



**United
Nations**

Office of the Special Adviser
on Solutions to Internal Displacement

End of Mandate Note

December 2024



The United Nations Secretary General established the Office of the Special Adviser on Solutions to Internal Displacement (OSA) in mid-2022 as part of his Action Agenda on Internal Displacement. The OSA was tasked with coordinating implementation of the Action Agenda and promoting the necessary policies and partnerships to strengthen support to Governments building solutions-pathways for millions of internally displaced persons living in protracted displacement, in line with the recommendations of the SG's High-Level Panel on Internal Displacement which concluded its work in 2021.

The Action Agenda has succeeded in revitalising UN system efforts around internal displacement and mobilising Governments and partners to focus on finding solutions especially in protracted settings. To cement this progress, UN Agencies have initiated both internal institutional reforms and codified a new collective approach at the UN system-wide level under the auspices of the [Chief Executives Board](#). A number of field and global mechanisms have also been agreed-upon to sustain the momentum and provide clear guidance and predictable support to UN Resident and Humanitarian Coordinators and UN Country Teams and partners in accompanying Governments and displaced communities on their solutions pathways.

The Office of the Special Adviser was supported financially by the Governments of Australia, Canada, Denmark, Germany, Ireland, Norway, Switzerland, United Kingdom, and the United States of America.

[1] A summary of the work of the Office of the Special Adviser and its Steering Group

In delivering on its mandate, the Office of the Special Adviser (OSA) with the support of its Steering Group (DPO, DPPA, IOM, OCHA, UNDCO, UNDP, UNHCR, UNICEF, and World Bank) has followed a three-pronged approach: (i) piloting a Government-led and development-supported solutions model; (ii) cementing the new approach through updated policies and guidance; and (iii) ensuring sustainability beyond the mandate through new enabling partnerships, protocols and instruments.


OSA and its Steering Group has delivered on this approach by maintaining a strong field focus, with over 450 person-days spent in pilot countries engaging with Governments, communities and UN country teams, holding over 575 meetings at ministerial and leadership levels and ensuring wide engagement with development partners. This field focus was complemented by strategic engagement with a diverse set of global fora and processes to enhance recognition and integration of internal displacement issues in development discourse more generally.



1.1 Government Leadership: Foremost amongst the results seen during the OSA mandate is a **surge in Government leadership** across the pilot countries. This leadership has **translated into new laws, new policies, new cross-ministerial coordination and budget allocations dedicated to solving displacement**. OSA has supported Governments to develop solutions strategies, plans and road maps in Iraq, Ethiopia, Colombia, Libya, Nigeria, Niger, Somalia, Chad, Mozambique, Central African Republic, South Sudan and Vanuatu. Subnational plans are in progress in Afghanistan and Yemen. Implementation of Sudan's national solutions strategy was interrupted by conflict in 2023.

Governments in OSA's pilot countries have committed to solutions pathways for over 11 million IDPs, reinforcing the case that government leadership is a prerequisite for finding solutions at scale.

1.2 New Approaches and Tools: New approaches and tools developed in the last two years will continue to support UNCTs in the years ahead. **UN Resident Coordinators have increasingly championed the issue** and helped re-position this multi-dimensional challenge beyond the humanitarian sector alone. **Solutions teams have been reinvigorated** with stronger buy-in of development and peacebuilding actors. A **Solutions Fund has been established** to







Internal Displacement Solutions Fund

The Fund advances government-led solutions through joint action under RC leadership. To date, US\$ 21.4 million has been pledged with 10 joint programmes under implementation.

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current donors

provide UNCTs with flexible seed-funding to accompany governments. A deployment facility has been established to place long-term **Solutions Advisers in RC Offices. A joint IASC and UNSDG Guidance** on solutions will be completed by end-2024 as a reference for UNCTs, HCTs and practitioners generally. Furthermore, and as part of the SG's Action Agenda, a review of the humanitarian system response to internal displacement was undertaken by the Inter Agency Standing Committee in 2023 resulting in **new operational measures to strengthen the humanitarian role in advancing solutions from the very start.**

1.3 Corporate reforms: UN entities have embarked on corporate reforms to improve their support to Governments and UNCTs in this domain. Twelve UN agencies have developed dedicated **institutional reform plans** to strengthen their systems in support of Internal Displacement. A **UN 'system-wide approach'** paper has been developed under the High-Level Committee on Programme (HLCP) of the Chief Executives Board, setting-out a raft of coordinated measures across displacement-prevention, response and solutions. A new **framework on data for solutions** has been developed.

1.4 Financing Solutions: There has been important progress towards financing for these efforts, starting with displacement-affected governments themselves, committing **revenue percentages** in the case of regional States in Nigeria, funds for land purchase by the Government of Somalia and **substantial direct budget commitments** by the Governments of Iraq, Libya and Colombia.

Financing Solutions can include:

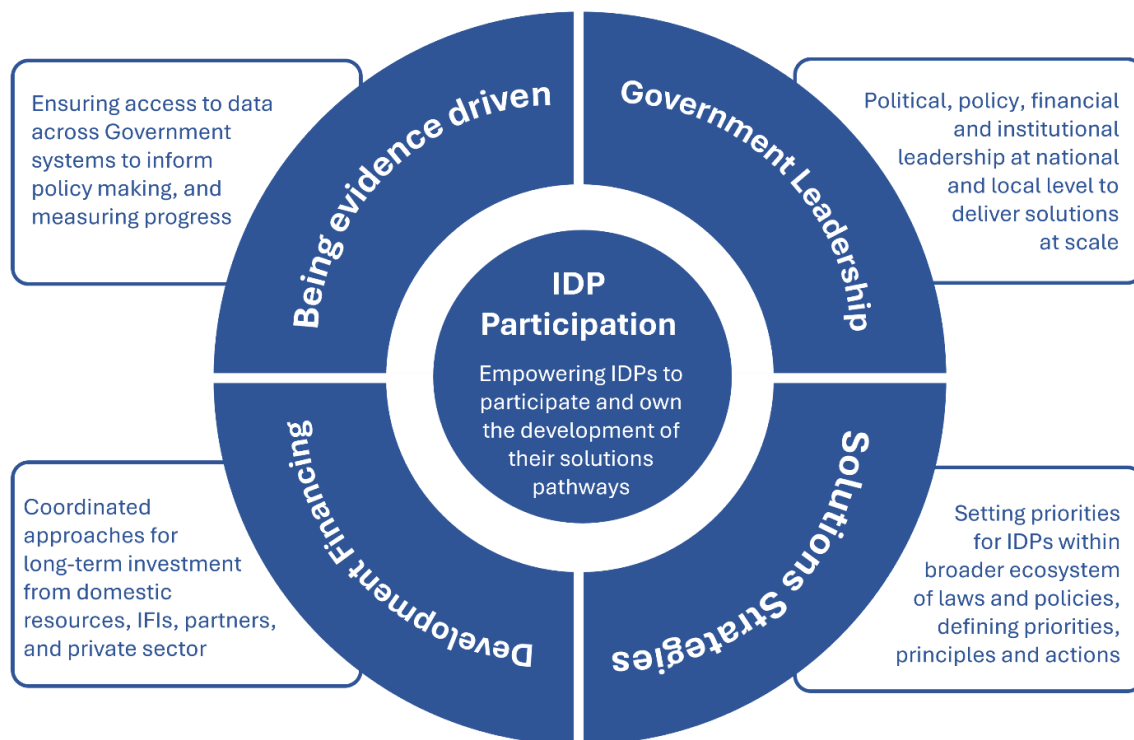
- ✓ Gov. in kind contributions; revenue percentages; budget commitments and integration into regular Gov. programmes
- ✓ Bilateral and multilateral development grants
- ✓ IFI investments
- ✓ Stabilization programmes
- ✓ Adapted humanitarian interventions
- ✓ Private sector contributions
- ✓ Diaspora projects

A new generation of costed, solutions plans have allowed a better understanding of the cost of solutions, as well as potential **synergies with regular development investments.** Several countries have seen increasing direct engagement by **Ministries of Finance.** We have also seen solutions becoming a regular focus for **development donor planning and coordination.** International Financial Institutions have become increasingly engaged in this issue also, reflected in the World Bank and African Development Bank's new **IDP indicators** in their corporate scorecards, **new investments** in internal displacement projects in (eg) Chad, CAR, Nigeria, Somalia and Mozambique, and **new IFI analytical products** with a strong 'IDP lens'. Greater engagement of **the private sector** is anticipated following a successful, first-ever dedicated event on private sector investment in solutions in Africa, held in Lagos and to be replicated in other regions in the future.

1.5 Intergovernmental progress: At global level, Internal displacement has gained traction beyond the humanitarian discourse into development, peace and climate discussions. 30 Member States came together to form a **Group of Friends (GoF)** to accompany the Special Adviser's mandate and helped champion internal displacement into key debates including at **ECOSOC** and at the **Peacebuilding Commission.** The **Pact for the Future** commits to address the root causes of forced and protracted displacement and to facilitate access to durable solutions including for internally displaced persons. The 2024 Resolution on the Quadrennial Comprehensive Policy Review (QCPR) for the first time, calls upon the **UN development system to assist countries in their efforts** to address the development needs of IDPs. The latest **Disaster Risk Reduction (DRR)** resolution references the Action Agenda on Internal Displacement with a view to enhancing prevention efforts. IDPs are increasingly considered in **climate conversations** around loss and damage and were prominent at COP 28 and 29. Key conferences such as the **World Bank's Fragility Forum** and the 12th **World Urban Forum** also spotlighted the issue.

[2] A summary of the new model beyond the pilot phase

Delivering on solutions is first and foremost reliant on strong **government leadership mobilizing an all-of-Government solutions strategy** outlining principles and policies and informed by **the participation of displaced communities** themselves. These national strategies are most-often operationalized by sub-national implementation plans and supported by a **financing strategy** that seeks to mobilize public and private sector financing, local and international.



2.1 Delivering at country level

The UN country level approach provides a menu of interventions to be adjusted to **local contexts**. When prevention of displacement fails, the UN aims to respond and protect 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 development-oriented solutions model** as soon as possible.

Solutions from the start: Early, even in the initial emergency response, the UN and partners will apply **tailored protocols and mechanisms** to address displacement solutions, recognizing the specific needs of IDPs, the risk of displacement becoming protracted, the key role and responsibilities of national authorities and the importance of pivoting quickly towards solutions. Concretely:

Updated Protocols and Mechanisms include:

- ✓ Solutions working groups with humanitarian peace and development actors.
- ✓ Stronger IDP resilience interventions
- ✓ Periodic reviews to move as soon as possible towards a government-led solutions posture.

1. **Solutions Working Groups** (or similar) will be established to ensure a joined-up approach with development actors, including relevant Government counterparts.
2. Humanitarian assistance itself will **strongly promote resilience and self-reliance interventions** such as in livelihoods, food security, housing, land and property rights, healthy ecosystems, education and access to civil documentation.
3. UN teams will **periodically review their overall posture** to avoid the risk of 'path dependency' and evaluate whether and how to move IDPs more quickly onto Government-lead solutions pathways.

An enhanced approach to solutions at the country and sub-national level: The UN and its partners aim to minimize the duration and severity of an internal displacement crisis recognising that this requires strong Government leadership and active IDP participation. Concretely:

1. RCs will promote **local leadership and the articulation of a government vision** for solutions, anchoring UNCT efforts in supporting and reinforcing Government systems. The UN will support strengthened Government capacity to develop key components of solutions pathways including supporting Governments to **articulate new national policies and laws**, implementation of a **Government Solutions Strategy process** and the articulation of **sub-national action plans** aligned with the national development plans, and building **solution financing frameworks** and assisting in mobilizing resources to this end.
2. The UN will promote **an area-based (programming) approach to solutions**,

bringing-in development actors to ensure multi-sectoral support to local and regional Government efforts and integrating solutions for IDPs into development interventions such as social safety nets, health and education systems and local economies and job market

A Solutions Posture

- ✓ Government **Leadership**
- ✓ UN support to Government especially in:
 - i. Articulating **vision** and defining policies
 - ii. Scaled-up IDPs **participation**
 - iii. Collecting **data** relevant for solutions and defining **safeguards**
 - iv. Developing a **national solutions strategy**
 - v. Building a **solutions financing** framework
- ✓ **Area Based programming** with capacity strengthening of government systems

2.2 Reconfigured global support arrangements

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

[1] Coordinating global support to Governments via UN Country Teams: A small **inter-agency Hub for Coordination of Solutions to Internal Displacement** (the ‘Solutions Hub’) will support UNCTs on solutions. The Hub will support deployments to UNCTs, drawing on the breadth of expertise in the UN system. The Hub will be hosted by the Development Coordination Office. It’s work will align to the work of the Joint Steering Committee to Advance Humanitarian and Development Collaboration (JSC), a subsidiary body to the UN Sustainable Development Group.

The Solutions Adviser Facility (SAF) provides a time-bound (up to three years) Solutions Adviser to Resident Coordinator Offices. Solutions Advisers have been deployed to 13 pilot countries through SAF and other deployment modalities with contributions from Australia, EU, France, Norway, Switzerland and the UK.

Continuous learning will be based on a tripod of:

- ✓ Practitioner guidance
- ✓ Knowledge management platform and
- ✓ Community of practice

[2] Continuous learning: The experience of the last two years has been brought together into a **joint IASC and UNSDG Guidance on Solutions to Internal Displacement**. The Guidance will be linked to a ‘live’ repository of best practices and to an active **community of practice** to facilitate learning and knowledge-sharing.

[3] Strengthened information and reporting: In responding to the clear need for better coordination and coherence on data, an inter-agency **Data for Solutions to Internal Displacement** (DSiD) task force will continue to support operations on data and coordinating support to national data systems. A **global solutions data platform** will also be established to bring together actionable data and improve the availability of data to feed into analytic, and reporting processes at country and global levels. The platform will include data produced by

Reporting and visibility on IDPs will be strengthened through:

- ✓ A Solutions data platform
- ✓ A Biennial report on solutions
- ✓ A Knowledge management platform and Community of Practice.

national systems on IDP solutions and EGRIS resources. To bring greater attention to the issue of internal displacement solutions, the UN will 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.

[4] Maintaining the momentum: A small group of UN Principals have agreed to serve as **Solutions Champions** to continue advocating for internal displacement solutions. The Solutions Champions Group will include the Principals of UNDP, UNHCR and IOM. Other Principals may subsequently also join this Group. The Special Rapporteur on the Human Rights of Internally Displaced Persons and the Emergency Relief Coordinator will also be members of the Solutions Champions Group.

[3] Looking ahead – an Appeal to Member States

The gains of the last two years or so are attributable in a large part to Governments in displacement-affected countries providing the vision, leadership and even resources to resolve their protracted internal displacement situation. Other Member States have played their part in supporting these efforts financially and politically at the country and inter-Governmental level. These gains need to be consolidated and socialized well-beyond the 15 pilot countries on which the OSA focused most of its efforts. To this end, Member States are encouraged to:

- i. Continue supporting displacement-affected countries diplomatically, technically, and financially, guided by the new solutions approach.
- ii. Support the new global Solutions Hub, the Solutions Fund and the associated mechanisms on knowledge, participation and data so they can keep supporting country teams and through them, Government systems.
- iii. Keep solutions to internal displacement on the international agenda, ensuring dedicated conversations take place in relevant venues while working towards some kind of permanent forum or platform to bring States and key stakeholders together on a regular basis to exchange best practice and advance joined-up engagement on solutions.
- iv. Accelerate efforts on prevention of new displacement, particularly in light of increasing climate-driven displacement, financing measures to mitigate displacement risks and the compounding effects of displacement in fragile settings.
- v. Support the ongoing dialogue with International Financial Institutions to institutionalize modalities to better support governments and communities to finance multi-year solutions plans.

Annex I.

The Secretary General's Action Agenda on Internal Displacement

What has been happened in the last 2.5 years?

Developing Pathways for Solutions

- ✓ **Nearly 12 million internally displaced persons have been placed on solutions pathways** by their Governments in CAR, Colombia, Ethiopia, Iraq, Libya, Mozambique, Nigeria and Somalia; financing has been committed, eg. in Colombia, Iraq, Libya, Nigeria; whole-of-Government and participatory approaches increasingly becoming the norm.
- ✓ A **Solutions Advisers Facility** and an **Internal Displacement Solutions Fund** have been established to enable UN teams to accompany and support Governments on solutions more effectively
- ✓ **Twelve UN agency Institutional Plans** have been completed to strengthen their support to IDP solutions
- ✓ A new **UN system-wide approach to internal displacement** has been agreed by 28 agencies
- ✓ **IDP indicators** have been introduced in World Bank and African Development Bank corporate scorecards
- ✓ **IDP data has been integrated in national statistics** eg. in Colombia, Honduras, Iraq, Nigeria, Somalia
- ✓ The first **Global Report on the State of Solutions (PROGRESS)** was launched, and will become a Biennial State of Solutions report for the UN
- ✓ A **Global Framework towards Inclusive Solutions to Urban Internal Displacement** has been developed

Strengthening Prevention

- ✓ Internal displacement now features in **climate and DRR policies and laws** eg. in Albania, Georgia, Guatemala, Malawi, Philippines, Fiji, Solomon Islands
- ✓ A **Disaster Resilience Scorecard “Displacement Addendum”** has been developed as a tool for cities to integrate disaster displacement in DRR measures
- ✓ Displacement metrics were incorporated into a **new tracking system for loss and damages**
- ✓ Guidance on internal displacement was included in a new handbook on **Early Warning Systems**
- ✓ Displacement was included within the scope of the **Loss and Damage Fund**
- ✓ Displacement has become **more visible** in climate, development and peacebuilding policies and processes.

Better Protection and Assistance

- ✓ **New IDP protection laws** have been introduced in Chad, Republic of Congo, Honduras, Mexico, Nigeria and the Philippines
- ✓ A **comprehensive review of the humanitarian response to internal displacement** has been completed, with reforms underway aimed at better laying the groundwork for solutions, including multi-year IDP strategies and periodic review of response posture
- ✓ An **IDP Protection Risk Assessment Tool** has been developed to ensure safeguards to government-led solutions pathways