

Reaching Internally Displaced Persons to Achieve the 2030 Agenda

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Introduction

This year marks the twentieth anniversary of the Guiding Principles on Internal Displacement, an international framework that authoritatively restates the rights of internally displaced persons (IDPs) as enshrined in international human rights and humanitarian law. Twenty years later, this framework remains crucially relevant given the huge (and growing) scale of internal displacement globally. As of May 2018, there were over 40 million IDPs due to conflict and violence in the world—nearly double the number of refugees worldwide—and in 2017, an estimated 30.1 million people were newly displaced by conflict, violence, or natural disasters.¹

The Guiding Principles define IDPs as “persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence... and who have not crossed an internationally recognized state border.”² The needs of IDPs are often similar to, if not more acute than, those of refugees, and those displaced often face multiple displacements. IDPs can become refugees, and refugees returning to their countries can in turn become internally displaced. However, because they are displaced within national borders, IDPs do not benefit from the legal status of refugees and its associated protections, and they fall outside of the mandate of the UN High Commissioner for Refugees (UNHCR). Therefore, they should benefit from all the protections afforded to other citizens and inhabitants of their country.³

While states retain primary responsibility for protecting their populations, the international community has a responsibility to assist and support them. However, forward momentum on addressing internal displacement has waned in recent years. Recognizing this, and in response to a 2017 UN resolution requesting that the secretary-general and member states better address IDPs and their needs,⁴ the multi-stakeholder GP20 Plan of Action for Advancing Prevention, Protection and Solutions for Internally Displaced People 2018–2020 was launched earlier this year. The plan emphasizes four priority issues: participation of IDPs, national law and policy on internal displacement, data and analysis on internal displacement, and addressing

1 Internal Displacement Monitoring Centre (IDMC), “Global Report on Internal Displacement (GRID),” May 2018; United Nations High Commissioner for Refugees (UNHCR), “Figures at a Glance,” June 19, 2018, available at www.unhcr.org/en-us/figures-at-a-glance.html.

2 UN OCHA, *Guiding Principles on Internal Displacement*, 1998, para. 2.

3 However, UNHCR has conducted operations under certain circumstances to protect and provide humanitarian assistance to IDPs. For more details, see “UNHCR’s Mandate for Refugees, Stateless Persons and IDPs,” February 11, 2018.

4 UN General Assembly Resolution 72/182 (December 19, 2017), UN Doc. A/RES/72/182.

protracted displacement.⁵ A number of broader policy agendas and frameworks now feature IDPs, and some UN agencies and other international organizations have stepped up their efforts to respond to the needs of displaced communities.

The UN's 2030 Agenda for Sustainable Development presents an opportunity to build on existing efforts and ensure that the plight of IDPs is addressed in both the short and long term. The 2030 Agenda is a universally applicable, intergovernmental agreement adopted by the UN General Assembly in 2015 to stimulate action on sustainable development. It includes seventeen Sustainable Development Goals (SDGs), each with a list of targets and indicators. This agenda pledges to "leave no one behind" and specifically mentions IDPs as a vulnerable group that must be empowered through efforts to implement the SDGs.⁶ This is in line with policy discourse emphasizing the humanitarian-development nexus; increasing complementary action enables humanitarian and development actors to better respond to the needs of populations caught up in complex and protracted crises. This issue brief explores the links between internal displacement and the SDGs and highlights ongoing efforts to address the longer-term needs of IDPs. It looks at the specific cases of Nigeria and Iraq and provides recommendations for ways forward.

IDPs in the International Agenda

Recognizing the legal and institutional gaps in the international system, the UN began to explore institutional capacities to protect and assist IDPs in the early 1990s. In 1991, General Assembly Resolution 46/182 created the Department of Humanitarian Affairs (reorganized as the Office for the Coordination of Humanitarian Affairs, or

OCHA, in 1998), the emergency relief coordinator position, and the Inter-Agency Standing Committee (IASC). In 1992, the IASC established a task force on IDPs, which designated the emergency relief coordinator as the reference point for issues related to protecting and assisting IDPs. That same year, the secretary-general, at the request of the UN Commission on Human Rights,⁷ appointed the first special representative on internally displaced persons, which later became the special rapporteur on the human rights of IDPs.

In 1998, the special representative on IDPs introduced the Guiding Principles on Internal Displacement. These thirty principles restate international humanitarian and human rights law protecting against displacement and cover IDPs' needs during displacement, return, resettlement, and reintegration. These principles guide governments as well as international humanitarian and development agencies in providing assistance and protection to IDPs. Although never officially adopted by the Commission on Human Rights or the General Assembly, the Guiding Principles have gained broad international acceptance and authority.⁸

In 1999, the IASC adopted a policy paper on the protection of IDPs in which the heads of UN agencies acknowledged that the protection of IDPs "must be of concern to all humanitarian/development agencies."⁹ The IASC went on to adopt a number of other key policies on IDPs.¹⁰ The Humanitarian Response Review of 2005, commissioned by the emergency response coordinator following the failed response to IDPs in Darfur, identified the lack of clear responsibility for IDPs as a major institutional gap. It recommended that "the IASC should identify and assign lead organizations with responsibility at sectoral level, especially in relation to IDP protection and care and develop a cluster approach in all priority sectors."¹¹ In

5 UNHCR, *20th Anniversary of the Guiding Principles on Internal Displacement: A Plan of Action for Advancing Prevention, Protection and Solutions for Internally Displaced People 2018–2020*, May 23, 2018.

6 UN General Assembly Resolution 70/1 (October 21, 2015), UN Doc. A/RES/70/1, para. 23.

7 UN Commission on Human Rights Resolution 1992/73 (March 5, 1992), UN Doc. E/CN.4/RES/1992/73.

8 See, for example, UN General Assembly Resolution 66/165 (March 22, 2012), UN Doc. A/RES/66/165, December 19, 2011, para. 12; and Human Rights Council Resolution 23/8 (June 20, 2013), UN Doc. A/HRC/RES/23/8, para. 12.

9 Inter-Agency Standing Committee (IASC), *Protection of Internally Displaced Persons*, December 1999.

10 These policies include: *IASC Manual on Field Practice in Internal Displacement* (1999); *IDP Training Strategy* (2002); *IDP Response Matrix: Methodology, Data, Analysis and Issues for Consideration* (2002); *Procedural Steps for Developing an IDP Response Strategy* (2004); *Implementing the Collaborative Response to Situations of Internal Displacement—Guidance for UN Humanitarian and/or Resident Coordinators and Country Teams* (2004); and *Protect or Neglect: Toward a More Effective United Nations Approach to the Protection of Internally Displaced Persons* (2004).

11 Costanza Adinolfi et al., *Humanitarian Response Review*, United Nations, August 2005, p. 16.

response, the IASC created three clusters—protection, camp management and coordination, and emergency shelter—specifically to address the needs of IDPs in conflict situations.

Since then, however, forward momentum on addressing internal displacement has waned. The IASC's 2012 Transformative Agenda did not specifically refer to IDPs,¹² although the cluster approach continues to address their needs. Neither the upcoming Global Compact for Safe, Orderly and Regular Migration nor the Global Compact for Refugees addresses the issue of internal displacement. Some states continue to perceive international attention to IDP issues as an infringement on their sovereignty and have therefore been reluctant to address it in multilateral fora. This reluctance results in missed opportunities to integrate IDPs into international frameworks.

There have been some positive developments. At the regional level, the adoption and entry into force in 2012 of the African Union Convention for the Protection and Assistance of Internally Displaced Persons (Kampala Convention) was a significant step forward.¹³ Furthermore, the issue of internal displacement has found its way into broader policy frameworks, such as the 2030 Agenda for Sustainable Development (2015), the Paris Agreement on climate change (2015), and the New Urban Agenda (2016). It was also part of the discussions at the 2016 World Humanitarian Summit, at which participants highlighted that there needs to be a new approach to internal displacement, particularly in protracted crises. Under such an approach, humanitarian and development actors would strengthen their collaboration to reduce the vulnerabilities of IDPs and support durable solutions, in partnership with national governments.¹⁴

In addition to the above-mentioned efforts, the International Organization for Migration (IOM) developed the Framework for Addressing Internal Displacement in 2017,¹⁵ and UNHCR is conducting an internal review that could make its engagement on IDPs more predictable.¹⁶ The International Committee of the Red Cross (ICRC), which has engaged on IDP issues for decades, has developed an internal displacement strategy for 2016–2019.¹⁷ Most recently, the special rapporteur on the human rights of IDPs, OCHA, and UNHCR spearheaded the development of a multi-stakeholder plan launched in April 2018, the GP20 Plan of Action for Advancing Prevention, Protection and Solutions for Internally Displaced People 2018–2020.¹⁸ Separately, as a follow-up to the General Assembly resolution on IDPs adopted in December 2017, thirty-seven states sent a letter to the UN secretary-general in July 2018 asking him to appoint a high-level panel on IDPs in order to bring attention to existing efforts and galvanize continuing action.¹⁹

The Relevance of IDPs for the SDGs

Although the international response to internal displacement has improved, gaps remain. The twentieth anniversary of the Guiding Principles is an opportunity to put the plight of IDPs back on the radar of the international community. At the same time, stakeholders must develop longer-term solutions to the needs of displaced populations rather than simply pursuing immediate responses without a sustainable plan in place.

In protracted crises, longer-term needs and challenges arise alongside immediate humanitarian concerns, which have traditionally been the focus

12 See IASC, *IASC Transformative Agenda*, 2012.

13 See the *Pact on Security, Stability and Development in the Great Lakes Region* (2006) and its *Protocol on the Protection and Assistance to Internally Displaced Persons*; and the *Arab Strategy for Disaster Risk Reduction* (2011), which includes “addressing the vulnerability of women, children and internally displaced persons (IDPs) and other vulnerable groups” as one of the core considerations of comprehensive disaster risk reduction by 2020. Moreover, it calls for the establishment of “disaster preparedness plans, contingency plans, recovery and reconstruction plans at all administrative levels with the participation of women, the aged, children, IDPs and people with special needs,” pp. 15, 17.

14 The core commitment “Leave No One Behind: A Commitment to Address Forced Displacement” explicitly mentions IDPs. See Agenda for Humanity, “Core Commitments,” 2016, available at <https://agendaforhumanity.org/core-commitments>. See also IDMC, “Driving Global Efforts to Reduce Internal Displacement: Thoughts from Istanbul,” May 2016.

15 International Organization for Migration (IOM), *Framework for Addressing Internal Displacement*, 2017.

16 UNHCR, *Operational Review of UNHCR's Engagement in Situations of Internal Displacement*, 2017.

17 ICRC, *Internal Displacement Strategy for 2016–2019*, May 17, 2016.

18 *20th Anniversary of the Guiding Principles on Internal Displacement: A Plan of Action for Advancing Prevention, Protection and Solutions for Internally Displaced People 2018–2020*, May 23, 2018.

19 See Permanent Mission of Norway to the UN, Twitter, July 26, 2018, 8:56am, available at <https://twitter.com/NorwayUN/status/1022511054121775104>.

of the international community's response. IDPs' physical and mental health is often affected by the events that led to their displacement. Displaced women generally have the responsibility of protecting and taking care of their children, even as their support networks collapse, and women's and girls' risk of experiencing gender-based violence increases.²⁰ While these needs require immediate attention, they may also require more chronic care and longer-term attention.

Many IDPs are forced to leave their belongings and their work behind, thereby suffering from extreme poverty. Those with little prospect of returning home need to be supported in finding ways to meet their basic needs, access public services, and improve their living conditions. Children out of school for extended periods of time are vulnerable to recruitment by armed groups. They need access to education, while adults need access to livelihood activities. Particularly in urban areas, where at least half of IDPs now live, IDPs can also place a considerable strain on host communities' resources, labor market, and infrastructure.²¹ Furthermore, the cost of providing assistance and support to IDPs and their host communities, as well as the loss of productivity and economic potential of those displaced, means that fewer resources are available for development.²²

Given these needs and challenges, there has been an increased recognition that internal displacement issues need to be tackled in sustainable development policies and programs.²³ The 2030 Agenda is the first international framework to acknowledge this.²⁴ It pledges to "leave no one behind" and "to reach those furthest behind first." It specifically mentions IDPs as a vulnerable group that must be empowered through efforts to implement the SDGs and places a strong emphasis on inclusion.

Although there are no targets or indicators specifically related to internal displacement, many

of the SDGs are directly related to IDPs, and all are relevant (see Figure 1). States cannot ignore these linkages and must include IDPs in their planning and policies to implement the SDGs. The international community also has, and will continue to have, an important role to play in supporting such efforts. Given the number of people displaced today, progress toward the SDGs will be hindered if these people are not reached, with consequences for countries' peace and security. On the flip side, including IDPs in policies to implement the SDGs could help reduce the occurrence and impact of displacement and ensure that IDPs contribute to local economies and economic growth.

Addressing IDPs' Longer-Term Needs: Implementing the Humanitarian-Development Nexus

Addressing the plight of IDPs, in particular when displacement becomes protracted, requires better implementation of the humanitarian-development nexus. To address the longer-term needs of IDPs and support the implementation of the SDGs, internal displacement must be perceived as a long-term challenge, requiring coordinated and complementary approaches by humanitarian and development actors. To this end, the humanitarian and development arms of the UN—OCHA and the UN Development Programme (UNDP), respectively—are increasingly pursuing strategic coordination and cooperation, and the UN secretary-general established a Joint Steering Committee in 2018 to streamline crosscutting efforts. Other efforts have included UN and World Bank collaboration, notably the establishment of the Joint Data Center on Forced Displacement by UNHCR and the World Bank.²⁵ While recent policy breakthroughs have begun trickling down to the field, and coordi-

20 Hilde Kvinge Skogseth, "Women's Day: Displaced Women Face Extra Hardship," Norwegian Refugee Council (NRC), March 8, 2018.

21 Angela Cotroneo, "Specificities and Challenges of Responding to Internal Displacement in Urban Settings," *International Review of the Red Cross* 99, no. 1 (2017): 283-318; International Rescue Committee, "Public Service Delivery in Contexts of Urban Displacement," December 20, 2017.

22 Christelle Cazabat, "While the Migration Agenda Moves Forward, IDPs Keep Getting Side-Track," Internal Displacement Monitoring Centre, January 2018.

23 See, for example, International Peace Institute, "Reaching Internally Displaced Persons to Achieve the 2030 Agenda for Sustainable Development," Policy Forum, New York, July 17, 2018, available at www.ipinst.org/2018/07/internally-displaced-persons-2030-agenda-sustainable-development#3; Nadine Walicki, "Tackling Internal Displacement through the SDGs," March 20, 2017, UN Association-UK; IDMC and NRC, "Leaving No One Behind: Internal Displacement and the 2030 Agenda for Sustainable Development," September 25, 2015; and World Bank, *Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and Their Hosts*, 2017.

24 Greta Zeender, "The Sustainable Development Goals and IDPs," *Forced Migration Review*, no. 59 (October 2018): 24-26.

25 World Bank, "World Bank Group, UNHCR Sign Memorandum to Establish Joint Data Center on Forced Displacement," April 20, 2018.

Figure 1. The seventeen SDGs



nation between humanitarian and development actors is improving, challenges, such as a lack of comprehensive and reliable data on IDPs and separate humanitarian and development funding streams, remain.

POLICY PROGRESS AND FIELD INITIATIVES

The UN has been developing both policies and practical tools to address the short- and long-term needs of IDPs. In 2016, the UN secretary-general called on humanitarian and development actors to “work collaboratively across silos and mandates to implement plans with a clear and measurable collective outcome” to reduce both new and protracted internal displacement by 50 percent by 2030.²⁶ In line with this call, signatories of the New Way of Working (NWOW) at the 2016 World Humanitarian Summit committed to developing a

shared understanding of the concepts of sustainability, vulnerability, and resilience and to implementing key changes at the operational level where conditions allow. This reflected a conceptual shift at the strategic, interagency level to reach “collective outcomes.”²⁷ As interpretations of how to execute the NWOW may differ across agencies, conversations at the strategic and policy level are helping to bridge these gaps and define collective outcomes, including on durable solutions to internal displacement. Recent field missions addressing the NWOW in contexts of internal displacement have reinforced these efforts.²⁸

In subsequent years, a number of key global efforts have aimed to link support to IDPs with achieving progress on development. The Joint Steering Committee was established in 2018 following the UN secretary-general’s proposal to

²⁶ UN General Assembly, *One Humanity: Shared Responsibility—Report of the Secretary-General for the World Humanitarian Summit*, UN Doc. A/70/709, February 2, 2016, para. 81. See also Walter Kälin and Hannah Entwistle Chapuisat, *Breaking the Impasse: Reducing Protracted Internal Displacement as a Collective Outcome*, UN OCHA, 2017, p. 55.

²⁷ The New Way of Working was agreed during the 2016 World Humanitarian Summit by UN Secretary-General Ban Ki-moon and the heads of UNICEF, UNHCR, WHO, OCHA, WFP, FAO, UNFPA, and UNDP, with the endorsement of the World Bank and IOM; see <https://www.agendaforhumanity.org/initiatives/5358>. According to UN OCHA, “collective outcomes” means “agreeing on strategic, clear, quantifiable, measurable and achievable results”: Kälin and Entwistle Chapuisat, *Breaking the Impasse*, p. 54.

²⁸ Phone interview with UN OCHA expert, New York, September 2018.

reform the UN development system.²⁹ Under the operational leadership of the emergency relief coordinator and the UNDP administrator, and chaired by the UN deputy secretary-general, this body is charged with advancing humanitarian and development collaboration and assessing the implementation of the 2030 Agenda. The goal is to ensure “more synergistic results according to each country context.”³⁰ For example, the committee can help engage and involve UN resident coordinators in the field on the NWOW and its relevance to IDPs. This “resonates with [the resident coordinator],” according to one UN official, because [they] often have a dual [humanitarian and development] mandate.”³¹

OCHA and UNDP co-led a significant ad hoc initiative this year, organizing a large conference on the NWOW in Ethiopia’s Somali region.³² Senior OCHA and UNDP leadership are also conducting joint visits to countries to support the implementation of the humanitarian-development nexus, which will be an important issue to address in countries where internal displacement is prevalent. Such high-level visits are critical steps in engaging host governments directly while advancing interagency understanding of collective goals in the field. At the country level, the Durable Solutions Initiative on IDPs and SDGs in Somalia, led by the resident/humanitarian coordinator together with national authorities, is also a positive example of engaging with host governments on this question.³³

Mainstreaming, Acceleration, and Policy Support (MAPS) missions, under the leadership of UNDP and involving interagency collaboration

with OCHA and others, support UN country teams in the implementation of the 2030 Agenda. These missions focus on helping states achieve the SDGs and have taken place in thirty-two countries.³⁴ MAPS missions have been dispatched in crisis zones where both new and protracted internal displacement are rife and have therefore addressed displacement as part of their work. More broadly, they can guide governments to engage in national planning, budgeting, and costing to help curb protracted internal displacement.³⁵ For example, a MAPS mission in Ukraine in March 2018 reportedly provided recommendations specific to IDPs.³⁶

The three-year GP20 Plan of Action is helping raise the profile of IDPs. In the context of this initiative, UN agencies are bringing emerging strategic and policy considerations on IDPs back to the field, particularly in countries with high numbers of IDPs like Nigeria or Ethiopia.³⁷ A number of UN resident coordinators’ offices have appointed focal points responsible for taking the plan of action forward. UNDP, OCHA, and the Danish Refugee Council are leading its fourth work stream on protracted displacement and durable solutions; they will next identify several pilot countries to implement this work stream.³⁸

Other actors also have a role to play in helping bridge the gaps in addressing the needs of IDPs. For the IASC, finding durable solutions for IDPs is a “complex process that addresses human rights, humanitarian, development, reconstruction and peace-building challenges” and must be “rights-based.”³⁹ To that end, the mandate of the special rapporteur on the human rights of IDPs has been

29 Ana Maria Lebada, “UN Secretary-General Releases Development System Strategy,” International Institute for Sustainable Development, January 11, 2018; Amina J. Mohammed, “Deputy Secretary-General’s Remarks to the Executive Board of the World Food Programme [as prepared for delivery in Rome, Italy],” United Nations Secretary-General, November 13, 2017.

30 Amina J. Mohammed, “Deputy Secretary-General’s Remarks to Joint Meeting of the Executive Boards of UNDP/UNFPA/UN-WOMEN and WFP,” United Nations Secretary-General, June 1, 2018.

31 Phone interview with UN OCHA expert, New York, September 2018.

32 UNDP, “UNDP and OCHA Chiefs Renew Call for New Way of Working,” January, 31, 2018.

33 Phone interview with UN OCHA expert, New York, September 2018; UN Somalia, “Durable Solutions Initiative Is Looking on the Way Forward to Recovery and Resilience for the Most Vulnerable,” February 19, 2018, available at www.uninsomalia.org/pros-cal-success-story-1/2018/2/19/durable-solutions-initiative-is-looking-on-the-way-forward-to-recovery-and-resilience-for-the-most-vulnerable.

34 Catharina Klingspor and Nicole Igloi, “How Will We Navigate towards 2030? We’ll Be Using MAPS,” UNDP, January 31, 2018, available at www.undp.org/content/undp/en/home/blog/2018/how-will-we-navigate-towards-2030--well-be-using-maps-.html.

35 Bruno Lemarquis, “Reaching Internally Displaced Persons to Achieve the 2030 Agenda for Sustainable Development,” IPI Policy Forum.

36 Phone interview with UN OCHA expert, New York, September 2018; UN Ukraine, “Mainstreaming, Acceleration and Policy Support (MAPS) Approach Will Help Elaborate a Roadmap of Effective SDGs Implementation in Ukraine,” March 21, 2018, available at www.un.org.ua/en/information-centre/news/4303-mainstreaming-acceleration-and-policy-support-maps-approach-will-help-elaborate-a-roadmap-of-effective-sdgs-implementation-in-ukraine. Ukraine’s National Baseline Report on SDGs identifies internal displacement as an issue that needs to be tackled. Ukrainian Ministry of Economic Development and Trade, *Sustainable Development Goals: Ukraine—2017 National Baseline Report*.

37 Phone interview with UN OCHA expert, New York, September 2018.

38 Phone interview with UNDP expert, New York, September 2018.

39 IASC, *Framework on Durable Solutions for Internally Displaced Persons*, April 2010, p. 3.

instrumental in bringing rights to the forefront of the humanitarian-development nexus, notably through reports to the secretary-general and high-level advocacy for including the needs of IDPs in SDGs planning since 2015.⁴⁰

CHALLENGES

Despite these initiatives on the ground, challenges remain. These include gaps in data on IDPs, separate structures and funding streams for humanitarian and development work, and entrenched practices and mindsets.

Gaps in Data

Insufficient data continues to be a severe constraint for humanitarian and development actors in their work to support IDPs. The needs and vulnerabilities of IDPs need to be well documented and understood in order to be adequately addressed in development planning. Key obstacles to collecting data on IDPs include that families can become separated by conflict or disaster, IDPs can easily blend in with host communities in cities or move to remote areas, and non-IDPs may present themselves as such to receive assistance. These challenges are compounded by inadequate gathering of independent data by UN entities and a lack of transparent information sharing.

Country authorities—both local and national—are often unable to provide reliable figures on internal displacement. A number of international initiatives have therefore been undertaken to address this challenge. The Norwegian Refugee Council's Internal Displacement Monitoring Centre (IDMC) produces authoritative data on IDPs, and the interagency Joint IDP Profiling Service (JIPS) supports countries in generating their own data on internal displacement. Meanwhile, OCHA is promoting data standardization, notably through the Humanitarian Data Exchange (HDX). The Durable Solutions Data Indicator library (hosted by JIPS) and the IASC

Framework on Durable Solutions for IDPs provide evidence-based indicators on durable solutions that can support the inclusion of IDP issues in SDG planning.⁴¹ The Expert Group on Refugee and IDP Statistics has also recently published a report on current best practices for statistics gathering and recommendations for working toward a statistical framework for IDPs.⁴² However, inadequate collection, processing, and sharing of data on IDPs is a continued challenge that needs to be addressed with urgency.

Structural and Funding Silos

Despite improvements in interagency cooperation, joint efforts and programming remain insufficient. As humanitarian and development actors have different funding streams for their projects, creating joint programs is a challenge. Moreover, the existing field architecture for UN agencies inhibits efforts to operationalize the humanitarian-development nexus and is not conducive to joint action or collective outcomes. According to a UNDP expert, much of the architecture on the ground has remained the same, and there is “little evidence of efforts being combined, even though we are being called to do so.”⁴³

Despite these challenges, UN actors are increasingly working in a complementary manner. UNDP, OCHA, UNHCR, and IOM are engaging in new thinking on joint programming that can help achieve collective outcomes.⁴⁴ This is illustrated by the follow-up on OCHA's “Breaking the Impasse” report, which includes the aforementioned MAPS mission to Ukraine. Others examples include humanitarian actors addressing the immediate protection needs of IDPs, while UNDP works on rule of law and access to justice for those displaced, as well as the World Food Programme's efforts to respond to IDPs' food security issues in synergy with UNDP's efforts to foster livelihoods, resilience, and economic development.⁴⁵

40 See, for example, the 2018 report of the special rapporteur on the human rights of IDPs. UN General Assembly, *Report of the Special Rapporteur on the Human Rights of Internally Displaced Persons*, UN Doc. A/HRC/38/39, April 11, 2018. The previous special rapporteur, Chaloka Beyani, was particularly instrumental in pushing this issue during the development of the 2030 Agenda, as evidenced by his 2015 and 2016 reports.

41 Durable Solutions Data Indicator Library, April 2018, available at <https://inform-durablesolutions-idp.org/indicators/>; IASC, *Framework on Durable Solutions for Internally Displaced Persons*, April 2010.

42 EU and UN, “Technical Report on Statistics of Internally Displaced Persons: Current Practice and Recommendations for Improvement,” July 2018.

43 Phone interview, New York, October 2018.

44 Phone interview with UNDP expert, New York, October 2018.

45 See World Food Programme (WFP), “Iraq Emergency Page,” available at www.wfp.org/node/647763; and “Iraq Country Brief,” May 2018, available at <https://reliefweb.int/sites/reliefweb.int/files/resources/2018%2005%20Iraq%20Country%20Brief%20May.pdf>.

Entrenched Perceptions of IDPs' Needs as Short-Term

Addressing both the immediate and the longer-term needs of IDPs may require challenging existing practices and mindsets. Humanitarian actors—traditionally focused on immediate, emergency needs—have been increasingly required to address more protracted displacement. This comes with challenges—for example, humanitarian actors typically receive only short-term funding—and presents risks. Indeed, “when development action is not well executed by humanitarians, it may result in other adverse impacts, such as reduced funding and lower quality development overall, which arguably further perpetuates protracted displacement.”⁴⁶ Moreover, supporting IDPs is not traditionally perceived as a development issue and is therefore insufficiently included in development strategy and planning.⁴⁷

State Efforts to Include IDPs in Development Planning: The Cases of Iraq and Nigeria

For states with high levels of internal displacement, implementing the 2030 Agenda and its commitment to leaving no one behind will mean addressing the needs of IDPs head-on and ensuring they are included in development planning. So far, too few states are making the direct link between internal displacement and efforts to implement the SDGs. Nigeria and Iraq are among the few that have made this link and are therefore informative case studies of attempts to provide long-term solutions for displaced populations through development-oriented initiatives.

IRAQ

IDPs in Iraq

Iraq has one of the largest IDP populations in the world. Currently, a major driver of displacement is the ongoing conflict in the country, beginning with the US-led invasion in 2003 and compounded by the 2014 rise of the Islamic State group (IS).⁴⁸ Heavy fighting between IS and the Iraqi security forces and other armed groups in major cities such as Mosul, Fallujah, Ramadi, and Tikrit have displaced more than 6 million Iraqis since 2014.⁴⁹ The protracted conflict has negatively affected millions of people and plunged the country into a deep humanitarian crisis.

As of October 2018, it was estimated that almost 1.9 million IDPs remain in Iraq,⁵⁰ with 1.4 million new displacements in 2017 as a result of continued conflict and violence.⁵¹ Around 1.3 million IDPs live outside of the camps.⁵² In many cases, violence causes multiple displacements, forcing some IDPs to flee across borders and become refugees. UNCHR estimated that as of 2017 there were more than 270,000 Iraqi refugees in other countries including Turkey, Germany, Jordan, and Lebanon.⁵³ Furthermore, Iraq itself is hosting more than 250,000 Syrian refugees in need of short- and long-term assistance.⁵⁴ Many IDPs have been returning to their places of origin, and the number of returnees increased after the government announced victory over IS in 2017. IOM estimated that more than four million people had returned to their homes as of September 2018.⁵⁵

However, there have been concerns regarding whether returns are voluntary. Many IDPs do not want to return to their place of origin. There remains a significant amount of unexploded ordnance such as landmines or improvised

46 Kälén and Entwistle Chapuisat, *Breaking the Impasse*, p. 49.

47 Ibid.

48 UN OCHA, *Iraq Humanitarian Response Plan 2017*, Humanitarian Country Team.

49 IDMC, “Iraq: Country Information,” 2017, available at www.internal-displacement.org/countries/iraq.

50 IOM, “Displacement Tracking Matrix,” available at <http://iraqdtm.iom.int/IDPsML.aspx>.

51 IDMC, “Iraq Country Information,” 2017.

52 UN OCHA, *Iraq Humanitarian Bulletin*, September 2018.

53 UNCHR, available at http://popstats.unhcr.org/en/overview#_ga=2.84726032.84511248.1539630239-937952331.1522163417.

54 UN OCHA, *Iraq Humanitarian Response Plan 2018*, Humanitarian Country Team.

55 IOM, “Displacement Tracking Matrix: DTM Round 104” September 2018, available at <https://displacement.iom.int/reports/iraq-%E2%80%94displacement-report-104-september-2018?close=true>.

explosive devices (IEDs) in many IDPs' communities of origin. The destruction of their homes and of the infrastructure in their communities of origin, including universities, schools, and hospitals, is also a key concern.⁵⁶ Relatedly, the lack of basic services such as water and sanitation, waste management, and electricity is another major hindrance to IDP returnees. Furthermore, there are limited job opportunities, and the poverty rate has increased by 40 percent in areas affected by conflict.⁵⁷

IDPs living in camps also face major challenges and are in need of humanitarian assistance. More than half a million IDPs live in 123 camps.⁵⁸ Those living in the camps lack access to basic services such as food, water and sanitation, and healthcare, as well as education and livelihood opportunities. Huge gaps in provision of these basic needs remain despite collaboration between UN agencies and governments. In Dahuk, for example, UNICEF is working with the Iraqi government in seven IDP camps to provide safe access to water for more than 50,000 people. The agency is also working with the government's social protection framework to provide cash assistance to enable children's access to education. While such efforts address an immediate, short-term need, they are not sustainable, and the quality of services—particularly education—is low.⁵⁹

Women and children who lived in IS-controlled areas or are related to individuals associated with IS also face stigma, rejection, and violence in camps, including being denied food, water, and healthcare and subjected to sexual harassment, rape, and sexual exploitation.⁶⁰ Social tensions among different sects and groups also pose a major challenge to IDPs, as, for example, some local authorities in some majority Shia provinces restrict access for Sunni IDPs, and some Kurdish authori-

ties limit the influx of Arab IDPs into their communities.⁶¹

Inclusion of IDPs in National Development Policies

In comparison with other countries with significant IDP populations, Iraq has developed a large set of policies addressing displacement and has a dedicated government institution—the Ministry of Displacement and Migration—whose mission is to support Iraqi refugees and displaced populations. To respond to the current humanitarian needs of IDPs, the government has developed a Plan for Relief, Shelter, and Stabilization of Displaced People, aiming to strengthen the legal protection of displaced persons and support their safe return. One component of this plan is the provision of one-off emergency cash assistance for returning families in need of basic services.⁶² Iraq's 2018 Humanitarian Response Plan has aligned its efforts with this framework.

Additionally, as part of its post-conflict recovery plan, the government has developed an ambitious and comprehensive Reconstruction and Development Framework.⁶³ IDPs are included in this framework, which addresses both their short- and medium-term needs, including social protection, employment, education, poverty reduction, and safe return. The medium-term priorities in the governance pillar of the framework include to improve inclusion of IDPs and returnees in local-level governance, provide public services and safety to enable the return of IDPs, and plan for community needs. To address food insecurity and the immediate needs of IDPs, a short-term priority for the government is to provide cash for work for IDPs and returnees, including youth and other affected populations.

Poverty alleviation is one of the government's

56 REACH, "Iraq: Majority of IDPs Living out of Displacement Camps Have No Intention of Returning Home," August 29, 2018, available at www.reach-initiative.org/iraq-majority-of-idps-living-out-of-displacement-camps-have-no-intention-of-returning-home-findings-from-dahuk-erbil-ninewa-salah-al-din-and-sulaymaniyah.

57 UN OCHA, *Iraq Humanitarian Response Plan 2018*.

58 UNHCR, "Fact Sheet: Iraq," June 2018, available at <https://reliefweb.int/sites/reliefweb.int/files/resources/UNHCR%20Iraq%20Factsheet%20October%202018.pdf>.

59 UNICEF, *Iraq Humanitarian Situation Report*, May 2018, available at www.unicef.org/appeals/files/UNICEF_Iraq_Humanitarian_Situation_Report_May_2018.pdf.

60 Amnesty International, "Iraq: Women and Children with Perceived Ties to IS Denied Aid, Sexually Exploited and Trapped in Camps," April 2018, available at www.amnesty.org/en/latest/news/2018/04/iraq-women-children-with-perceived-ties-to-is-denied-aid-sexually-exploited-trapped-in-camps/.

61 IRIN, "UN Watchdog Blasts Iraq over IDP Treatment," May 19, 2015, available at www.refworld.org/docid/555f1a6e4.html.

62 Government of Iraq and UN Iraq, "Joint Launch of Humanitarian Plans for Iraq in 2018," March 6, 2018, available at <https://reliefweb.int/report/iraq/joint-launch-humanitarian-plans-iraq-2018-enarku>.

63 The framework is structured to tackle issues related to governance, reconciliation and peacebuilding, economic development, infrastructure, and social and human development. See, for example, Government of Iraq, *Iraq Reconstruction and Investment*, February 2018.

priorities and is included in its National Development Plan. The government, in partnership with the World Bank, has developed a Strategy for the Reduction of Poverty 2018–2022, which aims to reduce the national poverty rate—including for displaced populations—by at least 25 percent.⁶⁴ This framework aims to improve the country's economic growth, increase private sector investment, and address social and environmental challenges. For IDPs, the policy aims to repatriate those displaced and to build 100,000 suitable housing units for the return of those affected by the fighting in 2017.⁶⁵

These various national frameworks and policies are part of Iraq's efforts to achieve the 2030 Agenda for Sustainable Development, and in developing these plans and policies, the government consulted a number of UN agencies, donor countries, and civil society organizations. Iraq will present its first national voluntary review—the 2030 Agenda's voluntary mechanism through which countries share their national experience of implementing the SDGs, challenges to that implementation, and lessons learned—in 2019 during the High-Level Political Forum in New York.

The Iraqi government's political will and the policies it has developed to assist IDPs and address the major challenges they face are promising, and it has made important steps toward implementing the 2030 Agenda's commitment to “leave no one behind.” However, the country does not have the financial means to translate these policies into action. The World Bank estimates that Iraq will require \$88 billion for reconstruction over a period of ten years.⁶⁶ In early 2018, donor countries and investors pledged \$30 billion at the Kuwait International Conference on Reconstruction to rebuild Iraq.⁶⁷ Continued support is necessary to ensure that development plans and policies are implemented and the needs of those most vulnerable, including IDPs, are addressed.

NIGERIA

IDPs in Nigeria

The protracted conflict between Boko Haram and government security forces in the Lake Chad Basin has displaced millions of people, mainly in northeastern Nigeria. According to IOM, there are 1.9 million IDPs in the country. While a majority of the current displacement is caused by the ongoing conflict in the northeast, other causes include natural disasters, disputes over land, farmer-herder conflicts, and ethnic, religious, and intercommunal clashes.⁶⁸

The conflict in the northeast escalated in 2013, leading to a state of emergency in the region. Although the Nigerian army has made significant military gains in recent years, many areas remain under the control of non-state armed groups. In addition to already low levels of development and high levels of poverty, the region has since experienced massive destruction of schools, hospitals, and other infrastructure.

There are acute protection and assistance needs in northeastern Nigeria, with an estimated 1.7 million IDPs in need of humanitarian support.⁶⁹ More than 60 percent of those IDPs live in deplorable conditions in temporary shelters within host communities.⁷⁰ More than half of IDPs are now in their third year of displacement. Lack of access to healthcare and other basic services is a major challenge. Illnesses such as malaria, diarrhea, and severe acute malnutrition are common among IDPs, threatening the lives of over 40,000 children.⁷¹ Lack of access to water, sanitation, and hygiene in the camps also puts IDPs at risk, especially because emergency healthcare services are limited. Additionally, sexual violence is still prevalent, and six out of ten women in northeastern Nigeria have experienced some form of gender-based violence.⁷² IDPs, especially young girls and boys, are at risk of sexual exploitation in exchange for food, money, and other services.

64 Iraqi Ministry of Planning, *Strategy for Reduction of Poverty in Iraq 2018–2022*, January 2018.

65 Iraqi Ministry of Planning, *National Development Plan 2018–2022*, 2018.

66 UN OCHA, *Iraq Humanitarian Response Plan 2018*.

67 Maher Chmaytelli and Ahmed Hagagy, “Allies Promise Iraq \$30 Billion, Falling Short of Baghdad's Appeal,” Reuters, February 14, 2018.

68 IDMC, “Nigeria: Country Information,” 2017, available at www.internal-displacement.org/countries/nigeria.

69 UN OCHA, *Nigeria Humanitarian Response Plan 2018*.

70 UNHCR, “Nigeria Situation 2017,” July 2017.

71 UN OCHA, *Nigeria Humanitarian Response Plan 2018*.

72 Ibid.

Even as urgent humanitarian needs remain, displacement in Nigeria is becoming protracted. Because of this, longer-term development needs must be addressed in tandem with humanitarian assistance. Host communities, already struggling with limited resources, face challenges to accommodate incoming IDPs. The lack of any civilian government institutions in many areas of the northeast is a key challenge to addressing both the short- and long-term needs of IDPs. These include IDPs' need to return to their communities of origin, which must be safe, voluntary, and dignified.

Inclusion of IDPs in National Development Policies

The government of Nigeria has shown a commitment to including displaced populations in its national policies on development. Nigeria's Economic Recovery and Growth Plan (NERGP) 2017–2020 sees inclusion as an important part of development and economic growth in accordance with the “leave no one behind” motto of the 2030 Agenda. The NERGP therefore includes all vulnerable groups, including IDPs. It is a medium-term plan aimed at restoring Nigeria's economic growth by investing in infrastructure and improving the business environment and promoting national and social inclusion by providing equal job opportunities and improving human capital.

In its implementation of the NERGP, the government has prioritized two social inclusion issues targeting vulnerable populations: first, enhancing the social safety net to increase social inclusion; and second, addressing region-specific exclusion challenges, especially in the northeast and Niger Delta.⁷³ For instance, “the Government aims to increase social safety net programs targeted at the vulnerable and also to sustain the Conditional Cash Transfer program to reach 1 million of the poorest and most vulnerable households, as captured in the Social Register.”⁷⁴ Other efforts include development of a financial inclusion scheme and access to

microfinance for women and enrollment of children in schools in the northeastern states.

In 2017, Nigeria included IDPs in its national voluntary review, particularly regarding SDG 4 on quality education, SDG 16 on peaceful and inclusive societies, and SDG 17 on global partnerships.⁷⁵ The government has been working with a number of civil society organizations to achieve these goals. For instance, the Civil Society Action Coalition of Education for All (CSACEFA) facilitated a number of workshops for IDP children in Adamawa, Bauchi, Borno, Gombe, and Yobe States. Under SDG 17 on partnership and cooperation, the government also organized a two-day forum to engage local actors and international stakeholders on the rehabilitation of IDPs in northeastern Nigeria. The aim of this gathering was to improve coordination and management of humanitarian and development intervention efforts.⁷⁶

Furthermore, President Muhammadu Buhari established the Presidential Committee on the Northeast Initiative (PCNI) to strategize, coordinate, and advise “all humanitarian interventions, transformational and developmental efforts” aiming to address the crisis in the northeast of Nigeria.⁷⁷ It is charged with ensuring the execution of the Buhari Plan, a guiding document for all humanitarian interventions in the northeast. It tackles several issues relating to conflict and displacement, as some of the plan's intervention initiatives are meant to provide immediate relief, rehabilitate and resettle IDPs, support the restoration of livelihoods, generate jobs, secure communities, drive infrastructure development, facilitate peacebuilding, revamp agriculture, and resuscitate healthcare.

The National Commission for Refugees initiated a draft National Policy on IDPs in Nigeria in 2003; the Presidential Committee took over this initiative in 2006.⁷⁸ The draft has been amended several times since then, and the federal government has not yet

73 Nigerian Ministry of Budget and National Planning, *Economic Recovery & Growth Plan 2017–2020*, February 2017.

74 Government of Nigeria, *Implementation of the SDGs: A National Voluntary Review*, June 2017.

75 Ibid.

76 Ibid.

77 Presidential Committee on the North East Initiative, “About PCNI,” 2017, available at <http://pcni.gov.ng/about-pcni/>.

78 National and international stakeholders contributed to the revision and review of this policy, including the National Emergency Management Agency, National Human Rights Commission, Ministry of Interior, Civil Society Legislative Advocacy Centre, Economic Community of West African States, African Union Commission, IDMC, UNHCR, and others.

adopted the policy. The policy follows a human rights-based approach along the lines of the UN Guiding Principles on IDPs and the Kampala Convention. It provides a detailed framework for prevention of and protection from arbitrary and other forms of displacement and for ensuring “rehabilitation, return, reintegration and resettlement after displacement.”⁷⁹

The Buhari Plan, the NERGP, and, if adopted, the National Policy on IDPs are examples of policies that combine humanitarian response with recovery and economic development initiatives, enabling the inclusion of IDPs’ concerns in long-term planning. In addition, a few other promising initiatives are underway in Nigeria. In 2017, the World Bank produced a recovery and peacebuilding assessment for northeastern Nigeria, which provides a framework for coordinated and coherent support to assist conflict-affected people and strongly addresses displacement.⁸⁰ The government has developed various social intervention programs such as N-Power, which targets youth education and livelihoods, and Marketmoni, which provides loans to displaced (and other) populations. Private sector initiatives, such as Airtel’s Touching Lives program, have also helped increase the financial inclusion of IDPs.

Finally, Nigeria is a pilot country for implementation of the New Way of Working, and the 2018 Humanitarian Response Plan is embedded in a multi-year strategy aligned with the government’s NERGP, the Buhari Plan, and the UN Sustainable Development Partnership Framework (2018–2022). While these various policies and plans indicate improvements in coordination of and collaboration on efforts to address humanitarian needs and implement long-term development solutions for displaced populations, it remains to be seen if and how they actually improve the situation on the ground.

Conclusions and Recommendations

The specific needs of IDPs, particularly those stuck in situations of protracted displacement, make it clear that there is a need to address longer-term challenges and conceptualize, develop, and implement policies that will provide sustainable solutions for these vulnerable populations. Addressing both the immediate and the longer-term needs of IDPs may require challenging existing practices and mindsets.

Humanitarian actors, traditionally focused on immediate emergency needs, must address protracted displacement. States with high levels of internal displacement must address the needs of IDPs in their implementation of the 2030 Agenda. The international community also has an important role to play in supporting states in this endeavor. For humanitarian and development actors in particular, strategic coordination of efforts, and, where feasible, joint planning and cooperation, will be key.

The following recommendations will help ensure that states, the UN, and other humanitarian and development actors are adequately addressing the long-term needs of IDPs:

- **Member states should turn their commitment to “leave no one behind” into policy and programming by including IDPs’ concerns in their development planning.** In their efforts to ensure that they are on track to implement the 2030 Agenda, states should address internal displacement in their development plans. They should also include information on IDPs in their voluntary national reviews. Ensuring that IDPs’ concerns are being considered will also require that they be included in development budgets at the local, regional, and national levels. Inter-

⁷⁹ Government of Nigeria, *National Policy on Internally Displaced Persons in Nigeria*, August 2012.

⁸⁰ World Bank, *North-East Nigeria—Recovery and Peace Building Assessment: Synthesis Report*, June 2017.

ministerial cooperation will be essential for all of this.

- **Humanitarian and development actors should systematically remind national governments of their obligations vis-à-vis IDPs.** The core responsibility of supporting IDPs lies with affected states, but humanitarian and development actors can encourage and support member states to implement the 2030 Agenda in ways that include the unique needs of displaced populations.
- **The UN and other humanitarian and development actors should strive for closer coordination and cooperation when addressing the needs of IDPs and finding sustainable solutions,**

particularly in situations of protracted displacement. Existing efforts, such as those highlighted in this issue brief, should be strengthened and streamlined.

- **In designing and implementing IDP-inclusive development policies, all stakeholders should ensure that data informing these policies is reliable and takes into account the voices of those affected.** For development policies and programs to be tailored to the situation they aim to address, including its gender dimensions, they need to be built on solid data, recognition of the population's needs, and an understanding of how those needs can best be addressed.

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