Supporting durable solutions for internally displaced persons (IDPs), particularly through the engagement of development and peacebuilding actors, is a perennial challenge, but one that has attracted increased attention in recent years. This is reflected in, for example, the development of the 2010 Inter-Agency Standing Committee (IASC) Framework on Durable Solutions for Internally Displaced Persons; the Secretary-General’s Framework on Ending Displacement in the Aftermath of Conflict; and the Transitional Solutions Initiative. At the consultation on “Taking Stock of Internal Displacement” convened by Dr. Chaloka Beyani, the UN Special Rapporteur on the human rights of IDPs and the Brookings-LSE Project on Internal Displacement in Geneva in November 2012, there was strong consensus amongst the participants regarding the need to focus collective efforts on the pursuit of durable solutions to displacement, particularly by addressing the development dimensions of this issue. Participants from a wide range of organizations stressed strong interest in the IDP mandate promoting a paradigm shift so that internal displacement is more widely recognized as a critical development issue, as well as a humanitarian and peacebuilding concern. They also expressed interest in the mandate supporting processes such as the piloting and implementation of the Secretary-General’s Framework on Ending Displacement in the Aftermath of Conflict.

In keeping with the his mandate to promote rights-based approaches to protection and assistance for IDPs, including through the pursuit of durable solutions and building on the mandate’s long history of efforts to support the resolution of displacement, Dr. Beyani decided to make durable solutions for IDPs a priority for the second term as Special Rapporteur. Accordingly, the Special Rapporteur’s October 2013 report to the UN General Assembly (GA) addresses the resolution of displacement, focusing in particular on the intersection of durable solutions, development and peacebuilding processes.

In order to inform the development of his GA report, the Special Rapporteur convened a consultation with key stakeholders in Geneva on June 7, 2013, in cooperation with the Office of the United Nations High Commissioner for Human Rights (OHCHR), the Office of the UN High Commissioner for Refugees (UNHCR), UN Development Programme (UNDP) and the Brookings-LSE Project on Internal Displacement and with the support of the Joint IDP Profiling Service (JIPS). Participants in the June 2013 consultation included representatives from UN and civil society organizations, including those involved in the Early Recovery working group and the Technical Working Group on Durable Solutions. Participants discussed past efforts to
support durable solutions as well as barriers to and strategic opportunities for more firmly integrating the issue of internal displacement into development and peacebuilding agendas. The discussion culminated in the identification of various strategic recommendations to displacement-affected States, donor States and humanitarian, development and peacebuilding actors, on improving access to durable solutions for IDPs.

The consultation in Geneva on built on recent events including the April 2013 Amsterdam roundtable on transitions and solutions convened by UNDP and UNHCR and other activities undertaken to engage key stakeholders in discussions of the themes to addressed in the Special Rapporteur’s GA report. These activities included a May 14, 2013 roundtable on displacement and development agendas convened in Washington, DC by the Brookings-LSE Project on Internal Displacement. Keynote reflections at this roundtable were offered by Mme. Sadako Ogata, followed by discussion among representatives of the humanitarian, development and donor communities.\(^1\) In May 2013, staff working in support of the IDP mandate also convened a series of meetings on the Special Rapporteur’s report in New York with key peacebuilding, development and humanitarian stakeholders, including UNDP, UN Peacebuilding Commission (PBSO), UNHCR, the United Nations Children’s Fund, UN Office for the Coordination of Humanitarian Affairs, UN Women, UN Population Fund, UN Department of Political Affairs (DPA) and civil society organizations.

Taken in total, these activities yielded a detailed series of recommendations, many of which appear in the Special Rapporteur’s October 2013 report to the General Assembly. However, the Special Rapporteur wishes to present the complete set of recommendations generated through the consultation process, in the hope that these may help to inform more strategic, cooperative and effective approaches to supporting durable solutions for IDPs. The Special Rapporteur would like to thank all those who participated in the consultations and looks forward to working together with local, national and international actors to enable the timely and sustainable resolution of displacement.

**Recommendations**

In recent years, important lessons have been identified regarding the integration of development and peacebuilding approaches into efforts to support the resolution of displacement and steps are being taken to address this challenge more effectively. The consultation process yielded several over-arching recommendations relevant to these efforts, as well as a detailed set of recommendations that may serve as a roadmap for addressing development and peacebuilding dimensions of durable solutions to displacement.

In keeping with the composition of the consultation process, many of the following recommendations focus on the roles of international organizations in supporting solutions to displacement. However, the Special Rapporteur recognizes and underscores the primarily

\(^1\) The report of this Chatham House Rules discussion is available at [http://www.brookings.edu/events/2013/05/14-ogata-displacement](http://www.brookings.edu/events/2013/05/14-ogata-displacement).
responsibility of States to support the resolution of displacement and remains actively committed to supporting their capacity to meet this challenge.

**Overarching Recommendations:**

- On the basis of consultative processes and recognizing the State’s primary responsibility for upholding IDPs’ right to a durable solution, ensure the integration of internal displacement and durable solutions into national development plans, as well as regional/provincial development plans, transition plans, urban development plans and peacebuilding strategies;
- Undertake early, participatory and joint planning in support of durable solutions, ensuring the engagement of local actors in order to ensure sustainability; and
- Adapt institutional cultures and policies, including funding parameters, to enable the provision of longer-term support for durable solutions and facilitate the engagement of development actors.

The following recommendations address in greater detail concrete ways of achieving these three overarching objectives.

**Recommendations to Key Stakeholders**

**States facing internal displacement**

- Develop national frameworks, structures and policies on internal displacement that specifically address the challenge of finding durable solutions and that:
  - Draw on the services of specialized actors, such as the Joint IDP Profiling Service, to collect, update, analyze and disseminate quantitative and qualitative data on internal displacement;
  - Recognize the right of IDPs to freely choose among the recognized solutions and identify activities to support such solutions in conformity with the IASC Framework and respective standards in regional instruments, in particular the Kampala Convention; and
  - Address chronic barriers to solutions, including access to justice mechanisms and transitional justice; protection of and access to housing, land and property rights; and the re-establishment of livelihoods as an essential element to build IDPs’ resilience; in this connection, national authorities should make adequate budgetary provisions and ensure human resource capacities from all relevant ministries and local authorities to implement such frameworks and policies.
- Include durable solutions to internal displacement in national and local development plans, poverty reduction and alleviation plans, national economic reconstruction plans, transition plans, urban development plans and peace building and stabilization efforts.
- Where relevant, ratify and implement the Kampala Convention and implement the Great Lakes Pact on Security, Stability and Development and endeavor to incorporate the relevant
principles contained in the Convention and the Pact respectively into peace negotiations and agreements for the purpose of finding solutions to the problem of internal displacement.

- Undertake early, participatory and joint planning in support of durable solutions, ensuring the engagement of local authorities. Such cross-sectoral planning may require adapting institutional cultures and policies, including funding parameters, to enable the provision of longer-term support for durable solutions and facilitate the engagement of development and peace building actors.
- Provide training and resources to strengthen line ministries as well as regional and local governments responsible for supporting solutions for IDPs, decentralizing budget allocations and programming responsibilities where relevant to promote local ownership.
- Strengthen the role of national institutions, including courts, in ensuring accountability for IDPs’ rights, including the right to a durable solution.
- Engage in dialogue amongst countries affected by internal displacement to share effective strategies for supporting solutions for IDPs.
- Urge donors to adopt more flexible, longer term funding parameters for durable solutions initiatives.

**Donor States**

- Recognize the resolution of internal displacement as an essential element of effective transitions, conflict resolution and prevention, economic reconstruction, stabilization efforts, resilience building, disaster risk reduction efforts and peacebuilding.
- Engage in strategic donor leadership recognizing the resolution of displacement as an indispensable investment in development, resilience and peace building. Cross-sectoral cooperation and planning should be encouraged through the provision of flexible, multi-year support for collaborative efforts in support of durable solutions.
- Promote regional equity in access to development assistance to ensure that areas in which IDPs seek a solution attract development support to avoid a gap when humanitarian assistance draws down.
- Identify and implement good practices from donor support for solutions, striving to ensure that lessons from the field inform central policymaking and that policies based on analysis of good practices are systematically implemented by field offices.
- Identify and support the provision of specialist technical expertise to address persistent bottlenecks to achieving durable solutions, such as housing, land and property rights.
- Work with States, international actors and NGOs to identify initiatives that can be effectively “scaled up” to meet the solutions needs of large numbers of IDPs.
- Develop policies to guide the work of donor agencies as it relates to internal displacement and promote a coordinated approach to solutions from the humanitarian and development branches of particular donor agencies.
- Ensure that displacement and durable solutions are addressed in bilateral donor agreements and strategies and require explanations if these issues are not integrated into donor agreements pertaining to countries with serious displacement situations.
• Encourage the early and consistent engagement of international development and peacebuilding actors in addressing durable solutions.

• Promote the strategic engagement of development banks, including the World Bank and regional development banks, in efforts to resolve displacement, including by exchanging engagement strategies and lessons learned; supporting interventions intended to enable solutions for IDPs, such as livelihood programs and initiatives to resolve conflicts over housing, land and property; and by integrating the concerns of displaced populations into broader projects that affect solutions for IDPs, such as housing programs and tenure reform initiatives.

• Support capacity building activities to facilitate affected governments’ leadership of durable solutions processes and to strengthen the role of local authorities.

• Devote increased support to Southern NGOs that often straddle sectoral divides and provide longer term support for solutions to displacement.

• Strengthen the role of the UN Human Security Trust Fund in supporting solutions to displacement.

• Recognize the value of “emerging” donors providing early and strategic support to durable solutions, drawing on lessons from past practice.

States facing internal displacement and donor states

• Ensure that the post-2015 development agenda benefits those people, including IDPs, who live in fragile states and serves as a foundation for increasing their resilience to crisis, including through the achievement of solutions to displacement based on a human rights approach.

• Ensure that that implementation of the “New Deal” supports the achievement of durable solutions for IDPs, including by:
  o Systematically analyzing displacement and barriers to durable solutions in the context of country-led fragility assessments;
  o Appropriately integrating solutions for internal displacement as indicators for the achievement of the Peacebuilding and Statebuilding Goals;
  o Reviewing the extent to which the 2012-2015 piloting of the New Deal supports durable solutions;
  o Adjusting the process accordingly to maximize positive impacts on solutions; and
  o Maximizing relevant linkages between the piloting in Afghanistan of both the “New Deal” and the Secretary-General’s Decision on durable solutions.

• Utilize the Global Forum on Migration and Development as an opportunity to consider the links between internal and cross-border movements and their intertwined development implications.

• Review, clarify and monitor the role of military actors in supporting durable solutions, particularly in the context of peace operations.
International humanitarian, development and peacebuilding actors, as relevant

- Systematize and strengthen the development of durable solutions strategies, particularly in the context of the implementation of the Secretary-General’s Decision on durable solutions, through:
  - Distilling and sharing lessons from the piloting process;
  - Comprehensively integrating protection issues into every durable solutions strategy;
  - Promptly and systematically engaging national and international actors from the humanitarian, development and peacebuilding sectors;
  - Ensuring strategies recognize the legitimacy of each solution and the need for IDP choice;
  - Integrating goals identified in durable solutions strategies into cluster objectives and national and local development and transition plans, as relevant;
  - Basing solutions strategies on careful profiling and context-specific analysis of barriers; and
  - Ensuring solutions strategies are communicated in language that is comprehensible and meaningful across sectors.

- Maximize the opportunities presented by the implementation of the Secretary-General’s Decision on durable solutions, in particular by:
  - Ensuring high-level support for implementation of the Decision;
  - Working in cooperation with the Special Rapporteur to develop solutions strategies;
  - Identifying the mechanisms to promote an integrated approach to solutions from the early stages of displacement onwards;
  - Clarifying the process for concluding the piloting, refining the “preliminary framework” as appropriate and moving to broader implementation of the Decision;
  - Considering how the Decision may inform the pursuit of solutions after natural disasters and during conflict; and
  - Ensuring active engagement of all agencies identified in the “response matrix,” including by identifying an appropriately resourced “solutions focal point” in each agency.

- Systematically integrate durable solutions into strategic plans and frameworks. The IASC Framework on durable solutions for IDPs provides a widely-recognized basis for strengthening cross-sectoral leadership on the resolution of internal displacement, as it addresses humanitarian, development, human rights and peacebuilding concerns.

- Provide training for staff to support rights-based durable solutions strategies.

- Monitor and report on barriers to solutions and actions taken to overcome them.

- Encourage and commend the roles of UNHCR and UNDP in the implementation of the Secretary-General’s Decision on durable solutions and urge the application of the IASC Framework in the development of durable solutions strategies in this context. Where applicable, such durable solution strategies should be embedded in national internal displacement legislation or policies addressing the respective obligations of States, for
example under the Great Lakes Protocol on Protection and Assistance to Internally Displaced persons as well as the Kampala Convention.

- Ensure systematic and early engagement of humanitarian and development actors and all other relevant sectors, to develop solutions strategies and identify the mechanisms to promote an integrated approach to solutions from the early stages of displacement onwards. Systematically integrate durable solutions during peacebuilding and stabilization processes. In situations where internal displacement is a feature of conflict, it is critical to:
  - Systematically integrate durable solutions in technical assessments of the Peacebuilding Support Office and in Peacebuilding strategies of the Peacebuilding Commission;
  - Undertake a PBSO Thematic Review on the reintegration of displaced persons; and
  - Ensure Peace and Development Advisers deployed by UNDP/DPA are trained and mandated to address displacement and durable solutions.

- Support national authorities to include displacement-specific aspects in their own planning, programming and activities that directly support durable solutions or the development of conditions conducive to solutions. In this context, national and international actors, including donor States, are urged to support such initiatives through capacity building, technical support and in particular by programmatic support in implementing relevant national policies or legislation.

- Recognize that durable solutions processes exceed the cluster lifespan and integrate durable solutions considerations into cluster phase-out and mission draw-down plans, including by:
  - Ensuring that transition plans clearly address durable solutions from a rights-based approach; and
  - Working in partnership with local groups (including NGOs, national statistics offices, universities and national human rights institutions) from an early stage, to ensure longevity of solutions support.

- Strengthen the capacity of humanitarian, development and peacebuilding actors to cooperatively support solutions through training, secondments and staff time, recognizing the need to:
  - Increase understanding of the links between displacement, durable solutions, fragility, resilience, development and peacebuilding and the instances in which mainstreamed and/or targeted interventions in support of solutions may be appropriate; and
  - Strengthen humanitarians’ capacity to analyze the implications of emergency responses for the attainment of durable solutions and calibrate interventions accordingly.

- Strengthen cross-sectoral leadership in support of solutions by:
  - Undertaking joint, high-level advocacy to overcome barriers to solutions;
  - Strengthening the capacity and readiness of Resident Coordinator/Humanitarian Coordinators (RC/HCs) to bring together humanitarian, development and peacebuilding actors in support of solutions, including by:
Incorporating the IASC Framework and the Secretary-General’s Decision on durable solutions into RC/HCs training;

Preparing RC/HCs to be vocal advocates in support of solutions where needed;

Integrating support for solutions into terms of reference and review processes, as relevant;

- Re-emphasizing the UN Emergency Relief Coordinator’s (ERC) role as a leading IDP advocate, including in support of solutions and reinforcing this function with a senior level IDP position within the ERC’s office;
- Deploying an early recovery advisor with durable solutions expertise in all countries with large IDP populations, even if the Early Recovery Cluster is not working in-country; and
- Coordinate with the Housing, Land and Property Area of Responsibility for the deployment of specialist expertise to support the development of strategies where these issues have been identified as priority issues.

Identify and develop opportunities to build local ownership for the durable solutions process, recognizing that where some State actors are unwilling or unable to support solutions, it may be useful to work closely with civil society organizations, national human rights institutions and regional and local authorities and to leverage government-accepted Universal Periodic Review recommendations as a foundation for durable solutions strategies.

Improve coordination between headquarters policies and field-level practice in support of solutions.

Address durable solutions through the UN Director General-Executive Committee on Humanitarian Affairs Working Group on Transition.

Develop a UNDP reintegration strategy or guidance note, with the support of the Special Rapporteur, to inform the agency’s engagement with communities affected by displacement.

Work collaboratively, including with the Joint IDP Profiling Service (JIPS), to develop and refine tools to assess progress towards durable solutions as per the IASC Framework.

Develop conceptions of accountability towards affected populations so that they encompass provision of effective and equitable support for durable solutions, recognizing the need to promote accountability across sectors and not only in terms of particular agencies.

**Recommendations to States, UN agencies and Other Actors on Thematic Challenges**

The following recommendations are presented to explore in more depth particular thematic issues pertaining to the promotion of durable solutions for displaced persons.

**Planning for solutions**

- Undertake early, joined-up planning on solutions between all relevant actors, balancing the need for flexibility and coordination and recognizing the need for shared analysis to inform planning.
• Consistently integrate age, gender and diversity considerations in solutions strategies.
• Examine the mainstreaming of disaster risk reduction into development planning, to identify how similar strategies could strengthen post-conflict solutions initiatives.
• Establish support for solutions as a United Nations Development Action Framework (UNDAF) pillar, or mainstream in UNDAF goals, as appropriate.
• Recognizing the risk that IDPs may be further marginalized in post-conflict development efforts, ensure respect for international standards on evictions and adequate support IDPs who are relocated.

Terminology and positioning the durable solutions issue
• Endeavour to overcome the barriers to cooperation associated with the humanitarian, development and peacebuilding sectors’ different discourses by:
  o Identifying terminology that resonates across working cultures;
  o Linking solutions and broader debates on transitions, fragility, resilience and human security;
  o Using human rights language from the outset as a bridge between different sectors; and
  o Moving beyond discussions of the humanitarian-develop “gap” to emphasize the important role of development actors at each stage of displacement.
• Express protection cluster transition plans on durable solutions in terms that resonate for development actors with longer term responsibility for supporting solutions.

Data collection, evidence-based policymaking and monitoring
• Collect, update, analyze and disseminate quantitative and qualitative data on displacement-affected communities, including through profiling exercises and integration of questions on displacement in censuses, development surveys and needs assessments, as appropriate, to inform solutions strategies.
• Refine assessments so displacement is appropriately considered as a potential vector of need or vulnerability, incorporating lessons from the integration of gender into assessment tools.
• Facilitate exchange of data between humanitarian, development and peacebuilding actors.
• Analyze the value of integrated approaches to solutions and how addressing development, peacebuilding and human security dimensions of displacement may support States’ goals.
• Support robust medium- and long-term monitoring of efforts to resolve displacement.

Addressing environmental factors and learning from responses to natural disasters
• Incorporate lessons from resolving displacement due to disasters into post-conflict solutions strategies where relevant, integrating disaster-risk reduction and natural resource management perspectives.
• Integrate analysis of environmental factors, including the effects of climate change and the need for ecologically sustainable livelihoods and shelters, into durable solutions strategies.
Rule of law and transitional justice

- Strengthen opportunities for IDPs to participate in transitional justice and reconciliation processes, maximizing the contribution these processes can make to durable solutions by, inter alia:
  - Appropriately situating restitution programs in relation to broader land and tenure reforms;
  - Adopting a justice-sensitive approach to security sector reform, combating discrimination against IDPs through police, military and judicial training programs; and
  - Identifying focal points to link transitional justice and displacement resolution efforts.

- Promote access to justice as a critical element of durable solutions.
- Promote coordinated integration of IDP concerns, including durable solutions, into rule of law programming through the Rule of Law Coordination and Resource Group.
- Support implementation of Kampala Convention provisions on remedies and durable solutions.

Housing, land and property issues

- Integrate housing, land and property rights analysis more systematically into the development of durable solutions strategies.
- Strengthen housing, land and property dispute resolution capacity, including courts, relevant Ministries, traditional authorities, local NGOs and civil society organizations.
- Work with national experts to identify measures such as leases that promote tenure security for IDPs that are not reliant on individual property ownership or the prior completion of long-term land reform efforts.
- Ensure that development programs addressing land and natural resource management, housing construction, land tenure reform account for IDP-specific needs and improve access to adequate housing and tenure security for IDPs.
- Create positive incentives for integrating IDPs in urban areas, including land sharing, regularization of informal settlements with high concentrations of IDPs and investments in infrastructure and services.
- Implement measures to protect IDPs from forced evictions and renewed displacement as a result of projects such as urban renewal, land grabbing by political, military or economic actors and discriminatory expropriation practices.
- Use mediation to find solutions to secondary occupation that recognize both pre-existing rights as well as investments that have been made in good faith.
- Explore rights-based approaches to accommodating the interests of investors/purchasers and IDPs returning to repossessed lands on which investment or conservation projects were initiated in their absence by ensuring that affected communities are duly informed and consulted and participate to the negotiation of project to ensure equitable share of benefits,
appropriate management/prevention of environmental risks and compensation and relocation of populations. ²

**Participation and agency of the displaced**

- Ensure the active participation of IDPs throughout the solutions process, respecting the right of displaced women and men to make free and informed choices regarding durable solutions.
- Develop guidance notes on equitably and ethically engaging with IDP organizations and supporting IDP mobilization efforts, recognizing the important role IDP groups may play in enabling solutions.
- Tailor programs to maximize the capacities and coping strategies employed by displaced populations, factoring IDPs’ preferences regarding solutions into area-based interventions.

**Livelihoods**

- Promote livelihoods programs that support self-reliance, integrate peacebuilding approaches and diminish grievances by benefitting IDPs and other displacement-affected community members.
- Expand micro-finance programs for IDPs, with sustained services in return/relocation communities.
- Provide psychological/psychosocial help as needed to enable sustainable livelihoods and solutions.
- Explore and enhance the protection value of livelihood programs and the potential role of private sector actors, particularly in the context of efforts to support the resolution of displacement.

**Age and gender considerations**

- Ensure that durable solutions strategies analyze and address concerns of IDPs, host, relocation and return communities in an age and gender-sensitive manner, considering those at risk of marginalization, including widows, female heads of households, older persons and unaccompanied children.
- Recognizing that while displaced, some women take on important new livelihoods and leadership roles, strive to ensure that these gains are preserved in the context of efforts to resolve displacement.
- Develop and implement laws and policies that recognize equal housing land and property rights for internally displaced women and girls, in accordance with international standards.

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² The UN Basic principles on development-based evictions and displacement, presented by Miloon Kothari, provide guidance in such cases; see http://www.ohchr.org/Documents/Issues/Housing/Guidelines_en.pdf.