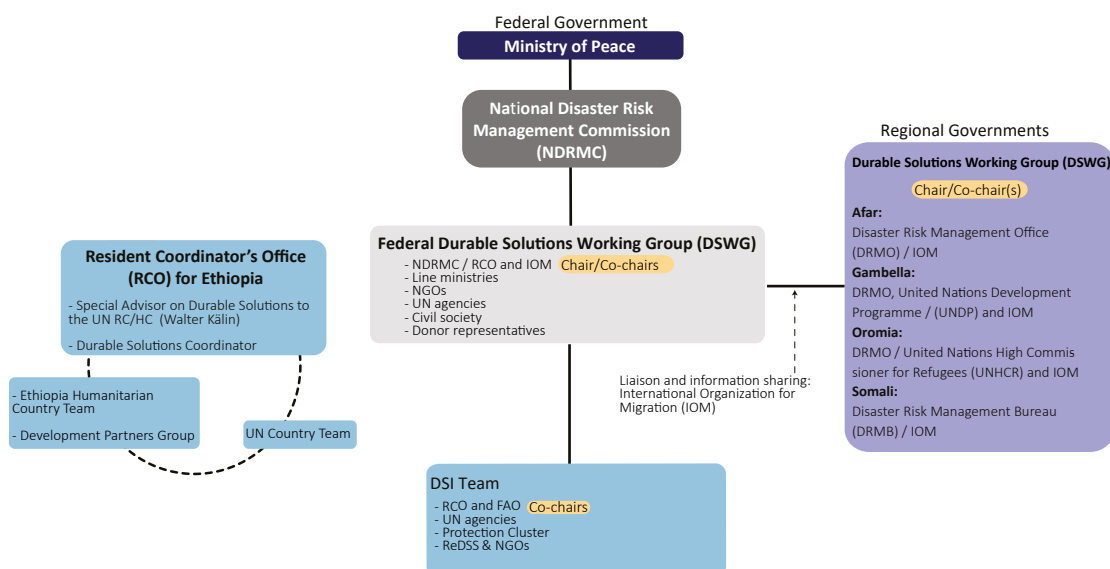
3. Results for internally displaced persons and others

At the legislative level, a milestone was reached on 14 February 2020, when the Ethiopian Government ratified the Kampala Convention[7], formalizing its commitment to ensuring responses to internal displacement are conducted in line with international standards.[8] Technical support for legislative reform is ongoing, with the support of UNHCR and ICRC. A senior expert on internal displacement was also invited by the Ministry of Peace to share his expertise on the development of a national IDP law to domesticate the Kampala Convention.[9]

With respect to coordination, IOM has supported the establishment of Durable Solutions Working Groups at the regional level to strengthen collaboration between Government bureaus and with humanitarian, development and peace actors. The DSWGs are chaired by the Government and co-chaired by IOM and other UN agencies (UNHCR in Oromia region and UNDP in Gambella region). In addition, a Federal-level Durable Solutions Working Group (DSWG) was established, and is currently chaired by NDRMC, and co-chaired by IOM and the RCO. To coordinate the contributions to the process, the UNCT established a technical team on durable solutions, chaired by the RCO and co-chaired by FAO, which included the Protection Cluster as well. The Team has recently expanded to include the participation of the Regional Durable Solutions Secretariat (ReDSS), which represents NGOs committed to working on durable solutions.

At policy level, a specific output for durable solutions has been integrated into the UN Sustainable Development Cooperation Framework (2020-2025), which was signed by the Ministry of Finance and UN Resident Coordinator on 9 September 2020 Conversations are currently underway with support from UNDP on how the National Planning Commission can best incorporate durable solutions within Ethiopia's national development plans.

Durable solutions for IDPs are also being addressed from an urban planning perspective. For example, the Dire Dawa City Administration is engaged in their Structure Plan Revision Process, with UN-Habitat providing support to address issues of displacement and solutions. UN-Habitat is also assisting the Urban Bureau in the Somali region to carry out a feasibility assessment to determine whether the Qoloji IDP camp can be converted into a permanent settlement. Rural settlements are being upgraded to city administrations due to natural population growth, and in some cases displacement patterns. UN-Habitat is working with the Ministry of Urban Development and Construction to mainstream solutions issues in the regional spatial planning of all ten regions of the country.

At an operational level, there has been limited progress to date to support IDPs to find solutions. Recognizing this challenge, the Federal-level DSWG is pursuing the idea of establishing a Durable Solutions Multi-Partner Trust Fund (MPTF), with support from the UN MPTF Office in New York. This new financial instrument, if established, could help support at an operational level the search for solutions. It could achieve impact by funding interventions that respond to the priority needs identified by displacement affected communities. In designing the terms of reference of this fund, it will be important to meet minimum requirements, as elaborated in the DSI's toolbox, including the need for intention surveys, voluntariness of movement, conflict analysis and protection risk analysis to determine the suitability and focus of the investments.

4. IDP participation

IDP participation features strongly in the DSI's overarching principles, emphasizing that interventions should be participatory and community-based, and aim to enable the full implementation of IDPs' rights.[10] For the moment, IDPs' perspectives in the DSI coordination mechanisms are included by way of NGOs and UN agencies that work directly with displacement affected communities. As durable solutions interventions are designed, IDPs as well as host and receiving communities will need to be directly engaged in the planning of durable solutions interventions, implementation and evaluation of the impact achieved. One idea envisaged is to include IDP and displacement-affected community representatives in the governance structure of the durable solutions multi-partner trust fund.

5. Challenges

Implementation of the DSI at the operational level remains a challenge, in large part due to the resource mobilization constraints that have impeded the implementation of durable solutions interventions in the country. The momentum generated by the DSI launch in December 2019 was subsequently impacted by COVID-19 and other pressing humanitarian issues, including increased insecurity and localized conflict in certain parts of the country as well as a severe locust infestation affecting large swaths of territory. While recognizing this set back, the Government and its partners would now like to generate new energy around the DSI with the creation of a durable solutions MPTF.

On peacebuilding, significant challenges remain to bolster federal and regional efforts to prevent and resolve conflicts and provide guarantees of non-reoccurrence to avoid future internal displacements. Premature returns to areas where root causes of initial displacement are not addressed, or where basic services and infrastructure are lacking,

may lead to flare up of violence and/or secondary displacement. Peacebuilding, community acceptance and development support are inseparable prerequisites to attain durability of solutions. This underscores the value of the DSI in addressing peacebuilding as part of attaining durable solutions.

NGO support and expertise will also continue to be required for implementation of durable solutions in the field. For example, the Norwegian Refugee Council's expertise in Housing, Land and Property (HLP) and their leadership of the HLP working group will also help different levels of government gain expertise in tackling the complex land and property issues that often plague durable solutions efforts. The Protection Cluster can continue to provide support to engage IDPs and displacement-affected communities in durable solutions planning and programming.

6. Lessons learned

The design of the DSI took many months but during this time, it was possible to build ownership and support for the process. The official launch of the DSI in December 2019 further exemplified the support it had by both the Federal Government, Regional Governments and City Administration. The RC/HC's leadership and commitment to the DSI, and the establishment of the Durable Solutions Coordinator position within the RCO, were critical to facilitating dialogue on durable solutions between the key stakeholders. Notably, the Protection Cluster's early and full participation in the DSI design process, as well as the support of ReDSS, ensured that protection considerations remained central to the initiative and enabled the participation of other NGO partners in the process.

Moreover, the Government of Ethiopia welcomed the opportunity to learn from Somalia's experience of developing a DSI. For example, Ethiopia hosted the October 2019 Intergovernmental Authority on

Development (IGAD) Regional Exchange, organized in collaboration with GP20, providing an opportunity for Ethiopian and Somali officials to share experiences during a formal panel discussion.[11] The senior-level Special Advisor on Displacement, who has served as Special Advisor on IDPs to the Deputy Special Representative to the Secretary General, Resident and Humanitarian Coordinator (DSRSG/RC/HC) for Somalia since 2015 and participated in the Regional Exchange meeting, also provides a critical bridge between the two countries. His meetings with ministers, heads of UN agencies, and other senior officials in Ethiopia were important in building political understanding and commitment. The Durable Solutions Coordinator also visited the Somalia RCO to learn from its experience and this has led to ongoing exchanges between the two countries.

7. Why this is a good example to share

The DSI in Ethiopia is an example of how a whole-of-government and all-of-society approach to internal displacement can be developed, building upon good practices from other countries. The DSI seeks to facilitate a dialogue between partners to foster coherence and coordination, with commonly agreed approaches, priorities and criteria. The DSI calls for the respect of international standards for durable solutions, including that all interventions uphold and promote safety, dignity and the voluntariness of return, relocation and local integration.

Going forward, the DSI will test the operational realities of working toward collective outcomes on durable solutions, in line with the New Way of Working, in order to avoid protracted displacement. It will do this by identifying regions with relative stability where it is possible to design area-based responses across development, peacebuilding and humanitarian responses, building on the life-saving humanitarian response.

GP20 | Country Examples

Ethiopia. Internally displaced people - mostly former neighbours - sit in the shelter where 20 of them sleep. "We managed to escape from our area with only our lives" This 28 year old man had to leave his wife behind and flee with his 48 year-old mother.
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Endnotes

1   IOM, 'Ethiopia' (DTM, October 2019) <https://displacement.iom.int/ethiopia> accessed 29 January 2020.

2   'Humanitarian Response Plan Ethiopia' (Government of Ethiopia and OCHA 2020) Mid-Year Review.

3   'Agenda for Humanity: Annex to the Report of the Secretary-General for the World Humanitarian Summit' (United Nations 2016) A/70/709 7 <http://www.agendaforhumanity.org/sites/default/files/AgendaforHumanity.pdf>.

4   Government of Ethiopia and United Nations Ethiopia, 'Ethiopia Durable Solutions Initiative' 2.

5   The principle to "recognize unmet humanitarian needs" was added to the DSI in Ethiopia. UN Somalia Office of the UNDSRSG/HC/RC, 'Durable Solutions Initiative' (March 2018).

6   Professor Walter Kälin, the former Representative of the UN Secretary-General on the human rights of internally displaced persons, was serving in this position at the time of writing.

7   African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa 2009.

8   Mark Yarnell, 'The Crisis Below the Headlines: Conflict Displacement in Ethiopia' (Refugees International 2018) Field Report.

9   This expertise was provided by Professor Chaloka Beyani, the former UN Special Rapporteur on the human rights of IDPs.

10   Government of Ethiopia and United Nations Ethiopia (n 7) 12–14.

11   IGAD Regional Consultative Process and GP20, 'Concept Note: A Regional Exchange on Experiences in Supporting Resilience and Durable Solutions to Internal Displacement in the IGAD Region' (IGAD 2019) <https://www.globalprotectioncluster.org/wp-content/uploads/Final-Concept-Note-for-the-2019-RCP-on-IDPs.pdf> accessed 7 January 2020.

Community consultations to develop guidance on planned relocations.
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Fiji

Learning from Communities in the Development of National Planned Relocation Guidelines in the Context of Climate Change

1. Context

The Fijian archipelago includes 100 inhabited islands located in the central South Pacific Ocean. Many of the families and communities living on low-lying atolls and in coastal areas face the possibility of being displaced from their homes in the future due to a combination of factors. These include climate-related hazards, human-induced environmental degradation, population pressure, new or expanded settlements in hazard-prone areas, poverty, inequity and other sources of social vulnerability. At the same time, Fiji's different ethnic groups also have a measure of resilience in dealing with future hazards given the strong ties of kinship at the heart of their respective cultures and their resource sharing practices linked to their relationships with the land and ocean.

Over the past decade, several communities in Fiji undertook planned relocation processes without formal guidance and with little previous national experience. Relocation in

Fiji is only pursued as a measure of last resort when all alternative adaptation options have been exhausted as ineffective or unfeasible.[1] Abandoning traditional land has particularly profound cultural and spiritual implications for indigenous (*i Taukei*) communities, both for those who leave behind their land behind and for the communities that provide their land to another relocated community.[2] With over 80 per cent of land in Fiji communally owned by the *i Taukei* communities, cultural and spiritual ties to the land inevitably play a prominent role in relocation processes. Thus, each early relocation processes had to navigate anew amidst complex social, cultural, economic and environmental issues, including tensions over land, identifying suitable sites, the dislocation of community members, and insufficient financial resources.

The Government of Fiji's 2012 National Climate Change Policy did not address relocation related to climate change. However, with a growing number of communities requesting support for relocation due to climate change impacts, the Government of Fiji has recognised the need for guidance to help communities and other stakeholders navigate the complicated process.

2. Description of the practice

Following a multi-year process initiated by the Government in 2012, Fiji launched its national "Planned Relocation Guidelines: A framework to undertake climate change related relocation" (the "Planned Relocation Guidelines") at the UN Climate Change Conference in Katowice (COP24) in December 2018.[3] These guidelines, the first of their kind, outline principles and social safeguards to guide government assistance to Fijian communities who, as a measure of last resort, may need to relocate to new sites. The example below explores how the Government engaged affected communities in the development of the Planned Relocation Guidelines.

The Climate Change Division, responsible for all climate change policy issues in the country, initially led the process to develop the Planned Relocation Guidelines and began by consulting those communities that had already gone through a relocation process, including Tukuraki and Vunidogoloa, as well as communities considering relocation.[4] Government representatives responsible for community engagement in the areas of disaster management, *i Taukei* affairs, meteorological services and climate change took part in the field visits.[5] In particular, community members[6] were asked to reflect on lessons learned from their previous relocation process and to identify the issues requiring further consideration and improvement to better support future processes.

Based on these consultations, an Officer from the Climate Change Division who had taken part in the community discussions drew up an initial draft of the guidelines drawing on the community consultations and contributions from a cross-sectoral government Relocation Task Force. The Task Force had been established to address technical issues raised by the communities, such as the impacts of saltwater intrusion.

Progress slowed and then stalled due to contentious issues related to land tenure, debates over how to structure the guidelines, and government restructuring that ultimately led to staff changes and the Climate Change Division being moved to the Ministry of Economy. However, in 2016, Fiji's forthcoming presidency of the 23rd Conference of the Parties to the United Nations Framework Convention on Climate Change (COP23) provided the political impetus to move forward given that COP23 was viewed as an important opportunity to throw light on relocation as a growing issue for Fiji. The Climate Change and International Cooperation Division (CCICD) re-initiated the process to develop the Planned Relocation Guidelines, working in conjunction with the National Disaster Management Office (NDMO)[7] and with dedicated technical support from an advisor[8] whose position was funded by an international donor (GIZ).

Building upon the previous draft and community consultations, the Advisor worked with CCICD to keep the Planned Relocation Guidelines focused on legal and policy elements, setting aside the technical operational and coordination issues to be dealt with in the Standard Operating Procedures (SOPs) that were to follow. The Advisor proposed using a "hybrid legal approach" for the guidelines, rooted in international environmental, human rights and migration law alongside national Fijian legislation and the traditional customary law ("*kastom*") that governs local communities in Fiji. This approach ensured that the Planned Relocation Guidelines were grounded in traditional Fijian values and practices and retained the centrality of community engagement in the process.[9]

Over the course of 2017 and 2018, the Ministry of Economy convened a series of meetings at the division level to review the revised draft. Although some urban residents living in informal settlements in the capital Suva were consulted, the Planned Relocation Guidelines primarily focus on rural *i Taukei* communities living on communal land.[10] Thus, three division-level consultation workshops sought to capture diverse experiences across the country by bringing together representatives from villages already relocated or those

in the process or considering relocation. Communities leaders, primarily traditional village headmen and church pastors representing clusters of villages, were nominated by Provincial Councils and Divisional Commissioners to participate.

Each division-level workshop was facilitated by a varying team of CCIDC officials, the Advisor to the Fijian Government, senior GIZ representatives and Divisional Commissioners. The workshops introduced key concepts and provided background information about the Planned Relocation Guidelines. The agenda was structured around the different stages in a relocation process: making the decision to relocate, developing a sustainable plan for relocating to an acceptable site, and, finally, implementing the plan. All aspects were considered, with a focus on upholding the values and human rights of Fijian communities, households and individuals. Government officials primarily listened to community views.

Following the workshops, the Advisor evaluated the large amount of qualitative feedback to identify points of agreement and difference. For example, while all the communities strongly agreed on the need to protect land rights, expectations differed

with respect to the extent to which education and health services should be guaranteed in relocation areas as compared to what was available in their current locations.[11] To organise, prioritise and validate content, the Advisor developed a scoring system to identify those issues on which there was the strongest agreement across community representatives from different regions. Greater weight was given to views from communities with direct relocation experience. These points were further validated by consulting Commissioners and relevant findings from the Advisor's prior academic research.[12] Ultimately, a 20-page document was widely shared for feedback in advance of national-level consultations in 2018.

The Ministry of Economy hosted two national-level one-day workshops, facilitated by the Advisor, to review the resulting draft. The first event brought together traditional and religious community leaders and government officials representing different ministries or agencies, including the Prime Minister's Office, to encourage buy-in and agreement on their respective technical roles and responsibilities related to managing planned relocations.[13] The second event included a diverse group of around 150 stakeholders, including community representatives, civil society organisations representing the perspectives of specific groups,[14] universities, UN agencies and other Pacific regional and international organisations. Prior to each event, community leaders were provided with documents to enable them to prepare for the discussions.

During both events, the Advisor systematically reviewed each paragraph of the draft, identifying areas for discussion. In addition to providing comments during the event, all the participants were given 14 days in which to consult their organizations and submit further feedback; this resulted in 20-30 submissions. The final drafting process assessed all the remaining contributions, giving priority to those with direct knowledge of the Fijian

context. Recognising that not all community members or community groups had directly participated in the meetings, supplementary information was drawn from the findings of community-based research conducted by the Advisor in 2015-2017.[15] The final version of the 2018 Planned Relocation Guidelines used terminology and definitions already used in Fijian policy and plans, while also referencing international guidance, including the Planned Relocation Toolbox.[16]

3. Results for internally displaced persons and others

The "Planned Relocation Guidelines: A framework to undertake climate change related relocation" emphasise relocation as a bottom-up, inclusive process that keeps all members of the affected communities at its centre. The quality and relevance of the Planned Relocation Guidelines owes much to community contributions. The methods used at village, divisional and national levels enable community representatives, government officials and other stakeholders to be engaged and keep participants informed. Key concepts and terminology were adopted and adapted to fit with and build on the context-specific culture and language at local to national levels. Differing views on difficult issues could be openly discussed and resolved in consultation workshops, such as the level of community consensus required before a decision to relocate could be taken,[17] and the complexities of land ownership and transfer.[18] Having participated in their development, communities at-risk should also have a better understanding of their roles and responsibilities in implementing the guidelines. In short, it is "a Fiji document based on the Fiji context"[19] that is relevant, locally owned, and inclusive of potentially marginalised voices.

"The guidelines are helpful. When we started the relocation, it was trial and error, learning from experience... Now it's all documented so it helps me if I'm a bit lost... It's like a map to help us get to the end of the process. Lessons learned from other relocations are really relevant to future relocations."

Project Manager, Narikoso village relocation

The Planned Relocation Guidelines are one element of a suite of mutually reinforcing government frameworks, tools and mechanisms that, together, are designed to protect and strengthen the resilience of at-risk or displaced communities and persons. A technical government Task Force, led by CCICD, is in the process of developing Standard Operating Procedures to support implementation of the guidelines. Notably, in 2019, the Government of Fiji adopted Displacement Guidelines in the context of climate change and disasters. These state that when IDPs cannot return home, the Relocation Guidelines procedures should be used to find a durable solution.[20] Specific provisions on planned relocation are also found in the latest versions of the National Climate Change Policy (2018-2030),[21] the National Adaptation Plan (2018),[22] and the National Disaster Risk Reduction Strategy (2018-2030).[23]

In addition, a new Climate Relocation of Communities Trust Fund has been created with seed funding from a percentage of the revenue from Fiji's Environment and Climate Adaptation Levy (ECAL)[24] that was expanded in scope to include displacement.[25] The Trust Fund has already begun to receive external funds to support research, assessments, studies, the identification of viable settlement locations and infrastructure.[26] The creation of this fund would not have been possible without the Planned Relocation Guidelines and complementary Displacement Guidelines. Finally, each of these elements has been included in a draft Climate Change Bill which, assuming it is passed by Parliament, will lend them legal strength and rigour.[27]

4. IDP participation

The community-level consultations used *"talanoa,"* a traditional *i Taukei* concept and form of participatory and transparent dialogue that extends across Indo-Fijian culture and other Pacific communities living in the country.[28] In a ***talanoa*** process, which may be formal or informal, discussion is encouraged to flow without a rigid structure or timeframe with the intention of reaching a shared understanding of the matter at hand.[29] During community *talanoa*, the heads of families and elders, mainly men, usually sit together in a circle with women seated behind. While women can listen to the discussions, they only speak when given permission to do so. To ensure that women, youth and otherwise marginalised voices had an opportunity to share their perspectives, Fijian government consultations commonly adapt or complement traditional *talanoa* by organising "focus groups," adapted to each community, to speak separately with these groups. As a Fijian official from the capital observed, "Rural and urban life are very different... You need to be mindful of the cultural context when going into the community. *You* have to adapt to *them."*

Government representatives or facilitators largely play a listening role during these sessions. When officials from outside the local areas visit, the *Roko Tui,* or executive heads of the governmental provincial councils and provincial administrators, act as respected interlocutors with the communities. In particular, the *Roko Tui* facilitate the consultation process by ensuring that visitors are sufficiently briefed on each community's specific background and cultural protocols.

5. Challenges

Several factors obstructed community participation. First, the remote and widely dispersed location of villages around the islands of Fiji, compounded by limited or absence telephone and electricity networks, impeded efforts to fully engage communities. Thus, face-to-face meetings required a significant investment in time and financial resources. To adapt to these logistical challenges when meetings were held in the capital, some communities nominated a branch of their kin who worked in Suva and understood their villages' issues to represent them during discussions.

Finally, while documents were shared ahead of consultation events to facilitate community discussion and feedback through their leaders, lower levels of literacy among some leaders forced them to rely on assistance from others to understand their content.

6. Lessons learned

Engaging communities through traditional cultural practices, governance structures and local leadership at community level is important, but may also reinforce the social exclusion of women and other marginalised individuals. Community leaders were specifically requested to include women, older persons, people with disabilities, and other marginalised or vulnerable groups, as well as the LGBTI community, in their community-level discussions. Not all discussions were adequately inclusive, however. Complementing the traditional *talanoa* dialogues with "focus group discussions" ensured separate spaces for the perspectives of women, children and youth to be openly expressed and heard. In the national consultation events, the diversity of participants helped to ensure that perspectives that may have had less prominence at other points in the process, notably those of women and LGBTI groups,

could be voiced and heard.[30] Thus, while some elements could have been more representative, in general, the process improved how groups in Fijian society converse with one another.[31]

Although not originally planned, the Ministry of Economy CCIDC subsequently recognized the importance of presenting the final version of the Planned Relocation Guidelines to the participating communities both from the point of view of accountability - so that they could see how their contributions had been incorporated - but to also help instill community ownership of the final product. At the time of writing, CCIDC was exploring opportunities to disseminate the Planned Relocation Guidelines at community level, including as part of adaptation awareness workshops for Commissioners and Provincial Council members who work directly with communities. Nonetheless, some communities have reportedly already accepted the Planned Relocation Guidelines, as evidenced by their use in a current relocation project in Narikoso.[32]

7. Why this is a good example to share

Motivated by its leadership role in the global COP23 process, Fiji was one of the first States to develop a national framework to guide planned relocations. The Government used a community-centred approach, employing culturally appropriate methods to engage key stakeholders, focusing in particular on the experiences and lessons learned from Fijian communities that had already been relocated. The Planned Relocation Guidelines are now one of a multitude of mutually reinforcing policies and strategies, complemented by a Trust Fund, that make up the Government of Fiji's multi-faceted response to internal displacement and relocation in the context of disasters and climate change.

Endnotes

1   Republic of Fiji, 'Planned Relocation Guidelines: A Framework to Undertake Climate Change Related Relocation' (Ministry of Economy 2018) 1.

2   John Campbell, Michael Goldsmith and Kanyathu Koshy, 'Community Relocation as an Option for Adaptation to the Effects of Climate Change and Climate Variability in Pacific Island Countries' (Asia-Pacific Network for Global Change Research 2005) 21 and 26 <https://www.sprep.org/att/irc/ecopies/pacific_region/643.pdf>.

3   Republic of Fiji (n 1).

4   Interviews with government officials from the Fiji Permanent Mission in Geneva, the Ministry of Economy's Climate Change and International Cooperation Division (CCICD) and the National Disaster Management Office (NDMO).

5   At that time, visits included Divisional Commissioners (under the Ministry for Rural and Maritime Development and Disaster Management) and representatives of government ministries or sections responsible for *i Taukei* (indigenous) Affairs, disaster management and meteorological services and climate change. The Climate Change and International Cooperation Division (CCICD) located within the Ministry of Economy is the lead agency responsible for all climate change matters, working in coordination with other ministries and agencies through cross-government task forces and committee.

6   In the rural context, village communities may be seen as a group of people connected by kinship and linked by birthright and/or kinship to local land and sea resources. Campbell, Goldsmith and Koshy (n 2).

7   The NDMO leads the development of disaster risk reduction and management policies and coordinates the Government's disaster preparedness, response and recovery operations.

8   Human Mobility Advisor to the Fijian Government.

9   Cosmin Corendea, 'Hybrid Legal Approaches Towards Climate Change: Concepts, Mechanisms and Implementation' (2016) 21 Comparative Law 14.

10   The Planned Relocation Guidelines apply to affected "communities", generically understood to include "*villages, formal settlements, informal (squatter) settlements, and sub-communities within larger urban areas*". Republic of Fiji (n 1) 3.

11   Interview with the Human Mobility Advisor.

12   Cosmin Corendea, 'Migration and Human Rights in the Wake of Climate Change: A Policy Perspective Over the Pacific' (United Nations University 2017) Policy Report <https://collections.unu.edu/eserv/UNU:6305/PolicyReport_ No2_171113_online_revised_meta.pdf>.

13   Participating officials included representatives from the CCICD, the National Disaster Management Office, the Ministry of Lands and Mineral Resources, the Fiji Bureau of Statistics, and the Prime Minister's Office.

14   Specific groups represented women, children, faith-based organizations, and the LGBTI community.

15   Corendea (n 12).

16   UNHCR, Georgetown and IOM, 'A Toolbox: Planning Relocations to Protect People from Disasters and Environmental Change' (UNHCR, Georgetown, IOM 2016) <https://environmentalmigration.iom.int/toolbox-planning-relocations-protect-people-disasters-and-environmental-change> accessed 24 June 2020.

17   While many communities argued during the consultations that full consensus was needed, the lower threshold of 90 per cent was decided by the government, recognising the reality that while some parts of the population may continue to refuse to leave their current homes in spite of risks to their lives, the entire population should not be put at risk.

18   Relocations may involve the transfer of communal land rights at the place of origin from the community to the government, and conferral of rights to equivalent land at the resettlement site, considering each specific village context.

19   Quote from interview with a government official.

20   Ministry of Economy, 'Displacement Guidelines: In the Context of Climate Change and Disasters' (Republic of Fiji 2019) <https://www.pacificclimatechange.net/sites/default/files/documents/Displacement%20Guidelines.%20In%20 the%20context%20of%20climate%20change%20and%20disasters..pdf> accessed 4 May 2020.

21   Government of Fiji, Ministry of Economy, 'National Climate Change Policy 2018 - 2030' (Government of Fiji, Ministry of Economy 2019) 2018–2030 <http://fijiclimatechangeportal.gov.fj/node/20396> accessed 24 June 2020.

22   Government of Fiji, Ministry of Economy, 'National Adaptation Plan Fiji. a Pathway Towards Climate Resilience' (Government of Fiji, Ministry of Economy 2018) <https://www4.unfccc.int/sites/NAPC/Documents/Parties/National%20 Adaptation%20Plan_Fiji.pdf> accessed 24 June 2020.

23   Government of Fiji, Ministry of Disaster Management and Meteorological Services, 'Fiji: National Disaster Risk Reduction Policy 2018-2030' (2018) 78 <https://www.preventionweb.net/english/professional/policies/v.php?id=70212> accessed 24 June 2020.

24   PM Bainimarama, 'PM Bainimarama's Speech at the Launch of Fiji's Climate Relocation and Displaced Peoples Trust Fund for Communities and Infrastructure' (2019) Speech <http://www.pmoffice.gov.fj/official-launch-of-fijis-climate-relocation-and-displaced-peoples-trust-fund-for-communities-and-infrastructure/> accessed 24 June 2020. The ECAL revenue is projected to provide some USD 2.6 million per year.

25   Terminology adopted in Fiji makes a clear distinction between planned relocation and displacement. Displacement, unlike relocation, is not understood as a planned measure assisted by the government, but rather as an unintended outcome of disaster for affected populations. Fiji Displacement Guidelines (2019)Ministry of Economy (n 20).

26   Parliament of the Republic of Fiji, Act No. 21 of 2019: "An Act to establish a Trust Fund for the planned relocation of communities in Fiji that are adversely affected by climate change. 2019.

27   Climate Change Bill 2019 2019 pt 13.

28   Isimeli Waibuta Tagicakiverata and Pam Nilan, 'Veivosaki-Yaga: A Culturally Appropriate Indigenous Research Method in Fiji' (2018) 31 International Journal of Qualitative Studies in Education 545, 6.

29   S Otsuka and Uanasi Nabobo-baba, 'Talanoa Research: Culturally Appropriate Research Design in Fiji' [2006] Proceedings of the Australian Association for Research in Education (AARE) Conference 2005. Melbourne, Australia 3 <https://www.aare.edu.au/data/publications/2005/ots05506.pdf>.

30   Interview with the Human Mobility Advisor.

31   GP20 Steering Group Meeting, 4 December 2018.

Honduras. Community groups constitute a key support in the identification of abandoned property in high risk areas. Tens of thousands of people have been forced to flee their lands and houses to find safety from gang violence and persecution.
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Honduras
Preparing for Solutions through Abandoned Property Registration

1. Context

In Honduras, internal displacement occurs clandestinely and often with little warning, as people flee individually or in small groups, generally after receiving direct threats from gangs or "maras." Between 2004-2018, at least 247,000 people were internally displaced by violence in Honduras, representing 2.7% of the population and affecting 58,500 households.[1] Generalized violence and organized crime have created a climate of fear in both urban and rural areas

that is compounded by high levels of impunity for murder, extortion, sexual violence, kidnapping and forced recruitment of children and adolescents and this compels people to flee.[2] Although most IDPs stay within their own municipality, their situation in terms of housing, health and livelihoods is comparably worse than that of their neighbours who have not fled.[3] An unknown number of IDPs, often unaccompanied minors, have subsequently fled abroad, joining the asylum-seekers and socio-economic migrants more commonly associated with Honduras.

The Government of Honduras first officially recognized the phenomenon of internal displacement in 2013 through Decree PCM-053-2013.[4] The decree established the Inter-Institutional Commission for the Protection of Persons Displaced by Violence (CIPPDV), comprised of several government agencies and civil society organizations and housed within the Secretariat for Human Rights.

Since 2014, UNHCR, the Joint IDP Profiling Service (JIPS), and an advisory group comprised of representatives and experts from civil society organizations, academia, and international organizations have supported CIPPDV's efforts to establish an evidence base for internal displacement that occurred between 2004 to date.[5] An expanded nationwide internal displacement profiling exercise (2017-2019) included an extensive set of workshops and consultations with 30 national and international entities, as well as 70 IDPs, to understand the situation and needs of displaced people in order to inform the planning of specific government responses.[6]

In 2016, the CIPPDV began developing the draft Law on Protection of Persons Displaced by Violence, a collaborative process that also included two consultations with IDPs on elements of the legislation.[7] CIPPDV officially handed over the draft law to two congressmen on 27 March 2019, and is currently awaiting official submission to the Honduran National Congress for review and approval.

2. Description of the practice

The dispossession of housing, land and property is a particularly critical protection concern within the Government's wider efforts to address internal displacement.[8] As of 2019, 34 per cent of displaced households who had been homeowners prior to displacement reported losing their houses to abandonment, occupation or destruction, with an additional 33 per cent deciding to sell their homes.[9]

A staggering 97 per cent of all displaced households indicated they did not intend to return to their original homes.[10] IDPs generally lack sufficient trust in government institutions to report abandoned property, fearing reprisals from gangs if they were known to have cooperated with authorities. Displaced people also face difficulties proving ownership, particularly since in many cases, ownership was not officially recorded in the national land register (cadaster) in the first place, thus further complicating efforts to guard against occupation, destruction, or illegal sales during displacement.[11]

In 2015, the Special Rapporteur on the human rights of IDPs recommended the creation of a confidential system for the registration of abandoned homes and property so that the Government could establish a legal process to ensure restitution or compensation, which he identified as a key element to finding durable solutions.[12] In support of the Government's commitment to establish such a register by 2020,[13] UNHCR commissioned a study in 2017 reviewing relevant legal and institutional framework. This concluded that the existing laws and policies in Honduras were not adapted to the specific needs of displaced people.[14]

The Property Institute is the government entity responsible for registering property at national level in the national registration system (SURE). It also leads the Cadastral Committee, comprising key property-related institutions in Honduras with the support of UNHCR.[15] In September 2017, UNHCR facilitated an exchange between the Cadastral Committee and the Government of Colombia's Land Restitution Unit to inform the development of Honduras' own legal and institutional frameworks to register IDPs' abandoned property. Central and local-level officials from Honduras met with 12 Colombian agency representatives and participated in field visits, focusing particularly on Colombia's laws and policies with respect to local authorities' role in protecting IDPs' abandoned land and cultural heritage. In particular, the exchange highlighted the need for Honduras to adopt

a property restitution law, develop common standards for the registration of abandoned property, and address the social protection needs of displaced people who have lost their homes.[16]

Building on the lessons learned from the Colombian exchange and additional research, in 2018, the Cadastral Committee identified the following actions required to enable the registration of lost or abandoned property related to displacement:

I.   Develop a special registration form for IDPs to report abandoned property;

II.   Establish a protocol for verifying and registering claims at national level;

III. Develop a specific module within the National Registration System (SURE) for the registration of abandoned property due to forced displacement;

IV. Conduct capacity building workshops on displacement-related concerns for government officials working in property administration; and

V.   Design protection measures in conjunction with the Supreme Court of Justice and all relevant entities.[17]

In addition, the Property Institute reviewed its existing records to identify nearly 5,000 abandoned properties potentially linked to violence. Because it is difficult for the Property Institute to physically verify the properties alone without drawing significant attention, it is currently working with community leaders, UNHCR, and Caritas International. These partners are also gathering data on abandoned properties in 292 urban areas facing high levels of displacement risk, and this data is then cross-checked against the Property Institute's own information.[18]

Given the potential risks to displaced people if they were known to be asserting their property rights, this verification procedure takes place discreetly, without directly contacting the property owners. This process is currently focused on ownership, but over time, the Property Institute plans to expand into other categories of housing, land tenure and property rights (e.g. rental agreements, vehicles, livestock, etc.). Verifying abandoned property as soon as possible avoids the loss of local knowledge that will inevitably fade over time, saving time and resources in the future when IDPs begin making claims.

These preparedness measures, which were funded using existing resources, provide critical baseline information and procedures for the next phase of the registration system in addressing internal displacement. In particular, the pending law on internal displacement will need to clarify restitution procedures so that IDPs can begin filing property claims.

GP20 | Country Examples

Honduras. In the hills above the capital Tegucigalpa, vacant houses indicate the scale of forced displacement from neighbourhoods controlled by street gangs. Forcing people to flee is how the gangs root out opponents.
© UNHCR Tito Herrera | 2017

MILE STONES

towards the protection of **abandoned** LAND & HOUSING due to forced DISPLACEMENT in HONDURAS

Institutional

Community

2016 — 2017 — 2018 — 2019 — 2020

Institutional

Assessment report on land and housing in Honduras (UNHCR)

Exchange with Colombian Land Restitution authorities

Activation of the Cadastral Committee of public entities

Training workshop for staff (50) of the four entities comprising the Committee, with the participation of international experts

Second training workshop and consultation with local actors (50) for the design of the registry form to claim the protection of abandoned properties

Forum on Land Restitution for the exchange of best practices on the protection of abandoned properties, with the participation of international experts

Construction and validation of tools by the Cadastral Committee

Consultation workshops on tools and the local level (cadastral, legal and social with prioritized municipalities)

Pilot run of the **module to register abandoned properties** within the Unified Registry System (SURE) jointly with the Property Institute (IP)

Roundtables to analyse emblematic cases on land conflicts (IP, SEDH, UNHCR - Cerrito Lindo case)

Training of IP registration staff at the national level, with the participation of international experts

Development of the user manual for the form and the registry module

Pilot use of the **registry form** with local authorities

Training for staff and the civil society on preventive measures

Development of the protocol on preventive measures for the protection of abandoned due to forced displacement

Continuity of roundtables to analyse emblematic cases

Community

Report on the impact of forced displacement in 55 parishes

Training of teams from the 23 parishes mostly affected by forced displacement on: identification and referral of displaced people and abandoned properties

Identification of 292 abandoned properties through parish committees in coordination with CARITAS (exercise undertaken on 2017-18)

Pilot run of the form to register claims over abandoned properties (participation of staff of the entities from the Committee)

Cross-check of data with IP of abandoned properties identified in a community, jointly with CARITAS

Work with community teams and the IP technical team for the identification of **50 abandoned properties in 5 communities**

Continuity to the work with community teams, enhancing to other communities. Training of community teams on cadastral issues and training to the IP technical team on social and protection issues (internal displacement)

Dissemination campaign of the system to register properties in affected communities

Registry of abandoned properties identified with communities within the registry module

Honduras

3. Results for internally displaced persons and others

IDPs have expressed their appreciation for the efforts being made to record their losses, explaining that it gives them hope that the process of rebuilding their lives will eventually be easier, particularly if they are able to return home.

The development of the abandoned property register has also helped to rebuild trust in public institutions, an essential component for strengthening the overall protection environment in Honduras. Displaced people participating in the pilot process for the registration form said that it was important for them to know that someone from the Government was listening to them and taking their concerns seriously.

Similarly, government employees who typically focused on legal issues and civil administration gained a deeper understanding of the critical role property registration can play in protecting the rights of their fellow displaced citizens. This personal connection with IDPs' experiences motivated government officials to review property administrative systems more comprehensively to ensure that the more human elements related to property rights were addressed alongside legal and technical issues.

4. IDP participation

To test the draft registration form, the Cadastral Committee worked closely with UNHCR and Caritas International to create a welcoming environment that helped displaced people feel secure in providing their feedback and suggestions to a government institution. Technical government experts from different property entities sat face to face with displaced people currently receiving humanitarian assistance. Together they reviewed the draft form as if filing a formal claim.

Based upon IDPs' comments following this exchange, the form was revised in three ways. First, the overall structure of the form was inverted to provide displaced people with the opportunity to share their personal experiences about losing their property before answering detailed technical questions about their background and descriptions of the property. Second, legal terminology was replaced with terms IDPs commonly used to identify different tenancy categories. Third, the form was revised to include additional government entities that IDPs trusted to submit claims but which had not previously been used by the Property Institute.

5. Challenges

While the registration system will provide an important baseline documenting abandoned property, it is only one part of the country's overall comprehensive response to preventing, addressing and finding solutions to displacement. The next stage, linking the register to restitution procedures, depends on clarification of official roles and responsibilities and the associated budgetary allocations, as set out in the draft Law on Protection of Persons Displaced by Violence yet to be submitted to the National Congress. Protocols to address technical issues, such as collective rights, how to file claims with limited documentation and how to protect abandoned properties from secondary occupation or pillage, also require clarification.

The Government will also need to continue its efforts to build trust with displaced people so that they feel confident making claims without fear of reprisals from gangs. For example, additional consultations with IDPs are required to develop confidentiality procedures and information campaigns that build confidence in the process once it becomes necessary for the Government to contact claimants directly.[19]

6. Lessons learned

The Government of Honduras has shown how committed leadership that builds on partnerships with operational and technical actors can lead to concrete, evidence-based actions despite significant operational and legal constraints. In this example, the CIPPDV welcomed the expertise of UNHCR, JIPS, Caritas International and other actors to develop a comprehensive understanding of displacement and the potential legal hurdles for fully responding to those challenges. The Government also welcomed the opportunity to learn from Colombia's experience in addressing similar challenges. The Property Institute then built on this information to match the Government's expertise in housing, land and property administration with the institutional strengths and capacities of civil society, local communities, and international operational partners. In particular, civil society's close relationships with displaced communities allowed the Government to better understand the situation despite IDPs' fear of engaging with government institutions.

These elements will be essential during the subsequent, and perhaps more difficult, phase of the registration process when internally displaced people will be invited to submit claims and restitution processes begin.

7. Why this is a good example to share

National laws and policies for internal displacement can be extremely useful for clarifying roles and responsibilities and allocating the necessary budgets amongst departments and levels of governments to ensure a coordinated, integrated government response to internal displacement. However, even in the absence of IDP specific laws, government institutions still have legally mandated responsibilities to safeguard their citizens' rights, including those of internally displaced people.

The Property Institute took its responsibility seriously by systematically reviewing its existing policies and procedures to determine whether they responded to IDPs' specific needs and circumstances. As its experience reveals, while standard processes may require sensitivity and care to adjust them to the particular context of displacement, assuming institutional responsibilities to address internal displacement does not necessarily require the creation of a new structure or process.

GP20 | Country Examples

Honduras. Identification of abandoned housing, land and property with community groups and the Property Institute of Honduras.
© UNHCR Andres Garcia | 2019
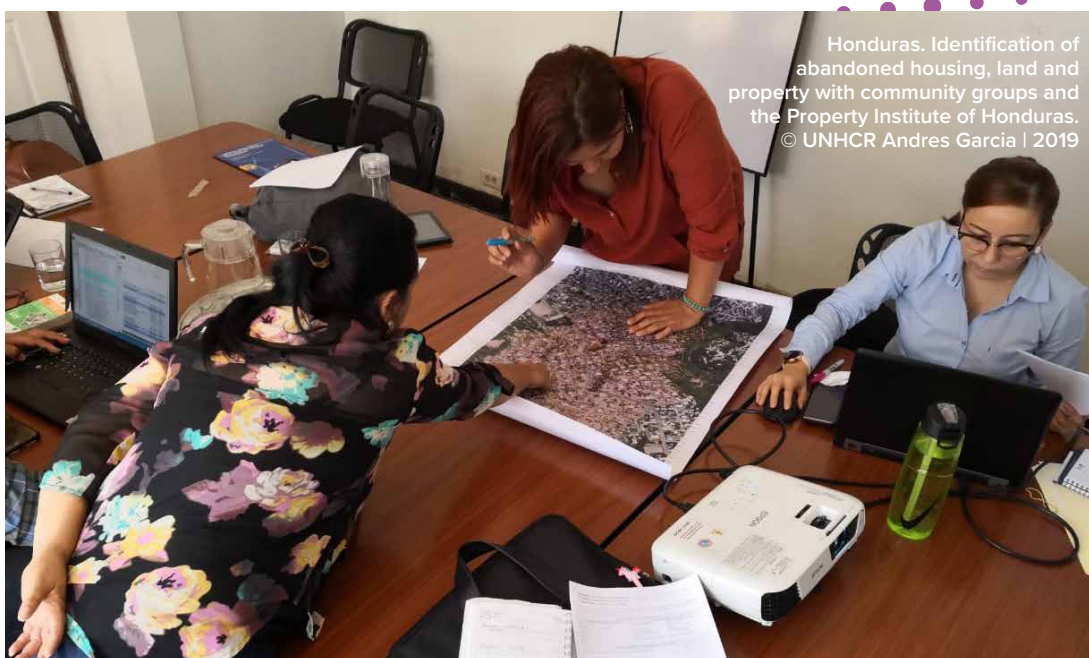
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2   ibid 40.

3   Inter-Agency Commission for the Protection of Persons Displaced by Violence, *Characterization of Internal Displacement in Honduras* (Government of Honduras 2015) 14–16.

4   Decreto Ejecutivo PCM-052-2013 2013.

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9   CIPPDV, UNHCR, JIPS (n 1) 71.

10   CIPPDV, UNHCR, JIPS (n 1) 76.

11   Nieto Padilla and El Abdellaoui (n 7) 5.

12   Human Rights Council, 'Report of the Special Rapporteur on the Human Rights of Internally Displaced Persons on His Mission to Honduras (23-25 November 2015)' (United Nations General Assembly 2016) A/HRC/32/35/Add.4* para 93.

13   UNHCR, 'Honduras' (*Global Compact on Refugees Platform*) <http://www.globalcrrf.org/crrf_country/honduras/>.

14   Juan Carlos Betancur, 'Protection of Land, Territory and Housing of Forced Displacement Victims in Honduras'. See also Nieto Padilla and El Abdellaoui (n 7) 6.

15   Property Institute, 'Intercambio Honduras Colombia: Restitucion de Tierras a Desplazadoes de Manera Forzada Por La Violencia' 4. The Cadastral Committee, formerly the Housing and Land Working Group, is comprised of the National Municipalities Association of Honduras (AHMON), the National Agriculture Institute, the National Agrarian Institute, the National Land Council and the Forest Conservation Institute.

16   ibid 12–14.

17   Nieto, Padilla and El Abdellaoui (n 7) 9.

18   GP20, 'Summary: 3rd Steering Group Meeting Collecting, Analysing and Using Data on Internal Displacement' (GP20 2019) 3.

19   Nieto Padilla and El Abdellaoui (n 7) 13.

Indonesia. Evacuation simulation of sister villages Tamanagung and Ngargomulyo, Magelang District, in collaboration with National Agency for Disaster Management. © Resilience and Reconstruction Unit/UNDP Indonesia | 2013

Indonesia
The Sister Village Program
for Disaster Preparedness

1. Context

Indonesia's Mount Merapi is one of the most active volcanoes in the world. Consequently, the densely populated communities that circle its base to benefit from its fertile agricultural land and tourism also face a high level of disaster displacement risk. In late 2010, a major eruption affected over 300 villages, completely destroying some, in three districts in the province of Central Java (Boyolali, Klaten and Magelang) and one district in DI Yogyakarta (Sleman). The following January, cold lava flows, called lahars, led to a second disaster affecting eight districts.[1]

The Regional Disaster Management Agency (BPBD) ultimately registered almost 400,000 people in IDP camps, with other estimates suggesting up to 1 million people evacuated from the danger zone.[2] Local contingency plans had been unprepared for a disaster of this scale, resulting in a chaotic evacuation and people uncertain where to go.[3] Notably, most deaths occurred in areas more than 10 kilometres from Merapi's summit, where communities were less prepared[4] and lacked information on the designated evacuation sites, which were few. People were also reluctant to leave behind their cattle,[5] which impeded safe evacuation. Some evacuees were subsequently killed when they returned

to care for their livestock before the danger had passed.[6] Many people first evacuated to nearby villages and then scattered across different districts, resulting in separated families. In the absence of systems to identify IDPs and track their movements, it took some village leaders two to three weeks to locate community members. In addition to these challenges, government aid distribution was further delayed by village data records that were out of date, inaccessible or damaged.

Learning from this experience, in 2011 the Regional Agency for Disaster Management for Magelang District and the UN Development Programme (UNDP) initiated the Sister Village Programme,[7] with the support of the Federal Government and NGOs, as a model to prepare for and manage internal disaster displacement and strengthen community-based resilience in Central Java.[8] The programme targeted 19 villages in areas exposed to deadly hot gas and volcanic matter within a 20-kilometre radius of Merapi's summit, and was implemented in accordance with the Government of Indonesia's Action Plan for Rehabilitation and Reconstruction.[9]

2. Description of the practice

Javanese villages with kinship ties traditionally cooperate and support one another, particularly in times of crisis or disaster. The sister village system enhances this practice by systematizing cooperation between villages in high risk areas with those located in safe "buffer" zones. Villages facing a risk of disaster displacement initiate their participation in the programme, with government authorities then facilitating the process of matching them with other villages that could potentially receive displaced people.

To pair two or more villages, individual village assessments were undertaken across potential villages. Local government officials worked closely with UNDP to develop

demographic profiles of the disaster-prone villages and an initial assessment of the capacity of partner villages. With a small team covering three districts in two provinces, UNDP engaged local NGOs and civil society organizations (CSOs) at village level to conduct participatory resource mapping exercises in consultation with community representatives. Through field observation visits, the capacity of each household, public buildings and spaces in buffer villages were documented in detail. The capacities of volunteer groups and CSOs were also mapped, including their support for older persons and persons with disabilities, communal kitchens and the provision of health services. Finally, the teams noted pre-existing social ties and past experiences of cooperation between villages.

Informed by the resource mapping exercise, complementary villages were then matched. Standard Operating Procedures were jointly developed for the partnered villages, considering issues such as evacuation routes, gathering points, transportation vehicles, logistics management, and buffer village assets. Once procedures were in place, all relevant authorities and community members participated in evacuation simulation exercises to test their contingency plans and procedures.

A central component of the programme is the Village Information System (VIS), which allows disaster response authorities to communicate essential operational information to affected community members throughout the response and recovery phase of a disaster.[10] Developed with the support of national and local-government authorities, academia and NGOs,[11] VIS is maintained by village communities using a desktop or laptop computer, facilitated by village officials. It captures population data (disaggregated by age, disability or special assistance requirements), infrastructure information, livestock numbers, and hazard-risk information. Village-specific maps and plans are also accessible online through the system. VIS incorporates a Short Message

Service (SMS) function that allows disaster-affected people to share information or provide feedback. VIS relies on a District Information System (DIS) developed by the district government that consolidates individual VISs into a common database on a shared server. Participating villages also received internet connections, routine network maintenance, financial support for annual village budgets, and other assistance as required.

Finally, as the core of the sister village system, the district government facilitated the development of Memorandums of Understanding (MoUs) between sister villages to clarify the rights, obligations and activities of the partnered villages, tailored to each communities' capacities and priorities. For example, one buffer village might provide evacuation sites for people and livestock, while another might assist with logistical support and volunteers. In general, IDPs were assured access to land, shelter, schools, health care and updated identification cards, while a government fund was made

available for the buffer village to finance community-based development and disaster risk reduction measures. The process to develop the MoUs varied in length according to the size and historical relationships of the villages concerned. The villages celebrated the final signing of the MoUs as a social event that further strengthened relationships and awareness of the programme among community members.

3. Results for internally displaced persons and others

When UNDP's programme assistance concluded in 2014, 32 MOUs had been developed between sister villages. In Magelang, the programme was incorporated into the district's medium-term development plan. When Merapi erupted again in 2016, village DRR Platforms sent out alerts to put
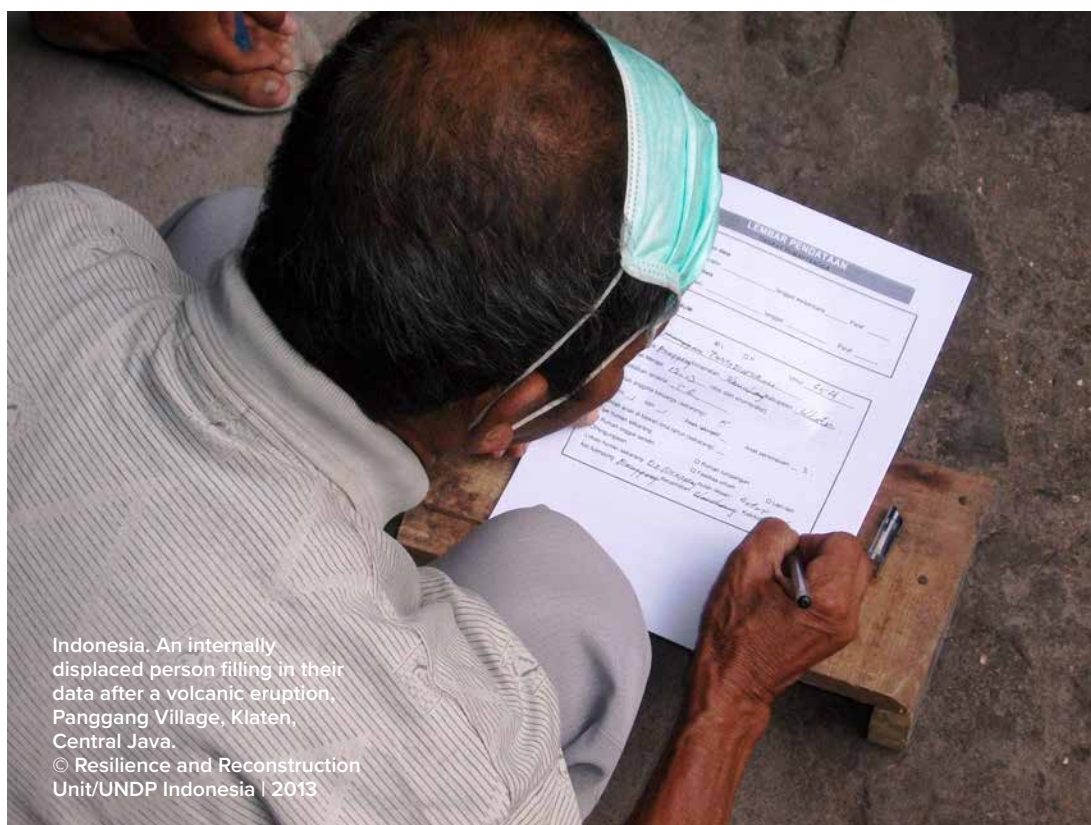
Indonesia. An internally displaced person filling in their data after a volcanic eruption, Panggang Village, Klaten, Central Java.
© Resilience and Reconstruction Unit/UNDP Indonesia | 2013

villages in Magelang District on stand-by to evacuate. Although evacuation was not necessary, the district was well prepared to activate its sister village arrangements.[12] By 2018, 16 of the 19 villages in three of the highest-risk sub-districts around Mount Merapi (a population of approximately 46,616 persons) had been partnered with one or several villages in the regency.[13] As of 2020, the system covered some 20 districts in the wider Mount Merapi area. Outside Central Java, the approach has been successfully implemented in other areas of Java (East Java and Yogyakarta) and Bali as part of the disaster response to Mount Agung's eruption in 2017.[14]

In terms of durable solutions, almost one third of the people displaced by the 2010 Merapi disaster, particularly those with livestock but who did not own land in their area of origin, have stated that they want to settle in their current location. They feel they have better livelihood opportunities and have already been accepted in the village.[15] The existence of formal MoUs in the villages where these IDPs currently live may facilitate the administrative process of changing the officially registered place of residence of IDPs who choose not to return to their original home areas.[16]

The VIS has been used to inform sister village evacuation plans based on accurate numbers and information about potential evacuees, helping to keep family and hamlet members together during their displacement, enabling the tracking of evacuated family member locations and supporting coordination across, as well as within, districts. Addressing previous data gaps, the system now informs district-level budgeting and assistance delivery, both during emergencies and for longer-term resilience and development, such as for low-income family subsidies for childhood education. Further improvements to the VIS include the introduction of geographic information systems (GIS) that enable displaced people to share information and photographs from their locations.

4. IDP participation

The sister village programme primarily relied on participatory local governance structures and community volunteers at village, sub-village and hamlet levels to engage village residents.[17] During the initial stages of the project, programme staff held periodic informal meetings to engage community members.[18] The discussions included disaster preparedness and response plans related to Merapi eruptions, including information about early warning and evacuation procedures, as well as how the sister village programme intended to address challenges such as those that arose during the 2010 eruption. Once support for the programme had been fostered, community representatives were then invited to contribute to a participatory resource mapping exercise to develop demographic profiles of disaster-prone villages and an initial assessment of the capacity of partner villages. Through facilitated discussions, community members identified their needs, capacities and gaps with respect to facilitating safe and timely evacuations and receiving IDPs in the sister villages. Community members were also invited to participate in subsequent village-level planning, development and budget setting with village leaders, including the annual Village General Assembly.

Participants included representatives from each hamlet, religious and community leaders, as well as voluntary groups representing farmers, fishermen, artisans, women, children, youth, older persons, and persons with disabilities. When needed, UNDP helped bridge interaction between the community and government outside formal meetings, particularly on issues related to policy, advocacy, dialog and awareness raising. Building relations with elderly, women and less literate persons in rural areas was especially important since they had less confidence to convey their opinions or concerns in formal forums.

"The sister village is a very good idea, so we are preparing for this idea to be used in other regions nationally"

BNPB spokesperson, Sutopo Purwo Nugroho, 26 November 2018.[1]

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1   Syarief Oebaidillah, "Disaster Mitigation, BPDM Magelang Pioneering Sister Village", 26 November 2018. Media Indonesia.

Local, multi-stakeholder Disaster Risk Reduction (DRR) Platforms likewise played an important role in mobilising community volunteers' participation in the programme. Created as part of Indonesia's national DRR strategy and established in some 33 provinces and almost 400 districts, the Platforms bring together civil society organizations, private sector actors and government at provincial, district/municipality and village levels. At the village level, they have a broad membership including community leaders, representatives of community groups and local NGOs.[19]

5. Challenges

Not all vulnerable villages had traditional social and kinship ties to villages in safe areas. In such situations, it took more time to build relationships and finalize MoUs between villages. For instance, in one case, a vulnerable rural village was partnered with an urban buffer village with which it had no prior connections. Before the communities were introduced to each other, the district government agreed to hold initial discussions with buffer villages suggested by the vulnerable community. Given the absence of social ties, considerations focused on evacuation routes, safe locations and the availability of public buildings rather than the availability of private homes to shelter IDPs. In such situations, district government support to build or improve facilities, such as a community halls, schools, cattle markets, or public kitchens, played an important role in motivating cooperation.

The conflictive relationship between village residents and poor migrant families engaged in river sand mining also raised challenges in some villages. Sand mining families commonly live precariously on riversides, which explains why many of the deaths from the 2011 cold lava flows occurred in their communities. However, because these families do not have a formal village-resident status, they are frequently excluded from village institutions and community activities, including evacuation preparedness activities. In 2013-2014, the sister village programme sought to ensure that sand mining families' data was integrated in the VIS to help ensure their future inclusion.

6. Lessons learned

Understanding and adapting to the specific characteristics and culture of each vulnerable and receiving community was critical to the programme's success. The programme places considerable resource demands on the hosting village and relies heavily on community volunteers to provide assistance. Thus, pre-existing social or kinship ties facilitated support for the arrival and integration of IDPs and their livestock. Success also depended on the availability of land, the ability to facilitate IDPs' access to services and documentation, as well as benefits for the buffer village. However, while the sister village system proved well-suited to kinship relationships in Javanese culture, this was less the case for communities around Mount Sinabung in North Sumatra. Inter-village relationships in North Sumatra

are weaker, with hierarchical kinship relationships between villages that inhibit voluntary cooperation. Thus, the sister village programme's success required conducting a careful pre-assessment to evaluate the feasibility of the approach in each context.

A key component of the village pairing process was the programme's participatory approach that built on traditional practices in an effort to enhance, rather than replace, the central role of local, community-based institutions and social support networks in Magelang District. As the UNDP programme manager put it, *"Traditional relationships are a form of trust, a kind of social capital. And without trust the Sister Village System won't work".* While local authorities were central to the process, the participation and support of the district government was also key to the programme's success. District government authorities provided critical support including, financial resources, information infrastructure for VIS, and incentives to motivate buffer villages to cooperate in the programme.

Finally, while social relationships may drive cooperation between communities, they can also reinforce the marginalisation and vulnerability of groups or households, in this case, landless migrant families. Special attention is required to ensure programmes include all people that require protection and assistance, regardless of their social, economic and migration status.

7. Why this is a good example to share

The Sister Village Programme in Indonesia shows how community-led disaster preparedness, early warning and response initiatives can be facilitated and supported by government authorities. In particular, it highlights how to utilise and enhance traditional practices to improve protection and assistance for IDPs while also ensuring the needs of receiving communities are addressed, building on similar backgrounds, livelihood opportunities and available community resources. The approach not only improves disaster preparedness in the event of an evacuation, but also helps minimize losses by facilitating IDPs' access to livelihoods, land, shelter and services during displacement.

GP20 | Country Examples

Indonesia. Planning Sister Village evacuation in the event of a disaster.
© Resilience and Reconstruction Unit/NDP Indonesia | 2013

109

Endnotes

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2   D Grancher and others, 'Crisis Management During the 2010 Eruption of Merapi Volcano' [2011] Proceedings of the Regional Geographic Conference - International Geographical Union, Santiago, Chile 14.

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4   Grancher and others (n 2) 8.

5   'Submission of the Government of Indonesia to the High-Level Panel on Internal Displacement' (Permanent Mission of the Republic of Indonesia 2020) 6.

6   Grancher and others (n 2).

7   In the local Javanese language, the term subsequently adopted for this approach is *paseduluran desa- or "friendship village*."

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17   Village heads are elected government officials, normally from the local area. Leaders are also elected at sub-village level and receive payment in-kind in the form of access to cultivable land, while informal hamlet leaders are volunteers who receive per diems for their participation.

18   'Submission of the Government of Indonesia to the High-Level Panel on Internal Displacement' (Permanent Mission of the Republic of Indonesia 2020) 8.

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Iraq. Around 1.8 million people remain internally displaced across Northern Iraq. In Essyan Camp, families are supported with water, garbage collection and awareness raising sessions on hygiene.
© CARE Claire Thomas | 2018

Iraq
Data Collection and Analysis to Inform Efforts to End Protracted Displacement

1. Context

In 2019, Iraq recorded its lowest levels of internal displacement in decades, after multiple waves of displacement linked to armed conflict, ethnic and religious violence, foreign interventions, and political instability.[1] The latest of these waves was linked to the conflict with the Islamic State of Iraq and the Levant (ISIL), which displaced six million people between 2014-2017.[2] Large-scale

IDP returns had already started before the official end of the conflict. However, after a first peak in returns following the campaign to retake the areas from the ISIL group, returns subsequently slowed from 2018, leaving some 1.3 Iraqis internally displaced as of August 2020.[3] Most IDPs live in urban areas rather than in camps, but approximately 450,000 people remain in formal camps or informal settlements and collective centres.[4] Since July 2019, the Government of Iraq has repeatedly stated its intention to close

all the remaining IDP camps, although no official policy on camp closures has been issued publicly.[5] Continued social unrest and violence, as well as disasters associated with drought and floods, have further exacerbated the situation and prompted additional displacement.

The Government of Iraq has long recognized displacement as a critical issue. In 2003, it established the Ministry for Displacement and Migration, which adopted the National Policy on Displacement in 2008.[6] In 2016, the growing number of returns reflected the increase in territory retaken. In response, the international humanitarian community expanded its focus from emergency protection and assistance, which continues to date, to include assistance for durable solutions. Thus, UN and NGO humanitarian partners established the Returns Working Group, a multi-stakeholder platform intended to strengthen coordination and advocacy on issues related to IDP returns, as set out in the 2016 Iraq Humanitarian Response Plan.[7] At sub-national level, Camp Coordination and Camp Management (CCCM) Clusters worked with governorate authorities to address IDP camp closures through Governorate Returns Committees.

Despite the substantial work done on reconstruction and stabilization, the scale of needs of returning IDPs has continued to rise. Many of the almost five million returnees have faced overlapping challenges on their return, including inadequate housing, uncleared rubble, limited livelihood opportunities, insufficient infrastructure, social cohesion issues and hostility from community members. Consequently, a significant number of IDPs have moved back to camps or other locations.[8] Most of the remaining IDPs have been displaced for more than four years. Thus, with displacement becoming protracted, it became clear that finding durable solutions required engaging development, peacebuilding and stabilization actors to address the security, infrastructure and social cohesion issues, including community readiness for reintegration, that

were blocking sustainable returns. It was also evident that not all IDPs were going to return, necessitating other options to advance to a durable solution beyond return.

2. Description of the practice

Various data collection and analysis tools have been developed in Iraq to gain an understanding of the barriers that impede durable solutions for IDPs returning home as well as for the other 1.3 million IDPs living away from their places of origin. The Iraqi Ministry of Migration and Displacement maintains an overall list of IDPs who are receiving assistance in camps, as well as IDPs who have registered as returning to their places of origin, although there is a backlog in entering this information in the database. Information on IDPs' locations, movements and multi-sectoral needs, both inside and outside camps, has also been gathered monthly since April 2014 (and every two months since November 2018) using IOM's Displacement Tracking Matrix,[9] alongside other humanitarian sectoral needs assessments.

Over the years, humanitarian, development and peace actors have built on and expanded this operational information base to inform their programmatic work on durable solutions. While some studies and data collection tools cover wide geographical areas, others look at specific regions within Iraq to understand their unique context and dynamics. As will be described below, these diverse data sets and analysis were eventually brought together to capture a fuller picture of why displacement in Iraq had become protracted. Collectively, this knowledge has subsequently informed national efforts to develop a common strategic approach and joint programming for durable solutions.

Longitudinal study of IDPs living outside camp settings

Prior to 2016, most data collection and analysis in Iraq focused on IDPs living in camp settings, despite the fact that the majority of IDPs lived in urban areas.[10] To address this gap, IOM and Georgetown University conducted a panel study between 2016 and 2020[11] that followed 4,000 families who had been internally displaced by ISIL between January 2014 and December 2015. The panel study's research was based on a survey of families living outside camp settings in four different governorates of Iraq, complemented by qualitative semi-structured interviews with IDPs, members of host communities and service providers. It repeatedly measured and analysed the same indicators over time to identify trends. The study serves to evaluate IDPs' situation with respect to eight criteria from the IASC Framework on Durable Solutions for Internal Displacement and to measure IDPs' progress towards achieving durable solutions over time. The longitudinal study contributes to both Iraq-specific programs as well as broader efforts to understand and conceptualize displacement and durable solutions, particularly by capturing IDPs' own efforts to adapt to displacement and craft solutions. IOM Iraq and Georgetown University have collected five rounds of data since 2015, producing multiple general and thematic reports, including on the experience of IDPs in applying for compensation,[12] movements after initial displacement,[13] and the experiences of displaced female-headed households.[14] The sixth round of data will be collected in 2020-2021.[15]

Data from the panel study identified housing, employment and security as the primary factors influencing IDPs' decision to stay or return. For instance, the study highlighted the fact that most returnees working in agriculture had not found employment in that sector, despite an average of 85 per cent of displaced people having been able to return to their previous jobs.[16] The challenges faced by agricultural workers related to money for necessary repairs, irrigation, and the presence of unexploded ordinances.[17] Finally, IDPs consistently ranked housing, both in terms of access and physical living conditions, as among the top challenges impeding return and one of the greatest expenses during displacement, revealing the importance of facilitating IDPs' access to the Iraqi Government's compensation mechanism.

Urban profiling exercises in the Kurdistan region of Iraq

In 2015-2016, urban profiling exercises were undertaken in the three governorates of Erbil, Duhok and Sulaymaniyah in the ethnically, culturally and linguistically diverse Kurdistan Region of Iraq. Because of its relative stability during the conflict with ISIL, the Kurdistan Region received a large number IDPs from other regions, as well as refugees from Syria. The displaced people were initially welcomed. However, over time, the influx of displaced persons had substantially increased the Governates' populations straining the Governorates' already reduced revenue streams. For example, by 2016 the Duhok Governorate's population had increased by 31 per cent.[18]

The urban profiling exercises, conducted by Governorate authorities, UN partners and NGOs with the support of JIPS, used comparative analysis between population groups and geographic zones in urban areas[19] to reveal the needs of the most vulnerable IDP and refugee community members as well as those of non-displaced community members. For instance, key housing challenges related to an inability to pay rent, evictions and overcrowding.[20] Community cohesion issues related to strained public services, such as education and health,[21] and increased distrust and tensions, particularly as some non-displaced residents saw IDPs as having privileged access to basic services and assistance.[22] However, many host community members

also recognized the economic benefits of having IDPs as customers and the difficult situation faced by displaced people in their community.[23]

IDPs living in camp settings: Intentions for durable solutions

In the post-conflict period, the Government of Iraq increasingly encouraged IDP populations to return to their areas of origin and began closing camps in June 2019. Given concerns that IDPs may not be ready to return, a group of international actors, led by the REACH Initiative[24] and the CCCM Cluster, began conducting four rounds of household assessments of IDPs living in formal camps. The process sought to understand IDPs' short and long-term intentions with respect to moving out of the camps and to determine whether these intentions changed over time. Two rounds also looked at IDPs in non-formal and non-camp settings. The findings confirmed that the vast majority of IDP families in camps — more than 90 per cent — did not intend to return in the following year.[25] IDPs' primary concerns related to destroyed shelter, safety and security, insufficient livelihoods, lack of basic services and, overall, insufficient assistance to support durable solutions in the return area.[26]

The Returns Index: Understanding conditions in return areas

While the intentions surveys helped international actors understand IDPs' perceptions about their places of origin, the Returns Index was developed in 2018 by IOM, the Returns Working Group, and the Iraq-based research organization Social Inquiry to assess conditions in return areas. The Returns Index captures information related two thematic areas: social cohesion and available services.[27] Data collection was carried out in 1,800 return locations in

eight governorates on a continuous basis with reporting every two months. IOM's Rapid Assessment and Response Teams collected information through structured interviews using a large, well-established network of over 9,500 key informants that included community leaders, mukhtars, local authorities and security forces. This process allows actors to assess how conditions evolved over time, as well as which locations had limited or failed returns, and why. Although it does not provide household-level data, international actors have used this information to determine whether or not to support returns to specific areas. For example, some donors and partners use the Return Index to support decision making and prioritization of interventions in support of returnees.

There is a common understanding that supporting IDP returns is crucial to stabilizing liberated territories and, thus, an integral component of the wider Government of Iraq-led stabilization effort. Thus, the tools and studies presented above represent only a few of the numerous ways in which the Government and international actors have sought to understand the challenges of addressing protracted internal displacement in Iraq. Other measures include, for example, IOM's Integrated Location Assessment that draws on information from the DTM baseline data to monitor conditions and needs in displacement and return areas.[28] GIZ and IMPACT also regularly assess community and political tensions and aid provision in return areas linked to a wider GIZ peacebuilding project in Ninewa.[29] UNDP's Funding Facility for Stabilization (FFS)[30] uses a rapid assessment mechanism to identify the most immediate needs in liberated areas with respect to rehabilitating basic public infrastructure and housing, generating immediate livelihood opportunities, providing capacity support to municipalities and undertaking targeted community level social cohesion interventions. This information is complemented by information received from local peace mechanisms, perception

Iraq. An interview in Shringa Bulag village, Kirkuk Governorate, for a study about access to durable solutions among IDPs.
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surveys, social cohesion assessments and conflict analysis to assess IDPs' needs and challenges in return areas. Similarly, since February 2018, the US Institute of Peace and Social Inquiry have developed the Conflict and Stabilization Monitoring Framework to regularly collect household data in the culturally diverse Ninewa Governorate.[31] The tool assesses conflict and stabilization dynamics with respect to safety, governance, rule of law, reconciliation and justice, as well as social wellbeing and livelihoods with the aim of informing and supporting sustainable return and wider peacebuilding efforts. Finally, a 2019 study by IOM, the Returns Working Group and Social Inquiry explores how economic decisions impact IDPs' decisions in relation to durable solutions.[32]

3. Results for internally displaced persons and others

Although the Government of Iraq continues to prioritize returns, the findings of the various studies provide actors, such as the Returns

Working Group, with evidence to advocate for a more cautious approach to return and the need for additional support to address security, housing, livelihoods and social cohesion issues. For example, the urban profiling process established an evidence base shared by the Kurdistan Regional Government (KRG) and international actors to address the challenges related to housing, employment, and community cohesion given that in reality many IDPs and refugees were not likely to leave in the near future. It also included elements for building the technical capacities of the Governorates' respective Statistics Offices to conduct the profiling process.[33]

In addition to informing individual programmes, the conclusions also emphasized the critical importance of collaborative approaches to durable solutions that extended beyond humanitarian action. At the end of 2019, an informal 'Durable Solutions Network', comprising UN and NGO representatives, was created to focus on joint humanitarian and development programming for IDPs living in camps. In May 2020, the office of the Deputy Special Representative of the Secretary General

also formed a strategic Durable Solutions Task Force, bringing together UN and NGO representatives working in the areas of humanitarian, development, peacebuilding and stabilization. The Task Force, co-led by IOM and UNDP with the support of the Senior Advisor on Durable Solutions in the DSRSG's Office, provides a national-level platform for "information-sharing, strategic coherences and … collective action and advocacy for international engagement on durable solutions in Iraq."[34] The Task Force also led the drafting of a national IDP durable solutions strategy, which is, in turn, used to support joint government-international durable solutions planning. Technical-level working groups are foreseen to encompass and continue the work of the Returns Working Group and the Durable Solutions Network.

4. IDP participation

The concerns raised by IDPs and displacement-affected communities, bolstered by objective findings from the Returns Index, the longitudinal study, profiling exercises and additional assessments, have underscored the need to widen the conversation around durable solutions to include the possibility for local integration or relocation to another area. The feedback also contributed to identifying the need for in-depth research on some of the obstacles IDPs were facing that impeded their ability to find durable solutions in return areas, including restoration of their housing, land and property rights.[35] Consultations with displacement-affected community members were particularly crucial to better understanding the more abstract social cohesion issues that have hindered durable solutions in Iraq.[36]

5. Challenges

There is often an assumption that once the initial reason for displacement has ceased, IDPs

can return home. For instance, when fighting ends or flooding recedes, displaced people can go back home. However, as the example of protracted internal displacement[37] in Iraq shows, the end to the military conflict does not mean that IDPs can immediately return home to rebuild their lives in safety and dignity. It also shows that those who do return face different struggles and vulnerabilities. Understanding the underlying reasons why IDPs still face specific needs related to their displacement, even after many years, requires closely assessing each context to identify the social, political and economic realities that may be negatively impacting IDPs and the broader displacement-affected community.[38] This demands a different form of analysis not typically undertaken as part of humanitarian operations.

Recognising the need to understand the underlying causes that have led to protracted displacement in Iraq, in 2018, IOM, the Returns Working Group and Social Inquiry set out to analyse pre-existing large-scale datasets on internal displacement, as well as geographically targeted surveys and qualitative studies, to better understand which groups of IDPs were still displaced by conflict in Iraq and why.[39] While the datasets were not completely comparable, the resulting report sheds light on the underlying reasons why displacement has become protracted for some IDPs and what circumstances could lead to protracted situations for others. For example, the analysis highlighted how insufficient provision of basic services in some return areas may be related to a larger pattern of development disparities that pre-existed the conflict with ISIL.[40] Similarly, challenges associated with social cohesion pointed to a desire for a formal reconciliation process or justice proceedings to address underlying discrimination, marginalization, or retaliatory attacks in return areas.[41]

Consequently, actors are implementing multi-faceted projects that recognize the multiple factors that contribute to safe and sustainable voluntary returns. For instance, in Ninewa, GIZ's "Stabilizing Livelihoods in

Ninewa" project seeks to create livelihood opportunities for youth that contribute to social cohesion and peacebuilding.[42] The project also includes monitoring local level peace agreements and social cohesion more generally and coordinating international peacebuilding projects in the area through the Peace and Reconciliation Working Group, established in October 2018. Likewise, UNDP's Funding Facility for Stabilization programmes targeting the repair of public infrastructure, the provision of essential services and livelihood support[43] are complemented by social cohesion activities that facilitate dialogue and peace agreements through local peace mechanisms that include youth, women's groups, media and religious leaders.

Perhaps one of the most challenging impediments to addressing protracted internal displacement in Iraq has been a policy preference for the return of IDPs in a context where not all IDPs can or want to do so. Consequently, there is insufficient data or analysis on local integration or relocation, even though a significant number of IDPs are, in fact, in the process of locally integrating. To address this data gap with respect to local integration, IOM Iraq, the Returns Working Group and Social Inquiry developed a research framework based on eight of the IASC Durable Solutions Framework criteria to assess what specific factors make a locality "conducive" to integration from the perspective of IDPs, the wider community and local authorities in the Sulaymaniyah and Baghdad Governates.[44] The pilot study report[45] was used to form the basis of advocacy work with the Government in discussions on local integration as a durable solution.

6. Lessons learned

As the emergency operations shifted to durable solutions, humanitarian actors found that they needed to adapt their data collection and analysis tools to increasingly incorporate

information required by development, peacebuilding and stabilization actors. In particular, research highlighted the fact that the IASC Framework for Durable Solutions did not adequately capture indicators related to social cohesion, personal aspirations or subjective feelings about belonging, for all that these are critical for ultimately achieving durable solutions. For example, the study collectively analysing large-scale data sets to understand protracted displacement in Iraq complemented the IASC Durable Solutions Framework with additional indicators from migration and refugee integration frameworks and social cohesion and fragility frameworks.[46] GIZ and IMPACT, which monitor social cohesion in return areas through monthly key informant interviews, have concluded that measuring perceptions is an effective method for gauging social cohesion.[47]

IDPs in Iraq comprise heterogeneous groups facing unique contexts, and all solutions will ultimately have to be local. As part of its strategic planning, the Durable Solutions Task Force plans to develop a common set of indicators adapted to the Iraq context, drawn for example from the Interagency Durable Solutions Indicators Library or a national framework, to assess whether IDPs have found durable solutions. These indicators can then be monitored by multiple actors at the individual level, such as through long-term studies that include household surveys to assess progress. Progress can also be analysed at institutional level to ascertain, for example, whether compensation mechanisms effectively meet IDPs' needs, and at local or area level to assess IDPs' access to basic services, the existence of livelihood opportunities and community cohesion issues. Government census data also plays a key role in providing baseline population data.[48] For example, the tools included in this example only focus on the most recent waves of displacement related to the conflict with ISIL. Because prior displacement was not included in official statistics, humanitarian agencies have the only information on stock data. There are also no official figures on disaster

displacement. International organizations are working with government authorities, in particular statistics offices,[49] to implement the International Recommendations on IDP Statistics[50] to increase national capacity to maintain official statistics on displacement. Such information can help the State, donors and other actors to identify IDP and displacement-affected communities' priority needs as they change over time.

In the end, there are limits to what data and evidence can achieve. Too much information can be overwhelming and complicate efforts to prioritize the most important actions needed to help IDPs improve their lives. Data systems also need to evolve and adopt to changing contexts. For instance, the Return Index was created to prioritize which return locations needed the most assistance, while research on local integration arose when returns slowed and actors needed to understand the needs of IDPs at risk of protracted displacement. Ultimately, action to address protracted internal displacement requires political will. The Durable Solutions Task Force, bolstered by solid evidence, provides a platform for building concerted political will amongst government officials and the international community as a whole to address protracted internal displacement in Iraq.

7. Why this is a good example to share

Ending displacement cannot be equated with physical return to a place of origin. Displacement often severs the social contract with the State, which can take years to rebuild. IDPs need to regain access to their rights without discrimination and in safety and dignity. Addressing protracted displacement situations requires identifying the underlying causes that block IDPs' ability to gradually improve their lives. Comprehensive and longitudinal data collection and analysis can help government authorities and other stakeholders to identify the potential barriers that lead to protracted displacement. The example of Iraq shows how specific frameworks and tools may need to be developed to address the needs of specific contexts and be expanded to address the information needs required by a full range of actors to inform a national durable solutions strategy that effectively spans humanitarian, development, peacebuilding and stabilization action.

GP20 | Country Examples

Iraq. Ali, 34, sits with his two year-old daughter, Yara, outside their tent in Bardarash camp.
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Endnotes

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16   IOM Iraq and Georgetown University, 'Access to Durable Solutions Among IDPs in Iraq: Four Years in Displacement' (IOM 2019) 30.

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32   'When Affordability Matters: The Political Economy and Economic Decision Making of Iraqi IDPs' (IOM, the Returns Working Group, and Social Inquiry 2019).

33   JIPS (n 18) 3.

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36   Host communities' perspectives were part of many of the studies discussed in this example. For instance, see the issues raised by non-displaced residents of Erbil during the profiling exercise. Erbil Statistics Directorate and others (n 21) 28–29. See also Olga Aymerich, 'Managing Return in Anbar: Community Responses to the Return of IDPs with Perceived Affiliation' (IOM and the Returns Working Group 2020).

37   According to Kälin and Entwisle Chapuisat, "The term "protracted displacement" refers to IDPs who are prevented from taking or are unable to take steps for significant periods of time to progressively reduce their vulnerability, impoverishment and marginalization and find a durable solution." Walter Kälin and Hannah Entwisle Chapuisat, 'Breaking the Impasse: Reducing Protracted Internal Displacement as a Collective Outcome' (United Nations OCHA 2017) 4.

38   ibid 44–53.

39   The data sets in the *Reasons to Remain* report included: IOM's DTM, IOM and Georgetown University's Access to Durable Solutions for IDPs in Iraq longitudinal study, IOM`s Integrated Location Assessment, REACH's Intentions Surveys and REACH's Multi-Cluster Needs Assessment. IOM Iraq, Returns Working Group and Social Inquiry (n 10) 5.

40   ibid 14.

41   ibid 15.

42   GIZ (n 29).

43   This includes rebuilding schools and hospitals, rehabilitating water systems, electricity networks and roads, and restoring private homes. The programme's livelihood support provides short-term employment in public works schemes. UNDP also provides vocational training and offers grants to small and medium-sized enterprises to support long-term, sustainable employment.

44   The study uses perceptions, the living conditions of IDPs' displaced for more than three years, and information about host communities to determine what specific factors either aid or hinder integration. The second phase of the ongoing research will expand to an additional 15 urban locations.

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Mongolia. Herder household receives animal care kit to avoid loss of their animals as a result of extreme weather.
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<u>Mongolia</u>
Forecast-Based Financing to Avoid Disaster Displacement

1. Context

Over the last twenty years, Mongolia has witnessed significant rural to urban migration, as nomadic herders seek alternatives to their traditional livelihoods as they become increasingly difficult to sustain due to the impacts of climate change combined with intensified livestock production and diminishing pasture for grazing.[1] In particular, herders struggle to prepare for sequential "dzuds," a natural hazard common in Central and East Asia that results from summer drought followed by extreme winter temperatures accompanied by heavy snowfall and strong winds. The lack of water in the summer makes it difficult for herders to store fodder to help their livestock survive freezing winter conditions. For example, following three consecutive dzuds between 1999 and 2002, Mongolian herders lost a combined 25 per cent of the nation's livestock, with some 11 million animals dying because of bitterly cold temperatures.[2] Ultimately, at least 12,000 families lost the totality of their herds, with thousands of others falling into poverty.[3]

Disaster displacement related to slow-onset hazards is often a gradual, multi-causal process of impoverishment and dispossession.[4] Consequently, it can be difficult to distinguish displaced herders' specific vulnerabilities and needs from those of the larger urban poor seeking better employment or educational opportunities.[5] The Mongolian National Emergency Management Agency (NEMA) and IOM are using the Displacement Tracking Matrix (DTM) to develop a baseline study on displacement in Mongolia associated with climate change and disasters to inform future emergency response efforts.[6]

With insufficient or no livestock to sustain them, most internally displaced herders have no option other than to leave behind the countryside to live in impoverished, informal tent settlements on the outskirts of urban areas. Many of these IDPs lack the necessary national identity cards that allow them to access essential government educational and health services. Displaced children also face anxiety and fear associated with being forced to leave their homes.[7] In addition to addressing these protection and assistance needs, aid agencies are helping displaced herders in urban areas to diversify their livelihood options.[8]

Enhanced climate change and DRR activities are also seeking to build the resilience of herders, which can contribute to reducing the risk of future displacement. In 2019, the Government of Mongolia received USD 3 million from the UNFCCC Green Climate Fund to implement a three-year climate change adaptation project encompassing animal husbandry and arable farming.[9] The Mongolian Red Cross Society helps vulnerable herders through projects that build shelters for animals, encourage the stockpiling of hay and feed for the winter, and support the development of alternative income streams, such as the production of dairy and leather products.[10] Over recent years, herder collectives , known as "pasture user groups," have also been pooling their resources[11] to strengthen their capacity to

adapt to changing climatic conditions that are expected to intensify in the future.[12]

2. Description of the practice

Despite significant efforts to build herders' resilience to dzuds, many vulnerable families face a real risk of livestock loss that could contribute to subsequent poverty and potential displacement to urban slums. Recognizing the predictable nature of dzuds, the Government of Mongolia has partnered with Mongolian Red Cross Society, supported by the British Red Cross and the Red Cross Red Crescent Climate Centre (RCCC), to use Forecast-based Financing (FbF) to reduce livestock loss by releasing humanitarian funds before extreme winter weather conditions arrive.

In 2017, Mongolia was one of the first countries to pilot FbF, which relies on the International Federation of the Red Cross's (IFRC) dedicated Forecast-based Action fund managed within the Disaster Relief Emergency Fund (DREF). Implementing FbF began with the drafting of a multi-stakeholder strategy, called an Early Action Protocol, which sets out the objectives of the early action and assigns roles and responsibilities to each actor well in advance of a potential dzud. The National Agency for Meteorology and Environmental Monitoring of Mongolia (NAMEM) collaborates with the Red Cross Red Crescent Climate Centre to develop a trigger model based upon NAMEM's data to assess when and where an extreme dzud event is likely.[13] Once the trigger is reached, the predetermined level of funding is automatically authorized for release by the DREF for the readiness and early action activities set out in the Early Action Protocol. The Mongolian Red Cross Society then works with the National Emergency Management Agency to inform the "soums" (municipal authorities) and local Red Cross branches about the potential dzud conditions and the imminent release of funds. These local actors

"I received MTN 240,000 from the Mongolian Red Cross Society when I had nothing to feed my livestock with. It really helped me, thank you."

Shurentsetseg D., Bornuur som, Tuv province[1]

1   IFRC, 'Forecast-Based Financing for Vulnerable Herders in Mongolia' (n 15).

are asked to select the most vulnerable beneficiaries and assist with carrying out the activities required. Thus, the whole practice requires a concerted effort by multiple stakeholders at all levels to ensure a timely and efficient response.

Mongolia's June 2019 Early Action Protocol for dzuds, which is valid for five years, establishes a budget of CHF 250,000 to provide 1,000 vulnerable households with livestock nutrition kits and unconditional cash grants. Notably, the Khan Bank distributes the cash grants directly to the households, who have the freedom to decide how to best meet their needs, whether that be buying hay or fodder for their animals or medicine for a family member. Early actions target the most severely affected provinces across Mongolia, and must be completed over a two-month period.[14] At the time of writing, Forecast-based Financing had been released twice in Mongolia prior to the onset of dzuds, with early actions benefiting a total of 3,000 herder households in 2017-2018 and 2019-2020. Notably, the Food and Agricultural Organization (FAO) jointly implemented the second set of early actions.

3. Results for internally displaced persons and others

Some 4,050 people from 1,000 vulnerable herder households in Mongolia received unconditional cash and animal care kits that reduced the number of animal deaths in their herds, which are their sole source of income

and food. While the interventions did not avoid all livestock deaths, they did have a modest impact during the first intervention. An evaluation of the second release of funds, and what the impact may have been without the combined contributions of both sets of interventions alongside other ongoing humanitarian and development interventions, is not available.

4. IDP participation

Community participation is an essential component of developing the Early Action Protocols used in Forecast-based Financing. In the case of Mongolia, mid-level branches of the Mongolian Red Cross Society worked with the local "soum" authorities to conduct community-led risk assessments. Through interviews with potentially affected herders, the assessments were able to identify the primary impacts from previous dzuds and document how these impacts evolve over time. For instance, even though previous emergency response efforts to dzuds had included fodder, by the time it was provided, the health of the animals had deteriorated to such an extent that they were unable to digest the food.

The herders also explained the challenges they faced in storing adequate levels of fodder to make it through the harsh winters, and emphasized that livestock mineral and vitamin supplies were critically important to helping livestock survive. They said that cash assistance would help them to buy additional forage and other essential supplies, including for their personal

needs, from local suppliers.[15] A complaint-line number also facilitated continuous feedback and community engagement throughout project implementation. Recognizing the communities' priorities and the reasons behind them, the Early Action Protocol designed interventions to reduce the negative dzud impacts by focusing specifically on these identified needs.

5. Challenges

Despite its success, one of the biggest challenges for early action in Mongolia is responding to the scale of the dzud impacts, which far exceed current capacity. In January 2020, some 70 per cent of the country was affected by severe winter conditions and faced negative impacts of varying degrees. The Mongolian Red Cross Society sought additional financial support from the DREF. However, to ensure that the most vulnerable households have the tools they need to avoid potential poverty and subsequent displacement, other actors need to integrate early action into their existing programming and to open up new funding streams.[16] At the same time, early action measures need to be accompanied by resilience-building measures, such as livelihood diversification, to ensure a longer-term impact.

More generally, attempting to prevent disaster displacement is complex given its multi-causal nature and the fact that resilience, particularly in the context of slow-onset or cyclical events, may gradually erode over time. Displacement is also not always recognized as a specific risk in disaster risk reduction and climate change strategies, resulting in missed opportunities to tackle underlying issues that could help avoid disaster displacement.[17] Even when displacement is recognized, it is difficult to assess to what extent displacement has been avoided.

6. Lessons learned

FbF is more than just the early release of humanitarian funding. The programme architecture contributes to a better and common understanding of the drivers and underlying factors that affect displacement. Community-led assessments in particular are at the core of the targeted interventions for the Early Action Plan. In Mongolia, this information has helped to determine when early actions should be triggered, and what specific interventions would be most effective. Since pastoral herders in Mongolia graze their animals across vast territories, Red Cross local branches' ability to identify and collect information about beneficiaries, connect with local authorities, as well as distribute assistance, was important to the design and implementation of early action interventions. Recognizing its critical role, the Mongolian Red Cross Society trained over 300 volunteers across the country after the first activation of FbF to ensure that future volunteers were familiar with the operational plan and safety rules and thereby ensured even faster and more efficient delivery of assistance.[18]

Successful and effective, efficient implementation also requires cooperation with relevant authorities at both national and local level. Relying on its strong bond with National Emergency Management Agency, the Mongolian Red Cross Society was able to receive the agency's endorsement and support for the Early Action Protocol. FbF also promoted coordination with FAO on the implementation of early actions based on the same dzud mapping, and fostered information sharing with other partners, such as the World Food Programme (WFP).

Finally, the FbF process allows for review and improvement. Learning from the experience of the 2017-2018 winter, the Mongolian Red Cross Society and the National Emergency Management Agency revised the 2019 Early Action Protocol to refine the activation calculation to ensure that the release of

funds was only triggered by extreme weather conditions. The new calculation requires that at least 20 per cent of three or more provinces to be faced a high risk, as opposed to anytime the threshold is met.[19] To ensure continuity and reduce potential administrative delays, it was also decided that a long-term contract agreement should be concluded with a financial services provider to distribute the cash grants.

7. Why this is a good example to share

Most notably, the model's strength lies in its predictability. Many meteorological phenomena are seasonal, and, thus, foreseeable. FbF's pre-agreed planning and financing enable all actors to act quickly prior to a predicted event. In Mongolia, early action measures have enabled actors to anticipate the impacts of dzuds on the basis of scientific information and community assessments. These early actions repeatedly bolstered the resilience of vulnerable herders at risk of displacement by modestly reducing livestock deaths during two successive dzuds over a three-year period. While the impact of FbF should not be overstated given the current lack of available evidence, the example underscores why disaster displacement and rural-to-urban displacement is not inevitable.[20]

Mongolia. A herder feeds her weak cattle with a mineral block in Bornuur soum, Tuv province. © Mongolian Red Cross Society | 2018
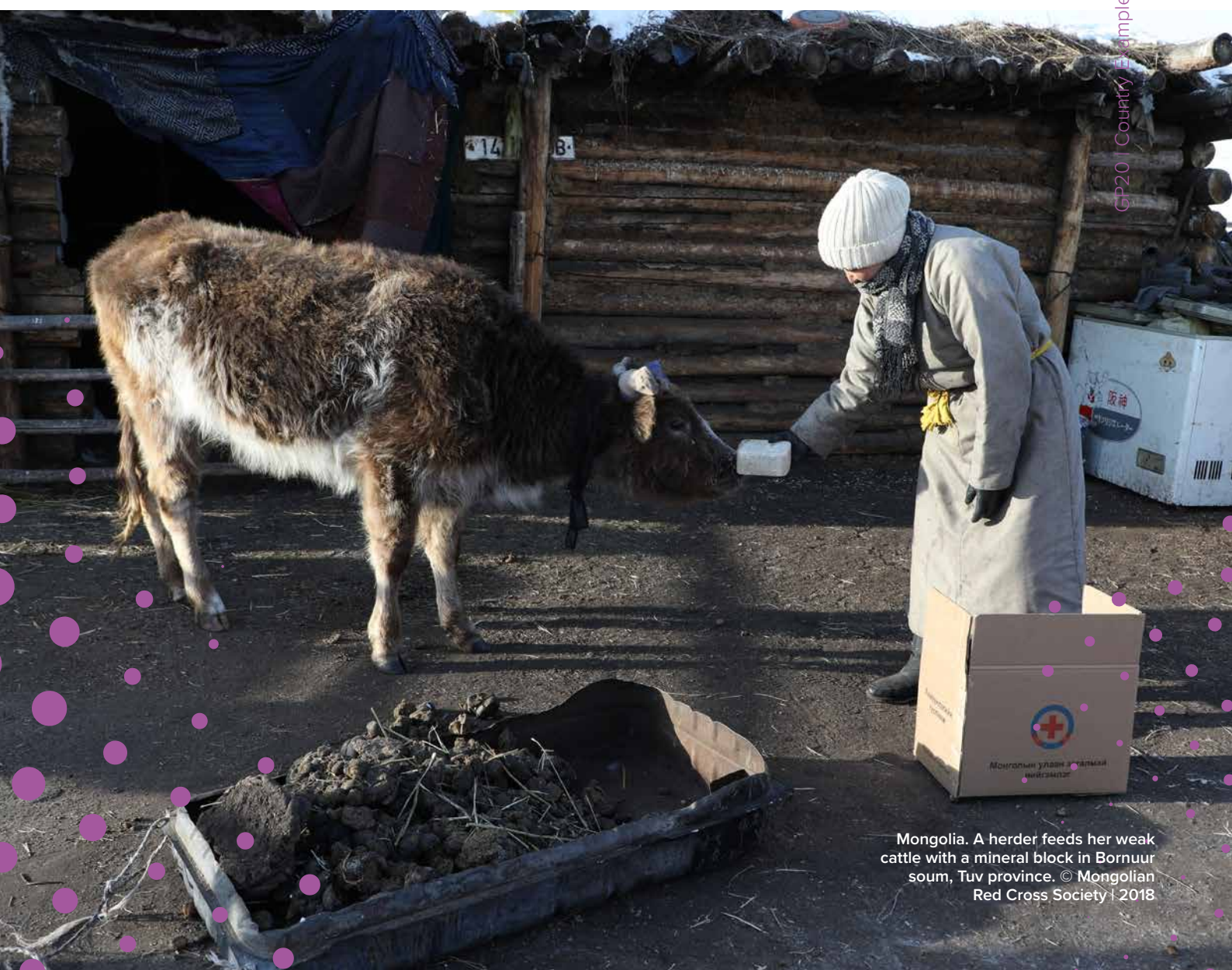
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GP20 PREVENT PROTECT RESOLVE

Nepal. A training with all district level stakeholders, government agencies and representatives of Organizations for Persons with Disabilities in Dolakha district. It was facilitated by a representative of
a member of the National Federation of the Disabled.
© National Federation of the Disabled Prashant Jha | 2017

Nepal

Building Expertise on Disability-Inclusive Design in Disaster Preparedness, Response and Recovery Efforts

1. Context

The devastating 2015 earthquake disaster in Nepal damaged or destroyed more than 712,000 houses, leaving some 2.6 million people homeless and displaced.[1] Over 22,000 people were injured and disabled by the disaster.[2] Although persons with disabilities were severely impacted, they often lacked sufficient information about institutional recovery and reconstruction processes or were excluded entirely.[3]

Insufficient dialogue and cooperation between disability sector actors and representatives from the public and private sectors further hindered the inclusion of persons with disabilities in government and disaster response agencies' policy and planning processes.[4] Consequently, the capacities of persons with disabilities, and their respective organizations, have been underrecognized in Nepal, leaving them to face physical, attitudinal and institutional barriers to participating in decision-making processes related to disaster reconstruction.[5]

2. Description of the practice

In 2016-2017, the National Federation of the Disabled Nepal (NFDN) trained 17 leaders of Organizations of People with Disabilities (OPDs) on emergency shelter and settlement standards to ensure that all phases of disaster management, from preparedness to "building back better," were disability-inclusive.[6] The project was implemented in collaboration with government agencies, other OPDs and partners, including Christian Blind Mission (CBM) International.

The OPD leaders then trained 270 stakeholders from eight earthquake-affected districts, including other OPD members, district and municipal officials, members of local disaster management committees, representatives from the police, army and media, as well as humanitarian actors.[7] The trainees subsequently formed a Resource Pool that continues to work together as a community of practice in the Kathmandu valley, promoting accessibility standards based on the Principles of Universal Design.[8]

How to promote participation and equal opportunities in shelter programming

Overarching recommendations from the "All Under One Roof" manual (IFRC, CBM, HI, 2015):[9]

- Ensure persons with disabilities and their respective organizations are able to actively participate throughout the programme cycle.

- Provide information in multiple accessible formats.

- Plan meetings to be inclusive of persons with disabilities, including accessible facilities, provision of reasonable accommodations, and transportation to the venue

- Ensure monitoring and feedback mechanisms are accessible

- Shelter design, including toilet facilities, should follow principles of Universal Design

Members of the Resource Pool have contributed to cross-sectoral, cross-government dialogues at national and local level to inform efforts to provide more inclusive and accessible shelter, housing, settlements, and services for and with displaced persons with disabilities. For example, the Resource Pool's activities have included conducting over 150 accessibility audits. Such audits verify, among other things, that people with different types of disabilities can participate in daily activities and move within and from housing or shelter sites. Assessments also consider cross-sectoral issues, such as accessible building design, topography, the layout of sanitary facilities and public services, as well as opportunities to access services and jobs outside the shelter or settlement area. Resource Pool members have also contributed expert advice on development policy and guidelines, supported the sensitization of construction personnel, and provided technical capacity building support to government bodies.[10]

3. Why this is a good example to share

One criterion of adequate housing is that it should be accessible to those entitled to it. Thus, to safeguard equal rights, housing design should consider the specific requirements of particular groups of IDPs, including those with disabilities.[11] IDPs are best placed to advise on their specific needs. Thus, ensuring the meaningful participation of IDPs in the design and promotion of emergency shelter and settlement standards can be a key factor in developing appropriate responses following disasters. This practice highlights the importance of giving space, recognition and support to the leadership and expertise of local OPDs, and ensuring that technical experts, policymakers and practitioners from across different sectors and levels of government are also well-versed in disability-inclusive disaster reconstruction practices.

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2017 "It was an awareness and sensitization training with all district level stakeholders, government agencies and OPDs representatives in Dolakha district on AUOR being facilitated by a representative of NFDN member organization"
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Niger

A Consultative Process for Adopting a National Law on Internal Displacement

1. Context

Before conflict along Niger's borders with Mali and Nigeria forced people to flee their homes in 2015, drought and floods had been the main drivers of internal displacement in the country.[1] Niger's population already faced extreme vulnerability linked to food insecurity, desertification, limited social services, and insecurity, placing Niger at the bottom of the Human Development Index, while featuring the highest fertility rate.[2] In January 2020, an estimated 2.9 million people required

humanitarian assistance, including 187,000 IDPs and 218,000 refugees.[3] Detailed information about IDPs' needs as compared to other populations is currently lacking. However, the Protection Cluster, led by UNHCR, regularly conducts IDP protection monitoring, and is considering an profiling exercise that would identify such information to support finding durable solutions in the Diffa region.[4]

Niger ratified the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa

(Kampala Convention) in 2012. In 2016, the Government of Niger established the Ministry of Humanitarian Action and Disaster Management ("Ministère de l'Action Humanitaire et de la Gestion des Catastrophes," hereinafter, Ministry of Humanitarian Action), which now coordinates the national humanitarian response to internal displacement, bringing together other authorities in different ministries responsible for civil registration, the protection of women and children, and human rights. Thematic working groups have also been established at the regional level.[5]

2. Description of the practice

In December 2018, Niger adopted Law Number 2018-74 Relative to the Protection and Assistance to Internally Displaced Persons,[6] setting a global standard by including strong human rights protection for IDPs. In addition to the law's content, the legislative development process itself served as a model in terms of inclusiveness, comprehensiveness, and efficiency.[7] Prior to the law's adoption, representatives from the Government of Niger had attended a Regional Training of Trainers programme on law and policy in April 2017 organized by UNHCR in Senegal, which sparked an interest in Niger becoming the first African Union (AU) Member State to domesticate the Kampala Convention into national legislation.

Niger's initial steps to develop the IDP law began in December 2017, when the Ministry of Humanitarian Action, supported by a newly recruited UNHCR international consultant based in the UNHCR Niamey office, chaired the inaugural meeting of an inter-ministerial steering committee set up to oversee the drafting of the IDP bill (hereinafter, the Steering Committee) with a diverse membership.

The first six months laid the foundation for building shared ownership of the process, both in terms of understanding why an IDP law was needed and ensuring that the individuals involved understood their respective roles in the process. The international consultant and a national legal expert conducted a survey of existing national legislation relevant to internal displacement. In March 2018, the UN Special Rapporteur on the human rights of internally displaced persons undertook an official country visit to Niger at the invitation of the Government and strongly recommended the adoption of a national law.[8] Based on these collective findings, the Ministry of Humanitarian Action then led a series of workshops with representatives of eleven ministries, members of the national IASC, local authorities, traditional leaders, and IDPs themselves. The workshops presented the international normative framework on internal displacement and highlighted the gaps within existing Nigerian laws to be filled to meet these standards. The Minister of Humanitarian Action also consistently raised internal displacement issues in public speeches to inform the general public when traveling in Niger.

Workshops to develop a draft text then followed, including with the active participation of IDPs and the Minister of Humanitarian Action, to ensure that the specific needs and challenges facing displaced people in Niger were addressed in the national IDP law. The Task Team for Law and Policy of the Global Protection Cluster, co-chaired by UNHCR and NRC, also provided feedback on the draft text. Finally, government representatives reviewed the final draft in a national workshop.

In early November 2018, a special session of the Steering Committee validated the final draft, with participants including the Minister of Humanitarian Action, the Nigerien Government Secretary-General, members of Technical Committee for the Validation of Texts (COTEVET), representatives from seven ministries and the National Assembly, as well as international observers, including the Protection Cluster.[9]

Participants from the final special session of the Steering Committee to validate the draft IDP law.

A technical government team then facilitated the process of presenting the law to the Cabinet Council and Council of Ministers, which adopted the draft law with only minor changes. Parliament passed the law in December 2018 with an unprecedented 98 per cent support, with the Opposition Parliamentary Group even urging the Government to provide the Ministry of Humanitarian Action with the necessary support to implement the law.[10]

3. Results for internally displaced persons and others

The main outcome of this process has been the engagement of a diverse set of actors who are now more fully engaged and informed about IDP issues. In particular, the Steering Committee members, now well-versed in the process of developing Nigerien laws and regulations, understand how to address protection as a cross-cutting issue.[11]

The positive experience of developing the IDP law has continued during the implementation phase. Driven by its sense of ownership, passage of the law was followed by a rapid adoption of government directives to support implementation, including a decree to establish a national coordination committee. From April 2020, implementation of the IDP law was being led by the Ministry of Humanitarian Action, with the support of international and local actors. Activities included rolling out a training programme for representatives of relevant line ministries and other actors on how to implement the new law.[12] The Ministry was also working with partners to develop a national durable solutions strategy, create a national IDP data collection and analysis system, establish regional IDP plans with local authorities, and mobilize sufficient financial and human resources to fully implement the law.[13] Government authorities have also proven better informed and motivated to protect IDPs' rights more generally, which has, for example, aided advocacy efforts to ensure that local authority efforts to relocate IDPs have been organized in a way that complies with Niger's new legal framework.
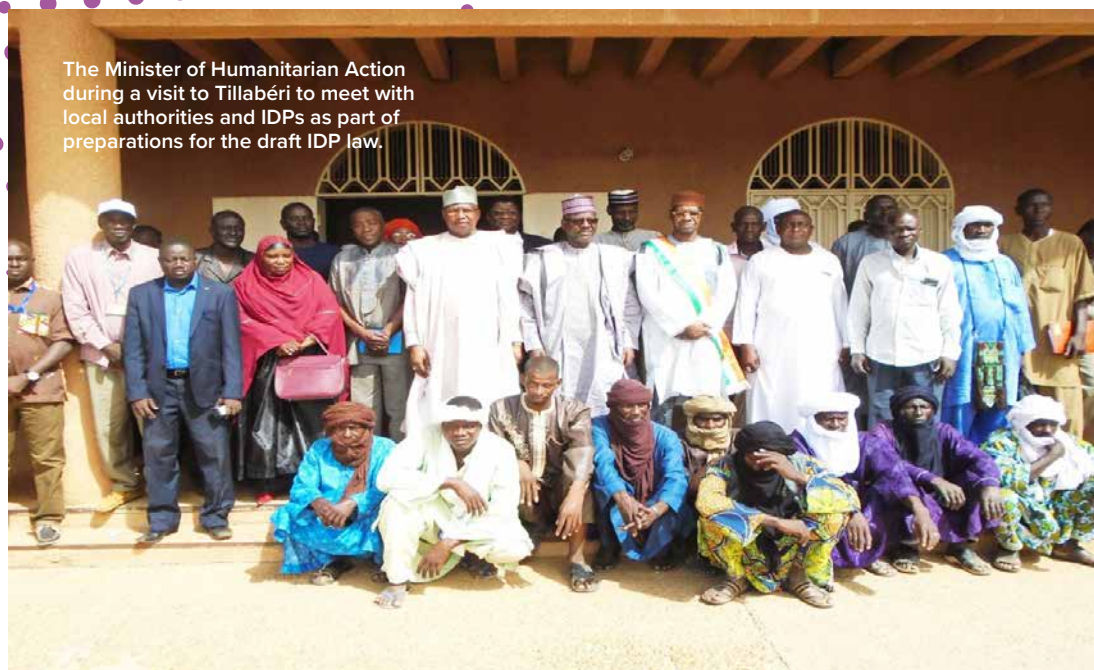
The Minister of Humanitarian Action during a visit to Tillabéri to meet with local authorities and IDPs as part of preparations for the draft IDP law.

4. IDP participation

Selected members of the national Steering Committee travelled to affected regions of Diffa and Tillabéri to attend focus group discussions with 1,200 IDPs and host community members organized by the Danish Refugee Council (DRC) through the Protection Cluster in collaboration with local authorities.[14] During the discussions, participants were asked to share their concerns, the type of assistance they needed and what they would like to see in the new law. DRC, together with a national NGO, the Nigerien Agency for the Treatment of Juvenile Delinquency (Agence Nigérienne pour le Traitement de la Délinquance Juvénile – ANTD), selected the participants in consultation with traditional leaders, seeking to ensure that participation was as inclusive as possible, including women, youth, older persons and persons with disabilities. The Protection Cluster translated the Guiding Principles on Internal Displacement into the local language and held five training sessions for the Steering Committee and military cadres on IDP protection-related topics. It also conducted media outreach, particularly through radio, to support awareness-raising

about IDPs' rights and to inform the general public about the process. The process also included meetings with rural law courts, recognizing their future role in dispute resolution at community level.

IDPs voiced a wide range of security concerns and humanitarian needs that they wanted the IDP law to address.[15] They raised concerns about meeting the needs of host families, ensuring that IDP children had access to education, and enabling IDPs to vote in elections. IDPs in the focus groups also highlighted the challenge of nomadic people becoming internally displaced and the challenges of displacement related to disasters and development projects, issues that had not previously been raised by government officials but were subsequently included in the law.

5. Challenges

The principal challenge in developing the IDP law was sufficiently engaging all key actors to ensure that the law represented a multi-sector approach, both at national and local level. Prior to this legislative process, IDPs, while recognized as Nigeriens who

had the same rights as other citizens, were not widely identified as a specific group with specific needs. Trafficking victims, migrants, refugees and IDPs were all loosely described as "displaced." Consequently, some national actors expressed doubt about the need to domesticate the Kampala Convention into Nigerien law, arguing that ratification in April 2012 was sufficient. Others expressed concern that a new law created the risk that IDPs would be granted new rights that the country could not adequately uphold. Many government officials had also never developed legislation before.

Thus, the initial focus on capacity building with authorities across government ministries and at different levels was critical to establish a shared understanding about why it was important to develop new legislative provisions to address IDPs' specific needs and vulnerabilities. These meetings also helped the international consultant to understand the responsibilities of each actor so that information about the draft law could be tailored to address their specific roles.

For example, the consultative phase included meeting with members of COTEVET, a government body responsible for validating the text of laws prior to submission to Parliament. Inviting COTEVET to participate early on helped ensure that steps essential for the passage of laws were incorporated into the planning schedule. It also enabled COTEVET's members to understand the purpose of law with respect to the Kampala Convention, enabling its members to highlight any potential challenges that might arise both in the language and administrative process to adopt the draft law. The subsequent stages of drafting the text of the IDP law then flowed more smoothly, as all participants could contribute to discussions more equitably based on a shared understanding of internal displacement, legal concepts, and their respective roles in the process.

Implementation of Niger's IDP law has faced challenges, despite the hiring of a local consultant to support the process. In particular, although the newly created Ministry of Humanitarian Action has established a presence in all eight affected regions, it has had to rely on shared office space with other ministries and to delegate authority to other officials, as opposed to having its own dedicated representatives, due to insufficient financial and human resources.

6. Lessons learned

The Government of Niger's full commitment to developing an IDP law was essential to the ultimate success of its passage. In particular, the personal commitment of individual authorities and having a dynamic coordination structure (the Steering Committee) to bring diverse actors together were the key to initiating, drafting, adopting and implementing the law in such a short time. It was also extremely useful to have a trusted advisor behind the scenes, the international consultant, with the legal expertise and personal energy to help keep such an open and inclusive process on track, ensuring that the right officials or ministries participated in the process, and that all developments were rightly recognized as the Government's work.[16] The wider consultation process, with opportunities for exchanges amongst diverse actors also proved crucial to the process's success.

The Government of Niger and the international community also worked together effectively by bringing together national and international expertise, including the timely visit of the UN Special Rapporteur on the protection of the rights of internally displaced persons. The Protection Cluster also provided the Government with regular protection updates, which helped underscore the need for the law, as well as a holistic operational response to internal displacement more generally. Notably, the Ministry of Humanitarian Action and UNHCR had a longstanding partnership agreement that began when the Ministry was first established in 2016 and that facilitated UNHCR's ability to provide support

and expertise throughout the legislative development and implementation process.

At the same time, limited resources hindered wider consultation with IDPs and the private sector. For instance, after an initial invitation, no further efforts were made to ensure that the Chamber of Commerce participated in the process, even though the IDP law assigns certain roles to it in terms of service provision and response planning.

7. Why this is a good example to share

The development of Niger's IDP law proceeded quickly and smoothly because it could build on the trust and ownership established at the outset of the process, as well as a continual flow of information to all relevant parties. As a result, all parts of government, not just the lead ministry, developed stakes in a successful adoption of the law, with no major pushbacks or challenges.

Niger. Aissa is an internally displaced woman living in the refugee hosting area in Intikane. She fled with her husband and nine children after attacks in nearby Agando. ""We left our village because several people, even our neighbours, feared for our lives."
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10   ibid 10.

11   Notably, the UN Special Rapporteur on the human rights of internally displaced persons commended the Steering Committee for its diverse membership and significant role in overseeing the drafting of the IDP law. Human Rights Council (n 2).

12   Ministere de l'Action Humanitare et de la Gestion des Catastrophes, 'Rapport Général de l'Atelier de Validation Des Modules de Formation Dans Le Cadre de La Mise En Œuvre de La Loi Sur Les PDI' (Republic of the Niger 2019).

13   Republic of the Niger, 'Rapport de Synthèse Du Forum National Sur Les Solutions Durables' (Republic of the Niger 2019).

14   Security concerns blocked an additional consultation with IDPs in Diffa. ibid 7.

15   Ministère de l'Action Humanitaire et de la Gestion des Catastrophes, 'Rapport de Mission PDI Tillabéry-Consultation Autorités- Consultation Des PDIs' (Republic of Niger 2018).

16   The international consultant became a trusted advisor to the Government who was regularly invited to attend Steering Committee meetings, and helped facilitate conversations between government ministries, the international community, and the National Commission on Human Rights and Fundamental Liberties to ensure meaningful government participation.

Nigeria. Camp management team member interviews an internally displaced woman at Bakasi Camp in Maiduguri, to develop a multilingual glossary of key terms.
© Translators Without Borders
Mia Marzotto | 2018

Nigeria

Protecting IDPs and Displacement-Affected Communities by Speaking Their Languages

1. Context

There are over 2 million internally displaced people (IDPs) in northeast Nigeria, 80 per cent of whom are women and children. They were largely forced to flee from conflict and violence perpetrated by Boko Haram and other non-State armed groups over the past ten years.[1] Humanitarian agencies communicate with IDPs and host communities primarily using Hausa as a regional *lingua franca*[2]. IDPs speak over 30 different languages, however, and many do not speak Hausa well. Only a minority use it as their mother tongue.[3]

In a highly challenging operating environment, low education and literacy levels among IDPs and language-related barriers to communication between IDPs and humanitarian agencies have obstructed IDPs' access to information and participation in processes and decisions affecting their protection and prospects.[4] Lack of attention to linguistic diversity has undermined operational effectiveness and accountability by limiting IDPs' ability to use feedback mechanisms, give informed consent, be included in needs assessments, and access services.[5]

Speaking IDPs' language and using the right words became especially pertinent in Nigeria as the need for specialized mental health and psychological support grew in a context with mass abduction of girls and high rates of gender-based violence. IDPs and others affected by these violations required specific treatment, which entailed more precise language than normally used in humanitarian work. This was a particular challenge in Nigeria where people struggling with mental health issues are often stigmatized and labelled as "crazy people." At the same time, there was limited awareness that using certain language could be damaging.[6]

Primary language
(% of households)

Hausa	31%
Kanuri	28%
Fulfulde	11%
Other	7%
Bura	5%
Shuwa Arabic	4%
Marghi	2%
Kare Kare	2%
Bachama	2%
Mandara	1%
Higgi	1%
Kilba	1%
Kibaku	1%
English	1%
Mafa	1%
Glavda	0%
Jukun	0%
Waha	0%
Gamargu	0%
Tiv	0%

Most spoken primary language by LGA
- Bachama
- Bura
- Chamba
- Fulfulde
- Hausa
- Higgi
- Kanuri
- Kare Kare
- Kibaku
- Lunguda
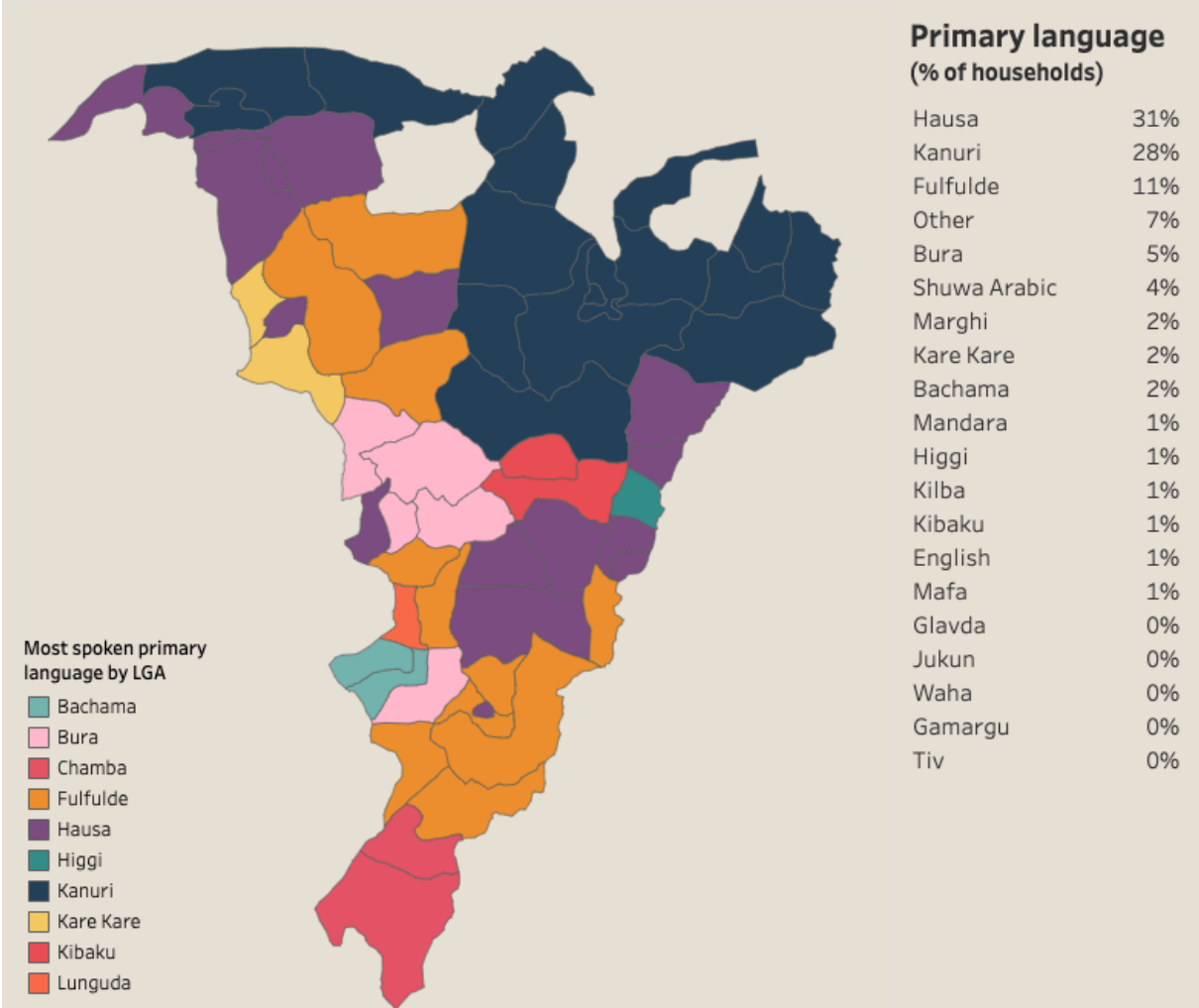
Northeast Nigeria Language Map, Translators Without Borders, 2019.

2. Description of the practice

The first step to addressing the problem was to determine which languages IDPs spoke. Key sources included IOM's Displacement Tracking Matrix that has provided IDP site-level information since mid-2017, including on language use. Research by Translators without Borders and partners also provided a more in-depth understanding of potential comprehension barriers, particularly for women.[7]

The next step was pilot testing ten terms in two languages to see how IDPs and communities responded. The test revealed that the term "safe space" for Kanuri speakers (the dominant language in Borno and the surrounding area) meant a place with armed guards, which was not what humanitarian workers wished to convey. Similarly, "mental health" in Hausa was found to mean "services for mad people," while the phrase for "psychosocial support" did not carry the same stigma. Focus group discussions with IDPs and host communities further revealed that the Hausa word for "stress" ("gajiya") was understood as physical stress after a day of hard labour. By pairing the word with a descriptor such as "physical" or "emotional," actors could more effectively communicate about mental health.[8]

From here, the Mental Health and Psychosocial Support (MHPSS) Sub-Working Group, co-chaired by the Ministry of Health and IOM, developed an online glossary in collaboration with Translators without Borders to support effective and appropriate communication with IDPs and host communities.[9] Available in nine local languages online or offline on a computer, tablet, Android or iOS device, it includes respectful, consistent, accurate and easily understood translations of key terms and concepts on mental health issues.[10]

3. Results for internally displaced persons and others

Government and humanitarian agency staff now have an increased awareness of the importance of the words they use and how accurate translation can help them reach some of the most vulnerable IDPs. Staff of the local government hospital have also expressed appreciation for this work. All stakeholders can access an open source resource to inform strategies for communicating with IDPs and others as well as strategies to address language barriers and facilitate the participation of marginalised speakers of minority languages. Notably, the glossary is being used to train interpreters working throughout the region.[11]

While the impacts on IDP and host community participation have yet to be evaluated, the glossary and steps taken have helped humanitarian actors with planning and implementing a more inclusive response[12]. This requires building in time for training new staff, maintaining the glossary, promoting it in coordination meetings, and expanding it to cover more languages and sectors, such as protection, housing, land and property and camp coordination and camp management.[13]

4. Why this is a good example to share

Meaningful participation of IDPs and host communities requires meaningful conversations. Understanding IDPs' language profiles is the first step towards ensuring that the language used contributes to building a protective rather than destructive environment in which IDPs and host communities feel understood and supported.

Endnotes

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4   Translators without Borders, 'Language Barriers in the Humanitarian Response in North-Eastern Nigeria – Initial Assessment' (Translators without Borders 2017) <ttps://translatorswithoutborders.org/wp-content/uploads/2017/04/Language-barriers-in-the-humanitarian-response-in-north-eastern-Nigeria.pdf>.

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8   TWB Communications, 'Translators Without Borders Expands Glossary to Include Mental Health Language for Nigeria Humanitarian Response' (Translators without Borders, 28 August 2018) <https://translatorswithoutborders.org/translators-without-borders-expands-glossary-to-include-mental-health-language-guidance-for-nigeria-humanitarian-response/> accessed 4 November 2020.

9   Interview with MHPSS Sub-working Group Co-coordinator/IOM Nigeria.

10   TWB Communications, 'TWB Glossary for Northeast Nigeria' (Translators without Borders, 28 March 2018) <https://translatorswithoutborders.org/twb-glossary-north-east-nigeria/> accessed 2 October 2020.

11   vTWB Communications (n 8).

12   Interviews with Translation Without Borders and MHPSS Sub-Working Group Coordinator/IOM Nigeria

13   Ibid.

Philippines. Community members in Quezon City draw their houses relative to the distance to the nearest open space for evacuation site in case an earthquake occurs in their area.
© IOM Charissa Soriano | 2018

Philippines
Community Participation in Evacuation Planning in Metropolitan Manila

1. Context

Metropolitan Manila, one of the world's largest urban agglomerations, faces a high level of disaster displacement risk associated with earthquakes, frequent flooding, and fire hazards. In Manila's Navotas City, for example, some 250,000 residents are concentrated in just one quarter of the city's almost 11 square kilometre strip of land on the shore of Manila Bay. Despite being Southeast Asia's biggest fishing port, Navotas is prone to frequent flooding caused by typhoons, heavy monsoon rains and high tides, especially near waterways and fishponds.[1] At particular risk are migrant labourers from other regions in the Philippines, who live in poor-quality shanties in informal settlements along the coastline and riverine waterways.[2]

"Of the many disasters in Daanghari that I have experienced growing up, it is only now that we have this kind of simulation... Now that we have experienced this, we are more aware of disaster preparedness."

Liza Amosco, Daanghari *barangay* resident (2020)

2. Description of the practice

Between August 2017 and June 2018, three of metropolitan Manila's most vulnerable cities (Navotas, Pateros and Quezon) partnered with the International Organisation for Migration (IOM) on a pilot project to strengthen community-based preparedness in the event of a major earthquake, locally referred to as "the Big One."[3] Ultimately engaging hundreds of local residents, the project focused on mass evacuation and camp management in vulnerable urban *barangays* (sub-districts or the smallest administrative division in the Philippines) facing significant earthquake and flood hazards. The European Commission's Civil Protection and Humanitarian Aid Operations (ECHO) funded the project.

Over a six-month period, IOM consulted city and municipal authorities, local government units, *barangay* captains and councillors, and community elders to gain their support and advice for the project. With their endorsement, individual *barangays* were selected based on various factors, including the precarious quality and location of residents' homes and residents' ability to access to road networks. In Navotas City, for example, Tangos **barangay** was chosen given its vulnerability to flooding and storm surges. Daanghari *barangay* lacked open areas where people could flee in the event of an earthquake, necessitating evacuation to other neighbourhoods.[4]

Demographic, hazard, vulnerability and capacity profiles and maps were then developed for each selected *barangay*. To gather this information, IOM hired and trained over two dozen local enumerators on its Displacement Tracking Matrix methods. Most of the enumerators were volunteers with the Philippine Red Cross Society who had previous training on data collection and knew the pilot locations. The enumerators identified and catalogued open spaces and buildings as possible evacuation sites on public and privately owned land. This information was then overlaid on detailed and up-to-date maps of the *barangays*, produced using drone technology, to help identify possible evacuation routes.

Evacuation responders from the pilot cities, national line agencies and partner organizations were trained using international guidance on mass evacuations (MEND)[5] and camp coordination and camp management (CCCM).[6] Specific sessions included how to engage communities in activities such as plotting open spaces for evacuation sites and identifying exit routes in their *barangay* profiles.

Following the training, the Local Government Unit officials and local civil-society organisations led *baranguay*-level evacuation planning processes with local residents based on the *barangay* profiles. Participants assessed the pre-identified evacuation areas, validating some and recommending new sites. The group then mapped out evacuation routes based upon their detailed knowledge of the neighbourhood, including the accessibility of different paths.

In Navotas City alone, some 100 families took part in mass evacuation simulation exercises,[7] with the participation of local government officials and civil protection agencies,

including the fire brigade and police. The entire exercise included preparing "go bags," rescue activities, and moving people from their homes to safe spaces. Once in evacuation sites, evacuees were registered and granted access to safe spaces for women and children as well as medical and psychological support.

3. Results for internally displaced persons and others

The pilot process increased participating communities' preparedness for earthquakes. Evacuation plans formulated through the pilot project, and the subsequent lessons learned during the simulation, helped to identify the specific needs of groups within the communities. For instance, plans now address wheelchair users' need for access ramps and toilet facilities with larger doorways at buildings designated as shelters. Older persons expressed appreciation for the respectful consideration shown to them during the simulation exercises, and the fact that they were consulted on their specific needs and preferred evacuation reception site.

Local officials, functionaries and volunteers also gained experience and expertise with respect to evacuation preparedness and community engagement. Officials have also committed to widening evacuation preparedness activities to other vulnerable *barangays* and continuing evacuation drills.[8] Community leaders and officers from other *baranguays* not directly involved in the simulation also gained insight from observing the simulation.[9] *Barangay*-level government initiatives have also institutionalized lessons learned from the pilot project. Risk and hazard assessments and evacuation planning guidelines have been developed based on local experience. *Barangay* Daanghari in Navotas, for example, has integrated community-based evacuation preparedness into its Earthquake Contingency Plan,

including specific provisions for community engagement. Incorporating such measures into local disaster risk management plans enables *barangays* authorities to allocate Local Disaster Risk Reduction and Management Funds to future evacuation preparedness initiatives, for all that these funds are limited.[10] As the CDRRM Officer in Navotas explained, *"People know what to expect and officers will know what to do… But it has to be repeated, tested, practiced, exercised so that it will not be forgotten and can be transferred to the next batch of officers and next generations."*

4. IDP participation

IOM enumerators conducted key informant interviews with over 1,730 community members over a two-week period to gauge their general knowledge and engagement with disaster preparedness. The process relied on random and snowball sampling to identify people with specific needs, including women, children and youth, older persons, LGBT persons, and persons with disabilities. *Barangay* members with strong community roles were also consulted, including community leaders, schoolteachers, and members of volunteer groups and civil society organizations. The project also relied on over 200 focus group discussions to assess the level of awareness of disaster preparedness protocols and evacuation sites among different people from these same groups and with officials from the local government units, including *kagawads* (*barangay* councillors) and *barangay* health workers.

The resulting risk profiles, evacuation plans and maps for each *barangay* were subsequently shared by the Disaster Risk Reduction and Management (DRRM) representatives from each city or municipality through family and community disaster preparedness orientation sessions. The meetings brought together city and *bargangay*-level officials and hundreds

Philippines. Mass evacuation and camp management simulation exercise in Barangay. ©IOM | 2018

of community members representing different groups, which enabled community participants to provide feedback directly to their local leaders. For example, after older persons highlighted their mobility needs, plans were revised to include designated vehicles to transport them to safety.[11] The simulation exercise itself further highlighted the need to designate tents and priority evacuation lanes for people with specific needs, particularly persons with disabilities, pregnant women and older persons.[12] Community participants also made individual plans for evacuating their own homes, which included delegating specific tasks to household members.[13]

5. Challenges

According to Navotas City's Community Disaster Risk Reduction and Management Officer, past efforts to engage communities in disaster preparedness had met with little interest or even resistance, despite the barangays' otherwise strong community spirit.[14] At the same time, the project received complaints from households neighbouring the selected barangays because they had been excluded from the pilot process.

In addition, the project faced challenges accommodating community members' schedules, particularly men with work commitments that made it difficult for them to participate in all the activities.

To generate wide participation and support, the project relied on consultations, community forums and information campaigns throughout the project period to clearly explain the pilot's purpose and the shared benefits. For example, the barangay captain called a public meeting inviting representatives from all barangay units, including those in neighbouring areas, to clarify how the Navotas City DRR office worked through city local government units to select the barangays for the pilot exercise based upon their vulnerability to earthquakes, assuaging the concerns of those not participating in the pilot.[15] The project team also adjusted schedules and methods to facilitate the full participation of most, if not all, of the targeted households' individual members. Local businesses were also engaged in the simulation, rescheduling their business around the exercise to enable their participation in the exercise. Notably, women from the communities played an active role in mobilizing their family members to take part.

The project developed communication materials and distribution methods, such as audio-visual presentations, to reach people with lower literacy levels. Project facilitators spoke in the local dialect when leading meetings and providing instructions. Activities also engaged participants in non-verbal ways. For example, as part of the family disaster preparedness orientation sessions, participants drew their own houses, identifying points of exit and making their own checklists for pre-positioned items. Finally, participants received project gifts, including t-shirts, caps and emergency "go bag" backpacks containing essential items, to create an incentive and show appreciation for their participation in the exercise. The gifts were later seen as also contributing to community spirit during the exercise.[16]

6. Lessons learned

Community engagement in disaster preparedness activities can play a role not only in ensuring that individuals are prepared for a potential evacuation, but also in providing critical knowledge to pinpoint disaster risks, identify individuals with specific needs, and help solve problems. Transparent communication and accessible information sharing were central to the ability of officials and *barangay* leaders to earn community members' trust and secure their active participation in the process.

Importantly, the Philippines' robust national and local disaster risk reduction law and policy guidance lent legitimacy to local officials' leadership in the project.[17] National guidelines issued in 2018 encourage Local Government Units to invest a portion of *barangay* Local Disaster Risk Reduction and Management Funds in institutional and capacity development to support evacuation operations that are "responsive to the needs of prospective users, as appropriate to the local contexts."[18] For the pilot project to expand and implement these guidelines, increased budget allocations at national

and local levels need to be directed toward participatory preparedness activities, including regular evacuation drills.

Finally, the composition of the operational project team also contributed to the successful engagement of the communities. Ten of the 15 team members were women. Many came from an NGO background or engaged in communities as social workers, nurses and teachers. All were local. Project organizers felt that this collective experience created a team with the skills, knowledge and commitment to effectively foster active community participation.

7. Why this is a good example to share

Disaster preparedness requires research, testing and practice at the community and individual level to be effective. In this case, residents used their local knowledge to identify oversights in community evacuation and camp management plans. Local officials strengthened their own preparedness and capacity to facilitate community evacuations in the event of a major disaster. However, active community engagement cannot be assumed or taken for granted, even for lifesaving activities related to disaster preparedness. Successful community engagement requires taking conscious steps, grounded in knowledge of the specific community, to build the trust and support of community members. In this case, using a team with people from the local community who had experience in social work appeared particularly effective at mobilizing the community in disaster preparedness activities.

Endnotes

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9   IOM Philippines (n 7) 69.

10   Government of the Philippines, Department of the Interior and Local Government (n 8) s 5.3.

11   Interview with Navotas City Community Disaster Risk Reduction and Management Officer.

12   IOM Philippines (n 7) 73.

13   ibid 65.

14   Interview, February 2020.

15   Interview with IOM Programme Manager

16   ibid.

17   See, for example, Republic of the Philippines, Philippine Disaster Risk Reduction and Management Act of 2010 2010; Republic of the Philippines, 'National Disaster Risk Reduction and Management Plan 2011-2028 Plan' (2011) <http://ndrrmc.gov.ph/attachments/article/41/NDRRM_Plan_2011-2028.pdf> accessed 25 June 2020; Government of the Philippines, National Disaster Risk Reduction and Management Council-DBM-Department of the Interior and Local Government, 'Allocation and Utilization of the Local Disaster Risk Reduction and Management Fund, Joint Memorandum Circular No. 2013-1', (2018) s 5.1-5.5 <http://www.ndrrmc.gov.ph/attachments/article/1320/JMC_No_2013-1_re_Allocation_and_Utilization_of_LDRRMF.pdf> accessed 24 June 2020.

18   Government of the Philippines, Department of the Interior and Local Government (n 8).

Philippines. Government enumerators register families from Itogon, Benguet into the BRAVE System. © IOM Philippines Andrea Empamano | 2019

Philippines
Disaster Displacement Data from Preparedness to Recovery

1. Context

Situated on the Pacific Ring of Fire and the typhoon belt, the Philippines is composed of 7,641 islands exposed to typhoons, floods, landslides, droughts, earthquakes, tsunamis, and volcanic eruptions.[1] In 2019, the Philippines faced 55 disasters that displaced 4,094,000 people across the country, with some 364,000 people still displaced at the end of the year.[2] In addition, the country also has internal displacement related to development projects and conflict associated with long-running religious, ethnic, political and criminal insurgencies.

The Government of the Philippine's response to internal displacement in both disaster and conflict situations is governed by the 2010 Philippines Disaster Risk Reduction and Management Act (Republic Act 10121). The

2011-2028 National Disaster Risk Reduction and Management Plan (NDRRMP) further sets out roles and responsibilities according to four pillars of activity, each led by a different government entity: i) Disaster Prevention and Mitigation; ii) Disaster Preparedness, iii) Disaster Response, and iv) Disaster Rehabilitation and Recovery.[3] The National Disaster Risk Reduction and Management Council, chaired by the Secretary of the Department of National Defense, coordinates and monitors implementation of all four pillars. Notably, the NDRRMP includes multiple references to internal displacement with respect to pre-emptive evacuations, assistance and access to services during displacement, early recovery activities associated with reintegration, and as part of rehabilitation and recovery activities.

2. Description of the practice

While many countries collect disaster displacement data during the immediate aftermath of a disaster,[4] the Government of the Philippines has begun collecting data on potential displacement as part of its disaster preparedness activities. In the event of a disaster, it continues to monitor IDPs' protection and assistance over time, both in the emergency phase and as part of its longer-term rehabilitation and recovery activities.

The Department of Social Welfare and Development (DSWD) leads the delivery of humanitarian assistance and early recovery activities for IDPs as part of its responsibilities
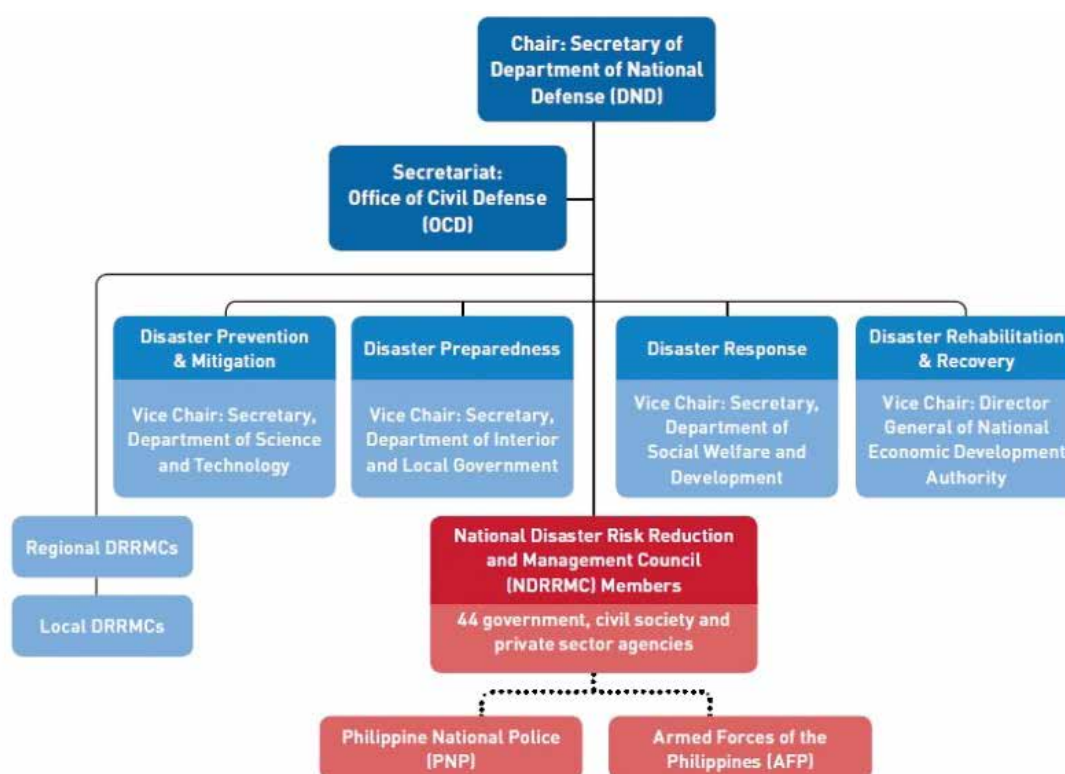
This diagram presents NDRRMC Members under four pillars according to their inherent functions. While the Philippines National Police and the Armed Forces of the Philippines play a supporting role to the NDRRRMC, they report directly to the Department of Interior and Local Government and the Department of National Defense, respectively.

under the Disaster Response pillar. DSWD also houses the Disaster Response Operations Monitoring and Information Center (DROMIC), which among other things, collates disaster-related data on the number of affected persons, the number of displaced people both inside and outside evacuation centres, and the amount of assistance provided at regional, provincial and municipal levels.[5]

In 2018, DSWD launched the pilot Disaster Vulnerability Assessment and Profiling Project (DVAPP) supported by IOM to initiate data collection and analysis on displacement risk as an integral component of disaster preparedness activities.[6] Relying on DROMIC's Predictive Analytics for Humanitarian Response and IOM's Displacement Tracking Matrix (DTM), DSWD identified hazard-prone, geographically isolated areas in northern Luzon that face high levels of disaster displacement risk. The DVAPP project worked closely with local authorities to register some 65,000 vulnerable families using IOM's Biometric Registration and Verification System (BRaVe) as part of its disaster preparedness activities. Once registered, the head of the family was issued with a bar-coded plastic identification card with their photo, called the Comprehensive Assistance for Disaster Response and Early Recovery Services (CARES) card. The CARES card enables authorities to access the beneficiary's data from a centralized data base to serve as a guide in the delivery of disaster assistance. While DVAPP is currently implemented as a pilot project, the DSWD hopes to expand the pre-registration process to other regions in the future.[7]

Similarly, since 2018, UNHCR's office in Mindanao has collaborated with local government authorities and DSWD to identify communities at risk of displacement as part of its Municipal Protection Profiling project. This social and demographic profiling project relies on historical displacement data, including DVAPP data when available, to analyse not only the potential protection and assistance needs of those who may be displaced, but to also identify the needs of

communities likely to host displaced people. The project seeks to establish a baseline to inform local government units' policymaking, assist with the mainstreaming of protection within development initiatives at *barangay* (local administrative) level, and inform advocacy and programming activities carried about by protection-mandated organizations like UNHCR. Although it primarily captures issues related to the conflict situation in Mindanao,[8] it can also contribute to disaster risk reduction and preparedness activities associated with natural hazards.[9]

Local and Municipal Disaster Risk Reduction and Management Councils also use DROMIC's scientific data, risk assessments and past disaster data to determine when to order pre-emptive evacuations[10] and as part of disaster preparedness activities more generally.

Once a disaster strikes and displacement occurs, DSWD Central Office records data on internal displacement through DROMIC based on information gathered and reported by its Field (Regional) Offices. The Field Offices closely collaborate with the local government officials concerned using a standard reporting template developed by DSWD's Disaster Response Management Bureau (DRMB). Humanitarian organizations, including IOM,[11] the Philippine Red Cross[12] and UNHCR,[13] also share displacement-related operational data collected by their field staff with DROMIC to be used for cross-referencing. These reports are then processed and translated into statistical reports for submission to DSWD senior management for strategic planning and to NDRRMC to assist with inter-agency action planning.

DSWD's Field Offices provide staff members to act as camp managers and work hand-in-hand with local government officials to register, manage, and monitor IDPs and other disaster-affected families using the manually entered Disaster Assistance Family Access Card (DAFAC) database system, a paper-based version of the new CARES

card. Although the numbers may vary from day to day, especially in cases where IDPs intend to leave evacuation centres and settle elsewhere, the current data will still reflect the changes in the numbers of the IDPs in evacuation centres. Since 2018, the World Food Programme (WFP) has also collaborated with DSWD to register and profile IDPs in disaster and conflict situations using its cloud-based, biometric beneficiary management system called SCOPE.[14]

After IDPs are registered with the Government to receive assistance and the paper-based information is entered into a database managed by local government units, a master list of the displaced families is produced to guide the Government's future assistance.[15] DROMIC then enters this into a national database that includes disaggregated information about individual family members, the family's location, whether they are with a host family or in an evacuation centre, as well as the assistance the family has received during the emergency and early recovery response.[16] IDPs' information is periodically verified and updated by DSWD in consultation with local government officials and as part of DSWD assessments.

Once IDPs have left evacuation centres,[17] programmes to address their longer-term recovery needs are coordinated by the National Economic Development Authority (NEDA), which leads the Disaster Rehabilitation and Recovery pillar. The 2020 Disaster Rehabilitation and Recovery Planning Guide, which explains the Government's response in this pillar, recognizes internally displaced populations as a particularly vulnerable group.[18] Consequently, the Government includes statistics about IDPs as part of its post-disaster socioeconomic assessment, and also implements activities and programmes for IDPs related to relocation,[19] long-term livelihood support, access to education and health.[20] NEDA relies on DSWD for data and information on IDPs, which is periodically confirmed through the local government units' databases. During the response period, when DSWD camp

managers are still present and evacuation centres are in use, DSWD updates the information on a daily basis.

3. Results for internally displaced persons and others

The DVAPP project's proactive approach has already informed disaster preparedness efforts. In 2020, DVAAP facilitated implementation of the Government's COVID-19 Social Amelioration Program in three regions. Its database created a list of the most vulnerable participants eligible for the programme, while the security features of the CARES card, matched with the database, made it simple to identify recipients despite some people having the same names and similar facial characteristics. Finally, in addition to reducing the possibility of IDPs receiving the same assistance multiple time or others not receiving any at all,[21] the digital photograph on the card allows DSWD to estimate the amount of financial assistance required for emergency shelter support. For example, by taking the beneficiary's photo with their home as a background whenever possible, Government assessors gain information about the condition of the home prior to the disaster.

4. IDP participation

Collaborative data collection and analysis processes related to displacement in the Philippines have enabled IDPs to influence the type of government assistance provided.[22] For example, following the 2020 Taal Volcano eruption, the findings from DTM assessments, involving key respondent interviews and focus group discussions, suggested that IDPs preferred living in rented rooms in apartments rather than in tents, since most of the affected municipalities were in a semi-urban area. Based on this

information, DSWD decided to provide IDPs with cash assistance to use for rental payments. This constituted a significant policy shift from previous responses that either provided IDPs with temporary shelters or repaired damaged shelters. The Government also maintains an online ticket system, the e-Reklamo platform, to register and monitor IDPs' complaints about disaster assistance delivery.[23]

5. Challenges

The Government of the Philippines has used the paper-based Disaster Assistance Family Access Card to identify IDPs and monitor the delivery of assistance for a number of years. However, it was noted that registering displaced families during an emergency response was time consuming, potentially delaying access to lifesaving services. The Government has invested in streamlining the registration process. For instance, DSWD and UNHCR have developed a pilot project in Maguindanao province to digitize the process. Use of WFP's SCOPE system has also contributed to efforts to build a national IDP registration system and database.

Yet, given the country's exposure to recurrent and cyclical natural hazards, the Government determined that investing in pre-registration could further ease practical and administrative challenges encountered during chaotic and challenging disaster situations. Authorities can plan ahead for future needs, such as by identifying the need for prepositioned relief items, detecting families that may require special assistance, and anticipating the need for livelihood support during displacement.[24] The CARES card's database can help DSWD to ensure that IDPs quickly and easily receive an appropriate level of assistance, since government officials in any location can access beneficiaries' information from a centralized database rather than having to contact the local authorities in the IDPs' place of origin. The CARES card database also

contains information not included in DAFAC, including families' housing, livelihood and vulnerability assessment information, which helps the Government to prioritize assistance based on need.

6. Lessons learned

Although DROMIC and DSWD provide a centralized source for internal displacement data, there is still a need to harmonize the various sources of IDP registration information. This requires closely collaborating with Disaster Coordinating Councils at the local, regional and national levels, as well as with other local and international humanitarian agencies and organizations. For example, there is an ongoing effort to harmonize WFP and IOM biometric IDP registration support for DSWD. Although the SCOPE and BRaVe systems can be interoperable, as shown in South Sudan,[25] in the Philippines, the two systems use different indicators, cover different locations, employ different database system designs and have different owners. As a result, they must be managed and administered separately to comply with the Philippines' Data Privacy Act of 2012 (Republic Act No. 10173).

Pre-emptive data collection and analysis can improve preparedness for disaster displacement in a number of ways. For example, the experience from the devasting 2013 typhoon Yolanda/Haiyan showed that relocating displaced communities to a new location after a disaster occurs is a complex and time-consuming process.[26] One of the most challenging aspects is simply identifying available land that is safe for future habitation.[27] DVAPP can help authorities identify people living on high-risk terrain, such as on sloping plots prone to landsides or flood-prone areas, who would most likely need transitional or permanent relocation sites in the event of future displacement. Local government units can use this information to set aside land for potential

relocation in their Comprehensive Local Development Plans, a practice known as "land banking." Pre-registration can also aid in disaster preparedness and response efforts more generally, including helping assess whether planned interventions are likely to meet the needs of the most vulnerable displaced people.

In terms of strengthening resilience, NEDA has partnered with the World Bank to develop the Socioeconomic Resilience Assessment Model.[28] While the model does not specifically address the needs of displaced people, the tool seeks to understand the socioeconomic consequences of events that may result in displacement, such as the impact of a destroyed home, and aims to inform efforts to mitigate future disaster risk, including displacement. Recognizing that IDPs are a particularly vulnerable group, this model could be adapted in the future to identify the specific socioeconomic consequences of

disasters for displaced persons over time to help understand when IDPs have achieved a durable solution and no longer face specific needs related to their displacement.

7. Why this is a good example to share

Disaster displacement affects almost every country in the world. This example shows how authorities in the Philippines have undertaken efforts to improve and streamline the management of IDP data systems, beginning with an anticipatory registration processes that can ultimately help the government prioritize and identify the families that need the most assistance. It also highlights how international partners can complement, enhance or augment national IDP registration systems, ideally working together to harmonize their support and ensure a coherent approach.

Philippines. One of the beneficiaries of the biometric registration in Pasil, Kalinga.
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Philippines. Omaisa, an IDP in Marawi, expects a new set of elected officials will work to boost the Marawi economy and improve livelihood ventures for displaced families in the war-torn city.
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Philippines
Practical Solutions for Protecting IDPs' Right to Vote

1. Context

The Philippines's susceptibility to hazards such as typhoons, earthquakes and floods has made disaster displacement a constant feature of life in the country. In 2018 alone, some 3.8 million people were newly displaced by disasters.[1] At the same time, ongoing conflict and violence in Mindanao's southern provinces also led some 188,000 people to flee in 2018, joining the estimated 300,000 IDPs awaiting solutions for their conflict-related displacement at the end of 2018.[2]

Recognizing these displacement challenges, in 2013, the Philippines Commission on Human Rights (CHR) established the Project on Internally Displaced Persons to explore the human-rights implications of displacement.[3] Building upon the CHR's prior collaboration with the Commission on Elections (COMELEC), one component of the CHR's IDP Project focused on participation in public elections, which have a 75 per cent voter turnout rate.[4] Voter registration in the Philippines is tied to a person's place of residence. Consequently, displacement often impedes IDPs' ability to exercise their voting rights, particularly when they are living in

temporary shelters or transitory areas. A 2015 national workshop on the topic, co-hosted by CHR and COMELEC, both independent, constitutionally-mandated bodies, identified a number of key challenges impacting IDPs' electoral rights, including damaged voting centres, residency requirements to transfer voter registration, and difficulty accessing their designated polling stations due to distance or insecurity.[5] Given the large annual numbers of displacement and the potential for extended displacement, the need to protect IDPs' voting rights remains a key concern in the Philippines.

2. Description of the practice

The Philippines does not have an IDP law or policy that specifies how electoral laws should be applied to reflect displacement contexts, although comprehensive IDP bills have been drafted by members of Congress.[6] To ensure it fulfils its constitutional responsibilities for election-related matters, COMELEC has been obliged to find practical solutions that enable internally displaced Filipinos to exercise their right to vote wherever they are, by working with the support of other entities, such as CHR, NGOs, and other stakeholders.

Election issues related to displacement first came to COMELEC's attention in September 2013, when 120,000 people fled fighting in Zamboanga City on Mindanao to seek shelter in evacuation centres, most notably the city's Joaquin F. Enriquez Memorial Sports Complex.[7] With important village elections scheduled for the following month, COMELEC wanted to ensure that IDPs could select their leaders. Working with the Commission on Human Rights' IDP unit in its regional Mindinao office, COMELEC organized election facilities at the sports stadium to allow IDPs to vote some 5-7 km from their usual place of residence.

Over the years, other election-related challenges have arisen. For example, although IDPs must register and provide biometric data to receive a voter's card,

election officials acknowledge that many IDPs may not have their cards. COMELEC has waived fees for IDPs to replace lost voter registration cards, as in the case of displacement in Mindanao. COMELEC has endorsed civil society organizations' efforts to register voters in evacuation areas.[8] Election officials have also allowed IDPs to prove their identity through other national identity cards. For instance, following Typhoon Haiyan/Yolanda, the non-profit legal organization IDEALS, supported by UNHCR, worked with local government units to open temporary centres in displacement-affected regions to replace identity documents, such as birth and marriage certificates, to displaced people. Having these documents later allowed IDPs to vote in elections.[9] Polling stations in the Philippines are also typically staffed by public school teachers, who help verify voter's identities and avoid potential fraud. Finally, in some cases, COMELEC has established new electoral precincts and voting centres in areas with protracted displacement, such as in communities still hosting people who were displaced after the 1991 volcanic eruption of Mount Pinatubo.[10]

In recent years, electoral actors have recognized the need for a more systemic response, and currently promote enshrining in law specific electoral measures related to internal displacement.[11] Pending legislative reform, COMELEC issues an annual resolution setting the rules and regulations for voter registration, which, since 2016, has required satellite registration in areas where IDPs are located, working in collaboration with local government units/officers-in-charge of those areas as well as non-governmental organizations.[12]

3. Results for internally displaced persons and others

IDPs' ability to participate in electoral processes has improved. The Philippines Commission on Human Rights has continued to monitor IDPs' ability to participate in elections, such in May 2019, when Marawi

IDPs were permitted to vote in national and local elections with proof of their original residence.

4. IDP participation

IDPs in the Philippines are encouraged by the Government to vote. Although they have not been formally brought within COMELEC's efforts to review and find solution to electoral challenges, the Parish Pastoral Council for Responsible Voting (PPCRV) and other civil society organizations that work closely with displaced communities are regularly invited to attend meetings on electoral issues and to participate in multi-sectoral, ad hoc committees. IDP community leaders are also actively involved in civic-political activities more generally, particularly those related to barangay-level projects such as service delivery. For instance, CHR regional offices conduct community-based dialogues in which IDP stakeholders, local chief executives, and the security sector share their concerns and find immediate solutions.

5. Challenges

Legal ambiguity in the Philippines complicates COMELEC's efforts to ensure that IDPs can fully exercise their political rights. For example, to date, polling centres have only been moved when IDPs are located adjacent to home areas, leaving IDPs who flee further without recourse. Under current laws, IDPs are able to transfer their registration, but must comply with a six-month residency requirement before doing so. They are also not permitted to use evacuation centres or transitional locations as their place of residence since these are seen as temporary addresses.[13] Many IDPs do not want to give up their right to vote in their home location, even if they are unable to travel to polling stations. Finally, without adequate preventative measures in place, IDPs may be vulnerable to political manipulation or "hakot" to secure their access to basic services. They may, for instance, be pressured to vote for certain

officials, attend political rallies or transfer their registration location.[14]

6. Lessons learned

Outreach and education to electoral officials and other actors responding to displacement is critical to building awareness and gaining the necessary political support for operational and legislative electoral reforms that respond to displacement-related circumstances.[15] Advances in technology for registering voters using biometric data, as in the Philippines, can greatly help to assuage concerns about fraud. Such voter registration systems could potentially be integrated within broader IDP service delivery systems for shelter distribution, livelihoods and cash assistance, thereby ensuring wider coverage.

7. Why this is a good example to share

Ensuring that IDPs can exercise their right to vote validates their role as citizens and is an important step in normalizing their lives as soon as possible after displacement. Yet, in many operational contexts, actors responding to internal displacement situations commonly do not fully recognize the need to address political rights and electoral issues. This is particularly true for disaster displacement, which is widely viewed as a temporary phenomenon even though it can endure for years pending a durable solution. As populations around the world become more mobile in general, the examples highlight the need to assess whether voter registration systems are adapted to the realities and needs of their voters.

The example also highlights practical ways electoral rights can be protected. In this case, independent bodies relied on their constitutional mandates to find solutions.

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Somalia. Internally displaced woman vendor explains how she did not have an income-generating activity prior to the construction of the market shed and how the shed has given her an opportunity to start a business.
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Somalia
Data and Analysis to Inform Collaborative Approaches to Finding Durable Solutions

1. Context

Internal displacement in Somalia is primarily an urban challenge, as internally displaced persons (IDPs) flee rural areas affected by conflict, violence and disasters in search of shelter, safety and assistance in city centres and peri-urban areas. The capital city of Mogadishu has the largest concentration of IDPs, with about 500,000 people living in

1,082 sites.[1] Urban centres like Baidoa and Kismayo also host sizeable IDP populations.

The Federal Government of Somalia has taken significant steps in recent years to lead efforts to achieve durable solutions for its country's remaining 2.6 million people internally displaced over past decades.[2] In November 2018, the Government established a Durable Solutions Unit within the Ministry of Planning, Investment and Economic

Development, later complemented by a National Durable Solutions Secretariat that brings together 14 government entities, including the Office of the Prime Minister. These coordination bodies seek to ensure that IDP durable solutions policies, strategies and programmes are coordinated with and integrated in the National Development Plan, the National Social Development Road Map, and other relevant instruments. In March 2020, the Government ratified the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention). As of October 2020, the Federal Government was developing national IDP legislation, with the support of an international IDP expert,[3] and was also finalizing a national Durable Solutions Strategy.

Coordination on durable solutions for IDPs between the international community and the Somali Government takes place under the umbrella of the Durable Solutions Initiative (DSI), launched in early 2016 by the Federal Government of Somalia and the Deputy Special Representative of the Secretary General, Resident and Humanitarian Coordinator (DSRSG/RC/HC),[4], with support of the Deputy Prime Minister. This DSI is now transitioning to a fully owned national initiative led by the National Durable Solutions Secretariat.

2. Description of the practice

As the focus of the Government of Somalia and the international community has shifted to finding durable solutions for IDPs after years of humanitarian assistance, data collection and analysis on internal displacement have likewise evolved to measure and monitor IDPs' progress in resolving their displacement-specific needs. This evidence base, in turn, has contributed to the development of national and sub-national initiatives, policies and strategies on durable solutions.

Concerted efforts to address durable solutions for IDPs began after 2012, with the official end of a severe famine that had displaced millions of Somalis and the inauguration of the new Federal Government of Somalia. Many IDPs were living in similar locations as the larger urban poor population that had also faced hardship related to drought, conflict and insecurity. Given the overwhelming needs, some humanitarian actors questioned whether IDPs' needs and vulnerabilities differed substantially from the larger humanitarian caseload. The majority of data on internal displacement at that time was related to the movements of IDPs,[5] with sectoral information collected by international humanitarian actors to inform their respective programming activities often relying on satellite data. The Government and aid actors lacked baseline data to compare IDPs' situations to the wider population, which complicated efforts to identify which protection and assistance needs were linked to displacement, as opposed to the challenges shared by the population at large. The Government also lacked national census data.[6]

As a first step towards addressing these data challenges, two profiling exercises were undertaken in Mogadishu and Hargeisa using a collaborative, participatory and transparent methodology to bring together government authorities, NGOs and UN entities, with technical support provided by the Joint IDP Profiling Service (JIPS) and REACH.[7] Beginning in Mogadishu in 2014, the Protection Cluster's profiling working group joined with the Somalia Disaster Management Agency within the Ministry of Interior and Federal Affairs and with the Banadir Regional Administration responsible for the City of Mogadishu to generate a shared, empirical evidence-base to inform a durable solutions strategy for the city. Completed in 2016, this exercise showed that IDPs in Mogadishu were, among other issues, consistently less well educated and less likely to be employed as compared to their non-displaced Somali neighbours living in the same informal settlements. By contrast, the 2015 profiling

exercise in Hargeisa, led by the Somaliland Ministry of Repatriation, Rehabilitation and Reconstruction and UNHCR, concluded that IDPs, with some exceptions for people from south-central Somalia, largely shared the same vulnerabilities as their neighbours. This pointed to the need for a long-term, urban development approach to support durable solutions rather than continued humanitarian assistance.[8] Approximately half of the IDPs in Mogadishu and well over half in Hargeisa also expressed their wish to permanently remain in their current location, contrary to previous assumptions that most IDPs wanted to return to their places of origin.

As evidence emerged confirming that many IDPs did, in fact, face specific challenges impeding their ability to find durable solutions, humanitarian, development and peacebuilding actors began working together to develop and implement programmes to support durable solutions. For example, NGOs participating in the RE-INTEG project, a 2017-2020 European Union-funded consortia project to support the (re)integration of IDPs and returnees, invited the Regional Durable Solutions Secretariat (ReDSS), an NGO consortium based in Nairobi, to join the project as a learning partner to support programme design and documentation of emerging lessons learnt.[9] In particular, the project partners wanted to develop a common project monitoring and learning framework to assess whether their programme improved IDPs' lives in accordance with the IASC Framework on Durable Solutions. Consulting with the partners, ReDSS adapted its Solutions Framework,[10] which operationalizes the IASC Durable Solutions Framework through 28 indicators, to the RE-INTEG's project in Somalia by identifying common outcome indicators across the consortia project's result matrix to develop a Collective Outcomes Monitoring Framework. The framework was complimented by a monitoring plan that further explained the ten outcome indicators, and a set of survey questions to gather information on each.[11]

Over time, actors working on durable solutions programmes in Somalia[12] identified IDPs' perceptions and feelings of integration as important non-material components of achieving durable solutions that were not adequately reflected within the IASC Durable Solutions Framework. Thus, building on the ReDSS Solutions Framework, the Danwadaag Consortium[13] developed the Local Re-Integration Assessment (LORA) framework as a project tool in 2019 to measure the extent to which IDPs have locally integrated and to guide the use of future resources to address IDPs' remaining needs.[14] LORA uses eight IASC Framework criteria complemented by additional indicators related to IDPs' perceptions on durable solutions and social cohesion, drawn from the Interagency Durable Solutions Indicator Library,[15] to measure local integration using both subjective and objective indicators.

In an effort to support durable solutions work in Somalia more generally, the annual Aspirations Survey was created through a participatory process involving government authorities, NGOs and UN entities[16] to introduce a longitudinal approach to understanding how IDP's intentions with respect to durable solutions may change over time. Drawing on data collated from short-term intention surveys conducted by partners, the Aspirations Survey complements LORA by examining multiple dimensions of IDPs' vulnerabilities and sense of belonging in four Somali cities: Baidoa, Dollow, Kismayo and Mogadishu. Using disaggregated data, the analysis compares 500 hundred families representing different groups of IDPs, host families and non-hosting families in urban areas over a four-year period (2019 to 2022) to better understand the factors that inform IDPs' decisions to stay in a given location or move, these factors falling into five thematic areas: displacement patterns, economic development, social integration, perceptions of safety and security, and housing, land and property.[17]

National humanitarian and development planning processes in Somalia have also

sought to streamline data collection and analysis across sectors and areas of activities relevant to durable solutions for IDPs. For example, in response to the 2016-2017 drought, the Somali Government, the World Bank, UN agencies and the European Union developed the Drought Impact and Needs Assessment (DINA), which quantified the physical, economic and human impacts, as well as recovery and resilience-building requirements.[18] Using a methodology developed through consensus with participating partners, the assessment complemented existing government and humanitarian data with surveys and remote sensing tools to inform the 2018 Recovery and Resilience Framework action plan.[19] Similarly, Joint Multi Cluster Needs Assessments related to humanitarian action, coordinated by the OCHA through REACH, have brought together the authorities, clusters and partners and, through a consensus-building process, achieved a final set of conclusions accepted by all parties. Three separate multi-year project consortia addressing durable solutions, funded by DFID, EU and Danida respectively, similarly used an integrated needs assessments system developed with the support of their common learning partner, ReDSS, rather than creating three separate systems, thereby further strengthening coordination.

3. Results for internally displaced persons and others

IDP operational data and evidence in Somalia have played an important role in generating broad support across government, humanitarian and development actors to prioritize durable solutions at the highest political level. Notably, the initial 2016 profiling exercise in Mogadishu enabled the identification of displacement-specific vulnerabilities not shared by the general population.[20] With an agreed, common evidence base, the Benadir Regional Administration could work with humanitarian and development partners to explore options for durable solutions in Mogadishu, which among other things, ultimately led to the recent 2020-2024 Benadir Regional Administration`s Durable Solutions Strategy.[21] Both profiling processes also drew attention to the needs of IDPs across Somalia to achieve durable solutions. The profiling exercise's conclusions and operational humanitarian data on IDPs underscored the relevance of the Durable Solutions Initiative. In particular, the finding that many IDPs did not wish to return prompted an expanded dialogue about alternative durable solutions, including the viability of local integration. The profiling exercise, complemented by the Protection Cluster's Eviction Tracker,[22] also contributed to the creation of National Eviction Guidelines,[23] and informed the 2019 National Policy on Refugee-Returnees and IDPs.[24] In particular, the technical advisory board members, which included government officials and the international community,[25] offered advice to the Government based on available evidence to ensure that the National Policy addressed the IDPs' key protection and assistance challenges.

Longitudinal and comparative analysis on displacement has also enabled DSI partners to engage development actors in a dialogue about displacement as an "impoverishment factor," with those actors subsequently tailoring their programmes accordingly to address durable solutions.[26] For instance, displacement-focused and displacement-disaggregated data was incorporated in the World Bank High Frequency Survey by using the Somalia Poverty and Vulnerability Assessment Tool to understand and address the intersections between poverty, vulnerability, livelihoods and internal displacement in Somalia in order to inform policies that build resilience and longer-term development. [27] Notably, by comparing the situation of displaced and non-displaced households, the World Bank's micro-data analysis applied within a durable

solutions framework establishes connections between the causes of displacement and IDPs' aspirations, assets and needs, including differences within a country.[28] This enables policymakers to develop more precise policies and programmes.

4. IDP participation

In addition to providing information to operational partners about their living conditions and aspirations, IDPs and displacement-affected communities have also played a role in analysing the data and contributing to recommendations deriving from that data. For example, as part of the Aspirations Survey, IDPs, host communities, local authorities, UN agencies and NGOs were invited to joint analysis workshops in Mogadishu and Baidoa to discuss key findings and to develop collective recommendations based on those findings. ReDSS also plans to translate the survey conclusions into Somali to share the findings with participating communities.

The Common Social Accountability Platform, developed by the Africa's Voices Foundation in collaboration with the Benadir Regional Administration and ReDSS, also explored the potential of using interactive radio programmes to gain a better understanding of IDP and displacement-affected communities' perspectives on durable solutions in Mogadishu. The Platform held four call-in radio programmes aired on five radio stations. Listeners were asked to answer questions by text message on issues related to support for displaced people, local integration in Mogadishu, the prevalence of discrimination against displaced people, and solving eviction challenges.[29] The radio programmes also included interviews with policymakers and aid organizations, such as a representative from the Benadir Regional Administration, who explained the Government's new IDP policy.[30] The Common Social Accountability Platform used this information from over 3,000 people (some 50

per cent representing displaced persons and 40 per cent women) to inform displacement-related programming, such as where to establish social cohesion programmes in Mogadishu and to identify potential solutions to eviction challenges.[31] The Office of the DSRSG/RC/HC has replicated the study in Baidoa and Bossaso.

5. Challenges

Humanitarian organizations have been collecting information about the location and immediate protection and assistance needs of IDPs since 2006, using increasingly sophisticated tools such as the UNHCR-led Protection and Return Monitoring Network system, REACH's detailed site assessments, and IOM's Displacement Tracking Matrix. Yet, as operational partners in Somalia discovered, monitoring IDP's progress in achieving durable solutions requires a different set of data tools that can measure IDPs' displacement-specific needs as compared to the needs of non-displaced Somalis over a sustained period of time. Limited government population data to establish a baseline initially hindered a comprehensive overview of what is required to achieve durable solutions. Somalia now faces an abundance of data on internal displacement, although still largely related to individual sectors of the responses or macro-level data. Thus, the challenge lies in how to bring together diverse data sources across peacebuilding, development and humanitarian action to arrive at shared analysis and common standards related to preventing and resolving protracted displacement.[32]

The Somali Government's capacity to collect and use data on IDPs has grown in recent years in collaboration with international NGOs and UN agencies. To meet the IMF's requirements for debt relief, in February 2020, the Government of Somalia upgraded the Directorate of National Statistics to a National Statistics Bureau within the Ministry

of Planning, Investments and Economic Development (MOPEID) to coordinate and streamline the collection, compilation, analysis, publication and dissemination of statistical information. In particular, the Intergovernmental Authority on Development (IGAD) and the World Bank are supporting the Government in developing a consolidated national system for collecting and analyzing displacement-related data.[33] More specifically, the World Bank has invested in building the capacity of the National Statistics Commission to collect population data, including on displacement. In April 2020, the Federal Government initiated its first Somalia Health and Demographic Survey to analysis demographic and household information related to health, water and sanitation, education, and employment.[34] The Government of Somalia is also a member of the Expert Group on Refugee and IDP Statistics, which has been discussing how to measure when displacement has ended. The Government established a Durable Solutions Unit in the Ministry of Planning, Investments and Economic Development. At the municipal level, technical durable solutions working groups have been established in Baidoa and Kismayo, and a Durable Solutions Unit was established in the Benadir Regional Administration in October 2019.[35]

The Durable Solutions Working Group and the Migration, Displacement and Durable Solutions Sub-Working Group have played a key information sharing role, facilitated common operational objectives related to durable solutions programming, and has enabled displacement-related data to be channelled into relevant national planning processes. Most notably, data shared by operational partners documenting IDPs' specific needs has also contributed to the Durable Solutions Initiative's ultimate success in advocating for the inclusion of internal displacement specific indicators across the four pillars of Somalia's ninth National Development Plan (NDP9) adopted in December 2019.[36] ReDSS and durable solutions partners have also mapped how

the IASC Durable Solutions Framework corresponds to the UN Sustainable Development Goals, to further advance discussions about how development actors can contribute to durable solutions programming.[37] Data collection and analysis on durable solutions could be further improved through joint analysis using common indicators and tools, as well as expanded household and sectoral studies in displacement-affected communities to assess the impacts of durable solutions-related interventions. For example, the World Bank is exploring how to capture changes related to durable solutions in its Somalia High Frequency Survey.[38] Stakeholders must also continue to support the Government in developing national, sub-national and municipal-level data systems that respond to IDPs' longer-term needs and encourage greater coordination in data collection and analysis amongst peacebuilding, development and humanitarian actors.

6. Lessons Learned

The experience in Somalia has shown the importance of coordinating data collection and analysis in the same way as operational partners coordinate programming.[39] Projects addressing durable solutions need to bring together humanitarian, development and peacebuilding actors' different priorities, objectives and methods. Experience from the RE-INTEG process highlighted that establishing a shared theory of change with respect to finding durable solutions helped delineate a "causal pathway" to advance (re) integration and guide collective efforts to address displacement-affected communities' vulnerabilities.[40] This common understanding can then guide what data is required to develop, monitor and evaluate a project. For example, in 2016/2017, ReDSS facilitated agreement amongst its members and partners on a set of shared Durable Solutions Programming Principles to collectively guide partners' work on durable solutions.[41]

Having a shared vision about the project's overall objectives is particularly critical at the methodological design stage for data collection and monitoring to understand *why* specific sets of data are needed, such which indicators best reflect a particular project's theory of change.[42] In 2017, the OCHA and its partners first developed collective outcomes for durable solutions, which were then revised to align with the UN Development Cooperation Framework's social development pillar and the National Development Plan.[43] As mentioned above, RE-INTEG's Collective Outcomes Monitoring Framework also drew on common indicators used by the NGOs that best measured progress in achieving the project's operational objectives for five IASC durable solutions criteria.

At the national level, coordination on durable solutions between the Government and the international community takes place within the Resilience Pillar Working Group and Sub-Working Group on Migration, Displacement and Durable Solutions, under the Somalia Development and Reconstruction Facility.[44] The Durable Solutions Working Group, co-chaired by the UN Durable Solutions Coordinator in the DSRSG/RC/HC's office and ReDSS, has enabled operational partners to share their methodologies and findings with the Government and other partners, amplifying the impact of operational data and analysis for use in advocacy, policy development, and operational programming on durable solutions. For instance, in 2018 the UN Resident Coordinator's Office and ReDSS led a process to jointly revise the RE-INTEG project's Durable Solutions Programming Principles with the working group's NGO and UN members. The revised version was ultimately endorsed by the Federal Government of Somalia in 2019 to guide all work on IDP durable solutions in the country.[45] The same year, the Government also adapted the Collective Outcomes Monitoring Framework to create a Durable Solutions Performance Matrix that includes common indicators related to durable solutions.

The data collection and analysis processes on durable solutions can also benefit from the expertise of actors external to the process. For example, when developing its methodology for the IDP Aspirations Survey, ReDSS established a technical advisory committee that included non-project partners to request their advice about how to improve the survey's methodology to meet the project's objectives, and, subsequently, what joint recommendations could be drawn from the data at the analysis stage. This collaborative approach not only improved the overall data collection and analysis process, but also increased the likelihood that government, NGO and UN agencies not participating in the project would use the findings because they understood the relevance of the recommendations. In terms of facilitation, operational partners in the RE-INTEG project concluded that having ReDSS as a learning partner aided reflection on lessons learned, facilitated connections to other key actors working on durable solutions, strengthened overall knowledge, and helped project partners to develop a common vision.[46]

7. Why this is a good example to share

IDPs in protracted displacement situations often blend within the wider population, making it difficult to design targeted and effective durable solutions programmes. To fully understand whether, and to what extent, IDPs have displacement-specific needs, humanitarian, development and peacebuilding actors need to re-assess their regular data collection and programming monitoring and evaluation systems and to find a way to work collaboratively to meet common goals. Humanitarian actors need to think longer-term and compare beneficiary groups to accurately assess IDPs' progress. Development and peacebuilding actors need to adapt their systems to recognize IDPs as

a group that may have specific needs and vulnerabilities that other citizens do not share. The Somalia example provides examples of data collection, analysis and monitoring tools

and processes that can help facilitate such collaborative programmes and policies on durable solutions for IDPs

Somalia. IDPs, returning refugees and host community members in Kismayo town showcasing their talent during a cultural event.
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167

Endnotes

1   CCCM Cluster Somalia, 'CCCM Somalia Overview' (*Operations Portal IDP Situations*, 9 April 2020) <https://data2.unhcr.org/en/situations/cccm_somalia> accessed 4 November 2020.

2   OCHA Somalia, '2020 Somalia Humanitarian Needs Overview' (UN OCHA 2019) Humanitarian Programme Cycle 2020 47 <https://reliefweb.int/sites/reliefweb.int/files/resources/2020%20Somalia%20Humanitarian%20Needs%20Overview.pdf> accessed 30 January 2020.

3   Prof. Chaloka Beyani, the former UN Special Rapporteur on the human rights of internally displaced persons, was providing legal advice on the development of the national IDP law.

4   Integrated Office of the DSRSG/RC/HC, 'Somalia Durable Solutions Initiative Factsheet' (United Nations Somalia 2019) <https://www.shareweb.ch/site/Migration/Network%20Activities/Taller%20Proteccion%20y%20Migracion%20Colombia%202020/DSI%20Factsheet%20-%20January%202019%20(003).pdf> accessed 9 September 2020.

5   Beginning in 2006, UNHCR, acting as Protection Cluster lead, collected limited information about IDPs using satellite imagery and data collected by NGO partners using two systems called Population Movement Tracking (PMT) and the Protection Monitoring Network (PMN), which remained in use between 2006 and 2014. See UNHCR, 'UNHCR's Population Movement Tracking Initiative- FAQs' (UNHCR 2007).

6   The Government of Somalia still has not conducted a census. During the 2018 DSA in Mogadishu there was a significant disparity in figures (in the range of tens of thousands of people), in such a context, agencies rely on a population figure from 2014 based on UNFPA estimates which does not take into account the population growth.

7   'Internal Displacement Profiling in Mogadishu' (JIPS 2016) <https://www.jips.org/uploads/2018/10/Somalia-Mogadishu-profiling-report-2016.pdf> accessed 9 September 2020; JIPS, 'Somalia' <https://www.jips.org/jips-country/somalia/> accessed 9 September 2020.

8   JIPS. 'At a Glance: The Use of Profiling in Somalia Hargeisa' (JIPS 2015) 2 <https://www.jips.org/uploads/2018/10/JIPS-Somalia-Hargeisa-@G.pdf> accessed 9 September 2020.

9   ReDSS was established in 2015 by 14 NGOs as coordination, learning and information hub based in Nairobi to catalyze program and policy efforts related to finding durable solutions for displacement-affected communities in the Horn of Africa and East Africa. Its Steering Group members include the Danish Refugee Council, the International Rescue Committee, and the Norwegian Refugee Council. ReDSS, 'Background' (ReDSS) <https://regionaldss.org/index.php/who-we-are/about-redss/> accessed 7 September 2020.

10   The Solutions Framework compares displaced populations to non-displaced populations with respect to three measures of safety: physical safety, material safety (including access to economic opportunities), and legal safety (including access to remedies and justice). ReDSS, 'ReDSS Solutions Framework' (ReDSS) <https://regionaldss.org/index.php/research-and-knowledge-management/solutions-framework/> accessed 9 September 2020.

11   Ultimately three common areas were selected following a lessons-learned workshop and three years of analysis: addressing IDPs' ability to exercise their rights, access to basic services and safety, and livelihoods. ReDSS, 'A Collective Outcomes Monitoring Framework for EU-REINTEG Partners (JSC, EIDACS and SDSC Consortia): Overview Document' (ReDSS 2018) <http://regionaldss.org/wp-content/uploads/2018/11/A-COLLECTIVE-OUTCOMES-MONITORING-FW-FOR-JSC-EIDACS-AND-SDSC-overview-document-EXT.pdf> accessed 7 September 2020.

12   RE-INTEG was followed by two durable solutions-focused programmes in Somalia: Danwadaag ((IOM-led solutions consortium with NRC, CWW, SHACDO, Juba Foundation and ReDSS as partners) and the Durable Solutions Programme (DRC/DDG-led solutions programme with WYG and ReDSS as partners).

13   The DANWADAAG consortium is IOM-led solutions group that includes NRC, Concern Worldwide (CWW), Shabelle Community Development Organisation (SHACDO), Juba Foundation and ReDSS.

14   ReDSS, 'Somalia: Lessons Learned from the EU Re-Integ Durable Solutions Consortia (2017-2020)' (ReDSSS 2019) 9 <https://regionaldss.org/wp-content/uploads/2019/11/ReDSS_Re_Integ_LL__EFA-002.pdf> accessed 3 September 2020.

15   The Interagency Durable Solutions Indicator Library project was led by the Special Rapporteur on the human rights of IDPs and coordinated by JIPS in collaboration with a technical working group to operationalize the IASC Framework on Durable Solutions into indicators for monitoring and analysis. 'Durable Solutions Indicator Library' (*Durable Solutions*) <http://inform-durablesolutions-idp.org/indicators/> accessed 4 September 2020.

16   Impact Initiatives, a think-tank based in Geneva, was commissioned to conduct the operational research for the Aspirations Survey by ReDSS in partnership with the Danwadaag Consortium, Durable Solutions Programme and RE-INTEG consortia partners.

17   IMPACT Initiatives, 'Listening to Displacement Affected Communities over Time' (ReDSS 2019) 8 <https://reliefweb. int/sites/reliefweb.int/files/resources/ReDSS_Aspirations_Survey_Interactive.pdf> accessed 9 September 2020.

18   Ministry of Planning, Investment and Economic Development, 'Somalia Drought Impact & Needs Assessment: Volume I Synthesis Report' (Federal Government of Somalia 2018) 14–17 <http://documents1.worldbank.org/curated/ en/901031516986381462/pdf/122991-v1-GSURR-Somalia-DINA-Report-Volume-I-180116-Digital.pdf> accessed 4 November 2020.

19   The key source of information for the estimation of damages and needs was primary data from the Federal Government of Somalia (FGS) and Federal Member States (FMS), and secondary data available from existing or on-going humanitarian sectoral assessments. In addition, primary data and qualitative data were provided by Ipsos through remote sensing techniques using satellite imagery and from on-the-ground field surveys conducted by the Ipsos Somalia team. For more information see Ministry of Planning, Investment and Economic Development (n 18).

20   This salience of delineating between IDPs and urban poor remains an ongoing debate. Widespread poverty remains a fundamental issue in a context where 70 per cent of people in Somalia survive on less than USD 2 a day.

21   Durable Solutions Unit, 'Moving Forward: Finding Lasting Solutions for Urban Displacement' (Municipality of Mogadishu Benadir Region 2020) Mogadishu Durable Solutions Strategy 2020-2024.

22   NRC, UN-Habitat and the Protection Cluster have operated the Eviction Tracker since 2015. See NRC, UN HABITAT and Somalia Protection Cluster, 'Eviction Trend Analysis' (NRC, 28 August 2018) <https://www.nrc.no/ resources/reports/eviction-trend-analysis/> accessed 2 October 2020.

23   Interview on 24 April 2020, with Durable Solutions Unit, Benadir Regional Administration.

24   Federal Government of Somalia, 'National Policy on Refugee-Returnees and Internally Displaced Persons (IDPs)' <https://www.refworld.org/pdfid/5d8332c64.pdf> accessed 22 January 2020.

25   The UN IDLO consolidated the comments of the technical advisory board, which included the Office of the Prime Minister, the Ministry of Humanitarian Affairs, NCRI, UNDP, UNHCR IOM, ReDSS, the UN Integrated Office and the Protection Cluster.

26   JIPS, 'From JIPS' Partner Event 2017 (4/4): Changing the Narrative on Internal Displacement in Mogadishu & How the IDP Durable Solutions Initiative Came About' (*JIPS - Joint IDP Profiling Service*, 28 February 2017) <https://www.jips. org/news/changing-narrative-internal-displacement-mogadishu/> accessed 6 October 2020.

27   Utz Pape and Wendy Karamba, 'Somali Poverty and Vulnerability Assessment' (World Bank Group 2007) AUS0000407.

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31   Africa's Voices Foundation, 'Common Social Accountability Platform: Results and Findings from Citizen-Led Discussions on Displacement and Durable Solutions in Somalia' (2019) <https://regionaldss.org/wp-content/ uploads/2019/05/CSAP-FINAL-PRESENTATION-2019.pdf> accessed 9 September 2020.

32   Federal Government of Somalia, 'Submission to the UN Secretary Generals' High-Level Panel on Internal Displacement' 7.

33   ibid 6.

34   ibid.

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36   Ministry of Planning, Investment and Economic Development, 'Somali National Development Plan 2020 to 2024' <http://mop.gov.so/wp-content/uploads/2019/12/NDP-9-2020-2024.pdf> accessed 20 January 2020.

37   ReDSS, 'ReDSS/IASC Framework' (Google Docs, 2020) <https://docs.google.com/spreadsheets/d/1AdZ2pztouz5d kCF8gEX8khuLo6d6hawpLtxeFjHljBc/edit?usp=embed_facebook> accessed 10 September 2020.

38   Federal Government of Somalia (n 32) 6.

39   Samuel Hall and Somali Disaster Resilience Institute, 'Solutions Analysis Update 2019: Case Study on Lessons Learnt and Practices to Support (Re)Integration Programming- Mogadishu, Baidoa and Kismayo' (ReDSS 2019) 10 <https://regionaldss.org/wp-content/uploads/2019/10/FINAL-SA.pdf> accessed 9 September 2020.

40   ReDSS, 'Somalia: Lessons Learned from the EU Re-Integ Durable Solutions Consortia (2017-2020)' (n 14) 6.

41   ReDSS, 'Adoption of Durable Solutions Programming Principles by the Federal Government of Somalia' (ReDSS, 15 October 2019) <https://regionaldss.org/index.php/2019/10/15/adoption-durable-solutions-programming-principles-federal-government-somalia/> accessed 9 September 2020.

42   ReDSS, 'Durable Solutions Analysis in Somalia over Time: Lessons Learned from the Use and Adaptation of the ReDSS Framework 2016-2019' (JIPS/ReDSS Webinar, 2019) 8.

43   OCHA, 'Humanitarian Response Plan Somalia' (United Nations 2020) 92–95 <https://www.humanitarianresponse. info/sites/www.humanitarianresponse.info/files/documents/files/20202101_humanitarian_response_plan_somalia.pdf> accessed 11 October 2020.

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45   The seven principles are: government-led; area-based; collective and comprehensive; participatory and community based; rights and needs based; sensitive to gender, age, disabilities and marginalization; and sustainable. See Federal Government of Somalia, United Nations Somali and ReDSS, 'Durable Solutions Programming Principles' <https://regionaldss.org/wp-content/uploads/2019/04/Endorsed-DS-Programming-Principles-FINAL.pdf>. See also ReDSS, 'Adoption of Durable Solutions Programming Principles by the Federal Government of Somalia' (n 41).

46   ReDSS, 'Somalia: Lessons Learned from the EU Re-Integ Durable Solutions Consortia (2017-2020)' (n 14) 8.

Somalia. Khalimey, a mother of six is visibly busy in her small shop located in Salama 2, one of the settlements for IDPs in Galkayo, Puntland State.
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Somalia
Exploring Land Value Sharing Options to Support Durable Solutions in Urban Areas

Rapidly growing urban municipalities in Somalia have been grappling with how to respond to the over 2 million IDPs[1] currently living in their cities, many of who arrived years or even decades ago.[2] With some 80 per cent of IDPs preferring local integration,[3] Somalia's urban municipalities share the common challenge of generating the necessary resources to finance housing construction and public services, which can run into the hundreds of millions of dollars, that would enable all IDPs to find a durable solution, not just a select few.

In 2019, the United Nations Integrated Office of the SRSG/RC/HC commissioned the report "Towards Sustainable Urban Development in

Somalia and IDP Durable Solutions at Scale."[4] In particular, the report presents options for how Somalia's urban municipalities could, with the support of the international community, utilize "land value sharing tools," in long-term urban development processes to maximize urban land use, provide stronger tenancy rights for IDPs, and generate revenue to finance durable solutions for IDPs. Land-value sharing tools[5] are based on the premise that the wider community, not just individual owners, should benefit when public investments, such as road construction and sewage systems, increase property values.[6]

For instance, examining its unique economic, political and geographic context, the report

explores how Bossaso could leverage land value sharing options to work toward finding durable solutions for the city's some 130,000 IDPs.[7] One possibility includes negotiating a land sharing agreement with a major private landowner, whereby the municipality would receive a portion of land in exchange for providing basic services and building roads to the landowner's property. Using this method and swapping municipal land with other private landowners to consolidate larger redevelopment zones, Bassaso could then explore how to generate additional revenue for durable solutions and more secure land tenure for IDPs. Land title models provide other opportunities.[8] For example, IDPs who have been living, working and renting housing in Bassaso for many years could buy a plot of land from the municipality. Once they have the land title, the IDPs could then sell-off half of the property to finance the construction of their own house. The land transfer would be part of broader development plan for the zone that includes

schools, health centres and roads, supported by international development investments, that contribute to increasing the overall value of the land.

The various proposals presented in the report will take years to materialize, demanding strengthened land management and urban governance, as well as analysis to assess conflict dynamics, land and housing markets, and diverse stakeholders.[9] Such approaches also need to be complemented by more comprehensive urban and land management efforts, which presently vary among the regions in Somalia.[10] Some local governments are in the process of registering properties, issuing land titles, and allocating settlement sites for IDPs and communities at risk of evictions as part of broader site upgrading plans. Such comprehensive, long-term planning efforts will be essential for urban planning and development efforts that simultaneously address current and urgent humanitarian needs, while also maintaining a long-term vision for achieving durable solutions.[11]

Example of land title model, in which IDPs subdivide plots and sell a portion of the plot to fund construction of their house. Image: Aubrey & Cardoso, p. 30.
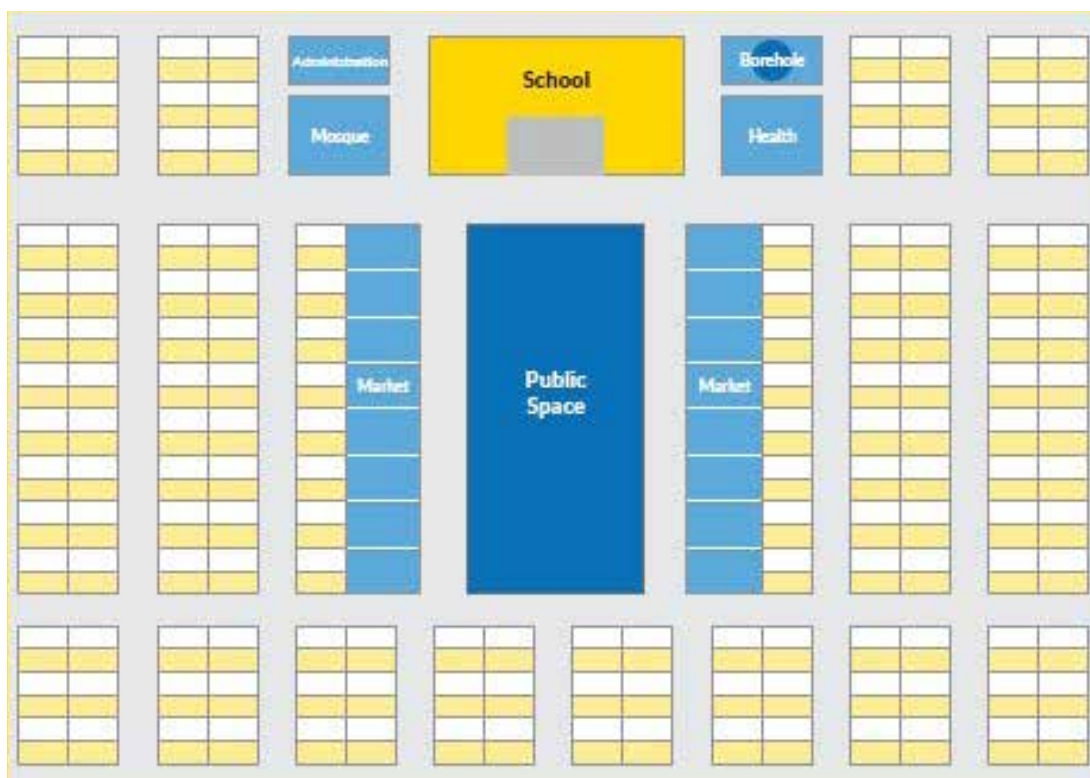
Endnotes

1   Although exact figures are not available, roughly 80 per cent of Somalia's some 2.6 million IDPs live in urban and peri-urban areas. OCHA Somalia, '2020 Somalia Humanitarian Needs Overview' (UN OCHA 2019) Humanitarian Programme Cycle 2020 <https://reliefweb.int/sites/reliefweb.int/files/resources/2020%20Somalia%20Humanitarian%20Needs%20Overview.pdf> accessed 30 January 2020.

2   An estimated 45 percent of IDPs have been displaced for more than three years. Dyfed Aubrey and Luciana Cardoso, *Towards Sustainable Urban Development in Somalia and IDP Durable Solutions at Scale* (United Nations Somalia 2019) 11.

3   OCHA Somalia (n 1) 59.

4   Aubrey and Cardoso (n 2).

5   Land value sharing tools include "betterment levies," such as a one-time payment by property owners to help finance a new road. More complicated tools like "land sharing" (exchanging a portion of private land in exchange for infrastructure improvement), "land readjustment" (landowners pool together property to achieve a redevelopment project led by local authorities) or "land swaps" (trading public and private land plots to redevelop zones) are also possible. All require a strong "fit for purpose land administration" that applies the "spatial, legal, and institutional methodologies" necessary to ensure secure land tenure for all through a local, cost-efficient, and community-based approaches, informed by evidence. ibid 27–29.

6   ibid 7.

7   ibid 34.

8   ibid 29–30.

9   ibid 23.

10   In 2001, Somaliland passed Urban Land Management Law No. 17. Puntland and South West State federal state governments have draft legislation that is under review. At the federal level, a draft City Planning Bill was in its second reading in December 2019.

11   Notably, the Federal Government of Somalia has integrated durable solutions for IDPs its 9th National Development Plan (2020-2024) and its Vision 2040. Municipal authorities, such as in Baidoa and Mogadishu, have developed comprehensive, multi-sectoral durable solutions strategies linked to sustainable urban development strategies, including their own respective Urban Vision 2040.

Somalia. Displaced community members engage in discussions to devise durable solutions to their displacement through the Mindimo Project.
© IOM Somalia

Somalia

The Midnimo Project's Experiment in Integrated Humanitarian, Development and Peacebuilding Programming on Durable Solutions

1. Context

Between 2016 and 2019, the number of IDPs fleeing drought and conflict in Somalia more than doubled from 1.1 million to 2.6 million.[1] As a result of stabilization efforts and significant investments in urban areas over recent years,[2] the vast majority of IDPs have sought safety in urban and peri-urban areas that were previously insecure. This

improved access has enabled humanitarian agencies to provide IDPs with assistance and avert famine. However, because 80 per cent of IDPs prefer local integration over return or relocation as a durable solution,[3] displacement in Somalia is increasingly viewed as a critical urbanization challenge.[4] Urban areas lack sufficient institutions, finances, and physical infrastructure to meet the needs of ever-growing populations.[5] Poverty analysis indicates that IDPs are

"The CAP is from the community not from the implementing agency. All the people listed their needs, harmonized them and produced a strong and representative book that explains the needs of all parts of the communities… Anybody from Dollow district who wants to do something can pick from the desired projects as it is relevant to the community's needs. "

disproportionately impacted, both in terms of monetary poverty and exclusion.[6] As IDPs move to unplanned urban areas, Somalia's demographics are also shifting from primarily rural clan-based to an urban cosmopolitan population, creating the potential to reignite historical conflicts and exacerbate competition over scarce resources.

In 2016, the Government of Somalia and the UN Somalia Country Team launched the Durable Solutions Initiative (DSI) to develop innovative approaches to finding durable solutions for IDPs and refugee returnees. The Initiative was supported by the Deputy Special Representative of the Secretary General, Resident and Humanitarian Coordinator (DSRSG/RC/HC) and the Deputy Prime Minister, and it is now transitioning to a fully owned national movement led by the National Durable Solutions Secretariat. Although additional steps are still required to ensure a whole of government approach,[7] the DSI has proven crucial for establishing an inclusive, dedicated forum for the Government and the international community to develop a shared understanding of the challenges of finding durable solutions that span humanitarian, development and peace/ state-building responses. The Office of the Resident Coordinator (RCO) ability to oversee UN capacity across the country has also greatly facilitated the development of joint-UN programming under the DSI. The Somali National Development Plan 2020-2024,[8] the Somalia Recovery and Resilience Framework,[9] and the UN Strategic Framework Somalia 2017-2020[10] all include durable solutions as a strategic priority. In late 2019, the Federal Government adopted the National Policy on Refugee-Returnees and Internally Displaced Persons,[11] issued the Interim Protocol on Land Distribution for Housing to Eligible Refugee-Returnees and Internally Displaced Persons, 2019,[12] and ratified the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention). As of October 2020, the Federal Government was developing national IDP legislation, with the support of an international IDP expert,[13] and was also finalizing a national Durable Solutions Strategy.

2. Description of the practice

The first of its kind in Somalia, the *Midnimo* (Unity) project began in December 2016 as a joint project between the International Organization for Migration (IOM) and UN-Habitat to strengthen local governance, find durable solutions for IDPs and refugee returnees, and improve social cohesion through integrated humanitarian, development and peacebuilding programming. The UN Peacebuilding Fund and the UN Trust Fund for Human Security supported the project's diverse set of district-level activities in urban areas for displacement affected communities in Jubaland and South West States (*Midnimo*).[14] After this positive initial phase, *Midnimo* expanded to Hirshabelle and Galmudug States in 2018 (*Midnimo II*), with UN Development Programme (UNDP) as an additional partner and a greater emphasis on gender considerations across the project as a whole.[15]

Midnimo comprises three pillars of activities:

1. **Community empowerment and social cohesion, led by IOM**
    As a foundation, the *Midnimo* project sought to restore the legitimacy of and people's confidence in government

at the district level. With a few exceptions, districts were managed by weak, politically appointed "caretaker administrations" pending the formal election of district councils. *Midnimo* trained district authorities and local stakeholders to lead inclusive planning processes to develop Community Action Plans (CAPs) with the participation of IDPs, returnees, and other members of the community. Local government authorities, working in collaboration with *Midnimo* partners, then lead implementation of prioritized CAP projects, be it building a new school, revitalizing a sports field, or rehabilitating health facilities. The Community Monitoring Groups also assessed and reported on implementation of the CAPs.

2. **Urban resilience, led by UN-Habitat**
   Some 85 per cent of IDP settlement sites are on private land based on informal agreements, exposing IDPs to land disputes and eviction.[16] Thus, *Midnimo* supports the development of land legislation on the basis of participatory land and urban planning processes. It also seeks to establish regional Land Dispute Resolution Committees and Community Dispute Resolution Committees to offer mediation and provide advice about other legal options for resolving disputes. Finally, it includes pilot projects to upgrade settlements where many IDPs and returnees live by formally including informal settlements in official planning and linking them to basic services. Baidoa, now home to over 300,000 IDPs, received a significant influx of displaced persons between November 2016 and September 2017 who found shelter in spontaneous settlements. UN-Habitat supported strategic decision making for spatial development of the city in order to integrate affordable housing and basic services for IDPs though a planning workshop with local and state government.

3. **Livelihoods and employment, led by UNDP**
   The project also seeks to bolster the private sector's capacity to generate non-extractive employment opportunities, recognizing that self-sufficiency is a key element of durable solutions.[17] In addition to traditional cash for work projects, *Midnimo* uses market systems assessments and sector analysis to identify projects that diversify income-generating opportunities for both IDPs and host communities. Promising IDP youth were also trained and received start-up grants for business innovation.

Applying the Multi-Partner Trust Fund (MPTF) UN Joint Programming modality, the *Midnimo* project is overseen by a Joint Steering Committee, which includes representatives from the federal-level Ministry of Interior, Federal Affairs and Reconciliation as well as the Ministries of Interior, Planning, and Commerce in the target Federal Member States. The Committee meets twice a year to ensure cross-ministerial coordination in relation to developing the *Midnimo* project workplan, budget allocations, and monitoring implementation. Local government authorities also lead the delivery of certain project activities, such as facilitating the development of CAP consultations and conducting preparatory surveys for CAPs.

3. Results for internally displaced persons and others

The development of CAPs was more than a prioritization tool for programme delivery. The planning process itself improved social cohesion and trust as diverse groups of people come together to agree upon community priorities. IDP and returnees were able to voice their opinions alongside other community members, creating a positive environment for resolving potential disputes that might emerge in the future.[18]

Government authorities' leadership over project implementation also helped restore confidence in local institutions.

With regard to IDPs in Baidoa, IOM is currently constructing housing for IDPs, while efforts are underway to explore how IDPs can be further integrated within a mixed-use development approach. For example, when the government allocated a new site for a large-scale voluntary relocation of IDPs, the Camp Coordination and Camp Management (CCCM) Cluster, led by IOM, assisted with site planning, while UN-Habitat drafted guidelines to ensure the development of the area between the town and the new site were seamlessly linked and provided adequate services and facilities for both IDPs and host community. UN-Habitat is also working with local authorities to explore how to capture financial revenue from the increased land value generated by the city expansion plans so that additional houses and basic services can be provided at scale.

4. IDP participation

At the heart of *Midnimo*'s implementation at local level is an intensive five-day workshop, led by trained local government authorities, during which displacement affected communities develop CAPs to prioritize their needs based on context analysis. The workshop includes a "resource envelope disclosure" session, in which partner agencies announce the funding levels they are able to contribute so that community members can prioritize projects accordingly.

The CAPs, in hard copy, are used as a centralized planning tool for the district. The Ministry of Interior, through the mayor's office, is in charge of finance coordination and monitoring implementation of the CAPs. However, community members also monitor and publicly report on the implementation of the CAPs through Community Monitoring Groups, which in turn facilitate community members' ability to reprioritize projects as needed.

5. Challenges

Facilitating the community planning activities is not simple. It means establishing and training Core Facilitation Teams, Community Action Groups, Community Based Monitoring and Evaluation Committees, Community Dispute Resolution Committees, and local authorities.[19] The success and level of engagement of each group relies heavily on individual leadership and initiative, since *Midnimo* does not pay community participants, unlike some NGOs in Somalia. Despite efforts to ensure the active participation of IDPs, women, youth, and older persons in the CAPs, targets for female engagement were not reached in all districts.[20]

Securing adequate levels of financing for the CAPs also proved challenging, potentially jeopardizing the positive outcomes of community planning processes when not all the prioritized projects were implemented. Intervening circumstances also sometimes forced *Midnimo* to reprioritize interventions to meet lifesaving needs, such as providing water during drought. *Midnimo* did succeed in leveraging multiple funding sources from beyond the projects own resources, including contributions from the World Bank, the private sector and the diaspora, to fund individual projects in the CAPs. Some local officials successfully marketed their CAPs at the Federal State Level and to donors. That said, pick up has not been as high as originally hoped, with the CAPs receiving unequal levels of funding in the different districts.[21]

This points to a larger challenge, which is how to scale-up successful projects like *Midnimo* to reach the 2.6 million IDPs in Somalia. It is hoped that if Somalia receives debt relief under the Heavily Indebted Poor Countries Initiative,[22] the Federal Government will have access to new funding streams to address durable solutions within its wider poverty reduction activities, as set out in the National Development Plan. It will also be important to expand partnerships and create

incentives, such as matching grants, that build on *Midnimo*'s positive experience to date, thereby generating alternative funding streams from the Somali diaspora and the private sector for funded elements of the CAPs. Public-private partnerships could also be strategically developed and regulated on the basis of strong, clear policies that ensure taxation and revenue generation for the Government.

6. Lessons learned

Individuals and institutional partnerships matter, particularly in Somalia's volatile environment. Successful project implementation requires adapting to each operational context to identify which institutions and stakeholders are best placed to facilitate discussions on durable solutions, be it a local mayor or officials within the Ministry of Planning. For instance, *Midnimo* relied on national staff to broker relationships and gradually build trust with local authorities, which then participated in five-day training workshops on leading CAPs. Institutional and stakeholder mapping and analysis are critical for identifying effective project leadership. The Joint Steering Committee for project management was also essential for fostering cross-ministerial collaboration.

However, despite the government-led nature of *Midnimo*, it was difficult for the project to assess how it contributed to broader efforts to find durable solutions. Ideally the CAPs should be aligned with the National Development Plan 2020-2024 and integrated into federal state development plans. The establishment of Durable Solutions Working Groups at Federal State and District level, as foreseen in the next stage of the DSI, should help. A Durable Solutions Framework may also facilitate the development of a multi-funding platform that allows for the need to adjust to unforeseen events, and help to forge stronger partnerships, such as with the private sector.

7. Why this is a good example to share

Somalia is an extremely complex and volatile operating environment. Yet, the *Midnimo* example shows that it is possible to implement government-led, area-based responses for durable solutions that bridge the humanitarian-development divide. It also underscores that a lot can be done to support IDPs even when an overall situation is not yet conducive to finding durable solutions.

The fact that local officials facilitated the CAPs with broad community participation contrasted sharply, and positively, with typical needs assessments conducted by NGOs solely with IDPs. *Midnimo* also successfully built government ownership by ensuring its objectives aligned with other government priorities, such as the Wadajir National Framework on Local Governance[23] and the Durable Solutions Initiative, easing the process of integrating the CAPs within Federal Member State and national plans.[24]

Notably, efforts to improve livelihoods began with inclusive, market-based assessments and social mapping exercises that examined whether the necessary infrastructure was in place to ensure IDPs living in marginal areas could access livelihoods. For example, UN-Habitat built market infrastructure in Hirshabelle that met the needs of both the host community and IDPs.

Midnimo also had a catalytic effect by inspiring the development of other projects in Somalia.[25] For example, in the area of Stabilization where the *Midnimo* methodology on community engagement and the focus on land dispute resolutions led to a EUR 7 million project implemented in newly recovered areas by IOM and UN-Habitat. Called *Danwadaag*, the project on durable solutions incorporated community-based planning, peacebuilding and security sector considerations and a crisis component that allows for flexibility to adapt to changing needs in potentially volatile environments. Similarly, the ongoing UN Joint Programme on Local Governance is working to use CAPs as a blueprint for district development plans and public financial management cycles in areas where districts are slowly transitioning to a system of democratically elected councillors.

Midnimo's particular attention on resolving land disputes and using urban planning tools has been further expanded in other programmes in Somalia, such as UN-Habitat's *Dhulka Nabaada* (Land of Peace) land reform project,[26] and *Saameynta*/IMPACT, a joint project that hinges on land-value sharing as mechanism to generate sustainable revenues and financing for service delivery to displacement affected communities. The project document is being drafted at this stage, it was approved by the Somalia Development and Reconstruction Facility, and has secured contributions from two interested donors.

GP20 | Country Examples

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South Sudan. Consultations with IDPs for drafting law on internal displacement.
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South Sudan
Building Consensus on the Drafting of a National Law on Internal Displacement

In 2018, the Government of South Sudan undertook a process to domesticate the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention), which culminated in "The Protection and Assistance to Internally Displaced Persons Act 2019." The draft IDP law was pending review by the Ministry of Justice at the time of writing.

One of the most difficult challenges in developing the draft IDP law in South Sudan was collecting and including IDPs' views given conflicting political interests surrounding the ultimate formation of the Transitional National Unity Government in February 2020, and the lack of tools to effectively consult IDPs countrywide.

Consultation sessions with IDPs included presentations on existing normative frameworks on internal displacement, which also helped inform their contributions during the process. Consequently, the process

to develop the draft law also enabled IDP participants to share new information with their respective communities. IDPs participating in the process to develop South Sudan's IDP law focused on the need to prevent and respond to sexual and gender-based violence, and to protect IDPs' housing, land and property rights, particularly for women. South Sudan's draft IDP law captures these property rights, complemented by a draft land policy under development as of May 2020.

The process in South Sudan shared many of the same lessons learned as those of Niger, particularly with respect to the importance of including all relevant stakeholders. The development of the draft IDP law was complicated by its linkage to the peace process in South Sudan. In this regard, the technical and financial support from the international community, including the GP20 process, UNHCR, and the impartial guidance from legal expert Prof. Chaloka Beyani were essential to push the process forward under the leadership of the Ministry of Humanitarian Affairs and Disaster Management, with

support by the Return and Rehabilitation Commission and two parliamentary committees.

As in Niger, the South Sudan process showed the importance of establishing a foundation for the process, with an exhaustive legal review being performed early in the process and creating an inter-ministerial coordination body. The process also took advantage of existing international platforms and initiatives, such as GP20, to ensure that the drafting of the IDP law was guided by international standards and frameworks.

With a view to adopting the IDP law, collective advocacy efforts at the time of writing were focused on collaborating with the relevant ministries, such the Ministry of Humanitarian Affairs and Disaster Management, to expedite the Ministry of Justice's review of the draft bill. Once passed, implementation will require standardized, joint data collection and analysis tools to inform multi-sectoral, area-based approaches, which are currently lacking.

South Sudan. Before I took this position, I believed a woman had no right to speak before men. I want to show young girls a different way than I was taught." Salwa Athoo, a 37-year-old internally displaced mother of seven, carries a jerrycan of water through the Don Bosco IDP site in Juba, South Sudan.
© UNHCR Elizabeth Marie Stuart | 2020

Sudan. Masha Issa, 23, registers her 20-month-old son Issa Jalal at Al Salaam internally displaced persons camp in North Darfur. Masha has lived at the camp for 16 years.
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Sudan
Internally displaced persons informing durable solutions action plans

1. Context

Although violent incidents have continued, the 2003 conflict between the Government of Sudan and rebel groups greatly subsided in mid-2016. Consequently, as new displacement reduced and humanitarian access gradually improved, senior government officials called on IDPs to return home or integrate locally.[1] At the end of 2016, some 3.3 million IDPs were displaced.[2] Up to that time, most of the assistance provided for

IDPs in Sudan had sought to meet IDPs' short to medium-term needs through separate and rarely coordinated projects by humanitarian, development and peacebuilding players. Although it saved lives, IDPs did not see any substantial improvement in their circumstances and remained largely reliant on assistance. Dwindling financial resources and new humanitarian crises in other parts of the world also made it increasingly challenging for the international community to sustain its level of assistance.

This period coincided with discussions, as part of the 2016 World Humanitarian Summit, to improve the delivery of humanitarian assistance, including by better linking lifesaving interventions with longer-term development programming to end protracted internal displacement situations.[3] The UN Country Team, international NGOs and donors in Sudan endorsed the emergent "New Way of Working",[4] aimed at improving collaboration between humanitarian and development action. In particular, international players in Sudan sought to develop "collective outcomes," which were led to the "concrete and measurable results that humanitarian, development and other relevant actors want to achieve jointly over a period of 3-5 years to reduce people's needs, risks and vulnerabilities and increase their resilience".[5]

International humanitarian, development and peace players in Sudan came together at the Collective Outcomes Conveners Group meeting in July 2018 to agree a set of collective outcomes, and the Durable Solutions Working Group, established in 2016 and backed by the Government of Sudan,[6] began working on a pilot project, with the support of a Durable Solutions support cell set up within the Resident Coordinator's Office. Durable solutions for IDPs were seen as being the key to lasting peace in Darfur, as evident from the joint political commitments made by the parties to the conflict.[7] However, the diverse set of international players engaged in the Durable Solutions Working Group lacked updated, jointly owned evidence to better understand IDPs' vulnerabilities, coping mechanisms, capacities, perceptions and settlement intentions so that durable solutions programmes could be crafted. Political tensions between national and sub-national authorities during this period also hindered any national durable solutions strategy being drawn up.

2. Description of the practice

Given these constraints, in late 2016, the Durable Solutions Working Group launched a pilot project to develop area-based durable solutions plans of action in two parts of Darfur: Um Dukhun, a rural location in Central Darfur, and El Fasher, an urban location in North Darfur. Rather than establishing a national durable solutions strategy,[8] local-level plans of action would be used to develop joint humanitarian-development-peacebuilding programmes addressing the needs of a displacement-affected community as a whole using an "area-based approach", be that area an informal settlement, a neighbourhood, village or town[9], and not just programmes for IDPs or refugee returnees alone. The hope is that the project will ultimately contribute to the international community's wider efforts to develop collective outcomes at national level and will lead to the establishment of a national durable solutions strategy.

Two different approaches were used in the pilot project. The first step was to gather and analyse information about the communities concerned to establish a basis for developing action plans, emphasizing the role of IDPs' contributions in each case.

Both processes drew from global guidance that emphasises consultation and joint planning with displacement- affected communities at the basis of any durable solutions plan. The Um Dukhun action planning process drew on the 2017 "Durable Solutions in Practice" guide prepared by the Global Early Recovery Cluster that sets out a methodology for placing "consultation and joint planning with displacement-affected communities at the basis of any durable solutions plan".[10] The guide describes five steps in the process: "i) initiate the durable solutions process; ii) become better informed about the displacement-affected communities; iii) develop durable solutions

targets in consultation with the displacement-affected communities; iv) develop a long-term action plan; and v) ensure implementation and monitor the action plan".[11] The El Fasher profiling is based on the Interagency Durable Solutions Indicator Library and Analysis Guidance[12]. The objective of both processes was to arrive at a priority list of key issues to include in the action plans.
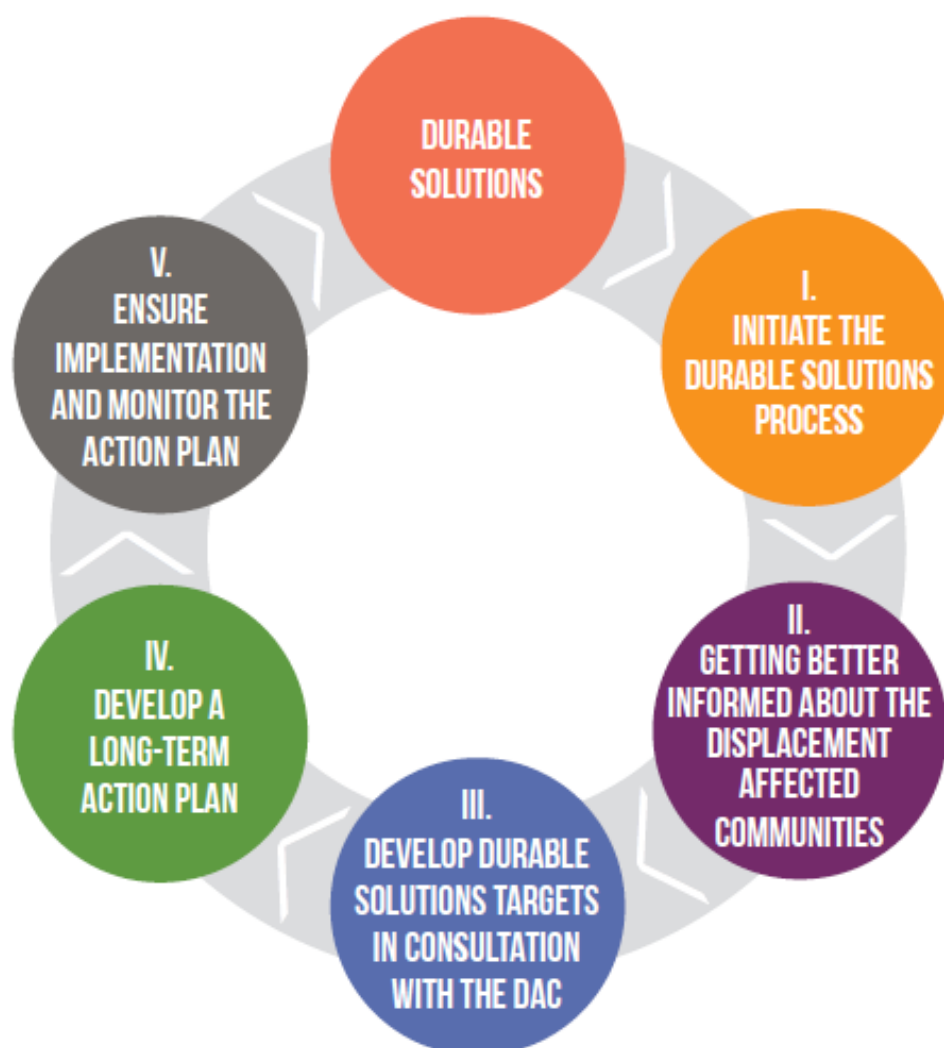
Durable Solutions in Practice, p. 2

El Fasher

In 2017, some 80,000 IDPs, more than half under 18 years old, from various ethnic groups were still living in two large encampments in Abu Shouk and El Salam in El Fasher's periphery.[13] Intended as temporary settlements, the camps had become *de facto* extensions of the city[14] where IDPs faced poverty and struggled to access basic services.

The profiling process, which began in 2017, sought to understand how IDPs' protection and assistance challenges in Abu Shouk and El Salam compared with the larger population in El Fasher using two main technical

components. A survey of 3,000 households, representing IDP households in the two sites as well as non-displaced households in peri-urban and urban areas of El Fasher, compared households' perceived living conditions and future prospects. Context analysis of El Fasher's urban area assessed potential options for local integration and relocation by reviewing land availability, social service provision and infrastructure.[15] Supplementary data collection included mapping and enumeration, key informant interviews, and three separate focus group discussions with elderly persons, youth and women. The process as a whole was a collaborative effort between the Government of Sudan's Joint Mechanism for Durable Solutions that brings together multiple government institutions,[16] the international humanitarian and development community represented by the UN Country Team,[17] and local players, including government line ministries, local councils and tribal leaders, IDP communities and their non-displaced neighbours, and civil-society organisations. The World Bank and the Joint IDP Profiling Service provided technical and financial support for the process.
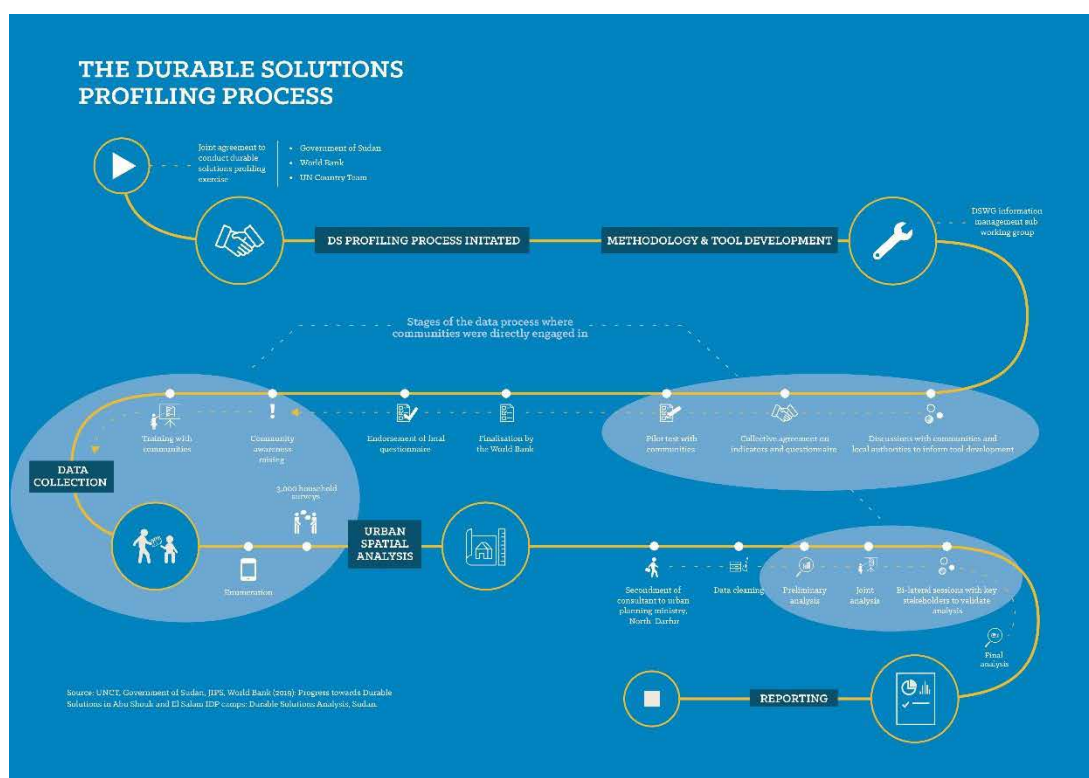
Steps of the durable solutions profiling process in El Fasher. JIPS

Um Dukhun

In comparison, the 2018 process to develop a durable solutions action plan in the rural area of Um Dukhun began with broad community consultations, as set out in step III of *Durable Solutions in Practice.* Um Dukhun had previously faced two waves of displacement in 2003 and 2013 associated with the wider conflict and inter-communal violence, respectively. Tens of thousands of IDPs were living in numerous camps scattered throughout the Um Dukhun locality in Central Darfur.[18] Four villages were selected through a consultative process, including IDPs, to pilot the durable solutions project. The majority of IDPs expressed their desire to return home.

It was anticipated that large numbers of Darfuri refugees in Chad would also return to Um Dukhun.[19] Tensions between farmers, pastoralists and nomad communities had long been a source of conflict in the area due to competition for water and land for farming and grazing.

The Um Dukhun process used two rounds of consultations, in February and March 2018, followed by a validation workshop of the results the following month.[20] The Durable Solutions Working Group chose to begin with step III, rather than a profiling process, because it was felt that the findings from surveys assessing globally-set indicators would be more useful at step V of the process to inform programme design. Thus, based on the premise that IDPs are best placed to determine solutions to displacement, the Um Dukhun process engaged IDPs and other displacement-affected communities through focus group discussions with traditional leaders, men, women, elderly, youth and persons with disabilities. Open ended questions to guide the discussion included: *Do you have plans for your future? What are the obstacles to your plans? What do you think would be a solution to those obstacles? What is preventing you from implementing those solutions? What additional help do you think you need?* A stakeholder workshop endorsed the priority areas of action identified through the consultations, and proposed suggestions for how integrated programming could address identified gaps. The process was facilitated by a local staff member of the French international NGO Triangle Génération Humanitaire, applying the overall methodology approved by the Governor of Central Darfur and Locality Commissioner of Um Dukhun.

Once the priority areas were validated, the communities were consulted on the best approaches to develop the most appropriate programme for their community, taking into consideration the available natural, human and financial resources and ensuring integrated programming. Agreement was

reached, moreover, on local and community-based structures to oversee and monitor implementation of the programmes, the ultimate aim being that the projects should generate stable, revolving resources and profit for the communities to render them self-sustainable over time.

3. IDP Participation

Displacement profiling exercises are collaborative processes that engage multiple local, national and international stakeholders at each step to achieve collectively agreed data and evidence. With respect to the profiling exercise in El Fasher, a dedicated profiling coordinator from JIPS, working with a local translator, facilitated community consultations across different stages of the process, using existing mechanisms rather than creating new ones wherever possible. Two hundred *sheikhs*[21] representing different ethnic groups, alongside women's groups and youth representatives engaged in the process through a range of participatory methods.[22] As an initial step in the process, focus group discussions were conducted with (male) elders or sheikhs, women and youth to introduce the profiling process and explain how the resulting information would be used. This was an important step to encouraging participation, since the community's past experiences with data collection and assessments had resulted in few improvements in their lives, and in one case had even resulted in reduced food aid.[23] Although the profiling process drew on the Interagency Durable Solutions Indicator Library, local community-based organisations as well as elders and sheikhs participated in a multi-stakeholder workshop to select a set of core indicators to serve as the basis for the profiling process. Through a facilitated discussion and debate using accessible language and structured around the IASC Framework on Durable Solutions for Internally Displaced Persons,[24] IDP and CBO participants helped prioritise the most

relevant indicators for the challenges their community faced, including long-term safety, access to livelihoods and land for different settlement options.[25]

The methodology of the El Fasher profiling process itself was also adapted to address IDPs' feedback. When trained IOM enumerators were piloting the household survey questionnaire, IDP community members insisted that their educated young men and women be directly involved in implementing the survey.[26] Thus, youth representatives were subsequently invited to accompany the enumerators, with some youth also trained as enumerators themselves, guiding the survey teams through the camp and facilitating communication with participating households. Finally, once JIPS had developed a

preliminary analysis, official IDP camp representatives and camp section leaders were invited to participate in a stakeholders' workshop alongside government technical focal points to discuss the initial conclusions. Camp committee members were also consulted on the preliminary analysis through bilateral meetings in the camps. The final process resulted in six priorities to advance the creation of a durable solutions action plan, including ensuring the role of displacement-affected communities in the process. These included: i) focus on urban infrastructure for integration; ii) pro-poor programming; iii) focus on return; iv) community-based conflict resolution; v) the central role of displacement-affected communities; and vi) a generation-sensitive approach.[27]

El Fasher: Actionable priority five to advance durable solutions

The central role of displacement-affected communities

"[M]eaningful participation of displacement-affected communities is key to both sustainable return and local integration. However, this requires a process of consultation, sensitization, negotiation, and conflict resolution and making sure that women, youth and all ethnic groups are represented. [...] Genuine participation and voice can ensure communities' ownership and contribute to making solutions lasting, relevant and supportive of social cohesion."

My role was to inform the communities of this [process] and highlight the potential positive impacts of the Durable Solutions Study.

In Um Dukhun, the process began by first gaining the support of local leaders, including the mayor, the governor and traditional leaders of the most important ethnic groups, by explaining the initiative and process to develop a durable solutions action plan, emphasizing that it would ultimately be their responsibility to contribute to the development and implementation of the plan. The process then shifted to engaging IDPs and the displacement-affected communities. Community members welcomed an opportunity to participate in a process that sought to support their self-sufficiency, dignity and values after years of aid dependency. The first of two community consultations took place with residents of the four IDP camps who, when identifying the obstacles to finding durable solutions, expressed a predominant desire to return to their places of origin. The second consultation took place in IDP return areas, engaging local village members to understand what support would be needed to facilitate returns and address returning IDPs' concerns. The results of both consultations were affirmed by local authorities, NGO representatives, and representatives of IDPs, IDPs and refugees that had returned, and host communities. They all participated in a validation workshop, leading to a set of six priority areas to form the basis for durable solutions programming in targeted locations in Um Dukhun. The priorities were: i) a stable security situation; ii) sustainable access to water; iii) agricultural tools and techniques to ensure sustainable food security; iv) sustainable access to education; v) income generating programmes for the youth and vulnerable persons; and vi) sustainable access to health services.[28]

In general, IDPs and members of the displacement-affected community need to be actively sought out and supported to take part in data collection and joint analysis to ensure adequate representation of different groups. This requires assuming a sociological approach before the process even begins to understand how the community is organized, recognizing informal and formal social structures. However, in many contexts, relying solely on traditional or pre-existing representation mechanisms tends to result in community engagement that is biased towards male elders, who often act as official IDP representatives and leaders. Despite having a high number of female-headed households, one in three women in the El Fasher IDP camps had no formal education and were often excluded from decision-making.[29] Nevertheless, some women, as well as youth, were among camp committee members. Research has also confirmed that literate and numerate IDP youth have facilitated negotiations between the IDP community and humanitarian actors in the past.[30] Thus, in the case of the El Fasher process, the Profiling Coordinator simply insisted multiple times to ensure that women and youth were included in discussions.

4. Challenges

In the El Fasher process, survey fatigue and mistrust about the purpose of profiling exercises given past experience initially stymied the process. The IDP camp communities were also organized, with leaders well versed in their rights and cognizant of the many obstacles potentially blocking their preferred settlement options. Similarly, in Um Dukhun, facilitators needed to assure local leaders of the value of the process. Thus, building trust with IDPs and displacement-affected communities was key to moving the two processes forward.

In both processes, trust was built by ensuring transparency in the data collection by regularly explaining in clear, jargon-free language what the communities could and could not expect to come from the process. Each process also adapted to the local political context, taking into account power relationships, including at micro level, and assessing which data collection methods would produce the best opportunities for different stakeholders and groups to share their opinions and

expertise. The Profiling Coordinator and the Displacement and Solutions Strategic Adviser, respectively, regularly visited the communities and IDP camps and provided their telephone numbers to key community members, creating additional opportunities for informal and accessible lines of communication. Youth, in particular, used this opportunity to raise questions and contribute to the process. Partnerships with community-based organisations, such as mother-to-mother groups, football clubs, pastoralist communities, health promoters and community committees on water and education, also facilitated wider community engagement. The organizations also contributed their knowledge of local structures to map community assets that might further support the local integration of IDPs and returning refugees. Active community participation in the data collection and analysis process also helped build trust.

Despite best efforts to remain accountable to the affected communities, both processes to develop and implement area-based durable solutions action plans were blocked by political instability, starting in late 2018, that ultimately led to the toppling of President Omar al-Bashir in 2019 and the installation of a new transitional government. Even before this, local government authorities in El Fasher had indicated that they were not ready to endorse the outcome of the profiling process and a stalemate ensued. Security concerns and the evacuation of UN staff members meant suspending further efforts to organize the validation workshop with the affected communities for the final analysis report. In Um Dukhun, each of the four selected villages drafted a durable solutions action plan, setting out how to overcome their obstacles to achieving solutions. In January 2019, the Peacebuilding Fund financed a multi-stakeholder workshop (including local authorities, IDP representatives, NGOs and UN agencies working in the area) in the Central Darfur capital, Zalingei, to develop cost estimates for the village plans. However, although the Durable Solutions Working

Group presented the plans to donors, funding never materialised- possibly due to the growing political uncertainty that started in late 2018. The further evacuation of UN staff meant that there was not sufficient time to establish the systems required to enable the villages to push the process forward on their own, which under normal circumstances could take about two years.

This experience underscores the importance of reflecting on when and how to progress durable solutions within the context of wider peace processes and uncertain security situations, and the ability to follow through on programming commitments made to IDPs and the wider community participants. Looking ahead, the Durable Solutions Working Group is supporting profiling processes in eight locations across five regions to develop durable solutions action plans with the support of the Peacebuilding Fund,[31] drawing upon lessons learned in El Fasher.[32]

The fact that political instability and security were identified as key barriers to finding durable solutions and hindered full implementation of the data collection processes itself, also highlights why durable solutions plans and strategies need to include contributions by peace and security players alongside humanitarian and development players.[33] Notably, the UN Country Team and the United Nations-African Union Mission in Darfur (UNAMID) have included area-based approaches to durable solutions in the 2017-19 Integrated Strategic Framework.[34] The 2019 Sudan International Partners' Forum, hosted in the UN Resident Coordinator's Office with membership comprising the UN, bilateral and multilateral donors, international financial institutions, and INGOs, is a promising coordination platform for developing a harmonized collective approach aligning with the priorities of the new Sudanese government, including with respect to helping IDPs achieve durable solutions.[35] For example, the Forum plans to continue prior work on developing Collective Outcomes, developing a Poverty Reduction Strategy Paper, and revising the Darfur

GP20 | Country Examples

Development Strategy. Key donors have also joined together in the Friends of Sudan group to support the Transitional Government's priorities for economic and democratic reforms.[36]

5. Lessons learned

The best methods for engaging IDPs and other displacement-affected communities in the development of durable solutions action plans may differ in urban versus rural areas. While community consultations may be sufficient to begin durable solutions planning in rural areas, in an urban context, a community consultation would not have been sufficient to undertake the statistical, comparative analysis between IDPs and the larger community required to understand the more nuanced differences between IDPs and the wider non-displaced community members. The more complex governance structures and urban planning processes of cities[37] may also require a more formal profiling process, with endorsement from the highest levels of government, to facilitate the data collection process and ensure a collective endorsement of the findings. Collecting data can also be extremely sensitive and require negotiations with multiple levels of government to obtain approval for the process, which may need to be adapted to find a win-win solution. However, ultimately, the quantitative and comparative data from the profiling process made it easier to raise awareness among government officials about the importance of investing in certain areas.

In Um Dukhun, the open-ended and people-centred interview format allowed displacement-affected communities to identify and describe their hurdles to achieving solutions. Contrary to some views, qualitative data emerging from focus group discussions and interviews is not inevitably cumbersome to analyse. It just needs to be clearly incorporated into the data collection methodology from the beginning with a clear

analysis plan.[38] The process also worked well given the decentralized nature of governance structures in the region.[39] That said, Um Dukhun will ultimately require, as planned, a systematic data collection process to provide the foundation for the development of programming responses, as well as the budgetary and administrative support of sub-national and national authorities to implement programmes. Thus, durable solutions strategies ideally need to be brought within an overall national strategy to ensure the necessary support of government at all levels.

This points to a larger challenge about the how to assess IDPs' progress towards achieving durable solutions, given that both exercises only captured a snapshot in time. Durable solutions cannot be understood as a one-time physical movement, but rather a process of progressively reducing specific needs associated with displacement. Approaches to data collection may also need to evolve and adapt, using the most relevant systems and indicators for measuring durable solutions as IDPs' situations change. Looking to the future, efforts should focus on building the national government's capacity to regularly collect and verify displacement-related data as part of national statistics, as set out in the 2020 International Recommendations on IDP Statistics,[40] in order to measure progress towards achieving durable solutions over time.

6. Results for IDPs and others

Operational experience from around the world has shown that area-based approaches to durable solutions plans are more successful than a national-level process when the process is locally driven.[41] Thus, gathering information from IDPs and displacement-affected communities is not about extraction. Rather, building the evidence for durable solutions action plans is a collaborative

Sudan. Intercommunal conflict displaces
tens of thousands in West Darfur.
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process undertaken with and for the community to ensure their engagement for the duration of the process. Active community participation was particularly important during the process of identifying priority indicators and questions for data collection, and in focusing on concrete actions in the final analysis, such as livelihoods and strengthening their own capacities to contribute to the durable solutions process.

While IDP and displacement-affected communities' participation ideally enriches the results, participation may also accrue other benefits, such as greater community trust, reduced intra-community tensions (such as between pastoralists and farmers), and ownership of the process and its results as they come together for a collective purpose. IDPs may acquire new skills, further building confidence and resilience through the process, as seen through the active participation of IDP youth in El Fasher. However, effectively incorporating community feedback and suggestions that arise during the process requires flexibility in terms of methods and timing.

7. Why it is a good example to share?

Different methods can be used to develop area-based durable solutions plans with the strong engagement of IDPs and displacement affected communities. This example highlights how IDPs can contribute through the methodology and design of data collection, by becoming part of the survey teams, and by participating in analysis of the data. It also illustrates the importance of frequent, informal and transparent communications to build trust in the process and ensure the active participation of community members and enable them to gain other personal and community benefits from the process. However, Sudan's experience also underscores the very real challenges of pursuing durable solutions for IDPs amidst political insecurity and uncertainty, and the need to ensure that durable solutions are embedded within the wider humanitarian, development and peace and security strategies and programmes of government, civil-society organizations and international agencies.

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Ukraine. Liudila Khomenko walks away from her destroyed home, near Mariupol. The home was hit by a rocket. The family are now staying in a local sanatorium.
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Ukraine
Adapting Pre-Existing Housing Schemes to Meet IDPs' Specific Needs

1. Context

With over 90 per cent of Ukrainian households owning their homes,[1] the right to housing is particularly dear to the country's citizens. Article 47 of the Constitution of Ukraine requires the state housing policy to "create conditions that enable each citizen to build, buy or lease housing."[2] State and local governments may also need to provide free or affordable housing for citizens requiring social protection. Yet for Ukraine's over 1.4 million registered IDPs who fled the conflict that began in 2014 in Eastern Ukraine, housing remains one of the most pressing challenges[3] inhibiting their ability to find a durable solution, particularly

for those who have been living with host families or in cramped, modular or collective accommodation for over six years.[4]

The national homeownership rate for IDPs is around 17 per cent,[5] although the rate varies significantly across the country. For instance, in the southern region of Odessa, only three per cent of the 36,554 IDPs[6] had purchased their homes by the end of 2019, with the vast majority renting accommodation (77 per cent), living in collective centers (10 per cent) or staying with host families (9 per cent).[7] IDPs' housing requirements are complicated by the fact that many IDPs travel back and forth across the "contact line" between the government-controlled area and the non-government-controlled

area in Eastern Ukraine, since pensions and state social payments can only be received in government-controlled areas. Thus, even though IDPs may wish to eventually return to their place of origin, they still need long-term housing solutions in their present location.

The Government of Ukraine's assistance for IDPs is based on the 2014 law "On ensuring the rights and freedoms of internally displaced persons." Programme assistance is primarily channelled through the 2017 State Targeted Programme for Recovery and Peacebuilding in the Eastern Regions of Ukraine, which host the highest numbers of IDPs. Following a change in government in 2019, the Ministry of Reintegration of Temporarily Occupied Territories of Ukraine, responsible for coordinating the overall response to internal displacement, was, in 2020, developing a replacement for its 2017 "Strategy for the Integration of Internally Displaced Persons and Implementation of Long-Term Solutions to Internal Displacement for the Period until 2020" and an accompanying Action Plan.[8]

In addition to compensation for damaged or destroyed housing in the conflict,[9] the Government of Ukraine has adapted a spectrum of existing housing schemes to meet IDPs' specific needs, from temporary housing, social housing for vulnerable groups, and affordable long-term housing solutions. The Ministry for the Development of Communities and Territories leads the government response to housing for IDPs, guided by its Action Plan entailing the "Strategy for the Integration of Internally Displaced Persons and Implementation of Long-Term Solutions to Internal Displacement for the Period until 2020".[10] At the regional state level, "The Regional Program of Support and Integration of Internally Displaced Persons in the Donetsk Region for 2019-2020" includes a broad spectrum of programmes implemented by government authorities at all levels, NGOs, educational institutions and others, and specifically highlights the "creation of appropriate living conditions."[11] Notably, in 2016, the Ministry of Temporarily Occupied Territories and IDPs and UNHCR Ukraine

launched the national Cities of Solidarity Initiative in Mariupol for cities hosting IDPs,[12] followed by subsequent conferences in Kyiv in 2018 and in Kharkiv in 2019 that brought together representatives from 36 cities to identify further improvements for housing assistance for IDPs.[13]

2. Description of the practice

The City of Mariupol is widely reputed to have one of the best housing programmes for IDPs in Ukraine.[14] Its housing programmes arose out of necessity, adapting to evolving conditions over time. In May 2014, the city of 475,000 people initially had sufficient capacity to meet IDPs' needs. But as thousands of IDPs fled to Mariupol over subsequent months, the ad hoc arrangements were no longer adequate. The mayor designated the Department for Family and Children to lead the provision of food, health services and emergency housing in collective centres for those who had no other place to go. In early 2015, with over 100,000 IDPs in Mariupol and few viable options for return, the city began investing in housing options with the support of UNHCR, which had previously assisted with the winterization of emergency collective centres, the European Union, national and international NGOs and others.

Mariupol's current housing strategy for its some 98,900 registered IDPs[15] is integrated within the city's wider development strategy, which includes measures for IDP humanitarian assistance, support for livelihoods, investment in public transport, access to medical and psychological support, measures for people with disabilities, and cultural activities.[16] The IDP household composition ranges from one or two people, such as elderly people evacuated from the conflict zone, to middle-income families with multiple children who came to Mariupol to seek work.[17] Notably, in 2019, 55% of IDPs in Mariupol lived with host families, with only 41% reporting living in rented apartments.[18]

Given the city's vicinity to the contact line, some 38,000[19] have settled in the city, with others moving back and forth to the non-government-controlled territories.[20]

Mariupol implements the Government of Ukraine's IDP housing programmes and has developed its own local schemes. Mariupol's housing programme for IDPs and veterans is currently overseen by a Commission on IDP Housing, led by the Mariupol City Council, and includes two broad categories: temporary housing and affordable housing.

Under temporary housing programmes, IDPs receive free housing, and sometimes pay utilities, for as long as required. Between 2014-2016, the City of Mariupol financed, with support from the EU, changes to the pre-existing temporary housing programme for "vulnerable people" to include IDPs, who would not normally qualify under Ukrainian legislation. To address IDPs' needs, the City constructed and purchased new apartments and refurbished existing buildings for housing. Apartments were assigned through a newly created waiting list with revised eligibility criteria, recognizing that many IDPs lacked the documents normally required. This also ensured that regular applicants for temporary housing, some of whom had been waiting for 20-25 years to receive housing, would retain their position in the waiting list. In January 2018, the Ukrainian Cabinet adopted the Mariupol model to specifically include IDPs as a category eligible to receive temporary housing, which had been initially funded through both local and state budgets (50/50). In June 2019, the programme was expanded to create a separate housing stock for IDPs, which is funded through both local (30 per cent) and state (70 per cent) budgets. In addition, if they meet the income criteria, IDPs occasionally benefit from the pre-existing free social housing programme until their financial conditions improve. However, social housing remains largely for other vulnerable members of society, such as people with disabilities, orphans, or war veterans who receive housing at a nominal rental price for an unlimited duration.

Middle-income IDP families also had an opportunity to purchase affordable housing in Mariupol. Under the 50/50 model funded by the State Fund for Support of Youth Housing Construction[21] (hereinafter, the State Youth Fund), IDPs and veterans could purchase newly constructed housing in the real-estate market with financial support from the government. Initially, the programme was created to facilitate the ability of young families (up to 35 years old) to purchase their own homes by requiring a 70 per cent contribution from a family supplemented by a 30 per cent contribution from the State. In 2017, this affordable housing programme was adjusted to reflect IDPs' lower level of income, requiring only a 50 per cent contribution from IDPs complemented by a 50 per cent contribution from the State Youth Fund.[22] In Mariupol, the city set aside land for new apartment building construction to help meet the demand for this programme. In 2019, the State Youth Fund also financed a pilot programme for IDPs take out a 20-year mortgage loan with 3 per cent interest, and six per cent down payment, to purchase a home on the secondary real-estate market from a previous homeowner, as opposed to a newly constructed home.[23]

In addition to the national programmes, the City of Mariupol and the Danish Refugee Council (DRC) were exploring the piloting of a new, third rent-to-own model with financing from the KfW Development Bank that had been put on hold at the time of writing. Under this model, IDPs would make monthly rental payments that would ultimately allow them to purchase the house over a ten-year period without paying interest. Around 70 per cent of IDPs with an income would be eligible, enabling less-affluent households to benefit, while still having the flexibility to return the housing if return ultimately became possible. The project aimed to begin with 600 houses, with income from the programme feeding into a revolving fund that would allow additional homes to brought into the programme at scale. It was proposed that between 10-20 per cent of the housing would be earmarked

for host community residents to foster social cohesion.[24] The properties would be owned by Municipal Enterprise LLC, created by the City of Mariupol, for the duration of the lease agreement. The project would also engage the Ministry of Temporarily Occupied Territories to purchase real estate and to support service provision by DRC, such as through training for employees and board members of the Municipal Enterprise LCC.[25]

3. Results for internally displaced persons and others

The housing programme in Mariupol has helped meet the needs of the most vulnerable IDPs, while expanding options for affordable housing for other IDPs that are employed but still need additional support. Although many IDPs in Mariupol have been able to find employment and feel relatively integrated,[26] discrimination by members of the host community with respect to employment and housing has been reported.[27] In some cases, IDPs were either denied rental accommodation or asked to pay above-market prices. The most vulnerable IDPs are still unable to pay even minimal accommodation costs.

To date, an estimated 750 families in Mariupol have received temporary housing, and the City plans to assist an additional 1,000 families with finance from both state and local budgets.[28] By December 2019, the 20-year mortgage modality had benefited almost 200 households nationwide (this figure includes both housing for IDPs and Anti-Terrorist Operation (ATO) veterans) prior to being temporarily suspended in 2020 due to lack of State funds.

4. IDP participation

A new national law was passed in December 2019 that allows IDPs to vote in local

elections. Proponents of the law hope it will compel local authorities to seek out the views of the internally displaced and find solutions to their specific challenges. In Mariupol, the City Council conducts regular surveys to assess IDPs' housing needs.

5. Challenges

The City of Mariupol publicly embraces the IDPs' presence, even as their large number places a significant strain on an already overstretched social housing system and limited number of affordable housing units for sale or rent.[29] In January 2018, Mariupol's City Council began applying a vulnerability scoring system to prioritize the distribution of temporary housing to the most vulnerable IDPs, as well as IDPs who continued to work in medical and educational facilities and serve in law enforcement.[30] At the same time, its housing policy seeks to increase the overall stock of housing available for IDPs by restoring or reconstructing existing structures, and purchasing apartments on the secondary market. Under the mayor's leadership, the City was able to receive significant financial support from the EU and other donors, as well as benefit from Ukrainian state funds for temporary housing, which provided the municipalities with 50 per cent of the costs of purchasing or renovating buildings to accommodate IDPs. However, despite significant progress, budgetary restrictions, further compounded by the COVID-19 pandemic response,[31] are hindering Mariupol's ability to meet IDPs' housing needs at scale.

While it is hoped that housing programmes to enable IDPs to purchase their homes will help decrease the demand for social housing, such programmes may have hidden costs that place an additional financial burden on IDPs. For example, under the 3 per cent mortgage modality, IDPs need to pay for supplementary documents and for a private house inspection. Participation in programmes such as the rent-to-own

model may also require IDPs to give up their registered status, which could, in turn, mean losing other social benefits. Thus, it is important to ensure that IDPs are fully aware of the implications of participating in a specific housing scheme, including the need to collect documents, anticipate unexpected costs, and be aware of the implications of changes in the family (e.g., death or divorce). DRC has drawn on its experience of IDP housing initiatives in other protracted displacement contexts to develop a "playbook" that outlines the do's and don'ts, risk assessment and mitigation strategies of housing initiatives. This includes issues such as bank accounts, documentation, communication, housing counselling and grievance redressal, and the resource will be shared with all humanitarian actors when completed.

6. Lessons learned

Accurate and timely data about the displaced population and their needs is critical to ensuring needs are met. During the initial stages of displacement, the City of Mariupol lacked accurate information and clear systems for responding to the needs of IDPs. The creation of a national IDP registry in November 2014 helped the City understand the overall needs of its newly displaced residents, many of whom had fled without identification. Since 2016, IOM has been conducting regular national surveys and face-to-face interviews to measure IDP's material well-being, social integration, and housing needs, which helps assess the success of IDP programmes.[32]

Mariupol's experience similarly underscores the importance of understanding how IDPs' needs may evolve over time, and in turn, require programme adjustments. For instance, as the response shifted to permanent housing, the State Youth Fund's regular 70/30 affordable housing programme was adjusted to 50/50 contributions for IDPs and veterans when IOM's national monitoring

report found that only the top 11 per cent of displaced families had sufficient resources to contribute to a housing purchase.[33] The City itself has taken the initiative to work with international and local partners and develop innovative housing solutions that meet a broader spectrum of displaced persons' housing needs, including rent-to-own models, cooperative housing, and public-private partnerships to enable renting from local councils.

7. Why this is a good example to share

The Mariupol experience highlights the importance of ensuring that municipal bodies have the legislative authority to develop their own programmes as soon as possible, based on need and context. Even though internal displacement was not foreseen in national housing programmes, the City of Mariupol was able to draw on authority granted under Articles 9 and 11 of the national IDP law[34] to address IDPs' housing needs. At the same time, effective collaboration between the State and the municipality is also critical in addressing internal displacement. Mariupol later benefited from State contributions to local housing programmes to purchase and refurbish buildings for IDP temporary housing.

Action at the municipal level can also usefully inform and guide the development of national strategies and legislation, building on practical realities, challenges, and solutions faced by local governments and IDPs. Mariupol's mayor worked closely with the Ministry of Temporarily Occupied Territories and IDPs, members of Parliament and others to advocate for changes in national legislation that would support the municipality' capacity to help all people living in its borders, not just regular residents. Through the mayor's efforts, national legislation was adapted to extend temporary housing programmes to include IDPs based on Mariupol's experience.[35]

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31   In April 2020, the Cabinet of Minister of Ukraine and the Government of Germany were finalizing a financial cooperation agreement that would allow for the 2020 State Budget to include housing solutions for IDPs, given that previous budgets for temporary and affordable housing had been terminated or reduced to address the COVID-19 outbreak. UNHCR Ukraine, 'Legislative Update: UNHCR Update on Displacement-Related Legislation' (UNHCR 2020) Thematic Updates <https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/2020_04_legislative_update_eng.pdf> accessed 5 June 2020.

32   IOM Ukraine, 'Periodicals' <https://iom.org.ua/en/periodicals> accessed 3 August 2020.

33   IOM Ukraine, 'National Monitoring System Report on the Situation of Internally Displaced Persons' (IOM 2019) 14 <http://iom.org.ua/sites/default/files/nms_round_14_eng_web.pdf> accessed 29 April 2020.

34   'Social Housing Solutions for Internally Displaced and Conflict-Affected Populations: Comparative Analysis of Bakhmut, Slovyansk and Kramatorsk Projects' (Norwegian Refugee Council) 2 <https://www.nrc.no/globalassets/pdf/briefing-notes/ukraine/case-study-on-social-housing-for-idps_eng.pdf> accessed 14 April 2020.

35   Ministry of Temporarily Occupied Territories and Internally Displaced Persons, 'Subventions to Local Administrations' (Ministry of Temporarily Occupied Territories and Internally Displaced Persons 2019) <https://reliefweb.int/sites/reliefweb.int/files/resources/fs_mtot_q2_eng_final.pdf> accessed 14 May 2020.

Ukraine. IDPs and human rights defenders call new-elected MPs to protect electoral rights in fornt of Verkhovna Rada at the first Parliament's working day.
© Group of Influence | 2019

Ukraine

The Role of Joint Advocacy in Protecting IDPs' Electoral Rights

"I'm very happy that finally I can participate in the decision-making process in the city and region where I have already been living and working for 5 years since displacement, where I pay taxes and started a new life. Getting full electoral rights in my community is essential part of integration and now I feel equal to all citizens of Ukraine. I can't wait to participate in the local election in the autumn to contribute to the development of my new hometown."

Nadiya, IDP from Donetsk

1. Context

Ensuring that IDPs can exercise their full voting rights has been a challenge in Ukraine. Following the 2014 occupation of Crimea and the beginning of armed conflict in the East of Ukraine, some 1.4 million IDPs[1] were eligible to vote in presidential elections based on existing laws. However, until late 2019, IDPs were effectively excluded from participating in local elections and voting for half of the national parliamentary seats.[2] To comply with electoral law residency requirements for changing their electoral address, IDPs needed to relinquish their residency registration ("propyska") in the non-

Government controlled areas (NGCA), which would potentially limit their ability to travel to their area of origin across the contact line and create concerns when they travel to NGCA.[3] This changed on 19 December 2019, when the Ukrainian Parliament (Verkhovna Rada) passed the new Electoral Code of Ukraine and its amendments to the Law on the State Register of Voters, which included provisions to ensure that IDPs have the right to vote in all elections, including local elections.[4]

2. Description of the practice

In Ukraine, changes in national electoral laws occurred in part due to a multi-year advocacy campaign that brought together national and international NGOs, international organizations, the Council of Europe, and members of Parliament, some of whom were IDPs themselves. In addition to the Ministry of Temporarily Occupied Territories and Internally Displaced Persons' (Ministry of ToT)[5] Interagency Working Group on Improving National Legislation on the Protection of IDPs Human Rights, the Protection Cluster brought together over 100 actors to coordinate advocacy efforts related to internal displacement, including on electoral rights.

Diverse stakeholders gathered evidence on the challenges IDPs faced with respect to voting, conducted research on alternative legislative models, produced policy papers,[6] met with members of Parliament to understand their concerns, and proposed practical solutions through draft legislation. For instance, the OSCE/ODIHR and Council of Europe's International Election Observation Mission in Ukraine raised the issue of IDP voting rights in October 2015.[7] Between 2016-2017, the national NGO Group of Influence chaired a multi-stakeholder working group, including representatives from the Central Election Commission and the State Registry of Voters, hosted at the Ministry of ToT, to develop a draft law to enfranchise

IDPs in all elections. In 2019, the Protection Cluster produced an advocacy note,[8] which contributed to a February 2019 conference in Kyiv, organized by the Council of Europe's Congress of Local and Regional Authorities, that emphasized IDPs' right to electoral participation as key to local integration.[9] The International Foundation for Electoral Systems (IFES) also provided legal advice to Members of Parliament and the President's Office on international standards and best practice in protecting IDPs electoral rights. Following these collective lobbying efforts, legal provisions to address IDPs' voting rights were ultimately incorporated into the 2019 election legislation when Ukraine's new President demanded Parliament include them before he would sign a revised election code.[10]

3. Results for internally displaced persons and others

For the first time in October 2020, IDPs were able to vote in local elections. Thus, the advocacy efforts on electoral rights enabled IDPs to identify and frame their needs in rights-based language, overcome negative stereotypes, and advocate for practical solutions that met their specific needs. The Ukrainian Parliament and Central Election Commission continue to regularly consult national NGOs advocating for IDPs' rights when developing new legislation and guidelines.

4. IDP participation

National NGOs, notably Group of Influence and Civil Network OPORA, played a lead role in developing a shared understanding of the challenges faced by IDPs and placing IDPs' political rights at the top of the agenda for electoral legal reform. The process of developing the draft legislation in particular

proved a powerful tool for building political consensus.[11] Founded by IDPs, Group of Influence consulted IDPs on the draft legislative text through surveys and focus group meetings in ten cities. With financial support from IFES, Group of Influence also led an advocacy campaign called "Every Voice/Vote Matters" to encourage broad support for legislative reform among policymakers, which resulted in several local and regional government councils adopting official positions in support of IDP electoral participation, which were sent to Members of Parliament. In previous years, a number of NGOs also operated pre-election hotlines offering legal and practical advice to IDPs about voter registration, which resulted in valuable insights into bottlenecks and inconsistencies in administrative practices that were highlighted in subsequent advocacy efforts.

5. Challenges

Despite resolving some of these concerns, advocates highlight the need for continued outreach and educational activities to ensure IDPs are fully aware of their rights and understand the practical modalities for registering to vote in local elections. Thus, prior to the October 2020 election, the Central Election Commission and NGOs provided training for election management bodies and developed a voter education campaign for youth, IDPs, other mobile segments of Ukrainian society, as well as for the general public, on electoral procedures, including change of voting address.

6. Lessons learned

Joint advocacy efforts and the changes in the electoral law itself were successful because they relied on evidence and proposed practical solutions to the key challenges faced by IDPs, as well as other groups in the country. The idea to allow people to vote in

national and local elections based on their actual address, rather than their residence registration, was initially put forward by Civil Network OPORA based upon Group of Influence's research about risks associated with IDPs' changing their registration address. Initially their advocacy campaigns focused solely on the need to protect IDPs' electoral rights through reform of the electoral code. However, after 2014, the two organizations agreed to widen the scope of their campaigns address the political rights of both IDPs and economic migrants, highlighting how the national residency registration system limited the rights of both groups. This created sympathy and understanding with non-displaced Ukrainian citizens, who could potentially face similar restrictions if they sought employment in other parts of the country.[12]

7. Why this is a good example to share

Ensuring that IDPs can exercise their right to vote validates their role as citizens and is an important step in normalizing their lives as soon as possible after displacement. Yet, in many operational contexts, actors responding to internal displacement situations commonly do not fully recognize the need to address political rights and electoral issues. Concerted, multi-stakeholder advocacy efforts contributed to building the political will to make legislative change by leveraging the respective strengths of each actor and strategically widening the scope of beneficiaries beyond IDPs.

Endnotes

1   IOM Ukraine, 'National Monitoring System Report on the Situation of Internally Displaced Persons' (IOM 2019) 15.

2   IDPs also had to register their voting address at least five days before each election, as the registration is temporary and valid only for one election event. Protection Cluster Ukraine, 'Voting Rights of Internally Displaced Persons in Ukraine' (Protection Cluster Ukraine 2019) <https://www.humanitarianresponse.info/sites/www. humanitarianresponse.info/files/documents/files/advocacy_note_voting_rights_of_idps_eng.pdf> accessed 8 June 2020.

3   For instance, in Spring 2020, the de facto authorities introduced COVID-19 related movement restrictions that only permitted travel to NGCA for people with residence registration in NGCA and, vice versa, only individuals with residence registration in Government-controlled areas were allowed to leave NGCA. Similar restrictions were introduced by the Ukrainian authorities during the first weeks of quarantine in March 2020. For more detail about other challenges related to the residency registration system and voting, see Aysha Shujaat, Hannah Roberts and Peter Erben, 'Internally Displaced Persons and Electoral Participation: A Brief Overview' (International Foundation for Electoral Systems 2016) IFES White Paper 7–8 <https://www.ifes.org/sites/default/files/idps-electoral-participation-october-2016. pdf> accessed 16 March 2020.

4   Provisions for implementing the law were elaborated by the Ukrainian Central Election Commission in Resolution No. 88 on the procedure of considering a voter's appeal on the change of the electoral address, passed on 18 May 2020. See Council of Europe Office in Ukraine, 'IDPs Will Vote in the Next Local Elections in Ukraine' (Council of Europe, 25 May 2020) <https://www.coe.int/en/web/kyiv/news-event/news/-/asset_publisher/9W803G4ii38m/content/ idps-will-vote-in-the-next-local-elections-in-ukraine> accessed 5 June 2020.

5   The name subsequently changed to the Ministry of Reintegration of Internally Displaced Persons.

6   Shujaat, Roberts and Erben (n 3).

7   International Election Observation Mission, 'Statement of Preliminary Findings and Conclusions: Ukraine- Local Elections' (OSCE/ODIHR, The Congress and European Parliament 2015) 4 <https://www.osce.org/files/f/ documents/b/1/194406.pdf> accessed 22 June 2020.

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9   'Allowing IDPs to Vote in Local Elections in Ukraine' (*Council of Europe*, 19 February 2019) <https://www.coe.int/en/ web/congress/-/allowing-idps-to-vote-in-local-elections-in-ukraine> accessed 16 March 2020.

10   'IFES Ukraine Election Bulletin #93 (September 9 – 20, 2019)' (*IFES Ukraine*, 23 September 2019) <https:// ifesukraine.org/analytics/ifes-ukraine-election-bulletin-93-september-9-20-2019/?lang=en> accessed 22 June 2020.

11   'Almost a Hundred of NGO Leaders Are Calling on the President to Protect Voting Rights of IDPs' (*Civil Network OPORA*, 30 July 2019) <https://www.oporaua.org/en/statement/vybory/19446-lideri-maizhe-sotni-gromadskikh- organizatsii-zaklikaiut-prezidenta-zakhistiti-viborchi-prava-vpo> accessed 22 June 2020.

12   Oleksandra Slobodian and Anastasia Fitisova, 'Registering Domiciles in Ukraine: How the System Affects Ukranians. A Sociological Survey' (CEDOS Think Tank 2018) <https://zmina.ua/content/uploads/sites/2/2019/04/ registration-domicile-analytical-report-engl-from-june-20-2019.pdf> accessed 22 June 2020.
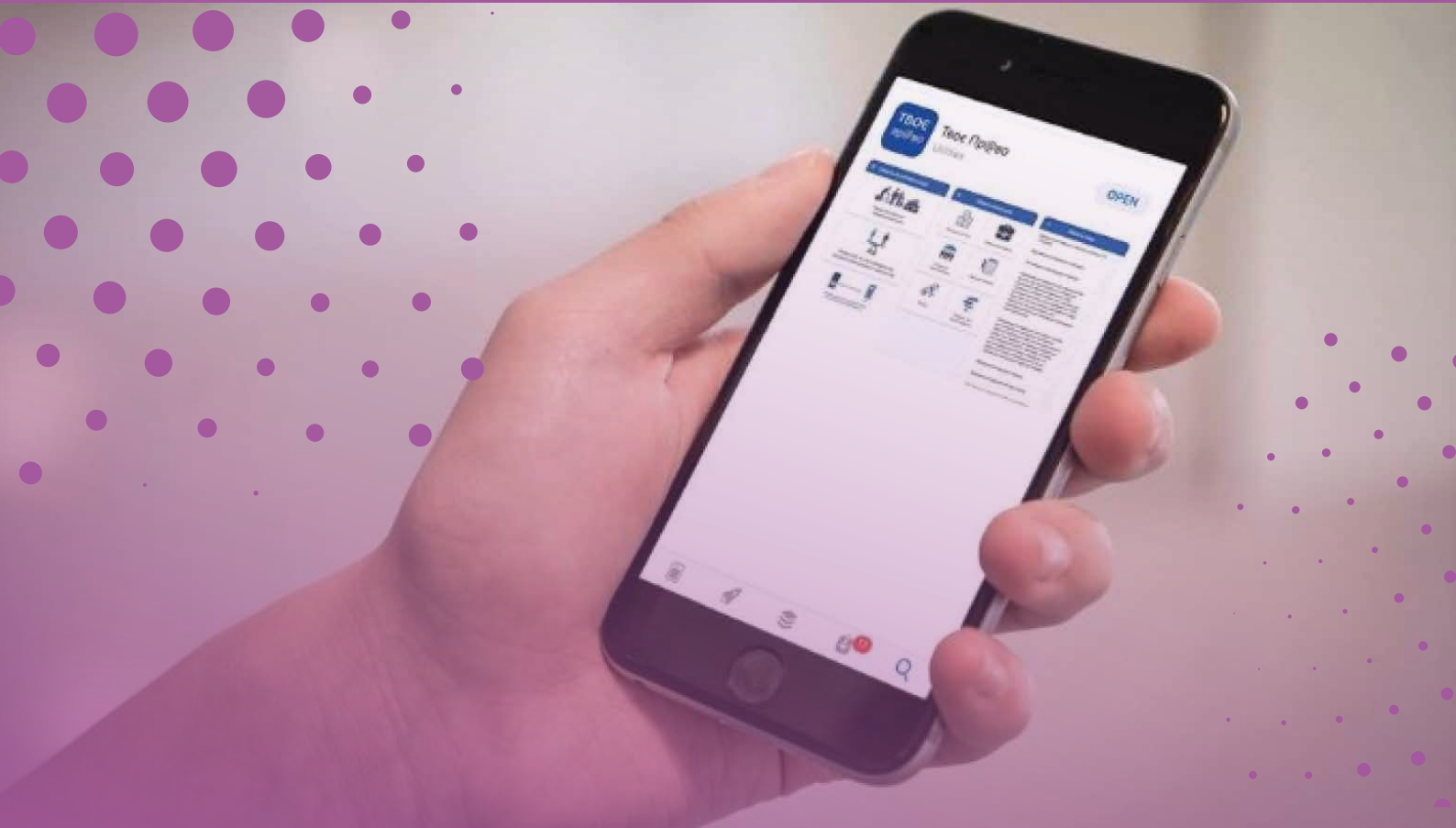
Ukraine
"Your Rights" Mobile Phone App

IDPs in Ukraine can easily access information about their rights on their mobile phones. In 2018, UNDP Ukraine, as part of the United Nations Recovery and Peacebuilding Programme,[1] developed a smartphone app called, "Your Rights" for IDPs and gender-based violence (GBV) survivors.[2] The free downloadable app generates practical solutions and legal pathways for them to restore their rights and receive redress. After answering a series of questions in the app to clarify their specific situation, IDPs receive step-by-step guidance on how to protect their rights, including the contact details of free legal aid providers.

One of the app's IT developers, Denys Kliuchko, found that the app was simple enough for his parents in their late 60s and

early 70s to use. In Spring 2014, when the armed conflict began in eastern Ukraine, the Kliuchko family had left their native town of Pervomaisk, Luhansk Oblast, located in a non-government-controlled area (NGCA), to keep their jobs at a coal mining company that had moved to the town of Hirske, Luhansk Oblast, in a government-controlled area (GCA). Kliuchko installed the app on his parents' smartphones, which he said changed their lives. Even offline, his parents could access sample and draft documents, applications, and claim forms, which enabled them, for example, to apply for utility subsidies or obtain an IDP certificate. Prior to the app, many IDPs had relied on untrustworthy media sources and rumours, because local authorities were not always able to provide updated information.

The "Your Rights" app also explains procedures for traveling across or close to the contact line between GCA and NGCA. For instance, in 2019 Denys Kliuchko travelled from Kyiv to visit his parents in Hirske, located close to the contact line. According his parents' neighbours and colleagues, he would need to present a number of documents (such as a work certificate, guarantee letter from his employer, and income certificate) to pass through military checkpoints. However, according to the mobile app, only a valid passport was required. Denys Kliuchko subsequently visited his parents using only his passport, without being asked to show any other document. He observed, "Because of the app, there is less fear and more confidence. It reduces the level of anxiety and gives you an understanding of your rights in the conflict area." His parents also encouraged others in Hirske to use the app.

In 2020, UNDP transferred the app to the Coordination Centre for Legal Aid Provision, a national level legal aid institution housed in the Ministry of Justice of Ukraine, for further development and continued support. The Coordination Centre plans to use the app as an expanded platform to unite and coordinate the efforts of all stakeholders working on other legal aid issues in Ukraine.
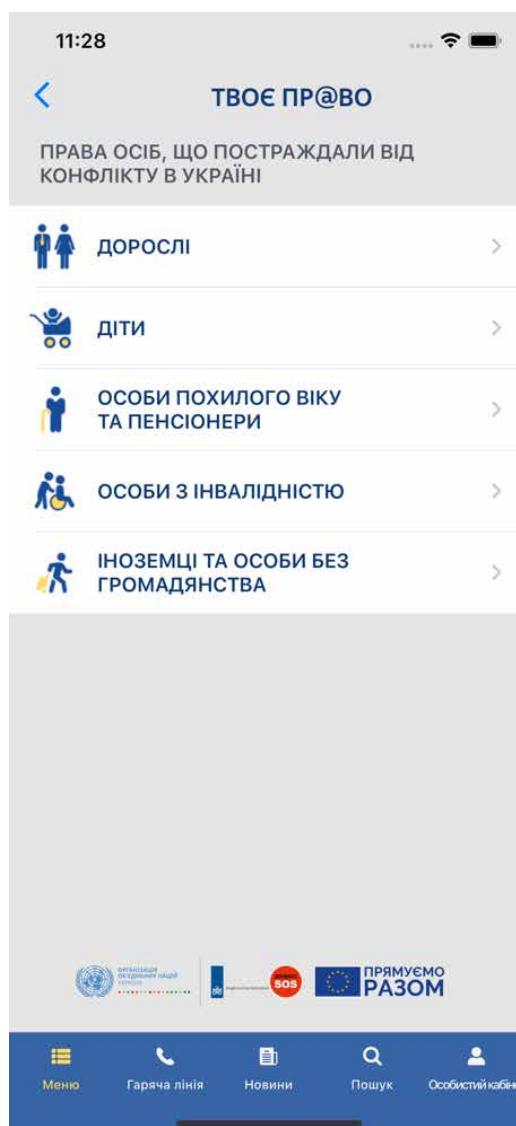
Endnotes

1   The United Nations Recovery and Peacebuilding Programme (UN RPP) is being implemented by four United Nations agencies: the United Nations Development Programme (UNDP), the UN Entity for Gender Equality and the Empowerment of Women (UN Women), the United Nations Population Fund (UNFPA) and the Food and Agriculture Organization of the United Nations (FAO). 'Recovery & Peacebuilding' (*UNDP Ukraine*) <https://www.ua.undp.org/content/ukraine/en/home/recovery-and-peacebuilding.html> accessed 22 June 2020.

2   With contributions from IOM and Ukrainian civil society organizations (Donbas SOS, La Strada Ukraine and Yurydychna Sotnia (The Legal Hundred)), subsequent versions of the app have been updated to help protect the rights of people who often cross the contact line, ex-combatants of the anti-terrorist operation (ATO)/joint forces operation (JFO) security operations, the elderly, people with disabilities, and those affected by human trafficking. Financial support is provided by the European Union and the Governments of the Netherlands, Denmark, Sweden and Switzerland.

Vanuatu. Family from the village Ambrym.
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Vanuatu
Climate change and disaster-induced displacement policy

1. Context

Vanuatu is consistently ranked among the most risk-prone countries in the world due to its limited resilience to the frequent occurrence of natural hazards, such as tropical cyclones, floods, droughts, earthquakes, tsunamis, and volcanic eruptions.[1] The country also faces other significant climate change and development-related challenges that contribute to disaster displacement risk.[2]

In 2015, Vanuatu grappled with the devastating consequences of Tropical Cyclone Pam, the strongest Category 5 storm ever recorded to hit the country, which displaced 65,000 people,[3] almost 25% of the entire population.[4] A lessons learned workshop following the disaster response identified the need for institutional and operational normative frameworks to improve evacuation centre management and ensure the inclusion of displacement and relocation within the National Cluster System.[5] Similarly, the Vanuatu Climate Change and

Disaster Risk Reduction Policy 2016-2030 recommended including "special support" for displaced people in emergency response efforts[6] and called for the development of a "national policy on resettlement and internal displacement" to assist with recovery activities.[7]

2. Description of the practice

Following through on these recommendations, in 2018, the Government of Vanuatu finalized the National Climate Change and Disaster-Induced Displacement Policy ("Displacement Policy") through a broad, consultative process that included contributions from displacement-affected communities.[8] The Displacement Policy is notable for its comprehensive, inter-ministerial approach[9] to addressing all stages of the response to climate change and disaster-induced displacement,[10] from seeking to prevent the underlying causes of displacement to the final stage of ensuring displaced people and host communities' long-term recovery needs are met through national development planning.[11] Thus, it mainstreams displacement and human mobility considerations into relevant government action at all levels.

The Displacement Policy sets out twelve strategic areas for addressing disaster displacement. Systems-level interventions include issues such as "institutions and governance" and "evidence, information and monitoring". It also delineates a broad set of sector-specific interventions, including "land, housing, planning and environment," "agriculture, food security and livelihoods," and "traditional knowledge, culture and documentation." Cross-cutting issues underpin these interventions, including: "partnerships, gender responsiveness, social inclusion, community participation, as well as disaster-risk reduction, climate change adaption and safe, well-managed migration".[12]

Implementation of the Displacement Policy is led by the Ministry of Climate Change Adaptation in close coordination with the Prime Minister's Office and the Department of Local Authorities.

3. Why it is a good example to share

The Displacement Policy has raised the profile of displacement in Vanuatu by establishing a framework for a national plan of action on displacement that articulates the importance of coordinated operational and policy frameworks on internal displacement and identifies the potential contributions of different stakeholders. The Prime Minister's Office has also assumed a stronger role in recovery planning and finding durable solutions, such as during the 2018 volcanic eruption disaster on Ambae island when heavy ash ultimately led to the mandatory evacuation of all 11,000 residents.[13] In 2020, the Displacement Policy's recommendations also led to the establishment of a new Cluster to coordinate the response to Category V Tropical Cyclone Harold. The Displacement and Evacuations Centre Management Cluster, led by the National Disaster Management Office and co-led by the IOM, aims to improve coordination amongst agencies assisting displaced people.

While many lessons have been learnt from more recent disasters, they are yet to be formally incorporated into the 2020 action plan given the financial resource constraints that hinder systematic revision and implementation of the Displacement Policy. That said, the Displacement Policy has led to new projects for 2021, such as developing standard operating procedures on planned relocation (Strategic Area 3) and strengthening the use of traditional knowledge in displacement management (Strategic Area 11).

Endnotes

1   Since 2012, Vanuatu has ranked first in the annual World Risk Report. Most recently, see 'World Risk Report 2019' (Bündnis Entwicklung HilftandRuhr University Bochum – Institute for International Law of Peace and Armed Conflict (IFHV) 2019) World Risk Report 61 <https://reliefweb.int/sites/reliefweb.int/files/resources/WorldRiskReport-2019_Online_english.pdf> accessed 20 April 2020.

2   Republic of Vanuatu, 'National Policy on Climate Change and Disaster-Induced Displacement' 11.

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4   Vanuatu National Statistics Office, '2016 Post-TC Pam Mini-Census Report' (Government of Vanuatu 2017) Report Vol. 1 <https://vnso.gov.vu/index.php/component/advlisting/?view=download&fileId=4542> accessed 21 April 2020.

5   'Tropical Cyclone Pam Lessons Learned Workshop Report June 2015' (Pacific Community 2016) 18–21; 25 <https://bsrp.gsd.spc.int/wp-content/uploads/Publications/Vanuatu_Lessons-Learned-FINAL-19.05.2016.pdf> accessed 21 April 2020.

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7   ibid 25.

8   Republic of Vanuatu (n 2) 8.

9   Implementation of the policy is led by the Ministry of Climate Change Adaptation, Meteorology, Geo-Hazards, Energy, Environment and Disaster Management, with an inter-ministerial committee comprising the Department of Strategic Policy, Planning and Aid Coordination of the Prime Minister's Office; the National Disaster Management Office; the National Advisory Board on Climate Change and Disaster Risk Reduction; and the Department of Local Authorities of the Ministry of Internal Affairs and the Malvatu Mauri. ibid 6.

10   Notably, the policy uses the term "disaster" to include those caused by natural hazards, as well as other "crises", including land conflicts, evictions, and/or infrastructure and development projects. ibid 9.

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12   ibid 8.

13   Vanuatu Red Cross Society, 'Vanuatu: Ambae Volcanic Eruption 2018' (IFRC 2019) Emergency Plan of Action Final Report <https://reliefweb.int/sites/reliefweb.int/files/resources/MDRVU006n2.pdf> accessed 23 June 2020.

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3   Commission on Human Rights, '1992/73. Internally Displaced Persons' (United Nations 1992) E/CN.4/RES/1992/73 <https://www.ohchr.org/Documents/Issues/IDPersons/E%20CN.4_RES_1992_73.pdf> accessed 11 October 2020. ibid.ibid. The mandate of the UN Representative of the Secretary-General on IDPs was created in 1992, renamed the Representative of the Secretary-General on the Human Rights of IDPs in 2004, and succeeded by the mandate of the UN Special Rapporteur on the Human Rights of IDPs in 2010. GP20, '20th Anniversary of the Guiding Principles on Internal Displacement: A Plan of Action for Advancing Prevention, Protection and Solutions for Internally Displaced People 2018-2020' 2 <http://www.globalprotectioncluster.org/_assets/files/20180523-gp20-plan-of-action-final.pdf> accessed 5 January 2020.

4   Confirmed by the UN General Assembly on numerous occasions, the Guiding Principles are authoritative, restating the rights of IDPs as enshrined in international human rights and international humanitarian law. Guiding Principles on Internal Displacement 1998 [UN Doc E/CN.4/1998/53/Add.2]. See also General Assembly, '60/1. 2005 World Summit Outcome' (United Nations 2005) Resolution adopted by the General Assembly on 19 September 2016 A/RES/60/1 para 132 <https://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_RES_60_1.pdf> accessed 11 October 2020.

5   Examples include: IASC Policy on Protection of IDPs (1999); IASC Policy on Protection of IDPs (1999); Framework for National Responsibility for Addressing Internal Displacement (2005); Framework for National Responsibility for Addressing Internal Displacement (2005); Inter-Agency Standing Committee (IASC) Framework on Durable Solutions for IDPs (2010); Handbook for the Protection of IDPs (2009); Operational Guidelines on the Protection of Persons in Situations of Natural Disasters (2010-11); Nansen Initiative Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change (2015); Operational Guide for Implementing the UN Secretary-General's Decision on Durable Solutions for IDPs and Refugees Post-Conflict (2016); Words into Action Guide on Disaster Displacement: How to Reduce Risk, Address Impacts and Strengthen Resilience (2019).

6   Examples include the 2006 International Conference on the Great Lakes Region Protocol on the Protection and Assistance to IDPs, the 2009 African Union Convention on Protection and Assistance for Internally Displaced Persons ("Kampala Convention") which was the first legally binding regional convention on internal displacement, the 2017 AU Plan of Action on Addressing Internal Displacement, and the 2017 Council of Europe Manual for Good State Practices for Addressing Internal Displacement.

7   Global Protection Cluster, 'Global Database on IDP Laws and Policies' <https://www.globalprotectioncluster.org/global-database-on-idp-laws-and-policies/> accessed 6 October 2020. See also Phil Orchard, *Protecting the Internally Displaced: Rhetoric and Reality* (Routledge 2019).

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9   United Nations General Assembly, 'One Humanity: Shared Responsibility, Report of the Secretary-General for the World Humanitarian Summit' (United Nations 2016) A/70/709 para 84 <https://www.agendaforhumanity.org/sites/default/files/Secretary-General%27s%20Report%20for%20WHS.pdf> accessed 8 February 2018.

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11   UN General Assembly, 14 November 2017, Protection of and assistance to internally displaced persons, A/C.3/72/L.46/Rev.1; See also World Bank, 2016, Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and their Hosts, available at: http://www.worldbank.org/en/events/2016/09/15/report-launch-forcibly-displaced-toward-a-development-approach-supporting-refugees-the-internally-displaced-and-their-hosts.

12   UNISDR, 'Sendai Framework for Disaster Risk Reduction 2015-2010' <https://www.unisdr.org/files/43291_sendaiframeworkfordrren.pdf>.

13   IDMC, '2020 Global Report on Internal Displacement (GRID)' (IDMC 2020) 1–2 <https://www.internal-displacement.org/sites/default/files/publications/documents/2020-IDMC-GRID.pdf> accessed 25 June 2020.

14   In 2008, the annual number was estimated at 15 million people. See Michael M Cernea and Hari Mohan Mathur (eds), *Can Compensation Prevent Impoverishment? Reforming Resettlement through Investments and Benefit-Sharing*, vol 3 (Oxford University Press 2008).

15   Kanta Kumari Rigaud and others, *Groundswell: Preparing for Internal Climate Migration* (World Bank 2018).

16   General Assembly, 'Protection of and Assistance to Internally Displaced Persons' (United Nations 2017) A/C.3/72/L.46/Rev.1 <http://undocs.org/pdf?symbol=en/A/C.3/72/L.46/Rev.1> accessed 11 October 2020.

17   Potential causes of internal displacement identified in the GP20 Plan of Action include, but were not limited to, displacement related to conflict, violence, disasters linked to the impacts of natural hazards and climate change, development projects, and land grabbing. GP20 (n 2) 3.

18   For the complete list of the GP20 Programme of Activities, see annex I.

19   'Terms of Reference: High-Level Panel on Internal Displacement' (United Nations 2019) 2 <https://www.un.org/internal-displacement-panel/sites/www.un.org.internal-displacement-panel/files/tor_of_the_panel.pdf> accessed 25 June 2020.

20   GP20 partners have also documented other examples on internal displacement published separately from this compilation. See, for example, Kristine Anderson, 'Tearing Down the Walls: Confronting the Barriers to Internally Displaced Women and Girls' Participation in Humanitarian Settings' (UNHCR 2019), and Sanjula Weerasinghe, forthcoming 'Bridging the Divide: Policies, Institutions and Coordination on Conflict and Disaster IDPs in Afghanistan, Colombia, Niger, the Philippines and Somalia' (UNHCR/IOM).

21   The informal advisory group included IDMC, IOM, JIPS, UNDP, UNHCR and UN OCHA.

22   Experts on internal displacement consulted for this report were: Alexandra Bilak, Chaloka Beyani, Elizabeth Ferris, Walter Kälin, Elena Katselli, and Erin Mooney.

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24   D Grancher and others, 'Crisis Management During the 2010 Eruption of Merapi Volcano' [2011] Proceedings of the Regional Geographic Conference - International Geographical Union, Santiago, Chile 14.

25   'Submission of the Government of Indonesia to the High-Level Panel on Internal Displacement' (Permanent Mission of the Republic of Indonesia 2020) 6.

26   Lorena Nieto Padilla and Jamila El Abdellaoui, 'Technology, National Systems and Civil Society: Using a Mobile Application to Protect the Housing, Land and Property Rights of Displaced Persons in Honduras' (UNHCR 2019) Presentation for 2019 World Bank Conference on Land and Poverty 4–5.

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31   Kälin and Entwisle Chapuisat (n 26) 44–53.

32   Federal Government of Somalia, 'Submission to the UN Secretary Generals' High-Level Panel on Internal Displacement' 7.

33   Joint Mechanism for Durable Solutions United Nations Country Team Sudan, World Bank and JIPS, 'Progress towards Durable Solutions in Abu Shouk and El Salam IDP Camps North Darfur, Sudan' 56 <https://www.jips.org/uploads/2019/12/JIPS-Sudan-profilingreport-2019.pdf> accessed 23 January 2020.

34   Interview, February 2020.

35   Data shows that Hausa is the primary language of affected populations in 47 per cent of IDP sites in north-east Nigeria, but humanitarian organizations are using it as the primary language of communication at 81 per cent of sites. Translators without Borders and MapAction, 'The Power of Speech: A Translators without Borders Project Highlighting Language Barriers for Internally Displaced Persons (IDPs) in North-East Nigeria' (ArcGIS) <https://www.arcgis.com/apps/Cascade/index.html?appid=4d2cd9e3500949e78aa788ae4ae0ab4f> accessed 4 November 2020.

36   Translators Without Borders, 'Mental Health and Psychosocial Support Sub Working Group Round-Table Discussion' (Mental Health and Psychosocial Support Sub Working Group Round-Table Discussion, September 2018) <On file>.

37   IOM Ukraine, 'National Monitoring System Report on the Situation of Internally Displaced Persons' (IOM 2019) 15.

38   IDPs also had to register their voting address at least five days before each election, as the registration is temporary and valid only for one election event. Protection Cluster Ukraine, 'Voting Rights of Internally Displaced Persons in Ukraine' (Protection Cluster Ukraine 2019) <https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/advocacy_note_voting_rights_of_idps_eng.pdf> accessed 8 June 2020.

39   Commission on Elections and Commission on Human Rights, 'Enabling Right to Political Participation of Internally Displaced Person' (CHR and COMELEC 2015) 4.

40   Sue Emmott, 'Support Afghanistan Livelihoods and Mobility (SALAM) Mid-Term Evaluation Report' 14.

41   DRC, 'Durable Housing Solutions for IDPs: Rent to Own Scheme in Mariupol City' 1.

42   Although exact figures are not available, roughly 80 per cent of Somalia's some 2.6 million IDPs live in urban and peri-urban areas. OCHA Somalia, '2020 Somalia Humanitarian Needs Overview' (UN OCHA 2019) Humanitarian Programme Cycle 2020 <https://reliefweb.int/sites/reliefweb.int/files/resources/2020%20Somalia%20Humanitarian%20Needs%20Overview.pdf> accessed 30 January 2020.

43   An estimated 45 percent of IDPs have been displaced for more than three years. Dyfed Aubrey and Luciana Cardoso, *Towards Sustainable Urban Development in Somalia and IDP Durable Solutions at Scale* (United Nations Somalia 2019) 11.

44   OCHA Somalia (n 41) 59.

45   Federica Marsi, 'Nowhere to Go: Mosul Residents in Limbo as Camps Close' (The New Humanitarian, 11 March 2020) <https://www.thenewhumanitarian.org/news-feature/2020/03/11/mosul-iraq-residents-in-limbo-camps-close> accessed 1 September 2020.

46   IOM, 'Iraq' (DTM, 1 August 2020) <https://dtm.iom.int/iraq> accessed 5 October 2020.

47   Agenda for Humanity: Annex to the Report of the Secretary-General for the World Humanitarian Summit' (United Nations 2016) A/70/709 7 <http://www.agendaforhumanity.org/sites/default/files/AgendaforHumanity.pdf>.

48 IOM was originally going to participate in the SALAM project, but it later developed a separate return and reintegration project when it received a grant from the European Union.

49 Ariane Rummery, 'Tough Choices for Afghan Refugees Returning Home after Years in Exile' (UNHCR 2017) <https://www.unhcr.org/news/briefing/2017/2/589453557/tough-choices-afghan-refugees-returning-home-years-exile.html> accessed 15 January 2020.

50 Walter Kaelin, 'Somalia: Displaced Population and Urban Poor No Longer Left Behind' (United Nations Somalia 2019) 9.

51 Ministère de l'Action Humanitaire et de la Gestion des Catastrophes, 'Rapport de Mission PDI Tillabéry- Consultation Autorités- Consultation Des PDIs' (Republic of Niger 2018).

52 Lord, A., Sijapati, B., Baniya, J., Chand, O., Ghale, T. (2015). "Disaster, Disability, & Difference: A Study of the Challenges Faced by Persons with Disabilities in Post-Earthquake Nepal," UNDP Nepal with Social Science Baha and National Federation of Disabled-Nepal (NFDN), p. 37.

53 The "All Under One Roof" manual was used as a technical guide, covering the inclusion of people with disabilities in all phases of disaster management from preparedness to recovery. See IFRC, CBM and Handicap International, 'All Under One Roof: Disability-Inclusive Shelter and Settlements in Emergencies' (IFRC, CBM and Handicap International 2015) <https://www.ifrc.org/Global/Documents/Secretariat/Shelter/All-under-one-roof_EN.pdf> accessed 24 June 2020.

54 The seven Principles of Universal Design are: equitable use, flexibility in use, simple and intuitive use, perceptible information, tolerance for error, low physical effort, and size and space for approach and use. Bettye Rose Connell and others, 'The Principles of Universal Design' (Center for Universal Design, NC State University 1997).

55 Interview with Navotas City Community Disaster Risk Reduction and Management Officer.

56 TWB Communications, 'TWB Glossary for Northeast Nigeria' (*Translators without Borders*, 28 March 2018) <https://translatorswithoutborders.org/twb-glossary-north-east-nigeria/> accessed 2 October 2020.

57 Partha Moman and Khadija Mohammed, 'Common Social Accountability Platform: Results and Findings from Citizen-Led Discussions on Displacement and Durable Solutions in Mogadishu' (ReDSSS 2019) 19 <https://regionaldss.org/wp-content/uploads/2019/04/ReDss_Common_Accountability_Final.pdf> accessed 22 May 2020.

58 Government of the Philippines, 'DSWD Sets Guidelines for Emergency Shelter Assistance of 'Ompong'-Affected Families - Philippines' (*ReliefWeb*, 4 October 2018) <https://reliefweb.int/report/philippines/dswd-sets-guidelines-emergency-shelter-assistance-ompong-affected-families> accessed 21 August 2020.

59 With contributions from IOM and Ukrainian civil society organizations (Donbas SOS, La Strada Ukraine and Yurydychna Sotnia (The Legal Hundred)), subsequent versions of the app have been updated to help protect the rights people who often cross the contact line, ex-combatants of the ATO/JFO security operations, the elderly, people with disabilities, and those affected by human trafficking. Financial support is provided by the European Union and the Governments of the Netherlands, Denmark, Sweden and Switzerland.

60 The United Nations Recovery and Peacebuilding Programme (UN RPP) is being implemented by four United Nations agencies: the United Nations Development Programme (UNDP), the UN Entity for Gender Equality and the Empowerment of Women (UN Women), the United Nations Population Fund (UNFPA) and the Food and Agriculture Organization of the United Nations (FAO). 'Recovery & Peacebuilding' (*UNDP Ukraine*) <https://www.ua.undp.org/content/ukraine/en/home/recovery-and-peacebuilding.html> accessed 22 June 2020.

61 Isimeli Waibuta Tagicakiverata and Pam Nilan, 'Veivosaki-Yaga: A Culturally Appropriate Indigenous Research Method in Fiji' (2018) 31 International Journal of Qualitative Studies in Education 545, 6.

62 S Otsuka and Uanasi Nabobo-baba, 'Talanoa Research: Culturally Appropriate Research Design in Fiji' [2006] Proceedings of the Australian Association for Research in Education (AARE) Conference 2005. Melbourne, Australia 3 <https://www.aare.edu.au/data/publications/2005/ots05506.pdf>.

63 Caroline Blay and Sophie Crozet, 'Durable Solutions in Practice' (Global Cluster for Early Recovery 2017) Handbook III.

64   Simply stated, profiling is a collaborative process for collecting data and analysing displacement situations. This entails gathering information on populations affected by displacement, including local populations, as well as the wider context. JIPS, 'What Is the Profiling Process?' (JIPS) Profiling Process Guidance <https://jet.jips.org/wp-content/uploads/Guidance-What-is-Profiling-Phase1-JET.pdf> accessed 22 October 2020.

65   Provisions for implementing the law were elaborated by the Ukrainian Central Election Commission in Resolution No. 88 on the procedure of considering a voter's appeal on the change of the electoral address, passed on 18 May 2020. See Council of Europe Office in Ukraine, 'IDPs Will Vote in the Next Local Elections in Ukraine' (*Council of Europe*, 25 May 2020) <https://www.coe.int/en/web/kyiv/news-event/news/-/asset_publisher/9W803G4ii38m/content/idps-will-vote-in-the-next-local-elections-in-ukraine> accessed 5 June 2020.

66   Commission on Elections, 'Resumption of the System of Continuing Registration of Voters' (Republic of the Philippines 2016) Resolution 10166 9.

67   Global Protection Cluster (n 6).

68   Since 2012, Vanuatu has ranked first in the annual World Risk Report. Most recently, see 'World Risk Report 2019' (Bündnis Entwicklung HilftandRuhr University Bochum – Institute for International Law of Peace and Armed Conflict (IFHV) 2019) World Risk Report 61 <https://reliefweb.int/sites/reliefweb.int/files/resources/WorldRiskReport-2019_Online_english.pdf> accessed 20 April 2020.

69   Simone Esler, 'Vanuatu Post Disaster Needs Assessment: Tropical Cyclone Pam' (Government of Vanuatu 2015).

70   Vanuatu National Statistics Office, '2016 Post-TC Pam Mini-Census Report' (Government of Vanuatu 2017) Report Vol. 1 <https://vnso.gov.vu/index.php/component/advlisting/?view=download&fileId=4542> accessed 21 April 2020.

71   Republic of Vanuatu, 'National Policy on Climate Change and Disaster-Induced Displacement' 11.

72   Loi n° 2018-74 relative à la protection et à l'assistance aux personnes déplacées internes 2018.

73   Professor Chaloka Beyani, the former UN Special Rapporteur on the human rights of internally displaced persons, was providing legal advice on the development of the national IDP law

74   The NDMO leads the development of disaster risk reduction and management policies and coordinates the government's disaster preparedness, response and recovery operations.

75   Human Mobility Advisor to the Fijian Government.

76   Republic of Fiji (n 27).

77   Global Protection Cluster and The Carter Center, 'Public and Political Participation of Internally Displaced Persons' (Global Protection Cluster; The Carter Center 2018) 8.

78   The name of subsequently changed to the Ministry of Reintegration of Internally Displaced Persons.

79   Protection Cluster Ukraine (n 37).

80   Aysha Shujaat, Hannah Roberts and Peter Erben, 'Internally Displaced Persons and Electoral Participation: A Brief Overview' (International Foundation for Electoral Systems 2016) IFES White Paper <https://www.ifes.org/sites/default/files/idps-electoral-participation-october-2016.pdf> accessed 16 March 2020.

81   'IFES Ukraine Election Bulletin #93 (September 9 – 20, 2019)' (*IFES Ukraine*, 23 September 2019) <https://ifesukraine.org/analytics/ifes-ukraine-election-bulletin-93-september-9-20-2019/?lang=en> accessed 22 June 2020.

82   Human Rights Council, 'Report of the Special Rapporteur on the Human Rights of Internally Displaced Persons on Her Mission to the Niger' (United Nations General Assembly 2018) A/HRC/38/39/Add.3 paras 30–31.

83   While many communities argued during the consultations that full consensus was needed, the lower threshold of 90 per cent was decided by the government, recognising the reality that while some parts of the population may continue to refuse to leave their current homes in spite of risks to their lives, the entire population should not be put at risk.

84   Relocations may involve the transfer of communal land rights at the place of origin from the community to the government, and conferral of rights to equivalent land at the resettlement site, considering each specific village context.

85   Corendea, Cosmin (2016) "Hybrid Legal Approaches Towards Climate Change: Concepts, Mechanisms and Implementation," Annual Survey of International & Comparative Law: Vol. 21: Iss. 1, Article 5.

86   'Social Housing Solutions for Internally Displaced and Conflict-Affected Populations: Comparative Analysis of Bakhmut, Slovyansk and Kramatorsk Projects' (Norwegian Refugee Council) 2 <https://www.nrc.no/globalassets/pdf/briefing-notes/ukraine/case-study-on-social-housing-for-idps_eng.pdf> accessed 14 April 2020.

87   Ministry of Temporarily Occupied Territories and Internally Displaced Persons, 'Subventions to Local Administrations' (Ministry of Temporarily Occupied Territories and Internally Displaced Persons 2019) <https://reliefweb.int/sites/reliefweb.int/files/resources/fs_mtot_q2_eng_final.pdf> accessed 14 May 2020.

88   Gaceta Parlamentaria, Number 5619-III (Government of Mexico, 29 September 2020) <http://gaceta.diputados.gob.mx/PDF/64/2020/sep/20200929-III.pdf > The Mexican State of Guerrero developed an IDP law 2014, available here: http://congresogro.gob.mx/61/attachments/article/679/%EF%83%96LEY%20N%C3%9AMERO%20487%20PARA%20PREVENIR%20Y%20ATENDER%20EL%20DESPLAZAMIENTO%20INTERNO%20EN%20EL%20ESTADO%20DE%20GUERRERO..pdf. The State of Sinaloa also developed a law in 2020." State of Sinaloa in 2020. On September 29, 2020 the national-level Chamber of Deputies unanimously approved the draft national Law on prevention and response to internal forced displacement.

89   Implementation of the policy is led by the Ministry of Climate Change Adaptation, Meteorology, Geo-Hazards, Energy, Environment and Disaster Management, with an inter-ministerial committee comprising the Department of Strategic Policy, Planning and Aid Coordination of the Prime Minister's Office; the National Disaster Management Office; the National Advisory Board on Climate Change and Disaster Risk Reduction; and the Department of Local Authorities of the Ministry of Internal Affairs and the Malvatu Mauri. Republic of Vanuatu (n 69) 6.

90   Notably, the policy uses the term "disaster" to include those caused by natural hazards, as well as other "crises", including land conflicts, evictions, and/or infrastructure and development projects. ibid 9.

91   ibid 7.

92   Ministry of Economy, 'Displacement Guidelines: In the Context of Climate Change and Disasters' (Republic of Fiji 2019) <https://www.pacificclimatechange.net/sites/default/files/documents/Displacement%20Guidelines.%20In%20the%20context%20of%20climate%20change%20and%20disasters..pdf> accessed 4 May 2020.

93   Ministry of Economy (2019). National Climate Change Policy 2018-2030.

94   Ministry of Economy (2018). National Adaptation Plan: A pathway towards climate resilience.

95   Ministry of Disaster Management and Meteorological Services (2018). National Disaster Risk Reduction Policy 2018-2030. See point 105, p.78.

96   Government of Fiji (2019) PM Bainimarama's speech at the launch of Fiji's Climate Relocation and Displaced Peoples Trust Fund for Communities and Infrastructure, 24 September 2019. The ECAL revenue is projected to provide some US 2.6 million (FJ 5 million) per year.

97   Terminology adopted in Fiji makes a clear distinction between planned relocation and displacement. Displacement, unlike relocation, is not understood as a planned measure assisted by the government, but rather as an unintended outcome of disaster for affected populations. Fiji Displacement Guidelines (2019).

98   Parliament of the Republic of Fiji, Act No. 21 of 2019. "An Act to establish a Trust Fund for the planned relocation of communities in Fiji that are adversely affected by climate change.", 24 June 2019.

99   Commission on Elections (n 64) 8–9.

100   Addressing Internal Displacement: A Framework for National Responsibility (Brookings Institution-University of Bern Project on Internal Displacement 2005) <https://www.brookings.edu/wp-content/uploads/2016/06/04_national_responsibility_framework_Eng.pdf> accessed 6 September 2017.

101   'Internal Displacement Profiling in Mogadishu' (JIPS 2016) <https://www.jips.org/uploads/2018/10/Somalia-Mogadishu-profiling-report-2016.pdf> accessed 9 September 2020.

102   This salience of delineating between IDPs and urban poor remains an ongoing debate. Widespread poverty remains a fundamental issue in a context where 70 per cent of people in Somalia survive on less than 2 USD a day.

103   Joint Mechanism for Durable Solutions and et al (n 32).

104   The study uses perceptions, the living conditions of IDPs' displaced for more than three years, and information about host communities to determine what specific factors either aid or hinder integration. The second phase of the ongoing research will expand to an additional 15 urban locations. See IOM Iraq, Returns Working Group and Social Inquiry, 'Reasons to Remain (Part 2): Determinants of IDP Integration into Host Communities in Iraq' (IOM Iraq 2019).

105   Erbil Refugee Council, and others, 'Displacement as Challenge and Opportunity: Urban Profile of Refugees, Internally Displaced Persons and Host Community' (2016) 57. Report available here: https://www.jips.org/jips-publication/profiling-report-erbil-iraq-2016/.

106   Federal Government of Somalia (n 31) 6.

107   'Submission of the Government of Indonesia to the High-Level Panel on Internal Displacement' (n 24) 9.

108   BNPB and UNDP, 'Village Information System: Helping Villages Manage Recovery' (UNDP) <https://www.undp.org/content/dam/indonesia/Project%20Docs/DR4/12-Sistem%20Informasi%20Desa%20Berbasis%20Kebencanaan%20%2528english%2529%20270613%20REVISI%20FONT.pdf> accessed 24 June 2020.

109   DSWD-CAR, '21,000 Families in CAR Profiled Thru Disaster Vulnerability Assessment Project' (*Philippine Information Agency*, 31 May 2019) <https://pia.gov.ph/news/articles/1022639> accessed 21 August 2020.

110   Interview with IOM Philippines, DTM Officer, 13th March 2020.

111   Measuring and monitoring how IDPs are progressing towards a durable solution begins with having a common set of indicators, drawn for example from the Interagency Durable Solutions Indicators Library or a national framework, that can be adapted to the specific context of the place where IDPs decide to pursue a durable solution.

112   The Solutions Framework compares displaced populations to non-displaced populations with respect to three measures of safety: physical safety, material safety (including access to economic opportunities), and legal safety (including access to remedies and justice). ReDSS, 'ReDSS Solutions Framework' (*ReDSS*) <https://regionaldss.org/index.php/research-and-knowledge-management/solutions-framework/> accessed 9 September 2020.

113   Ultimately three common areas were selected following a lessons-learned workshop and three years of analysis: addressing IDPs' ability to exercise their rights, access to basic services and safety, and livelihoods. ReDSS, 'A Collective Outcomes Monitoring Framework for EU-REINTEG Partners (JSC, EIDACS and SDSC Consortia): Overview Document' (ReDSS 2018) <http://regionaldss.org/wp-content/uploads/2018/11/A-COLLECTIVE-OUTCOMES-MONITORING-FW-FOR-JSC-EIDACS-AND-SDSC-overview-document-EXT.pdf> accessed 7 September 2020.

114   Kälin and Entwisle Chapuisat (n 26) 44–53.

115   Assessed data sets included: IOM's DTM, IOM and Georgetown University's Access to Durable Solutions for IDPs in Iraq longitudinal study, IOM`s Integrated Location Assessment, REACH's Intentions Surveys and REACH's Multi-Cluster Needs Assessment. IOM Iraq, Returns Working Group and Social Inquiry, 'Reasons to Remain: Categorizing Protracted Displacement in Iraq' (IOM 2018) 5.

116   IOM Iraq, Returns Working Group and Social Inquiry (n 113).

117   Impact Initiatives, a think-tank based in Geneva, was commissioned to conduct the operational research for the Aspirations Survey by ReDSS in partnership with the Danwadaag Consortium, Durable Solutions Programme and RE-INTEG consortia partners.

118   IMPACT Initiatives, 'Listening to Displacement Affected Communities over Time' (ReDSS 2019) 8 <https://reliefweb.int/sites/reliefweb.int/files/resources/ReDSS_Aspirations_Survey_Interactive.pdf> accessed 9 September 2020.

119   IOM Ukraine, 'Periodicals' <https://iom.org.ua/en/periodicals> accessed 3 August 2020.

120   An analysis plan usually takes the form of a matrix that translates data needs into topics, indicators and then into data collection tools. This document helps plan ahead for the analysis of the data by showing how different methods for data collection can be combined for one holistic analysis. JIPS, 'Designing the Methodology: Analysis Plan' (*JET- JIPS Essential Toolkit*) <https://jet.jips.org/tool/template-analysis-plan/> accessed 22 October 2020.

121   JIPS, 'From JIPS' Partner Event 2017 (4/4): Changing the Narrative on Internal Displacement in Mogadishu & How the IDP Durable Solutions Initiative Came About' (*JIPS - Joint IDP Profiling Service*, 28 February 2017) <https://www.jips.org/news/changing-narrative-internal-displacement-mogadishu/> accessed 6 October 2020.

122   Federal Government of Somalia (n 31) 6.

123   ReDSS, 'ReDSS/IASC Framework' (*Google Docs*, 2020) <https://docs.google.com/spreadsheets/d/1AdZ2pztouz5dkCF8gEX8khuLo6d6hawpLtxeFjHljBc/edit?usp=embed_facebook> accessed 10 September 2020.

124   Expert Group on Refugee and IDP Statistics (EGRIS), 'International Recommendations on IDP Statistics (IRIS)' <https://unstats.un.org/unsd/statcom/51st-session/documents/BG-item-3n-international-recommendations-on-IDP-statistics-E.pdf> accessed 9 April 2020.

125   Samuel Hall and Somali Disaster Resilience Institute, 'Solutions Analysis Update 2019: Case Study on Lessons Learnt and Practices to Support (Re)Integration Programming- Mogadishu, Baidoa and Kismayo' (ReDSS 2019) 10 <https://regionaldss.org/wp-content/uploads/2019/10/FINAL-SA.pdf> accessed 9 September 2020.

126   ReDSS, 'Durable Solutions Analysis in Somalia over Time: Lessons Learned from the Use and Adaptation of the ReDSS Framework 2016-2019' (JIPS/ReDSS Webinar, 2019) 8.

127   ReDSS, 'Somalia: Lessons Learned from the EU Re-Integ Durable Solutions Consortia (2017-2020)' (ReDSSS 2019) 6 <https://regionaldss.org/wp-content/uploads/2019/11/ReDSS_Re_Integ_LL_EFA-002.pdf> accessed 3 September 2020.

128   OCHA, 'Humanitarian Response Plan Somalia' (United Nations 2020) 92–95 <https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/20202101_humanitarian_response_plan_somalia.pdf> accessed 11 October 2020.

129   The seven principles are: government-led; area-based; collective and comprehensive; participatory and community based; rights and needs based; sensitive to gender, age, disabilities and marginalization; and sustainable. See Federal Government of Somalia, United Nations Somali and ReDSS, 'Durable Solutions Programming Principles' <https://regionaldss.org/wp-content/uploads/2019/04/Endorsed-DS-Programming-Principles-FINAL.pdf>. See also ReDSS, 'Adoption of Durable Solutions Programming Principles by the Federal Government of Somalia' (*ReDSS*, 15 October 2019) <https://regionaldss.org/index.php/2019/10/15/adoption-durable-solutions-programming-principles-federal-government-somalia/> accessed 9 September 2020.

130   Ministry of Planning, Investment and Economic Development, 'Somali National Development Plan 2020 to 2024' <http://mop.gov.so/wp-content/uploads/2019/12/NDP-9-2020-2024.pdf> accessed 20 January 2020.

131   CIPPDV, UNHCR and JIPS, *Estudio de Caracterizacion de Desplazamiento Interno En Honduras 2004-2018* (Government of Honduras 2019) 5 Profiling report available here: https://www.jips.org/jips-publication/profiling-report-honduras-2019/ accessed 18 October 2020.

132   'Area-Based Approaches in Urban Settings: Compendium of Case Studies' (Urban Settlements Working Group 2019) 9 <https://reliefweb.int/sites/reliefweb.int/files/resources/201905013_urban_compendium.pdf> accessed 10 October 2020.

133   The budget for *Midnimo I* was USD 4.5 million, shared between IOM and UN-Habitat. IOM and UN-Habitat, 'Midnimo (Unity) - Support for the Attainment of Durable Solutions in Areas Impacted by Displacement and Returns in Jubaland, South West and Hirshabelle States' (United Nations Peacebuilding 2019) PBF Project Progress Report 1.

134   The total budget for *Midnimo II* was USD 2.7 million. United Nations Peacebuilding and others, 'Factsheet Midnimo-II (Unity)' <https://www.so.undp.org/content/dam/somalia/docs/FactsSheet/Midnimo%20II%20(Unity)%20Factsheetv2-7.pdf> accessed 21 January 2020.

135   The approach utilised in these two pilots was scaled up in 2020 to cover five regions in Darfur, see Isis Nuñez Ferrera and Camille Arimoto, 'Scaling Up the Durable Solutions Analysis Across 5 Regions in Darfur, Sudan' (20 August 2020) <https://www.jips.org/news/scaling-up-durable-solutions-analysis-in-darfur-sudan/> accessed 25 September 2020.

136   Blay and Crozet describe a durable solutions strategy as "a general outline on how to achieve durable solutions, intended as a blueprint to be endorsed by the government. The strategy is usually complemented by a plan of action that details how it will be implemented, by whom and where." Blay and Crozet (n 61) 2.

137   ibid II.

138   Sue Emmott, 'Support Afghanistan Livelihoods and Mobility (SALAM) Mid-Term Evaluation Report'; P Madhava Rao, 'Final External Evaluation Report: Support Afghanistan Livelihoods and Mobility (SALAM)' (Government of Afghanistan and UNDP Afghanistan 2020).

139   UNDP, 'Support Afghanistan Livelihoods and Mobility (SALAM) Final Report' (UNDP 2020).

140   P Madhava Rao, 'Final External Evaluation Report: Support Afghanistan Livelihoods and Mobility (SALAM)' (Government of Afghanistan and UNDP Afghanistan 2020) 8.

141   GIZ, 'Stabilising Livelihoods in Ninewa' (GIZ 2020) Factsheet <https://www.giz.de/en/downloads/2020%2002%20SLN_Factsheet.pdf> accessed 23 September 2020.

142   This includes rebuilding schools and hospitals, rehabilitating water systems, electricity networks and roads, and restoring private homes. The programme's livelihood support provides short-term employment in public works schemes. UNDP also provides vocational training and offers grants to small and medium-sized enterprises to support long-term, sustainable employment.

143   UNHCR Ukraine, 'Ukraine 2019 Participatory Assessment' (UNHCR 2019) 25 <https://www.unhcr.org/ua/wp-content/uploads/sites/38/2019/08/2019-08-19-PA_ENG.pdf> accessed 29 April 2020.

144   'Number of Registered IDPs as of April 13, 2020' (*Ministry of Temporarily Occupied Territories*, 17 April 2020) <https://mtot.gov.ua/kilkist-zareestrovanih-vpo-stanom-na-13-kvitnja-2020-r_2289161300065911930> accessed 2 June 2020.

145   Vadym Boichenko, 'Mariupol- City of Solidarity' (Cities of Solidarity Forum, Kharkiv, 3 October 2019). See the strategy, in Ukranian, 'Development Strategy 2021' <https://mariupolrada.gov.ua/en/page/strategija-rozvitku-2021> accessed 4 June 2020.

146   'About Fund' (*State Fund for Support of Youth Housing Construction*) <https://www.molod-kredit.gov.ua/en/about-fund> accessed 4 June 2020.

147   DRC (n 40).

148   Although exact figures are not available, roughly 80 per cent of Somalia's some 2.6 million IDPs live in urban and peri-urban areas. OCHA Somalia (n 41).

149   An estimated 45 per cent of IDPs have been displaced for more than three years. Aubrey and Cardoso (n 42) 11.

150   Aubrey and Cardoso (n 42).

151   Land value sharing tools include "betterment levies," such as a one-time payment by property owners to help finance a new road. More complicated tools like "land sharing" (exchanging a portion of private land in exchange for infrastructure improvement), "land readjustment" (landowners pool together property to achieve a redevelopment project led by local authorities) or "land swaps" (trading public and private land plots to redevelop zones) are also possible. All require a strong "fit for purpose land administration" that applies the "spatial, legal, and institutional methodologies" necessary to ensure secure land tenure for all through a local, cost-efficient, and community-based approaches, informed by evidence. ibid 27–29.

152   ibid 7.

153   ibid 23.

154   In 2001, Somaliland passed the Urban Land Management Law No. 17. Puntland and South West State federal state governments have draft legislation under review. At the federal level, a draft City Planning Bill was in its second reading as of December 2019.

155   Kaelin (n 49) 8.

156   Integrated Office of the DSRSG/RC/HC, 'Somalia Durable Solutions Initiative Factsheet' (United Nations Somalia 2019) <https://www.shareweb.ch/site/Migration/Network%20Activities/Taller%20 Proteccion%20y%20Migracion%20Colombia%202020/DSI%20Factsheet%20-%20January%20 2019%20(003).pdf> accessed 9 September 2020.

157   Integrated Office of the DSRSG/RC/HC, 'Somalia Durable Solutions Initiative Factsheet' (United Nations Somalia 2019) 1 <https://www.shareweb.ch/site/Migration/Network%20Activities/Taller%20 Proteccion%20y%20Migracion%20Colombia%202020/DSI%20Factsheet%20-%20January%20 2019%20(003).pdf> accessed 9 September 2020.

158   Kaelin (n 49) 7.

159   In both Ethiopia and Somalia, Professor Walter Kälin, the former Representative of the UN Secretary-General on the human rights of internally displaced persons, was serving in this position at the time of writing.

160   The Collective Outcomes Conveners Group is not specific to internal displacement. However, durable solutions for IDPs were considered key to attaining lasting peace in Darfur, and thus feature prominently in the discussions. See Chapter IV 'Doha Document for Peace in Darfur (DDPD)' (All Darfur Stakeholders Conference 2011) <https://www.internal-displacement.org/sites/law-and-policy/files/sudan/ DDPD-English.pdf> accessed 11 October 2020. See also Darfur Joint Assessment Mission, '2013-2019 Developing Darfur: A Recovery and Reconstruction Strategy' (Darfur Regional Authority 2013).

161   Integrated Office of the DSRSG/RC/HC (n 154) 2.

162   Axiom Monitoring and Evaluation Ltd., 'Midnimo Project to Maximize Peacebuilding Impact in Jubbaland, South West and Hirshabelle States, Somalia' 5.

163   Kaelin (n 49) 9.

164   'Berlin to Host Sudan's Donor Meeting Next June' *Sudan Tribune* (Khartoum, 7 May 2020) <https://sudantribune.com/spip.php?article69301=> accessed 3 October 2020.

165   Government of Fiji (2019) PM Bainimarama's speech at the launch of Fiji's Climate Relocation and Displaced Peoples Trust Fund for Communities and Infrastructure, 24 September 2019. The ECAL revenue is projected to provide some US$2.6 million (FJ$5 million) per year.

166   Terminology adopted in Fiji makes a clear distinction between planned relocation and displacement. Displacement, unlike relocation, is not understood as a planned measure assisted by the government, but rather as an unintended outcome of disaster for affected populations. Fiji Displacement Guidelines (2019).

167   Parliament of the Republic of Fiji, Act No. 21 of 2019. "An Act to establish a Trust Fund for the planned relocation of communities in Fiji that are adversely affected by climate change.", 24 June 2019.

168   As set out in the Early Action Protocol, NAMEM's dzud risk map relies on 11 different criteria, such as drought index and snow depth, to assess five different levels of risk. If three or more provinces face very high levels of risk in more than 20 per cent of their territory, early action is automatically triggered. For more detail, see IFRC, 'Mongolia: Dzud Early Action Protocol Summary' (n 2).

169   As set out in the Early Action Protocol, NAMEM's dzud risk map relies on 11 different criteria, such as drought index and snow depth, to assess five different levels of risk. If three or more provinces face very high levels of risk in more than 20 per cent of their territory, early action is automatically triggered. For more detail, see IFRC, 'Mongolia: Dzud Early Action Protocol Summary' (IFRC 2019).

170   Start Fund Crisis Anticipation Window' (*Start Network*, 23 May 2016) <https://startnetwork.org/ start-fund/crisis-anticipation-window> accessed 29 May 2020.

171   'SEADRIF' <https://www.seadrif.org/> accessed 5 November 2020.

172   'Start Fund Crisis Anticipation Window' (n 168).

173   According to OHCHR, "Good governance is the process whereby public institutions conduct public affairs, manage public resources and guarantee the realization of human rights in a manner essentially free of abuse and corruption, and with due regard for the rule of law. The true test of 'good' governance is the degree to which it delivers on the promise of human rights: civil, cultural, economic, political and social rights." OHCHR, 'OHCHR and Good Governance' (*United Nations Human Rights*, 2020) <https://www.ohchr.org/en/issues/development/goodgovernance/pages/goodgovernanceindex. aspx> accessed 5 November 2020.

174   Article 3 of the Guiding Principles states, "National authorities have the primary duty and responsibility to provide protection and humanitarian assistance to internally displaced persons within their jurisdiction." Guiding Principles on Internal Displacement (n 3). Walter Kälin further explains, "To assume the primary responsibility for protecting and assisting internally displaced persons means on one hand respecting, protecting and fulfilling their civil and political as well as their economic, social, and cultural rights. On the other hand, states have to take the legal and administrative measures necessary effectively to address situations of internal displacement." Walter Kälin, *Guiding Principles on Internal Displacement: Annotations* (2nd edn, American Society of International Law 2008) 19.

175   Francis M Deng, 'Internally Displaced Populations: The Paradox of National Responsibility' (MIT Center for International Studies 2007) 07–09 1.

176   'IASC' (*Inter-Agency Standing Committee*) <https://interagencystandingcommittee.org/iasc> accessed 11 October 2020.

177   UN Secretary-General, 'Decision No.2011/20 - Durable Solutions: Follow up to the Secretary-General's 2009 Report on Peacebuilding' (United Nations 2011).

178   UNHCR, 'Solutions for Refugees', *The 10-Point Plan in Actio*n (2nd edn, UNHCR 2016) 182 <https://www.unhcr.org/publications/manuals/5846d10e7/10-point-plan-action-2016-update-chapter-7-solutions-refugees.html> accessed 11 October 2020.

179   ibid 178.

180   Secretariat of the SG's High-Level Panel on internal displacement, 'Concept Paper on Issues and Challenges before the Secretary-General's High-Level Panel on Internal Displacement' (United Nations 2020) 6 <https://www.un.org/internal-displacement-panel/sites/www.un.org.internal-displacement-panel/files/hlp_-_concept_paper_on_issues_and_challenges_before_the_sgs_panel_on_internal_displacement_12022020_0.pdf> accessed 25 June 2020.

181   According to Walter Kälin, IDPs do not gain a special legal status when they are displaced, as is the case of refugees. IDPs' rights "stem from the fact that they are human beings and citizens or habitual residents of a particular state." He further explains, "By locating the description of 'internally displaced persons' in their introductory section rather than in their main body, the Guiding Principles seek to highlight the descriptive and non-legal nature of the term 'internally displaced persons.' ...as human beings who are in a situation of vulnerability they are entitled to the enjoyment of all relevant guarantees of human rights and humanitarian law applicable to the citizens or habitual residents of the country concerned, including those that are of special relevance to them." Kälin (n 172) 4–5.

182   'The Citizenry' (*Cambridge Dictionary*) <https://dictionary.cambridge.org/dictionary/english/citizenry> accessed 6 October 2020. See also Elena Katselli Proukaki, 'The Right Not to Be Displaced by Armed Conflict under International Law' in Elena Katselli Proukaki (ed), *Armed Conflict and Forcibly Displacement: Individual Rights under International La*w (Routledge 2018) 27.

183   UN Economic and Social Council, 'UN Economic and Social Council Resolution 1990/78: Refugees, Displaced Persons and Returnees.' (United Nations 1990) <https://www.refworld.org/docid/3ae69eed24.html> accessed 11 October 2020.

184   Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts, 'Report of the Executive Committee of the Warsaw International Mechanism for Loss and Damage Associated with Climate Change Impacts' (UNFCCC 2018) FCCC/SB/2018/L.6 para 1(k) <https://unfccc.int/sites/default/files/resource/l06_0.pdf> accessed 23 July 2019.

185   See also the key recommendations in Kälin and Entwisle Chapuisat (n 26) 7–8.

186   World Bank, *Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and Their Hosts* (The World Bank 2017) 7 <http://elibrary.worldbank.org/doi/book/10.1596/978-1-4648-0938-5> accessed 19 March 2018.

187   According to a DFID study, theory of change models typically include the following elements: "Context for the initiative, including social, political and environmental conditions, the current state of the problem the project is seeking to influence and other actors able to influence change; Long-term change that the initiative seeks to support and for whose ultimate benefit; Process/sequence of change anticipated to lead to the desired long-term outcome; Assumptions about how these changes might happen, as a check on whether the activities and outputs are appropriate for influencing change in the desired direction in this context; Diagram and narrative summary that captures the outcomes of the discussion." (Emphasis in original text.) Isabel Vogel, 'Review of the Use of "Theory of Change" in International Development' (DFID 2012) 4.

188   'Agenda for Humanity: Annex to the Report of the Secretary-General for the World Humanitarian Summit' (n 46); Kälin and Entwisle Chapuisat (n 26); OECD, 'DAC Recommendation on the Humanitarian-Development-Peace Nexus' (OECD 2020) OECD/LEGAL/5019.

189   OECD (n 186) 3.

190   ibid 5.

Ukraine. In 2014, armed men burst into Tatiana's office and 'confiscated' her business at gunpoint. She fled the following day and has not been back. Rebuilding her life has not been easy. Eventually Tatiana met internally displaced wedding dress designer Lyudmyla, and they opened a business designing and selling wedding dresses.
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List of interviewees and reviewers

Name	Role	Organization
-	Focal point for housing	Mariupol City Council, Ukraine
Mohamed Abdel Wahab	Head of Field Office	UNHCR Philippines
Zahra Abdi Mohamed	Director for Durable Solutions	Durable Solutions Unit, Ministry of Planning, Investment and Economic Development, Federal Government of Somalia
Harou Abdou	Point Focale pour les Déplacés Internes Ministère de l'Action Humanitaire	Government of Niger
Dr. Hodan Ali	Director of the Durable Solutions Unit	Banaadir Regional Administration, Somalia
Rinto Andriono	Former Project Manager	UNDP Indonesia
Hélène Atrafi	Durable Solutions Coordinator	UN Resident Coordinator's Office Ethiopia
Dyfed Aubrey	Inter-regional advisor	UN HABITAT Regional Office in Africa, Kenya
Krishna Bahadur Sunar	Program Officer	Christoffel Blindenmission (CBM) Nepal
Oana Baloi	Programme Management Consultant	UN-Habitat, Ethiopia
Margarita Barcena	former Agriculture Cluster Coordinator	UN FAO Ethiopia
Jason Bell	Durable Solutions Manager	Regional Durable Solutions Secretariat, Ethiopia
Chaloka Beyani	Associate Professor of International Law	London School of Economics
Alexandra Bilak	Director	IDMC
Caroline Blay	Senior Protection Advisor	PROCAP
Tiziana Bonzon	Manager, Climate, Migration and Resilience	IFRC
Elysia Buchanan	Research Manager	REACH Iraq
Maria Perpetua P. Bulawan	PDO V and Project Manager, Disaster Vulnerability Assessment and Profiling Project	Department of Social Welfare and Development, Government of the Philippines

Reinna S. Bermudez	Officer-in-Charge Chief, Center for Crisis, Conflict, and Humanitarian Protection	Commission on Human Rights of the Philippines
Jessie Connell	Chief of Mission	IOM Vanuatu
Cosmin Corendea	GIZ Consultant/Human Mobility Advisor	Climate Change Division, Ministry of Economy
José Noe Cortés	Executive Secretary	Property Institute of Honduras
Anne Davies	Senior Protection Advisor	PROCAP
Rochelle Davis	Associate Professor	Georgetown University
Teresa Del Ministro	Durable Solutions Coordinator	Office of the Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator for Somalia
Tom Delrue	former Humanitarian-Development-Peace Nexus Advisor	UN Resident and Humanitarian Coordinator's Office in Sudan
Zbigniew Paul Dime	Protection Officer	UNHCR BO Niamey, Niger
Tetyana Durnyeva	Executive Director	Group of Influence, Ukraine
Mary Djibrilou Bintou	Secretary General	Ministry for Humanitarian Action and Disaster Management Government of Niger
Fatima Eldiasty	Protection Cluster Coordinator	Ethiopia
Khadra Elmi	Durable Solutions Officer	UNHCR Sudan
Laura Echeverri	Senior Protection Assistant	UNHCR Colombia
Remedios S. Endencia	Director IV	National Economic and Development Authority, Philippines
Elizabeth Ferris	Research Professor	Georgetown University
Jess Garana	Durable Solutions Specialist	UNDP Somalia
Marjolaine Greentree	former Senior Advisor on Durable Solutions	Office of the Deputy Special Representative of the Secretary General, Iraq
Sam Grundy	Programme Advisor, Transition and Recovery Division	IOM
Rose Marie Guevremont	Displacement Tracking Matrix Programme Coordinator	IOM Iraq
Luie Guia	former Commissioner	Electoral Commission of the Republic of the Philippines

Dr. Suprayoga Hadi	Primary Planner	Ministry of National Development Planning, Indonesia
Natalia Herberg Jimenez	Advisor, Strengthening resilience in dealing with crises and conflicts in Ninewa	GIZ Iraq
Alice Iarem Sanga	Senior CCCM Officer	Disaster Risk Reduction Office, Vanuatu
Harald Jepsen	International Senior Adviser	International Foundation for Electoral Systems
Cecilia Jimenez-Damary	Special Rapporteur on the human rights of internally displaced persons	UN OHCHR Special Procedures
Lisa Joerke	Durable Solutions Advisor	IOM, Ethiopia
Walter Kälin	Professor of International Law	University of Bern, Switzerland
Rufus Karanja	former Durable Solutions Manager	Regional Durable Solutions Secretariat
Dr. Elena Katselli	Senior Lecturer	Newcastle University UK
Manzoor Khaliq	Senior Coordinator	ILO Afghanistan
Sofia Khetib-Grundy	Deputy Coordinator	Global Protection Cluster
Natalia Krynsky Baal	Senior Strategy and Policy Officer	World Bank UNHCR Joint Data Centre
Shivanal Kumar	Climate Change Adaptation Specialist	Climate Change and International Cooperation Division (CCICD), Ministry of Economy
Yunjin Kweon	Durable Solutions Associate Officer	IOM, Ethiopia
Anare Leweniqila	Deputy Permanent Representative	Permanent Mission of the Republic of Fiji to Geneva
Caroline Logan	former Head of Office	IOM Vanuatu
Iryna Loktieva	National Monitoring System Project Specialist	IOM Ukraine
Dr. Manase Lomole	Chairperson	Relief and Rehabilitation Commission, South Sudan
Olena Lukaniuk	Legal Advisor	IOM Ukraine
Roman Lunin	Information Management Officer	IOM Ukraine
Nataliia Madzigon	Legal Analyst, Housing, Land and Property Focal Point	Danish Refugee Council
Deborah Magdalena	MHPSS Working Group coordinator	IOM Nigeria

Kevin P. Maitava	Project Manager, Adapting to Climate Change and Sustainable Energy, Planned Relocation	National Disaster Management Office, Vanuatu
Oleksandra Makovska	Protection Cluster Associate	UNHCR Ukraine
Mia Marzotto	Senior Advocacy Officer	Translators without Borders
Moritz Matakas	Advisor, Strengthening resilience in dealing with crises and conflicts in Ninewa	GIZ Iraq
Ben Mbaura	Durable Solutions Project Officer	IOM Somalia
Ato Megbaru Ayalew	Director General	Ministry of Peace, Ethiopia
Bradley Mellicker	Head of Return and Recovery	IOM Iraq
Oliver Moller	Research Manager	REACH Iraq
Erin Mooney	Senior Protection Advisor	PROCAP
Yvette Muhimpundu	Assistant Representative /Protection	UNHCR Niger
Victor Munteanu	Programme Manager	UNDP Ukraine
Conrado Navidad	Displacement Tracking Matrix Officer	IOM Philippines
Sateesh Nanduri	Senior Reintegration Officer	UNHCR Afghanistan
Lorena Nieto	Protection Officer	Honduras
Peter Nordstrom	Peacebuilding Fund Coordinator	Office of the Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator for Somalia
Salif Nouhoum	Consultant	Niger
Dr. Isis Nunez Ferrera	Head of Field Support and Capacity Building	Joint IDP Profiling Service
Emmanuella Olesambu	Programme Officer	UN FAO Ethiopia
Asel Ormonova	Head of Field Office	UNHCR Ukraine
Nadiya Pashkova	Senior Program Officer on Legal Reform	IFES Ukraine
Bimal Paudel	Program Coordinator	National Federation of the Disabled, Nepal
Liam Perret	Peacebuilding and Reconciliation Advisor	UNDP Ethiopia

Isabelle Peter	Durable Solutions Coordination Officer	Office of the Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator for Somalia
Emma Pettey	Global Disability Inclusion	CBM
Carolina Quintero Morales	Senior Durable Solutions Assistant	UNHCR Colombia
Anna Rich	Senior Protection Cluster Coordinator	UNHCR Ukraine
Laura Rio	former Chief of Section, Livelihoods and Resilience	UNDP Afghanistan
Clifford Cyril Y. Riveral	Director IV Disaster Response Management Bureau (DRMB)	Department of Social Welfare and Development, Government of the Philippines
Isaac Robinson	Program Manager	Danish Refugee Council Ukraine
Lorenza Rossi	Regional Data and Research Hub Coordinator	IOM MENA Office
Mohammad Salim	Programme Analyst	UNDP Afghanistan
Nina Schrepfer	former Protection Cluster Coordinator	UNHCR Somalia
Kara Siahaan	Early Action and Disaster Risk Financing Coordinator	IFRC
Nadia Siddiqui	Co-Director	Social Inquiry Iraq
Zeke Simperingham	Migration and Displacement Lead	IFRC
Magda Suancha	Coordinator UDAPV	Government of Colombia
Duncan Sullivan	Displacement Tracking Matrix Program Management and Liaison Officer	IOM
Ato Tadesse Bekele	Senior Disaster Risk Management Advisor	National Disaster Risk Management Commission, Ethiopia
Christian Usfinit	Team Leader Resilience and Reconstruction Unit	UNDP Indonesia
Ilisapeci Vakacegu	Climate Change Adaptation Officer	Climate Change Division, Ministry of Economy
Vonne Villanueva	Disaster Risk Reduction and Management Officer	City Government of Navotas, Philippines
Ammar Zakri	Senior Advisor	GIZ Iraq

ANNEX I: GP20 INITIATIVE PROGRAMME OF ACTIVITIES

Initiated by the UN Special Rapporteur on the human rights of IDPs, who also served as Special Advisor, and co-chaired by OCHA and UNHCR, the GP20 Initiative has supported achievements in three key areas.

First, GP20 has established the only field-focused platform for stakeholders on internal displacement that brings together humanitarian, development, and human rights actors, particularly those representing Member States, to share their challenges, achievements and priorities. This includes an informal GP20 Steering Group in Geneva (which comprises Member States, UN agencies, international NGOs, the World Bank, ICRC, IFRC and the UN Special Rapporteur on the human rights of IDPs), regional State-to-State exchanges to capture current practice and lessons in preventing, responding to and resolving internal displacement, round-table discussions on IDP political participation and participation in peace processes, and thematic webinars and studies on GP20 thematic priorities on internal displacement highlighting field practice of local and international actors.

Second, GP20 has fostered more joined-up and strategic action by UN agencies and NGOs on internal displacement in support of Member States. This has been done through national-level GP20 action plans; assistance with development of national laws and policies; workshops on IDP data and analysis, protracted internal displacement and durable solutions; intensified advocacy and outreach in countries with protracted internal displacement; and support to multi-stakeholder engagement on solutions to internal displacement. Partnerships at global level have also expanded.

Third, GP20 has served to amplify key messages on internal displacement for key stakeholders and the general public. UN agencies and NGOs worked together to establish 12 agreed key messages on internal displacement, create a GP20 campaign website (www.gp20.org), develop an animation on internal displacement broadcast on France 24, curate specialized events such as art, photo and virtual-reality exhibitions, organize side events during UNHCR's Executive Committee, the Humanitarian Affairs Segment of ECOSOC, UNHCR's annual NGO consultations, the UN Human Rights Council, as well as national events to refocus attention on protracted and ongoing internal displacement.

These achievements were only possible thanks to the engagement of various stakeholders at the national, regional and global level.

GP20 Activity	Thematic focus	Date
GP20 Steering Group Meeting	The humanitarian, development and peace nexus at work in situations of internal displacement	30 September 2020
GP20 Steering Group Meeting	Role of local governments in addressing urban internal displacement	17 June 2020
GP20 Steering Group Meeting	Disaster displacement	9 March 2020
GP20 Steering Group Meeting	IDP participation	4 December 2019
GP20 Steering Group Meeting	Durable solutions to internal displacement	27 June 2019
GP20 Steering Group Meeting	Data on internal displacement	4 March 2019
GP20 Steering Group Meeting	Laws and policies on internal displacement	4 December 2018
Regional State to State Exchange -ECOWAS	Domestication and implementation of the Kampala Convention	March 2019
Regional State to State Exchange – IGAD	Durable solutions to internal displacement	October 2019
Regional State to State exchange - Asia	Displacement in the context of disasters and the adverse effects of climate change	19 November 2020
Regional State to State exchange – Middle East and North Africa	Law and policy on internal displacement, community-based protection, durable solutions, tenure security	7 July 2020
Regional State to State exchange - Americas	Funding and financing mechanisms, role of municipal authorities, co-convened with the Inter-American Commission on Human Rights	25 June 2020
UN Human Rights Council Inter-sessional seminar	Implementation of the GP20 Plan of Action for Advancing Prevention, Protection and Solutions for IDPs	29 October 2020
GP20 roundtable	IDP Participation in Peace Processes	July 2018
GP20 roundtable	Political participation of IDPs	October 2018
GP20 webinar	Addressing protracted internal displacement and fostering durable solutions for IDPs: Learning from Somalia and Sudan	25 February 2019
GP20 webinar	Confronting the barriers to IDP women and girls` participation in humanitarian settings	8 May 2019

GP20 webinar	Putting words into action: Reducing disaster displacement risks through local measures	12 December 2019
GP20 webinar	The essential link between IDP Data and Laws and Policies on internal displacement	16 January 2020
GP20 webinar	Financing/funding mechanisms available to prevent and address internal displacement, including to ensure durable solutions	28 May 2020
GP20 webinar	Understanding the data available on internal displacement and how it is feeding into processes and the response to internal displacement	23 July 2020
GP20 webinar	Addressing internal displacement through formal and informal peacebuilding processes	October 2020
GP20 Study	Considerations of conflict and disaster-related displacement in laws and policies and governance models on internal displacement	December 2020
GP20 Study	Participation of IDPs and communities at risk of displacement in processes that affect them	May 2019

Bangladesh. Mahbub Ullah lost his boats, nets and two of his children to the big cyclones over the past 20 years. The last piece of land on which he is working will be eroded soon, for sure.
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