

Collaboration

A concerted effort by all stakeholders using their different mandates, expertise, resources and networks to meet commonly identified needs and targeted outcomes can significantly increase the likelihood of durable solutions being achieved. For this to happen, it is essential that not only humanitarian, but also development agencies and donors be involved in the process from the earliest possible stage of the response.

❖ Key concepts

- ➔ The achievement of durable solutions is a complex and gradual process that requires a concerted and coordinated approach by many stakeholders.
- ➔ Primary responsibility for durable solutions rests with the state, but local, national and international organisations working in various fields, including development, have complementary roles to play. It is essential that the authorities provide all those involved with unimpeded access to IDPs, as per guiding principle 30.
- ➔ **Development factors** kick in during the early recovery phase and are essential to durable solutions. As such, the sector should be involved as early as possible in the response so as to ensure a smooth transition from early recovery to the development phase, and to avoid interventions either duplicating or clashing with each other.
- ➔ **Stakeholder mapping** to identify all relevant responders also helps to facilitate the achievement of durable solutions.
- ➔ **Complementarity** emphasises the importance of diversity and cooperation. Each stakeholder should be engaged in the process based on what it is best placed to do. Diversity of programming but unity of effort can be a significant multiplier.
- ➔ **The consultation and participation** of IDPs and host communities in the planning and management of the process leading to durable solutions is essential, as per guiding principle 28.2. Mechanisms for doing so should respect their social structures and decision-making processes and ensure that no one, particularly those at risk of marginalisation, is excluded.

❖ Bridging the gap between humanitarian and development intervention

The debate about linking humanitarian and development assistance emerged in the 1990s, when the term “relief-development continuum” was coined. The aim was to identify complementary objectives and strategies in relief and development programmes, and to promote the concept of humanitarian assistance as the foundation for recovery and the establishment of sustainable livelihoods.

The concept of a continuum also focused attention on the need to bridge the funding and operational gap that tends to open up between emergency and development programming. More recent studies suggest the need for a further shift and the need to conceive these different interventions as simultaneous and possibly intersecting each other.

→ **Early recovery:** The Global Cluster on Early Recovery (GCER), led by the UN Development Programme (UNDP)'s bureau for crisis prevention and recovery, gives the following definition:

“A multidimensional process of recovery that begins in a humanitarian setting. It is guided by development principles that seek to build on humanitarian programmes and catalyse sustainable development opportunities. It aims to generate self-sustaining, nationally owned, resilient processes for post crisis recovery. It encompasses the restoration of basic services, livelihoods, shelter, governance, security and rule of law, environment and social dimensions, including the reintegration of displaced populations.”

Early recovery should not be considered merely a transition phase, but an important part of the process that leads to the achievement of durable solutions. The proper implementation of early recovery measures is also thought to help prevent displacement from reoccurring.

→ **Forced Displacement - the Development Challenge:** This 2009 World Bank study underlines the persistence of gaps in the post-conflict recovery efforts of both governments and international organisations. It highlights the need for political will among all stakeholders to formulate a shared strategy that encompasses political, security, development and humanitarian tools. Such a strategy should ensure that development interventions support the process of achieving durable solutions. It should also include assessments and joint follow-up actions. The study also calls for development interventions that are inclusive and address the specific needs of vulnerable groups such as IDPs.

→ **Early recovery cluster coordination:** The GCER is responsible for integrating an early recovery approach into the humanitarian response.

- GCER is made up of 31 agencies, and is tasked with improving capacity at the global level to support humanitarian and resident coordinators in the strategic integration of early recovery efforts from the outset of the emergency response.
- GCER approaches early recovery as a process of improving coordination between the humanitarian and development sectors to help save lives and resources. It aims to foster development achievements and opportunities and use local capacity to help implement the response. It is intended to support the efficient transition from humanitarian relief to recovery and development work.
- GCER's technical working group has led the creation of **guide to putting the UN secretary general's 2011 strategy on durable solutions into practice**. It is aimed at all those involved in the elaboration of such strategies, and outlines steps to be taken towards the achievement of solutions. These include supporting humanitarian and resident coordinators, humanitarian country teams and UN country teams. The guide is a reference point for all of the partners that humanitarian and development organisations engage with - national and local authorities, civil society, donors, regional organisations, researchers and IDPs and other communities affected by displacement.

❖ UN secretary general's strategy on durable solutions¹

This document calls on resident and humanitarian coordinators to lead the development of durable solutions strategies for IDPs and returning refugees. It focuses on defining the most appropriate division of roles and responsibilities based on its provisions and in consultation with national authorities and partners.

As the respective lead agencies for the global early recovery and protection clusters, UNDP and UNHCR are tasked with providing technical expertise to support the elaboration of country strategies. UNHCR's coordinating role as the agency responsible for refugee solutions is made clear by reference to others' need to work with it.

The secretary general's decision is instrumental in determining UN country teams' engagement and the internal division of roles in supporting efforts to achieve durable solutions. It has, however, been criticised for focussing almost entirely on defining organisational arrangements for the international community, and for failing to properly address the roles of national responders, first and foremost the authorities as primary duty bearers.

Three countries were chosen to pilot the decision - Kyrgyzstan, Côte d'Ivoire and Afghanistan.

Kyrgyzstan

UNHCR and GCER carried out a scoping mission to Kyrgyzstan to roll out the secretary general's decision in December 2012. Following the mission, a coordinator for the development of a durable solutions strategy was deployed and made concrete recommendations. The development of the strategy did not advance as had been hoped because of a lack of capacity at the resident coordinator's office, but the work of the coordinator and the UN country team did result in a solutions-oriented approach to a peace-building fund submission and other subsequent projects.

Further assistance from a senior ProCap officer deployed with UNDP to support the work of GCER's technical working group on durable solutions in 2014 led to the establishment of a durable solutions working group at national level: which finalised the strategy and guided its adoption by the humanitarian country team in close coordination with the resident coordinator, UNHCR, UNDP.

Côte d'Ivoire

GCER carried out a scoping mission to Côte d'Ivoire in 2013 to support the UN country team's launch of the pilot. It was followed by the appointment of a coordinator for the development of a durable solutions strategy to support the work of a *comité de pilotage*, or management committee, made up of government officials and representatives of UN agencies and national and international NGOs.

It was also agreed that the Joint IDP Profiling Service (JIPS) would coordinate a profiling exercise to inform the strategy development, to take place at the same time as the coordinator's deployment. UNDP and UNHCR hired the coordinator jointly at the end of 2013. The profiling of IDPs was delayed and not completed until December 2014, but it provided baseline data for the strategy.

GCER undertook a follow-up mission to revitalise the process in May 2014, which was followed by a training workshop on durable solutions led by IDMC in July 2014. The workshop served to formulate recommendations that informed the drafting of the strategy. As of May 2015, the draft was under review by a *comité de suivi*, or follow-up committee. It includes a detailed action plan as an annex with budget estimates for each element, as requested by the follow-up committee.

¹ Formally known as the Secretary General's Decision on Ending Displacement in the Aftermath of Conflict

Afghanistan

In 2015 the Afghan operation was working closely with the authorities on bringing together national and UN development planning when the pilot was taken up in 2015, and collaborating on the elaboration and roll-out of key initiatives. Organisations continue to work together in areas of resettlement and return. The secretary general's decision has not been expressly employed to date, but its spirit is reflected in current practices and lessons learned from other operations are being applied.

Work on the newly adopted national policy on IDPs and a solutions strategy for Afghan refugees continues in close coordination with line ministries and senior government officials, and the office of the resident and humanitarian coordinator. Clusters and working groups tend to focus on responding to new crises, but work on durable solutions is firmly embedded in longer-term national and UN planning structures.