



# IDPs in protracted displacement: Is local integration a solution?

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Report from the Second Expert Seminar on Protracted  
Internal Displacement, 19-20 January 2011, Geneva

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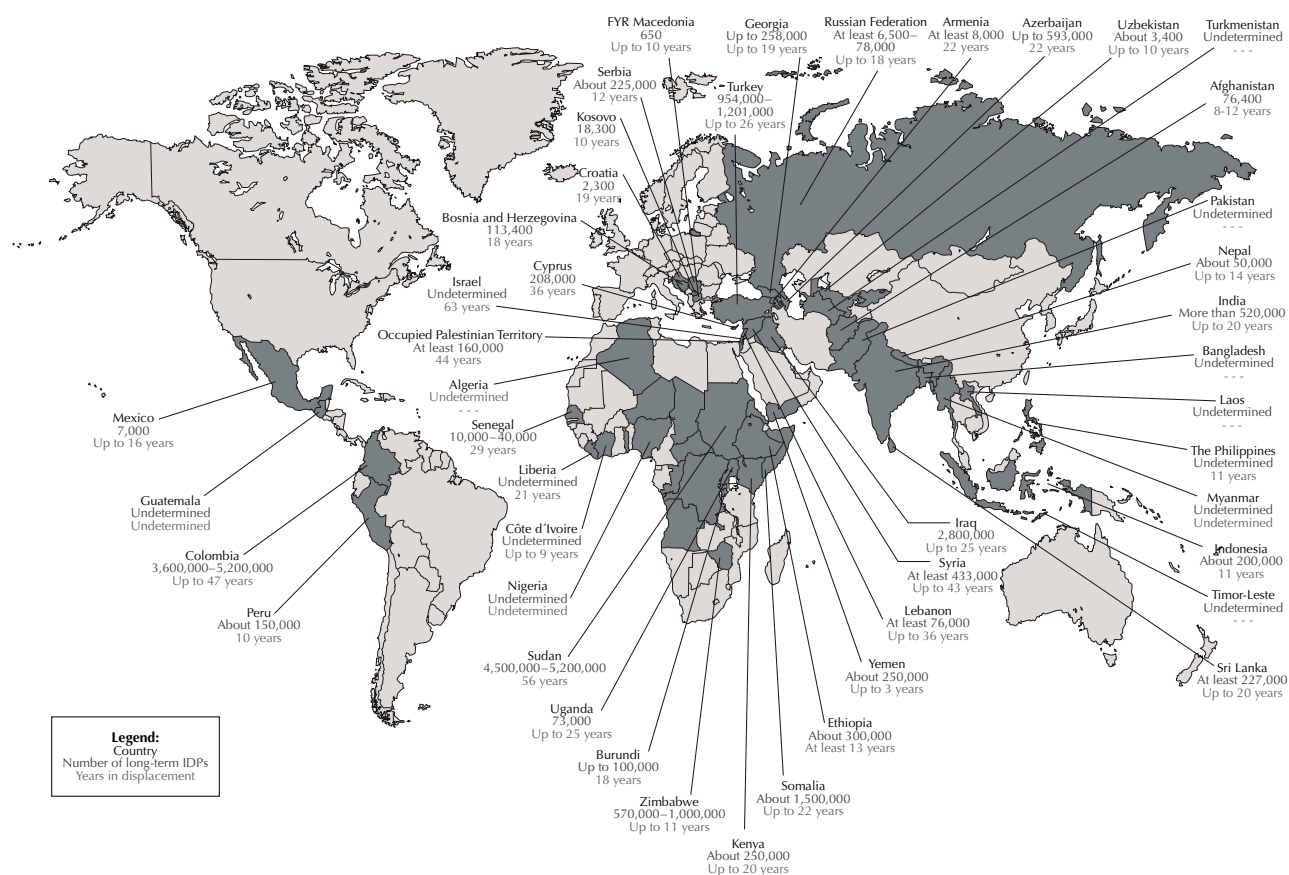
**BROOKINGS**

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## Protracted internal displacement caused by conflict and violence



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**Cover illustration:** Children at a settlement for IDPs and other groups in Ruvubu, Burundi. (Photo: IDMC/Greta Zeender, June 2010)

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May 2011

# Preface

Even when full-scale hostilities have ended, the resolution of many armed conflicts throughout the world continues to be elusive. The continuation of these conflicts and their consequences, as well as the risk of renewed conflicts, has given rise to an emerging interest in protracted displacement. Despite the fact that most of the world's internally displaced people are living in protracted displacement, it is difficult to sustain the response of donors and humanitarian agencies as new emergencies arise elsewhere. Drawn out conflicts soon become neglected and emergency needs evolve into long-term needs.

In some 40 countries, internally displaced people (IDPs) live in situations of protracted displacement. These are situations where solutions to displacement are absent or have not been fully realised, and IDPs do not fully enjoy their rights as a result. Some 20 years after being displaced, IDPs in Bosnia and Herzegovina still struggle to access health and social services, IDPs in Peru still live in makeshift shacks, and IDPs in Sri Lanka still feel out of place and are viewed as outsiders. In many cases, entire generations have grown up away from their parents' place of origin.

The First Expert Seminar on Protracted IDP Situations took place on 21-22 June 2007 in Geneva, and was organised by the Brookings-Bern Project on Internal Displacement and the United Nations High Commissioner for Refugees (UNHCR). Participants raised a number of questions about the local integration of IDPs in protracted displacement. These included whether different operational responses are needed, how to present local integration in politically sensitive environments and whether local integration may be a better settlement option for some IDPs than return or settlement elsewhere.

In an attempt to answer these questions, the Brookings-Bern Project on Internal Displacement and the Internal Displacement Monitoring Centre (IDMC) of the Norwegian Refugee Council (NRC), in collaboration with UNDP and UNHCR, convened this Second Expert Seminar on Protracted Internal Displacement to consider the potential durability of local integration as a settlement option for IDPs in protracted displacement situations. The choice of local integration as the focus of the semi-

nar was intended to expand discussions of durable solutions, which are often overshadowed by a focus on return. While the focus of the seminar was on conflict-induced displacement, some of the principles and the recommendations may also be applicable to situations of natural disasters.

In the four years since the First Seminar, there have been significant developments in the form of good national practice, and much of this is in the area of local integration. One of the goals of the meeting was to highlight this good practice in the hope that other countries facing protracted internal displacement may adopt similar measures.

This report presents an overview of the seminar and its outcomes. A second publication, *Resolving internal displacement: Prospects for local integration*, provides the full reports of the six case studies commissioned for this seminar.

We encourage national and local authorities, human rights, humanitarian and development organisations to apply the good practices, recommendations and principles in this report as they help IDPs resume normal lives, in safety and dignity. We hope this is only the beginning of further dialogue on local integration as a solution to protracted internal displacement.



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# 1. Introduction

Most of the world's 27.5 million internally displaced people (IDPs) live in protracted displacement. These are situations where the process for finding durable solutions is stalled, and/or where IDPs are marginalised as a consequence of violations or a lack of protection of their human rights, including economic, social and cultural rights.<sup>1</sup> Solutions are absent or have failed and IDPs remain disadvantaged and unable to fully enjoy their rights.

Achieving durable solutions for these millions of IDPs in long-term limbo is complicated by a range of factors, including the lack of resolution to conflicts, a long economic recovery period, inadequate community infrastructure, weak rule of law and property disputes. Innovative approaches by governments, national civil society and humanitarian, human rights and development organisations alike are needed to allow these IDPs to resume normal lives.

The Framework on Durable Solutions for Internally Displaced Persons states that internally displaced people achieve a durable solution when they no longer have specific assistance and protection needs that are linked to their displacement, and can enjoy their human rights without discrimination on account of their displacement. It can be achieved through sustainable return, local integration or settlement elsewhere in the country. IDPs achieve a durable solution through local integration, typically in areas where they have taken refuge, when they can access their rights without discrimination resulting from their displacement.

Governments and the international community, including both humanitarian and development organisations, have tended to favour return over local integration and settlement elsewhere. For some governments, return represents a restoration of the situation before the conflict broke out. It has the potential to reverse much of the demographic impact of the displacement, and it does not necessarily require allocation of new land.

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<sup>1</sup> UNHCR/Brookings-Bern Project on Internal Displacement, 21-22 June 2007, Expert Seminar on Protracted IDP Situations, available at: [www.brookings.edu/~media/Files/events/2007/0621\\_displacement/20070621\\_displacement.pdf](http://www.brookings.edu/~media/Files/events/2007/0621_displacement/20070621_displacement.pdf)

While it appears that many IDPs hope to return to their places of origin, some prefer to integrate locally. However, information on the progress IDPs have made towards the achievement of durable solutions through local integration and the outstanding hurdles they face is scarce. Programmes supporting the durable solutions process through local integration have not been closely studied to determine their success in facilitating the achievement of durable solutions.

This issue was raised at the First Expert Seminar on Protracted IDP Situations in 2007, organised by UNHCR and the Brookings-Bern Project on Internal Displacement. Since then, interest in protracted internal displacement has grown and some governments have acknowledged that settlement options other than return are needed, particularly in situations where IDPs will not or cannot return home in the foreseeable future. However, the same challenges remain to achieving durable solutions and there has been no significant progress in the responses of governments or humanitarian and development organisations.

In order to draw attention to the challenges and possibilities of achieving a durable solution through local integration, the Brookings-Bern Project on Internal Displacement, IDMC/NRC, UNHCR and UNDP decided to organise a second seminar focusing specifically on local integration in protracted internal displacement situations. The Second Expert Seminar on Protracted Internal Displacement, "IDPs in Protracted Displacement: Is Local Integration a Solution?" took place on 19-20 January 2011 in Geneva.

The seminar had several objectives:

1. To increase the understanding of how to support IDPs in protracted displacement to achieve durable solutions through local integration, while still respecting their right to return or settle elsewhere in the country;
2. To develop recommendations for governments, humanitarian and development organisations, civil society and IDPs to help facilitate the local integration of IDPs, and to assist host communities in absorbing the internally displaced population;

3. To agree on steps to improve the responses of governments, donors, and international humanitarian and development organisations to protracted internal displacement.

The seminar brought together about 100 participants from around the world, from a range of backgrounds and organisations. They included representatives of governments and civil society organisations in countries with protracted internal displacement, international humanitarian and development organisations (including UN agencies) donors, research organisations, academics and other experts. The Chatham House Rule was in effect during the meeting to allow participants to speak more freely.

The seminar focused on the experiences of six countries with protracted internal displacement – Burundi, Colombia, Georgia, Serbia, southern Sudan and Uganda. For each country field research was commissioned and the resulting case studies were distributed before the seminar. Other background materials circulated to participants included an overview of local integration of IDPs in protracted displacement and reference materials relating to durable solutions.



An internally displaced mother and daughter in the collective centre room they have lived in with other family members for over 15 years (Photo: IDMC/Nadine Walicki, July 2010).

## 2. Summary of seminar proceedings

The seminar focused on protracted displacement and the extent to which local integration can be used in situations where possibilities of return are blocked without prejudicing the right of IDPs to eventually return to their communities of origin. The sessions on the first day focused on identifying challenges and obstacles to local integration, while the second day's discussions concentrated on identifying potential solutions to these obstacles. Panel members, individual speakers and working groups also examined good practices by governments, national civil society and international organisations that have facilitated local integration.

Some of the most important conclusions were:

- IDPs may achieve a durable solution through local integration at their area of displacement, as well as through return and settlement elsewhere in the country.
- IDPs need not formally choose one settlement option to achieve a durable solution. They may choose to use multiple residences at the same time, or change their residence as they wish, depending on the options available.
- Discussions of durable solutions for IDPs should emphasise their enjoyment of rights, especially freedom of choice, movement and non-discrimination, rather than focusing on return, local integration and settlement elsewhere.
- Local authorities have a key role to play in ensuring the inclusion, voice and equality for IDPs in activities to facilitate their achievement of durable solutions.
- Local integration differs from return and settlement elsewhere in that it does not always involve physical movement and IDPs may not make a conscious choice to integrate locally at a certain point in time. It may be less recognisable as a result.
- Different terms are used to denote local integration and the terminology has been adapted to local political and social contexts, and one should look beyond the term “local integration” to find evidence of it.
- The achievement of sustainable durable solutions through local integration may require both humanitarian and a development support. Addressing the needs of IDPs is likely to require a comprehensive approach.
- Development organisations should play a more prominent role in facilitating durable solutions through local integration, since the development support needed to make durable solutions possible is often absent.
- While host communities' relations with IDPs vary, programmes designed to facilitate the local integration of IDPs should also, where possible, include benefits for host communities according to their needs.
- Security of tenure and land is among the most important issues to be resolved for a durable solution to be achieved through local integration.
- More reflection is needed on the utility of the concept “interim integration”.

Interim integration refers to measures allowing IDPs to integrate locally while retaining the prospect of eventual return or settlement elsewhere. While there was acknowledgement that some governments who favour return of IDPs may more readily accept the interim rather than permanent presence of IDPs at their current residence, the group felt that the concept was contentious and specific to certain contexts. Some saw a contradiction between the terms “interim” integration and “durable” solutions, noting that the terms “interim return” or “interim settlement elsewhere” are not used. Some considered how interim local integration might enable better enjoyment of rights by IDPs waiting for conditions for return or resettlement to emerge, which can often take longer. Others, however, felt that emphasising the interim aspect might limit certain rights for IDPs, and it would therefore be important to reflect on how a focus on interim integration for IDPs would affect their enjoyment of different categories of rights, including freedom of choice, movement and residence in the future. Other participants also found the “interim” aspect problematic, as it might draw attention from the need for durable solutions, possibly leading to a limbo status. Yet others agreed that interim integration is already implicit in local integration since the achievement of durable solutions should be viewed as a progressive process, whereby IDPs are moving towards full enjoyment of their rights.



### 3. Statement of principles

*The following text was developed by seminar participants to guide work on local integration in situations of protracted internal displacement. It was drafted with a focus on local integration in conflict-induced protracted internal displacement, though some of the messages may also apply to internal displacement induced by natural disasters.*

Protracted internal displacement is a situation in which the process for finding durable solutions is stalled, and/or internally displaced persons are marginalised as a consequence of violations or a lack of protection of human rights, including economic, social and cultural rights.

According to Principle six of the Guiding Principles on Internal Displacement, displacement should never last longer than required by the circumstances. Nevertheless, most internal displacement situations have become protracted.

Reaching a durable solution through local integration should be understood as a gradual process, which varies according to the context. Humanitarian and development organisations alike need to reconsider how they work in protracted displacement situations, how IDPs' rights can be more fully realised, and how durable solutions can be achieved.

1. The *Framework on Durable Solutions for Internally Displaced Persons* states that a durable solution is achieved when IDPs no longer have specific assistance and protection needs that are linked to their displacement, and can enjoy their human rights without discrimination resulting from their displacement.

2. Internally displaced persons are entitled to full respect of their rights while displaced. This includes the rights to freedom of movement and choice of residence. As such, they may achieve a durable solution through by returning to their place of origin, settling in their area of refuge (local integration) or settling in another part of the country, or through a combination of these settlement options.

3. The participation of or consultation with IDPs in the development of policies and programmes for durable

solutions should be facilitated. The role of national authorities and international actors in this facilitation is to respect and support the decisions and needs of individual IDPs and their families, rather than to impose policy on them.

4. The needs, rights and legitimate interests of IDPs should be the primary considerations guiding all policies and decisions on durable solutions. However, the needs, rights and legitimate interests of displacement-affected communities, including host communities, should also be considered in decisions about local integration of IDPs to ensure no harm is done.

5. The authorities should actively respect and support the preferences of IDPs who have chosen to integrate locally, including in situations where displacement becomes protracted due to of the impossibility of return. Programmes and policies should be implemented flexibly, in such a way as to respond to peoples' needs and rights, to enable their progress towards durable solutions without preventing other settlement options in the future.

6. Political buy-in to create the legal, policy and programmatic instruments enabling local integration is key to enabling IDPs to integrate into their current communities and to achieve a durable solution. This includes the support of local communities and local authorities. Thus national policies related to local integration need to be translated into both political and financial support for local authorities and communities.

7. International organisations should seek to fully understand the reasons behind any absence of political will for local integration. Pursuing local integration in the absence of political or local buy-in may be counter-productive. This consideration can inform decisions on which settlement options should be advocated and supported. In situations where local integration is a sensitive issue, different terminology may be used.

8. When presenting and discussing durable solutions, a focus on sustainable access to rights or to a dignified life may be more helpful than thinking in terms of settlement options and geographic permanence. Access to rights

includes freedom of movement and freedom to choose one's residence and therefore the settlement options of return, local integration or settlement elsewhere.

9. A multi-agency approach is needed for the achievement of durable solutions through local integration during protracted internal displacement. Essential national agencies include ministries with responsibility for specific services (such as health care or education) and those with wider responsibilities (such as finance or justice). International agencies would include humanitarian, human rights and development agencies.

10. National authorities and humanitarian actors should think about durable solutions from the very beginning of an emergency situation. Their decisions made in the initial stages of a displacement situation can affect settlement choices many years after people were initially displaced from their communities. Protection and assistance programmes developed for IDPs can affect IDPs' decisions to return to their communities, seek to integrate locally or settle elsewhere in the country.

11. The engagement of development organisations in protracted displacement situations should be strengthened. Many of the issues facing IDPs in protracted displacement, including those related to their local integration, are development challenges. Donor governments should recognise that displacement is a development issue as well as a humanitarian issue. Development funding for IDPs should be additional funding rather than diverting resources from existing budget lines, although it is important that IDP issues be integrated and considered within the overall national development programme.

12. Durable solutions policies need to be carefully and flexibly tailored to the context, needs and preferences of IDPs. Physical security and access to basic necessities may be a priority during the first phases of displacement, while access to livelihoods and housing appear to be the priorities for successful local integration of people in protracted displacement. Displaced people may also choose to combine settlement options, living at their place of displacement while still cultivating the land in their areas of origin. Internally displaced children may make different settlement choices than their parents.

13. It is often the most vulnerable IDPs who remain in protracted displacement. As a result, in many cases specific programmes and policies are needed for the most

vulnerable among the internally displaced population, such as members of minorities, or elderly or disabled people, even many years after their displacement. Durable solutions programmes should consider the particular support they need to integrate locally and include an adequate age, gender and diversity focus.

## 4. Good practices to facilitate local integration of IDPs

Throughout the seminar, participants named several activities that had improved the national and international responses to internal displacement in various countries. While some activities may require more research, evaluation and reflection before being promoted, this list serves as a preliminary and non-exhaustive collection of potential methods to facilitate the achievement of durable solutions for IDPs through local integration.

### Protection and assistance framework

- Review of national legislation for provisions which discriminate against IDPs, by local lawyers and civil society (Azerbaijan, Armenia, Georgia)
- Creation of a written compilation of customary rules (Uganda)
- Profiling of IDPs, especially surveys on intentions and aspirations of IDPs in protracted displacement, using an approach whereby IDPs are asked to list their ideal first settlement choice and more realistic second choice (Serbia)
- Development of local action plans and the incorporation of displacement issues into local development plans, with participation of representatives of displaced communities in the conception, elaboration and implementation of those plans (Georgia, Serbia)
- National human rights institutions as a monitor and educator on internal displacement (Georgia)



Social housing in Kraljevo, Serbia, for vulnerable IDPs who have been living in collective centres (Photo: IDMC/Barbara McCallin, May 2009).

- Demand-based and participatory local development projects that target areas of high concentration of IDPs and returnees (National Solidarity Programme in Afghanistan)
- Integration of issues related to the north in the National Development Plan (Uganda)
- World Bank paper emphasising the role of governance in addressing forced displacement
- Revised Framework on Durable Solutions for Internally Displaced Persons

### Assistance programmes

- Programmes supporting IDPs' local integration which also benefit the local community
- Mobile documentation units to provide birth registration and civil identity documents to IDPs and local populations (Colombia)
- Promoting programmes for conflict management during displacement to support good relations between IDPs and host communities

### Housing, land and property

- Participation and dialogue with IDPs through Housing Action Groups in collective centres (Serbia)
- Return villages as a model for IDP settlements at the area of displacement, where people live close together, facilitating the provision of basic services among residents, returnees and those locally integrating (Burundi)
- Provision of social housing to the most vulnerable IDPs when collective centres were closed (Serbia)
- Ensuring security of tenure through intermediate solutions, such as rent subsidies, cash grants or building materials in situations of limited government capacity
- Sale of collective centre units to occupants at subsidised prices or the provision of alternative housing vouchers giving IDPs the means to buy houses, with the condition that eligible housing meet the criteria for adequate housing in UN General Comment 4 (Georgia)<sup>2</sup>
- Creating legal rules and providing legal assistance for IDPs to buy or rent property in their area of displacement

<sup>2</sup> See [www.unhcr.ch/tbs/doc.nsf/%28Symbol%29/469f4d91a9378221c12563ed0053547e?Opendocument](http://www.unhcr.ch/tbs/doc.nsf/%28Symbol%29/469f4d91a9378221c12563ed0053547e?Opendocument)

(Uganda, East Timor)

- Cash-for-work programmes building shelter from local material, using a participatory approach for IDPs which can be both temporary or permanent, with the host community also benefiting to the degree possible (DR Congo)
- Participatory processes involving IDPs and host communities to plan settlement areas in which IDPs will be able to acquire incremental tenure in housing (Bosasso, Somalia)
- Housing solutions which will facilitate local integration by avoiding the physical separation of IDPs from the non-displaced population (Serbia, Burundi)
- Consider giving IDPs “attribution certificates” (certificats d’attribution), which communes have given to repatriated refugees to register their property (Burundi)
- Provide social housing in a supportive environment, with a resident foster family charged with coordinating social welfare support (Serbia)
- Creating a village housing programme giving ownership and livelihoods opportunities through the subsidised purchase of private property by IDPs (Serbia)
- Acquisition of land by local government for lease to IDPs (Uganda)
- Building schools and health care centres in the area of displacement in such a way that they can be modified when IDPs return and the buildings are no longer needed for such purposes (Northern Uganda)
- Peace villages for IDPs and other vulnerable groups such as landless returned refugees (Burundi)

## 5. Recommendations to stakeholders

Seminar working groups generally found that key elements required for local integration cannot be sought in isolation from other settlement options and the recommendations they developed reflect general observations about internal displacement. However, they also emphasised those elements that are specifically important to local integration, and to protracted displacement in particular. Those elements are the focus of these recommendations by working groups.

### General recommendations

To all stakeholders:

- Support policies and practices which are going to make a positive difference for IDPs in a given environment, rather than focusing on whether these practices are labelled as local integration.

To all international organisations:

- Remind the government of its human rights obligations towards its citizens
- Provide the government with information on the response to internal displacement in comparable contexts
- Strengthen the capacity and resources of local authorities where national authorities are unable to sufficiently address the surge of IDPs
- Make benefits available to host communities as well as IDPs, to the degree possible and relevant

To national authorities:

- Ensure all forms of support to help IDPs achieve durable solutions, including through local integration, and aim to reinforce fundamental rights, including freedom of movement, freedom of residence and non-discrimination
- Give IDP representatives a voice and attention at all levels of decision-making
- Guarantee participation, political rights, and non-discrimination for IDPs, regardless of their location
- Ensure services delivered to IDPs are flexible in their timing, location, duration and scope

### Livelihoods and economic recovery

To national authorities:

- Support local authorities in their efforts to support livelihood strategies of IDPs, including financially, but also

through programs which improve local infrastructures and host community development more broadly

To humanitarian and development organisations:

- Ensure that development organisations are present at an internal displacement crisis as soon as possible to address livelihood needs and prepare the groundwork for durable solutions
- Take note of IDPs' livelihoods from the onset of internal displacement. This should take heed of existing resources, skills and capacity of IDPs, including their current livelihoods initiatives, by collecting clear baseline information on the situation of IDPs, their skills and their capacities
- Mainstream age, gender and diversity in programmes supporting livelihoods, and allocate resources, adequate protection monitoring, and psychosocial support where required to safeguard against negative coping mechanisms by IDPs
- Ensure that all humanitarian and development programmes do not limit the ability of IDPs to secure self-reliance and durable solutions
- Consider the livelihoods needs of the wider host community when designing programmes for IDPs



Internally displaced Roma people in an informal settlement in Serbia. Their prospects for integration are limited by their lack of livelihood opportunities (Photo: IDMC/Barbara McCallin, May 2009).

## Housing, land and property

To national authorities:

- Ensure national housing policies are in place to support vulnerable people, whether displaced or not
- Continue urban planning from the emergency phase through the development phases of assistance, and IDPs and developing patterns of displacement should be taken into account in plans
- Engage development organisations early on by including internal displacement issues and resources for IDPs in the national development plan

To humanitarian and development organisations:

- If local integration is politically sensitive or unpopular, use language relating to access to rights, including housing rights, which indirectly will facilitate local integration instead of using the term “local integration” when advocating for this solution at the national level
- Find creative solutions to maximise land use and shelter, such as urban agriculture
- Find locally adapted measures to ensure security of tenure without waiting for comprehensive land policies

## Protection and human rights

To national and local authorities:

- Prioritise the issue of replacing lost documents for IDPs by establishing mechanisms as early as possible to facilitate the issuance of documents, including special measures with regard to fees, alternative forms of proof, and access to relevant authorities and offices
- Charge an independent body to review local and national legislation and practices, to identify and revise those that impose discriminatory restrictions against IDPs

To humanitarian and development organisations:

- Support the dissemination of information to raise awareness of the importance of documentation
- Contribute appropriate technologies and legal assistance to help IDPs obtain the documents they need to access their rights

## Access to services

To national authorities and humanitarian and development organisations:

- Ensure that the provision of services to IDPs is as widespread as possible, so that IDPs can make an informed and voluntary choice of where to settle
- Review IDPs’ access to services as displacement becomes protracted, and implement corresponding

programmes to ensure their needs are addressed

- Take a flexible approach to providing services, in terms of location, timing, content, provider and scope to ensure IDPs have access to basic services at least

## Governance and peacebuilding

To national authorities:

- Support rule-of-law interventions as a means to combat discrimination against IDPs
- Provide capacity building for local governments to facilitate their leadership of the reintegration process
- Ensure the sustainability of peace agreements by promoting the integration of internal displacement issues
- Support community participation and ownership of the durable solutions process
- Identify and respond to the priorities and needs of IDPs and tailor context-specific interventions

To development organisations:

- Support the participation of government (national and local) and communities in processes for recovery and durable solutions
- Provide training to government officials where needed so they can better address the needs of IDPs and host communities
- Support effective strategies and approaches for durable solutions and ensure that they are mainstreamed in development plans, processes and programmes
- Support information management capacities for local government authorities in situations of internal displacement



Residents of a settlement for vulnerable groups including IDPs in Kigoma, Burundi (Photo: IDMC/Greta Zeender, June 2010).

## **IDP-specific versus area-wide policies**

To humanitarian and development organisations:

- Come to a shared analysis of a forced displacement situation to inform planning and facilitate coordination at the national and local levels
- Collect and use displacement-specific data for planning purposes more consistently and systematically. The World Bank should include this data in vulnerability assessments and its use in national development plans should be encouraged.
- Request a socio-economic analysis during the emergency phase as a basis for development planning. Asking for this analysis could be a way of getting development organisations to engage early on, and getting humanitarian input into the analysis.

To national authorities:

- Decentralise budget allocations and programmes for IDPs to ensure local ownership
- Include and integrate internal displacement issues into the national development strategy
- Consider whether there are disadvantages for the protection of IDPs to develop a national framework with clear objectives in support of local integration
- Ensure that country development strategies specifically refer to IDPs and displacement, and include support to durable solutions as an objective.

To national civil society groups:

- Monitor progress towards durable solutions, including through local integration, using the 2010 IASC Framework on Durable Solutions for Internally Displaced Persons, as well as for planning purposes
- Convince development organisations that protracted displacement presents many barriers to wider development
- Advocate that the government include durable solutions for displaced populations in its development objectives
- Link local integration of IDPs with broader economic, security, social or environmental issues to raise awareness around the situation of IDPs

To donors:

- Be more flexible in terms of making funding available for protracted displacement situations, including by funding community and civil society initiatives and humanitarian and development interventions simultaneously.

## 6. Next steps

While this Second Seminar was a follow-up to the First Seminar on protracted displacement in 2007, there were a number of different issues and areas of focus. Indeed, the First Seminar was somewhat groundbreaking in its attempt to identify the specific characteristics and challenges of protracted displacement. In this respect, it set the foundation for this seminar. For example, it focused on trying to define what is meant by protracted displacement, to link protracted displacement to the Guiding Principles on Internal Displacement, and to identify some of the specific protection needs of IDPs in protracted situations. The seminar also questioned the extent to which protracted internal displacement could and should be compared to protracted refugee situations, and concluded by identifying a substantial list of issues where further work is needed.

The two seminars did, of course, share similarities. Both focused on bridging humanitarian and development responses, for example, and both tried to draw on lessons learned and good practices, in large part as a result of thorough case studies. Both also focused on durable solutions, although the First Seminar looked at both local integration and return, while this Second Seminar looked solely at local integration (and explored the notion of some forms of interim local integration). Both seminars produced concrete recommendations, which should guide responses by governments and humanitarian and development organisations to the many protracted internal displacement situations around the world.

The First Seminar outlined several next steps. Some of these have already been completed, while others have yet to materialise. The steps and their status are listed in the table on page 15.

### Actions identified in the Second Seminar

The next steps are the following:

- Brookings-LSE and IDMC will disseminate the seminar report and case studies prepared for the seminar to humanitarian, human rights and development organisations, governments with internal displacement situations, donor governments, academics and other experts interested in the issue
- Brookings-LSE and IDMC will present the seminar conclu-

sions at the 2011 World Conference on Humanitarian Studies at Tufts University

- Discussion of the seminar report and advocacy on durable solutions in several relevant settings, including case study countries, New York (UNDP), Washington (World Bank) and Geneva (IASC, global Protection Cluster Working Group, UNHCR Executive Committee of the High Commissioner's Programme)
- Follow up on incomplete tasks in Table 1, as relevant

The organisers of the seminar also intend to monitor the extent to which the recommendations contained in this report are implemented over the coming years and to actively advocate for their inclusion in policies adopted by governments, international organisations, and civil society. The First Seminar estimated that about two-thirds of the world's IDPs at that time had been displaced for more than five years. Beyond those statistics lies the human reality that millions of IDPs are living in long-term limbo. Intensifying efforts to find solutions for them, including emphasising possibilities of local integration, is a human rights issue, a humanitarian concern, and a development challenge. Much remains to be done.



**Table 1** Next steps identified at First Expert Seminar on Protracted Internal Displacement Situations

<b>Task</b>	<b>Status</b>
Work with other organisations, especially donor governments, to further their understanding of protracted situations and facilitate effective responses	- Donor governments were invited to Second Expert seminar on protracted internal displacement and engaged on good practices discussions through presentations, working groups, and panels - Forced Migration Review published issue 33 on protracted displacement
Develop tools to work with national governments on assuming and meeting their responsibilities	- Revised Framework on Durable Solutions for Internally Displaced Persons published in 2010 - IDP Protection Handbook published in 2010 - Manual for Law and Policymakers published in 2008 - These tools were used with the government of Uganda for an assessment of durable solutions
Develop protection strategies tailored to protracted displacement	Deployment of UNHCR senior protection officers to support development of protection strategies in countries with protracted internal displacement
Guidance on protection strategies in protracted situations to be included in the forthcoming inter-agency IDP Protection Handbook.	Textbook on protracted displacement in the IDP Protection Handbook
Insights from this meeting will be shared with the global Protection Cluster Working Group	Unknown
World Bank to identify a focal point for IDPs	The Conflict, Crime and Violence Unit within the Social Development Department of the World Bank has a focus on forced displacement
Explore ways in which World Bank funding might be used to support durable solutions in protracted situations	The RSG and subsequently the Special Rapporteur on the human rights of IDPs have routinely engaged with the World Bank on these issues, including with regard to specific country situations.
Humanitarian organisations should consciously expand the focus of their meetings to facilitate the inclusion and participation of development organisations	- Development organisations participated in the Second Seminar, giving presentations and contributing in working groups. - The RSG, UNHCR, OCHA and UNDP (BCPR) organised a workshop on durable solutions for IDPs within the context of early recovery
Follow-up workshop could be organised for donors to discuss the findings of this report, highlight protection concerns in protracted situations, emphasise linkages to peace building, and encourage a more integrated response	Unknown
In addition to the RSG on IDPs, other organisations should engage with the UN's Peacebuilding Commission on protracted internal displacement, particularly its Lessons Learnt Working Group, and with regard to the Peacebuilding Fund	- In cooperation with the peacebuilding commission, the RSG published "Integrating Internal Displacement in Peace Processes and Agreements: A guide for mediators" in 2010. - The RSG managed to have durable solutions integrated in the Peacebuilding Commission plan for Burundi
UNHCR, the RSG and donors should advocate for the Central Emergency Response Fund (CERF) to provide support for solutions to protracted internal displacement situations, especially during the time when humanitarian operations are ending and development funds have not yet materialised	Unknown
UNHCR to commission a study on protracted internal displacement situations to draw attention to this issue	Planned, but result unknown
A meeting on lessons learned from the experience in the Balkans, which will be relevant to future discussion about protracted internal displacement situations	Foreign ministers of Balkan countries met in 2010 to discuss protracted displacement in the region
The Brookings-LSE project will continue to research protracted internal displacement and will widely circulate both the report of this meeting and supporting materials.	- "Durable Solutions for IDPs in Protracted Situations: Three Case Studies", 28 October 2008 - Companion publication to this report which includes all the case studies is now in process; other research reports on specific situations of protracted displacement underway

# Annexe 1 Seminar proceedings

## Day one

The meeting began with welcomes by Elizabeth Ferris, Senior Fellow at the Brookings Institution, and Kate Halff, Head of IDMC. Both speakers underlined the importance of focusing on local integration as a settlement option through which solutions to protracted displacement could be sought, noting that far too little attention has been paid to this option. While return is often seen as the preferred solution to protracted displacement, in many situations, return is simply not an option – at least in the immediate future – and it is important to consider ways of supporting local integration as a way of ending displacement and improving access to basic rights. The development of the IASC *Framework on Durable Solutions for Internally Displaced Persons* was a welcome step in outlining the conditions and processes through which durable solutions are achieved.



An IDP squatting in a house in Yei, Southern Sudan. Since displaced home owners started to return in 2005, occupying IDPs have been forced to move out, often without receiving compensation or any alternative plot (Photo: IDMC/Nina Sluga, June 2010).

### *Settlement rights of IDPs in protracted displacement*

Dr. Chaloka Beyani, Special Rapporteur on the Human Rights of Internally Displaced Persons, emphasised the mutually-reinforcing relationship between human rights law and humanitarian law, and the extent to which forced displacement violates both. He reminded participants of Principle 6 (3) of the Guiding Principles on Internal Displacement, which states that “...displacement shall last no longer than required by the circumstances”. There are many factors that contribute to long-term displacement, including ongoing conflict, stalled peace processes, and

disputed territorial claims. In these situations, Dr. Beyani argued, IDPs must have a choice in the settlement options available to them. He underlined that achieving durable solutions is usually a process, and emphasised the importance of ensuring that IDPs are able to make informed decisions about their future and to participate in the planning process. Moreover, the choice of local integration when return is not possible does not negate the right to an eventual return when conditions allow. Most of all, more effort is needed by national authorities and international organisations to find solutions to displacement before it becomes protracted.

### *Government perspectives*

Representatives of the governments of Burundi, Colombia, Georgia, Serbia and Uganda shared their observations on protracted displacement in their countries, including historical and statistical trends, and highlighted initiatives to protect and assist IDPs and respond to the protracted nature of displacement in their countries.

The representative of Georgia discussed the differences between “old” and “new” IDP groups, conditions in the collective centres where many live, and the government’s response since 2009. In 2007, the government adopted the State Strategy for IDPs, which aims among other things to support decent living conditions for IDPs. Since adopting the Strategy, the government has supported local integration through the transfer of ownership of collective centre space to IDPs, through financial grants, social housing projects and efforts to improve IDPs’ economic self-reliance. The government also recently opened a reception centre for IDPs in the capital city, as well as a telephone hotline. Up to 40 per cent of IDPs live in collective centres, with the remainder living in private accommodation. Some do not need assistance for permanent housing since have benefited from housing projects or own property.

The representative of Colombia reported that the IDP registration rates were decreasing, and that most of those IDPs now registering had been displaced more than five years ago, rather than more recently. He also noted that women head many internally displaced families, and more than half of registered IDPs are youth or

children. The government's most recent model to address displacement has three components: prevention and protection, comprehensive assistance, and truth, justice and reparations. Returns and relocations figure across all components, with relocations including both local integration and settlement elsewhere.

Some of the main challenges to resolving protracted displacement through relocation include the high transaction cost of government assistance due to inefficient coordination; the protection of IDPs from both new and long-standing security threats; the provision of safe housing and land with security of tenure and access to services and jobs; the creation of income-generation opportunities; urban and rural planning; and the physical and psychological rehabilitation of IDPs as citizens and communities. The government is currently discussing the concept of "urban and rural prosperity zones," which could address these specific challenges.

The Burundian representative began by describing the background of Burundi's internal displacement, elections, and refugee returns, all of which have complicated the protracted internal displacement situation. He pointed to a 2009 survey that indicated that 157,000 people were still internally displaced after some 17 years, and noted that the government has developed strategies to respond to this protracted displacement. A 2010 strategy for the economy seeks to respond to the needs of refugees, IDPs and other vulnerable groups through a comprehensive approach. One solution attempted within the framework of this strategy includes the establishment of "peace villages" or "reintegrated villages," for IDPs as well as landless returned refugees and other vulnerable people.

A technical working group on IDPs made up of government officials and international partners will carry out a study on the situation of IDPs to inform a policy and plan of action for durable solutions. This policy will have three guiding principles: IDPs have a right to stay where they are, a right to freely choose their residence, and a right to be reintegrated into society with living conditions similar to non-displaced people.

He also listed a number of challenges: 1) a legal framework specific to IDPs has not yet been developed; 2) the country still has extensive financial problems; 3) more funds go to returning refugees than to IDPs; 4) there is a lack of information among the various organisations, especially those who intervene with IDPs;

5) significant problems remain relating to land where IDPs have settled, including competing claims that have yet to be resolved.

The Ugandan representative began with an overview of the displacement that occurred during the 1986-2006 insurgency. He reported that the national coordination policy for IDPs was adopted in August 2004, and emphasised the government's commitment to and responsibility for the rights of IDPs to return, locally integrate or settle elsewhere. After the 2006 Juba cessation of hostilities agreement, nearly 90 per cent of IDPs returned from the camps to their home areas, and those who remain in the camps are largely vulnerable groups. Among the major challenges mentioned were: those who owned the land used for camps now want it back; documentation of land ownership is lacking; social support structures and networks have been altered, and thus some IDPs rely too heavily on aid; basic needs are still not met; environmental degradation around the camps has occurred; ethnic tensions still remain; IDPs remain too low a priority for local governments; and local integration is not well-articulated as a possible solution and thus deserves more attention.

The Serbian representative presented an overview of internal displacement in Serbia, emphasising the need for IDPs to exercise their rights freely. While the 2002 national strategy sought to support return, this was relatively unsuccessful due to the lack of security and freedom of movement for returnees, and difficulties restoring their housing, land and property. The 2002 strategy was thus revised to adjust to the current political situation and needs of IDPs, and the new strategy should be adopted in early 2011. The government will continue supporting IDPs through programmes for housing and economic self-reliance within this new framework. To improve planning and the efficient allocation of resources, local plans to address the needs of IDPs were being drawn up. Some municipalities were improving their capacity to adopt local action plans, and many had already adopted them.

In particular, housing and material packages, as well as vocational training were being offered to those in need. A 2010 survey of IDPs carried out with international partners highlighted that IDPs are twice as likely to be unemployed than their non-displaced neighbours, and claims for property in Kosovo are still unresolved. Housing is still unresolved for 51 per cent of IDPs, with 20,000 housing units still needed. Assistance to IDPs

also overlapped with assistance to vulnerable groups such as Roma people, who face specific obstacles with documentation.

Following these presentations, questions were raised about the ways in which governments engaged with IDPs, when and how governments determined when one phase ended and the next begun, and how to determine when displacement ends. A common theme was the need to determine which decisions are best made at the national and at the local levels. In response, the Ugandan representative discussed the ways of reaching IDPs with government information, such as live talk shows, camp visits and partnerships with NGOs (Human Rights First, for example). The Colombian representative indicated that displacement never ceases, but that vulnerability can be ended. All the panelists reiterated that finding land and resolving land ownership claims was a major obstacle to finding durable solutions for IDPs.

#### *Research studies on protracted displacement*

During the seminar, five of the case study researchers (the researcher for southern Sudan was not present) explained their findings through a moderated discussion. Although the contexts were very different, several common themes emerged, including the importance of housing, land and livelihoods to durable solutions in all contexts, the variety of IDPs' settlement preferences, and their differing perceptions of local integration. While a more detailed examination of the case studies and related seminar discussion can be found in Chapter 3 of this report, some of the main findings are:

- All governments favour the return of IDPs to their places of origin over other settlement options, even when it is not physically possible due to the lack of a peace agreement.
- IDPs have lived in different settings, including informal settlements, collective centres, apartments and homes in locations ranging from rural to urban. Some of these settings render IDPs' need for assistance less visible.
- In some countries, government policies toward IDPs are influenced by returning refugees (Sudan, Serbia, Burundi), while elsewhere (Georgia, Colombia) this is not a major factor.
- In most cases, there have been multiple waves of internal displacement (Colombia, Georgia, Serbia [Croats and Kosovars], Burundi).
- IDPs are heterogeneous groups; there are differences, for example, between Roma and non-Roma IDPs in Serbia, and between urban and non-urban IDPs.
- IDPs in different settings and at different phases of their

displacement seek different settlement options. For example, in Burundi, many prefer local integration, while in Uganda, most want to return to their home communities. In other countries, preferences of IDPs are mixed.

- In all six case studies, land, housing, and livelihoods emerged as major elements of solutions for displaced communities.

#### *Closing*

Following thematic discussions in small groups (see below), Elizabeth Ferris concluded the first day by stating that local integration deserves further attention, and by outlining some of the issues that had been raised during discussions:

- IDPs in protracted situations have needs and preferences that change over time, and this needs to be acknowledged when designing durable solutions programmes.
- The involvement of both IDPs and their host communities is needed in developing solutions, as well as the involvement of specific vulnerable groups of IDPs.
- In order to have a voluntary and meaningful choice, IDPs should be able to choose between settlement options, and they may choose to settle in more than one place.
- Security of tenure and land is among one of the most important issues to be resolved if local integration is to be a durable solution, and national policies to facilitate local integration must also be supported locally.
- Questions remain around the terms "interim" and "temporary" local integration, and whether the use of such terminology helps IDPs' search for a durable solution.

#### **Day two**

##### *Policy perspectives*

A panel addressed a range of issues related to the design of policies for national assistance for local integration, effective coordination mechanisms including those involving line ministries and local authorities, and project design and finance.

Several speakers reminded participants that protracted internal displacement is a development issue as well as a humanitarian concern. This means that issues such as property, livelihoods, service delivery and governance need to be considered in supporting durable solutions. Development organisations should be made more aware that these issues for IDPs may be crucial to sustainable development as a whole. One panelist suggested that development organisations should be present from the

beginning of internal displacement if they are to understand the context as it evolves, although more work is needed to determine how this can be implemented in practice. To draw the attention of development organisations, governments should recognise the development challenge of internal displacement and allocate funds accordingly. In order to prevent resentment at such policies, funds should not be redirected from existing budget lines that would benefit other groups in areas where IDPs are living.

Speakers also emphasised that a context-specific or differentiated approach should be taken in designing policies and programmes for durable solutions for IDPs. It is important for governments and others to recognise that different settlement options may be appropriate at different phases of displacement and need to be carefully presented in accordance with the wishes of IDPs and on the basis of a political context analysis. Advocacy for the local integration of IDPs must be principled, strategic and pragmatic, and may need to be framed or worded creatively to gain government support. A cautious, phased approach with a focus on IDP self-reliance may be more appropriate in situations where the local integration of IDPs is not politically palatable. Issues of timing and joint advocacy messages with NGOs and national human rights institutions (NHRIs), among others, are important. In some cases, the IDP “label” may be a barrier to solutions, and local integration and durable solutions may require non-displacement-specific strategies. Just as advocacy on durable solutions should be context-specific, so should the programmes supporting durable solutions.

Panelists also discussed possible government steps to facilitate durable solutions. One step is to review all national legislation to determine whether there are any discriminatory provisions against IDPs, and if so, to amend them. In this regard, work with local lawyers and civil society has been extremely beneficial. The government could also lead a political economy analysis with international humanitarian, development and security organisations to inform a shared strategy with political, security, humanitarian and development goals. In terms of institutional coordination issues, all settlement options require a multi-institutional approach. The question is how to involve ministries that have not been working with IDPs. One solution is to have a central steering committee of line ministries, international organisations, donors and civil society. Other panelists added that coordination should be both central and local, and should

involve IDPs themselves. Policies should recognise that in addition to material goods, access to services such as psychosocial support may be needed for solutions to be durable and for IDPs to feel they belong to the communities where they live.

In the discussion following the presentations, participants questioned whether a separate ministry for issues of internal displacement was desirable, or whether mainstreaming IDPs in existing programmes would be more effective. One participant suggested that the context should dictate which option is chosen, while another suggested that mainstreaming IDPs into general policies may be less efficient, but might allow more sustainability and ownership by national authorities. Participants also discussed whether local authorities should play the dominant role in responding to IDPs, and ways to prevent protracted situations in the first place. Others reminded participants of the need for pragmatic approaches to advocacy, and the overarching need for more engagement by development organisations. Participants agreed that there is a need for increased involvement of development organisations to secure durable solutions for IDPs, as well as better coordination of humanitarian and development organisations. Coordination could be improved by generating a common understanding of the situation (for example, through a shared assessment exercise), and data should be shared to plan and implement programmes for durable solutions for IDPs.

### *Good practices*

A final panel focused on good practices for UN agencies, NGOs and national human rights institutions in supporting local integration in protracted displacement.



An internally displaced couple in the collective centre unit which they now own after living there for 15 years (Photo: IDMC/Nadine Walicki, July 2010).

Panelists discussed the cross-over between policies assisting IDPs and the larger local population and the need for non-displacement related strategies. The needs of vulnerable non-displaced local populations should be considered and addressed where possible so as not to create resentment. Panelists also mentioned the need for good data and better documentation, and the extent to which discussions revolved around “top-down” approaches that did not include IDPs in decision-making. The panelists agreed that programmes might fail if IDPs’ preferences are not considered. Panelists also questioned whether the issue at stake was truly about supporting local integration, or whether the discussion should be centred around IDP decision-making.

Panelists also emphasised that while return may be possible and desirable at one point, it may not be subsequently. They reported that IDPs in different contexts (urban or rural, for example) may face unique challenges as time passes, and that there is a need to acknowledge and enable the mobility of IDPs, as they may keep a foot in more than one place at once. Internal displacement is dynamic: while IDPs may be described as being in “limbo” in that they have not achieved durable solutions, they may continue to move forward in many ways, including in some cases by establishing multiple residences. Some panelists questioned whether return was ever truly possible in protracted displacement, given the passage of time. IDPs may physically return to their place of origin, but after an extended period of time, it is likely that the place to which they return is different from the one they left. Thus, they wondered whether return also demanded integration, as do other settlement options.

Panelists also considered how IDP policy responses relate to a country’s constitution and political system. Delegating local action plans from central to local levels is generally important. They asserted that there is a need to draw on experiences from elsewhere, and that transparency and accountability are highly important. Similarly, IDPs need to be better informed of their rights and entitlements. Advocacy on livelihood diversification and freedom of movement is needed, and including IDPs in transitional justice and other initiatives to deal with the past is important. National human rights institutions may take on an educational function and inform IDPs about their rights and entitlements, in addition to monitoring the situation of IDPs and facilitating redress.

Several good practices for supporting the local integration of IDPs in protracted displacement were mentioned.

These included two successful housing projects in Serbia: social housing in a supportive environment and the village housing programme, which also includes a livelihoods component. Other good practices mentioned in the six countries included delegation of planning and activities of local authorities while maintaining central oversight of local action plans; the surveying of IDPs’ aspirations and intentions; the participation of and dialogue with IDPs; the formal recognition of local integration as a settlement option for IDPs; the exchange of experiences with counterparts in similar contexts; the development of criteria and standards; coordination and partnership between authorities, humanitarian organisations and donors; and a balanced approach focusing on both IDPs and host communities. Some challenges were also mentioned, such as sensitive political environments and difficulty distinguishing between vulnerabilities.

A complete list of good practices compiled throughout the seminar can be found in Chapter 5.

#### *Outcomes of working groups*

Participants broke into six working groups, which considered: livelihoods and economic recovery; shelter, housing, land and property; protection and human rights (documentation, access to effective remedies and justice); access to basic services; governance, peace-building and social cohesion; and IDP-specific policies vs. area-based policies.

Each group was asked to identify the main challenges to local integration with respect to their assigned theme and design recommendations for local, national and global organisations that would address the challenges and help facilitate local integration. Consideration was also to be given to: (1) participation of IDPs and host communities; (2) gathered versus dispersed settings in rural



An IDP in Yei, Southern Sudan, in front of his traditional mud and thatch tukul (Photo: IDMC/Nina Sluga, June 2010).

and urban areas; (3) specific vulnerabilities according to age, sex and diversity; (4) how the issue has changed (or not) as displacement has become protracted; (5) development issues in common with host communities.

#### ■ Livelihoods and economic recovery

The livelihoods and economic recovery group considered the UK Department for International Development's livelihood approach, and looked at challenges in different host environments, integrated approaches to involving other sectors in livelihood initiatives, and challenges in addressing livelihoods in emergency and protracted situations of displacement.

The group noted that support for livelihoods gives IDPs an opportunity to live in dignity, improve their standard of living and avoid dependency on humanitarian assistance. Such support also gives IDPs greater capacity to make voluntary settlement choices. The group emphasised that providing IDPs with the means for livelihoods does not make them more predisposed either to return or integrate. Responsibility for providing livelihood opportunities to IDPs and ensuring they do not face administrative barriers in accessing these opportunities rests first and foremost with the national government and requires a long term commitment.

Finding a way to channel adequate resources to the local authorities from national governments and the humanitarian community is crucial. Empowering local authorities, subject to local context, is key to ensuring local capacity and sustainability of livelihood operations. The lack of proper support or resources to enhance livelihood opportunities for IDPs can result in negative coping mechanisms such as the practice of early and/ or forced marriage among vulnerable households, trafficking and prostitution, and child labour. At the same time, those developing livelihood projects should be aware of or monitor their possible negative impact, such as a possible increase of domestic or community conflicts arising from changing gender roles, and build in activities to prevent or address these issues, as well as provide adequate protection monitoring.

Livelihoods and economic recovery cannot be defined or considered separately from other rights and needs such as housing, land and property, access to education and services. There is a need for an integrated approach which creates a social environment conducive to the betterment of IDPs, which is not just based on livelihoods.

The group noted several challenges in addressing livelihoods in situations of protracted displacement. These included limited access to resources, limited coping mechanisms, timeliness of livelihood assistance, lack of access to basic services such as education and health care, and lack of suitable skills or capacity for the local labour market. Other challenges included: engaging national and international authorities in addressing livelihoods; mainstreaming gender issues and minorities in livelihood interventions; and addressing integration, protracted displacement and development together. This included conceptualising the situation of protracted displacement as a development issue that requires the commitment of donors from the onset. In some contexts, supporting the livelihoods of IDPs may be contentious as it may be seen to facilitate their integration, and so politically sensitive. However, there are many advantages to supporting the livelihoods of IDPs: it can contribute to local or regional economic development. While women are often resilient during displacement and engage in small and ad hoc livelihood activities of many types, projects to assist them should consider some of their particular needs, including those related to their domestic or family obligations, limited acquaintance with certain environments or institutions, and both knowledge about and access to their rights, including labour rights. It was also noted that in some contexts, women have been able to find alternative livelihoods in displacement, but this seems to be more difficult for men as has been the case in Georgia and Colombia.

#### ■ Housing, land and property

The group identified a range of challenges to securing HLP rights in protracted displacement. These include the fact that support is often contingent upon a commitment to return; governments lack the capacity to provide housing; some people do not wish to leave collective centres; a link between durable solutions and livelihoods is often missing; and there are often competing claims of ownership to communal land. The group concluded that the way forward would need to include: national policies which support vulnerable people; durable housing solutions throughout the emergency and protracted phases; and urban planning remaining a priority between emergency and development phases of assistance. They asserted that locally integrating IDPs should be taken into account in planning of national IDP responses.

On the second day, which focused more on solutions, the group discussed how the term "local integration" does

not always enable the right focus, and how it can cause political tension. A focus on “access to rights” may be more politically palatable, though international organisations should try to present the benefits of local integration in language acceptable to the local authorities in line with their priorities. They also considered the need for creative solutions to maximise land and shelter use.

The group listed good practices, such as participatory processes involving IDPs and host communities; housing solutions that facilitate local integration by not separating IDPs from non-displaced populations; creative solutions such as urban agriculture; provision of security of tenure for current housing; compiling and recording customary rules; cash-for-work schemes to build shelters (Democratic Republic of Congo); IDP participation in planning settlements (Somalia); social housing in a supportive environment and a village housing programme (Serbia); and governments buying local land to lease to IDPs.

#### ■ Protection, human rights, and access to justice

The working group on protection, human rights and access to justice covered a number of important themes. First, with respect to documentation, the group asserted that the absence of documents in supporting solutions is often inadequately acknowledged, and that the need for personal documentation is shared among large segments of the population. A lack of documents exacerbates problems of recovery during and after conflict, and is hard to resolve, as people have to prove their identity to obtain documents. Documents are needed to claim land, access services, inherit property from family members, and to find work/livelihood opportunities. Problems in Sri Lanka, Serbia and Sudan were discussed, and successful efforts in Croatia, Colombia and El Salvador examined.

The group also discussed the problem of IDP registration, which is often the lifeline to assistance, and sometimes ends prematurely. Minorities in particular may also suffer from discriminatory practices reflected in national and local laws that place restrictions on some kinds of movement, changes in places of residence, and entry into professions.

In assessing the situation of IDPs, qualitative as well as quantitative indicators should be used. Reporting on the situation of IDPs should be done on a regular basis and the specific vulnerability of IDPs in protracted

displacement needs to be addressed. The translation of IDPs’ needs into concrete plans has been inadequate. The group stated that “one size does not fit all,” and policies need to be flexible to take into account these differing needs.

Finally, protection, discrimination, and security were discussed, and it was noted that governments are not always neutral in protecting citizens from abuses. Access to justice and protection for IDPs, benefits for host communities, and communication and participation were also discussed.

#### ■ Access to basic services

This working group focused mainly on education and health. The group began its discussions by reflecting on the status of education as an area of work by humanitarians, and felt that it deserved greater attention and linkage to other issues in protracted displacement. Local integration was discussed as a process, rather than an end result. The discussion was deemed to be not just about services, but rights, as education and health are “the key to everything”. The group considered protracted displacement as a type of “permanent impermanence”.

The group’s departure point was that IDPs should have the same access to basic services as local citizens. However, participants wondered whether education and health care could be provided to IDPs as full services from the beginning of displacement. Also, they questioned when a situation becomes protracted and when services should be shifted or more permanent structures built. Finally, the group discussed the tension between the IDP category, and status as a local citizen accessing services. The group considered how the IDP label may actually make it more difficult to access services, and how it might be worth separating IDP status from the rights to access basic services, which should apply to all residents equally. While shifting IDPs from a status-based to a needs-based access to services may be desirable, some IDPs may wish to maintain IDP status, as it has become an important part of their identity. For others, the retention of this status may lead to social stigma.

The group’s overall conclusion was that most of the questions discussed were highly contextual. However, their recommendations centred upon the need for flexibility – a theme running throughout the seminar – to ensure that people have access to services as rights during different stages of displacement. This includes: flexibility in where



to hold school; when to provide school (women with children may need to go to school at different times of the day, for example); what to teach (adjusting curriculums according to need but maintaining competitiveness at the same time); and who provides school (even though it should be the state's responsibility). Flexibility is also needed in shifting from the humanitarian phase to the point where IDPs can enjoy their rights to the same extent as other citizens.

- Governance, including peace-building and social cohesion

This working group discussed their topic from the perspective of development organisations and their efforts to refocus governance interventions to better respond to IDP and local community needs in a sustainable manner. In this regard, the group discussed a number of issues including: 1) contexts where ineffective governance may have primarily led to the displacement; 2) ideas for rebuilding or enhancing governance structures and capacities in a post-conflict situation, including how to include the needs and priorities of IDPs and other community members in peace negotiations and subsequent agreements, constitutional, electoral and judicial systems, as well as transitional justice mechanisms; and 3) how to better use the expertise of development organisations, especially with regards to prevention strategies and mechanisms.

The group concluded that a rights-based perspective must be present in governance interventions, and that emphasis should be at the local level. An analysis is needed to determine which categories of rights require extra protection, through policies or laws for example, and which categories of rights would be adequately protected through the principle of non-discrimination. Some of the challenges they considered were: the government's perceived legitimacy; how to challenge the intentions of a government where they are contrary to the needs, priorities and best interests of the IDPs; what to do when the contexts and priorities change and IDPs' needs are neglected and interventions specifically targeting them are not sustained; and what to do where the government may not be the most suitable or effective partner with which to work to address the needs of IDPs. The group also asserted that IDPs must be included in peace-building and transitional justice initiatives (including reparations discussions), and that all organisations involved should have a shared understanding of the political environment as a basis for sustainable solutions for IDPs.

The group discussed good practices in Burundi (peace villages), Afghanistan (National Solidarity Programme to support reintegration), Kenya (decentralisation to enable local support of local integration) and Uganda (National Development Plan includes issues facing IDPs). Participants also found that the Framework on Durable Solutions for Internally Displaced Persons, the World Bank focus on internal displacement, and UNHCR statements about protracted displacement were good practices. They agreed that a greater focus is needed on the specificities of protracted displacement, moving beyond the scale and duration of displacement to focus on situations where solutions are lacking and IDPs are marginalised. They stated that rule of law must be strengthened to combat discrimination; peace agreements should be sustainable and promote integration; and political forces and the political environment are important issues in any analysis of protracted displacement.

- IDP-specific policies and development vs. area-based policies and development

The area policy working group considered the advantages and disadvantages of policies and programmes that specifically target IDPs versus approaches that cover wider territories, themes or population groups in which the needs of IDPs are also included.

The group discussed the lack of resources that compel humanitarian organisations to give assistance only to IDPs, as opposed to all groups affected by conflict and displacement. In some cases, this causes tension as assistance is provided unevenly among affected groups. At the same time, projects targeting the community as a whole may be less accessible for IDPs, because of their vulnerable situation, or may be less effective in meeting their particular needs and vulnerabilities. The group agreed that rather than focusing on IDPs as a specific group or population, the focus must be much broader to secure durable solutions, covering geographical areas and populations affected by conflict and displacement. This includes the wider community in areas of return, local integration or settlement elsewhere. Policies should be non-discriminatory and based on a high quality vulnerability assessment with displacement and other vulnerability criteria included according to the context.

The group also discussed whether national IDP policies and legal frameworks should be promoted. The group felt that such instruments are useful for advocacy and awareness-raising purposes, but are ultimately insuf-

ficient. At a minimum, the country's national legislation should be reviewed to ensure that there are no provisions which discriminate against IDPs. The group agreed that common situation analyses, including humanitarian and development agencies and national authorities, were another key starting point to determine the kind of policies needed and to strike the right balance between IDP-specific and wider policies according to the context. They agreed that any IDP policy should be part of national and local development plans, that it can be used as an advocacy tool, that development organisations can be helpful in convincing a government of the need for an IDP-specific policy when this is what the context demands, and that community-based examples might have value. The group also suggested that IDPs' voting rights should apply in local constituencies. Finally, the group recommended pragmatic approaches which support policies and practices which are going to make a positive difference for IDPs in a given environment, regardless of whether these practices are labelled as local integration or not.

The group also agreed that the involvement of development organisations in situations of protracted internal displacement is of paramount importance. Internal displacement is traditionally considered a humanitarian, human rights or security issue, but it clearly constitutes a development challenge too. This is particularly the case in fragile and conflict-affected countries where the presence of IDPs adds a serious strain on weak national and local institutions, services and economies. Displacement may also have a long-term negative impact on development affecting human and social capital, economic growth, poverty reduction efforts, and environmental sustainability.

To mobilise development organisations in support of durable solutions for IDPs, the group suggested that governments should specifically refer to internal displacement in their country development strategies and include support to durable solutions as an objective therein. It should be clear and visible that funds for IDPs are additional, rather than in the place of other funds. The group also thought there may be a need for development organisations to be more sensitive to IDPs' rights, needs and vulnerabilities and for humanitarian organisations to understand that IDPs' needs should be mainstreamed into wider development plans to attract the attention and funding of development organisations. Donor funding should not only be for government programmes, but also for civil society and community initia-

tives, and humanitarian and development interventions simultaneously.

#### *Participants' comments after working group reports*

In the discussion which followed the reports from the working groups, comments included the need to always strive for IDPs' highest possible enjoyment of rights, and a recognition that this goal needs to be balanced with the limited capacities of governments and the fact that some benefits may only be received once (e.g. social housing). In addition, some raised the important distinction between urban and rural (as well as semi-urban and semi-rural, or small towns) settings and the different needs IDPs may have in those settings. It should not be assumed that IDPs living in cities will always have a unique set of needs since urban situations vary between and even within countries. In each case an exercise to profile and assess IDP needs, is required since there is no standard urban intervention. It was suggested that it might be more useful to consider IDPs' economic context than their urban or rural setting. Participants affirmed that in all of these themes, integration is a highly contextual process.

# Annexe 2 Case studies on local integration of IDPs in protracted displacement

Field research on the local integration of IDPs in protracted displacement in Burundi, Colombia, Georgia, Serbia, Sudan and Uganda was commissioned for the seminar.<sup>3</sup> Of these countries, Colombia (from 3.6 to 5.2 million) and Sudan (from 4 to 5.2 million) had the highest number of IDPs. Following behind were Georgia, with up to 258,000 IDPs, and Serbia, with about 225,000 IDPs. Uganda had around 166,000 IDPs at the end of 2010, and Burundi had some 117,000 in 2005. Vulnerable groups of IDPs were a particular concern in Serbia (Roma and unaccompanied older people), Uganda (“extremely vulnerable individuals”) and Burundi (Batwa people).

The length of displacement in these countries ranges from 12 years in Serbia to up to 56 years in Sudan, with Burundi (up to 18 years), Georgia (up to 19 years), Uganda (up to 25 years) and Colombia (up to 47 years) falling in between. Large-scale hostilities have ended in all countries, but political resolutions to the conflicts are elusive except in Burundi, where the last rebel group renounced arms in 2008. All countries have experienced multiple waves of internal displacement, revealing that protracted and unresolved conflicts can lead to renewed displacement.

Displacement patterns differ among the countries studied. In Burundi, most of those still displaced today took shelter in settlements in rural areas, often on disputed or unregistered land, and have continued to live there ever since. IDPs in Colombia have been highly mobile and are dispersed throughout the country in rural and urban settings. In Georgia and Serbia, IDPs settled in collective centres or private accommodation, and most now rent or own housing, live in informal settlements or share accommodation with friends or relatives. IDPs in Uganda settled in government-managed camps, and as most IDPs have returned, only a small number of IDPs continue to live in the camps. In southern Sudan, IDPs largely settled in cities and often with returned relatives and friends, and are now spread across cities among the wider community.

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<sup>3</sup> See the IDMC seminar web page at [www.internal-displacement.org/thematics/durable-solutions/2nd-expert-seminar-on-protracted-internal-displacement](http://www.internal-displacement.org/thematics/durable-solutions/2nd-expert-seminar-on-protracted-internal-displacement)

All countries studied had some form of national policy on IDPs. In Burundi, the 2008 *Lettre de politique foncière* and the 2010 National Strategy for the Socio-economic Integration of People Affected by Conflict is guiding efforts for IDPs, and the government has ratified the Great Lakes Protocol and signed the African Union Convention on IDPs. In Colombia, Law 387 of 1997 on IDP rights imposes specific responsibilities on several ministries. In Georgia, the 1996 *Law of Georgia on IDPs* No 335-II, the 2007 State Strategy on IDPs and its corresponding action plan outline the rights of IDPs and the national response to improve their situation. In Serbia, the 2002 National Strategy for Resolving the Problems of Refugees and IDPs is being revised in 2011. Sudan and Uganda’s national IDP policies recognise the Guiding Principles on Internal Displacement and acknowledge return, local integration and settlement elsewhere as settlement options for IDPs. Uganda was the first country to ratify the African Union Convention for the Protection and Assistance of IDPs in Africa in 2010.

## Settlement options of IDPs

The promotion by the government of return as the desired, preferred or only solution was common to all case studies, and even those where it was not possible due to the lack of a resolution to conflict. In southern Sudan, the government has not offered IDPs a genuine choice between settlement options even though return, local integration and settlement elsewhere are listed in the national IDP policy, but has instead insisted on return. While government policy in Uganda acknowledges that IDPs may choose between return, local integration and settlement elsewhere, in practice government officials have exhibited a bias for return, through messages to IDPs and deadlines to leave camps.

The law in Colombia also recognises the right of IDPs to return, integrate locally and settle elsewhere, though again there has been a focus on return. The government in Burundi has also primarily focused on return, but this may change with the recent adoption of the national strategy which includes local integration as a settlement option for IDPs. In Georgia and Serbia, the governments would ultimately prefer to see IDPs return

to their places of origin since these are breakaway areas, though in recent years significant political commitment has developed to support local integration, including through national strategies for IDPs.

Return has been the settlement option chosen by most IDPs in Uganda (90 per cent). Around 50 per cent of IDPs in Burundi and southern Sudan have returned, though the figure for southern Sudan includes those who have returned to southern Sudan as a whole, and not necessarily to their places of origin. In Colombia, Georgia and Serbia, only a small minority have returned due to insecurity and the absence of political resolution to the conflict. In Serbia, Roma IDPs are less interested in return than Serb IDPs, and while older IDPs would prefer to return if they remained under the jurisdiction of Serbia, young IDPs are not interested unless livelihood opportunities are made available. Similarly, in Georgia older IDPs interviewed wished to return if they would be under the jurisdiction of the Georgian authorities, while most young IDPs did not.

Indigenous communities in Colombia, for whom return to their place of origin is of vital importance, have been displaced several times and still continue to return. The national territory outside of their lands has little meaning to them, and seeking integration into mainstream Colombian society is not an attractive option.

Except for Uganda, there has been no determination of whether returned IDPs have reached durable solutions. In many cases it appears return has not been sustainable, as returned IDPs have faced problems including insecurity and difficulties repossessing their property.

IDPs reported various reasons for not returning. IDPs in Burundi stated they had become used to living in their current settlement, had better access to services and older IDPs particularly still had painful memories or concerns about their neighbours at their places of origin. In southern Sudan, IDPs had lost their livelihoods in the place of origin, were no longer in contact with relatives and had adapted to farming at their current residence. Their preference for local integration is notable given that they cannot speak the dialect of the largest local community (with whom they have had an uneasy relationship), their tenure of housing and land is insecure, and they have received no assistance for local integration from local authorities or international organisations. In Uganda, very few IDPs remained in the camps; those that remained did so because of the economic opportunities

or delivery of services there, because of their extreme vulnerability, their lack of land in return areas (especially for widows and orphans) or because of an ongoing land dispute there. They intend to stay until other settlement options are possible. Thus, this is not perceived as local integration or as sustainable. In Colombia, Georgia and Serbia, few IDPs have made a conscious decision to integrate locally even though their hopes for return are fading as the conflicts remain unresolved and insecurity continues. Figures on the number of IDPs who chose local integration were unavailable, except for Colombia where a minority of IDPs had stated they chose local integration in a government survey.

Important differences between local integration and the other settlement options emerged in the case studies. Local integration does not usually involve physical movement, and IDPs may never make a conscious choice to integrate locally. Achieving a durable solution through local integration may happen naturally over time simply by living and interacting with one's local community, though this is not always the case, as the study on southern Sudan shows.

While governments all use the term "return" when discussing the return of IDPs to their places of origin, they use different terms for local integration. It is called "improving living conditions" in Serbia, "supporting decent living conditions for the displaced population and their participation in society" in Georgia, "stabilisation" in Colombia, and "remaining in camps" in Uganda. The terminology has been adapted to the local political and social context, and others investigating local integration should look beyond the term "local integration" to find evidence of it. While adapting terminology to the local context is important, these terms and related policies do not always capture all of the criteria for achieving a durable solution in the *Framework on Durable Solutions for Internally Displaced Persons*. For example, in Georgia and Serbia, the focus of local integration is on housing and socio-economic conditions, which have been deemed priority issues to assist local integration.

The case studies highlighted different types of local integration. In Uganda, some IDPs have simultaneously exercised return and local integration by using land at their place of origin for shelter and cultivation while maintaining a business at their place of displacement. In Burundi, the majority of IDPs still cultivate their land at their place of origin, while living in IDP settlements. Local integration by default was the case for some IDPs in

Uganda and the vast majority of IDPs in Georgia and Serbia, where local integration was their only option since they could not return for physical or political reasons. Until they can enjoy freedom of movement, including to places of origin, and make an informed and voluntary choice of where to settle, they will not achieve durable solutions. The case study on Serbia highlighted the concept of “interim integration,” as put forward by the UN RSG on the human rights of IDPs<sup>4</sup> and the *Framework on Durable Solutions for Internally Displaced Persons*. The *Framework* refers to measures allowing IDPs to integrate locally while retaining the prospect of an eventual return. Funding interim solutions will not close the displacement chapter, but may provide a more cost-effective and sustainable resolution to the humanitarian effects of displacement. In any case, IDPs should not face any obstacles to accessing their rights for reasons related to their displacement, regardless of whether they have chosen where to settle.



IDPs in a “transit area” near their place of origin in northern Uganda (Photo: IDMC/Cecilia Jimenez, November 2009).

## Progress towards local integration

Internal displacement in all case study countries is both protracted and dynamic. As mentioned at the beginning of this report, protracted internal displacement situations are those where the process for finding durable solutions is stalled, and/or IDPs are marginalised as a consequence of violations or a lack of protection of their human rights, including economic, social and cultural rights.<sup>5</sup> Some needs of IDPs have been met while oth-

<sup>4</sup> Commission on Human Rights, Report of the Representative of the Secretary-General (2005), paragraph 61

<sup>5</sup> UNHCR/ Brookings-Bern Project on Internal Displacement, 21-22 June 2007, Expert Seminar on Protracted IDP Situations, available at: [www.brookings.edu/~media/Files/events/2007/0621\\_displacement/20070621\\_displacement.pdf](http://www.brookings.edu/~media/Files/events/2007/0621_displacement/20070621_displacement.pdf)

ers remain to be addressed. The outstanding issues are stalling the achievement of durable solutions, while the issues that have been addressed have put IDPs on the path towards durable solutions.

In all countries, there has been some progress towards durable solutions through local integration. IDPs interviewed for the case study in Burundi stated that the main factor facilitating their local integration is their strong desire to remain where they are living. They had forged strong relationships with their non-displaced neighbours, participated in community affairs, had access to documentation and services to the same extent as their non-displaced neighbours, and felt safe. Similarly, IDPs in Uganda did not feel discrimination or harassment from their non-displaced neighbours, and some had managed to buy or rent land or establish businesses in their area of displacement. In southern Sudan, IDPs had adapted their livelihood to the local setting (from cattle to agriculture), and did not face any displacement-specific barriers to documentation, health care or public participation. IDPs in Georgia said they no longer had major problems in terms of their physical safety or with access to food; water and sanitation; personal and other documentation; family reunification; participation in public affairs and access to effective remedies and justice for violations related to their displacement. In Serbia, IDP access to services steadily improved, as did inclusion in housing and livelihoods support programmes. However, there appeared to be a presumption in Georgia and Serbia that IDPs who owned property or who could afford to buy property had successfully integrated, and the less wealthy continued to live in collective centres. In Uganda, there is the presumption that those remaining at their place of displacement do not require assistance.

Land is a common obstacle to durable solutions through local integration in most case study countries. IDPs’ insecurity of tenure of the land they are living on is the main obstacle to durable solutions in Burundi and southern Sudan. Many IDPs in Burundi live in settlements built on territory that may be the subject of various state or private claims, while in southern Sudan, IDPs have often occupied housing of refugees who have returned and claimed it back. Other land issues in Burundi include difficulties repossessing land (especially for widows and orphans) and the general lack of available land, which impedes IDPs’ access to livelihoods. This is especially a problem for those who live far away from their place of origin and for the elderly and the sick, as they usually cannot work their original land and tend to have more dif-

difficulty in finding adequate means of subsistence. Land is also the lynchpin for durable solutions in Uganda, where IDPs have had problems repossessing or acquiring it, and landlords who have hosted IDPs on their land have not benefited from adequate recovery programmes. In Colombia, IDPs' land in their place of origin has been seized for cultivation of coca and commercial crops, and not all IDPs had access to land for cultivation in their area of displacement. Similarly, in Georgia, the lack of access to land was preventing some of the IDPs interviewed earning a livelihood.

Adequate housing is another common obstacle to durable solutions as IDPs continue to live in dilapidated and overcrowded dwellings, often with inadequate security of tenure. Housing assistance programmes in Colombia, Georgia and Serbia, for example, have not led to widespread acquisition of permanent housing, though adequate housing was the single factor where there was simultaneous progress and deadlock in Georgia, as some IDPs have secured permanent housing in recent years. In Burundi and southern Sudan, many IDPs have not properly maintained their homes due in part to a lack of resources, but also as a result of uncertainty regarding their future in their current location. Ethnic Batwa in Burundi and Roma in Serbia are marginalised and live in particularly difficult conditions, generally worse than other IDPs.

Livelihoods were another common obstacle to durable solutions through local integration. On being evicted (a process made easier by their weak security of tenure) IDPs in southern Sudan have lost their crops and access to livelihoods in addition to housing. In Uganda access to livelihoods programmes is difficult, as most programmes target return areas. Some observers now see livelihoods as the most pressing challenge for IDPs in Serbia: Serb and Roma IDPs are affected by disproportionate levels of unemployment and heavy reliance on casual, unskilled and informal labour markets. While many IDPs in Georgia are unemployed, those interviewed for the case study faced the same barriers to employment as their non-displaced neighbours, and thus this was not considered a displacement-related need.

## Discussion of case studies

The researchers of the case studies on Burundi, Colombia, Georgia, Serbia and Uganda participated in a moderated discussion to highlight their findings. All researchers agreed that housing and livelihoods are in-

strumental to solving protracted internal displacement in their countries of study. Livelihoods are a major problem for landlords and IDPs in Uganda, and in Burundi IDPs, many of whom are sick or elderly, find it difficult to cultivate their fields, which can be several hours walk away. Similarly, in Georgia, while all IDPs interviewed were unemployed, they seemed to face the same barriers as non-displaced people. Therefore more research would need to be done to conclude whether this unemployment is displacement-related. Researchers on Colombia and Serbia emphasised the link between housing and livelihoods and the need for integrated, comprehensive solutions. In Serbia, there is also a need to move beyond housing and consider property rights, since ownership is viewed as an economic safety net and there is a general aspiration to buy or obtain a private house, even among those living in adequate conditions in public housing. In Georgia the main issues related to housing are a lack of remedies to restore property rights and the inadequacy of housing, while in Burundi the key challenge for local integration is the security of tenure of IDPs in settlements. In Georgia, even if the housing and livelihoods needs of IDPs were addressed, a political resolution to the conflict would still be required for the achievement of durable solutions.

One difference between the displacement situations depicted in the case studies is the attitude of the host community towards IDPs. In Uganda, hosts were originally welcoming, but grew tired of hosting IDPs. However, the host community members interviewed in Burundi and Georgia did not exhibit tensions, and IDPs reported they had always had friendly relations, with inter-marriages reported. In Burundi, the only significant sources of conflict with neighbouring communities were the competing claims on the land on which IDP settlements had been established. In Colombia, internal displacement has strained local resources and local governments who were willing to host IDPs, but could not always absorb them well. While the host community in Burundi was not consulted at the beginning of displacement or when assistance was provided to IDPs, there has been no lasting resentment from the surrounding communities. On the contrary, people have made friends and have voted and represented one another publicly.

While IDP policies can be important for the achievement of durable solutions for IDPs, there have been major shortcomings in their implementation. A financial and political commitment to implement those policies in full is essential to addressing protracted internal displace-

ment in a sustainable manner. International financial support was instrumental to bringing the IDP policy to life in Georgia. One drawback is that IDPs cannot make demands based on IDP policies since they are often not law. In Serbia, the 2002 policy recognised the voluntary choice of IDPs, but had few practical details. However, encapsulating good practices (such as developing local action plans and the recognition of legal identity of minority groups who have been undocumented in past) in an IDP policy ensures these practices can be considered elsewhere.

Development organisations are involved in the internal displacement situations covered by the case studies, though not to the extent needed. In Uganda most agencies noted a critical disconnect between humanitarian organisations and transitional and development organisations. Early recovery programmes may have helped address poor land adjudication by strengthening governance and judicial systems, as well as supporting livelihoods interventions before returns began. Development organisations such as the World Bank and USAID have committed significant funding to IDPs in Georgia, though this is not always for IDPs in protracted displacement. In Burundi, development organisations are involved in land policies and peace villages, and in Colombia organisations such as the Inter-American Development Bank have taken on issues related to IDPs, but the transition from emergency support has not usually been smooth. Humanitarian organisations in Serbia are currently engaged in a development setting doing humanitarian and development work, as may happen in cases of protracted displacement. People remain in humanitarian need as a result of displacement, and even in some cases after the crisis has become a distant memory.

Finally, the researcher on Serbia explained the concept of “interim integration” as a way to address situations of protracted internal displacement. It involves not only removing barriers facing IDPs, but also expensive affirmative commitments in sectors such as housing. To justify this spending to donors and taxpayers, authorities could explain that they are doing everything in their power to meet the criteria in the Framework on Durable Solutions for Internally Displaced Persons which remain under their control (unlike, for example, security or freedom of movement). Interim integration measures could have a big payoff, he argued, since they are a way to end the humanitarian misery of displacement without necessarily ending displacement by waiting for a political solution.

## Participants' comments

Following the discussion, participants commented mainly on the concept of interim integration, noting that there may not be a clearly defined choice between interim or temporary solutions and durable solutions. Instead, the achievement of durable solutions should be viewed as a progressive process, where IDPs are making decisions to improve their situation and moving towards full enjoyment of their rights. What is important is that governments meet their basic human rights obligations, and perhaps the focus should be on this aspect of integration and other durable solutions, rather than on the interim aspect. Another participant stated they also had a conceptual problem with interim integration since it is not fair to IDPs that their lives be held in limbo in a temporary situation for years on end. Another argued that if we talk about interim integration then we may have to consider interim return or settlement elsewhere. It was agreed that local integration is not always politically palatable and perhaps a focus on adequate standards of living would be more beneficial to IDPs and acceptable to governments.

# Annexe 3 Seminar agenda

## Wednesday 19 January

8.30	Registration Coffee and tea
9.00 - 9.15	Welcome (Beth Ferris, Brookings-LSE Project on Internal Displacement and Kate Half, IDMC) Introduction and review of seminar objectives
9.15 - 9.45	Local integration during protracted displacement from a human rights perspective (Chaloka Beyani, UN Special Rapporteur on the human rights of internally displaced persons)
9.45 - 11.00	National policies and response to protracted internal displacement What are the main obstacles to local integration as a valid durable solution in situations of protracted displacement from a government perspective? What are good practices to overcoming such obstacles and how can protection and development organisations support these practices?
11.00 - 11.30	Break
11.30 - 12.30	Case studies discussion Brookings will present the main messages of the case studies on local integration in Burundi, Colombia, Georgia, Serbia, Sudan and Uganda. This will be followed by a facilitated roundtable discussion with five case study researchers.
12.30 - 13.30	Working Groups Livelihoods and economic recovery Shelter, housing, land and property Protection and human rights (documentation, access to effective remedies and justice) Access to basic services Governance including peace-building and social cohesion IDP-specific policies vs. area-based policies  Objectives: (1) identify the main challenges to local integration with respect to the assigned theme (2) design recommendations for local, national and global organisations (as most relevant) that would address the challenges and help facilitate local integration  In their discussion each working group should also consider: (1) participation of IDPs and host communities; (2) gathered versus dispersed settings in rural and urban areas; (3) specific vulnerabilities according to age, gender & diversity; (4) how the issue has changed (or not) as displacement has become protracted; (5) development issues in common with host communities.
13.30 - 14.30	Lunch (Cafeteria of Maison internationale de l'environnement I)
14.30 - 15.30	Working Groups (continued)
15.30 - 16.00	Break
16.00 - 17.00	Reporting back from Working Groups The rapporteurs will report back to plenary.
17.00 - 17.30	Concluding remarks of the day (Kate Half, IDMC)



## Thursday 20 January

8.30	Coffee and tea
9.00 - 9.30	Synthesis of Working Group recommendations from Day 1 (Beth Ferris, Brookings-LSE Project on Internal Displacement)
9.30 - 10.45	Policy design for national assistance for local integration What are the good practices to determine responsible government bodies and coordination mechanisms, including line ministries and local authorities? What are the good practices in terms of project design and finance?
10.45 - 11.15	Break
11.15 - 12.30	Supporting local integration: good practices of UN, NGOs and NHRIs What are examples of UN, NGO and NHRI support for local integration of IDPs and how have obstacles been addressed? What are good practices for collaboration between UN agencies and others on local integration?
12.30 - 13.30	Working Groups (themes and group members will be the same as Day 1, specific questions to be determined at end of Day 1)
13.30 - 14.30	Lunch (Cafeteria of Maison internationale de l'environnement I)
14.30 - 15.30	Working Groups (continued)
15.30 - 16.00	Break
16.00 - 17.00	Reporting back from Working Groups (UNHCR) The rapporteurs will report back to plenary.
17.00 - 17.30	Event output - Statement of principle The statement of principle would affirm the importance of local integration as one settlement option for IDPs, include the main points that emerged from the seminar about local integration of IDPs in protracted displacement and outline any agreement on the common way forward.
17.30 - 17.45	Closing remarks

## **The Internal Displacement Monitoring Centre**

The Internal Displacement Monitoring Centre (IDMC) was established by the Norwegian Refugee Council following the request of the United Nations Inter-Agency Standing Committee to set up an IDP database in 1998. The Geneva-based Centre has since evolved into the leading international body monitoring internal displacement caused by conflict and violence in some 50 countries worldwide. IDMC is funded by a wide range of institutional donors and foundations.

The Internal Displacement Monitoring Centre focuses on the following activities:

- monitoring internal displacement worldwide and maintaining an online database on conflict and violence related internal displacement;
- increasing visibility and awareness of internal displacement and advocating for the rights of internally displaced people;
- providing training on the protection of IDPs;
- contributing to the development of guides and standards for the provision of assistance and protection to internally displaced people.

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**Norwegian Refugee Council**  
**Chemin de Balexert 7-9**  
**CH-1219 Châtelaine (Geneva) Switzerland**  
**[www.internal-displacement.org](http://www.internal-displacement.org)**

## **The Brookings-LSE Project on Internal Displacement**

The Brookings-Bern Project on Internal Displacement was created to promote a more effective national, regional, and international response to this global problem and to support the work of the Representative of the UN Secretary-General on the Human Rights of Internally Displaced Persons in carrying out the responsibilities of the mandate. The Project is now known as the Brookings-LSE Project on Internal Displacement, reflecting the institutional affiliation of the new UN Special Rapporteur on the Human Rights of IDPs. The Project monitors displacement problems worldwide, promotes the dissemination and application of the Guiding Principles on Internal Displacement, works with governments, regional bodies, international organisations and civil society to create more effective policies and institutional arrangements for IDPs, convenes international seminars on internal displacement, and publishes major studies, articles and reports.

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