

## **UNDG Guidance Note on Durable Solutions for Displaced Persons (refugees, internally displaced persons, and returnees)**

The 2004 amendments to the common country assessment (CCA) and the UN Development assistance Framework (UNDAF) Guidelines include references to displaced persons and request UNCTs to include durable solutions for displaced persons into their analysis and strategic development framework when appropriate.<sup>1</sup> This Note provides guidance to UNCTs which identify population displacement (refugees, internally displaced persons (IDPs) and/or returnees) as a key challenge facing the country and which seek to include strategic policies and programmes, in line with the national priorities, into the UNDAF and its results-based matrix.<sup>2</sup>

Guidance for UNCTs on achieving durable solutions for displaced people has been lacking. To date, guidance on forced population displacement has primarily focused on the provision of humanitarian assistance and international protection. A review of selected CCA and UNDAF documents made clear that durable solutions for displaced persons have been approached in an ad hoc manner. The needs of displaced people are often not incorporated into recovery and development plans, and, in some instances, displaced persons have been presented as a burden, hampering progress toward development, rather than as a potential asset.

The integration of displaced persons and preventing forced displacement from occurring are development challenges. When pursuing durable solutions, displaced persons should be treated equal to other nationals, while taking into account the increased vulnerability and specific protection concerns that they may face. Displaced persons should not be discriminated against because they are displaced. In particular for countries emerging from conflict, reintegrating displaced persons is an important step toward local and national reconciliation and preventing the renewed outbreak of violent conflict. The return and integration of displaced persons reinforces peace processes and helps create stable and secure conditions that are essential for development objectives to be met.

Integrated approaches are critical in ensuring the sustainable socio-economic reintegration and rehabilitation of displaced populations and their host communities through participatory, community-based

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<sup>1</sup> UNDG, Common Country Assessment and United Nations Development Assistance Framework: Guidelines for UN Country Teams, July 2004.

<sup>2</sup> This Guidance Note has been prepared by an informal working group set-up by the UNDG Programme Group following the adoption of the results-oriented UNDG priorities for 2004. The Guidance Note has drawn upon the work completed by various other inter-agency fora, operational experiences and reviews, as well as analyses of selected CCA (Angola, Indonesia, Pakistan, Serbia and Montenegro) and UNDAFs (Angola, Armenia, Eritrea, Pakistan, Rwanda, Sierra Leone, Sri Lanka, and Zambia) prepared by UNCTs. This Note will be updated periodically to incorporate new analyses and experiences.

and self-reliance oriented approaches. Integrated approaches also emphasize the responsibility of national authorities and the role of the UNCTs.

This Note is divided into three parts. The first part discusses broader **issues** relating to durable solutions for displaced persons. Part 2 outlines **what** UNCTs should consider when preparing the CCA. Part 3 outlines **how** programming for the displaced should be incorporated into the UNDAF. The attached annexes provide further assistance to UNCTs.

## **I. Durable Solutions for Displaced Persons**

Responsibility for identifying and implementing durable solutions programmes for displaced persons lies first and foremost with national authorities. It is important, therefore, that national development strategies and plans include the necessary provisions to achieve those aims. The role of the UNCT is to assist the national authorities in meeting the national development goals and in implementing programming for displaced persons and their host communities, including in areas related to attaining the MDGs, poverty reduction, capacity building and resource mobilization.

The Millennium Declaration emphasizes protecting the vulnerable and states the goal: “[T]o strengthen international cooperation, including burden-sharing in and the coordination of humanitarian assistance to countries hosting refugees, and to help all refugees and displaced persons to return voluntarily to their homes in safety and dignity and to be smoothly reintegrated into their societies.”<sup>3</sup> The Millennium Development Goals target the most vulnerable, a category within which displaced populations fall. To attain the MDGs at the county level for the population, it is important that displaced persons are included into the national strategies and programmes.

Efforts are underway to develop coherent UN strategies in specific areas. The UN has adopted a collaborative response toward situations of internal displacement whereby a broad range of humanitarian, human rights and development actors work together in a transparent and cooperative manner.<sup>4</sup> For countries emerging from conflict, the programming tool 4Rs (repatriation, reintegration, rehabilitation and reconstruction) has been developed.<sup>5</sup> The follow-up to the report of the UNDG/ECHA working group on

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<sup>3</sup> General Assembly, *United Nations Millennium Declaration*, A/RES/55/2, 18 September 2000.

<sup>4</sup> Inter-Agency Standing Committee, *Implementing the Collaborative Response to Situations of Internal Displacement: Guidance for UN Humanitarian and Resident Coordinators and Country Teams*, Draft, May 2004. IASC, *Policy on the Protection of Internally Displaced Persons*, December 1999. Based upon the collaborative approach and in consultation with the UNCT, the RC/HC oversees the development of a *Strategic Action Plan* for responding in a comprehensive and effective manner to the assistance and protection needs of the displaced.

<sup>5</sup> UNHCR, *Framework for Durable Solutions for Refugees and Persons of Concern*, Geneva, May 2003.

transition issues foresees the development of guidance to UNCTs on a UN transition strategy, based upon a joint needs assessment and resource mobilization strategy, which includes the needs of displaced persons.<sup>6</sup>

This Note complements the guidance offered in these strategies. However, whereas the aforementioned focus primarily upon the emergency/humanitarian and transition phases, this Note focuses on the contribution that development actors can make specifically through the CCA/UNDAF process.

### **Population of Concern**

The guidance focuses on people forcibly displaced within (internally displaced persons) and/or outside (refugees) their country as a consequence of violent conflict, human rights violations and persecution, and on people who return to their country or community of origin following a peace agreement or settlement (returnees). In addition, there are also other displaced population groups, such as people expelled or displaced by natural disasters, who may benefit from the guidance provided in this Note.<sup>7</sup>

Equal attention should be given to the needs of the host communities. While the burden of hosting displaced persons is often clear, the opportunities it presents are frequently underemphasized. Therefore, the needs of the host community and displaced persons should be considered collectively, while taking into account specific issues and circumstances that displaced persons may face.

### **Protection**

Solutions for displaced persons may only be called “durable” if they receive the full and effective protection of the State of nationality (citizens) or residence and enjoy all basic human rights and have equal access to social services and economic opportunities. Basic protection standards are contained in international humanitarian law, international and regional human rights instruments, and the Refugee Convention.<sup>8</sup> With regard to internally displaced persons, these international legal standards have been consolidated in the Guiding Principles on Internal Displacement.<sup>9</sup>

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<sup>6</sup> UNDG/ECHA Working Group on Transition Issues, *Report of the UNDG/ECHA Working Group on Transition Issues*, February 2004.

<sup>7</sup> In many situations, people may be displaced due to a combination of different reasons that cannot be easily distinguished. In addition, people may be expelled to their country of origin from a country to which they migrated. Although they are considered to be nationals of their country of origin, they may have similar reintegration needs to those of returning refugees and IDPs.

<sup>8</sup> See Annex 5 for a list of key international and regional instruments relating to displaced persons. Persons fleeing a country and seeking refugee (protection) status and/or asylum elsewhere can benefit from international protection based upon the aforementioned international and regional human rights and refugee instruments. The international legal regime benefiting internally displaced persons is significantly different. Although IDPs have not crossed an international border and do not, therefore, receive protection under the Refugee Convention, they are protected by relevant domestic legislation, as well as by international human rights law and, in situations of armed conflict, international humanitarian law.

<sup>9</sup> Drawing on international humanitarian and human rights law, as well as refugee law by analogy, the Guiding Principles on Internal Displacement identify the rights and guarantees relevant to internally displaced persons. The Principles were presented to the UN Commission on Human Rights in 1998 and

Displaced persons may face specific protection concerns, such as the continued threat of violence and discrimination on account of their ethnicity, restricted access to social services and economic rights (e.g. health and education, land and property, and gainful employment), restrictions on their ability to vote and participate in public affairs, or recognition of citizenship (statelessness). During the emergency and transition phases, they may also have experienced serious human rights violations, (e.g. physical violence, including sexual abuse and exploitation, torture, and forced return to a situation where they may have faced persecution, etc.). These and other specific protection concerns, as well as the need to address their consequences, must be incorporated in the design and implementation of durable solution strategies.

### **Durable Solutions**

There are three broad types of policy options/responses to facilitate the transition from displacement to integration/re-integration:

- 1) **Voluntary** return and re-integration of displaced persons to their country and/or community of origin. This is the most desirable option.
- 2) The **integration** of displaced persons into new host communities in their country of nationality (IDPs) or of asylum (refugees) is an option to be considered seriously where voluntary return is not feasible within a reasonable time frame, in order to prevent displacement situations from becoming intractable and unmanageable.
- 3) **Integration (resettlement) in third countries** of displaced persons. This is only feasible for a relatively small number of persons each year according to well-established criteria.<sup>10</sup>

## **II. The Common Country Assessment (CCA)**

When appropriate, the CCA should include an analysis of the causes of the population displacement and its impact upon the poverty and other development challenges facing the country, especially the persistence, severity and scope of the displacement.<sup>11</sup> Particular attention should also be given to any negative trends as well as opportunities to integrate displaced persons into host communities

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have since become the established framework for describing the rights of the internally displaced. The responsibility for assisting, protecting and identifying durable solutions for IDPs lies with the national and regional authorities. When these authorities are unable and/or unwilling to meet their responsibility, international humanitarian organizations have the right to offer their services in support of national efforts.

<sup>10</sup> UNHCR Resettlement Handbook, July 2002.

<sup>11</sup> Various tools are available to UNCTs to analyze the causes and impact of population displacement. For countries emerging from conflict, the conflict-related development analysis (CDA) may be of particular relevance as it follows three major stages: First, analysis of causes of conflict (i.e. causes, interest, triggers, and chains); second, analysis of the responses to conflict; and third, comparing causes with responses and drawing strategic and programme conclusions from them. UNDP, Bureau for Crisis Prevention and Recovery (BCPR), *Conflict related Development Analysis (CDA)*, Working Document, July 2003. For a review of the various methodologies see Annex 3 in GTZ, *Report: Review and Analysis:*

A multitude of causes can lead to displacement. In addition to more immediate ones, such as violent conflict, persecution, serious human rights abuses, and natural disasters, attention should be given to the root causes, such as exclusion and inequality among groups, competition for access to natural resources and discriminatory policies and practices.

Opportunities to solve displacement situations can be seized through various channels, such as:

- Negotiating peace agreements and amnesties;
- Promoting self-reliance and poverty reduction strategies;
- Increasing respect for human rights and the rule of law, including rights at work;
- Enhancing participation in the institutions and processes of governance; and
- Promoting justice, tolerance and reconciliation among divided communities.

Data collection and analysis is the first step in ensuring a coherent analysis in the context of the CCA. However, existing data collection on displaced persons and host communities is geared toward shorter-term relief-recovery activities.<sup>12</sup> Due attention should, therefore, be given to collecting and analyzing data relevant to implementing durable solutions strategies.<sup>13</sup> Among the key variables are:

- **Demographic data:** to establish a profile (including a gender and age breakdown) of the displaced population and the host community, to identify vulnerable populations (e.g. the disabled, female-headed households, and separated children), and to assess the priorities of the displaced persons and the host communities;
- **Socio-economic data:** to understand the livelihood and assess/prioritize the needs of the host community in relation to, e.g., access to land and natural resources, skills requirement, employment and income generating opportunities, the environment, housing, health and education infrastructure, and farming systems;
- **Protection data:** to identify gaps in the protection of human rights and identify specific protection issues, e.g. the legal status of displaced persons (residence permits, nationality), the presence of discriminatory regulations and practices (freedom of movement, right to return, property ownership); and continued threat of violence, restricted access to social services, economic rights, and to participate in public affairs; and

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*Needs Assessments in Post-conflict Situations*, prepared for the UNDP, UNDG and World Bank, April 2004.

<sup>12</sup> UNHCR publishes regular statistics and profiles of refugees and other persons of concern to its Office. The Humanitarian Information Centre, managed by OCHA, collects detailed information in emergency situations. The Norwegian Refugee Council manages a detailed information system on internally displaced persons. UNRWA publishes data on Palestinian refugees.

<sup>13</sup> Planning for durable solutions of displaced persons is often hampered by insufficient information about when and where people will return to. The setting-up of an effective data collection system can also serve as an early warning system.

- **Institutional data:** to assess the capacity of the national and local authorities as well as civil society to implement a durable solutions strategy.

Based upon an analysis of the causes for displacement, the opportunities for a solution, and the available data, the UNCT should undertake an assessment of the impact of displaced persons and of a durable solutions strategy upon the other development challenges/priorities identified, in particular upon cross-cutting issues such as human rights, gender equality, employment and the environment. At the same time, the UNCT should ensure that the other development challenges/priorities take into account the needs of the displaced and their host communities.

### III. UNDAF – Strategic Planning for Durable Solutions

When developing strategies to address displacement, several operational gaps need to be overcome. These include:

- **Institutional:** Among international agencies and government institutions different operating modalities and cultures exist.
- **Financial:** Funding is often **either** for emergency/humanitarian **or** development assistance.
- **Temporal:** Gaps can appear immediately after a crisis subsides and widen when emergency assistance declines and before long-term development activities begin.
- **Different programme formulation processes and budgeting cycles:** Whereas development partners use multi-year planning and budgeting cycles, humanitarian actors work with shorter-term perspectives and tools.

Harmonizing and simplifying the sometimes disparate interventions of humanitarian and development actors can be better achieved through joint assessments, results-based programming, and undertaking joint resource mobilization strategies as well as monitoring and evaluations.<sup>14</sup>

Although each situation is unique and must be analyzed and tailored according to the specific circumstances, planning and implementation strategies should be:

- **Integrated,** emphasizing the linkages among the emergency/humanitarian, transition and development phases. Isolated interventions in a single or even a few sectors or focusing on a specific group of population will not have the desired impact/outcome. It also requires that programmes focusing on displaced persons and their host communities are harmonized to avoid discrepancies and tensions, which can be achieved through a joint planning and implementation strategy among UNCT agencies.

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<sup>14</sup> UNDG, Guidance Note on Joint Programming, October 2003

- **Participatory**, through providing the displaced persons and their host communities with the necessary tools to make their own decisions.
- **Community-based**, ensuring that the needs of the community as a whole are addressed to reduce the stigma of the 'displaced person' label and to share responsibilities for hosting/integrating displaced populations.
- **Encouraging self-reliance**, to reduce dependency upon external assistance through developing technical, entrepreneurial and organizational skills to assist the community as a whole and to promote income-generating initiatives that enable displaced persons to contribute to the development of the host country.

### **A framework for durable solutions**

Based upon operational experiences, three approaches have been developed to facilitate strategic planning for durable solutions.<sup>15</sup>

- Pending the identification and implementation of durable solutions, development programmes should promote self-reliance for displaced persons through emphasizing capacity building and empowerment. Such policies will prepare the displaced for their eventual return and integration, as well as alleviate the burden on – and, where applicable, reduce the poverty of - the host communities.
- Return is the most desirable solution, but integrated approaches are essential to link shorter-term humanitarian relief with longer-term development strategies, as well as the four different phases of repatriation, reintegration, rehabilitation, and reconstruction.<sup>16</sup>
- For the displaced for whom return is not an option, local integration into their host communities should be considered. Local integration of long-term displaced persons is often a very complex and sensitive issue, but one that, can be eased by applying self-reliance strategies (see bullet above). The socio-economic and political dimensions need to be carefully assessed.

Pursuing any of the three approaches requires careful assessment of the role of the various actors. Ownership and active engagement by the national/local Government is critical. As the timing of the CCA/UNDAF process is being aligned with the formulation of national development plans and the PRSP, concerted efforts should be made to incorporate durable solutions for displaced persons into these instruments<sup>17</sup>

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<sup>15</sup> Inter-agency programmes have been initiated in Afghanistan, Armenia, Burundi, Eritrea, Liberia, Serbia and Montenegro, Sierra Leone, Sri Lanka, Uganda, and Zambia amongst others. Similar programmes will be developed in Angola, Ecuador, Somalia, Sudan, and Tanzania.

<sup>16</sup> For a practical example of a detailed checklist of activities that a UNCT need to consider, see Annex 3: Iraq Reconstruction Needs Assessment: Checklist for Reintegration.

<sup>17</sup> UNDG, Guidance Note: UN Country Team Engagement in PRSPs, December 2003.

### **The outcomes of a durable solutions strategy**

In line with the UNDAF Guidelines, the results-based matrix sets the outcomes and the manner in which the UNCT seeks to attain them in line with the national goals. Examples of expected UNDAF outcomes are that:

- MDG and poverty reduction strategies incorporate the needs of displaced people and their host communities;
- The causes that led to the displacement as well as the impact upon the displaced people and their host communities are addressed;
- Human rights, including rights at work and gender equality, of displaced persons are fully respected;
- Social and community development programmes include displaced persons;
- Environmental policies are sustainable by taking into account the impact of displaced persons; and
- Efforts toward reconciliation and conflict prevention among divided communities are strengthened.

When designing the country programmes and the project outcomes, particular attention should be given to the following areas:

### **Protection**

Effective protection depends upon resources and national institutions that aim to uphold these standards.

Among the protection gaps that UNCTs should address are:

- Developing national and regional legislation and administrative practices (e.g. documentation, the granting of citizenship; freedom of movement and residence; access to the labour market, education and social services; right to own/use property/land);
- Supporting national and local government institutions;
- Promoting tolerance and respect among communities and groups in society, including through the media;
- Promoting and supporting the role of civil society, including human rights organizations; and
- Assisting specific groups to overcome their vulnerabilities.

### **Livelihood**

Promoting self-reliance entails that displaced persons have access to livelihood and can own/use property and land. In addition, to help create the necessary legal and administrative framework, the UNCT can also ensure that their development and poverty reduction programmes give due priority to areas and communities hosting displaced persons in line with the national priorities. Among the concerns of national

and local authorities is the lack of capacity to absorb/integrate displaced people. Specific steps to be considered should include:

- Settlement programmes that include provisions for land restitution and/or compensation, land and natural resource management, environmental protection, and housing assistance;
- Micro-finance schemes and income-generating projects, including food-for-work, cash-for-work programmes, and small-business schemes;
- Community driven development through empowerment projects aimed at strengthening capacity, assets and technical services and that are sustainable without external assistance;
- Food security, nutrition and health interventions that meet the immediate needs of displaced persons while assisting them in building assets with longer-term benefits to their livelihood requirements;
- Steps to ensure equal access to services; and
- Targeting of vulnerable groups, in particular female- and child-headed households, youth, HIV/AIDS affected households, the disabled and the elderly.

Particular attention should be given to the contributions that displaced persons can make to socio-economic growth. To mobilize their productive capacity, the UNCT can assist national and local authorities in designing skills training programmes prior to the return/integration of the displaced persons. During the emergency and the transition phases, every effort should be made to develop programmes that will help displaced persons become self-reliant.

### **Institution and capacity building**

Government authorities are the primary actors in programming for the displaced and must have the capacity to do so. Where they do not, the UNCT must provide assistance to relevant ministries through existing/related programmes. It is important that relevant national and local authorities responsible for different issues (health, labour, housing, documentation, etc.) are all linked up. As a rule, integrated approaches for displaced persons and host communities should be mainstreamed into the policies/practices of line ministries and local authorities. If the number of displaced persons is very high and/or the integration strategies are complex, the establishment of a dedicated government department at national and local levels may be desirable, as in the case of Afghanistan and Rwanda. In addition, the UNCT should make available technical expertise and provide learning opportunities for government, civil society and the host communities.

### **Coordination**

Existing coordination mechanisms set-up between the UNCT and the national and local authorities should be used to facilitate mainstreaming durable solutions into the key outcomes and activities of the results-

based matrix. In addition, these mechanisms should seek to build upon the work of the coordination mechanisms established during the humanitarian and transition phases. If necessary, sectoral and inter-sectoral committees can be created. In countries hosting large numbers of displaced persons, it may be useful to set-up a joint durable solutions programming unit or transitional reintegration units (see Annex 2).

As the displacement of people often involves several countries (e.g. West Africa and the Great Lakes region), coordination mechanisms involving government and UNCT participants from several countries may be required. Regional organizations should also take part and can even provide a useful institutional framework (i.e. the African Union, IGAD, ECOWAS, and NEPAD). A multi-country coordination mechanism can help to:

- Devise a comprehensive durable solutions framework that deals with all the eventualities in various countries;
- Ensure integrated planning and data management; and
- Establish operational coherence, through e.g. comparable/harmonized integration packages, where repatriation involves several countries.

### **Monitoring and Evaluation**

In line with the CCA/UNDAF Guidelines, monitoring and evaluating the durable solutions policies and programmes are key and a work-plan should be agreed upon from the outset. Benchmarks and indicators need to be identified and integrated into the monitoring and evaluation frameworks of national development plans and agency-specific programmes (see Annex 1 for suggested indicators). To the extent possible, existing indicators should be used but the UNCT must ensure that displaced persons are included in the measurements. Specific indicators may be useful to monitor and evaluate progress toward addressing specific protection issues.

### **Resource mobilization strategies**

To ensure the effective mobilization of financial resources it is essential that durable solutions for displaced persons are included in national development plans and related resource mobilization strategies. These financial resources should be in addition to existing development assistance. The concern among countries hosting displaced populations is that scarce development aid may be redirected. These concerns should be alleviated by emphasizing the additional value of the programmes and the positive contributions that integrating displaced persons can make toward local development.

In recent years, significant progress has been made toward more flexible funding strategies through gradually de-compartmentalizing humanitarian and development aid.<sup>18</sup> In some situations, the

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<sup>18</sup> For example, the G8 Africa Action Plan strongly promotes peace and security in Africa and expresses willingness to support post-conflict development, address displacement problems and to specifically

establishment of a trust fund may be the most appropriate approach. In countries emerging from conflict, joint needs assessments will ensure that funds may be raised through donor or reconstruction conferences. As part of the follow-up to the work of the UNDG/ECHA Working Group on Transition Issues, various resource mobilization strategies will be examined.<sup>19</sup> The 2003 Guidelines on Joint Programming also outline different options for organizing the administration of financial resources among agencies participating in joint programmes.<sup>20</sup>

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support “African countries hosting, assisting and protecting large refugee populations.” The European Development Fund of the European Community has introduced a budget line for ‘Uprooted People in Asia and Latin America.’ Equally at the bilateral level, donor countries are introducing separate budget lines. Japan, for example, has made ‘human security’ a key element of its development assistance strategy and emphasizes durable solutions for displaced persons, such as in Afghanistan. WFP’s Protracted Relief and Recovery Operation (PRRO) serves as an example of an agency-specific flexible funding mechanism, allowing donors to address both short-term humanitarian and longer-term recovery needs within the same project.

<sup>19</sup> Follow-up to the UNDG/ECHA Working Group on Transition Issues, [www.undg.org](http://www.undg.org)

<sup>20</sup> UNDG, Guidance Note on Joint Programming, October 2003

**Annex 1: Selected Examples of Durable Solutions Indicators  
for Displaced Persons (DPs)**

<b>MDG Goals</b>	<b>Target</b>	<b>Suggested Indicators (variety of sources)</b>
<b><i>MDG 1: Eradicate extreme poverty and hunger</i></b>	Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day Halve, between 1990 and 2015, the proportion of people who suffer from hunger	<ul style="list-style-type: none"> <li>▪ Proportion of displaced population below \$1 (PPP) per day</li> <li>▪ Proportion of displaced youth and adults in employment and income-generating activities</li> <li>▪ Prevalence of underweight displaced children under five years of age</li> <li>▪ Proportion of DPs below minimum level of dietary energy consumption</li> </ul>
<b><i>MDG 2: Achieve universal primary education</i></b>	Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	<ul style="list-style-type: none"> <li>▪ Net enrolment ratio of DPs in primary education</li> <li>▪ Percentage of DP students (boys and girls) who successfully complete the school year</li> </ul>
<b><i>MDG 3: Promote gender equality and empower women</i></b>	Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	<ul style="list-style-type: none"> <li>▪ Ratios of displaced girls to boys in primary and secondary education</li> <li>▪ Proportion of displaced women surviving on less than \$1 per day</li> <li>▪ Number and proportion of female DPs that have benefited from property restitution and/or compensation</li> <li>▪ Proportion of displaced women having a leadership role and taking part in decision making</li> </ul>
<b><i>MDG 4: Reduce child Mortality</i></b>	Reduce by two thirds, between 1990 and 2015, the under-five mortality rate	<ul style="list-style-type: none"> <li>▪ Under-five mortality rate among DPs</li> <li>▪ Infant mortality rate among DPs</li> <li>▪ Proportion of displaced 1-year-old children immunized against measles</li> </ul>
<b><i>MDG 5: Improve maternal health</i></b>	Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio	<ul style="list-style-type: none"> <li>▪ Maternal mortality ratio among DPs</li> <li>▪ Proportion of births attended by skilled health personnel among DPs</li> </ul>
<b><i>MDG6: Combat HIV/AIDS, malaria, and other diseases</i></b>	Have halted by 2015 and begun to reverse the spread of HIV/AIDS Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	<p>Among displaced persons:</p> <ul style="list-style-type: none"> <li>▪ HIV prevalence among 15-24 year old pregnant women</li> <li>▪ Number of displaced children orphaned by HIV/AIDS</li> <li>▪ Prevalence and death rates associated with malaria</li> <li>▪ Prevalence and death rates associated with tuberculosis</li> </ul>
<b><i>MDG 7: Ensure environmental sustainability</i></b>	Halve, by 2015, the proportion of people without sustainable access to safe drinking water and sanitation Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.	<ul style="list-style-type: none"> <li>▪ Average quantity of water available per DP per day</li> <li>▪ Proportion of areas, that host DPs targeted for environmental programmes</li> <li>▪ Proportion of DPs with access to improved sanitation, in particular in urban areas.</li> </ul>
<b><i>MDG 8: Develop a global partnership for development</i></b>	Address the special needs of the least developed countries. In cooperation with developing countries, develop and implement strategies for decent and productive work for youth	<ul style="list-style-type: none"> <li>▪ Proportion of total bilateral ODA of OECD/DAC donors to basic social services benefiting DPs (basic education, primary health care, nutrition, safe water and sanitation)</li> <li>▪ Proportion and amount of development aid that is allocated to areas hosting DPs</li> </ul>

		▪ Employment rate of 15-24 year old DPs, each sex and total
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**Annex 2: Generic Terms of Reference of a Durable Solutions Programming Unit**

In several countries, a joint Durable Solution Programming Unit (often referred to as a reintegration unit) has been established, comprised of a reintegration co-coordinator and technical staff from several government and UN agencies, responsible for:

- ☑ Developing operational linkages among humanitarian and development actors and government line departments (starting at the earliest stage of an operation);
- ☑ Participating in joint/integrated planning exercises (transition strategy development, joint assessments, CCA/UNDAF, PRSPs, etc.);
- ☑ Improving understanding of the political and socio-economic context of durable solutions by monitoring and mapping key trends;
- ☑ Helping to establish and/or modify field-level structures;
- ☑ Gathering and disseminating information, including on partners' planned activities and making it available to facilitate planning;
- ☑ Assisting in the mobilization of resources and providing policy advice; and
- ☑ Ensuring that sector programme components are technically sound and implemented according to appropriate indicators and standards agreed upon by all parties.

### **Annex 3: Iraq Reconstruction Needs Assessment: Checklist for Reintegration**

#### **POPULATIONS AND TARGET GROUPS**

- Rapid development of demographic (age, gender, place of origin, ethnicity, etc.) and socio-economic profiles (professions, trades, skills, education, assets, etc.) of prospective returnee populations in neighbouring asylum countries, within Iraq and outside the region;
- Articulation of reintegration profiles of the returning population of working age (urban, rural, professional, skilled, semi-skilled, unskilled, women, men and youth); and
- Identification of particular vulnerabilities and disabilities within the returning population that may hinder reintegration.

#### **PROBABLE RETURN AND REINTEGRATION DYNAMICS**

- Formulation of probable scenarios for and quantification of return movements of refugees and IDPs (both spontaneous and assisted) to the northern, central and southern regions for the next 6, 12 and 36 months;
- Identification and profiling of populations considered most likely to move rapidly and spontaneously and anticipation of seasonal surges (pre- and post-winter); and
- Broad assessment of absorption capacity in main anticipated areas of return and key challenges for immediate, short- and medium-term reintegration requirements in essential sectors (shelter, water, sanitation, food assistance, employment, health, education, winterization, etc).

#### **INSTITUTIONAL AND CAPACITY DEVELOPMENT**

- Overall assessment of existing national, governorate, and local level institutions, resources and capabilities to manage the refugee and IDP return and reintegration process;
- Examination of possible institutional options to manage a refugee/IDP return and reintegration regime (dedicated ministry or department, lodging within existing ministry, e.g. Ministry of the Interior) and creation of an inter-ministerial/departmental task force for reintegration;
- Assessment of policy formulation capabilities and analytical skills and knowledge of refugee and displaced persons and of refugee and international humanitarian law within the existing public administration (central, governorate and local levels) and civil society;
- Identification of capacity development, infrastructure/hardware requirements and training needs at institutional, systemic and individual levels within existing and possibly new public institutions for: a) immediate return processing (documentation, permits, licenses, registration, etc.) and b) reintegration (protection, legal issues, mass information, communications and monitoring); and
- Evaluation of public management capabilities for designing, implementing and monitoring large relief, urgent rehabilitation and recovery programmes for returning displaced populations and assessment of short-term technical and material assistance needs.

#### **REINTEGRATION PROGRAMMING**

##### **Sectoral and thematic**

- Assessment of key sectoral needs (shelter, water, sanitation, food assistance and security, employment, health, education, winterization, etc.) at the local level in identified areas of high return over the next six, 12 and 36 months;
- Assessment of capacities and needs (technical, financial and human) to manage and address key protection issues (physical security and welfare, including threats from mines and unexploded ordnance, legal mechanisms and resources to recover land and property, family tracing and reunion, sensitive political affiliations, confessional and ethnic sensitivities, vulnerabilities and disabilities);
- Assessment of local economic, environmental and natural resource situation and additional needs in key return locations (urban and rural labour markets, state of local infrastructure (productive, marketing, energy, communications, sanitation and social), state of social services (health, education and welfare); and
- Assessment of development needs for strengthening civil society organisations and social capital at community level in key areas of displacement and return.

### **Intervention strategy and programme design**

- ☑ Assessment of policy options for designing dedicated interventions for return- and displacement-affected areas and for mainstreaming return and reintegration concerns into national programmes;
- ☑ Assessment of possibilities for a public investment programme to create new or improve existing productive asset base (economic and social infrastructure) to build livelihood possibilities and social protection in return-impacted areas (North, Centre and South) for returning refugees, IDPs and local populations;
- ☑ Assessment of possibilities for launching community-driven development programmes enhancing reintegration prospects through local governance and management, of small scale, community level micro projects in areas of high return;
- ☑ Identification of possibilities for immediate and medium-term multi-sectoral recovery and rehabilitation projects in previously damaged or politically marginalised areas where forced displacement has taken place;
- ☑ Assessment of labour-intensive emergency employment programmes, including affirmative action targeting policies to include returning refugees, IDPs and return-impacted areas;
- ☑ Assessment of the establishment of micro-finance institutions, savings and credit lines to support micro, family, and small enterprises in return areas;
- ☑ Assessment of the need for public safety nets, subsidies and food distributions among vulnerable returning and host community populations over the coming 6, 12 and 36 months;
- ☑ Assessment of needs to support an accessible justice programme (infrastructure, running costs for personnel and training) permitting returnees and IDPs affordable access to legal advice centres for assistance with land and property recovery, civil problems, etc.; and
- ☑ Assessment of the public investment programme for vocational and employment training and skill development programmes for youth populations among returning refugee and IDPs.

### **Management arrangements, cost projections and budgeting**

- ☑ Identification of optimum arrangements and requirements (organisational, personnel and technical assistance requirements) for the management and coordination of public investment programmes (labour-intensive works, infrastructure and area-based rehabilitation) at the governorate and local levels in return-impacted areas;
- ☑ Identification of locally based mechanisms and needs and external support (training and technical assistance) to develop and manage community-driven development programmes (micro projects, community investments, credit, micro finance and savings) in areas of high displacement and return; and
- ☑ Cost projections for both operating (personnel, salaries, expendable and non-expendable equipment, utilities, communications, etc.) and investment (capital inputs, materials, credit lines, training, etc.) for programmes outlined above in return-impacted areas.

## Annex 4: Glossary

**Asylum:** The granting, by a State, of protection on its territory to persons from another State who are fleeing persecution or serious danger. A person who is granted asylum may be a refugee.

**Community development:** a process to improve the economic, social and cultural conditions of communities. Community development aims to integrate displaced persons into their host communities and to improve living standards for the whole community.

**Displacement:** Forcible or voluntary uprooting of persons from their homes by violent conflicts, gross violations of human rights and other traumatic events, or threats thereof. Persons who remain within the borders of their own country are known as internally displaced persons. Persons who are forced to flee outside the borders of their State of nationality or residence for reasons based upon a well-founded fear of persecution on the grounds identified in the 1951 Refugee Convention or to flee conflict in the case of States parties to the 1969 OAU Convention or the 1984 Cartagena Declaration on Refugees are known as refugees.

**Durable solutions** (for displaced persons): lasting solutions through local integration in the country of asylum or host community, voluntary repatriation to the country or community of origin, or reintegration/resettlement in a third country or community.

**Empowerment:** a process that allows people to take greater control over the decisions, assets, policies, processes and institutions affecting their lives.

*Source: DFID, Sustainable Livelihoods Guidance Sheets.*

**Host communities:** Communities that host large populations of refugees and/or internally displaced persons, typically in camps, local settlements or integrated into households.

**Internally Displaced Persons (IDPs):** persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border.

**Livelihoods:** a combination of the resources used and the activities undertaken in order to live. Resources include individual skills (human capital), land (natural capital), savings (financial capital), equipment (physical capital), as well as formal support groups and informal networks (social capital).

*Source: DFID Sustainable Livelihoods Guidance Sheets.*

**Participatory approach:** an approach to development and/or government in which key stakeholders (and especially the proposed beneficiaries) of a policy or intervention are closely involved in the process of identifying problems and priorities and have considerable control over analysis and the planning, implementation and monitoring of solutions.

**Protection:** A concept that encompasses all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and spirit of human rights, refugee and international humanitarian law. Protection involves creating an environment conducive to respect for human beings, preventing and/or alleviating the immediate effects of a specific pattern of abuse, and restoring dignified conditions of life.

**Recovery:** a focus on how best to restore the capacity of the government and communities to rebuild and recover from crisis and to prevent relapses into conflict. In so doing, recovery seeks not only to catalyze sustainable development activities, but also to build upon earlier humanitarian programmes to ensure that their inputs become assets for development.

*Source: Role of UNDP in crisis and post-conflict situations DP/2001/4 para 48.*

**Refugee:** A person, who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, or for reasons owing to external aggression, occupation, foreign domination or events seriously disturbing public order in either part or the whole of his country of origin or nationality, is compelled to leave his place of habitual residence in order to seek refuge outside his country or origin or nationality and is, unable or, owing to such fear, is unwilling to avail himself of the protection of his country of origin or nationality.

**Returns:** persons who voluntarily return in safety and dignity to their country or community of origin.

**Rehabilitation:** the restoration of social and economic infrastructure destroyed during conflict to enable communities to pursue sustainable livelihoods.

Or

Actions which enable the affected population to resume more or less “normal” patterns of life. These actions constitute a transitional phase and can [occur] simultaneously with relief activities, as well as further recovery and reconstruction activities.

*Source: ILO, Generic Crisis Response Modules.*

**Reconstruction:** the (re)establishment of political order, institutions and productive capacity to create a base for sustainable development.

*Source: World Bank.*

Or

Developmental interventions which not only seek to build, repair damage or return to the status quo ante, but also address medium- and long-term needs and the need for improvements in policies, programmes, systems and capacities to avert the recurrence of crisis and to reach higher levels of employment and standards of living.

*Source: ILO, Generic Crisis Response Modules.*

**Reintegration:** A process which enables former displaced people to enjoy a progressively greater degree of physical, social, legal and material security.

*Source: UNHCR, The State of the World's Refugees (Geneva, 1997).*

**Returns:** displaced persons who have returned to their country or community of origin.

**Self-reliance:** a person's or community's ability to rely on their own physical, social and natural capital or assets, judgment and capabilities (with minimal external assistance) to meet basic needs.

**Transition** (for the UN): the period in a crisis when external assistance is most critical to support or underpin still fragile cease-fires or peace processes by helping to create the conditions for political stability, security, justice and social equity.

*Source: UNDG/ECHA Working Group on Transition Issues*

**Voluntary repatriation:** the free and voluntary return of refugees to their country of origin in safety and dignity.

## **Annex 5: Selected International and Regional Instruments relating to Displaced Persons, Bibliography and Useful Websites and Contacts**

### **1. Selected instruments relating to displaced persons**

#### **International**

1951 Convention relating to the Status of Refugees and its 1967 Protocol  
 Convention relating to the Status of Stateless Persons (1954)  
 Convention on the Rights of the Child (1989)  
 Guiding Principles on Internal Displacement (1998)

#### **Regional**

Cartagena Declaration on Refugees (1984)  
 Convention Governing the Specific Aspects of Refugee Problems in Africa (OAU 1974)

### **2. Bibliography**

Denmark, Ministry of Foreign Affairs, Strategy for Activities in Refugee-affected Areas, 2003

GTZ, Programme for Rehabilitation, Reconciliation and Reintegration Activities (ReAct), Experiences from Sierra Leone, Freetown, May 2003

---, Report: Review and Analysis: Needs Assessments in Post-conflict Situations, prepared for the UNDP, UNDG and World Bank, April 2004

Inter-Agency Standing Committee (IASC), Implementing the Collaborative Response to Situations of Internal Displacement: Guidance for UN Humanitarian and Resident Coordinators and Country Teams, draft May 2004

---, Policy on the Protection of Internally Displaced Persons, December 1999

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---, Decent Work Matters in Crisis, 2003

---, Guidelines for Establishing Emergency Public Employment Services, 2003

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- , Guidance Note on Joint Programming, October 2003
- , Guidance Note: UN Country Team Engagement in PRSPs, December 2003
- , Guidelines for UN Country Teams preparing a CCA and UNDAF in 2004, October 2003
- UNDG/ECHA, Working Group on Transition Issues, Report of the UNDG/ECHA Working Group on Transition Issues, February 2004
- UNDP, Bureau for Crisis Prevention and Recovery (BCPR), Conflict Related Development Analysis (CDA), working document, July 2003
- , The Transition Recovery Response: Mid-term Review, Eritrea, Evaluation Team, July 2002
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- UNHCR. Afghan Operation Overview, 29 September 2003
- , Agenda for Protection, Geneva, 3 ed., October 2003
- , Framework for Durable Solutions for Refugees and Persons of Concern, Geneva, May 2003
- , Global Consultations on International Protection, Geneva, April 2002
- , Handbook for Repatriation and Reintegration Activities, Geneva, May 2004
- , Handbook for Registration, provisionally released in September 2003
- , Integrated Recovery Programme, Eritrea, March 2004
- , Practical Guide to the Systematic Use of Standards & Indicators in UNHCR Operations, January 2004
- , Reintegration Programme: Sierra Leone 2001 -2002, draft, May 2003
- , Resettlement Handbook, July 2002
- , Workshop on reintegration benchmarks for Western Afghanistan, Herat, 21-22 July 2003
- , Refugee Camp Closure, Consolidation and Rehabilitation: A Regional Approach in East Africa and the Horn of Africa, 2003
- UNHCR/Government of Uganda, Strategy Paper on Self-reliance: Self-reliance for Refugee-hosting Areas in Moyo, Arua and Adjumani Districts, 2003
- World Bank, Post-conflict Fund: Guidelines and Procedures. Washington D.C., 2001
- World Bank, Review of the Poverty Reduction Strategy Paper (PRSP) Approach: Early Experience with Interim PRSPs and Full PRSPs. Washington, March 2002

### 3. Useful Websites

ADB	www.adb.org
CIDA	www.acdi-cida.gc.ca
DFID	www.dfid.gov.uk
EC	www.europa.eu.int
FAO	www.fao.org
Habitat	www.unhabitat.org/programmes/rdmu
ILO	www.ifpcrisis.ilo.org
	www.ilo.org
IOM	www.iom.int
JICA	www.jica.go.jp
OCHA	<a href="http://www.reliefweb.int">www.reliefweb.int</a> ; <a href="http://ochaonline.un.org">http://ochaonline.un.org</a> (under Humanitarian Issues)
OECD	www.oecd.org/dac/donorpractices
OHCHR	www.ohchr.org
NRC	www.idpproject.org
SIDA	www.sida.se
UNAIDS	www.unaids.org
UNDG	www.undg.org
UNDP	www.undp.org/governance
UNEP	www.unep.org
UNFPA	www.unfpa.org
UNICEF	<a href="http://www.unicef.org">www.unicef.org</a> ; <a href="http://www.unicef.org/emerg/index_displacedchildren.html">www.unicef.org/emerg/index_displacedchildren.html</a>
UNIFEM	www.unifem.org
UK	www.fc.gov.uk
USAID	www.usaid.gov
WFP	www.wfp.org
World Bank	www.worldbank.org/ca

### 4. Useful Contacts

#### UNHCR:

- Reintegration and Local Settlement Section, Department of Operations, Geneva  
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 Pablo Mateu- [Mateu@UNHCR.ch](mailto:Mateu@UNHCR.ch)  
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 - Bureau for Crisis Prevention and Recovery, New York  
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#### UNICEF:

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