IASC Inter-Agency Standing Committee

UNITED NATIONS SUSTAINABLE DEVELOPMENT GROUP

GUIDANCE ON SOLUTIONS

TO INTERNAL DISPLACEMENT

Prepared by the Office of the Special Adviser on Solutions to Internal Displacement with Members of the UN Sustainable Development Group (UNSDG) and the Inter-Agency Standing Committee (IASC).

February 2025

Table of Contents

Foreword by The Special Adviser on Solutions to Internal Displacement

The number of internally displaced persons has risen dramatically over recent years – most recently exceeding 76 million. So too has attention to this issue, most notably thanks to the work of the High-Level Panel on Internal Displacement which the UN Secretary-General commissioned to look at what we need to do differently to reverse this troubling trend.
The High-Level Panel's message delivered in 2021 was clear: we need to place governments at the head and heart of the effort, especially in providing solutions to protracted displacement. And we need to bring a different set of tools to support these governments in resolving their internal displacement challenge. The humanitarian community has been carrying this load for too long alone.

The High-Level Panel led to a UN Action Agenda containing commitments by the UN to implement the key findings of the Panel as well as recommendations to UN Member States. My Office was also created as a temporary accelerator of these efforts.

Since 2021, we have gained valuable insights into the complexities of addressing internal displacement. Achieving a unified response across government ministries and strong alignment between national and local levels remains a formidable challenge. Many governments still rely heavily on their ministries of humanitarian affairs, perpetuating the misconception that these entities alone can resolve displacement. In fact, solutions demand an 'all-of-government' approach, coordinated action across multiple sectors, engaged development assistance which supports solutions, difficult trade-offs and answers to politically-sensitive decisions—such as those related to compensation and land disputes. To amplify government perspectives, we have compiled a companion "Lessons Learned" piece that highlights the voices and experiences of those at the forefront of these efforts in government, as well as those of internally displaced persons themselves in these countries.

The last few years have also underscored the need for the UN system and its partners to also adapt to these evolving demands. Significant learning, testing, and innovation have taken place, particularly through partnerships with key stakeholders like International Financial Institutions (IFIs) to find ways of making our support more timely, effective and 'joined-up'.

This document is thus an updated primer, addressed to our operational staff, offering practical advice on supporting governments in their efforts to achieve sustainable solutions. It complements the 2010 IASC Framework on Durable Solutions for IDPs which laid out, inter alia, the normative framework through which to approach solutions and the IASC's 2024 Management Response to the Independent Review of the Humanitarian Response to Internal Displacement. Its audience is especially development and peacebuilding actors, who have been insufficiently engaged so far for different reasons (often out of their control), but it also speaks to the humanitarian community whose role is so important in setting the stage for solutions for internally displaced persons from the very start.

The effort of assembling this guidance started as a UN exercise, but consultations with INGOs indicated a welcome appetite to participate in this process so the aperture was expanded, even if, I'm afraid, much of the text remains UN-heavy. Significantly, it has been endorsed by both the UN Sustainable Development Group and the Interagency Standing Committee, underscoring its alignment with both humanitarian and development leadership.

The tools and policies proposed are also, very deliberately, about 'how to accompany governments' in this enterprise. The Guidance does not offer any short-cuts around governments that are unwilling to provide a solutions pathway to their population in internal displacement, or worse, are actively displacing their citizens by acts of commission or omission. Governments must rebuild that torn social contract. And only governments can provide the necessary security

guarantees, create an enabling environment for development finance, can assign the roles and make the necessary political choices about what State-backed options will be available to their internally displaced persons to choose freely from. Bringing unwilling governments to the table is outside the scope of this primer, important though this is. Fortunately, there are more than enough governments willing to attend to their displacement challenge that urgently need better support from the international community to justify this effort. The responsibility of governments also extends beyond the displacement-affected; we need a cross-section of UN Member States to come behind these solutions efforts to ensure for example, that the right kind of resourcing is available, that climate financing reaches the right places, that there is sufficient risk-appetite to release 'no regret' development investments to help embark on solutions efforts much earlier than is current practice.

Let me close with my gratitude to the many people who have helped pulling this Guidance together. In particular, I want to thank members of my own OSA team who drafted much of the guidance building on their own work and insights gained over the 30 months of the mandate. Our Reference Group for the Guidance also included the following entities to whom I am very grateful: DCO, DESA, FAO, ILO, IOM, OCHA, OHCHR, UNDP, UNDRR, UNESCO, UNFPA, UN-Habitat, UNICEF, UNHCR, UNV, UN Women, WFP, WHO, Asia Displacement Solutions Platform, Danish Refugee Council, Durable Solutions Platform Middle East, ICRC, ICVA, IDMC, InterAction, JIPS, Norwegian Refugee Council, ReDSS: Regional Durable Solutions Secretariat, Save the Children, and the Special Rapporteur on the Human Rights of Internally Displaced People. I am especially grateful to the individuals in the Reference Group who agreed to be 'co-drafters' for a number of sections.

This Guidance is based on early lessons, building on an immense body of work and experience that has come before this recent period of heightened effort. I believe it stands as a testament to our collective commitment to working together to turn the tide on internal displacement and support governments to build lasting solutions for millions of affected individuals and communities.

Robert Piper

Special Adviser to the UN Secretary-General on Solutions to Internal Displacement

December 2024

Introduction

In 2019, 57 Member States sounded the alarm at the need for a more effective response to internal displacement and encouraged the UN Secretary-General to commission a High-Level Panel to investigate the issue. The Panel's 2021 report called for much greater attention to internal displacement and pointed to the need for a new approach to finding solutions for IDPs, built on nationally-owned actions and supported by a broad coalition of actors from the development and peacebuilding communities. The subsequent Secretary-General's Action Agenda on Internal Displacement sought to implement many of the Panel's recommendations and reaffirmed UN Resident Coordinators (RCs) as the lead for addressing solutions to internal displacement at the country level. To accelerate progress, a time-bound Special Adviser on Solutions to Internal Displacement was appointed, and the IASC commissioned a comprehensive Independent Review of Humanitarian Responses to Internal Displacement in 2023. The Office of the Special Adviser (OSA) with the support of a global Steering Group on Solutions to Internal Displacement[1] focused especially on 15 pilot countries to gather evidence and good practices for an enhanced approach around development-focused solutions processes. During the course of 2024, 28 UN Entities also collaborated to prepare a UN System-Wide Approach to Internal Displacement under the auspices of the High-level Committee on Programmes of the UN System Chief Executives Board.

In parallel, Member States also increased their attention to internal displacement and introduced the issue into new processes and dialogues. The Peacebuilding Commission, for example, hosted dedicated debates on Forcible Displacement (including internal displacement) at a number of events during the course of 2024. The annual ECOSOC Meeting on the transition from relief to development held in June 2024 dedicated half of its programme specifically to durable solutions for internal displacement . Especially-important was the Quadrennial comprehensive policy review of operational activities for development of the United Nations system (QCPR; covering 2025-2028) resolution adopted by the General Assembly in 2024[2] which for the first time, called on "the United Nations development system, including United Nations country teams under the leadership of RCs, within their respective mandates to assist programme countries, upon their request and in line with their national policies and priorities for development, in addressing the development needs of IDPs and to find durable solutions for them."

This Guidance on Solutions to Internal Displacement synthesizes insights gained from two years of collaboration with key stakeholders. It offers guidance to RCs and Humanitarian Coordinators (HCs), UN Country Teams (UNCTs), Humanitarian Country Teams (HCTs) and partners on how to coordinate collective support to development-focused solutions to internal displacement. It emphasizes the need to treat this phenomenon differently from the outset, including how the UN organizes itself for this undertaking.

Box 1: Key global mandates

Key mandates related to internal displacement include, but are not limited to, that of the Emergency Relief Coordinator, the Special Rapporteur on the Human Rights of IDPs and various UN and international organizations.

Please see Annex II for a full description.

Importantly, this Guidance does not supersede but builds on, complements and should be read in tandem with the IASC Framework on Durable Solutions (2010). It also draws on the IASC Management Response to the Independent Review of the Humanitarian Response to Internal Displacement, and builds on previous calls for more joined up action amongst humanitarian ,

1 Steering Group members were: DPO, DPPA, IOM, OCHA, UNDCO, UNDP, UNHCR, UNICEF, and the World Bank.
2 A/RES/79/226.

development and peace actors that have yet to bring sufficient systematic change at the country level.

The **Guidance** introduces policies, strategies and financing models to promote, development-oriented approaches and interventions for IDPs and wider displacement-affected communities, alongside continued humanitarian action. The Guidance reinforces the need for coordination on solutions that brings humanitarian, development, peacebuilding and human rights actors together, from day one and under RC leadership, to jointly analyse, strategize, plan and implement responses, augmenting existing efforts of HCTs and UNCTs. It also recognizes the new mechanism and arrangements to support RCs leadership on the solutions agenda, including the new Solutions Hub supporting to connect country level needs with global inter-agency capacities. As well as the new high-level Solutions Champions group composed of Principals of the International Organisation for Migration (IOM), United Nations Development Programme (UNDP) and UN Refugee Agency (UNHCR), and ex officio, the Emergency Relief Coordinator, the Assistant Secretary-General for Peacebuilding Support and the Special Rapporteur on the Human Rights of IDPs, as initial members[3]. Including the additional commitment of IOM, UNDP and UNHCR, in their role as Solutions Champions, to provide operational support as 'first line of support' which RC's can leverage in advancing the new solutions approach, including to mobilize wider UNCT members at country level on solutions.

The Guidance also acknowledges and builds on other legal and policy frameworks already in place aimed at preventing displacement and at assisting, protecting and upholding the rights of IDPs, including International Human Rights and International Humanitarian Law, the 1998 Guiding Principles on Internal Displacement, the 2010 IASC Framework on Durable Solutions on IDPs and relevant GA and ECOSOC resolutions[4]. A full list of relevant frameworks can be found in Annex III. A glossary of key terminology can also be found in Annex IV.

There is immense diversity within IDP groups, including with respect to age, disability, socioeconomic status, sexual orientation, gender identity, gender expression and sex characteristics. As an illustration, at the end of 2023, almost half of all displaced persons were women and girls. There were at least 4.2 million internally displaced girls under five, 6 million between five and 11, 4.2 million between 12 and 19, 17 million between 18 and 59, and 3 million women over 60. These numbers are a good reminder that this Guidance should be read and implemented taking this diversity into consideration.

The Guidance is structured around a new approach to solutions. Chapter 1 outlines the principles and overarching considerations for solutions. Chapter 2 provides guidance on how to operationalize the agenda. In Chapter 3, the focus turns to how the UN structures itself to deliver on this agenda. It introduces some additional planning and coordination measures designed to help bridge the work of the UNCT and the HCT. The chapter also outlines the roles of key agencies, including IOM, UNDP and UNHCR, in supporting RCs to mobilize the entire UN system and its partners[5]. Chapter 4 considers the milestones for addressing displacement and how to monitor progress toward solutions.

This Guidance is intended to be a living document that will be updated as experience grows in working with governments on displacement solutions. A repository of templates and best practices has been created for those seeking more information. Both the Guidance and the repository will be maintained by the new inter-agency Solutions Hub hosted at the UN Development Coordination Office (DCO), which coordinates support to UNCTs on internal displacement solutions and seeks to foster a community of practice on this issue across the UN and beyond.

3 See section 3.3 below. Other entities may join this group in the future by making a similar financial and time commitment.

4 Specifically, the biennial GA resolution on IDPs (78/205) provides normative framework and mandates for assistance and protection of IDPs, including on durable solutions. Other resolutions such as the annual GA resolution on Strengthening of the coordination of emergency humanitarian assistance of the United Nations (79/140) and ECOSOC resolution of the same title (2024/8) also includes provisions around IDPs, incl. on durable solutions.

5 RCs are not always designated as HCs in all displacement settings. For brevity, from here on, the document will use "RC/HC" but should be understood to include both RCs that are not designated as HCs, and where they do have that designation.

1. Government at Centre of Solutions and IDPs at Centre of Development

The High-Level Panel on Internal Displacement noted that governments must lead efforts to address the needs of their displaced populations. According to the Panel, "States bear the primary responsibility for supporting their displaced citizens and residents to achieve an end to their displacement. This is not just a legal obligation but also an operational necessity. Government leadership is crucial for resolving displacement sustainably and at scale".

Implementing this principle is complex due to the varied contexts of internal displacement, which can result from various factors including armed conflict, other situations of violence disaster, and climate change. The majority of protracted internal displacement, however, can be attributed to conflict and violence, which has major consequences for solutions pathways. Some governments may want to address displacement but lack capacity, while others may have capacity but lack willingness. Conditions for solutions can differ significantly even within the same country. These processes are often non-linear, characterized by setbacks and opportunities. UNCTs and HCTs must navigate these dynamic environments, guided by the RC/HC. Additionally, the prevailing assumption that humanitarian efforts are the primary response to internal displacement is entrenched in institutional culture, policies and funding approaches. Whereas a wide range of resources – public and private, local and international – are likely needed to deliver the complex transformational processes that are required.

Furthermore, in some instances governments are themselves responsible for intentionally causing displacement, which raises additional profound challenges that need to be addressed. Such situations are outside the scope of this Guidance.

1.1 A principled approach

Given the diverse contexts of internal displacement, clarity on key principles is essential. Approaches to solutions should therefore be guided by the following key principles.

- **Rights-based and protection-sensitive:** Human rights principles, including equality, non-discrimination, inclusion, participation, transparency and accountability must guide efforts to achieve solutions to prevent harm and determine when international actors should refrain from engagement. Solutions led by governmental actors should focus on restoring and realizing the rights of IDPs and displacement-affected communities. Solutions must not be exploited for ulterior motives, such as military, political, ethnic, or demographic gains that disregard the rights and legitimate interests of IDPs and host communities.
- **Voluntary and informed:** Displaced communities and individuals should decide on their solutions voluntarily, in safety and dignity, based on timely, adequate and reliable information in a language and format understood by IDPs so that they can make free and informed choices. Importantly, individuals opting for local integration or resettlement do not forfeit their right to return if and when conditions allow for safe and dignified return.
- **Safety:** Displaced communities and individuals must not be encouraged or compelled to return to, integrate or resettle in areas where their life, safety, liberty or health would be at risk. Adequate safety, security, and essential standards of living must be ensured prior to any return or resettlement.

- **Dignified:** Solutions must respect and enhance the inherent dignity of all people and their rights. Solutions should respect the agency of individuals and communities, and ensure sustainability for IDPs (e.g., self-sufficiency and the ability to access essential services on par with the rest of the population).
- **Participatory:** Displaced people, their needs, intentions, concerns and priorities, should be at the centre of any decision about solutions throughout the planning, implementation, and evaluation phases. In addition, community engagement, involving both resident populations and displacement-affected communities is also crucial for lasting, locally and nationally relevant solutions that foster social cohesion. IDPs and displacement-affected communities must be able to shape and influence their own solutions processes.
- **Supporting gender equality:** with due recognition that women and girls are disproportionally affected and disadvantaged in displacement settings, solutions should pay particular attention to achieving the goals of gender equality and the empowerment of women and girls[6].
- **Sensitive to diversity:** Interventions must be inclusive and tailored to address the specific needs and vulnerabilities of different groups, including women, children, youth, people with disabilities, elderly and marginalized communities, taking intersectionality into account. This requires meaningful engagement with these groups through two-way communication that is accessible, culturally appropriate and delivered in diverse languages, formats and forums to ensure their voices are heard and their needs are met.
- **Governance and non-discrimination:** IDPs are, first and foremost, citizens or permanent residents of the country in which they are displaced. They are entitled to the same rights as any other non-displaced individuals, with their specific needs taken into account. Human rights protections apply equally to all individuals within a state's jurisdiction, ensuring that IDPs are safeguarded under the same legal and social frameworks. Governments must prioritize IDPs in national development policies and mechanisms, focusing on their long-term socio-economic inclusion, access to essential services, and integration into social protection systems.
- **Evidence-based:** Solutions to internal displacement must be grounded in reliable data and evidence. Ideally, this data should be owned and managed by national authorities and collaboratively analysed to inform policy decisions, guide programming and track the implementation of national laws, policies and strategies over defined periods. This approach ensures that interventions are effective, targeted, and sustainable.

Adhering to these principles prioritizes the safety, rights and well-being of displaced communities and individuals, ensuring that solutions are sustainable. The UN and its partners engage with governments to promote these principles in designing and implementing solutions pathways. This involvement may include behind-the-scenes negotiations, strengthening national capacities, supporting diverse stakeholders and engaging in public advocacy. **Ultimately, the UN and its partners will not endorse solutions policies or programmes that fail to uphold these principles.**

1.2 Overarching considerations

Transitioning to development-focused solutions pathways is more than a cosmetic shift: it represents a fundamental system change that demands significant effort from the UN, its partners and bilateral development partners. Key to this process is assessing whether the appropriate conditions are established for development-focused solutions to be launched at-scale or at least developing a deliberate strategy to help build those conditions, so that solutions can be successfully pursued.

A conducive environment

A conducive environment for development-focused solutions is one where human rights, safety and dignity guide the process. This includes assessing whether individuals have freedom of choice. It involves ensuring their physical security as they return, settle in another part of the country or integrate locally. It implies ensuring their access to basic services and their ability to claim economic, political and social rights. It requires the willingness and commitment of national and local governments to prioritize solutions which may entail making challenging policy decisions on issues such as compensation, housing, property

6 Key commitments towards gender quality are outlined in the IASC Gender Policy and UN System-wide Gender Equality Acceleration Plan.

restitution, justice for human rights violations including gender-based violence, and resource allocations for historically marginalized communities or regions.

A conducive environment must also be forward-looking, insofar as there should be a recognition that solutions should never worsen the vulnerabilities of displaced individuals or communities. They must not result in stigmatization or harmful coping mechanisms, such as child labour, exploitative working conditions, early marriage, trafficking, family separation, or forced sex work.

Key questions to inform solutions approaches

- Will IDPs be able to live safely, with dignity, and enjoy freedom of movement in their chosen locations of settlement? Are there initiatives to manage coexistence risks, conflict and dispute resolution between IDPs and affected communities?
- Does any activity related to a solution risk harming displaced communities?
- Will solutions address IDP rights related to, for example, an adequate standard of living (including access to adequate food, water, housing, health care and basic education); employment and livelihoods; housing, land or property; participation; access to justice, reparations and information about the causes of their displacement; participation in public affairs and family re-unification?
- How will these solutions impact other vulnerable populations such as those experiencing armed conflict, other situations of violence, resource scarcity, or climate change?
- Will IDPs lose any rights - such as property rights, access to justice, compensation, or the right to return - if they opt for an alternative solution?
- Can IDPs freely choose their location based on accurate information, or are they being coerced into solutions driven by political motives that disregard their needs and rights?
- Are national authorities willing to support solutions for displaced citizens and broader displacement-affected communities in alignment with the principles outlined above?
- Does this willingness extend to all solutions and to all segments of the displaced population? If not, why is this so, where are the gaps and who is affected?
- Is there coherence in how different national and local authorities and ministries approach their responsibilities for solutions, and do they have clarity about their specific roles?
- Is there openness to collaboration and engagement with the international community in this work?
- Does the international community clearly understand the rights of IDPs and the specific human rights situation in the country? Is there clarity about the willingness and capacities of the government to respect, protect, and fulfil IDP rights?
- Are there safeguards in place, and political will and capacity to reduce the vulnerability of IDPs and their exposure to future shocks, whether from armed conflict, other situations of violence, disasters, or climate change?

Capacities at the national and sub-national level

Developing a national solutions strategy, outlining detailed pathways and implementing measures at scale require robust government capacities. While third parties such as the UN or international NGOs can provide support in specific circumstances, this should not become the default approach. Strengthening government capacity to deliver solutions is integral to reinforcing or rebuilding the social contract between the government and its citizens and residents

Box 2: A whole-of-government approach in Chad

In Chad, the government has traditionally taken a humanitarian approach to internal displacement. Transitioning to a development-focused strategy has required mobilizing both national and international development and finance communities. In supporting this, the UNCT adopted a four-pronged approach: 1) collaborating with the government to pass a national law; 2) supporting the creation of an inter-ministerial committee to engage all relevant ministries; 3) fostering strong ownership from the Ministry of Finance; and 4) encouraging governors in affected areas to advocate for and take ownership of the solutions process. [Link to other examples in repository]

Key questions to inform solutions approaches

- Do government sectors have the mandate and capacity to implement development-focused solutions for IDPs and facilitate their reintegration?
- Are national legal frameworks and policies established to uphold the rights of IDPs and are they effectively implemented?
- Are there mechanisms for effective coordination across government structures, connecting local and national development planning?
- Are public systems and services equipped to accommodate IDPs and meet the needs of affected communities?
- How adaptable are institutions in revising their management approaches to address emerging needs?
- Is the fiscal space (i.e., available budgetary resources) at the national and local level sufficient?
- Can national and local civil society, volunteer-based organizations and human rights institutions effectively engage and provide support?
- Are displaced persons and affected communities able to participate in and influence national and local policy decisions related to solutions?
- Does the government have the capacity, donor support and policy instruments to support recovery and resilience?
- Does the government have its own data on internal displacement and how is it incorporated into wider statistics and planning?

Development readiness

Shifting to development-focused solutions pathways requires a strong presence of development actors and adequate development financing. However, protracted displacement often coincides with a reduction in development capacities and funding. There is typically a significant time-lag between the need for development investments and their availability.

By prioritizing conflict-sensitive resilience building, governments and development actors can also reduce the likelihood of future displacement, ensuring that communities are better prepared to withstand potential shocks.

Key questions to inform solutions approaches

- Are development actors, including dual-mandated ones, present in the country and able to take on greater responsibility for facilitating rights-based solutions to internal displacement?
- Do the UNCT and INGOs have the right profile to initiate a shift towards more development-focused approaches, while still addressing ongoing protection and assistance needs through the HCT?
- Are development financing actors supportive of nationally and locally-led solutions initiatives, and unimpeded to do so?
- If the country has a higher risk profile and significant access impediments, do development actors and those financing them have the risk appetite to operate in a conflict-sensitive manner?
- Is there a clear articulation of how development-focused approaches can contribute to prevention measures that avert secondary or future displacement?
- Does the current coordination system in country ensure effective coordination across the HCT and UNCT on solutions to internal displacement?
- Are solutions on internal displacement captured in the Cooperation Framework and reflected in the Joint Results Work plan?
- Has a UNCT configuration exercise been conducted recently, determining the kind of expertise and services that relevant UNCT members are expected to deliver on solutions to internal displacement under the auspices of the Cooperation Framework?
- To what extent does the new approach call for a major increase in delivery capacity by one or more members of the UNCT? [7]
- Does the UNCT have in place mechanisms, tools and processes to engage in discussions with the Government in a systematic way to address the development needs of IDPs and to find durable solutions for them?

Understanding IDP preferences

Any approach to solutions must be aligned with the profiles, priorities and needs of displaced and host communities. **IDPs need to determine whether they perceive a situation as evolving in the right direction and the proposed development**

7 In line with expectation of the UN development system as per the QCPR 2024.

actions as the appropriate vehicle for moving towards solutions. To enable this dialogue, up-to-date information about why IDPs remain in displacement, their intended solution, and their prioritization or preferences for support to avail themselves of any solution, is key. If the reasons why IDPs cannot currently avail themselves of a solution are not properly understood and reflected in the approach, it will not be effective.

Key questions to inform solutions approaches

- Are IDPs aware of their human rights?
- Is there up-to-date information on the diverse profiles, vulnerabilities, intentions, priorities, capacities and needs of IDPs? If gaps are identified, how should they be best addressed?
- Is it known whether people would like to remain, return or be resettled?
- Are the pull and push factors for primary and potentially secondary displacement known and considered, including potential bottlenecks to return?
- Is it understood why people were displaced and remain in displacement?
- Do we know what services and interventions people consider most important to facilitate solutions, whether around integration, return or resettlement?
- Have the root causes and drivers of internal displacement been sufficiently analyzed?
- Have intention surveys offered explicit, government-sponsored solutions options?

Box 3: Community consultations in Mozambique

The Internal Displacement Solutions Fund supported the UN in Mozambique to implement a new methodology that combines qualitative and quantitative community consultations. This approach gathers information on displaced communities' intentions regarding solutions, challenges to local integration in displacement areas, and reintegration in return areas, as well as their information and communication needs. This was developed in collaboration with a broader group of development partners to ensure that the data collected effectively informs strategies and priorities [link to UNHCR report].

1.3 Leaving no IDP behind

Internal displacement is a complex shock that impacts the developmental progress of individuals, communities and countries. It interacts with the structural challenges and vulnerabilities that countries face, either exacerbating existing issues or creating new challenges. At the centre of the 2030 Agenda on Sustainable Development is the principle of Leaving No One Behind (LNOB): a clear message that the Sustainable Development Goals (SDGs) will not be achieved if exclusions are not addressed and eradicated. LNOB focuses not only on reaching those who are furthest behind, including the poorest, but also on confronting persistent structural barriers such as discrimination, inequality and vulnerability. IDPs, in their diversity, need to be included in this framework.

Displacement exacerbates vulnerabilities, impacting IDPs and host communities alike by eroding productive, social and psychological assets. Solutions must therefore target all affected populations based on their vulnerabilities and needs, ensuring inclusive recovery pathways.

Evidence shows that **IDPs are more vulnerable to poverty, especially in countries where poverty is already widespread**. For example, in Central African Republic (CAR), where over 68.8% of the population lives under the national poverty line, poverty rates among IDPs are higher, particularly for IDPs living in camps where it is 76.3%[8]. In Yemen, the poverty rate among IDPs is around 80% versus 48% for non-displaced.

Box 4: IDP poverty rates in Colombia

In Colombia, 51.6% of IDPs lived in monetary poverty compared to 34.7% of non-victims in 2022.

The same is true for multidimensional poverty that is higher for IDPs (21.4%) than the average (12.9%). (UARIV 2023)

A similar pattern emerges with more comprehensive measures such as multidimensional poverty that focus on overlapping deprivations. In countries like Ethiopia , South Sudan and Sudan , a

8 Central African Republic Poverty Assessment 2023: A roadmap towards poverty reduction in the central African Republic, World Bank. October 2023.

multidimensional poverty index tailored to capture unique deprivations faced by IDPs found that they also generally experienced higher levels of multidimensional poverty than host communities[9], illustrating exclusions beyond that of income. For those already facing structural disadvantages, displacement can worsen existing vulnerabilities, leading to deeper poverty, exclusion and the adoption of negative or harmful coping mechanisms. For example, over half of all IDPs in the world are women and children. These individuals, often face risks before and during displacement[10], which need to be taken into consideration in the response[11]. This is also the case for marginalized groups. Available data shows that in many settings, IDPs tend to fare worse than their non-displaced counterparts on issues such as poverty rates, food security, access to labour markets, access to health, education and other essential services and gender-based violence.

Box 5: Examples of solutions strategies that centre around poverty-reduction

In Somalia, the 2020-2024 National Durable Solutions Strategy explicitly recognizes the relevance of resolving displacement to accelerate poverty reduction countrywide.

In Mozambique, the government's national strategy on solutions is anchored in broader poverty reduction efforts with a strong focus on prevention, early warning systems and risk reduction.

While internal displacement can occur anywhere, in contexts with pre-existing development challenges[12] - such as high levels of social and economic inequality and marginalization, limited access and coverage of services such as health and education or high labour informality – patterns of marginalization and disadvantage arise that can have lasting effects. For this reason, **understanding the vulnerabilities that IDPs in their diversity face and how these interact with structural issues and gaps is key in the promotion of development-informed solutions.**

As part of the 2030 Agenda, **planning processes that set national commitments, including targets and budgets should consider the impact of internal displacement in achieving progress on other development priorities.** Internal displacement cuts across most SDGs with impacts on people, prosperity, the planet, peace and partnerships. Integrating internal displacement in development processes will contribute to addressing exclusions, building resilience among the vulnerable and accelerating progress on the 2030 Agenda.

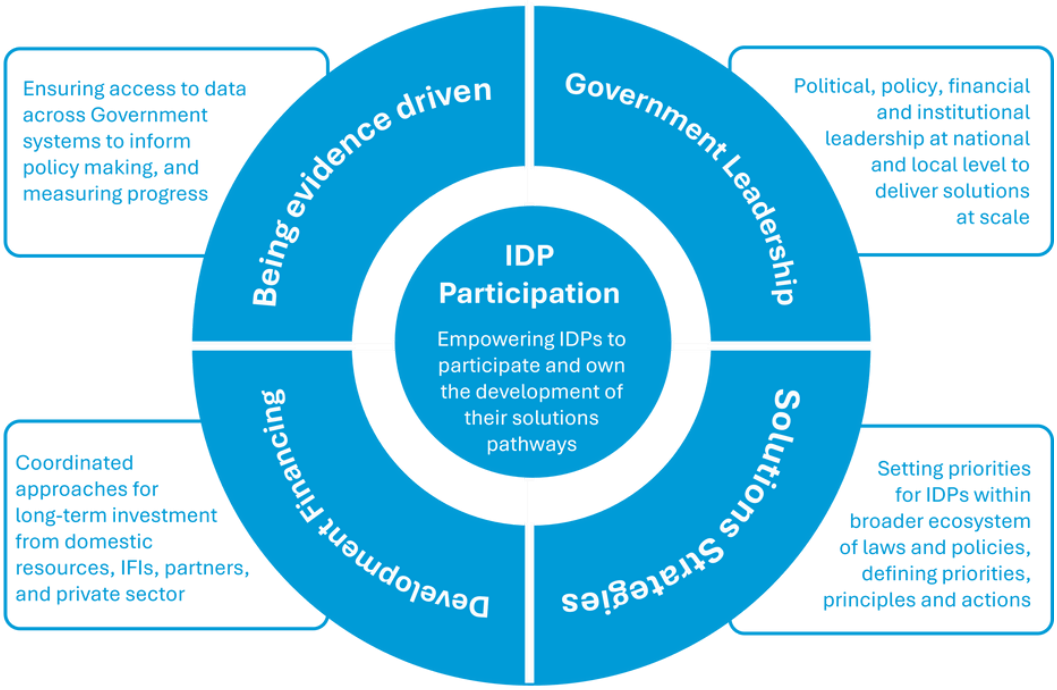
9 Centra Admasu,Yeshwas; Alkire, Sabina; Ekhator-Mobayode, Uche Eseosa; Kovesdi, Fanni; Santamaria, Julieth; Scharlin-Pettee, Sophie. A Multi-Country Analysis of Multidimensional Poverty in Contexts of Forced Displacement (English). Policy Research working paper, no. WPS 9826 Washington, D.C.: World Bank Group. http://documents.worldbank.org/curated/en/492181635479693932/A-Multi-Country-Analysis-of-Multidimensional-Poverty-in-Contexts-of-Forced-Displacement

10 Secretary General's Action Agenda to Internal Displacement, 2022.

11 Surveys conducted in Cameroon, Kenya, Mali and Niger show that IDPs from lower income groups, ethnolinguistic, religious or cultural minorities, or those living with long-term illnesses or disabilities are at higher risk of falling into extreme poverty and isolation.

12 Kirsten Schuettler and Quy-Toan Do, Outcomes for Internally Displaced Persons and Refugees in Low and middle-income countries, World Bank Group. Available at: https://documents1.worldbank.org/curated/en/099344301182317063/pdf/IDU01413862f0e0e004212092d20c1563ef562b1.pdf.

2. The Building Blocks of Solutions Pathways



Early lessons from the 15 pilot countries have provided insights into building blocks which are complementary to humanitarian assistance, to foster development-focused solutions pathway adaptable to a specific country context. Specialized global support can be requested on any of these aspects from the Solutions Hub, which hosts the Internal Displacement Solutions Fund and the Solutions Adviser Facility and a repository for additional resources and guidance (see Chapter 3 for more details).

2.1 Laying the groundwork early

Wherever possible and appropriate, responses to displacement situations should be planned from early on in the crisis with a medium to long-term perspective in mind. They should aim to contribute to establishing a foundation for sustainable, development-led solutions. The goal of promoting solutions from the outset of a crisis is to prevent displacement from becoming protracted and to facilitate an early pathway for IDPs to regain resilience and self-reliance.

This approach builds on humanitarian action but relies on early action by development actors as well to support vulnerable IDPs and wider displacement-affected communities by prioritizing assistance to and through national and local authorities, thereby also helping to restore the social contract between the state and its citizens and residents.

While there are measures that can be taken in contexts where the national government is not yet willing or able to fulfil its responsibilities as a duty bearer of the rights of IDPs, implementing a comprehensive solutions-from-the-start approach will be more successful, the more and earlier there is government engagement, buy-in and leadership.

Tools and approaches

There are several tools and steps the UN and partners can pursue to lay the groundwork for solutions from day one of a displacement crisis. Many of these have been reflected and reiterated in the IASC's Management Response to the 2024 *Independent Review of the Humanitarian Response to Internal Displacement*, which outlines the

responsibility of the RC/HC to ensure that the humanitarian response adopts a 'solutions from the start' approach that encourages complementarity with development actors. Specifically, the Management Response identifies key entry-points through:

1. **Design and planning:** Ensuring that humanitarian responses are designed and planned to favour multi-sectoral, cash-forward approaches to internal displacement aimed at strengthening the resilience of IDPs, guided by the priorities, rights and needs of IDPs, and adapted to urban contexts where appropriate. Humanitarian responses should reflect elements articulated in a joint HCT/UNCT strategic approach to internal displacement, which identify short-, medium- and longer-term investments required to support pathways to solutions.
2. **Mutual accountability:** Enhancing the accountability of IASC members to strengthen response to IDP protection and assistance needs, jointly advocating for whole-of-government approaches as the primary duty bearers for IDPs, and to collectively address key displacement drivers, when possible. This involves implementing HCT compacts and work plans that are reflective of the specific priorities and needs of IDPs, effectively monitored and regularly updated.
3. **Coordination arrangements:** Establishing context-appropriate coordination mechanisms to facilitate better collaboration among humanitarian, development and peace efforts. This includes arranging sub-national coordination systems, in consultation with the HCT and Cluster Lead Agencies (CLA), tailored to local contexts, capacities and response demands.

Through his/her role in coordinating both the UNCT and HCT, the RC/HC is uniquely positioned to ensure that the approach taken to solutions is conflict-sensitive, risk-informed and supportive of climate-resilient development from day one of the crisis and responds to often fast-evolving political dynamics.

To enable complementary planning between the HCT and UNCT, the RC/HC is encouraged to articulate a multi-year strategic approach which addresses the internal displacement situation specifically[13]. Ideally, the strategy is integrated, where appropriate, into existing country-level frameworks, particularly different outcomes of the UN Sustainable Development Cooperation Framework (Cooperation Framework) and the Humanitarian Needs and Response Plan (HNRP) (or equivalent) and regularly updated as the situation changes. While a standalone strategy may be advantageous, any costed UN activities should be included within the Cooperation Framework or HNRP.

To facilitate this, the RC/HC can turn to IOM, UNHCR and UNDP which have agreed to be a 'first line of support', helping RCs mobilize wider UNCT members and assisting in pulling a strategic approach together in close collaboration with OCHA and the RCO. The global Solutions Hub is also available for technical support (see Section 3). They can also request support from the Special Rapporteur and the IPEG.

The joint multi-year strategic approach on internal displacement should be based on engagement with IDPs and displacement-impacted communities on their identified priorities and preferences and should identify short-, medium- and long-term investments. It should prioritize collaboration with national and local government from the outset, fostering system building, institutional strengthening and ongoing knowledge transfer to ensure ownership of the response. It should also promote the participation of IDPs in development-focused planning and solutions processes. As conditions improve, these strategies should transition as quickly as possible into a government solutions strategy that is supported by the UNCT and HCT, if present.

To implement a 'solutions from the start' approach, the RC/HC should ensure that coordination arrangements foster a space for humanitarian, development and peacebuilding actors to collaboratively work on solutions. In many cases, standing-up a Solutions Working Group (SWG), including actors from both the HCT and UNCT, has proven to be a helpful way to ensure there is a dedicated space for this purpose. (see details on SWGs in section 3.3.1)

The RC/HC has the authority and responsibility, in

13 IASC Management Response, point 31.

consultation with the HCT and CLAs, to define and refine context-appropriate coordination arrangements and mechanisms to facilitate a collective response to community priorities. In this effort the existing coordination structures and partnerships such as the IASC humanitarian clusters (where activated) will be considered, consulted and reviewed.

Learning about 'solutions from the start' is continually evolving, but several key **considerations can help establish a foundation:**

1. Leveraging the humanitarian response to support resilience and strengthen self-reliance efforts, when relevant and in line with commitments to the humanitarian principles. Interventions can include implementing programmes focused on securing housing, land and property rights, livelihoods preservation and development, education, access to documentation, early recovery and promotion of livelihood skills development. Wherever possible, the humanitarian response should incorporate flexible assistance modalities, such as the use of multi-purpose cash, and consider linkages to existing social protection mechanisms.

2. Advancing the involvement of local actors, including local authorities wherever appropriate, in the design, delivery and monitoring of humanitarian assistance, based on a comprehensive understanding of existing networks and initiatives. Prioritizing capacity building of national actors and working through existing systems to the extent possible.

3. Advocating for development actors, including international financial institutions, to increase their investments in fragile and conflict settings, including for IDPs, to ensure that short-term interventions are complemented by longer-term financing streams that can support basic services, capacity building and resilience.

4. Focusing on geographical areas, not populations, as organizing principles of interventions. This includes area-based approaches, encompassing displacement-affected communities as a whole and taking a conflict-sensitive approach as an earlier contribution of humanitarian actors towards social cohesion and peace. It also considers the needs of urban IDPs and those living in informal settlements and ensuring Humanitarian, Development and Peace collaboration for a strategic approach to supporting IDPs needs, address drivers of displacement and advance solutions.

5. Identifying and addressing the structural barriers that IDPs face to sustainable integration, full enjoyment of their human rights, accessing resources, and opportunities to overcome vulnerabilities stemming from their displacement.

6. Investing in national data systems, strengthening access to sex disaggregated data, and building capacity around them.

Illustrations of potential challenges and their responses when working on 'solutions from the start' can be found in Annex V.

2.2 Ensuring robust government leadership

While IDPs often manage to find solutions independently, creating an environment that fosters these solutions and **implementing them at scale requires strong government leadership at both national and local levels**.

Tools and approaches

The role of the UN and partners, led by the RC/HC, is to support action at both national and local level that helps consolidate robust government leadership. In taking this forward, the UN and partners may consider:

- **Conducting a comprehensive analysis, including on the political economy,** to identify opportunities for building political ownership of solutions at both national and sub-national levels. This analysis should outline barriers to greater ownership by the government of displacement challenges, willingness to support solutions and entry points for engagement. Identifying government champions to advocate for these solutions is crucial for their acceleration and success. Additionally, the analysis should include a protection and human rights evaluation to assess the government's capacity to uphold the rights of displaced persons in solutions planning.
- **Promoting a vision statement at the national level.** Such a statement - especially if sponsored by the head of state - can generate

considerable momentum across government and signal to the international community and financial institutions that solutions are a priority. This statement might be issued following a national dialogue on internal displacement or in the form of a council of ministers decree. Ideally, the national vision should have buy-in at the local level as well by governors and mayors to create the needed political momentum. [Iraq: Cabinet Resolution No (24007/2024) on 23 January 2024]

- **Supporting inter-ministerial committees/commissions on solutions to internal displacement.** Such mechanisms are critical in promoting a whole-of-government approach and ideally encompassing ministries of finance, planning and relevant sectoral ministries including agriculture, services, security, and justice, health, environment and climate change. These mechanisms are frequently led by ministries of humanitarian affairs or disaster risk management. This can work well if teamed-up with a more development-oriented part of government. These national-level committees could be mirrored at the sub-national level to coordinate the implementation of solutions plans, also promoting the involvement of civil society organizations and representatives of minority groups. [Chad: Prime Ministerial decree 13947 establishing an inter-ministerial committee for durable solutions].
- **Promoting national policies and laws.** Addressing internal displacement is a long-term endeavour hence integrating the issue and relevant international obligations into laws and policies[14] helps create clarity and predictability. These processes are often initiated through national conferences or dialogues focused on solutions for internal displacement with implementation tracked through regular monitoring frameworks to ensure progress and accountability. [Chad loi "portant protection et assistance aux personnes déplaces internes en république du Tchad » promulguâtes 1/06/2023]
- **Advocating for the inclusion of solutions in national and local development plans and sectoral policies.** Addressing solutions for IDPs through existing government plans, programmes, and processes contributes to effective solutions and sends an important political signal. It also ensures that while mainstreaming IDP solutions, the unique needs of this group are not overlooked or rendered indistinguishable. In urban areas, displacement should be integrated into urban development strategies and plans.
- **Strengthening local government capacities to coordinate solutions efforts.** Empowering communities to pursue solutions begins at the local level and requires coordination among various government entities, UN agencies, development partners, and civil society. Local governments should lead these efforts, supported by UN and partner organizations in conducting joint assessments and planning. The UN and partners should have an explicit scaling-down strategy when local capacity has been strengthened adequately.
- **Promoting the use of nationally-owned development statistics to help national and local governments design, measure and invest in an evidence-based manner on solutions.** An influencer of political will is to generate consensus around the data concerning displacement and recognize the types of solutions interventions that can work to meaningfully end displacement. Reinforced national capacities are also central to contributing to national dialogue and shaping remedial development action towards solutions. The UN and partners should proactively support transition from stand-alone data structures to national systems as soon as possible.
- **Building the investment case for affected governments to resource solutions.** A key indicator of a government's commitment to addressing internal displacement is the allocation of funds dedicated to solutions, including transfers to local governments. This commitment can help mobilize additional resources from the private sector, development partners, and financial institutions (including global and vertical funds). Creating pooled funds or dedicated financing mechanisms can enhance collaboration among stakeholders and ensure the sustainability of efforts to develop effective solutions (see section 2.5 "Paying for Solutions"). [Iraq Council of Ministers creation of compensation and return funds and Nigeria Borneo, Adamawa, Yobe States percentage of State Budget dedicated for solutions]

Illustration of potential challenges and their responses when working to consolidate strong Government leadership can be found in Annex V.

2.3 Ensuring IDPs drive decisions

The greatest force behind solutions pathways are displaced persons themselves: people must be empowered to shape, participate-in and own the development of their own solutions pathways. The

14 Protecting Internally Displaced Persons: A Manual for Law and Policymakers, Brookings Institute, October 2008.

UN and international partners have a responsibility to advocate for and facilitate meaningful participation that moves beyond box-ticking, respecting the right of IDPs to choose solutions, indicate their preferences regarding the nature of support for their chosen solutions pathway, and be engaged in decisions affecting them. This includes addressing practical and cultural barriers to participation.

Box 6: Libya consultations on the Peace and Reconciliation Roadmap

IIn Libya, the Roadmap towards Peace and Reconciliation for the Murzuq district has established an IDP Steering Committee, backed by an operational budget from the Government of National Unity. This support has strengthened the Committee's ability to engage with local, national and international actors to find solutions for IDPs. The Steering Committee is working with partners such as UNDP and the United States Agency for International Development (USAID) to develop inclusive local development plans and improve conditions for the return of IDPs to Murzuq [further examples can be found here].

Tools and approaches

To ensure participation is central to the solutions approach, it should be embedded in decision-making processes, enabling access and participation for specific groups, in line with age, gender and diversity considerations. In taking this forward, the UN and partners may consider:

- **Anchoring participatory processes and structures in law, policies, formal processes or institutions to ensure consistency and sustainability.** Where possible, development-focused participatory processes benefit from having an allocated budget and resources to operate, as well as a monitoring and reporting mechanism for accountability.
- **Using coordination mechanisms as entry points for IDPs and displacement-affected communities to inform planning and action.** This can include membership of impacted community members or having a dedicated mechanism for regular engagement. Groups composed exclusively of IDPs, and impacted communities can be established ideally with members who are representative of - and regularly engage with - the community at large.
- **Facilitating broader engagement and consultation**, including with women's organizations and leaders , to ensure that a wider set of views is shaping the design, content, implementation and monitoring of solutions strategies and programming.
  This can take place through a range of measures including community consultations, dialogues, workshops and non-sectoral qualitative, perception-based surveys to complement needs assessments, as well as intention surveys. When linked to concrete options and decisions under consideration by the government, the outcomes of these participatory activities can inform advocacy but also the packages designed to support displaced persons in availing of return, resettle or integration. Simultaneously, there should be efforts to secure wider community participation in planning processes, as leaders do not always represent the views of all.

Box 7: State-level leadership of solutions plans in Nigeria

In Nigeria, State Advisory Committees in Adamawa, Borno and Yobe States lead the development and implementation of solutions plans. These committees consist of key ministry representatives, traditional leaders, and displaced and displacement-affected community members [further examples can be found here].

- **Promoting participatory monitoring** in the process and aftermath of a solution can allow for testing and course correction where processes do not go as planned. It is important to ensure the learning of lessons but also to avert potential new displacement. People – both displaced and displacement-affected communities – should design and drive all stages of solutions.

Box 8: Participatory planning in Ethiopia

IIn Ethiopia, the Somali Regional Government facilitated participatory planning to create a shared vision and prioritize development initiatives aimed at promoting social cohesion, peaceful coexistence and access to basic services. This process informed the creation of community action plans in several districts [further examples can be found here].

- **Linking participatory processes at local/community level to sub-national and national participation efforts ,** to constitute a 'bottom-up' approach allowing local needs

and challenges to be considered in national solutions efforts. This is the case with the Victims Participation Boards in Colombia and IDP councils in Ukraine, for example.

- **Investing in participation processes.** This includes practical support - providing transportation, a venue, language interpretation – as well as communication and the provision of comprehensive and accessible information to ensure that people have the right knowledge and understanding of the initiative at hand to be able to contribute and respond meaningfully. The UN and partners can also play a critical role in channelling feedback and community views where there are protection/safety concerns, and/or when they are present in locations which the government cannot access.

Box 9: The Global IDP Advisory Group

The Special Adviser formed an Advisory Group with members from IDP and affected communities in various countries. This group provides input on meaningful participation in solutions for IDPs from Colombia, Ethiopia, Iraq, Nigeria, Uganda, Ukraine and South Sudan. The group will remain active beyond 2024 supported by UNHCR [find more information here].

Illustration of potential challenges and their responses when working to enhance IDP participation can be found in Annex V.

2.4 Building clear solutions pathways

Government solutions strategies are essential for setting priorities within a broader ecosystem of laws and policies. Solutions strategies help define government priorities, establish key principles and standards, and outline actions needed to address vulnerabilities across all displacement-affected populations, including IDPs and broader displacement-affected communities. They also clarify how the UN and other entities can support these efforts while promoting self-sustainability and guide donor and institutional investments by identifying clear targets and commitments. These strategies must be anchored in international and national human rights laws and standards and aim for the full restoration of the rights of displaced persons. Government solutions strategies should also help the UN and partners articulate an 'exit strategy' as Government systems assume increasing responsibility for the solutions task. [Colombia: Legal Status of Government of Colombia as a national public policy (CONPES)].

The strategy should function as a tool to foster a whole-of-government approach to solutions, bringing together relevant stakeholders under a unified perspective, particularly in environments with competing narratives.

In most countries, national solutions strategies are complemented by sub-national, costed strategies and/or standalone implementation plans developed by local authorities and stakeholders. The implementation plan may also be integrated into existing planning structures [see Box 11]. This helps align solutions with local planning and budgeting structures and incorporate the views and needs of IDPs and host communities. In some cases, local governments have taken the lead in solutions strategies, allowing the national level to focus on the enabling environment (policy, financing, etc.) While all strategies will be context-specific, some common characteristics of good strategies and accompanying implementation plans are outlined in Annex VI.

Box 10: Terminology

Terminology for what constitutes a strategy, policy, action plan or roadmap may vary, necessitating adaptation to the existing administrative and planning structures. Regardless of the taxonomy used, the essential components needed to deliver effective solutions include:

- An enabling legal framework that establishes rights and accountabilities.
- A policy environment that facilitates the prioritization and mainstreaming of IDPs needs within solutions pathways across various sectors.
- Strategies that outline government priorities and targets to be achieved, along with defined roles and responsibilities.
- Implementation plans with Monitoring and Evaluation (M&E) frameworks that identify the necessary inputs, specify who will deliver each intervention, and establish timelines for when these actions will take place and how to monitor their implementation over time.

Tools and approaches

The development of national and/or local strategies should be firmly led by the government, with support from the UN and partners as needed. Empowering national and local authorities is essential to affirm their ownership of the process. Aligning the strategy with the government's political, economic and social realities will further enhance its sustainability.

The UN and its partners can play a vital role by offering policy support, promoting nationally-owned data, conducting joint analyses, and sharing best practices from other contexts. Additionally, they may need advocate for more challenging aspects of the solutions process that governments may be less inclined to tackle, yet are critical to achieving durable outcomes. Integrating conflict prevention and disaster risk reduction efforts into solutions planning is also essential for addressing the systemic causes of crises. The Internal Displacement Solutions Fund (IDSF) is intended to offer additional resources and capacities to assist the government in this endeavour (see Chapter 3.3.3). For example, the UN provided joined-up support in Nigeria to State-level governments to design their solutions strategies under a Joint Programme funded by the IDSF.

In taking this forward, the UN and partners may consider:

- **Encouraging the government to designate a convener or co-convener with authority over the development agenda.**
  For instance, in Ethiopia's Somali region, the strategic leadership of the Regional President as chair of the Steering Committee overseeing the Durable Solutions Working Group has facilitated well-coordinated engagement with clear priorities.
- **Empowering and supporting the convening authority.**
  For instance, in Ethiopia's Tigray region, the UN supported the Bureau of Social Affairs and Rehabilitation in its role as the designated convener for developing the Tigray Solutions Strategy . This support included technical assistance , methodological guidance, facilitation of consultations with diverse stakeholders, and aiding in the collection of information from 23 government bureaus and entities involved in the process.
- **Conducting national and local governance capacity assessments on solutions.**
  To assess the government capacity to lead on solutions, an assessment of national and sub-national government institutions in reallocating human and financial resources and adapting their management models to address the unique needs and challenges posed by internal displacement can be helpful. At the local level, the assessment could encompass both state and non-state sectoral and service provision capacities, creating a comprehensive overview of the strengths and weaknesses in addressing displacement solutions. These assessments also create a baseline for monitoring the implementation of the strategies.

Box 11: Two cases of mainstreaming solutions strategies across regular planning processes

The Ukraine Operational Plan of the State Strategy on Internal Displacement delineates the entities responsible for its implementation. This includes sub-national authorities (oblasts and hromadas), which are charged with incorporating the needs and priorities of IDPs into their planning, budgeting and programmatic processes.
In Vanuatu, government policies and structures established following the development of a National Policy on Climate Change and Disaster-Induced Displacement (2018) have improved the integration of displacement issues. For example, the newly created Department of Urban Planning is effectively incorporating displacement considerations into housing policy.

- **Ensuring a common understanding of solutions and awareness of available international norms, frameworks, and guidance.**
  Stakeholders have different perceptions of solutions to internal displacement and the strategy development process may involve new stakeholders who are unfamiliar with core concepts.
- **Investing in early sensitization and awareness-raising, while translating the concept of solutions into context-specific actions for different parts of the government system will enhance shared ownership and commitment.**
  This includes advocating for a holistic

approach that addresses more complex issues, such as transitional justice and peacebuilding, as well as linkages to broader preventive activities including conflict prevention, disaster risk reduction and climate action. Examples of presentations utilized at the country level regarding solutions can be found here.

- **Supporting inclusivity in the process.**
  To ensure a human rights-based approach that integrates the perspectives of displaced populations as rights holders, strategies should be developed through an inclusive multi-stakeholder process that fully consults and considers the knowledge, aspirations and agency of both displaced individuals and displacement-affected communities. The selection of representatives should prioritize the participation of IDPs in their full diversity. Additionally, given the complexity and diversity of the required actions, partners should support and advocate for consultations with civil society and key private sector actors.
- **Empowering and supporting the engagement of local authorities.**
  Experience shows that local authorities play a crucial role in designing and implementing solutions strategies and in informing discussions on the necessary national enabling framework. They are responsible for delivering services and support to IDPs and broader displacement-affected communities within their jurisdictions, often in coordination with central government agencies and partners. In some instances, strong leadership at the sub-national level can effectively facilitate the planning process. However, it is essential to ensure that sub-national and national efforts are interconnected, particularly concerning the national budget process, legal mandates and development investments.

Box 12: Support from the Special Rapporteur and IPEG

The Special Rapporteur on the Human Rights of IDPs and the IDP Protection Expert Group can provide technical advice on supporting the government on developing and implementing solutions strategies with the view to ensuring protection and human rights of IDPs are assured. This may take the form of feedback and advice, cross-regional peer exchanges, and engagement with the RC/HC to help ensure a coherent UN and partners' approach.

- **Providing an evidence base to inform strategy and decision-making.**
  The identification of targets and solutions pathways should be guided by key analyses, including an analytical profile of displaced groups, the impact of displacement flows on changes in territories, human settlements and cities, as well as understanding the barriers and opportunities that can facilitate sustainable solutions. In certain contexts, disaster and climate risk modelling and assessments have a key role to play in creating the base of evidence. Robust analysis can also counter the politicization of the solution chosen, for example pressure for IDPs to return to their areas of origin to suit a narrative that conflict or other emergencies are over. Finally, a key element of this is ensuring that UN and partner interventions support capacity and coherence of national data systems (see section 2.6).
- **Ensuring well-coordinated support from the UN and partners.**
  The UN and its partners should work together to create a joint roadmap that defines how they will support the government's strategy for developing and implementing solutions. This roadmap should outline clear engagement strategies, specify roles and responsibilities, and establish coordination arrangements to facilitate coherent support. See here for sample roadmaps and work plans.

Box 13: Supporting cross-regional knowledge exchange

In Ethiopia, the UN supported six regional Solutions Working Groups led by regional governments by facilitating exchange of lessons and practices across the regions in developing their respective strategies.

Illustration of potential challenges and their responses when working on National Strategies and Local Implementation Plans can be found in Annex V.

2.5 Paying for solutions

Providing solutions for IDPs requires significant investments in infrastructure, particularly housing and delivery of basic services. Displacement often results in accelerated urbanization, calling for investments in upgrading of existing urban areas and in planned urban growth. In solutions plans developed to date, the infrastructure component can represent between 60-90% of the total investments needed.

The investment in infrastructure requires long-term financing at scale. To achieve this, governments cannot rely solely on grant resources from donors.

Box 14: Adapting to climate change

Climate-change induced displacement contexts may have different financing needs to those of conflict. As the environment changes, so do sustainable livelihoods opportunities. This may require significant investment in and transformation of sectors as they adapt to global warning: agriculture and pastoralists being a good example of this. In these contexts, livelihoods restoration and change may be a key condition to support solutions and will need to be costed deliberately.

Governments may wish to consider developing an overarching financing for solutions strategy that leverages all available development funding and financing and explores innovative opportunities. Ideally, this is integrated into national and local development planning and financing [find a sample of a cost-distribution plan here].

A detailed Policy Brief on "Bridging humanitarian aid and development finance" prepared by the Office of the Special Adviser provides an overview of a range of potential international and domestic, public and private financing and can be accessed here.

Box 15: Nigeria's initial financing strategy for solutions

In Nigeria, the Solutions Plans of the States of Adamawa, Borno and Yobe in north-east Nigeria, targeting 9 million IDPs, recent returnees and host communities is projected to cost approximately US$ 3.6 billion over five years. Initial consultations between the government, the UN, development partners and the private sector agreed on the assumptions regarding the target distribution of expenses by available source of finance by sector and type of investments needed. Multiple sources of financing have been identified and the proposed target distribution of expenses and analysis has taken place to identify existing financing flows that can contribute for each source of finance and the gaps and bottlenecks to reach the target. Find the full case-study here.

Tools and approaches

The UN and its partners can play a key role in supporting governments to evaluate potential funding and financing sources and mobilize the necessary resources to roll-out solutions at scale. In taking this forward, the UN and its partners may wish to consider:

- **Exploring all potential funding and financing sources.**
  Some governments may find it difficult to look beyond traditional humanitarian grants for financing solutions related to internal displacement. Focusing on solutions requires development planning centred on infrastructure investments in specific regions. Donor grant funding alone will not meet all financing needs, so it is essential for governments to leverage additional sources and mobilize extra funds to fill the gap. A financing strategy should consider expectations, capacity and historical trends, informed by data and stakeholder consultations. These consultations should also map existing development programmes against investment needs to identify the potential for creating synergies and minimize new financial asks. The strategy can be potentially anchored in Integrated National Financing Frameworks (INFF), which provide a structured approach to financing the SDGs at both national and local levels.
- **Building technical capacity.**
  Expanding funding sources for internal displacement solutions—such as domestic revenue generation, loans, equity, blended finance, bonds, and private sector contributions—requires robust development financing expertise. The absence of such expertise at national, local, and project levels can hinder access to critical funding streams. Building technical capacity within relevant national and sub-national government bodies is therefore essential. For example, in Ethiopia, the UN temporarily deployed a staff member to the Federal Ministry of Finance to help develop a financing strategy.
- **Engaging development funders from the start of the solutions design process.**
  Non-humanitarian financing systems are generally not designed to address displacement scenarios, making early engagement with the development financing community essential. Involving these stakeholders — such as government

development/sector ministries, international financial institutions (IFIs), private sector actors, and development donors—during the design and planning phases is critical to harness their technical expertise and foster a deeper understanding of the investment needs tied to the solutions plan. The dialogue could focus on: (1) Prioritizing involvement early as their financing cycles are often lengthy. This increases the chances for solutions to be included in their pipeline of projects; (2) Allowing for the use of their technical resources and capacity, sometimes in the form of technical assistance grants; and (3) Leveraging their ability to convene stakeholders and secure political leadership.

NB. Many development funders find investing in fragile contexts or vulnerable populations challenging due to low implementation capacity, high governance, fraud and security risks, potential counter-terrorist legislation, and geographically scattered investments that raise transaction costs. Additionally, the short-term economic and fiscal returns from solution investments may be lower than those from large-scale infrastructure projects in major population centres. Consequently, these contexts are often viewed as necessitating greater risk, effort and commitment. Importantly, in urban areas, the World Bank and other IFIs have recognized that it is important to invest in upgrading existing urban areas and planned urban growth to accommodate the influx of displacement early on, as retrofitting unplanned informality later, is more expensive. Modalities and resources for locally led solutions, in partnership with local actors, including local women's organizations and networks can also be explored.

Box 16: Financing National Adaptation Plans

A significant untapped potential for financing of solutions is the inclusion of the issue into National Adaptation Plans (NAPs) and related planning processes. Some tools to support this have already been developed by the UNFCCC Task Force on Displacement and can be found here.

- **Increasing systematic and strategic development-focused solutions.**

  Most financial support for IDPs is typically provided through emergency response initiatives or small, opportunistic projects financed by development donors and implemented by third party agencies rather than using country systems, often resulting in solutions plans resembling activity lists aimed at attracting donor funding. Measures which may help enhance financing-at-scale would include:

  1. Integrating solution plans into national development priorities and budget allocations from the outset.
  2. Updating fiscal transfer to the local level in line with actual population numbers, including the displaced.
  3. Ensuring cost effectiveness by using national mechanisms for cost benefit assessments.
  4. Utilizing country systems for implementation while minimizing reliance on third party agencies.
  5. Prioritizing economic integration of IDPs into private sector initiatives.
  6. Favoring integration into national social protection systems while promoting self-reliance over donor-supported cash-based interventions.
  7. Ensuring the inclusion of displacement in mechanisms to address disaster and climate-related loss and damage.

- **Promoting engagement of the private sector.**

  Practitioners should identify and engage stakeholders from key sectors such as banking, insurance, agriculture, and housing and seek to understand their priorities, strategies, and the challenges they face to invest solutions. Additionally, physical planning, conducive public policies and initiatives that collect relevant data for private sector decision-making and packaging investment opportunities in business-oriented formats can help the private sector better assess risks and invest.

- **Ensuring a holistic approach to infrastructure and housing given the significant costs associated with these areas.**

  It is important to move beyond the assumption that infrastructure and housing can be standardized and financed without additional public resources or private capital mobilization. Likely the approach will involve mobilizing, inter alia, greater local revenues, ensuring the housing and finance sectors better integrate displaced individuals and facilitating public-private partnerships with support from IFIs both to enhance service availability and increase the supply of serviced land . Upgrading existing urban residential

areas may be required as well as implementing specialized land tenure and micro-finance solutions can help displaced individuals access a variety of housing options, including incremental and rental solutions.

2.6 Gathering evidence

Data is the cornerstone of solutions to internal displacement as it informs policymaking, facilitates context-specific interventions and allows for ongoing progress measurement. Data is also pivotal in determining the extent to which IDPs enjoy their full rights and it can show the barriers to the full actualization of those rights as a proxy for measuring the sustainability of solutions.

Tools and approaches

Developing evidence-driven solutions to internal displacement requires key tools and approaches. In taking this forward, the UN and partners may wish to consider:

- **Ensuring a good understanding of the current data landscape on solutions and data gaps:** Data on solutions is often difficult to capture. The Data for Solutions to Internal Displacement (DSID) Taskforce has developed a diagnostic tool that allows UNCTs and associated coordination fora to map existing data on solutions and identify gaps in the type of data needed to inform solutions planning and processes.
- **Promoting coherent and coordinated data collection systems:** Effective data collection systems enable timely, relevant, and interoperable data from diverse sources for meaningful analysis. RC/HCs, UNCTs and HCTs should identify and leverage existing national systems, recognizing that both official statistics and operational data work together to provide comprehensive and up-to-date information. The International Recommendations on Internally Displaced Persons Statistics (IRIS) offer guidelines for standardizing IDP data, highlighting the importance of official statistics from national statistical offices. Operational data (for example, data collected by IOM's Displacement Tracking Matrix (IOM-DTM), multi-sector needs assessment, and other relevant surveys) are crucial for their depth, breadth, and timeliness, particularly when national statistics are incomplete.
- **Building national data capacity:** Investments in data improvements for solutions should strengthen national ownership and build on existing data management systems with a long-term focus on national statistical systems. National counterparts and their international partners should assess the readiness and maturity of national data management and statistical coordination systems to inform targeted capacity-building investments while fostering a shared understanding of how line ministries and statistical stakeholders collect, manage and exchange administrative and operational data.

  Based on consultations with the ministries and national statistical offices, RC/HC can call for support from global entities that can guide in this process such as the Expert Group on Refugee, Internally Displaced Persons, and Statelessness Statistics (EGRISS)secretariat, the Joint World Bank UNHCR Data Centre on Forced Displacement (JDC), the interagency Joint Internal Displacement Profiling Service (JIPS) or the Internal Displacement Monitoring Center (IDMC). More broadly, the global Data for Solutions to Internal Displacement working group can be a resource to support UNCTs on data for solutions in terms of rolling out the DSID diagnostic tool, sharing a mapping of existing data for solutions work in country and providing technical support through members for collective data for solutions work.

Box 17: Somalia solutions survey

In Somalia, the Federal Government of Somalia's Ministry of Planning, Investment and Economic Development is leading the implementation of the Durable Solutions Progress survey, implemented through partners (IOM) and coordinated through Danwadaag and Saameynta consortiums.

Box 18: Development-oriented indicator framework

UNDP and JIPS have developed a development-oriented indicator frame-work that looks more broadly at the enabling environment and implementation of laws and policies to understand the conduciveness of the environment for solutions and monitoring progress towards.

- **Investing in data analytics:** Building strong data analysis capacity allows for targeted analysis at multiple decision-making levels, facilitating strategic planning, programme design, policy reviews, institutional capacity building, and operational implementation at national and local levels. The RC/HC with the support of the Solutions Working Group can: (i) engage specific government entities such as the ministries of planning, housing, education, health to present specific analysis on internal displacement that speaks to their ministerial priorities; and (ii) request specific analytical pieces to inform ongoing policy processes such as the Cooperation Framework or a national law or policy on internal displacement.
- **Adhering to data protection and ethical standards:** Adhering to data protection and ethical standards is essential for handling sensitive information securely and ethically, ensuring the protection of displaced populations and affected communities while adhering to 'Do No Harm' principles. Find data ethics standards SOPs and MoUs from Protection Clusters here.
- **Analyzing the impact of displacement on territories, human settlements and cities:** Mapping the drivers of displacement and the impact of displacement across a country and their impact on human settlements and cities through urban profiling, including their absorption capacity, is critical to link longer term solutions to displacement with development strategies.
- **Utilizing disaster risk and climate modelling and assessments as core planning tools** for the planning of solutions and prevention of secondary displacement. For example, data from IDMC shows that floods are a key driver of secondary displacement in Africa and Asia.

2.7 Postscript: Ensuring solutions last

In many countries, addressing barriers to solutions requires the engagement of national actors to build political will and capacity for effective pathways for all IDPs. A lack of political will not only leave those already displaced trapped in protracted situations, but also increases the likelihood of new or renewed displacements.

If authorities refuse to acknowledge that many urban IDPs will remain in their city of displacement for example, and do not facilitate their local integration — sometimes even pushing them to return — IDPs may face re-displacement and heightened vulnerability. Similarly, insisting IDPs return to the site of repeated displacements due to weather-related disasters, simply exposes the displaced to repeated risk further eroding coping capacities.

'Prevention' is not just about preventing new displacements therefore. Prevention is also about accompanying solutions processes for those already displaced, to ensure these solutions truly 'last', and leave IDPs safe and secure.

Actions the UN and its partners can take to promote this prevention imperative might include: **In the context of preventing and resolving armed conflict, strengthening dialogue with parties** to armed conflict to: (1) Carve out and preserve the political space to address root causes of conflict, and to push for sustainable political solutions; (2) Incentivize early action to prevent conflict by highlighting the lasting impact on development outcomes and the major human and financial costs resulting from displacement; and (3) Promote adherence to international humanitarian law in armed conflict situations, other relevant legal frameworks and norms of restraint with a view to limiting displacement, enhancing protection and maintaining conditions for eventual return.

Transitional justice:
Supporting transitional justice processes with a view to preventing the recurrence of human rights violations and ensuring solutions.

Early warning mechanisms:
Supporting governments in enhancing early warning and action systems at national, local and community levels, integrating human rights standards and other relevant obligations and addressing signs of violations, gender-based violence and climate risks as displacement drivers. Ensure these mechanisms prompt timely responses to threats and engage affected communities. The Handbook on Early Warning Systems and Early Action in Fragile, Conflict, and Violent Settings by the Early Warnings for All initiative highlights the inclusion of IDPs.

To assess current integration of displacement risk, in 2024 the Platform for Disaster Risk Reduction, UNHCR and the United Nations Office for Disaster Risk Reduction (UNDRR) updated Mapping human mobility in national and regional disaster risk reduction strategies and related instruments.

Law and policy:
Assisting governments in developing and implementing laws and policies to prevent and address displacement that are in line with relevant international obligations, notably human rights law. This might involve promoting conflict resolution, access to justice, reconciliation, and inclusive peace processes that protect the rights of IDPs and affected communities. National prevention strategies promoted under the New Agenda for Peace could specifically target displacement.

Addressing climate risks:
Assisting governments in integrating climate risks into policies and investment decisions, ensuring displacement risks and protection needs are addressed in disaster risk reduction, climate action, urban planning, and development. Helping revise policies to align with commitments under the SDGs, the New Urban Agenda, the Sendai Framework, and the Paris Agreement. Ensuring that climate adaptation plans, including National Adaptation Plans and Nationally Determined Contributions, address displacement risks to maintain access to climate financing. The UNFCCC's Technical Guide provides approaches, while the Disaster Displacement Addendum to the Disaster Resilience Scorecard evaluates local government capabilities for disaster displacement planning.

Incentivizing collaboration on prevention:
Strengthen collaboration among humanitarian, development, climate, and peacebuilding actors by implementing community-based programmes that promote self-reliance, social cohesion, peacebuilding, and resilience. Engaging displaced persons and host communities throughout the process. Connecting the designated agency for climate financing with the relevant government convener for internal displacement to prioritize displacement risks in climate financing decisions.

Data:
Enhancing data collection and analysis for prevention, including monitoring human rights and protection to understand risks and vulnerabilities in affected communities. Analytics from peace operations should reflect displacement risks. For example, The Climate Security Mechanism, a UN initiative, focuses on the links between climate change, peace and security. Ensuring disaster loss data includes displacement costs to support preventive investment. The enhanced disaster tracking system for hazardous events and losses and damages will incorporate internal displacement metrics for comparability across timeframes and locations for example.

Financing:
The UN Secretary-General's Peacebuilding Fund's current strategy includes an emphasis on prevention and support for solutions for internally displaced persons and local populations and may be able to support these kinds of preventive measures.

3. Getting Organized

3.1 Leadership of Resident and Humanitarian Coordinator

Box 19: Roles and responsibilities at the country level

RC/HC
Overall accountable for delivery on solutions as the UN's lead on solutions. Leads the UNCT/HCT to proactively engage with authorities to position rights and response to internal displacement in government priorities. Responsible for bringing humanitarian and development stakeholders together, especially across the HCT and UNCT, to embed a solutions-oriented approach from the start.

Solutions Working Group[15]
Mechanism to convene relevant stakeholders across humanitarian, development and peace structures to ensure strategic coordination, effective information sharing and robust support for solutions processes. The Solutions Working Group should operate under the guidance of an overarching strategic approach and be integrated into existing coordination mechanisms to prevent siloes and enhance coherence.

Humanitarian Country Team
Support the HC in his/her responsibilities to ensure that the humanitarian response addresses the humanitarian needs of IDPS and adopts a "solutions from the start" approach in line with IASC Management Response to the IDP review recommendations.

UN Country Team
Accountable to ensure integration of development solutions into Cooperation Framework processes to achieve durable solutions for IDPs, identifying opportunities in existing and forthcoming activities and advancing joint programming for solutions.

The Secretary-General's Action Agenda reaffirms RCs as the UN's lead for addressing solutions to internal displacement at the country level. RCs are responsible for ensuring coherent responses across UN mandates to achieve this objective. Specifically, they are tasked with proactively engaging national and local authorities on solutions, enhancing coherence between the work of UNCTs and HCTs and prioritizing solutions in Cooperation Frameworks. In cases where RCs also serve as Humanitarian Coordinators, they should assist in making the necessary linkages between HNRPs and relevant frameworks.

In settings where a UN Peacekeeping Operation or Special Political Mission is deployed, the Deputy Special Representative of the Secretary-General (DSRSG)/RC/HC should contribute to the Mission's work to ensure that solutions are reflected in its political engagements and other mandated activities. This approach should be multi-faceted, aligning humanitarian, development and peacebuilding efforts. In cases where the RC is not triple-hatted, they should continue to work with the Mission to advance collaboration around displacement as is feasible.

3.2 Transitioning from humanitarian response to development-focused solutions

Multiple analyses of large-scale displacement operations have criticized international actors for their slow transition from a lifesaving/maintenance posture to a solutions posture that prioritizes self-reliance, increased government ownership and leadership and the long-term financing needed to achieve these goals. This critique highlights that such a shift often occurs too late, typically reacting to funding cuts rather than being a proactive strategy. As a result, dependency grows, services decline and frustrations rise, often directed at the humanitarian community rather than governments. Likewise, this lack of investment in resilience and self-reliance can

15 In some countries these have already been established under the title of Durable Solutions Working Groups. These groups should be considered the same as Solutions Working Groups.

contribute to eroding social cohesion and increasing tensions in displacement-affected communities. In this context, a planned solutions process is rarely implemented in an anticipatory manner.

To facilitate strategic approaches and accelerate shifts toward more development-focused solutions, RC/HCs are encouraged to initiate regular structured "pivot" discussions to review the posture of the international response to internal displacement. The goal is to improve the ability of the UN and partners to move swiftly from purely lifesaving approaches to a more development-focused solutions approach that promotes proactive government leadership and enhances development engagement and financing. **In fact, development actors should and will have been on the ground from the start of a displacement situation; the earlier and more sustained the effective engagement of these development actors in the response, the more likely such a 'pivot review' will be redundant.**

An initial pivot review methodology has been developed as part of the pilot country engagement by the Office of the Special Adviser and is being tested at the time of publication of this Guidance. The proposed review includes four pieces of analysis that should inform the process:

- Up-to-date IDP profiling coordinated by IOM
- A protection and safeguards analysis coordinated by UNHCR
- A government capacity assessment coordinated by UNDP
- A UNCT capacity snapshot coordinated by the RC Office

There may be other pieces of analysis that the RC/HC and country team may wish to commission at the country level as relevant to the local context, which will be coordinated by the relevant UN agencies and partners locally.

The pivot discussions ideally include UNCTs, HCTs and other relevant stakeholders, including IDPs, governments, donors, IFIs and human rights actors. The process can also be supported by the Global Solutions Hub, Special Rapporteur on the Human Rights of IDPs or the IDP Protection Expert Group.

These discussions could enhance the mandatory annual reviews of humanitarian coordination architecture [16] and the UNCT configuration exercise and result-based planning exercises, both of which are tied to programmatic requirements. The deliberations should be grounded in an analysis of the displacement profile, protection safeguards for solutions, and capacity assessments of both national authorities and the UNCT regarding their readiness to work on long-term effective solutions.

The proposed methodology for the pivot review that RC/HCs and teams can utilize can be found here.

3.3 UN system support to the Resident Coordinator

To enable RCs/HCs to effectively fulfil their leadership role in advancing solutions, enhanced access to support and capacity is critical. This begins with full collaboration across all UN organizations and entities, ensuring their expertise and assistance are readily available to the RCs. It is important the UNCT configuration exercise linked to the elaboration of the Sustainable Development Cooperation Framework also validates and reinforces the right UNCT capacities and resources required to deliver strategic, effective, displacement solutions.

IOM, UNDP and UNHCR, in their role as Solutions Champions, have additionally committed operational support as 'first line of support' which RC's can leverage in advancing the new solutions approach, including to mobilize wider UNCT members at country level on solutions. This includes jointly designing a UN offer for the consideration of the RC/HC that leverages the full breadth of mandates and expertise within the wider UNCT to address displacement solutions effectively.

Furthermore, the UN Special Rapporteur on the Human Rights of IDPs can support RC/HCs through assessment missions to provide recommendations, technical advice and targeted advocacy, particularly through raising concerns with duty-bearers which may be difficult for in-country UN entities to address. Post-mission, the IDP Protection Expert Group (IPEG) can also provide advice in support of UNCTs and partners to mobilize support on key protection issues and advocacy in relation to law and policy.

16 Procedures for Cluster Coordination Architecture Review and Cluster Transition are outlined in the 2015 IASC guidance on Cluster Coordination at Country Level.

3.3.1 Solutions Working Group

Experience over the last two years has demonstrated that when the UN system and partners engage through a SWG[17], the RC/HC and country team benefit from a more streamlined and strategic whole-of-system approach to solutions. These dedicated mechanisms should bring together humanitarian, development, peacebuilding and human rights actors, including government entities where feasible, to coordinate efforts on solutions.

The primary objectives of the SWG are to plan for and monitor progress towards a UNCT strategic approach on solutions to internal displacement. This includes the development of collective approaches and policies, facilitating information sharing and providing a forum for dialogue on contextual matters. In some instances, these groups are led by the RC/HC, while in others, they are under government leadership or co-leadership with multilateral and bilateral development partners, including international financial institutions and multilateral development banks. The appropriate setup and level (national/sub-national) can vary based on the context but a multi-stakeholder format with inclusion of NGO/CSO representation is recommended.

Box 20: Different SWG modalities based on context and needs

In **Iraq and Nigeria**, the SWG are inclusive of NGOs, UN and donors.

Somalia has an integrated UN to government coordination mechanism, with civil society.

Colombia has a development-focused, RC-Government co-chaired Committee on Solutions to Internal Displacement.

Vanuatu has an Interministerial-task force lead by the government, inclusive of multiple line-ministries, UN and partners.

In **Sudan**, the SWG cannot be convened with the government currently, but it is co-chaired by UNHCR, UNDP and the Danish Refugee Council with a joint secretariat that sits under the RC/HC.

Sample ToRs for a SWG can be found here.

While the goal is ultimately to establish clear government leadership with an inter-ministerial structure, there may be a need, particularly in the early phases, for separate mechanisms that allow the UN and partners to organize their support to the government.

SWGs are joint spaces between the UNCT and HCT that report to the RC/HC and complement the work of the humanitarian clusters and the UNCT results groups. They are institutionally docked into the UNCT structure and can be asked to brief the HCT and UNCT on progress and challenges.

In setting up a SWG, the RC/HC can leverage the support of IOM, UNHCR and UNDP in their role as Solutions Champions and additional commitment of 'first line of support'. In addition, the Solutions Hub is available to provide further advice on how to set up these groups (see information on the Solutions Hub below).

3.3.2 The Global IDP Solutions Hub

Housed in DCO, an interagency Hub for Coordination of Solutions to Internal Displacement (the Solutions Hub) serves as a global 'one-stop-shop' for RC/HCs to access advice and support from global and regional levels. This includes the coordination and provision of technical support to RC/HCs and country teams from across the UN system. The Hub also houses **the UN Solutions Advisers Facility and the Secretariat of the Internal Displacement Solutions Fund** (see sections 3.3.3-4). The Hub is supported by an inter-agency Global Solutions Working Group, encompassing UN entities, NGO and IFI representation, whom provides strategic support and enables access to technical capacities. A Community of Practice for solutions practitioners has also been set up on Sparkblue where guidance and good practice is available. Senior agency staff are available via the Solutions Hub for short-term missions to support the RC/HCs in developing its strategy and associated processes.

3.3.3 The Internal Displacement Solutions Fund

The Internal Displacement Solutions Fund (IDSF) is a multi-partner trust fund that supports the

17 In some countries these are currently established as Durable Solutions Working Groups and would be synonymous with Solutions Working Groups.

strategic, collaborative, and comprehensive engagement of UNCTs under the leadership of RC/HCs. The IDSF focuses on joint UN action, helping to develop systemic responses that are nationally owned and address policy, capacity and connectivity needs. The Fund can allocate up to $ 3 million to a UNCT to facilitate the transition to development-focused solutions, aligned with the three strategic objectives of the IDSF:

i. Implementing. multi-sector, SDG-aligned, and IDP-informed strategies that accelerate development planning and humanitarian responses for IDPs.
ii. Leveraging a whole-of-UN response through accountability frameworks and joint coordination mechanisms, with an emphasis on peacebuilding , social cohesion, legal identity, and economic inclusiveness.
iii. Developing financing frameworks that connect IDP solutions to long-term development planning and financing based on evidence.

Under the leadership of the RC/HC, eligible UNCTs are invited by the Fund to submit joint proposals in accordance with applicable funding round guidance, the Fund's TOR and UNSDG joint programme guidance. All proposals should include a minimum of two UN entities, and prospective recipient organizations need to have a signed MOU with the Fund (the current list of eligible Participating UN organizations can be found on the Fund's website).

3.3.4 The UN Solutions Adviser Facility

The UN Solutions Adviser Facility is also integrated within the Solutions Hub and aims to strengthen UN and national capacities to address internal displacement by providing temporary capacities (up to three years) to RC/HCs in the form of RCO Solutions Advisers. The primary roles of Solutions Advisers, in line with the standard TOR, include:

- Providing strategic and technical support to the RC and UNCT, engaging humanitarian, development and peace actors, promoting national and local ownership of solutions, and facilitating information flow between stakeholders.
- Facilitating and promoting national and local ownership, as well as capacity-building for solutions strategies and the prevention of internal displacement.
- Maintaining positive working relationships and managing information flows among key stakeholders, including government counterparts, UN focal points/agencies, INGOs, the private sector, civil society and the donor community.
- Connecting global expertise, such as that from IDMC, JIPS, Development Financing Working Group, and the DSID working group to promote coherent and integrated solutions to internal displacement.

Solutions Advisers can be deployed through various administrative mechanisms (including UN staff recruitment, secondments and long-term surge capacity), all under the oversight and coordination of the Solutions Hub. RC/HCs who see the need for the deployment of a Solutions Adviser can approach the Solutions Hub to discuss their needs.

3.4 Integration in key planning processes

3.4.1 Integrating solutions into Cooperation Framework planning and reporting structures

The Cooperation Framework processes are overseen by the National-UN Joint Steering Committee. Depending on the stage of the Cooperation Framework cycle, the RC/HC can utilize various entry points to integrate solutions into this process including:

- During the **design phase** of a new Cooperation Framework, integrating the roadmap ensures that solutions are captured including in the UN Country Analysis and stakeholder consultations, especially with IDP groups, and host communities. This approach incorporates the solutions framework thoughtfully from the start, rather than as an add-on.
- During the **implementation phase** of a Cooperation Framework, the Annual Review processes assess progress, revise Joint Work Plans and promote a cohesive approach to solutions. The Joint Work Plan can incorporate up-to-date information on solution-related efforts, detailing implementing partners, donors, geographical scope, financial resources, and other relevant markers.
- During the **Cooperation Framework UNCT configuration exercise,** capacities should be thoroughly mapped to ensure that agencies are equipped to deliver on solution-related results. These capacities must be adequately reflected in the Cooperation Framework's joint results work plan.

Since solutions are often integrated into existing projects, it is important to apply relevant tags and markers in UN INFO for predefined population groups. This ensures consolidation and easy extraction of information about efforts toward solutions across the Cooperation Framework. Additionally, UNCT members could disaggregate displacement status across relevant indicators, as recommended by EGRISS, to track the progress of IDPs compared to the general population. This data is vital for measuring progress and identifying areas needing further investment.

Additionally, the annual update of the UN Common Country Analysis, which serves as the main analytical foundation for UN development work in the country, should reflect the situation of IDPs. This analysis should align with existing frameworks, particularly the human rights-based approach, "Leave No One Behind," and Gender Equality and Women's Empowerment principles. Find relevant guidance on related frameworks here.

Coordination and accountability between the relevant Results Groups and a Solutions Working Group should be established at the country level, including links to initiatives like the LNOB working groups. As solutions require a whole-of-society and whole-of-government approach, UN system efforts are likely to intersect with multiple Results Groups and other coordination mechanisms, including thematic groups and program management teams.

3.4.2 Reflecting solutions into Humanitarian Needs and Response Plans and reporting structures

In contexts with activated clusters (an operational cluster approach), the humanitarian aspect of support for solutions—wherever feasible and appropriate—should be reflected in the HNRPs, when it relates to humanitarian needs and response. This coordination should take place through existing structures under the HCT, overseen by the RC/HC, and in conjunction with relevant development-focused coordination bodies. It should focus on complementarity between humanitarian and development responses.

During the preparation of HNRPs, the HCT and relevant coordination mechanisms, including the clusters, should identify--whenever and wherever feasible and appropriate--displacement patterns and vulnerabilities affecting IDPs.

4. Tracking Progress

The *2010 IASC Framework on Durable Solutions* lays out eight key criteria that can be used to assess IDP protection and assistance needs to help describe their progress towards durable solutions and guide programming efforts.

Successful solutions should be driven by governments and local authorities, enabled though capable national systems, voluntarily decided upon, in safety and dignity, by the displaced communities themselves. Solutions should be the start of re-building a frayed social contract between the authorities and their displaced citizens and residents. This presumes:

- Committed national authorities able to lead, coordinate and implement solutions.
- Strong and inclusive mechanisms of engagement with displaced and displacement-affected communities in the design, implementation and monitoring of solutions.
- Clearly articulated solutions-options and support/compensation packages for displaced families and individuals, backed by the State, for IDPs to voluntarily choose from.

As outlined in the IASC Framework, there is a physical/spatial dimension. Successful solutions could be achieved through: (i) sustainable reintegration at the place of origin (return), (ii) sustainable local integration in areas where IDPs have taken refuge (local integration), (iii) sustainable integration in another part of the country (settlement elsewhere in the country).

However, while settlement or physical movement is an important aspect of solutions interventions, it is not the defining measure of their success. This is particularly relevant today, as citizens and permanent residents of a state will always retain the right to move in pursuit of better opportunities for themselves and their families. Any solutions approach that undermines this fundamental right must be avoided. Furthermore, several criteria can help assess the extent to which a solution has been achieved, regardless of the chosen location.

The Framework outlines that IDPs should enjoy without discrimination (based on their displacement or otherwise):

1. Long-term safety, security and freedom of movement.
2. An adequate standard of living, including at a minimum access to adequate food, water, housing, health care and basic education.
3. Access to employment and livelihoods.
4. Access to effective mechanisms that restore their housing, land and property or provide them with compensation.
5. Access to and replacement of personal and other documentation that may have been lost in their displacement.
6. Reunification with family members separated during displacement.
7. Participation in public affairs at all levels on an equal basis with other citizens.
8. Access to effective remedies for displacement-related violations, including access to justice and reparations.

These eight IASC criteria – now well-rooted in many national policies and legislative frameworks - were developed to encourage more consistency in how progress towards durable solutions can be described or assessed in different displacement contexts. The Framework states that these criteria should be considered when determining the extent to which IDPs still suffer from associated protection risks and assistance needs, without discrimination on account of their displacement. In practice, applications of this Framework have been interpreted through a comparative analysis of IDPs with non-displaced populations living in the same country/vicinity, against indicators used to describe each criterion.

Under the leadership of the UN Special Rapporteur on the Human Rights of IDPs, a library of indicators was developed in 2018 to facilitate measurements of progress against each of these criteria in different displacement contexts[18]. The 2020 IRIS developed guidance for measuring progress

18 Durable Solutions Indicator Library - select your indicators!

towards durable solutions based on the IASC's eight criteria and delineating further sub-criteria to facilitate measurement in practice. Since then, UNDP and JIPS have taken to steps to complement this population-facing indicator library with companion indicators that indicate the extent to which an enabling environment is being built: for example, whether local government capacities are being built, or the necessary laws and policies are in place to accompany solutions[19]. Where the data exists, these efforts enable us to track the progress of households along their solutions pathway.

In parallel, the DSID Task Force have also developed and tested a proposal which aims to distinguish between IDPs who are on a pathway and those who are not, and to measure the associated vulnerabilities against the above criteria[20]. Solutions progress is reported globally under the IOM PROGRESS initiative[21], which will become an inter-agency (UN) report from 2025 onwards.

4.1 When are solutions 'reached'?

While governments have different approaches to defining the end of displacement, influenced by factors such as conflict dynamics, political considerations or administrative systems, and while the end of displacement for IDPs is often shaped by individual experiences, determining the point at which displacement-specific UN interventions and assistance are no longer required in a given situation is an important question for RCs/HCs. In this regard, the Framework's eight key criteria help to ensure the sustainability of solutions and can be used to assess IDP protection and assistance needs, to help describe their progress towards durable solutions, and to guide programming efforts in line with the SDGs.

Agreement still needs to be reached however, on a methodology to fully operationalize a statistically robust measure that allows measurement of when solutions have been achieved and which can be applied consistently across displacement contexts.

This work is ongoing through EGRISS, working closely with affected states and many partners including JIPS, IOM, UNHCR and the World Bank and is expected to be completed by 2026. It builds upon the IRIS, which developed an initial measure for assessing when IDPs have overcome key-displacement related vulnerabilities and should therefore not be included in the national stock of IDPs. In other words, once there is no real distinction under a prioritized list of five IASC criteria (or a composite indicator which builds on the five) between IDP populations and others that have not been displaced, and that it is likely these levels will continue to be met, they should no longer be considered 'internally displaced'[22]. As a statistical measure endorsed by Member States through the UN Statistical Commission, it concerns aggregate statistics as opposed to decisions about the displacement status of individuals or households. As such, the IRIS suggests that once this level of parity is reached, the 'IDP' label is no longer deemed to be relevant or useful for statistical purposes, even if national legislation determines otherwise to identify eligibility for assistance.

From a rights-based perspective, it is the displaced person him or herself, ultimately, who should decide whether they still consider themselves 'displaced'. Hopefully, this assessment is a shared assessment also with their government and serves as an important indicator that a frayed social contract is being rebuilt.

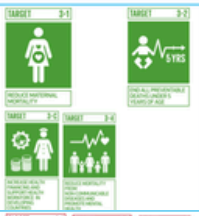
19 Monitoring progress towards solutions to internal displacement: A development-oriented indicator framework (UNDP, JIPS; 2024) - JIPS - Joint IDP Profiling Service
20 DSID: Revised Data for Solutions to Internal Displacement (DSID) Initiative
21 PROGRESS | Displacement Tracking Matrix
22 International Recommendations on IDP Statistics (IRIS) - EGRISS

List of Annexes

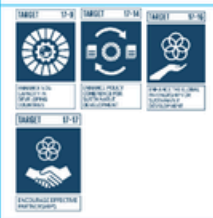
Annex I: Global overview of UN System-Wide capacities in support of solutions to internal displacement

This table represents a global overview of UN system-wide capacities in support of solutions to internal displacement. It is not exclusive but seeks to visualize the breadth of skills the system can offer and ensuring effective delivery of support and efficient use of resources. Depending on the context, the full spectrum of resources may or may not be available to the RC/HC and UNCT.
For reference: United Nations Department of Political and Peacebuilding Affairs (DPPA), International Labour Organization (ILO), International Organization for Migration (IOM), United Nations Office for the Coordination of Humanitarian Affairs (OCHA), Office of the United Nations High Commissioner for Human Rights (OHCHR), United Nations Human Settlements Programme (UN-Habitat), United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), UN Women, World Health Organization (WHO), Food and Agriculture Organization (FAO), United Nations Office for Disaster Risk Reduction (UNDRR), World Food Programme (WFP), and United Nations Educational, Scientific and Cultural Organization (UNESCO).

IASC criteria & enabling conditions Key programmatic/policy approaches and expected output	Relevant SDG targets	Contributing agencies	
Safety and security			
• **Stabilization:** Foster trust between communities and legitimate authorities, restore physical security (including mine action), engage with security forces, restore law enforcement and judicial capacities, support Women Peace and Security (WPS) National Action Plans, and promote Demobilization, Disarmament and Reintegration (DDR).		ILO IOM OCHA OHCHR UNDP	UNFPA UNHCR UNICEF UN Women WHO
• **Human rights:** Advocate and implement activities to address harm inflicted on or caused by neglect of people in contraventions of human rights guarantees, including the prevention of harassment, intimidation and persecution, ensuring freedom of movement and strengthening human rights institutions and protection mechanisms.	 Political Declaration 2030 Agenda	ILO IOM OCHA OHCHR UNHCR	UNFPA UN-Habitat UNICEF WFP WHO
• **Disaster Risk Reduction (DRR):** Minimize exposure to hazards through early warning systems, preparedness, strengthened disaster governance, and risk-informed recovery strategies. • **Climate risk management:** Improve management via anticipatory action, forecast-based financing, and climate-risk insurance		FAO ILO IOM OCHA OHCHR UNDP UNDRR UNFPA	UNHCR UN-Habitat UNICEF UN Women WFP WHO
• **Social cohesion:** Restore/strengthen social fabric, strengthen community mechanisms, peace councils, applying conflict-sensitive, area-based approaches.		FAO ILO IOM OHCHR UNDP UNFPA	UNICEF UN-Habitat UNHCR WFP WHO
• **Climate adaptation and natural resource management:** Enable solutions and reduce displacement risk through climate adaptation, mitigation and natural resource management, incorporating development solutions for displacement risk/human mobility into Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs).		FAO ILO IOM OHCHR UNDP	UN-Habitat UNHCR UNICEF WFP WHO

Adequate standard of living			
• **Recovery and restoration of access to state social services:**			
• **Health**: Restore/establish health services, adjust to population shifts, support Government in delivering inclusive health system and provide inclusive mental health and psychosocial support.		IOM OCHA OHCHR UNFPA	UNHCR UNICEF WHO
• **Education:** Restore/establish educational services, ensuring continuity for all levels and age groups through inclusive, resilient (formal and non-formal) systems, promotion of standards, adjust curricula for diverse needs and transfer of educational records.		FAO ILO IOM OHCHR	UNESCO UNICEF UNHCR WFP
• **Water and Sanitation:** Restore/establish sustainable infrastructure, ensure water quality, and foster public-private cooperation.		FAO IOM OHCHR UNDP UNICEF	UNHCR UN-Habitat WFP WHO
• **Food security and nutrition:** Promote self-reliance, access to productive land and agricultural resources, strengthen value chains and food systems including access to financial services and markets, enhance purchasing capacity, management of food-borne diseases and zoonoses and animal-human health interface, integrating nutrition-sensitive social protection mechanisms, such as school feeding programmes and food assistance (including cash transfers and direct food distribution).		FAO OCHA OHCHR UNHCR	UNICEF WFP WHO
Access to livelihoods			
• **Expand employment and livelihood opportunities:** Promote skills development, decent job creation, and enhance access to financial services for individuals and communities. • **Foster market development and private sector investment:** Strengthen local markets and attract private sector engagement to drive economic growth and sustainability. • **Facilitate access to productive resources:** Support the rehabilitation and equitable access to productive land, resources, and agricultural inputs essential for land-based livelihoods. Address policy, legal, regulatory, and institutional barriers to ensure sustainable livelihoods and economic security. Access to financial services and micro loans.		FAO ILO IOM OHCHR UNDP	UN-Habitat UNHCR UN Women WFP
• **Enhance economic security and social protection:** Bolster economic stability by reducing poverty and strengthening social protection systems, including disability registration mechanisms. • Ensure the inclusion of IDPs in social registries and targeting systems, reflecting their specific displacement-related vulnerabilities. • **Empower women through integrated support models:** Establish women's empowerment centers and develop other integrated models to provide empowerment opportunities, protection services, and access to essential resources.		FAO ILO IOM OHCHR UNDP UNFPA	UN-Habitat UNHCR UNICEF UN Women WFP WHO

• **Expand energy access:** Improve access to energy solutions to enhance productivity, safety and overall quality of life in affected communities.		FAO IOM OHCHR	UNDP UNHCR WFP
Restoration of housing, land and property			
• **Property restitution and compensation:** Develop and support systems for property restitution and compensation for affected populations. • **Tenure security:** Strengthen tenure security and ownership recognition through legal assistance, support for inhabitancy rights, and accessible dispute resolution mechanisms. • **Legal reviews and policy reform:** Provide comprehensive legal reviews and policy support to address gaps and inconsistencies in housing, land, and property rights.		FAO IOM OHCHR	UNHCR UN-Habitat UNICEF
• **Social housing and rental support:** Support social housing and rental solutions, prioritizing vulnerable groups. • **House reconstruction and repair:** Facilitate housing repair and reconstruction efforts, skills development, support development and adherence to quality standards, integration of climate-resilient designs, and partnerships with the private sector.		IOM OHCHR UNDP	UN-Habitat UNHCR
Access to documents			
• **Facilitate access to documentation:** Support the restoration and issuance of essential civil and legal documentation, including birth, death, marriage, and identification certificates, to ensure legal recognition and access to rights. Address administrative and logistical obstacles to obtaining documentation, including mutual recognition of documents issued by de facto authorities. • **Strengthen civil registry systems:** Support modernization and expansion of civil registry systems, capacity-building for registry officials, digitization of records, and mobile registry units for remote areas.		ILO IOM OHCHR UNFPA	UNHCR UNICEF WFP WHO
Family reunification			
• **Support reunification and tracing services:** Support unaccompanied children, child's best interest, tracing, referral and care arrangement. Support access to property/pension for next of kin).	 Political declaration 2030 Agenda	IOM OCHA OHCHR	UNHCR UNICEF
Participation in public affairs			
• **Ensure participation in public affairs:** Advocate and support the right and capacity of IDPs to engage in public service.		DPPA FAO ILO IOM OCHA OHCHR UNDP	UNFPA UNHCR UN-Habitat UNICEF UN Women WFP WHO

• **Strengthen community mechanisms:** Support local community mechanism and community-based planning. • **Advance women's leadership:** Actively promote and empower women's leadership in locally driven solutions. • **Guarantee electoral rights:** Ensure IDPs have the right to vote and stand for elections by addressing legal and administrative obstacles. • **Foster inclusive public consultations:** Facilitate IDP-inclusive consultations and ensure their meaningful participation in national and local dialogues, including discussions on key sectors such as health reforms. • **Support local Civil Society Organizations (CSOs):** Provide financial and technical support to local CSOs, including women-led organizations and networks, to strengthen locally driven, gender-responsive solutions and governance structures for addressing displacement issues.			
Access to effective remedies and justice			
• **Access to effective remedies and justice,** including reparations. • **Reconciliation and peace building,** community reconciliation, transitional-justice mechanisms. • **Strengthen rule of law,** provide disaggregated justice data. Access to information on rights. • **Record losses and damages.** • **Ensure accountability of state and non-state actors.** DDR processes. • **Legal aid and facilitation of access to justice mechanisms for women** and at-risk population groups.	 Political declaration 2030 Agenda	FAO ILO IOM OHCHR UNDP	UNHCR UNICEF UN Women WHO
Government capacity to lead on solutions			
• **Enhance planning and budgeting:** strengthen planning and budgeting processes, alongside social protection systems, to ensure the inclusion and prioritization of displaced populations in national and local development strategies. • **Integrate urban planning.**		FAO ILO IOM OHCHR UNDP	UNFPA UN-Habitat UNHCR UNICEF WHO WFP
• **Coordination and policy coherence:** Conduct analyses of legal frameworks and policies to provide guidance on synergies, trade-offs, and alignment with displacement solutions. Strengthen coordination mechanisms, advocate for inclusivity and political leadership. • **Facilitate private sector partnerships.**		FAO IOM OCHA OHCHR UNDP	UNFPA UN-Habitat UNHCR UNICEF WFP

• **Enhance the capacities of institutions and individuals,** including the media, to strengthen governance, improve transparency, ensure access to information, and anti-corruption, thereby increasing trust in public institutions. • **Support decentralized governance structures** and ensure their accountability to local populations, promoting responsiveness and inclusivity.		FAO ILO IOM OHCHR UNDP	UNESCO UN-Habitat UNHCR UNICEF
• **Robust data systems:** Strengthen data systems by empowering national statistical systems and other data producers, creating policy frameworks that facilitate systematic data sharing and access, including gender-disaggregated data and statistics.		FAO ILO IOM OCHA OHCHR UNDP UNDRR	UNFPA UN-Habitat UNHCR UNICEF UN Women WFP WHO

Annex II: Key global mandates related to internal displacement

Through his 2022 Action Agenda on Internal Displacement, the UN Secretary-General, while emphasizing that States bear the primary responsibility to facilitate sustainable solutions to internal displacement, designated Resident Coordinators (who in many places also act as Humanitarian Coordinators) as the UN's lead on solutions at the country level.
Subsequently, on 19 December 2024, the General Assembly adopted a new resolution on the quadrennial comprehensive policy review of the United Nations system (A/RES/79/226) which called on the UN development system, including United Nations country teams under the leadership of Resident Coordinators, within their respective mandates, to assist programme countries, upon their request and in line with their national policies and priorities for development, in addressing the development needs of internally displaced persons and to find durable solutions for them.

Additional key global mandates on internal displacement are outlined below.

A) **The Emergency Relief Coordinator (ERC)**, in addition to his/her general role in coordinating humanitarian assistance, has a specific General Assembly-mandated "central role" in coordinating the protection of and assistance for IDPs. This includes:

- Developing coherent policy to ensure that all humanitarian issues, including those that fall between gaps in existing mandates of agencies, are addressed.
- Advocating with principal organs, notably the Security Council, to draw the attention of the international community to the protection of IDPs.
- Ensuring that appropriate response mechanisms through the IASC are established on the ground.

The ERC, together with **IASC Principals**, has committed to systematically advocate for IDP issues, including by addressing protection and human rights challenges facing IDPs directly with governments and duty bearers.

The GA resolutions that are relevant to the ERC's mandate include: 46/182; 52/12 B; 78/205; 79/139; 79/140.

B) **The Special Rapporteur on the Human Rights of Internally Displaced Persons** promotes and protects the rights and well-being of individuals who have been forcibly displaced within their own countries due to conflict, violence, disasters, or human rights violations. This position was established by the United Nations Human Rights Council. Key responsibilities include:

- **Monitoring and reporting:** The Special Rapporteur assesses the situation of IDPs globally and reports on their conditions, challenges, and rights.
- **Promoting international standards:** The mandate encourages the implementation of the UN Guiding Principles on Internal Displacement, which provide a framework for ensuring the protection of IDPs.
- **Advising on policy:** The Special Rapporteur provides recommendations to governments, UN bodies, and other stakeholders to improve the protection of IDPs and address their needs.
- **Raising awareness:** The role includes advocating for the rights of IDPs and raising awareness about their plight in international forums.
- **Engagement with IDPs:** The Special Rapporteur engages directly with IDPs to understand their experiences and challenges.

C) The IDP Protection Expert Group (IPEG) was co-founded by the Special Rapporteur on the Human Rights of Internally Displaced Persons, UNHCR and the Global Protection Cluster in 2021. The IPEG aims to foster political will and national leadership, as well as coordinate senior level international support for strengthened protection responses. They seek to achieve this through the use of a group of members composed of former Special Rapporteurs, ex-Resident Coordinators and Humanitarian Coordinators, respected thought leaders, policy experts, and academics across various disciplines.

Annex III: Legal and policy frameworks in place on displacement

1. **Legal frameworks, including treaty texts and customary obligations pertaining to internal displacement:** International Human Rights Law, including the International Covenant on Civil and Political Rights (ICCPR), the International Covenant on Economic, Social and Cultural Rights (ICESCR) and regional human rights conventions, the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention), and the Great Lakes Region Protocol on the Protection and Assistance to Internally Displaced Persons and the Protocol of the Property Right of returning Persons under the International Conference on the Great Lakes Region (ICGLR) and International Humanitarian Law as well as the UN Guiding Principles on Internal Displacement, which are based on existing international obligations.
2. **Existing policy frameworks that are foundational to solutions to internal displacement include:** the 2010 IASC Framework on Durable Solutions for Internally Displaced Persons and subsequent joint guidance produced by the Global Early Recovery Cluster and Global Protection Cluster (Durable Solutions Preliminary Operational Guide 2016 and Durable Solutions in Practice 2017), IASC Gender Policy and System wide Gender Equality Acceleration Plan, the 2016 IASC Protection Policy, and the 2024 revised IASC Policy on Protection of Internally Displaced Persons and the 2024 UN-Habitat framework "Towards inclusive solutions to urban internal displacement".
3. **Specialized data initiatives addressing internal displacement include:** the International Recommendations on IDP Statistics(IRIS) supported by the Expert Group on Refugee, IDP and Statelessness Statistics (EGRISS), the Displacement Tracking Matrix (DTM), the Data for Solutions to Internal Displacement (DSID) Proposal, the Internal Displacement Monitoring Center, and the Interagency Durable Solutions Indicator Library and Analysis Guide supported by the Joint Internal Displacement Profiling Services (JIPS) and the UNDP/JIPS development-oriented indicator framework.

Annex IV: Key definitions

Internally Displaced Person (IDP): Internally displaced persons are persons or groups who have been forced or obliged to flee or leave their homes or habitual places of residence, particularly due to armed conflict, generalized violence, human rights violations, or natural or human-made disasters, and who have not crossed an internationally recognized State border. [UN Guiding Principles on Internal Displacement, 1998]

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. A durable solution can be achieved through:

- Sustainable reintegration at the place of origin (hereinafter referred to as "return").
- Sustainable local integration in areas where IDPs take refuge (local integration).
- Sustainable integration in another part of the country (settlement elsewhere in the country).

[IASC Framework on Durable Solutions, 2010]

Solutions to internal displacement extend beyond a purely humanitarian perspective and seek to achieve solutions for IDPs: they recognize the issue as a critical priority for development, peace, human rights, and climate action. Central to this approach is the need for nationally and locally owned solutions as part of a renewed social contract, ensuring that IDPs, along with other community members, are protected and supported by the State. This strategy empowers IDPs as rights-holders and States as duty bearers, responsible for respecting, protecting and fulfilling those rights.

The approach comprises five key enablers aiming at supporting a transition from a humanitarian model to development-oriented solutions: (i) government leadership, (ii) a government solutions strategy, (iii) a government financing strategy, (iv) engagement and participation of the IDP community, and (v) and investments in data.

Annex V: Potential challenges to implementing 'building blocks' and suggested mitigation strategies

Laying the groundwork early

Limited space for interaction between humanitarian and development practitioners

The challenge

A lack of mechanisms to bridge conversations among humanitarian, development, human rights and peace actors. This gap impacts information flow and dialogue, leading to missed opportunities and ineffective joint strategic approaches.

Mitigation strategies

In line with the IASC review management response, the RC/HC should establish context-appropriate coordination systems to facilitate collaboration among humanitarian, development, human rights and peace efforts. This may include the option of creating a Solutions Working Group or similar mechanism, which bridges these communities and ensures that NGOs, who are not members of the UNCT (development), are included.

Ensuring robust government leadership

Buy-in from highest level of national and subnational level authorities

The challenge

Engagement at the highest levels of government and key political centres is essential, as the policy choices needed for solutions are inherently political and cannot be resolved solely by civil services. Additionally, diverse political allegiances among ministries and subnational authorities can complicate decision-making regarding policies and budget allocations.

Achieving the necessary political commitment is typically an incremental process and should be based on: (i) a clear narrative of solutions supported by a well-defined problem statement and the socio-economic profile and rights of displaced individuals, and (ii) a political engagement strategy that involves all relevant stakeholders, especially IDPs both domestically and at regional and headquarters levels.

Mitigation strategies

While high-level engagement at the central level is important under the leadership of the RC/HC, the team should balance these efforts with the need to also mobilize leadership at the subnational level and within the displaced community. Over-reliance on high-profile national political figures can create risks, especially in regions where political affiliations differ from those of the federal or central government. Building trust with municipal and community leaders is essential for bridging political divides and creating momentum during fluctuations in national level engagement. Awareness-raising of State actors about their human rights obligations facilitates trust and buy in more broadly.

Whole-of-government approach vs. individual ministry mandates

The challenge

Engaging most ministries through a whole-of-government approach benefits from the proactive or convening roles of the ministries of economy, planning, and finance, along with the active participation of sectoral ministries such as housing, land and agriculture. However, there may be resistance to shifting the convening from humanitarian leadership to development-centred leadership, often worsened by concerns about reduced grant-based humanitarian funding. Furthermore, in settings with limited capacity and high dependency on external resources among various government ministries, competition may intensify. This tension can be amplified by the UN, if each agency promotes its traditional partner ministry, potentially leading to fragmentation in the coordination effort.

Mitigation strategies

In these situations, the UN and its partners could: (i) ensure a coherent and coordinated approach, avoiding the creation or escalation of divisions and competition (ii) promote cross-sectoral task forces that encourage broad participation, and avoid silos; (iii) enhance advisory capacity within different ministries and support the integration of displacement solutions into their national development plans; and (iv) adopt a flexible model that allows the UN and its partners to adapt in response to contextual developments and shifting government and ministerial priorities.

Pivotal policy discussions upfront and a gradual policy approach

The challenge

National government leadership is essential for making key policy decisions that enable solutions, but the process of reaching these decisions varies from one context to another and may create tensions among authorities, displaced communities, or different segments of the international community.

Mitigation strategies

It is important to approach policy discussions with the intention to select either a gradual or upfront strategy that garners agreement from both the authorities and displaced communities. For instance, initiating dialogues around pilot projects or regional initiatives that showcase the benefits of reform before expanding efforts nationally. Pilot approaches also facilitate evidence-based advocacy and create opportunities for engaging the government in shaping its policies toward affected communities including raising awareness about the rights of IDPs, affected communities and the obligations of government.

Ensuring IDPs drive decision-making

Engaging with the complexity of representation

The challenge

Multiple individuals or groups often claim legitimacy in representation. Those selected for government or UN-led processes may assert their legitimacy solely based on their selection. Community participants could be perceived as representatives by some or might come from an 'elite' group with better access to government or UN opportunities. In some cases, individuals may be intentionally chosen to express opinions favoured by authorities. Additionally, representation may not adequately reflect the diversity of the community in terms of age, gender, religion, disability status, sexual orientation, and gender identity or ethnicity.

Mitigation strategies

When facilitating the participation of 'representatives,' it is crucial to be aware of the impact that may have on the rights of IDPs. Also, that new processes can create gatekeepers within affected populations. It is important to understand who might benefit and who might be disadvantaged by the design of the process. Selection procedures should be fair and transparent, allowing adequate time for sharing information and submitting expressions of interest, and facilitating participation of people with intersecting vulnerabilities to promote diverse representation of IDPs.

To ensure broad outreach in informing solutions, representative participation should be complemented by multiple channels, such as intentions surveys, community discussions and regular workshops. The views of representatives should be compared and cross-referenced with findings from these broader participation channels, especially in constrained contexts.

Power imbalances and safety concerns

The challenge

Ensuring an environment conducive to genuine participation. For marginalized individuals, interacting with policymakers can be stressful and intimidating. If these engagements occur solely in the policymakers' environments (e.g. expensive hotel meeting rooms) or under unfamiliar meeting formats, equitable discussions are unlikely to happen. In constrained contexts, active participation in decision-making processes may also post significant personal risks for individuals. This includes taking into consideration specific intersectional vulnerabilities including gender, age, disability and other diversity factors, which contribute to shaping the needs, vulnerabilities and capacities in each phase of displacement.

While partnership with local organizations and civil society can offer understanding of local dynamics, it is important to also be mindful of risks, for example of affiliation whereby local organizations may be associated with a specific political group, either in perception or reality, and consequently hindering genuine participation. This also includes risks related to protection and promotion of human rights. CSOs may have been established or are led by community leaders who may also have specific interests when it comes to solutions.

Mitigation strategies

Careful design is essential to facilitate successful interactions between participants facing power imbalances. In collaborative settings, using familiar venues for IDP communities and providing adequate preparation, including awareness raising about their rights, can enhance participation quality. When government presence might hinder genuine engagement, involving UN or civil society representatives can help bridge the gap between participants with differing power levels. Alternatively, if government involvement threatens safety of authenticity, it may be best to conduct participatory activities without them. In such cases, the UN and international partners can effectively channel feedback to governments while ensuring the safety and confidentiality of participants. UN and partners should also address legitimate safety and security concerns of IDPs, including by providing such security, ensuring accountability for reprisals etc.

Project-specific rather than policy-influencing participation

The challenge

The tendency of the UN and international partners to involve IDPs and community members primarily in externally driven initiatives of resource mobilization has resulted in participatory efforts that may be performative and fail to influence broader systems or policies. Singling out specific communities, such as IDPs, can deepen divisions and create tensions with host communities due to the differing status granted to them. Additionally, this approach can foster an artificial dynamic in IDP participation, isolating them from mainstream mechanism and reporting systems.

Mitigation strategies

Participatory efforts regarding internal displacement should be grounded in a thorough understanding of local power dynamics and existing mechanism of representation. There may already be CSOs such as religious groups, community associations, or quasi-governmental bodies that play a vital role in promoting IDP rights and the rights of affected communities. Engaging with these organizations on their terms may be a more effective starting point than seeking or creating organizations that conform to specific stereotypes of IDP-led groups.

In collaborative contexts, participatory initiative should aim to empower and rebuild the agency of IDPs as rights holders. Careful consideration should be given to the creation of parallel venues for engagement that influence policy and decision-making. If created, they should be time bound and connected with mainstream governance. National mechanisms, such as the National Human Rights Commission or National Human Rights Institutions and monitoring frameworks related to International Human Rights Law (for e.g. the Universal Periodic Review and the Convention on the Rights of a Child), may have an important role to play.

Overall, there are a few factors which are critical in addressing these challenges - firstly, **being highly intentional,** ensuring that every element of design has been thought through to truly enable meaningful participation; and secondly, **ensuring that there is enough time** to invest thought and understanding into design processes that engage with the complex informal lives of marginalized groups and their rights. It is also essential to ensure adequate resources to facilitate participation, and perhaps most importantly assessing whether IDPs genuinely are aware of their rights and have agency in solutions processes, which are truly influencing outcomes.

Genuine participation

The challenge

Participatory initiatives frequently fail to genuinely empower individuals to shape decisions that affect them. Many are merely information-sharing events, leading to ‘consultation fatigue’ and demonstrating the need for authentic engagement. If the policy making process for supporting IDP solutions is fragmented or problematic, creating a conducive environment for meaningful participation becomes significantly more challenging.

Mitigation strategies

The RC and in-country partners can advocate for the systematic inclusion of IDP needs and priorities in solutions, planning, strategy and development processes, with a feedback process which allows adjustment of design and implementation based on people’s views. This includes ensuring participation as a driving element of government solutions strategies, Cooperation Framework processes and Humanitarian Response Plans. It should be possible to articulate how people’s views have been reflected in outcomes and decision.

Building clear pathways

Capacity and operational limitations create delays in strategy development

The challenge

Insufficient capacity within government agencies hampers their ability to effectively drive and manage the strategy development process. This results in delays in identifying opportunities and formulating solutions.

Mitigation strategies

The UN and its partners should refrain from taking over the strategy development process, as this risks undermining national ownership. Instead, priority should be given to embedding staff and resources within relevant government structures. This approach will facilitate the development process, enhance capacity across various departments, and ensure that solutions are integrated into the daily operations of respective ministries. It is important government and embedded staff are aware of the rights of IDPs and obligations of duty bearers.

Politicization of target identification and priority groups

The challenge

The designation of targeted groups under the strategy can be highly contentious, especially in contexts where there is perceived or actual misuse of targeting to advance political or security agendas instead of addressing the needs and rights of displaced communities. In data-constrained environments, the lack of quality data on displaced groups can hinder effective identification and targeting, often leading to a preference for areas with more available analysis that may not represent the best opportunities for solutions. Furthermore, there are concerns regarding imbalanced support for IDPs compared to other vulnerable groups in society. In addition to politicization of beneficiary selection, there can also be politicization of the “solution” chosen – for example creating pressure for IDPs to return to their area of origin, to suit a government narrative that the emergency is over.

Mitigation strategies

To address these challenges, measures should include seeking data on “blind spots” to strengthen the evidence base for the solutions process, as well as raising awareness about the vulnerabilities that distinguish displaced populations from other vulnerable groups. When targeting is not based on needs and rights, it is crucial to advocate for adherence to established principles as a prerequisite for engagement and support. Additionally, clarifying the boundaries (or "red lines") for international community engagement may be necessary. UN support must be consistent with UN purposes and principles and its responsibility to respect, protect and encourage respect for international human rights law and, where applicable, international humanitarian law. Regardless of the approach taken, it is essential to ensure clarity and understanding of the methodology used for identifying target groups.

Non-inclusion of more sensitive policy issues in strategies

The challenge

Based on capacity gaps or political considerations, many Governments in designing solutions pathways and developing solutions strategies tend to avoid inclusion of the access to transitional justice for example.

Mitigation strategies

To address this, it is important to raise awareness and advocate for the importance of ‘soft’ factors, e.g. transitional justice and reparations, in solution pathways to restore the social contract. While acknowledging that every context requires making difficult choices about priorities and sequencing due to limited resources, governments can still make decisions that are supportive of solutions pathways. For example, by formally recording IDP loss and damages and changing legislation so that compensation may be paid. Support could be provided to develop relevant government and IDP/civil society capacities.

"Planning fatigue" hinders stakeholders' focus on solutions strategies

The challenge

The presence of numerous global and national priorities may lead to "planning fatigue" among stakeholders, limiting their ability to engage in solution strategies as they are already committed to other priorities.

Mitigation strategies

It is important to visualize the connections between solution strategies and existing planning frameworks, such as recovery plans and sectoral strategies. Equally important is the integration of priority approaches, including the Humanitarian, Development and Peace (HDP) Nexus, resilience-building, localization efforts, and a focus on protection through a Human Rights-Based Approach, to underscore their interrelatedness. A balance needs to be struck between mainstreaming the needs of displaced populations within existing strategies and highlighting the specific needs and vulnerabilities of IDPs and host communities, as these issues warrant particular attention. Finally, the UN and partners can emphasize unaddressed violations of human rights law and other relevant bodies of international law as a risk factor for further displacement – if there is no adequate compensation and remedy for transitional justice, new conflicts and displacement may arise jeopardizing the durability of solutions.

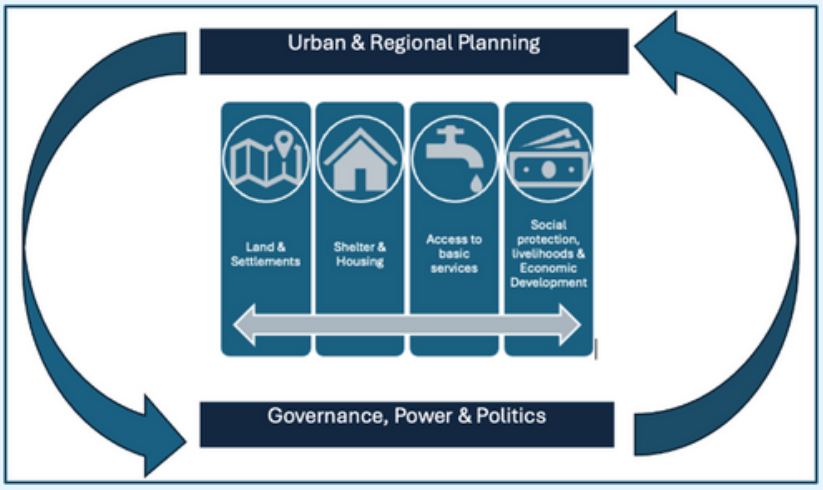
Tailored strategies in urban areas

The challenge

If un-managed and unplanned, influx of displaced in urban areas, creates more informality or unsustainable solutions, disconnected from the existing urban areas.

Mitigation strategies

Critical shifts in mind-set are necessary and essential programmatic elements need to underpin solutions for them to be sustainable, scalable and transformational. The shifts include moving from a focus on "delivering durable solutions for IDPs in cities" to "facilitating pathways to inclusive urban development" and from seeing IDPs as a "humanitarian caseload" to IDPs as urban citizens within larger displacement-affected communities. At the same time, care must be taken to ensure that rights and needs specific to internal displacement are addressed. Key operational principles include to understand existing urban systems, to embrace the central importance of location and space, and to prioritize no regrets urban investments that do no harm and protect human rights.



Resources not available to implement solutions strategy

The challenge

Most solutions strategies will come with a large budget requirement, which may not be readily available with a combination of domestic and external resources.

Mitigation strategies

Based on the mapping of existing and prospective financial opportunities there are still likely to be resource gaps remaining. This reality should be considered from the start in the strategy development process, whereas priority-setting and potential phasing of implementation should be outlined. With government, partners should ensure that there are agreed approaches for prioritisation that are clear and transparent increasing the likelihood for their application. Funding partners have a particular responsibility for coordination across interventions to ensure that support is provided in a complementary and coordinated manner.

Paying for solutions

Failure to secure the necessary catalytic grants to unlock the potential of development finance for effective solutions

The challenge

IFIs and the private sector need catalytic grants to effectively engage in financing solutions for internal displacement at scale. These grants are primarily intended for technical assistance related to project preparation, capacity building for government, private sector entities or end-beneficiary, investment de-risking especially in fragile contexts, and blending resources with IFI loans to provide favourable terms for social sector investments.

Mitigation strategies

Engage with donors and advocate for the allocation of predictable resources to support these catalytic investments, thereby unlocking and channelling additional financing for effective solutions.

Believing it is sufficient to mainstream solutions for IDPs as part of existing priority engagements with governments

The challenge

Solutions for IDPs are not typically regarded as a priority by development financing partners, the private sector, or even some non-humanitarian ministries such as the Ministry of Finance. It is not sufficient to assume that mainstreaming these solutions within existing engagements with development stakeholders will address the issue. Instead, there needs to be a focused effort to emphasize the importance of the problem and facilitate a shift in approach from humanitarian to development.

Advocating for priority status in the agendas of development stakeholders does not preclude the mainstreaming of IDP solutions within broader development investments. However, the transition from a humanitarian to a development mind-set, along with the commitment of development stakeholders, does not occur spontaneously: it requires dedicated and sustained advocacy efforts and awareness raising about human rights.

Mitigation strategies

Engage with development stakeholders at the highest level to raise the issue and the shift of approach. Continue to advocate as part of the continuous engagement.

Allocating only part-time or unspecialized staff resources

The challenge

Strategies for financing solutions should ideally be developed by practitioners with a background in development finance. This expertise should be cultivated within the UN and provided to governments, particularly to the Ministry of Finance, when it is lacking.

Mitigation strategies

Collaborate with the Solutions Hub and headquarters to obtain technical input and engage with specialized UN agencies, such as UNDP, the UN Capital Development Fund (UNCDF) and United Nations Conference on Trade and Development (UNCTAD), as well as IFIs. Additionally, consider hiring dedicated staff to support financing efforts for solutions. Support the Ministry of Finance in building capacity by funding temporary assignments that integrate staff into the Ministry.

Seeking donor funding in an opportunistic and uncoordinated manner

The challenge

Securing funding for IDPs without adequate coordination and alignment under a comprehensive financing plan for solutions risks inefficient allocation of resources. This fragmented approach often results in siloed investments, duplication of efforts, missed opportunities for synergy, and a failure to achieve the overarching objectives of the solutions plan.

Mitigation strategies

The RC/HC should actively facilitate coordination between the government and donors, under the leadership of the Ministry of Finance. This strategic alignment ensures that donor efforts are effectively directed toward the financing and implementation of the solutions plan, fostering coherence, maximizing impact and advancing shared objectives.

Gathering the evidence

Data gaps and incomplete coverage

The challenge

Due to limited access and high costs, there are significant issues with underreporting and lack of disaggregation, particularly in regions affected by conflict, political instability and remote locations. Displacement often goes unreported, especially for individuals not residing in formal camps of identifiable areas. This issue is particularly pronounced for marginalized displaced groups, who are frequently underrepresented in data collection efforts, leading to incomplete and biased results. As a result, their specific needs may be overlooked. Furthermore, the impact of displacement on host communities and urban areas is often insufficiently measured, which can lead to imbalanced resource allocation and potential tensions in the future.

Mitigation strategies

The UN and partners should involve end users—such as protection specialists, operations managers and policymakers, including representatives from the government and local authorities—in the design of data collection tools and methodologies. Their input will help identify and target groups that are often overlooked. Additionally, complementing quantitative data collection with qualitative methods can illuminate these marginalized groups and issues. Relying solely on quantitative data may neglect crucial aspects of human well-being, such as mental health, community cohesion, and personal experiences of displacement including rights violations. While quantitative information is essential, it often fails to capture qualitative dimensions, including psychological, social, cultural and human rights impacts.

Annex VI: Checklist for solutions strategies

Good solutions strategies and accompanying implementation plans are characterized by:

Scope and content

1. Whole-of-government and multi-sectoral approach

- Defines government policies and commitments to end displacement and support sustainable solutions.
- Outlines national-level requirements for laws, regulations, and reforms.

2. Human rights focus

- Recognizes the human rights of IDPs and affected communities.
- Reflects the government's obligation to respect, protect, and fulfill these rights and to comply with other relevant international law.

3. Clear allocation of roles

- Specifies roles and responsibilities among ministries and actors at both national and local levels.

4. Alignment with IASC criteria

- Holistically addresses the eight IASC criteria for solutions.
- Provides a rationale for prioritization or sequencing if all criteria cannot be immediately addressed.

5. Integration with National Development Plans

- Links to broader national and local development priorities.
- Outlines how to integrate displaced people into existing programs and identifies gaps requiring new initiatives.

6. Multi-level governance

- Supports sub-national implementation plans with clear timelines, coordination mechanisms, and alignment with local budgets.

7. Addressing underlying drivers of displacement

- Reduces risks of recurrent displacement by tackling root causes.

8. Flexibility

- Acknowledges the non-linear nature of displacement.
- Incorporates adaptability to both opportunities and setbacks.

9. Comprehensive support packages

- Defines support for return, relocation and local integration options.
- Addresses complex policy questions (e.g., compensation, housing standards, land allocation).

10. Costed multi-year plans

- Provides detailed costs and outlines capacity-building needs at all governance levels.

11. Sustainability focus

- Empowers national actors to achieve long-term solutions independently from external assistance.

12. Clear Targeting and Accountability

- Specifies target groups, goals and accountabilities among stakeholders.
- Includes a monitoring framework with relevant data for tracking and reporting.

13. Focus on vulnerabilities

- Recognizes and addresses vulnerabilities of marginalized groups, including women and girls.
- Balances community-focused approaches with addressing individual displacement-related needs.

14. Participation

- Ensures IDPs and affected communities have meaningful opportunities to participate in policy and operational planning, budgeting, implementation, and monitoring.

Process

1. Government-led process

- Ensures meaningful participation of IDPs.
- Is supported by and coordinated with the international community, including IFIs, to establish a shared evidence base, vision, and common indicators.

2. Analytical profiling

- Involves detailed profiling of displaced groups and potential solutions locations (demographics, socio-economic factors, service infrastructure).
- Includes baseline assessments of protection, rule of law and human rights to inform post-displacement frameworks.

3. Political economy analysis

- Leverages political will and promotes the restoration of IDPs' rights as citizens.
- Analyzes drivers and dynamics of displacement, identifying who benefits or suffers from displacement conditions and solutions.

4. Whole-of-society consultations

- Includes marginalized groups in consultations to ensure agency and voice in solutions planning.
- Adopts a participatory approach for inclusivity.