



# Chief Executives Board for Coordination

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## Report of the High-level Committee on Programmes at its forty-eighth session

### United Nations System-wide Approach to Internal Displacement

#### I. Introduction

1. The year 2024 represents the culmination of a multi-year effort to overhaul the way in which the United Nations (UN) responds to the issue of internal displacement. Beginning in 2019 when 57 Member States of the UN wrote to the Secretary-General and encouraged him to act on “the need for increased global attention in support of Internally Displaced Persons (IDPs)”, the Secretary-General commissioned a High-Level Panel to investigate what needed to change and then tasked the UN system to operationalize the Panel’s recommendations via a UN ‘Action Agenda on Internal Displacement’<sup>1</sup> which was launched in mid-2022. Alongside these efforts the Secretary-General appointed a temporary Special Adviser on Solutions to Internal Displacement to coordinate and accelerate the work around solutions, and the Inter-Agency Standing Committee (IASC) commissioned a wide-ranging, independent review of humanitarian response to internal displacement.<sup>2</sup>

2. The High-Level Panel and Action Agenda, foundational documents to this UN System-wide Approach to Internal Displacement, recognized that internal displacement cuts across all pillars and virtually all UN system entities and that IDP issues are relevant to humanitarian, development and peace actors. At the time of preparation of this document, at least 22 UN system entities have begun the work to advance the 31 commitments under the Action Agenda towards the interlinked goals of improved prevention of, and response and solutions to, internal displacement. Twelve of them have, as a result, developed dedicated corporate plans on solutions to internal displacement, committing to specific institutional reforms.

3. Recognizing the need to institutionalize these important efforts and potentially draw on an even wider array of UN system assets to address the growing challenge of internal displacement, the Special Adviser brought a proposal to CEB’s High-level Committee on Programmes (HLCP) at its 46<sup>th</sup> session. The proposal highlighted the opportunity to integrate the overarching vision of the Action Agenda into a new system-wide framework towards greater coherence in the approach toward IDPs, and to consolidate and sustain initial reforms in policies and behaviors introduced under the Action Agenda in 2023-2024

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<sup>1</sup> <https://www.un.org/en/solutions-to-internal-displacement/action-agenda-commitments>

<sup>2</sup> <https://interagencystandingcommittee.org/inter-agency-standing-committee/independent-review-humanitarian-response-internal-displacement>

during the limited mandate of the Special Adviser. The Committee agreed to pursue a process toward a system-wide approach, leveraging HLCP's broad membership and its mandate to foster policy coherence. An HLCP Working Group on Internal Displacement was subsequently created under the leadership of the Special Adviser, with the participation of 28 entities.<sup>3</sup> It pursued a two-phase process, first establishing a shared understanding of the underlying systemic challenges, then proceeding to develop recommendations, inter alia, on systemic changes to better organize the UN system to address internal displacement more predictably, with clarity on the roles and complementarities of individual entities and existing coordination mechanisms. At the Committee's 47<sup>th</sup> session, members provided feedback on the preliminary framing of the internal displacement problem and requested the Working Group to present the draft System-wide Approach for consideration at its 48<sup>th</sup> session.

4. This UN System-wide Approach to Internal Displacement is the culmination of these efforts. It articulates how the UN system understands the growing challenge of internal displacement with the benefit of the last five years of reflection, conversation and testing of approaches at the country level. It places the challenge in the wider context of achieving the 2030 Agenda for Sustainable Development. It recognizes the need for fundamentally different ways of working than established practices and beyond the traditional domain of humanitarian action alone. And it lays out a series of innovations and institutional reforms and mechanisms designed to deliver on these new demands.

5. Drawing on lessons generated from 15 pilot countries<sup>4</sup> testing solutions to internal displacement, the System-wide Approach aims to promote country level results that directly impact the lives and livelihoods of displaced populations. Success at the country level depends also on a global backbone that ensures UN Country Teams (UNCTs) have the resources, capacities, tools and policies they need to deliver. The System-wide Approach, therefore, seeks to provide a comprehensive framework for both country and global levels that complements the work of other UN inter-agency structures – such as the IASC, the Joint Steering Committee on Humanitarian and Development Collaboration (JSC) and the UN Sustainable Development Group (UNSDG) – to bring coherence around the UN system's approach to internal displacement and connect all the relevant actors. Unlike other groups of people 'on the move' (such as refugees or migrants for example), 'internally displaced persons' do not have a single home in the UN architecture. This reality needs to be turned into a strength not an impediment so that it enables and encourages a broad level of buy-in from across the whole UN system, befitting a problem that is profoundly multi-dimensional in nature. The value of this System-wide Approach should therefore be judged, ultimately, on whether the UN system is indeed better able to draw on all of its assets to serve some of the most marginalized people on the planet and the communities in which they live.

**6. Recognizing that global and country level coordination and action go hand-in-hand to effectively address the issue of internal displacement in a comprehensive and sustained manner, at its 48<sup>th</sup> session, HLCP supported the draft UN System-wide Approach to internal displacement in its entirety, with a view to promoting coherence and cross-pillar integration in the UN system's work in this area.**

**7. Noting the extensive consultations that have taken place with the relevant actors/mechanisms to develop and agree on a design for reconfigured global support arrangements, HLCP particularly welcomed the proposal set out in section III. C. of the draft System-wide Approach.**

**8. Further, HLCP encouraged the actors and mechanisms responsible for the constituent parts of the System-wide Approach and that have been identified to play**

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<sup>3</sup> FAO, ILO, IMF, IOM, ITU, OHCHR, UNDP, UNDRR, UNEP, UNESCO, UNFPA, UN-Habitat, UNHCR, UNICEF, UNIDO, UNOPS, UNRWA, UN-Women, UN-DCO, UN-DESA, UN-DGC, UN-DPO, UN-OCHA, UN-OCT, UN-PBSO/DPPA, UPU, WFP, World Bank Group.

<sup>4</sup> Afghanistan, the Central African Republic, Chad, Colombia, Ethiopia, Iraq, Libya, Mozambique, Niger, Nigeria, Vanuatu, Somalia, South Sudan, Sudan, Yemen

central roles in implementing it, to review the recommendations addressed to them (see section III and Annex 1) and consider if and how to take them forward within their respective mandates and in the context of the overall System-wide Approach.

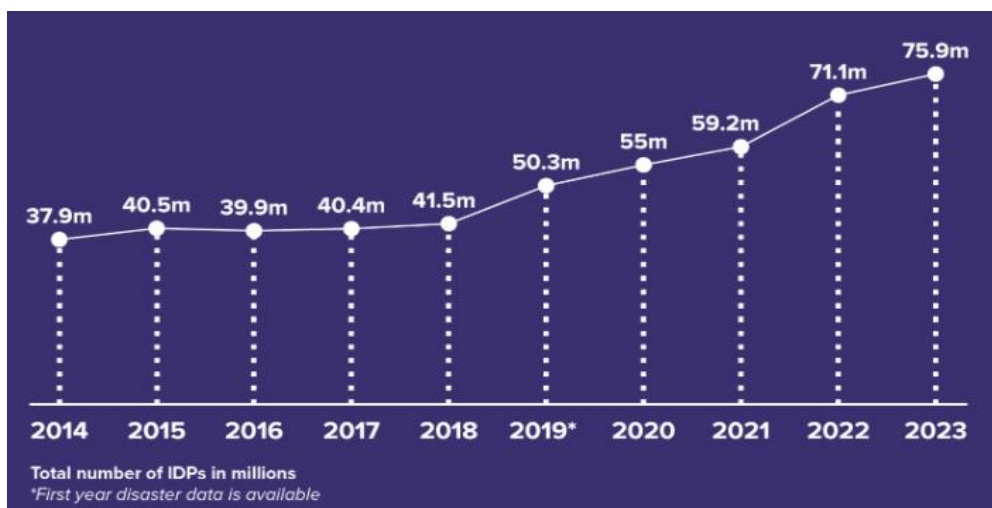
## II. Understanding the Problem

### A. Understanding internal displacement

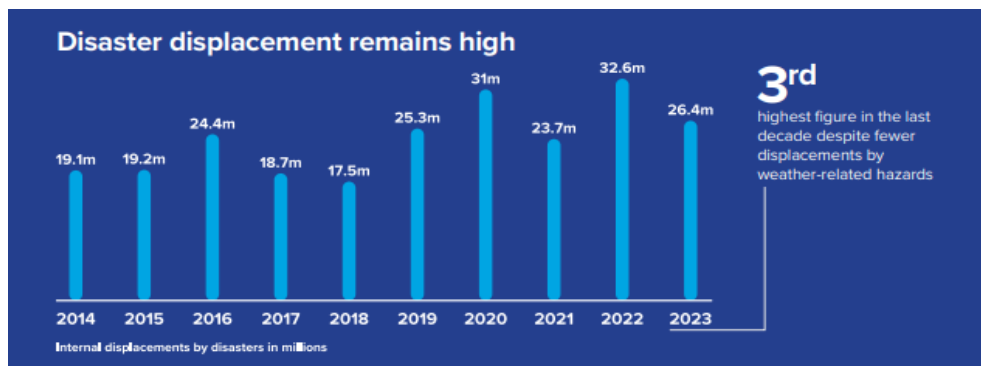
9. When the High-Level Panel on Internal Displacement was convened by the Secretary-General in 2019, there were 50.3 million internally displaced persons, the highest ever on record. Unfortunately, internal displacement has broken records every year since – with 75.9 million persons living in internal displacement at the end of 2023 (see figure 1). Of these 75.9 million displaced persons, 90 per cent were attributable to conflict while 10 per cent were attributable to climate-related disasters.

10. Whilst conflict explains the majority of long-term displacement, an increasing number of people are being temporarily displaced by disasters (such as floods, earthquakes, wildfires) during the course of the year; there were 26.4 million such disaster-related displacements/movements in 2023 (see figure 2) for example, vs. more than 20.5 million conflict-related displacements (see figure 3). As compared to conflict-related displacements, disaster displaced persons have been more likely to return home relatively quickly and are less likely to join the ranks of the long-term displaced. This pattern is changing however, with conflict and disasters increasingly intersecting and with increased displacement due to slow-onset disasters (such as desertification and sea-level rise) and biodiversity and ecosystem degradation, making solutions more elusive.

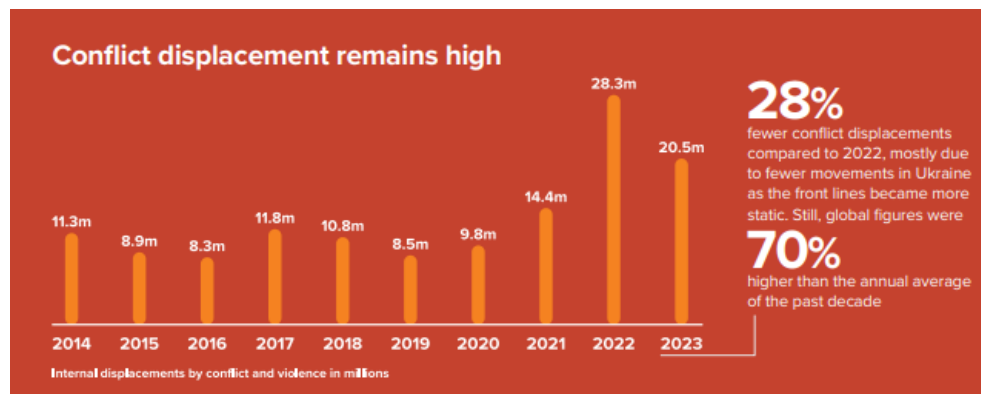
*Figure 1: Total number of IDPs living in internal displacement at the end of 2023<sup>5</sup>*



<sup>5</sup> IDMC Global Report on Internal Displacement 2024

**Figure 2: Trends of disaster displacements (movements) per year 2014-2023<sup>6</sup>**

11. **The immediate drivers of displacement described by the High-Level Panel in 2021 – conflict and violence, disasters, climate change, human right violations - remain valid. Root causes** are multi-dimensional and complex and include lack of development, governance and institutional weaknesses and failure to manage and mitigate risks, be they social, economic, political, security or environmental. Furthermore, escalating impacts of climate change disproportionately affect low-income states. Internal displacement is both a cause and outcome of fragility and conflict with fragile contexts generating the vast majority of IDPs according to the Organisation for Economic Co-operation and Development (OECD).<sup>7</sup> Eight out of 10 of the countries with the highest numbers of IDPs feature at the lower end of the Human Development Index<sup>8</sup> and four feature among the 10 countries most affected by terrorism.<sup>9</sup>

**Figure 3: Trends of conflict displacement (movements) per year 2014-2023<sup>10</sup>**

12. Moreover, IDPs are increasingly displaced for prolonged periods as civil wars and insurgencies extend into years and even decades and lasting solutions are not identified for the displaced in the meantime. Children may experience displacement for their entire childhoods. The impacts of climate change and slow-onset events like droughts and sea-level rise also point to more protracted displacement due to disasters, underscoring the need for increased investment in climate adaptation and ecosystem strengthening measures, as many disaster-displaced IDPs may no longer have the option to return home. In areas like the Sahel, reduced rainfall, desertification and extreme heat—compounded by conflict—

<sup>6</sup> IDMC Global Report on Internal Displacement 2024

<sup>7</sup> Organisation for Economic Co-operation and Development (OECD), [States of Fragility Report](#), 2022

<sup>8</sup> United Nations Development Programme (UNDP), [Human Development Index](#), 2024.

<sup>9</sup> [Global Terrorism Index 2024](#).

<sup>10</sup> IDMC Global Report on Internal Displacement 2024

threaten traditional livelihoods. Low-lying island nations and coastal communities are particularly vulnerable to rising sea levels. The World Bank projects that climate change could compel 216 million people to relocate within their countries by 2050.<sup>11</sup>

13. Internal displacement is also an increasingly urban phenomenon as IDPs seek refuge in towns and cities, drawn by safety, better services and potential economic opportunities. A 2019 assessment by the Center for Global Development estimated that about 50 per cent of IDPs in low- and middle-income countries reside in urban areas.<sup>12</sup> At the same time, traditional IDP camps are still prevalent in rural areas, with many displaced persons still living in such settings. Even in urban areas, IDPs sometimes reside initially in self-settled informal camps.

**i. What is at stake?**

14. **Internal displacement often reflects a catastrophic breakdown in the social contract.** The impact of internal displacement on an individual can be profound with the sudden loss of a home, a livelihood, possessions, and one's community. IDPs may have suffered or witnessed grave human rights violations and continue to be exposed to protection concerns in their displacement. The impact of this sudden loss of assets and the challenge of securing a new livelihood in host areas can leave IDPs highly dependent on humanitarian assistance for access to food, shelter, health and education.<sup>13</sup>

15. As humanitarian assistance inevitably diminishes over time, and access to livelihoods and resilience-building support remains limited, displaced people find it increasingly challenging to meet their basic needs. As a result, relative to the non-displaced population, IDPs are more likely to live in **poverty**, and be dependent on the informal sector, long after their initial displacement, lacking economic opportunities and facing **social and economic exclusion and discrimination**, as well as legal and documentation challenges.<sup>14</sup> Unsurprisingly, the combination of these factors can have heavy consequences on the mental health and well-being of IDPs, which come in addition to the overall loss of agency experienced from the initial displacement.

16. **Furthermore, displacement interacts with existing vulnerabilities to create heightened risk and impact. Women and children**<sup>15</sup> in displacement are at higher risk of gender-based and other forms of violence, have greater barriers to accessing basic needs and services and may be forced to resort to harmful coping mechanisms as a result. Access to education is a particular challenge for children, with 10.5 million IDP children currently estimated to be out of school. This not only presents immediate protection risks but can result in a generational loss of skills and opportunity.<sup>16</sup> **Indigenous Peoples and ethnic minorities** also face additional challenges relating to cultural identity, land tenure and legal recognition.

17. The sudden arrival of sometimes large numbers of people naturally also **impacts receiving communities** with 80 per cent of IDPs hosted in fragile contexts.<sup>17</sup> Internal

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<sup>11</sup> World Bank Group, [Climate Change Could Force 216 Million People to Migrate Within Their Own Countries by 2050](#), 13 September 2021; IFRC/OCHA/Red Cross Red Crescent Climate Center, [Extreme heat: Preparing for the heat waves of the future](#), 10 October 2022.

<sup>12</sup> [How Urban are IDPs and What Does that Mean for Their Economic Integration? | Center For Global Development \(cgdev.org\)](#), 10 May 2019.

<sup>13</sup> UNDP, [Turning the tide on internal displacement: a development approach to solutions](#), 2022.

<sup>14</sup> [World Bank Informing Durable Solutions for Internal Displacement in Nigeria, Somalia, South Sudan, and Sudan 2019](#).

<sup>15</sup> In 2023, over half of all IDPs were women and girls, while some 49 per cent were children (UNHCR Global Trends report 2024).

<sup>16</sup> UNESCO. 2019. *Global Education Monitoring Report 2019 – Arab States – Migration, displacement and education: Building bridges, not walls*; Chapter 5: Internal Displacement. Paris, UNESCO; see also **TES Global Initiative on Partnerships for Transformative Actions in Crisis Situations**.

<sup>17</sup> OECD, [States of Fragility Report](#), 2022.

displacement can have a significant impact on social and environmental services. Displacement into urban areas often accelerates urban growth, straining the absorptive capacity of basic services, and, if unplanned, fuelling informality. IDPs either integrate into existing informal settlements or slums alongside the urban poor, with pre-existing chronic vulnerabilities, or add new informal sites. Insecurity of tenure exacerbates protection risks and prevents solution pathways. This increased strain on, and competition for, local resources and services can also create or exacerbate tensions between IDPs and their host communities.

18. **In summary, growing internal displacement** is a direct challenge to the 2030 Agenda, across the spectrum of rights and objectives pursued by the Sustainable Development Goals (SDGs) and its promise to 'leave no one behind'.<sup>18</sup> Amongst countries most affected by internal displacement, none are on track to achieve the Goals related to hunger, health and gender equality, for example. The **direct “cost” of displacement globally was conservatively estimated in one 2021 study to be 20.5 billion USD per annum** in humanitarian outlays, lost livelihoods, education, health and security without accounting for longer-term impact on host communities and a country's development trajectory.<sup>19</sup>

## B. The roles and responsibilities of governments

19. The High-Level Panel's core message was that **the challenge of internal displacement will only be resolved with strong leadership from the governments of the countries concerned. National and local** governments need to be both willing and able to do so. Only governments can mount effective preventive strategies to reduce tomorrow's internal displacements and mobilize the necessary financial investments to translate preventive strategies into action. This proposition is perhaps more straight-forward vis-à-vis disaster and climate-related displacements, where effective risk reduction measures, climate adaptation strategies, and disaster preparedness actions have proven to reduce the risk of displacements in the wake of sudden or slow-onset events. Yet, even in this domain, governments have been slow to seize opportunities to act early – with 71 per cent of the 100 most climate-vulnerable countries lacking explicit provisions on climate-related displacement in their National Adaptation Plans (NAP) and Nationally Determined Contributions (NDCs).<sup>20</sup>

20. In volatile settings, greater success in preventing the outbreak of conflicts would reduce the number of conflict-induced displaced persons dramatically, including through early preventive diplomacy. The importance of the Security Council's preventive actions in reducing displacement can hardly be exaggerated. **How wars are conducted**, when preventive measures fail, is equally important. All parties to a conflict must respect international humanitarian law and minimize the pressures on civilians to flee while also ensuring that human rights principles and civilian protection standards are upheld when armed violence befalls communities. Counter-insurgency operations, for example, can leave significant displacement in their wake. Forcing people out of their homes and communities and severing their access to a livelihood comes at a very high human, financial and psychological cost.

21. Where prevention fails, and governments are willing but have insufficient capacity to assist affected populations with humanitarian assistance they **should be supported by the UN and wider international community** both in terms of immediate assistance and laying the groundwork for sustainable solutions. In their response, governments should be guided by a well-developed normative framework drawing on international humanitarian and human rights laws and enshrined in the 1998 Guiding Principles on Internal

<sup>18</sup> The issue of internal displacement has been addressed by some countries in their voluntary national reviews at the High-Level Political Forum on Sustainable Development.

<sup>19</sup> IDMC | GRID 2021 | 2021 Global Report on Internal Displacement ([internal-displacement.org](https://www.internal-displacement.org)).

<sup>20</sup> OECD, 2023.

Displacement which outline the rights of IDPs and obligation of States. It is important that even in these situations, development funding and financing continues to work on solutions at the local level. Development action cannot wait until the “humanitarian phase” is over, as this will inevitably delay solutions. Development activities in these contexts should reinforce existing international human rights laws, promote and advocate for the fundamental values, standards and principles of the UN Charter, including respect for human rights and gender equality in pursuit of the SDGs.

22. More problematic are scenarios **where governments are unwilling to assist IDPs** or are actively displacing their citizens through acts of commission or omission and/or responding to internal displacement during unconstitutional changes of government. Such scenarios require a highly calibrated humanitarian response underpinned by the humanitarian principles of humanity, neutrality, impartiality and independence, with an emphasis on the protection of civilians.

23. The **UN Special Rapporteur on the human rights of internally displaced persons** has an especially critical monitoring and advocacy function in these circumstances. As the single independent global champion dedicated to the protection of internally displaced persons worldwide, a key focus of the mandate is to support States in meeting their primary responsibility for protection and assistance to internally displaced persons through dialogue, advocacy, country visits, reports and other means. The mandate also aims to strengthen the international response to internal displacement, including by promoting the Guiding Principles on Internal Displacement and reporting annually to the Human Rights Council and General Assembly. The UN system reinforces the Special Rapporteur’s efforts through its own Agenda for Protection. At the country level, the Universal Periodic Review and reviews by the UN human rights Treaty Bodies (such as the Committee on the Rights of the Child) are other important entry points for discussions with Governments on their human rights obligations vis-à-vis displaced populations.

24. **Ultimately, resolution of internal displacement can rarely be achieved without strong Government leadership.** The lessons of recent years have made it clear that solutions to displacement need to be integrated into the development plans of Governments – and development donors – and into structural commitments to ‘leave no one behind’, ideally linked to the achievement of SDG targets. Regional and local government leadership in implementing solutions is also vital to success: governors, regional presidents, mayors and other local representatives are often best placed to coordinate implementation of solutions strategies and need to be empowered – and financed - by their own national Governments, to manage this work. Strengthening participatory and inclusive governance at national and local levels to do so can also help signal political will to rebuilding a frayed social contract between State and IDP by fostering socio-economic integration of IDPs and affected communities, improving security, enhancing IDPs’ civil and political participation and promoting social cohesion. All of this requires significant and sustained development investments that can also only be unlocked by governments - only governments can create clear links to national budget allocations and raise the necessary resources from international financial institutions, international development donors and enable potential private sector investments. Only through Government leadership, working via country systems, can a financing response be achieved that matches the demands, in scale and complexity, of internal displacement solutions.

### **C. Repeated, structural obstacles to “getting it right”**

25. It has been five years since Member States requested the Secretary-General to commission a High-Level Panel and initiated a stronger engagement by the UN system on internal displacement. Since then, the Secretary-General’s Action Agenda set out UN commitments in this respect, triggering the work of the Special Adviser on Solutions to Internal Displacement, internal reforms inside agencies to optimize their work on displacement and a special effort to test new approaches to solutions at the country level in 15 pilot countries.

26. The Action Agenda – launched in mid-2022 - set out 31 commitments for the UN across prevention, response and solutions. A number of these commitments have been ‘met’ and are in implementation: for example, strengthening support to Resident Coordinators (RCs) on solutions by establishing an Internal Displacement Solutions Fund, placing Solutions Advisers in RC Offices, developing a new framework around data for solutions, undertaking an independent review of the humanitarian response to internal displacement and implementing institutional plans by UN entities to make them more ‘fit for purpose’ to drive solutions to displacement. Other commitments remain in-process, for example unlocking new development finance at the scale required and the roll-out of deliberate preventive strategies.

27. In the long-term, maintaining this momentum will require deliberate, sustained effort. The inter-agency consultation process informing this UN System-wide Approach (see Annex 2) has helped build a collective understanding of the interconnectedness of prevention, response and solutions, and the behaviours that the UN system needs to adopt to respond in a different manner. It has also underlined three structural challenges that will continue to undermine the system’s efforts and the sustainability of reforms if not addressed: the challenges of visibility, predictability and agility.

#### **i. Visibility**

28. Despite the spiralling numbers, increased complexity and the ‘protractedness’ of internal displacement, **IDPs do not receive the global, regional, or even national attention they deserve.** This is due to a host of challenges that go well beyond being a question of simply ‘better communications’. The sheer breadth of situations encompassing ‘internal displacement’ from disasters to conflict, short- and long-term, the absence of a single responsible UN agency, different narratives, competing data sets and data gaps, and Member State sensitivities are some of the factors which contribute to the chronic invisibility of internally displaced persons in the international policy and aid debates. IDPs need to be lifted into the discourse at all levels, depoliticized to the maximum extent possible and better understood through robust, higher-quality data that supports a coherent narrative.

29. The UN system can do more to address this visibility challenge by ensuring internal displacement finds its way into policy, governance and reporting processes across the spectrum of UN ecosystems. Finding space for the issue at the General Assembly or the Economic and Social Council (ECOSOC) and other relevant multilateral fora not only as a humanitarian imperative but equally, as an integral part of leaving no one behind and the peacebuilding agenda is also important. Recent experience has underlined that a number of Member States are willing and able to champion internal displacement issues; the UN will continue to advocate and collectively promote the need for some kind of periodic forum for Member States to come together and discuss internal displacement, also involving other key stakeholders not least IDPs themselves. The UN system recognizes it must help solve this broader, more structural issue around visibility if it is to make headway on solutions in a sustainable way.

#### **ii. Predictability**

30. The UN’s current responses to internal displacement are highly uneven. In some countries, the development system mobilizes quickly to support efforts towards solutions; in other contexts the operation remains heavily dependent on humanitarian response plans for years. Similarly, different UNCTs show varying degrees of capacity and readiness to engage around solutions and not every RCO is equally ready and able to discharge the necessary convening and coordination role. Solutions require the full deployment of expertise of the UN development system, however some key agencies (UN-Habitat, UNEP or OHCHR for example) are often non-resident and less able to operationally engage at the country level. In some contexts, the UN system converges around certain aspects of the displacement agenda while leaving other aspects orphaned. While the principle of ensuring the response is country-driven and customized to contextual specificities is key, this unevenness is more often than not a product of a lack of a deliberate strategy, a heavy



dependence on project financing and thus donor priorities, and serious funding constraints overall.

31. Greater predictability on the part of the UN system response to internal displacement hinges on several measures. These include the development of clear guidance with clearly assigned roles and responsibilities, an empowered and resourced RC or RC/Humanitarian Coordinator (HC) able to deconflict at the country level, funding mechanisms that are managed jointly and can leverage the full spectrum of UN resources, clear expectations vis-à-vis UN system leadership at the country level, and robust coordination and planning processes. A strong global support and leadership infrastructure is equally critical to ensure the UN system delivers more predictably.

### iii. Agility

32. The UN is often seen as **path-dependent, remaining stuck in a posture which responds more to yesterday's context than necessarily today's or anticipating tomorrow's**. Much greater agility is required to keep up with fast-moving environments. Different "phases" of an operation require a different mix of inputs. Leadership and accountabilities need to shift, matching a situational reality where the transition from a humanitarian situation to development is not linear but includes a mix of different and sometimes parallel responses from the start of a displacement situation. The imperative is to change gears as soon as possible from a primarily humanitarian response to a solutions posture that prioritizes self-reliance and government ownership and leadership, in order to avoid creating dependency and minimizing the risk that displacement becomes protracted.

33. Creating this agility has remained elusive. In part this reflects financing silos and conservative donor postures that are hesitant to invest in government systems while peace remains fragile. In part this reflects the UN's heavy dependency on earmarked, project funding that does not allow the UN much scope to anticipate and invest at-scale even before donors may be ready politically. In part this reflects the hardening of borders between humanitarian vs. development programming, positions on principles, priorities, tools, funding and financing instruments. In part this reflects inadequate protocols that force a regular reassessment of whether the team on the ground is 'fit for purpose'. In part this reflects a lack of established policies, good practices and accessible expertise to help navigate and anticipate transitions. In short, the system continues to struggle with rigid response models, inflexibly siloed donor parameters, and blanket approaches in responding to displacement situations when what is needed is much greater agility.

## III. Actions and recommendations

### A. Delivering on the promise of a more joined-up response; connecting the three axes of prevention, response and solutions

34. The High-Level Panel laid out the three imperatives for better addressing the issue of internal displacement: better prevention, better response/protection and better resolution/solutions. **In practice each of these imperatives are closely inter-connected** and leveraging that interconnectedness is key to a successful UN system offer. The leadership role of the empowered RC or RC/HC, as emphasized in the Secretary-General's Action Agenda, is critical in this regard as much of the connectedness should be driven through the new generation of UNCTs and purposeful joint action on solutions to internal displacement.

35. Efforts to **prevent** new displacements in the future, must be informed by what is learned from (conflict or disaster) prevention failures and scientific climate change projections, in seeing missed opportunities, in better understanding and addressing root causes, in capturing the human and financial cost of failure-to-prevent in order to build the political and financial case for prevention. **Responses** to displacement crises similarly must already lay the foundations for solutions. Early responses must consider what it will take to transition from immediate stabilization and life-saving action to resilience and lasting

solutions. From day one the UN development system must initiate responses that develop national and local capacities. As the above implies, moving displaced persons onto **solutions** pathways is also profoundly shaped by the early response effort. Lasting solutions need to leave people safer and less at risk of being displaced again; ‘building back better’ should be designed with an in-built prevention, peace and resilience lens and the acknowledgement that, in protracted situations involving conflict and climate-related displacement, a ‘solutions pathway’ may not necessarily be a linear route. Future climate scenarios need to be integrated into solutions. The **Protection** imperative similarly cuts across prevention, response and solutions, with solutions ultimately constituting the ‘end-state’ of protection wherein the rights of internally displaced persons are fully restored.

**36. Preserving and promoting this interconnectedness at the country level under RC leadership will be helped or hindered by global system-wide action around data, analysis, planning, funding, and financing.**

37. Understanding and monitoring the evolving challenge of displacement and its solutions depends heavily on good **quality, timely and disaggregated data**. Operational actors regularly collect data to understand movements of displacement populations and their needs and vulnerabilities, and data sets like those produced by the IOM’s Displacement Tracking Matrix are critical. Different kinds of information and analysis are required to understand the drivers of displacement and how they change territories and human settlements. This should also help to better map the barriers and opportunities to sustainable solutions, based on the expressed needs and priorities of IDPs, and provide a foundation to align larger-scale development financing to implement solutions to displacement and collectively measure progress. Urban profiles and a granular understanding of the impact of displacement on human settlements and cities is also key. While significant progress has been made, including the endorsement by Member States in 2020 of the world’s first International Recommendations on IDP Statistics (IRIS)<sup>21</sup> and the individual and collaborative initiatives of many actors,<sup>22</sup> internal displacement data and profiling remains fragmented with overlapping initiatives and data gaps, and an absence of a fully developed and agreed-upon methodology for Governments to use to measure progress towards solutions. This task is now even more challenging as displacement crises are becoming increasingly a multi-layered intersection of conflict and climate-related factors. In 2023, an inter-agency Data for Solutions to Internal Displacement (DSiD) task force proposed a framework to improve data for solutions and address data-specific issues and gaps which needs to be fully field-tested.

38. There is a need for better joint **analysis across the humanitarian and development response**, making sense of the data to reach a common vision, including around the drivers of displacement, and what steps are needed to bring about solutions pathways for today’s displaced, and to mitigate tomorrow’s potential displacement through **foresight analysis** which maps growing displacement trends, push and pull factors informing displacement decisions and their territorial impact. Better analysis will inform better collective advocacy and policy dialogue. The Action Agenda brings coherence to the UN system’s vision on how to respond to the IDP challenge, which needs to be preserved. At the country level, UNCTs and Humanitarian Country Teams (HCTs) need to develop a joint analysis, including around the chronic and acute vulnerabilities of displacement-affected communities. This task will be greatly helped by the IASC’s encouragement to HCTs to work with UNCTs to develop tailored analysis and strategies around IDPs, and the UNSDG’s guidance on Common Country Analysis (CCA) which promotes a people-

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<sup>21</sup> See: [International Recommendations on IDP Statistics \(IRIS\) - EGRIS \(egrisstats.org\)](https://egrisstats.org)

<sup>22</sup> For example, the IOM’s Displacement Tracking Matrix, UNHCR, WFP, REACH, the Expert Group on Refugee, IDP and Statelessness Statistics (EGRIS), Internal Displacement Monitoring Centre (IDMC), Joint IDP Profiling Service (JIPS) and World Bank – UNHCR Joint Data Center on Forced displacement (JDC).

centered approach.<sup>23</sup> The World Bank's increasing efforts to integrate IDPs into their poverty analyses is also a critical break-through, supported by the UNHCR-World Bank co-led Joint Data Center. As is the increasing emphasis on the production of nationally owned data and the inclusion of IDPs in national statistics, championed by the Expert Group on Refugee, IDP and Statelessness Statistics (EGRISS) and its many members.<sup>24</sup>

39. Joint analysis and common understanding of underlying drivers of displacement and the core pathways for displacement solutions should in turn translate into joined-up **planning** to prioritize UN support. However, real-time coordination between humanitarian, development and peace partners, as well as disaster risk reduction (DRR)/climate actors are impeded by siloed coordination models. Key planning frameworks at the country level- the Humanitarian Response Plan (HRP) and the UN Sustainable Development Cooperation Framework (Cooperation Framework) - are bifurcated in principles, purpose and nature, and hence neither plan can capture support to solutions holistically. Solutions to displacement must be properly localized and tailored to their context, in particular in urban areas, taking into consideration the expressed needs and priorities of IDPs and impacted communities. It requires planning and participation at the national and sub-national level. The risks of displacement from a preventive perspective are also yet to feature prominently in UN CCAs. This challenge is mirrored in government planning processes where, for example, only a fraction of National Adaptation Plans or National Disaster Management Plans capture priorities vis-à-vis the risk of displacement.

40. **Funding** is another key enabler – or disabler – of a joined-up approach. Pooled funding arrangements like UN Multi-partner Trust Funds or the Secretary-General's Peacebuilding Fund have demonstrated the impact of joint financing mechanisms for more coherent inter-agency responses. Global resources that would not necessarily otherwise be available at the country level are a powerful way of jump-starting action across the UN pillars and the collaboration around it. Global funding can also help anticipate transitions while the long-term arrangements fall into place – as demonstrated successfully by the new Internal Displacement Solutions Fund. The UN will be hard-pressed to achieve the necessary operational agility to pivot quickly to support Government-led solutions processes without a breakthrough in the anticipatory use of development financing to build the necessary institutional and community systems to implement solutions at scale and with the requisite speed.

41. The High-Level Panel and Action Agenda identified **financing** as one of the most critical requirements for effectively addressing internal displacement. A government-led, development-oriented approach to internal displacement requires the UN to support governments in thinking strategically about how development finance can effectively support investments in public policies for solutions. In a global context marked by limited access to development resources and competing investment priorities, development finance should be viewed comprehensively, considering the different roles of domestic resources, official development assistance, IFIs, and the private sector. A radical shift from the traditional humanitarian funding paradigm is needed to better align the UN's approach to financing internal displacement solutions with the broader financing for development objectives, as outlined in the 2015 Addis Ababa Action Agenda.

## **B. Delivering at the country level**

42. The UN system country-level approach aims to provide a menu of interventions that can be adjusted to meet the needs of the local context. A priori, it aims to **prevent new** internal displacement through a strengthened response to addressing root causes, including under-development, inequality, conflict, climate change and intercommunal competition

<sup>23</sup> The IASC review encourages HCTs to have a discrete analysis and strategic approach around IDPs, recognizing the inherent risk of prolongation, of this target population. The UNSDG guidance on Common Country Analysis (CCA) currently under revision, is placing particular emphasis on a people-centered approach with a focus on those furthest left behind.

<sup>24</sup> See: [EGRISS Home - EGRISS \(egrisstats.org\)](https://www.egrisstats.org/)

over reducing resources. Should prevention fail, the UN aims to **respond and protect** predictably and coherently in line with international norms. The approach places emphasis on shifting rapidly to supporting governments to **resolve** internal displacement by laying the groundwork for solutions early and pivoting to a government-owned, development-postured solutions model as soon as possible.

43. **Partnership** with the range of impacted stakeholders is critical to resolving internal displacement, the most critical of course being internally displaced and impacted communities themselves. All interventions should be guided by meaningful engagement, and the views and priorities of impacted people. The Action Agenda emphasized a whole-of-society approach, highlighting the importance of working across sectors and pillars including with local actors, civil society organizations, national institutions, private sector actors and IFIs for lasting solutions.

**i. An enhanced approach to prevention at the country level**

44. As the numbers of displaced persons continue to rise dramatically, urgent action is needed to address the root causes of displacement, especially through better integration of displacement into broader conflict prevention and climate action efforts. To integrate work on displacement into these efforts and operationalize the New Agenda for Peace at the country level, the UN will ensure that internal displacement is prioritized in **national prevention and mitigation efforts**<sup>25</sup> through a coordinated, coherent approach that integrates conflict, climate and disaster mitigation risks into national prevention frameworks. When there are early signs of conflict, renewed violence or threats to civilians, the UN will mobilize rapid action to support de-escalation, political negotiation and conflict resolution, and systematically address internal displacement as part of these efforts.<sup>26</sup>

45. In contexts where UN peace operations and political missions are present, **displacement will be addressed as part of mission advocacy efforts towards de-escalation, political negotiations and conflict resolution** within the limits of their mandate. Missions will seek to integrate displacement data and analytics into their overall analysis, ensuring this is a variable in the UN's contextual understanding of a country situation and include this information in relevant reports to intergovernmental bodies such as the Peacebuilding Commission and the Security Council. In UN transition contexts, efforts will also be made to ensure that civilian protection and other critical mission-led efforts are coordinated with UN RCs/HCs and respective UNCTs/HCTs as early as possible with clear exit strategies and delineated responsibilities in place. The UN Secretary-General will continue to avail his **Peacebuilding Fund**<sup>27</sup> in response to country demand for measures that prevent conflicts related to risks of, and solutions to, displacement for example around peaceful cohabitation and reconciliation efforts, peaceful natural resource management, (re)integration, protection and human rights, as well as addressing issues related to housing, land and property.

46. On the prevention of disaster displacement, the UN will increase support to populations at risk of being displaced through strengthened DRR governance and resilience building efforts as recommended under the **Sendai Framework for Disaster Risk Reduction**.<sup>28</sup> The UN and its partners will improve understanding of disaster displacement risk through improved systems to collect, analyze and share disaggregated **data on displacement**. This

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<sup>25</sup> The Secretary-General's New Agenda for Peace calls for universality for prevention and the approach recognizes this important imperative. This recommendation builds on that for countries where there is an IDP response specifically to ensure that prevention is a key element of the solutions response.

<sup>26</sup> Commitment 16, Secretary-General's Action Agenda on Internal Displacement. 2021

<sup>27</sup> In total, between 2020 and 2023, more than 50 million USD has been allocated by the Peacebuilding Fund to the UN and INGOs for projects supporting governments' priorities, including peaceful cohabitation and reconciliation efforts, (re)integration, protection and human rights, as well as addressing issues related to housing, land and property.

<sup>28</sup> [Sendai Framework for Disaster Risk Reduction 2015-2030 | UNDRR](#)

data will be used to inform risk and impact assessments, including gender-sensitive impact and response, early warning systems, preparedness and response plans, environmental management, and climate change mitigation and adaptation efforts. This in turn will feed into efforts to include specific provisions to prevent, mitigate, prepare for and respond to disaster displacement and strengthen resilience through comprehensive, inclusive and integrated local, national and regional DRR strategies, plans and policies that are in line with the Sendai Framework's guidance on disaster displacement and other relevant frameworks and strategies. These efforts will be informed by the views and priorities of people and communities who would be impacted in the event of a disaster.

47. Based on existing analysis (including INFORM risk index, Humanitarian Needs Overviews and the World Environment Situation Room), UNDRR, UNEP and WMO will develop criteria linked to disaster risk and disaster-induced internal displacement risk and **identify a set of focus countries for potential scaling up of prevention efforts** to ensure that disaster risk analysis is integrated into country-level analysis, strategy and planning documents (including the Common Country Assessments, Cooperation Frameworks and agency Country Programme Documents), informing enhanced preparedness, anticipatory action and resilience-building support.

48. The UN will continue to work with national partners to ensure there is a displacement lens in **climate change adaptation and biodiversity action plans and strategies** to reduce the risk of forced displacement by enhancing the resilience and adaptive capacity to climate change of vulnerable communities including by promoting resilient livelihoods, restoring ecosystems, enhancing secure and equitable access to land, supporting access to clean and sustainable sources of energy, and improving climate-resilient infrastructure and social services. Efforts will also be made to facilitate access to climate financing and resources intended to prevent internal displacement associated with weather-related hazards and to address and minimize its impacts, recognizing that much wider adaptation measures and resources are required to achieve this. In some areas, long-term planning and investments will be needed to address habitability risks.

49. The UN will continue to support the establishment of **The Fund for Responding to Loss and Damage**,<sup>29</sup> strongly advocating that it facilitates access to finance for frontline countries and communities to avert, minimize and address loss and damage as they relate to displacement, as well as direct participation of displaced persons in related processes. **Technical expertise will also be provided to strengthen national and local capacities to prevent and respond to displacement in the context of climate change through the Santiago Network for Loss and Damage**,<sup>30</sup> to develop the social and governance infrastructure needed to prevent, minimize and respond to future loss and damage. Initiatives such as the Secretary-General's **Early Warning for All** initiative will continue to strengthen forecasts, preparedness, and access to information for vulnerable communities including internally displaced persons. Finally, the UN will continue to advance the dissemination and implementation of the recommendation made by the **UNFCCC Task Force on Displacement under the Warsaw International Mechanism on Loss and Damage Executive Committee** at the Conference of the Parties (COP), to accelerate the roll-out of technical guidelines to integrate human mobility into national adaptation planning processes, respond to economic and non-economic loss and damage in the context of climate mobility, and to access climate finance for climate mobility, including vis-à-vis internal displacement.

**ii. An enhanced approach to response and protection at the country level**

50. **The UN has a well-established system for responding to internal displacement crises**, with the Emergency Relief Coordinator mandated to coordinate the international response to humanitarian emergencies, including protection and humanitarian assistance for IDPs. At the country level, the RC or RC/HC facilitates inter-agency preparedness efforts,

<sup>29</sup> <https://unfccc.int/loss-and-damage-fund-joint-interim-secretariat>

<sup>30</sup> <https://unfccc.int/santiago-network/about>

coordinates humanitarian response, including for displacement-affected communities, and promotes links between humanitarian and development planning and programming, and is supported in these efforts by IASC structures and protocols.

51. In UN-coordinated humanitarian responses to internal displacement situations, humanitarian needs of displacement-affected persons are targeted, but the system lacks arrangements to enable solutions from the start. An IASC-commissioned independent review of the humanitarian response to internal displacement expressed concern about a general ‘aid until the money runs out’ approach, with often reduced development funding to support continued engagement of development actors and investment, leading to over-reliance on emergency programs.<sup>31</sup> The need for at-scale early development assistance is crucial to build community resilience and self-reliance, and proactively reduce dependence on protracted humanitarian operations unable, on their own, to deliver long-term solutions.

52. To improve the collective response to internal displacement, earlier engagement with affected communities as well as local and national authorities coupled with simultaneous, early and continued complementary development investments is essential. IASC Principals have committed to addressing the key recommendations of the IDP review including by: ensuring IDP priorities are placed at the centre of – and drive – the humanitarian response; enhancing leadership of, and accountability to, RCs and RC/HCs; and testing innovative approaches to encourage UN teams to shift as early as possible from humanitarian-only to development-focused approaches with strong Government leadership.

53. From day 1 of a crisis, therefore, the UN will apply updated **protocols and mechanisms to address displacement solutions**, recognizing the specific needs of displaced populations, the high risk of the displacement becoming protracted, the unique role and responsibilities of national authorities, including at local level, and the importance of harnessing humanitarian, development, peace, climate and environmental assets to move quickly towards solutions.<sup>32</sup> The updated protocols and mechanisms incentivize collaboration within the UN system to ensure that solutions are more effectively addressed within existing processes and mechanisms whilst also proposing new elements to ensure support to the RC and RC/HC that cuts across HCT and UNCT structures.

54. Early in the response, and drawing on both HCT and UNCT views, a ‘strategic approach’ to internal displacement will be articulated that considers and connects both short- and medium-to-longer-term considerations and what is needed to create pathways to sustainable solutions. The approach will be driven by the views and priorities of displaced and impacted communities themselves. The aim of a strategic approach is to transition to a Government Solutions Strategy as soon as conditions are in place, including government leadership and political will and protection safeguards. Under RC or RC/HC leadership the approach will be embedded into existing country level strategies, unless the RC or RC/HC deems it useful to have a standalone instrument.

55. At the country-level a **Solutions Working Group** (or other appropriate mechanism building on existing structures) will be established to ensure a joined-up approach with development actors, including relevant Government counterparts. As much as possible, in addition to life-saving action, humanitarian assistance will include interventions that strongly **promote resilience and self-reliance** such as livelihoods, food security, housing, land and property rights, healthy ecosystems, education and access to civil documentation. UN teams will periodically **review their overall posture** to mitigate the risk of path-dependency, bringing together Government and key stakeholders, including IDPs and affected communities, to review whether and how to move IDPs more quickly onto Government-led solutions pathways.

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<sup>31</sup> Independent Review of the Humanitarian Response to Internal Displacement, Inter-Agency Standing Committee, March 2024



### iii. An enhanced approach to solutions at the country and sub-national level

56. Minimizing the duration and severity of an internal displacement crisis requires strong Government leadership and meaningful IDP participation in decision-making. RCs will promote local political leadership and a Government vision for internal displacement solutions, anchoring UNCT efforts in developing strategies and action plans to support this Government vision.

57. UN teams will help build resilient national and local institutions. Investments will help stabilize populations and promote sustainable development. Progress towards solutions will be aligned with financing strategies that blend international funds with local revenue. Progress will increasingly be measured jointly with Governments against SDG progress, ensuring that IDPs are included in SDG monitoring efforts and enjoy their human rights without discrimination.

58. The key determinant of how soon the UN can pivot to a development-led solutions posture is the national and local government's willingness and capacity to actively own and lead on placing displaced citizens on pathways to solutions. As the context requires, the UN will apply **an area-based (programming) approach to solutions, bringing in development actors** to ensure a multi-sectoral approach to support local or regional government efforts to integrate solutions for IDPs into development interventions and into existing systems. This includes social safety nets, health and education systems and local economies/job markets.

59. In making a pivot to development-led solutions wherever and as soon as the conditions allow, the UN will support governments to develop key components for solutions pathways including: articulating national policies and laws responsive to the needs of IDPs; developing a Government Solutions Strategy and sub-national action plans in line with national development plans; and building a solutions financing framework and assisting in mobilizing resources to that end, including with the private sector, finance institutions and the donor community. Capacity-building of government institutions at the national and local level to plan, coordinate and implement solutions pathways will be at the centre of the UN's efforts, including enhancing government capacity to collect and analyze data. Inclusion of IDPs in local population data should for example, allow for adjustment of fiscal transfers from the national to the local level, recognizing increased demands on health and education services, amongst others.

60. In line with the IASC Framework on Durable Solutions, UN programming in support of solutions will include actions to address: (i) physical safety and security (including addressing long-term safety and security, social cohesion and ensuring that wider peace processes address the needs of IDPs); (ii) an adequate standard of living (including poverty reduction, social protection, access to adequate housing, land and basic services); (iii) access to livelihoods (including integration of IDPs into economies and local economic development investment plans and socio-economic investments); (iv) restoration of housing, land and property; (v) access to documentation; (vi) family reunification; (vii) participation in public affairs; and (viii) access to effective remedies and justice (including supporting rule of law systems and strengthening decentralized levels to address access to justice, remedy and dispute resolution). UN assistance will also target (ix) building government capacities to lead and implement solutions pathways generally.

61. The UN will assist national and local governments to integrate solution pathways for IDPs and prevention to further displacement into development programming and legal and policy instruments, reinforcing participatory and inclusive governance at all levels. To respond to the gender-specific risks and challenges of internal displacement the UN will support governments to pursue a holistic approach to women's economic empowerment/livelihoods, education/training opportunities, health access and protection from gender-based violence. In coordination with national and sub-national governments, and local women-led organizations, evidence-based interventions will ensure solutions also

advance gender equality and women's empowerment objectives and promote women's leadership in decision-making processes.

62. The UN's contribution to addressing internal displacement, from prevention to assistance, protection and solutions will be included in existing frameworks, particularly the Cooperation Framework and the Humanitarian Response Plan, in accordance with existing guidance.

### C. Reconfigured global support arrangements

63. The aim of the UN System-wide Approach to internal displacement is to promote country level results that directly impact the lives and livelihoods of IDPs and affected communities. Success at the country level depends on several variables however, including a global backbone that ensures UNCTs have the resources, capacities, tools and policies they need to deliver. While the structures outlined below largely speak to UN mechanisms, every effort will be made to identify entry-points to engage a diverse set of stakeholders in these efforts, including NGOs, civil society, private sector, IFIs and others.

#### i. Global coordination arrangements (see also Annex 3)

64. The absence of a dedicated agency for IDPs **requires a customized leadership model at the global level to ensure continued focus and drive**. The aim is to build on existing structures to both minimize transaction and financial costs and integrate the work of displacement into ongoing humanitarian, development and peacebuilding efforts.

65. At the core of the model, is a new inter-agency **Hub for Coordination of Solutions to Internal Displacement ('Solutions Hub')**. The Hub will support the day-to-day coordination and operations of UNCTs working on solutions. The Hub will house, inter alia, the existing Solutions Advisors Facility (for support to RC Offices), the Secretariat of the Solutions Fund, thematic advisory expertise in select areas and will support short-term multi-disciplinary deployments to UNCTs, drawing on the breadth of expertise in the UN system.

66. To maintain broad operational engagement, an inter-agency **Solutions Steering Group** will be created; this mechanism will essentially replace the existing Steering Group which was initially created to support the work of the Special Adviser. This mechanism will convene a cross section of operational agencies to provide strategic direction to country-level strategies, policies and support and collaborate around global and regional processes that may support the advancement of the internal displacement agenda. The Steering Group will also guide the work of the inter-agency Hub. The Solutions Steering Group will report periodically to the Joint Steering Committee to Advance Humanitarian and Development Collaboration (JSC).

67. To maintain the widest possible engagement, an inclusive UN inter-agency **IDP Solutions Consultative Group** will meet annually to take stock of progress and discuss high-level global strategy going forward. This forum will also support joint advocacy. This system-wide mechanism will hopefully, one day, feed into reporting to a potential future **intergovernmental forum on internal displacement**, an idea which has been promoted by the Secretary-General in the Action Agenda. Membership of the Consultative Group will be open to all interested UN system entities. Consideration will be given to expanding the membership to key NGO and civil society partners at a future date.

#### ii. Global support instruments

68. The work of the High-Level Panel and experience of the last few years of accelerated efforts around internal displacement (especially regarding solutions) has generated a wealth of lessons, models, templates and best practices. These lessons will be brought together in the form of an updated, **light practitioner's Guidance on Solutions to Internal Displacement**, that will function as the leading reference in the implementation of solutions work. The Guidance will be linked to a 'live' repository of templates and best practice and



to the knowledge management platform referenced below. One of the functions of the Solutions Hub will be to keep the Guidance and linked repository up-to-date.

69. A **global Internal Displacement Solutions Fund** has been set up in 2023 and will continue to support UNCTs in their efforts to accompany governments to advance solution strategies. The secretariat of the Fund will be housed in DCO as of 2025 and be functionally attached to the new inter-agency Solutions Hub.

70. Knowledge management is an important source of support for RCs, RC/HCs and UNCTs to share best practice and to inform future policy advice. An online inter-agency **repository of best practices**, and resources will be created, dynamically linked to the updated Guidance (see above). A UN **community of practice** on different aspects of the solutions agenda will also be created to facilitate learning and knowledge-sharing across the system; the new community of practice will build on an existing community created by UNDP to connect Solutions Advisors across the initial 15 pilot countries.

### iii. Global data measures

71. In responding to the clear need for better coordination and coherence on data, an internal **global solutions data platform** will be established, building to the extent possible on existing sources. The platform will bring together actionable data across different pillars of the work of the UN system and improve the quality and availability of data, which will in turn feed into analytic, visibility and reporting processes at country and global levels. The platform will also include data produced by national systems on IDP solutions and will share EGRIS resources.

### iv. Global advocacy

72. A small group of UN Principals will serve as a **Solutions Champions Group** to catalyze UN efforts on advancing solutions. The Champions Group will steer global system-wide strategy, lend their support to global advocacy efforts, and continue to promote the need for an intergovernmental forum on internal displacement solutions in the future, ensuring IDP voices are heard in these efforts. The Champions Group will also guarantee the minimum financial investments necessary for the inter-agency Solutions Hub and ensure their agency representatives provide first-line support to RCs, RCs/HCs on solutions at the country level. The Champions Group will be supported in their efforts by the Steering Committee and Solutions Hub. Principals of UNDP, UNHCR and IOM have indicated their willingness to serve in the Champions Group at the time of finalizing this document; however, other Principals may subsequently also join this Group.

73. The Action Agenda underscored the importance of recognizing the rights and agency of IDPs and host communities to ensure their active participation and meaningful engagement in decision-making. In early 2024, an IDP Advisory Group of nine leaders from diverse backgrounds and displacement-affected countries was formed to advise the Office of the Special Adviser. Their recommendations stress the need for direct engagement with IDPs to enhance participation, accountability, and visibility, complementing existing mechanisms. The **Global IDP Advisory Group** will continue with the support of UNHCR and be engaged in global discourse and policy development on internal displacement as a permanent stakeholder group.

74. Moving forward, and to bring greater attention to the issue of internal displacement solutions, the UN system will join forces to publish a **biennial State of Displacement Solutions Report** which captures trends, data and global progress in advancing solutions to displacement. This report will build on the existing IOM 'PROGRESS' report first published in 2023 and draw on a cross-section of UN assets and inputs.

75. **UN Country Solutions Dashboards** will be established for countries with a significant displacement situation. The Dashboard will be an externally facing, inter-agency-curated tracking and advocacy instrument aimed at coordinating international efforts around internal

displacement in the country, improving data clarity and providing enhanced accountability to governments and affected populations.

76. As originally proposed by the High-Level Panel report, the UN system will also continue to champion the idea that an **International Day for Internally Displaced Persons** be established by the General Assembly to increase visibility and consolidate the identity of IDPs as a group. The International Day could also serve as an opportunity for governments and the UN to highlight progress on advancing solutions. This action, ultimately, lies with Member States.

77. Finally, mainstreaming internal displacement into key development processes will help maintain and enhance the level of engagement of the UN development system. In this regard, intergovernmental processes, such as the Quadrennial Comprehensive Policy Review (QCPR), and platforms such as various segments and thematic focus of ECOSOC, the Peacebuilding Commission and the Human Rights Council, as well as individual UN system governing bodies, can play a critical role in creating these linkages. The High-Level Political Forum (HLPF) and Voluntary National Reviews (VNR) also offer countries valuable opportunities for peer learning, sharing experiences, and lessons learned on addressing internal displacement through their national sustainable development policies and actions.

#### **D. Intergovernmental engagement**

78. This System-wide Approach addresses reforms and actions to be pursued by the UN system to improve its response to internal displacement. This work greatly depends on the support and cooperation of Member States. While this remains beyond the purview of CEB, consultations by the High-Level Panel demonstrated the need for a **platform on internal displacement** to be created to facilitate regular dialogue among states and key stakeholders. The Secretary-General also supported this proposal in his Action Agenda. A global platform would greatly help keep internal displacement in focus, foster collaboration, and provide a space for aligning policy and supporting Member States' deliberation processes. Such a platform, were it to be created, would be a powerful complement to the engagements laid-out by the UN system in this System-wide Approach.

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## ANNEX I

## Recommendations/Actions Overview

	<b>What?</b>		<b>Who is responsible?</b>	<b>By when?</b>
1	<b>Updated global guidance on IDP Solutions</b>	Codified, lessons learned. On-line repository of good practices, templates to support country offices. Inter-agency collaboration.	OSA & Solutions Steering Group UNSDG (confirmed) IASC (TBC)	December 2024
2	<b>New global (internal) coordination structures</b>	(1) Solutions Steering Group; (2) IDP Solutions Consultative Group; (3) Solutions Champions.	Participating Entities	December 2024
3	<b>Inter-Agency Hub for Coordination of IDP solutions</b>	Permanent, inter-agency team to coordinate support/advice to UNCTs & manage community-of-practice/lessons learning.	UNDP, UNHCR, IOM DCO [Solutions Fund] Potentially others TBC	December 2024
4	<b>Biennial State of Displacement Solutions report</b>	Inter-agency ‘state of the art’ report on progress on solutions. May eventually serve future Member State forum reporting requirements, building on existing IOM PROGRESS report.	New inter-agency Hub (see 3 above)	December 2025 NB/ PROGRESS already produced
5	<b>UN Country Solutions Dashboards</b>	External facing dashboard on internal displacement issues/data for highly affected countries	New inter-agency Hub (see 3 above)	July 2025
6	<b>Global Internal Displacement Solutions Fund &amp; RCO Solutions Advisors Facility</b>	New tools already in place to support UNCT pivot to solutions	OSA DCO (Fund) UNDP (Facility)	In place
7	<b>Global Solutions data platform</b>	Data repository to deconflict numbers and maintain consistent narrative on progress on solutions	Data for Solutions to Internal Displacement mechanism	July 2025
8	<b>International Day for Internally Displaced Persons</b>	Awareness-raising event, first proposed by High Level Panel	Member States with support from Hub	2026
9	<b>Set of focus countries at high risk of disaster risk and internal displacement</b>	Criteria to identify set of focus countries at high risk of disaster and internal displacement, to inform scaled-up preventive action	UNDRR, UNEP WMO	July 2025
10	<b>Global IDP Advisory Group</b>	Consultative mechanism for IDP leaders to shape UN policy	UNHCR	In place
11	<b>Operational &amp; coordination protocols at country level</b>	PBF guidance, pivot tool, VNR & UPR guidance, area-based programming, new mission reporting, etc.	OSA & Solutions Steering Group UNSDG IASC	Ongoing

## ANNEX II

**Milestones in HLCP process and key consultations held**

Throughout the HLCP process, there have been opportunities for HLCP members to participate in the development of the System-wide Approach, at two regular sessions, through their entities' representatives to the HLCP Working Group on Internal Displacement, and in writing (denoted in white). The Office of the Special Adviser on Solutions to Internal Displacement has also actively engaged relevant actors/mechanisms throughout the development of the draft System-wide Approach (denoted in grey).

3 October 2023 (46 <sup>th</sup> session of HLCP)	Scoping discussion on promoting a system-wide coherence on internal displacement. The Committee agreed on the need for a system-wide approach, and to establish a Working Group under the leadership of the Special Adviser on Solutions to Internal Displacement, to prepare a proposal for consideration at the HLCP's 47 <sup>th</sup> session, and to deliver a proposed system-wide approach by the end of 2024. <a href="#">Session Report   United Nations - CEB (unsceb.org)</a>
28 November 2023	Online meeting of the HLCP Working Group on internal displacement (hereinafter 'the Working Group') to discuss process and steps to develop a paper on a system-wide approach.
14 December 2023	Initial outline of proposal for the HLCP's 47 <sup>th</sup> session and timeline shared for feedback with Working Group members via email.
16 January 2024	Online meeting of the Working Group to discuss the proposal for the HLCP's 47 <sup>th</sup> session, including the timeline for drafting, and lead drafting agencies for the framing of the problem in relation to prevention, response and solutions.
2 February 2024	Draft proposal for the HLCP's 47 <sup>th</sup> session shared for feedback with Working Group members via email.
6 February 2024	Online meeting of the Working Group to discuss the proposal for the HLCP's 47 <sup>th</sup> session, including drafted sections on the framing of the problem, intersectionality between prevention, response and solutions, and key institutional approach questions.
13 February 2024	Revised draft proposal for the HLCP's 47 <sup>th</sup> session shared for feedback with Working Group members via email.
11 March 2024 (47 <sup>th</sup> session of HLCP)	HLCP agreed on the process to develop the System-wide Approach; shared reactions to the preliminary framing of the internal displacement problem; and started to discuss how to address it. <a href="#">Session Report   United Nations - CEB (unsceb.org)</a>
25 March 2024	Online meeting of the Working Group to discuss the challenge of visibility for internal displacement. Background note circulated beforehand.
16 April 2024	Online meeting of the Working Group to discuss the prevention and mitigation challenge for internal displacement. Background note circulated beforehand.
25 April 2024	Online consultation with UN Steering Group on Solutions on global coordination arrangements.
2 May 2024	Online discussion between the Special Adviser and members of the Joint Steering Committee to Advance Humanitarian and Development Collaboration on global coordination arrangements.
15 May 2024	Online meeting of the Working Group to discuss the capacity and response challenge for internal displacement. Background note circulated beforehand.
10 June 2024	Online meeting of the Working Group to discuss the challenge of transition from humanitarian responses for internal displacement. Background note circulated beforehand.
26 June 2024	Online consultation with UN Steering Group on Solutions on the practitioner's Handbook.

27 June 2024	Hybrid meeting of the Environment Management Group on the environmental dimension of internal displacement to discuss the environmental dimensions of internal displacement and identify recommendations and input to the UN System-wide Approach.
10 July 2024	Online meeting of the Working Group to discuss coordination within the UN when it comes to internal displacement. Background note circulated beforehand.
19 July 2024	Zero-draft of the UN System-wide Approach and 'Ideas Log' shared for feedback with Working Group members.
23 July 2024	Online consultation with UN Steering Group on Solutions on the practitioner's Handbook.
30 July 2024	Online meeting of the Working Group to discuss the zero draft of the HLCP paper.
31 July and 21 August 2024	Online consultation with IDP advisory group members on engagement beyond the mandate of the Special Adviser.
21 August 2024	Revised draft (1) of the UN System-wide Approach and recommendations list shared for feedback with Working Group members.
27 August 2024	Online meeting of the Working Group to discuss the revised draft (1) of the UN System-wide Approach.
29 August 2024	Online meeting of the Working Group to consult on recommendations related to data, reporting and displacement response protocols.
9 September 2024	Revised draft (2) of the UN System-wide Approach shared for feedback with Working Group members.
10 September 2024	In-person consultation with members of the UN Steering Group on Solutions and UN entities with institutional plans on solutions to discuss global coordination arrangements.
11-12 September 2024	In-person consultation with members of the UN Steering Group on Solutions, UN entities with institutional plans on solutions and NGOs engaged in solutions work at global and national level on the practitioner's Handbook.
25 September 2024	Online meeting with the UN Steering Group on Solutions to discuss latest developments related to the System-wide Approach.

ANNEX 3

**Global coordination and support structures overview**

**Hub for Coordination of Solutions to Internal Displacement**

The Hub will primarily focus on providing country support by coordinating solutions support, offering field advisory services, and facilitating technical support missions. Additionally, the Hub will maintain a live repository of lessons learned and offer strategic advice to RCs. It will also act as the secretariat for various inter-agency working groups involved in coordination efforts related to solutions.

**Solutions Steering Group**

The Solutions Steering Group will convene operational agencies to discuss country situations, coordinate support, and review progress on the operationalization of the Action Agenda and the System-wide Approach. The Group will consist of representatives from agencies that are typically part of the local Solutions Working Group at the country level. The Hub will serve as the secretariat for the Steering Group.

**IDP Solutions Consultative Group**

The IDP Solutions Consultative Group, composed of all interested UN system entities, will meet once a year, to review progress on the System-wide Approach and coordinate efforts to continue positioning displacement solutions issues across the humanitarian, development and peacebuilding discourse.

**The Solutions Champions Group**

The Principals of the agencies sponsoring the Hub will form a Solutions Champions Group. This group will meet twice a year at the Principal level to provide strategic leadership and advocacy for solutions. Occasionally, members of the Champions Group will conduct field visits focused on displacement solutions. Additionally, Solutions Champions will ensure their country agency representatives will serve as 'first line of response' for RCs regarding solutions at the country level.

