

Special feature

GP20: lessons and good practice on internal displacement

This feature offers reflections on lessons and good practice emerging from the 2018–20 **GP20 Plan of Action** for Advancing Prevention, Protection and Solutions for IDPs. The eight articles, plus case-studies, have been published as part of *Forced Migration Review* issue 65 which is available in English, Arabic, Spanish and French at www.fmreview.org/recognising-refugees. This separate booklet is available online and in print, free of charge. The English version is at www.fmreview.org/recognising-refugees/GP20.pdf. Please feel free to circulate and/or print. (If you print it, please note that the format is A5 and use your printer's 'booklet' setting.)

We would like to thank Nadine Walicki and Samuel Cheung (UNHCR) for their assistance with reviewing and author liaison, and to UNHCR for providing financial support for this special feature.

Foreword: Prevent, protect, resolve – reflecting on the GP20 initiative

Cecilia Jimenez-Damary
(UN Special Rapporteur on the Human Rights of IDPs)

Internal displacement: reflections on prevention, protection and solutions

Samuel Cheung and Sebastian von Einsiedel
(UNHCR / OCHA)

The potential of South Sudan's national law on protection and assistance to IDPs

Chaloka Beyani, Gatwech Peter Kulang and Rose Mwebi
(LSE / Ministry of Humanitarian Affairs and Disaster Management of South Sudan / UNHCR)

Using collaborative approaches to improve internal displacement data

Devora Levakova, Adrián Calvo Valderrama, Jacques Ajaruwwa Wathum and Damien Jusselme
(JIPS / IDMC / UNHCR / IOM)

Case-studies from Uganda, Colombia, Yemen and El Salvador

Prioritising the participation of IDPs in driving solutions

GP20 Colombia

Reflections on State experiences in the IGAD region

Charles Obila and Ariadna Pop
(IGAD / Swiss Federal Department of Foreign Affairs)

Preventing and preparing for disaster displacement

Barbara Essig, Sebastien Moretti and Platform on Disaster Displacement Secretariat (IDMC / IFRC / PDD)

The application of the IASC Framework in Somalia and Sudan

DSWG Somalia, DSWG Sudan, Margharita Lundkvist-Houndoumadi and Jasmine Ketabchi
(DSWG Somalia / DSWG Sudan / JIPS / UNHCR)

Housing recovery programme after Typhoon Haiyan, the Philippines.

GP20 PREVENT
PROTECT
RESOLVE



Foreword: Prevent, protect, resolve – reflecting on the GP20 Plan of Action

Cecilia Jimenez-Damary

At the end of the three-year GP20 Plan of Action, I applaud the significant achievements made by States and other actors, and look forward to our continued, shared engagement on enhancing protection for IDP rights.

Launched in 1998, the Guiding Principles on Internal Displacement represent a major landmark in international standards for the protection of the human rights of internally displaced persons (IDPs). To mark the 20th anniversary of the Guiding Principles, in 2018 I launched the GP20 Plan of Action for Advancing Prevention, Protection and Solutions for IDPs (to run for three years) with other major stakeholders and with the invaluable support of the governments of Austria, Honduras and Uganda.

This year, 2020, the GP20 Plan of Action draws to a close, with the past three years providing a treasure trove of experience, lessons learned, and new and strengthened relationships. I thank Forced Migration Review for this opportunity to showcase the results. The articles included here analyse some of the initiatives undertaken during this period and offer recommendations on ways forward – essential both for underpinning successes and for confronting current and future challenges. We are grateful to the authors for highlighting their work and knowledge in this manner.

The GP20 initiative aims to raise awareness of the Guiding Principles and enhance the work being undertaken in the field. It also aims to spotlight those IDP protection issues that require enhanced engagement from the international community, namely to:

- strengthen the participation of IDPs in decisions that affect them
- provide impetus to strengthening IDP law and policy worldwide, including through domestication of the Guiding Principles
- enhance the capacity of States and other actors to gather, analyse and utilise data for IDP protection

- focus more closely on finding solutions, especially for protracted internal displacement situations.

The GP20 Plan of Action emphasises multi-stakeholder collaboration at international, regional and national levels with a focus on the national and local implementation that is necessary to support States in their responsibilities to protect IDPs. UN Member States, UN agencies and civil society have participated in the Plan of Action, which was endorsed by the Inter-Agency Standing Committee.

The GP20 Plan of Action was launched with the slogan ‘prevent, protect, resolve’. Those words encapsulate the spirit of the Guiding Principles on Internal Displacement – Principles that continue to resonate and be relevant in the day-to-day lives of IDPs and affected communities. ‘Prevent, protect, resolve’ likewise emphasises the responsibility of States to protect the human rights of IDPs, in peace, in violence and in war, as part of the international obligations they are required to meet in exercising their sovereignty.

Indeed, with the continuing increase in numbers of IDPs and internal displacement situations in many different countries and contexts around the world, ‘prevent, protect, resolve’ will continue to be relevant in our shared work to uphold the human rights of IDPs. The GP20 Plan of Action has demonstrated that, with political will, we can achieve more. Let us continue to do so, wiser and with heightened commitment.

Cecilia Jimenez-Damary *idp@ohchr.org*
UN Special Rapporteur on the Human Rights of Internally Displaced Persons

November 2020

www.fmreview.org/recognising-refugees

Internal displacement: reflections on prevention, protection and solutions

Samuel Cheung and Sebastian von Einsiedel

With record numbers of people internally displaced, the urgency of the situation has triggered greater international attention and a stronger imperative for States and the international community to act. The GP20 initiative has highlighted a number of opportunities to allow much-needed progress to be made in finding bold, concrete solutions.

In recent years, internal displacement has reached levels unprecedented in the post-Cold War era, with a record 45.7 million people internally displaced as a result of conflict and violence at the end of 2019, and 5.1 million as a result of disasters.¹ This represents an almost two-fold increase since 1998 when the Guiding Principles on Internal Displacement were adopted.

This rise in internal displacement can be attributed to an increase in the number, length and lethality of armed conflicts around the world over the past decade, the fact that the number of climate-related disasters has doubled over the past 20 years compared with the two previous decades, and the reality that displacement is becoming increasingly protracted. Worryingly, the number of internally displaced persons (IDPs) is projected to rise further due to the adverse effects of climate change, among other things, with people's needs and vulnerabilities compounded now by the global COVID-19 pandemic.

New opportunities

While the numbers might seem discouraging, new opportunities have emerged for a collective effort to make progress. First, Member States committed in the 2030 Agenda for Sustainable Development to leave no one behind, including IDPs who are often among those left furthest behind. And the number of displacement-affected States developing laws and policies on internal displacement has significantly increased in recent years, particularly those ratifying or domesticating the Kampala Convention. Second, UN agencies, too, have demonstrated renewed

commitment to addressing internal displacement, including UNHCR with its 2019 IDP policy² that reaffirms its commitments toward IDPs. At the system-wide level, the UN Secretary-General's establishment of a High-Level Panel on Internal Displacement,³ with its strong representation of displacement-affected States, has injected new momentum and optimism into the debate around the issue.

And third, we see promising innovative practices and approaches on the ground – by displacement-affected governments, local authorities, UN agencies and others, often working together – to advance durable solutions to internal displacement. The GP20 Plan of Action for Advancing Prevention, Protection and Solutions for IDPs⁴ has demonstrated that joining forces enables more effective identification and fostering of good practices and promotes more inclusive and strategic action. If scaled up, these practices and new approaches have the potential to significantly reduce the number of those in protracted displacement.

Prevention

These practices and approaches, many of which are featured in this special FMR feature, can be helpfully categorised into the three elements of the GP20 slogan: 'prevent, protect, resolve'. With regard to the first element, robust conflict prevention and climate change mitigation would of course constitute the most effective and sustainable measures to prevent internal displacement. Even though such measures may seem out of reach – at least in the short term – in light of the state of global politics, we possess the tools and knowledge to reduce



UNHCR/Gloria Ramazan

Protection

Concrete action that falls under the second element of the GP20's slogan – protect – remains acutely important since each year there continue to be millions of people newly displaced, joining those already living in situations of protracted displacement and facing acute protection challenges. Burkina Faso is a case in point, where conflict has led to the fastest growing displacement crisis in Africa; Syria is another, where war is still being waged nine years on; and then there are places such as Colombia, DRC and Yemen, and numerous others, where

Internally displaced woman works with her host family who are helping to build her new home, as part of UNHCR's shelter project in North Kivu Province, DRC.

future internal displacement, in particular with respect to disaster displacement.

In this regard, priority must be given to investing in our capacity to further enable displacement-sensitive emergency preparedness, climate adaptation and disaster risk reduction, with a particular eye to strengthening the resilience of vulnerable communities. Unfortunately, these areas remain woefully underfunded and inadequately targeted at the countries and populations at greatest risk. As of 2020, the 15 countries most vulnerable to the effects of climate change, of which 11 were the subject of an interagency humanitarian appeal, received only 5.8% of the global funding allocated by multilateral adaptation funds.⁵

Anticipatory action, and forecast-based financing in particular, has been shown to strengthen resilience among vulnerable populations, preventing the conditions that give rise to displacement, for instance by giving vulnerable people the means to adapt to an impending drought.⁶ Prevention also involves analysis of root causes, such as how climate change can simultaneously drive displacement, contribute to conflict resulting in displacement, and exacerbate existing displacement conditions.⁷

protecting IDPs cannot wait for tomorrow.

Key factors for protection can include commitments to reinforce respect for international humanitarian law in conflict and disasters, and collaboration that takes into account the heightened vulnerability of displaced persons, including intersectional vulnerabilities – for example, for women and girls, men and boys, persons with disabilities, older persons or marginalised communities. With the Guiding Principles as the foundation, protection also works best when it is integrated from prevention through to emergency response; where the 'centrality of protection' (that is, the placing of protection at the centre of all humanitarian action⁸) is applied to the local context and is practically implemented through establishing concrete and achievable priorities for the entire humanitarian community; and where the participation of displaced communities is an integral part of decision-making. With global displacement today more urban than rural, protecting IDPs must increasingly take account of the various demographic, historical, environmental, economic, social and political dimensions of urban contexts, not to mention the collateral effects of urban warfare in cities, the long-term impacts of

November 2020

www.fmreview.org/recognising-refugees

natural disasters on neighbourhoods, and local housing and land tenure systems.

Advancing durable solutions

To advance solutions – the third element in the GP20 slogan – there are two fundamental ingredients for progress. The first, of particular interest to the High-Level Panel, is to strengthen the commitment by displacement-affected States to live up to their primary responsibility to address internal displacement within their territory. While such a commitment has to emerge from among States themselves, the international community can incentivise political will in a number of ways by emphasising the development and economic benefits of addressing internal displacement; by encouraging the adoption of IDP laws and policies; by helping affected countries generate the necessary data and evidence on IDPs' location, demographics and needs; and by helping build national capacities to lead such interventions.

The second key factor for advancing durable solutions lies in strengthening effective partnerships and collaboration across the humanitarian and development sectors in order to help IDPs return to normality, maintain their dignity and ensure their self-reliance. Commitments at the 2016 World Humanitarian Summit towards strengthened humanitarian–development collaboration and the recent UN Development System reform (with its reinvigoration of the Resident Coordinator system with independent, more empowered Resident Coordinators) have created a conducive infrastructure for work across the humanitarian–development divide. Durable Solutions Initiatives in Somalia and Ethiopia, anchored within the Resident Coordinators' Offices, provide helpful templates for 'One UN' approaches to international displacement elsewhere. Meanwhile, donors will need to follow suit by introducing greater coherence into their bifurcated funding streams that make it difficult to finance interventions – such as durable solutions – that fall in between the humanitarian–development divide.

Humanitarian–development collaboration is equally required at the national level.

Encouragingly, a number of displacement-affected governments, too, have developed 'whole-of-government' approaches that reflect the multidisciplinary challenge of addressing internal displacement. Most importantly, they will need to ensure IDPs' access to social security schemes and their inclusion in national development plans.

The way forward

How do we build on these opportunities and maintain momentum? Clearly, governments and States remain front and centre, supported by the international community, in the need to reinforce and implement their commitment to address internal displacement from preparedness to emergencies to solutions. Initiatives such as GP20 have a role to play in fostering collaboration across regions and continents and in identifying good practices. Both the collaboration and the good practices have immense potential to be scaled up, and to engender and support solid commitments that will help further prevention, protection and solutions for internally displaced people.

Samuel Cheung cheung@unhcr.org

Chief of Internal Displacement Section, UNHCR
www.unhcr.org

Sebastian von Einsiedel

Sebastian.einsiedel@un.org

Senior Advisor on Internal Displacement, OCHA
www.unocha.org

Samuel Cheung and Sebastian von Einsiedel are GP20 Co-Chairs.

1. IDMC Global Report on Internal Displacement 2020 www.internal-displacement.org/global-report/grid2020/
2. UNHCR (2019) *Policy on UNHCR's Engagement in Situations of Internal Displacement* bit.ly/UNHCR-IDP-Policy-2019
3. www.un.org/internal-displacement-panel/
4. bit.ly/GPC-GP20PlanOfAction
5. Notre Dame ND-Gain Index at <https://gain.nd.edu/our-work/country-index/>; data on disbursements by multilateral climate adaptation funds at bit.ly/ClimateFundsUpdate; OCHA Global Humanitarian Overview 2020 bit.ly/GHO-2020
6. See, for instance, IFRC (2018) 'Forecast-based Financing for vulnerable herders in Mongolia', DRR in Action Case Study bit.ly/IFRC-FbF-Mongolia
7. See FMR Root causes mini-feature www.fmreview.org/return
8. bit.ly/Centrality-of-Protection

The potential of South Sudan's national law on protection and assistance to IDPs

Chaloka Beyani, Gatwech Peter Kulang and Rose Mwebi

South Sudan faces significant and complex humanitarian challenges but the recent drafting of a national IDP law reflects a renewed commitment to and vision for protecting its citizens.

As of June 2020, there were more than 1.67 million internally displaced persons (IDPs) in South Sudan, while 2.2 million South Sudanese were refugees in neighbouring countries. Over 200,000 IDPs are hosted in UNMISS Protection of Civilian Sites. In 2013 the former UN Special Rapporteur on the human rights of IDPs, Chaloka Beyani, undertook a mission to South Sudan, and reported on the absence of adequate capacity and institutional preparedness to prevent and respond to internal displacement in the short, medium and longer term. In particular, the mission recommended a comprehensive policy framework for South Sudan.

Further reports highlighted the dire need for prevention and indicated that protection challenges for IDPs in South Sudan result from complex and overlapping drivers of conflict; many IDPs have been repeatedly displaced due to a variety of compounding causes such as inter-communal violence, security concerns and natural disasters. The human cost of this conflict is immense, characterised by human rights violations, the targeting of civilians by armed groups, and the forced displacement of civilians.

2018: a pivotal year

In what turned out to be a remarkably significant year for the protection of IDPs, in 2018 South Sudan embarked on the development of a national IDP law entitled the Protection and Assistance to Internally Displaced Persons Act 2019. The draft national legislation, an initiative of the Government of South Sudan through its Ministry of Humanitarian Affairs and Disaster Management (MHADM) and parliamentary committees, sought to domesticate the 2009 Kampala Convention as well as the 1998 Guiding Principles on Internal Displacement

to make them applicable in South Sudan. This process of formulating a national IDP law – galvanised and supported by the GP20 initiative – has led to the ratification of the Kampala Convention by the Government of South Sudan. And at the global level, the adoption of the Global Compact on Refugees (GCR) and South Sudan's commitment to implementation of the GCR provide an opportunity to achieve comprehensive solutions for displaced South Sudanese. These developments signalled the commitment of the government to enhance protection for IDPs and to redouble efforts towards ending the current displacement situation. The former Minister for Humanitarian Affairs and Disaster Management, Hussein Mar Nyuot, on forwarding the draft legislation to the Ministry of Justice, noted that the national legislation would also reinforce the ongoing implementation of the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) signed in 2018. The R-ARCSS provides for return and reintegration of refugees and IDPs as an integral element in the process of achieving durable peace in South Sudan.

Reflections on developing the national law

Those drafting the national law took a participatory approach in order to better identify the needs of IDPs and the challenges faced by the government to respond adequately to internal displacement. The GP20 Plan of Action provided the necessary coordination mechanisms for stakeholders and for the participation of IDPs (and assessment of their needs). The South Sudan GP20 partners, led by MHADM and UNHCR, galvanised a number of stakeholders including government line ministries and departments, humanitarian and development

November 2020

www.fmreview.org/recognising-refugees

actors, academia, civil society, IDPs, the African Union, donors and other stakeholders, thereby ensuring a whole-of-society approach. It is important in such a process that those leading consultations with senior policymakers in government have expertise in law-making on internal displacement.

In terms of the actual process, a workshop on law and policy was first convened jointly by UNHCR and MHADM in July 2018, to which IDPs were invited. The workshop marked the starting point for consultations with IDPs and senior government officials, helping to build their understanding of IDP law making and boost their knowledge base to ensure their informed and effective participation. Following this, there was a 'validation' event for government officials to affirm the importance of the process; this was important in order to cultivate political will around the legislation. Furthermore, the participation of line ministries both at technical and ministerial levels enabled an exchange on practical issues on coordination of protection and assistance to IDPs that in turn supported the development of the institutional arrangements as framed in the national law.

IDP participation in the process was then widened out through UNHCR-led countrywide consultations with IDPs and host communities. This was critical to informing the draft law. For example, it became evident during the consultations that women are likely to face challenges in reclaiming property left behind during displacement due to their lack of documentation and due to discriminatory cultural practices; as a result, appropriate protection for women's property rights was included in the draft law. However, effective access to and consultation with IDPs and host communities – vital if their perspectives and priorities are to influence the development and implementation of the law – proved extremely challenging in some areas due to conflict, while limited infrastructure and internet access made it difficult to carry out data collection.

Following this, consultations with stakeholders at a high-level event in September 2018 led to validation of a zero

draft of the national law. Discussions revolved around issues of State responsibility, coordination of protection and assistance, and durable solutions. Discussions on State responsibility led to a recommendation for the government to play a stronger role in providing protection and assistance, linking this with the need to a) enable IDPs to have a free choice of durable solution, namely voluntary return, local integration or resettlement, and b) improve security and strengthen rule of law to enable returns to happen in safety and with dignity. On the question of coordination, it was noted that provision of protection and assistance to IDPs requires a multi-tiered approach. In this regard, the consultations recommended an inter-ministerial coordination mechanism complemented by lower-level operational and technical inter-sectoral forums dedicated to addressing the situation of IDPs. The monitoring role of human rights institutions was particularly noted as being key to establishing checks and balances.

Finally, building further on the participatory process, a seminar was co-hosted by UNHCR, MHADM and the University of Juba to sensitise members of public on the IDP law and seek their insights on issues of protection and assistance for IDPs. The seminar was attended by over 70 participants drawn from line ministries, the Transitional National Legislative Assembly (TNLA), the African Union and regional organisations, UN agencies, national and international NGOs, community/faith-based organisations, academia, national media, and South Sudan's law society. It is envisaged that public awareness campaigns will be undertaken once the law is presented by the Ministry of Justice to the TNLA for enactment as a draft bill.

Addressing the protection and solutions gap

South Sudan had adopted a National Framework on Return, Resettlement and Reintegration in 2017 to provide a framework for humanitarian assistance and reconstruction in South Sudan. The government revised this Framework in October 2019 but although it represents an

important step towards the search for durable solutions, it lacks the comprehensiveness of a legal framework as envisaged by the Guiding Principles and the Kampala Convention. The development of a piece of national legislation on internal displacement was thus timely, in view also of the country's accession to the Kampala Convention which calls on national governments to enact or amend relevant legislation to protect and assist IDPs (Article III, 2). Since the Kampala Convention incorporates the 1998 Guiding Principles on Internal Displacement, domesticating it provides a legal normative basis for application of the Guiding Principles in addressing the situation of IDPs in South Sudan. The national legislation thus presents a unique opportunity to deal coherently with the need for IDP protection, based on both a whole-of-government and a whole-of-society approach.

Innovatively, the draft law adapts international protection benchmarks to suit local conditions; for example, it establishes special protection measures to safeguard housing, land and property rights for women and children. Recognising the challenges of achieving durable solutions in the current context, the law provides for pragmatic approaches such as area-based programming, transitional solutions, and the use of cash assistance to strengthen the resilience of communities. In parallel with the Guiding Principles, the legislation specifically focuses on solutions to internal displacement by providing options for return, integration in the location of displacement, or resettlement to another part of the country.

Another way in which the draft law profoundly focuses on solutions is by incorporating the guidance of the IASC Framework on Durable Solutions, hence making it applicable in the country. The law also establishes a fund to support its implementation (provided through the allocation of 30% of national oil revenues), an approach that is new to the region and one that will ensure that humanitarian responses and strategies for long-term solutions are funded from the country's own resources rather than being dependent on external funding. The national legislation thus aligns

with the spirit of the GCR and has potential to strengthen implementation of the R-ARCSS towards a lasting peace in South Sudan.

Creating and maintaining momentum

Looking back at the process of developing the law, it is worth noting that the GP20 Action Plan was key to galvanising a multi-stakeholder commitment to developing the national law, and remains an important forum to support the enactment of the draft legislation by the TNLA and the implementation of the law once enacted. The strong partnership created by GP20 with the Government of South Sudan is likely to aid its implementation further.

Importantly, having a national legal framework for IDPs also builds awareness of the government's primary responsibility in law, obliging it to a large extent to allocate the requisite resources for the protection and assistance of IDPs, including durable solutions. Harnessing opportunities created at the regional and global level through the implementation of the Kampala Convention and the GCR will also be important in creating the necessary momentum to implement the law. Finally, however, while the development of the draft national law represents an important step, continued commitment and momentum in enacting and implementing the law are vital if IDPs are to be adequately protected and assisted, and if they are to achieve durable solutions.

Chaloka Beyani chalokabeyani@hotmail.com

Associate Professor of International Law, LSE; Member of the Expert Advisory Group to the Secretary General's High Level Panel on Internal Displacement; Former Special Rapporteur of the Secretary General on the Human Rights of IDPs; Government and UNHCR Expert on the development of the national legislation for Protection and Assistance to IDPs in South Sudan

Gatwech Peter Kulang

gatwechkulang@yahoo.com.au

Undersecretary, Ministry of Humanitarian Affairs and Disaster Management of South Sudan

Rose Mwebi mwebi@unhcr.org

UNHCR Senior Policy/Humanitarian Advisor (seconded to IGAD)

November 2020

www.fmreview.org/recognising-refugees

Using collaborative approaches to improve internal displacement data

Devora Levakova, Adrián Calvo Valderrama, Jacques Ajaruvwa Wathum and Damien Jusselme

The magnitude, severity and diversity of internal displacement situations cannot be understood – and much less be adequately responded to – without comprehensive and accurate data. Initiatives such as the GP20 Plan of Action offer examples of good practice for the way forward in this complex area.

Governments and international actors need access to comprehensive, reliable evidence to inform responses, policies and programming, especially when seeking durable solutions to internal displacement. Despite various challenges, such as the use of differing standards and definitions, there are many examples of good practice in the collection, dissemination and use of displacement data.

The GP20 Plan of Action initiative has enabled governments and a broad range of global stakeholders to share valuable expertise and good practice, as well as support with capacity development. This article offers three concrete examples of good practice at the global level, from the Central African Republic and Somalia, both in meeting challenges specific to internal displacement data and in helping governments and other actors to make use of the resulting data. These three examples show the importance of working collaboratively and setting standards at the global and national levels to ensure that internal displacement data are relevant and of good quality in order to inform work on addressing the causes and impacts of displacement and securing durable solutions.

Conceptualising measures and indicators

Internal displacement situations are varied and multi-layered in nature and it remains difficult to translate internationally established frameworks such as the Guiding Principles on Internal Displacement and the IASC Framework on Durable Solutions for IDPs into practice. Measuring the achievement of durable solutions is particularly complex, with many challenges at both technical and practical levels. This has

contributed to the development of different approaches and diverging practices.

One of the strongest initiatives to fill this gap is the Expert Group on Refugee and IDP Statistics (EGRIS).¹ Since 2016, EGRIS has worked collaboratively on developing recommendations (aimed at national statistical systems) for the implementation of harmonised measurements of forced displacement across the entire spectrum of human mobility. The International Recommendations on IDP Statistics (IRIS),² developed by EGRIS' IDP sub-group³ and endorsed by the UN Statistical Commission in March 2020, provide an internationally agreed framework for IDP statistics. These recommendations also include guidance – that builds on the IASC Framework – on how to measure the achievement of durable solutions for statistical purposes.⁴

The recommendations recognise that developing a statistical measure for a complex issue such as durable solutions is extremely challenging. Such a measure needs to balance the inclusion of relevant substantive elements with being globally relevant for a wide range of displacement contexts and realistic in terms of implementation. Therefore, among the major points of discussion in developing the measure was how to identify the more crucial aspects linked to displacement, focusing on the displacement-related vulnerabilities captured by the eight IASC criteria,⁵ while still accounting for the physical location of IDPs (that is, location of displacement, location of return, or other settlement location). The physical location matters when making comparisons with the non-displaced community, in particular to identify the IDPs' needs and vulnerabilities specifically related



Families displaced by drought in Somalia.

to their displacement and those shared by both the displaced and non-displaced.

In light of this and taking into consideration the varying levels of resources and statistical capacities available in IDP contexts, IRIS proposes a composite measure that focuses on assessing whether key displacement-related vulnerabilities have been overcome based on five of the eight IASC criteria. However, measuring overall progress towards durable solutions for IDPs is crucial for informing programming and response, and IRIS therefore also includes recommendations for a progress measure that takes into account all eight IASC criteria.

A global set of indicators has not yet been developed. Moving forwards, this means that there is an opportunity to refine the methodology through further testing and continued collaboration between governments and international organisations.

Collaborative workshop on data collection methods in CAR

The need for good, reliable data on people affected by displacement was unanimously recognised during the 2019 humanitarian planning process in the Central African Republic (CAR). However, there appeared to be differences in the understanding of some of the basic concepts of internal displacement. The complex humanitarian crisis in CAR, where several types of displacement coexist

in the same areas at the same time, underlined the need for a common understanding of definitions and concepts among all stakeholders.

In January 2019, in CAR, a workshop was organised by the GP20 initiative that brought together representatives of affected communities, national and local authorities, humanitarian and development organisations, and civil society organisations to discuss the improvement of the quality of internal displacement data. Participants were able to develop a common understanding of the basic concepts of internal displacement and the need to track

the total number of persons in a situation of displacement at a specific moment in time and the change in that number over a defined period of time in order to better understand the dynamics of displacement and thereby to enable appropriate protection response and assistance.

They also agreed on an action plan to improve the quality of data on internal displacement in CAR. As part of this plan, they developed a Standing Operating Procedure (SOP) which introduced, among other things, criteria for arbitration to help resolve actual/potential conflicts between providers of information during data compilation, and a methodology for disaggregating data by age and sex both for IDPs living in camp settings and for IDPs living with host families. In addition, the SOP presents a data validation and publication scheme, with clearly assigned responsibilities, and underlines the importance of continued collaboration between the relevant stakeholders to ensure comprehensive, reliable data in CAR.

Planning for durable solutions: profiling in Mogadishu, Somalia

The profiling of informal settlements in Mogadishu, conducted in 2015–16, provides an example of the use of collaborative data collection to inform durable solutions in a protracted displacement context. The

November 2020

www.fmreview.org/recognising-refugees

combination of armed conflict and severe and recurrent drought and floods has driven displacement in Somalia for decades. Settling in the informal urban settlements around the capital city of Mogadishu, IDPs seem to face different challenges from those faced by the non-displaced populations in the same settlements. However, given the limited evidence available on the experience of displaced populations, in 2014–2015 federal and city-level government partners and humanitarian actors carried out a profiling exercise to gain a thorough understanding of the displacement situation in the city and to inform planning for durable solutions policies and programmes.⁶ The purpose of the profiling was to provide disaggregated estimates of the number of IDPs living in the informal settlements, analyse their displacement history, and examine the families' skills, capacities, specific needs and coping mechanisms that affect their decision-making about their own future.

The results of the profiling fed directly into local- and national-level development plans and durable solutions strategies. They informed the establishment of the Somali IDP Durable Solutions Initiative and the inclusion, for the first time, of internal displacement in the country's National Development Plan (2017). The profiling furthermore informed the creation of a taskforce led by the Mayor of Mogadishu and provided the baseline data for the city's five-year Durable Solutions Strategy (2020).⁷ The profiling process also prompted dialogue with development stakeholders, who came to recognise displacement as an impoverishment factor and to understand the importance of the role of municipalities in implementing durable solutions; it thus opened the door for fundraising across the humanitarian and development sector.

Conclusion

The examples presented in this article are only a few of many initiatives to bridge the gaps surrounding internal displacement data in order to ensure common understanding, prevention and resolution of this phenomenon. These initiatives and others should now be expanded and/or

capitalised on for maximum effect. The high level of complexity of internal displacement often deters dialogue and action. However, these examples demonstrate that, although not all issues can be addressed at once, tackling the most pertinent challenges collaboratively can create a solid base for the identification of tangible, effective, lasting solutions to internal displacement.

Building on this momentum, governments and international actors should now strive for enhanced collaboration on the refinement and implementation of standardised methodologies and approaches. They should furthermore engage affected communities throughout the data collection and analysis processes, and dedicate the necessary resources to develop capacity to produce comprehensive, good quality IDP data that are both suitable for use by various stakeholders and relevant for decision-making.

Devora Levakova levakova@jips.org
Profiling Advisor, JIPS www.jips.org

Adrián Calvo Valderrama adrian.calvo@idmc.ch
Senior Monitoring Coordinator, IDMC
www.internal-displacement.org

Jacques Ajaruvwa Wathum ajaruvwa@unhcr.org
Senior Protection Cluster Coordinator, UNHCR
CAR www.unhcr.org

Damien Jusselme djusselme@iom.int
Regional Displacement Tracking Matrix
Coordinator, West and Central Africa, IOM
<https://displacement.iom.int/>

1. bit.ly/EGRIS

2. bit.ly/IDPstatistics-IRIS

3. As part of EGRIS, the IDP subgroup was led by JIPS, with support from UNSD, Statistics Norway and IDMC, and consisted of representatives from National Statistical Offices of 15 Member States and experts from regional and international organisations.

4. IASC (2010) *Framework : Durable Solutions for Internally Displaced Persons* bit.ly/IASC-Durable-Solutions

5. See endnote 4, p27.

6. With technical support from JIPS, the exercise was led by the Somalia Disaster Management Agency of the Ministry of Interior and Federal Affairs, the Banaadir Regional Administration, and the Protection Cluster's profiling working group, which included UNHCR, DRC, IOM, OCHA, NRC, IRC, SSWC, ORDO, HINNA, ELMAN, Mercy Corps, DBG, Save the Children, REACH and the Shelter Cluster.

7. The Durable Solutions Strategy is developed for the Banaadir Regional Authority / Municipality of Mogadishu.

Uganda: mitigation of displacement in landslide-prone areas

Uganda conducted a hazard risk profile of the entire country, compiling a database (under the aegis of the Office of the Prime Minister) which includes biometric registration details of persons in landslide-prone areas. These data are being used to implement a ten-year programme to relocate households on a voluntary basis from high-risk areas in the Mount Elgon area to safer areas in Bulambuli District. As part of this programme, the government buys and develops land for settlement and encourages residents at high risk of displacement to relocate. The project is based on a whole-of-government approach, involving all relevant ministries, and all contracts for construction and service provision stay within the government. The government provides housing, infrastructure, services and income-generating activities, and initially ploughs the land for the community. Around 240 households had been resettled by October 2019.¹

1. bit.ly/GPC-IGAD-Oct2019

Colombia: disaggregating data to show progress towards durable solutions

Colombia's Victims' Registry is a State registry that includes details of over nine million people whose rights have been violated as a consequence of armed conflict and violence since 1985, including over eight million people displaced internally. The Registry is a technical and administrative tool designed to help victims to access assistance and reparations. Capturing and differentiating the needs of IDPs and victims of other crimes, the Registry is additionally used to create public policies and support durable solutions for IDPs. Nearly 6,000 land restitution judgements have been issued and, according to the Victims' Unit, 1,156,401 monetary compensations have been paid to victims, half of whom are IDPs. The Registry also allows for assistance and reparations to communities that suffered collective damage or violations due to violence or conflict.



UNHCR/Ruben Salgado Escudero

Alba Pinto lost her husband and three children to the armed conflict in Colombia. She now lives in Nueva Esperanza, the first informal settlement to be legalised in the Putumayo region.

November 2020

www.fmreview.org/recognising-refugees

UNHCR/Ibrahim Al-Ja'adi

A site for internally displaced families in the Abs district of Hajjah governorate, Yemen.

Yemen: allocation of land by local authorities for IDPs in informal settlements

After informally hosting 109 internally displaced families on her land in Aden governorate for around one year, a private owner informed the IDPs of her wish to regain use of her land. The Executive Unit for IDPs (the government agency responsible for IDP protection and assistance) negotiated with the owner to allow the IDPs to remain until an alternative could be provided. Within six months, the IDPs were relocated to a newly serviced urban site with improved security of tenure in another district of Aden governorate. This case highlighted the challenges for IDPs living in informal settlements; the need for identification of land and housing solutions for IDPs at risk of eviction; the critical role of local authorities in finding solutions together with international actors; and the importance of relocation planning and including the local host community in the plan. International technical guidance and financial support were essential in informing and facilitating the steps that were taken to transform the allocated land into a serviced and viable settlement.

El Salvador: a new law on protection of IDPs

In 2020, El Salvador adopted a new law on internal displacement in line with the Guiding Principles on Internal Displacement with support from UNHCR and civil society organisations.¹ The main catalyst for this process was a Constitutional Court ruling in 2018 which ordered Parliament to issue special regulations within six months pertaining to the protection of IDPs.² The deadline and follow-up mechanisms established by the Constitutional Court put pressure on the Parliament and the Executive. Other essential factors that contributed to the adoption of the law included: an exchange of good practices with Colombia and Honduras; mobilising of political will through a large forum; lobbying and media events by public institutions, civil society and others; formation of a bill-drafting technical team that included international experts; and participation of IDPs and civil society in meetings with the Executive and through written testimonies sent to the Committee on Legislation and Constitutional Matters.

1. El Salvador: Ley especial para la atención y protección integral de personas en condición de desplazamiento forzado interno, 23 January 2020 www.refworld.org/es/docid/5e691b974.html

2. El Salvador: Sentencia sobre desplazamiento forzado (Amparo 411-2017), 13 July 2018 www.refworld.org/es/docid/5b4f72e54.html

Prioritising the participation of IDPs in driving solutions

GP20 Colombia

Participatory spaces – like those organised as part of the GP20 initiative in Colombia – must be maintained and expanded so that IDPs can work directly with local and national decision-makers in order to identify and take up opportunities to achieve durable solutions.

As Colombia continues to implement its peace process, violence and conflict persist along the Pacific Coast and in border regions with Ecuador and Venezuela. As a result, about 100,000 new displacements have occurred each year since the signing of the Peace Agreement in 2016. According to Colombia's Victims' Unit, established in 2011 with the authority to register victims of the armed conflict, more than eight million people have been displaced internally since 1985.

Colombia has a highly sophisticated legal and institutional framework to assist and protect people displaced by conflict, including Law 387 of 1997 for displaced persons, Law 1448 of 2011 for victims of armed conflict and the land restitution process, and Ruling T 025 of 2004 of the Constitutional Court, which – still in force today – urges the appropriate institutions to guarantee the rights of IDPs. Currently, an important component of Colombia's National Development Plan¹ is the legalisation of informal settlements, a process that benefits not only vulnerable communities in urban areas but also IDPs, refugees and migrants living in those settlements. Despite these important advances, however, much more can be done to enable the majority of Colombia's IDPs to secure a durable solution.

To mark the 20th anniversary in 2018 of the UN Guiding Principles on Internal Displacement, a GP20 Plan of Action was launched in order to mobilise and support global efforts to reduce and assist internal displacement. A group of international agencies and organisations in Colombia developed their own country-level GP20 action plan.² Throughout 2018 and 2019, high-level events were organised within the framework of this action plan to refocus attention on internal displacement

in the country. A direct dialogue with IDPs and leaders in conflict-affected areas was used to give more visibility to their day-to-day struggles, and to reinvalidate the drive for solutions.

Dialogue and advocacy

GP20 partners in Colombia have made it their priority to offer IDPs a platform to raise concerns and propose ways forward to the national government. A series of events was organised in 2018 and 2019, including:

- two meetings for dialogue between GP20 members in Colombia and human rights leaders, IDPs and government human rights officials in Bogotá.
- a national public forum on displacement in collaboration with the national newspaper *El Espectador* and with participation from representatives of those most affected by armed conflict, national authorities, NGOs, UN agencies and civil society.
- a local forum in the department of Nariño, which, in the midst of the electoral process for governors and mayors, successfully brought together five candidates to debate with leaders, civil society and local institutions; the event aimed to facilitate direct discussion between the candidates and IDPs' leaders, and advocate for inclusion of IDP-relevant public policy in their plans once in office.

Through these events, and by having a strong voice, IDPs were able to raise awareness of their persistent protection risks and to discuss what steps should be taken to address these risks. IDPs were outspoken in these events, offering their own ideas on how to advance solutions to internal displacement. In particular, their messages presented a firm

November 2020

www.fmreview.org/recognising-refugees

and determined call: “Do not leave us on our own.” IDPs were able to contribute concretely to local development plans, while advocating for the incorporation of the agreed public policy on IDPs within these plans. In the case of Nariño, IDPs were effective in putting their issues on the agenda for the elections.

The conclusions of the series of GP20 events highlight the need to:

- promote and strengthen inter-agency coordination for a comprehensive response to displacement and, particularly, support the drive towards solutions
- reinforce the presence of government institutions in areas difficult to access and with recurrent emergencies
- prioritise and strengthen the delivery of goods and services in territories hosting IDPs and Venezuelan refugees and migrants since these populations are exposed to the same risks and consequences of conflict and violence.

Partners engaged in GP20 in Colombia share the same objective to enhance visibility for and participation of communities and individuals affected by conflict. This in turn will help provide more effective support to the government in its efforts to guarantee adequate and successful responses to internal displacement – from prevention through to protection and solutions.

Participatory spaces, such as those organised under the auspices of GP20 in Colombia, need to continue and be expanded. In line with the Guiding Principles on Internal Displacement and in support of Colombia’s normative and institutional framework on internal displacement, IDPs must be facilitated to work directly with local and national decision-makers in defining and taking up opportunities to achieve solutions.

GP20 Colombia echeverr@unhcr.org

1. *Plan Nacional de Desarrollo 2018–2022 Pacto por Colombia, pacto por la equidad* bit.ly/Colombia-PND

2. GP20 Colombia is composed of the Resident Coordinator’s Office, UNHCR, IOM, UNDP, NRC, JRS COL, OCHA and RET International.

Reflections on State experiences in the IGAD region

Charles Obila and Ariadna Pop

State-to-State exchanges in 2019 focused attention on what more is needed if governments in the IGAD region are to respond more effectively to high levels of internal displacement.

Internal displacement is a major concern in the IGAD region. The population of internally displaced persons (IDPs) across this eight-country trading bloc¹ has risen significantly since 2014, mainly due to conflicts in South Sudan and Ethiopia. At the end of 2019, an estimated nearly eight million people were internally displaced in the region as a result of conflict and violence. In addition, an estimated 1,753,000 people were displaced by disasters, mostly in Somalia, Kenya and Ethiopia.²

Disasters caused by drought, floods and landslides are currently the main drivers of displacement in Djibouti, Kenya and Uganda. While disasters also displace people in Ethiopia, Somalia, South Sudan and Sudan, conflicts are the main drivers in

those countries and the resulting internal displacement is largely protracted.

The African Union had declared 2019 to be the Year of Refugees, Returnees and Internally Displaced Persons. It was also the 50th anniversary of the OAU Convention Governing the Specific Aspects of Refugee Problems in Africa (OAU Convention on Refugees) and the 10th anniversary of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention).

It was fitting, therefore, that in October 2019 IGAD – in collaboration with the GP20 initiative and with the support of the Global Protection Cluster, the Government of Switzerland and the African Union Commission (AUC) – convened an exchange

of experiences in supporting resilience and durable solutions to internal displacement. The exchange was held under the framework of IGAD's Regional Consultative Process on Migration – an open platform to discuss and advance migration issues – and brought together over 100 government officials, representatives of national human rights institutions, experts, humanitarian practitioners, development actors and donors. This article reflects on some of the outcomes and lessons emerging from these discussions.

Importance of normative frameworks

IGAD convenes joint annual seminars on the Kampala Convention in collaboration with the International Committee of the Red Cross, AUC and UN agencies. These serve as platforms to advocate for the ratification and implementation of the convention by IGAD Member States and for discussion of the tools and support systems available to help them achieve this goal. At the 2019 annual regional exchange, discussions were extended beyond the Kampala Convention to include early warning systems, peacebuilding, data collection, funding and approaches to durable solutions at both national and sub-national levels. The annual seminars and exchanges, in which Member States are encouraged to showcase their progress in addressing IDPs' protection and assistance needs, create an element of competition that works to exert a positive influence on Member States.

One of the most encouraging outcomes of the 2019 regional exchange was the general acceptance of the importance of adopting and implementing laws, policies and decrees addressing internal displacement. Normative frameworks help clarify government responsibilities, define responders' roles and increase the predictability of humanitarian and development action by institutionalising collaborative arrangements. They also define IDPs' rights and the measures to be taken to ensure they are fully protected. Accordingly, there was a dedicated session on law and policy at the exchange that facilitated the sharing of experiences on development and implementation of laws and policies on internal displacement.

IGAD Member States have adopted various approaches and are in different phases of developing frameworks to address the needs of IDPs in their countries. At the regional level, the Kampala Convention is the only legally binding regional instrument on internal displacement, and all IGAD Member States expressed their political commitment to advancing its aims. As of October 2019, Djibouti, South Sudan, Somalia and Uganda had ratified the Kampala Convention. Ethiopia, which had signed the Convention, has since ratified it. Kenya and Sudan are yet to sign.

Kenya, South Sudan, Sudan and Uganda are also party to the Pact on Security, Stability and Development in the Great Lakes Region; this includes a Protocol on the Protection and Assistance to Internally Displaced Persons as well as a Protocol on the Property Rights of Returning Persons. In addition, most IGAD Member States have national laws, policies or frameworks on internal displacement.

Besides the need to have appropriate policies and laws addressing internal displacement in place, however, members of the workshop agreed that ensuring their implementation is key. Challenges to implementation that were highlighted by IGAD Member States include security concerns, limited institutional capacity, lack of resources and land for allocation, donor fatigue, inadequate data on IDP and returnee profiles, limited commitment of government stakeholders, and limited access to technology which may assist in the prevention of displacement (for example for hazard risk assessment).

Efforts that have been made to address these implementation challenges include the 2017 Harare Plan of Action – the first action plan for the implementation of the Kampala Convention. In addition to establishing frameworks, its objectives are to promote and strengthen regional and national measures to prevent and eliminate the root causes of internal displacement and provide for durable solutions; to promote the obligations and responsibilities of States Parties; and to identify specific obligations, roles and responsibilities of armed groups,

November 2020

www.fmreview.org/recognising-refugees

non-State actors and other relevant actors including civil society organisations. Key progress on implementing the Harare Plan of Action includes the adoption of the 2018 AU Model Law on Internal Displacement³ and the establishment of a Conference of States Parties to monitor and foster compliance among AU Member States.

At country level, Somalia and Ethiopia have established Durable Solutions Initiatives (DSIs) which aim to facilitate collective action and cooperation between the government authorities at national, regional and local levels and the international community (UN, international and national NGOs and donors). DSIs support political ownership and leadership at the highest level, ensure community engagement and connect the necessary humanitarian, development and peace actors to support durable solutions for IDPs at policy, legislative, institutional, planning and operational levels. The DSIs in Somalia and Ethiopia have facilitated the ratification of the Kampala Convention and the drafting of national and sub-national IDP policies. They have also promoted shared understanding and use of common methodological tools among different stakeholders.

Centrality of government and multi-stakeholder coordination

There was a general consensus that government leadership – essential in identifying, coordinating and implementing durable solutions to internal displacement – requires the designation of a government focal point. Designating a government focal point is important for clarifying institutional responsibilities and for increasing government accountability.⁴ Government leadership is essential if coordination is to be effective both vertically (between national, sub-national and local levels) and horizontally (across relevant ministries and other institutions). All IGAD Member States undertake such coordination, though in different ways.

An example of particularly effective multi-stakeholder coordination can be found in Sudan, where national and local

government, national and local civil society, the private sector and the international community (including the UN, development banks, donors and international NGOs) engage in joint planning, programming and implementation through what are known as State Liaison Functions.

Joint activities encourage all parties to invest energy in conflict prevention and peacebuilding, including continued humanitarian assistance as well as multi-year investments in resilience. However, as the discussions revealed, the short-term nature of funding and the challenging fundraising context threaten the sustainability of the impact.

Sustainability of funding

The extent to which a government gives priority to funding for IDPs is an indication both of its level of awareness and of its commitment to IDPs. Stakeholders at the regional exchange stressed that governments need to allocate sufficient funding to support programmes to safeguard civilians against displacement, to assist and protect IDPs during displacement, and to create conditions that enable durable solutions.

The meeting established two key recommendations: first, ensure that adequate resources are made available through national and sub-national budgets and national development plans; and second, advocate for and mobilise additional flexible and multi-year funding for programmes across the continuum of internal displacement from prevention to durable solutions.

Availability of reliable data

Gathering good-quality data on IDPs and displacement-affected communities for durable solutions planning remains a challenge in the IGAD region. The data that are available are inadequate for several reasons.

First, the data currently collected on displacement are mainly tailored to informing humanitarian responses – and data systems are shaped accordingly. It was generally agreed that displacement data systems need to better address the

humanitarian–development–peace/statebuilding nexus to help prevent and address protracted displacement and support sustainable (re)integration. Participants stressed that it was critical to transition to data systems that provide for longitudinal and longer-term information needs in order to better understand IDPs' profiles and issues by using a multi-stakeholder data system rather than the current humanitarian driven, organisation-based systems. This may for instance require the integration of displacement data into the national statistical system.

Second, at the operational level, organisations conduct assessments for their own rather than joint purposes, using different methodologies and producing data of varying quality.

Third, there is also a lack of joint tools and harmonised processes to assess the contribution of durable solutions programmes and other broader collective outcomes.

Fourth, insofar as IDP data are largely collected by NGOs and UN agencies, it was pointed out that, since comparatively few existing data are produced by governments, the credibility of IDP statistics is sometimes called into question and the existing statistics rarely used or quoted.

Finally, data are rarely collected in remote areas. The result is a fragmented and incomplete understanding of internal displacement, including of the protection and assistance needs of IDPs.

Efforts are being undertaken in the region to improve data availability and usefulness. Ethiopia and Sudan, for example, are coordinating with IOM's Displacement Tracking Matrix to share and jointly compile displacement data including multi-sectoral seasonal assessments. Meanwhile, Somalia is developing registration data for IDPs in partnership with stakeholders, and has included displacement indicators in its National Development Plan III in line with the UN Sustainable Development Goals.

Conclusion

While the IGAD exchange in October 2019 provided a platform to share experiences

and expertise in supporting resilience and durable solutions to internal displacement, more effort is required to follow up with each Member State on areas of implementation. In particular, efforts need to focus on the importance of adopting and implementing laws, policies and decrees addressing internal displacement; on establishing government leadership and effective multi-stakeholder coordination; on ensuring the availability of adequate and flexible funding resources; and on improving data availability and usefulness. In addition, stakeholders agreed to embrace a long-term approach in addressing and resolving internal displacement by integrating it into national development plans and policies. Their goals in doing so include helping IDPs regain their productivity, establishing peace dialogues to facilitate social cohesion, curbing conflict by the introduction of improved early warning mechanisms, anticipating and mitigating the impact of natural hazards, developing IDP integration mechanisms, ensuring a focus on tenure security, and supporting communities hosting IDPs.

Charles Obila *Charles.Obila@igad.int*

Migration Officer, IGAD

<https://igad.int/divisions/health-and-social-development>

Ariadna Pop *ariadna.pop@eda.admin.ch*

Diplomatic Officer, Swiss Federal Department of Foreign Affairs bit.ly/SFDFA-HSD

1. The eight members of IGAD (Intergovernmental Authority on Development) are Djibouti, Ethiopia, Eritrea, Kenya, Somalia, South Sudan, Sudan and Uganda.

2. IDMC (2020) Global Report on Internal Displacement 2020 www.internal-displacement.org/global-report/grid2020

3. AU Model Law on Internal Displacement www.refworld.org/docid/5afc3a494.html

4. Brookings Institute (2016) 'Assessing National Approaches to Internal Displacement: Findings from 15 Countries' bit.ly/2011-Ch1

Whose voices are heard through FMR?

We strive to include a wide variety of voices in FMR to help ensure that policymaking and programming – and global agendas – reflect the experiences and insights of displaced people.

Could you write for FMR? Co-author with local actors? See our guidance for authors at www.fmreview.org/writing-fmr

If you write, they will read.



Preventing and preparing for disaster displacement

Barbara Essig, Sebastien Moretti and Platform on Disaster Displacement Secretariat

Examples of good practice relating to preventing, mitigating and preparing for disaster displacement, discussed as part of the GP20 initiative, have revealed valuable lessons on early action, data, laws and policies, and community engagement.

In 2019, there were three times more internal displacements caused by disasters than by conflict and violence. According to estimates by the Internal Displacement Monitoring Centre (IDMC), there were 24.9 million new displacements due to disasters, most of which were the result of weather-related events such as cyclones, storms and monsoon rains. By comparison, 8.5 million new displacements were caused by conflict and violence.¹

Disasters, or the threat of a disaster, can trigger displacement in many ways: pre-emptive evacuations or planned relocations from high-risk hazard areas; escape from life-threatening sudden-onset disasters; or a gradual shift of populations away from areas of slow-onset disasters (such as drought or coastal erosion) due to the loss of livelihoods, decreasing access to food and increasing poverty. And climate change is exacerbating the risk of disaster displacement. In 2018, an estimated 108 million people needed the international humanitarian system to provide life-saving assistance because of floods, storms, droughts and wildfires – a number that, it is estimated, could double by 2050.²

The humanitarian consequences of displacement are devastating. The people who suffer the most are – and will continue to be – the world's poorest: those who do not have the resilience to protect themselves from disasters and who, more often than not, live in disaster-prone areas.³ Examples of how to prevent or mitigate disaster displacement were discussed at several events convened by the GP20 initiative from 2018 to 2020.⁴ The examples put forward showed that the conditions giving rise to disaster displacement can be prevented or mitigated with reliable data collection, early humanitarian action, integrated policy approaches and engagement of communities at risk of displacement. These examples introduce some key themes and

approaches on how to prevent and reduce disaster displacement, and merit sharing.

Prevention and preparation

While there has been a strong focus on achieving durable solutions to internal displacement, it would clearly be even better to prevent and address the conditions that lead to disaster displacement. This is one of the reasons why 'anticipatory' humanitarian action, such as forecast-based financing (FbF), has gained increasing attention in recent years. FbF works by automatically releasing pre-approved funds for pre-agreed humanitarian actions once a specific threshold is reached. Based on scientific forecasts and risk analysis, it allows for better disaster preparedness, reducing the impact of hazards and contributing to preventing or reducing displacement.

A good example of FbF is the response taken by the International Federation of Red Cross and Red Crescent Societies (IFRC)⁵ to *dzud*, a Mongolian climatic phenomenon of severe drought followed by extreme cold which has become more frequent in Mongolia recently. Half of the country is at risk, especially herding communities and their livestock. To support the herders before they lose their livestock and thus might feel compelled to move to cities and/or informal settlements, a *dzud* risk map was developed, which includes 14 indicators based on weather forecast data. Once these indicators reach the trigger point, funding is automatically allocated. In 2020, some 4,050 people from 1,000 vulnerable herder households received unconditional cash assistance and animal care kits. This reduced the number of animal deaths, thereby preserving the herders' sole source of income and food.

While it is not always possible to prevent displacement as natural hazards remain

largely unpredictable, the *dzud* case shows that it is possible in certain circumstances.

The importance of data

Preventing disaster displacement is no easy endeavour as it presupposes understanding and identification of its underlying, complex and interrelated causes. As evidenced by the development of the *dzud* risk map in the previous example, effective prevention and preparedness require timely, accurate data on the phenomenon as well as on communities at risk of displacement – and require those data then to be used to mitigate human suffering.

The main challenges range from a lack of a) inter-operability of data, b) coordination among collecting entities and c) consensus on key metrics and definitions to establishing when displacement starts and ends, who is displaced and for how long. Slow-onset events are particularly difficult to monitor since they occur over a longer period of time and are triggered by a wide range of inter-connected drivers; as a result, it is often difficult to distinguish displacement from migration. More effort is also needed to capture small-scale events, which are often less visible. Reliable data are needed to generate an appropriate response for the displaced and to learn from these events on how to reduce displacement.

In the Philippines, the Disaster Response Operations Monitoring and Information Center (DROMIC) acts as a repository for disaster data. DROMIC gathers disaggregated data (for example, age, gender and disability) and information from different sources (including meteorological and volcanic institutes and local networks of social workers) on displaced and other affected populations, evacuation sites, damaged houses and humanitarian relief aid, arranged by geographical location and type of disaster. It then uses predictive analytics for potential disaster events to prepare humanitarian responses using mathematical theories and spatial technologies, including drones. Baseline data and information are also used for planning durable solutions, helping communities to become more resilient and to recover from disasters.

An integrated policy approach

Another important aspect is the development of appropriate normative and policy frameworks. Disaster displacement is a cross-cutting issue, and therefore requires a coordinated policy approach integrating disaster risk reduction, climate change adaptation and human mobility, in addition to human rights, development and humanitarian action. This means incorporating human mobility challenges – including planned relocations – into disaster risk management laws and policies, National Adaptation Plans and other relevant development processes at local, sub-national and national levels.

A good example of an integrated policy approach at the national level is Vanuatu's 2018 National Policy on Climate Change and Disaster-Induced Displacement.⁶ The policy identifies twelve strategic areas and gives time-bound institutional and operational actions for each. System- and sector-level interventions cover a range of areas including governance, data, protection and capacity building, and meticulously integrate consultation and participation mechanisms for local communities. This is a more holistic type of approach, bringing together policy areas such as land and housing, health, education, livelihoods, indigenous knowledge, security and access to justice; consideration is also given to the effective practical application of the policy, through provision of guidance on implementation, financing and monitoring. The Platform on Disaster Displacement works closely with governments to establish similar policies at regional and national levels.

Engaging affected communities

There is an intrinsic link between preventing or mitigating displacement risks and the resilience of affected communities. It is important to understand how communities can themselves better anticipate, prepare for and reduce the impact of disasters; it is also vital to ensure that affected communities are included in discussions that affect them and are empowered to respond.

The Sister Village programme in the Indonesian Mount Merapi region is a good example of how a community-initiated

November 2020

www.fmreview.org/recognising-refugees

project can help the community prepare for disaster displacement.⁷ The programme pairs villages located in areas with high risk of volcanic eruptions with other, culturally related villages in safer areas. It was initiated by communities at risk of displacement, with the government facilitating the twinning process. An essential component is the Village Information System, a database of individuals (and their assets)

to be evacuated to enable faster assistance during a crisis. Evacuees can then access land, shelter, schooling and health care and receive identification cards. In addition, a government fund is available for community-based development and disaster risk reduction measures.

These are inspiring examples of how governments, local communities and civil society can each do their part and work together to address disaster displacement. However, a lot more needs to be done. The Sendai Framework for Disaster Risk Reduction 2015–2030, the Global Compact for Migration, the UNFCCC Task Force on Displacement and the UN Secretary-General's High-Level Panel on Internal Displacement are evidence of increasing international attention to displacement in the context of sudden- and slow-onset disasters. At the regional level, it is important to ensure that these frameworks and commitments are implemented alongside existing regional frameworks such as the Kampala Convention. However, the focus still often remains on displacement due to conflict and violence. Recognising the multiplicity and interrelated nature of



Joel Lacaba working on the construction site for his future permanent home in Tacloban, part of a recovery programme after Typhoon Haiyan, the Philippines.

drivers of displacement, the aim should not be to prioritise one over the other but to strive for prevention, mitigation and durable solutions for all internally displaced people.

Barbara Essig barbara.essig@idmc.ch
Policy Expert, Internal Displacement Monitoring Centre www.internal-displacement.org

Sebastien Moretti sebastien.moretti@ifrc.org
Migration and Displacement Lead, International Federation of Red Cross and Red Crescent Societies www.ifrc.org

Secretariat of the Platform on Disaster Displacement info@disasterdisplacement.org
<https://disasterdisplacement.org/>

1. IDMC (2020) *Global Report on Internal Displacement. A Summary* bit.ly/IDMC-GRIDsummary-2020
2. IFRC (2019) *The Cost of Doing Nothing* bit.ly/IFRC-cost-of-doing-nothing-2019
3. See also FMR 64 feature (2020) on Climate crisis and local communities www.fmreview.org/issue64
4. For instance, see bit.ly/GP20-steering-group-09032020 and bit.ly/GP20-words-into-action
5. IFRC (2018) *Forecast-based Financing for vulnerable herders in Mongolia* bit.ly/IFRC-FbF-Mongolia-2018
6. Government of Vanuatu, National Policy on Climate Change and Disaster-Induced Displacement, 2018 <https://perma.cc/3R75-K3JN>
7. bit.ly/Sister-Village-Indonesia

The application of the IASC Framework in Somalia and Sudan

Durable Solutions Working Group Somalia (DSWG), DSWG Sudan, Margharita Lundkvist-Houndoumadi and Jasmine Ketabchi

Analysing how the IASC Framework has been used over the decade since its launch in 2010 provides some useful reflections for those working to achieve durable solutions to internal displacement.

This contribution explores the Inter-Agency Standing Committee Framework on Durable Solutions for Internally Displaced Persons¹ (hereafter IASC Framework) as a compass for progressing towards durable solutions in contexts where displacement is linked to discrimination, power imbalances and unequal opportunities in accessing rights. The Framework articulates key principles, defines criteria for measuring durable solutions, and prioritises engagement with displacement-affected communities and multi-stakeholder partnerships between governments and humanitarian, peace, human rights and development actors.

Since its launch in 2010, the IASC Framework has become an authoritative reference on durable solutions. At the national level, numerous laws and policies reflect its components, as in Niger, Afghanistan, Kenya, Sri Lanka, Somalia and South Sudan. At the global level, the Framework's criteria were operationalised into the Interagency Durable Solutions Indicator Library² in 2018, and in 2020 the UN Statistical Commission endorsed the International Recommendations on IDP Statistics³ (IRIS) which include approaches to measuring durable solutions based on the IASC Framework. At the regional level, several contextualised approaches have been developed, such as the ReDSS⁴ Framework in East and Horn of Africa.

To mark the 10th anniversary since the launch of the Framework, this article reviews learning from the application of the IASC Framework provisions in Somalia and Sudan where there has been a focus on durable solutions for numerous years. The following sections discuss the operationalisation of the Framework's criteria and principles

in both countries. Concluding reflections on the application of the IASC Framework highlight a) the need for partnerships to ensure both bottom-up and top-down approaches; b) the overarching importance of the voluntary and non-discriminatory nature of solutions; and, finally, c) the need for continued capacity-sharing and engagement on principles and definitions to enhance coherence of response and collective action.

Case-study: Somalia

Resolving displacement through partnerships with humanitarian, development and peace actors has been a priority for the Federal Government of Somalia and the international community since 2016.⁵ Initially, the IASC Framework guided the roll-out of the Mogadishu and Hargeisa profiling exercises, which created an evidence base for prioritising durable solutions in the eighth National Development Plan. Subsequently, a selection of durable solutions indicators, taken directly from the Interagency Durable Solutions Indicator Library and the ReDSS Framework, was used by ReDSS and NGO consortia to implement three durable solutions projects. These aimed to generate evidence to inform area-based planning and reintegration of IDPs and returnees in Mogadishu, Kismayo and Baidoa.

The operationalisation of the IASC Framework in these locations has shed light on the importance of focusing on social cohesion and non-discrimination as crucial elements in the success of durable solutions interventions. However, a top-down approach to measuring progress on durable solutions is a necessary complement to the on-the-ground, bottom-up analysis –

November 2020

www.fmreview.org/recognising-refugees

particularly in order to avoid a projectised approach to durable solutions. The use of IASC Framework definitions, principles and criteria-based indicators helped inform government strategic documents, and the inclusion of IASC Framework provisions in national policies in Somalia was a significant development emerging from this approach.

Somalia's forthcoming National Durable Solutions Strategy is expected to expand the operationalisation of IASC Framework provisions across the country, thereby strengthening linkages with rule of law, stabilisation, justice, security and economic development. This more systematic consideration of the IASC Framework is a result of four years of engagement, a progressive shift towards government-led processes at both the local and national level, and the expansion of capacity building to international partners, government and civil society.

Case-study: Sudan

Finding durable solutions to Sudan's internal displacement is one of the ten priorities of the transitional government. Between 2017 and 2019 the government and the international community embarked on a joint endeavour to support durable solutions in El Fasher (in North Darfur) and Um Dukhun (Central Darfur) in order to shift from the provision of humanitarian assistance to more long-term, sustainable programming for internally displaced and host communities. This resulted in two pilot projects, which adopted an area-based approach to durable solutions and a five-step process that prioritises comprehensive evidence-gathering, as well as consultations and joint planning with displacement-affected communities, as the basis for durable solutions programming. The IASC Framework informed the analysis, methodology and joint programming design.

At the local level, in the rural pilot in Um Dukhun area-based action plans were developed to address obstacles to durable solutions. These plans were based on consultations with displacement-affected communities and with buy-in from relevant stakeholders, including the local authorities.

The urban pilot in El Fasher⁶ was a collaborative multi-sectoral profiling exercise undertaken jointly by the government, the World Bank, the UN, donors and INGOs (represented through the Durable Solutions Working Group) and IDPs residing in Abu Shouk and El Salam camps. For the first time, humanitarian and development actors worked with the local authorities to generate high-quality data, combining a socio-economic analysis of the situation of IDPs and their neighbours with an analysis of the wider city-planning requirements.

In these cases, as in Somalia, it was evident that local, bottom-up analysis and planning need to be complemented by a top-down, national-level strategy to ensure that all stakeholders agree on concepts, principles and criteria for durable solutions. Based on the lessons learned from the pilots in Darfur, a scaling-up of the efforts to support durable solutions planning is now underway in seven states in Sudan. This approach will subsequently ensure that in-country actors and the authorities will have results that can be compared and jointly analysed in order to design policy to support durable solutions.

Challenges and lessons

Ten years after its publication, the IASC Framework is widely known among, and provides a solid foundation for, organisations working on durable solutions. However, there are several challenges to be addressed and lessons to be taken on board when operationalising the IASC Framework.

An external evaluation⁷ of the profiling analysis undertaken in El Fasher highlighted that there was a lack of common understanding among stakeholders of the internationally accepted definition of durable solutions. In Somalia, by contrast, work had been carried out on contextualising the IASC definitions and principles and agreeing them with the government, which effectively underpinned the solutions-focused work described above. Work at settlement level has also underscored the importance of incorporating local understandings of these principles. Having a common understanding of definitions and principles

when embarking on durable solutions processes is key in order to mitigate differing expectations and inform coordination.

Often, actors focus on the geographic solutions outlined in the IASC Framework (return, stay, settle elsewhere), rather than on the principles of non-discrimination and the voluntary nature of reaching durable solutions described in the Framework, thus often overlooking the fact that reaching durable solutions is typically a long and complicated process over and beyond the physical settlement. As per the IASC Framework, “a durable solution is achieved when IDPs no longer have specific assistance and protection needs that are linked to their displacement and such persons can enjoy their human rights without discrimination resulting from their displacement.”

It is of central importance to focus on the non-discriminatory and voluntary nature of solutions, and to measure local integration – whether in the place where people have found themselves after being displaced or where they have returned to – as a process towards overcoming displacement-linked vulnerabilities.

In both Somalia and Sudan, a combined bottom-up, top-down approach has proven important. Ideally, durable solutions need to be addressed conceptually and operationally, at both national and local level, as well as in official statistics and in operational data, in order to ensure inter-operability and greater effectiveness. These processes hinge on complex government dynamics whereby alignment of national- and local-level action may not happen simultaneously and may require sequencing. Key to these

efforts is the alignment of definitions and indicators, and in this area IRIS is making a very significant contribution.

Measuring progress towards solutions in both Sudan and Somalia was based on the comparison of the situation of the displaced population with that of the non-displaced population (rather than against minimum standards). This approach has proved an effective foundation when measuring solutions and has also underpinned the area-based approaches seen in both case-studies. Through these area-based approaches, social cohesion, which is not a criteria of the IASC Framework, has been identified as an additional key factor in local integration processes beyond the eight criteria in the IASC Framework – and one that needs to be included in analysis and response.

DSWG Somalia Teresa.delministro@one.un.org

DSWG Sudan elmikh@unhcr.org

Margarita Lundkvist-Houndoumadi

lundkvist@jips.org

Senior Profiling Advisor, JIPS www.jips.org

Jasmine Ketabchi ketabchi@unhcr.org

Durable Solutions Officer, UNHCR www.unhcr.org

1. bit.ly/IASC-Framework
2. <http://inform-durablesolutions-idp.org/indicators/>
3. bit.ly/UNStats-IRIS-March2020
4. Regional Durable Solutions Secretariat <https://regionaldss.org/>
5. This was at the heart of the Durable Solutions Initiative, which was supported by key stakeholders such as the Swiss Agency for Development and Cooperation.
6. UNCT, Government of Sudan, JIPS, World Bank (2019) *Progress towards Durable Solutions in Abou Shouk and El Salam IDP camps, North Darfur Sudan* bit.ly/DSWG-North-Darfur-2019
7. Jacobsen K and Mason T B (2020) *Measuring Progress Towards Solutions in Darfur* bit.ly/Jacobsen-Mason-Darfur-2020



GP20 Compilation of Practices on Preventing, Addressing and Resolving Internal Displacement

Aiming to strengthen collaboration on internal displacement and catalyse further action for internally displaced people at the country level, the GP20 initiative has supported achievements in several ways. This includes establishing a platform for sharing experiences and lessons learned on internal displacement. The GP20 Compilation of Practices to Prevent, Address and Resolve Internal Displacement gathers the best wisdom on internal displacement shared and generated over the three-year lifespan of the GP20 initiative, presenting over 20 country examples of policy and operational practice with lessons learned and recommendations.

This GP20 report will be published in late November 2020 and can be accessed at www.gp20.org, on Twitter at [@GP2064215284](https://twitter.com/GP2064215284) or by writing to gp20@unhcr.org.