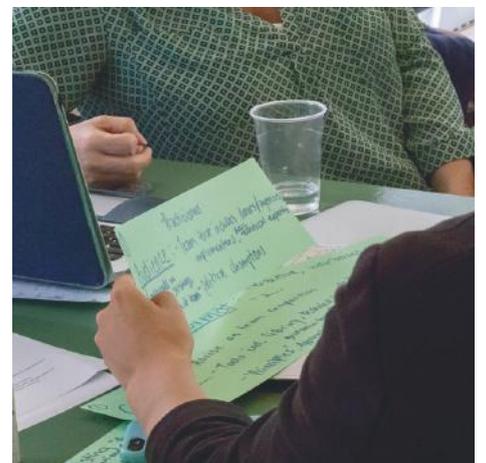




DURABLE SOLUTIONS

Workshop report • June 2017



Background

At a time when record numbers of people have been displaced from their homes, achieving durable solutions is an increasingly urgent need.¹ However, governments and international organisations working for durable solutions often find there is little evidence-base to draw upon to inform their work.

The [2010 IASC Framework on Durable Solutions for Internally Displaced Persons](#) provides a broadly agreed-upon definition of durable solutions and lists eight criteria “to determine the extent to which a durable solution has been achieved.” In 2015, an inter-agency process was launched to operationalise the Framework to allow for measuring progress towards durable solutions. Led by the Mandate of the Special Rapporteur on the Human Rights of Internally Displaced Persons, the process is coordinated by JIPS, in collaboration with a Technical Steering Committee made up of various partners supporting durable solutions to displacement (see figure 1).

FIGURE 1: Project partners



This inter-agency process seeks to develop agreed-upon indicators, tools, methodologies, and guidance for durable solutions analysis. This will allow practitioners to measure progress towards durable solutions over time, discover vulnerabilities linked to displacement, and assess the level of discrimination faced by displaced persons.

In 2015, in Phase 1 of the project, a comprehensive desk review process was conducted of a wide range of indicator sources pertaining to durable solutions. This was followed by consultations with Technical Steering Committee members and a two-day workshop to ensure that the resulting Indicator

¹ Edwards, Adrian. “[Global Forced Displacement Hits Record High](#),” UNHCR, 20 June 2016.

Library comprehensively reflects the IASC Framework definition of durable solutions. To read more about the background and initial steps of the project, please refer to the [First Phase Report](#). Currently, the project is at the end of Phase 2, and the Indicator Library is being field-tested by Technical Steering Committee members in 9 different contexts in Colombia, Sudan, Myanmar, Kosovo, Georgia, Iraq, Ukraine, Cote d'Ivoire, and Somalia (see map).

MAP: Countries where the Durable Solutions Indicator Library is being field tested



From June 12-13, 2017 JIPS hosted the second technical workshop to consolidate the lessons learned from this piloting process and to develop guidance for using the durable solutions indicators. The workshop's goals were to:

- Endorse a final Indicator Library;
- Agree on the minimum core indicators needed for a comprehensive durable solutions analysis; and
- Agree on the key principles of a durable solutions analysis.

The workshop participants included members of the project Technical Steering Committee, representatives from some of the Governments in countries where the Indicator Library was piloted (Somalia, Sudan and Colombia), and other partners working on durable solutions analysis (the Regional Durable Solutions Secretariat and the Durable Solutions Platform MENA) (see agenda and participant list in the annex).



Defining Durable Solutions analysis: Experiences of Governments in Somalia, Sudan, and Colombia

The workshop was opened by remarks from the UN Special Rapporteur on the Human Rights of IDPs, Cecilia Jimenez-Damary, and the JIPS Coordinator, Natalia Baal. Jimenez-Damary emphasised the importance of this project to enable an evidence-based approach to supporting durable solutions.

Cecilia Jimenez-Damary reminded the participants to keep three main considerations in mind when working on the Library and associated guidance:

- The IASC Framework on Durable Solutions is a framework outlining how some fundamental rights of IDPs can be protected in the process of searching for durable solutions, and the project should also always keep a **human-rights-based approach as its primary scope**.
- Although the project aims to outline an up-to-standard way of conducting durable solutions globally, the ensuing analysis should be able to **take into account the specificities of different displacement contexts**.
- In the spirit of the IASC Framework, durable solutions analysis should be a **collaborative process**. Especially important is the **ownership of government stakeholders** in the process.

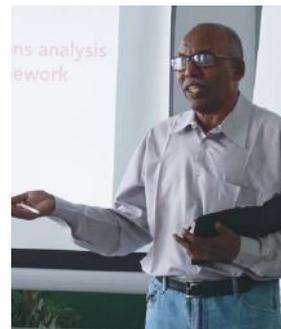
In her remarks, Baal shared some examples on the relevance of a collaborative displacement analysis in different contexts from JIPS' experience. She also recognised the great amount of expertise and knowledge that the different Technical Steering Committee members are bringing into the process, and hoped for the last phase of the project to continue to build upon this strong collaboration.

On the first morning of the two-day workshop, representatives of the Somali, Sudanese, and Colombian Governments involved in the piloting shared their experiences of addressing durable solutions in their respective countries.

Although the national contexts differ considerably, all three raised several similar points. These included the difficulty of determining when a durable solution has been achieved; the need to include host communities and other vulnerable populations in durable solutions analysis; the important (but often overlooked) role that local governments play in this analysis; and defining how such an analysis will ultimately be used.

SUDAN | Ahmed Gangari

Ahmed Gangari, Director General of the National IDPs Centre, Humanitarian Aid Commission, said addressing the issue of durable solutions in Sudan's roughly 60 camps for internally displaced persons is extremely complex due to the camps' tribal diversity and their differing agendas.



“To give you an idea of the complexity, more than 30 different tribes are in one camp [for internally displaced persons]. Each group in the camp has its own agenda when we consider durable solutions.”

Gangari added that a large portion of Sudanese IDPs live in urban centers, and that many are in a state of protracted displacement, in some cases unable to return to their places of origin. As a result, durable solutions analysis in Sudan must emphasise area-based profiling approaches, and analyse both the area of current displacement as well as the region of origin, to help inform programming and policy.

Sudan is currently running [pilot durable solutions profiling exercises](#) in two areas of the country with high numbers of IDPs through a collaboration between the Government and international humanitarian and development partners, with the technical support of JIPS.

Finally, Gangari stressed the importance of disaggregation. Although internally displaced persons all share the experience of displacement, they likely differ in many other crucial respects, he observed. Accordingly, disaggregation should be undertaken by sex, age, location, and other relevant diversity criteria when conducting a durable solutions analysis.

SOMALIA | Mohamed Moalim

According to Mohamed Moalim, Permanent Secretary at the Ministry for Humanitarian Affairs and Disaster Management, Federal Government of Somalia, addressing displacement in Somalia needs to take into account the fact that many host communities, economic migrants, and returnees have similar socioeconomic conditions as the country's IDPs. This was one of the main findings of the [2016 profiling exercise](#) looking at durable solutions in Mogadishu, Somalia supported by JIPS.

He said Somali decision-makers have begun incorporating displacement into national policy, and have included durable solutions for IDPs in the national development plan – a move he hailed as a “significant step forward.”

Moalim added that the Somali government now has realised the complexity of this problem and recognised that unless a solution to the displacement in Somalia is found, “we cannot really find a viable, long-term peace and prosperity in this country”. He also mentioned that the Somali Government had managed to link humanitarian case-work to developmental priorities in national policies.



“Unless we find an immediate solution to the displacement in Somalia, we cannot really find viable, long-term peace and prosperity in this country.”

COLOMBIA | Oscar Rico Valencia

Oscar Rico Valencia, an advisor at the Colombian Government's Victims' Unit, noted that one-fifth of the country's entire population is displaced, and many are in a state of protracted displacement. To determine when displacement-related vulnerabilities have ended, Colombia has developed its own set of indicators, the Indicators of the Effective Enjoyment of Rights. Although they are tailored to Colombia's particular circumstances, an analysis conducted by JIPS found broad overlap between the



Indicators of the Effective Enjoyment of Rights and the Durable Solutions Indicator Library. JIPS has been [supporting the Colombian Government in analysing data on these indicators](#), to determine how progress varies based on district and region in the country.

Rico Valencia added that Colombia currently has more information on the state of IDPs than on host communities, and that in some areas, IDPs are better-off than host communities. This highlights the need for profiling exercises to focus not just on IDPs, but on the broader communities in which they live.

Rico Valencia also explained that Colombia's Victims' Unit is trying to assess local integration from both a socioeconomic and subjective perspective. This points to the need for qualitative data to complement quantitative data on durable solutions, especially concerning intangible issues such as discrimination and social cohesion.

All three government representatives mentioned the importance of addressing host communities as well as IDPs. When possible, the two populations should be compared in order to discern displacement-related vulnerabilities. However, practitioners should bear in mind that in many contexts, IDPs and host communities share many of the same needs and vulnerabilities.

They also agreed on the need for a collaborative process: although durable solutions analysis should be led by a government, it should involve both displaced and host communities, and incorporate input from development, humanitarian, human rights, and peacebuilding actors.

Cecilia Jimenez-Damary, UN Special Rapporteur on the Human Rights of IDPs

To conclude the panel on durable solutions principles, the Special Rapporteur on the Human Rights of IDPs, Cecilia Jimenez, highlighted the importance of adopting a comprehensive approach that heeds the interconnected nature of the durable solutions criteria, and considers the institutional, legal, and policy environment in which displacement takes place. Jimenez emphasised how, for instance, access to education is closely linked to perceptions of safety and security, freedom of movement, lack of documentation, and livelihoods.

Echoing and reinforcing the key points made by the government representatives, Jimenez mentioned the need to include host communities in the durable solutions process. “Host communities should be part and parcel of the integration,” said Jimenez, clarifying that it is important “that [...] we do not deny host communities their own participation in whatever incremental approach has to be implemented”. However, she added that the “specificities of IDPs have to be looked at from a displacement perspective that will not always apply to host communities”.

Selecting core indicators

Although the Durable Solutions Project is meant to develop a comprehensive library of indicators, user and stakeholder feedback revealed a need to guide the process of selecting a more limited set of indicators to be used in a durable solutions analysis in each context.

This motivated a workshop session on whether a smaller set of “core indicators” should be developed for use in durable solutions analyses. A set of core indicators could guide practitioners who may be overwhelmed by the large number of indicators, and could also facilitate the comparison of different displacement situations. Although it is not easy to prioritise certain indicators, given that they all include some element of the IASC Framework, tools are needed that can realistically be used in the field.

Prior to the workshop, JIPS used the piloting process to advance thinking on how a list of core indicators could potentially be selected. First, JIPS tested the approach of selecting the indicators that align with the Sustainable Development Goal (SDG) Indicators. Although the Durable Solutions Indicator Library have significant overlap, the SDG Indicators do not specifically take displacement into account, and the focus is thus mainly on indicators pertaining to adequate standard of living and livelihoods. Thus, merely selecting these indicators does not adequately represent the different criteria of the IASC Framework (see figure 2).

FIGURE 2: Matches between the Durable Solutions and SDG indicators

Theme	SDGs	Pilots	Community priorities
1 Long-term safety, security and freedom of movement	2	3	gap
2 Adequate standard of living	15	13	
3 Access to employment and livelihoods	4	7	
4 Access to effective mechanisms to restore HLP or to provide compensation	0	2	
5 Access to and replacement of personal and other documentation	0	1	
6 Voluntary reunification with family members separated during displacement	0	1	
7 Participation in public affairs at all levels on an equal basis with the overall population	0	0	
8 Effective remedies, including access to justice, reparations and information about the causes of violations	0	0	

Second, JIPS analysed the most used indicators based on the pilot projects. It found that about half of the indicators had been used in no more than one of the pilots, and that only a small number were used consistently throughout the pilots. Similarly to the SDG indicators, the most frequently used Durable Solutions Indicators also focused heavily on the criteria on adequate standard of living and livelihoods, while indicators relating to the latter four criteria were rarely used. This analysis did not draw conclusions about the usefulness of an indicator based on the frequency of its use, but rather highlighted that certain indicators are likely easier to measure than others.

One key lesson learned from the pilots is the contextual nature of durable solutions. The set of indicators needing to be used will vary from situation to situation, and some may not be applicable. Furthermore, the pilots highlighted the importance of incorporating the subjective perspectives of communities themselves in durable solutions analysis in order to ensure that the analysis adequately reflects their priorities (see Figure 2).

As a result of these analyses and learning from the pilots, the workshop discussed a proposed approach for context-specific indicator selection (see figure 3), including:

- Selecting the **indicators in the Library that have corollaries with Sustainable Development Goal indicators**, and assessing their relevance in the given context.
- Selecting additional indicators from the Indicator Library, so that **all of the eight IASC Durable Solutions criteria are represented** among the indicators chosen. This selection should be done in consultation with displacement-affected communities, as well as stakeholders working to support durable solutions.

FIGURE 3: IASC criteria: Proposed process for identifying context-specific core indicators



The breakout session participants generally agreed with this process. Participants were assigned to groups focusing on either Somalia or Colombia, then given the full list of durable solutions indicators and asked to select a list of core indicators based on the context of that country. The exercise found that the breakout groups had very different ideas of which indicators should be considered as “core,” leading participants to conclude that, although a standard process for selecting indicators is feasible, developing a standard set of core indicators would likely not be realistic.

JIPS mentioned that this process would be piloted in the [Sudan profiling exercise](#) during the summer of 2017, and that the experience would be shared with the TSC members.

Defining the process for durable solutions analysis

The piloting experience has shown that process is a central element of conducting a successful durable solutions analysis. A breakout session was held to consider what this process should look like, and the groups' suggestions were discussed in a plenary session. Participants mostly focused on the steps and key considerations that should be taken at the outset of the process, before data gathering begins. There was general agreement on the following steps and considerations:

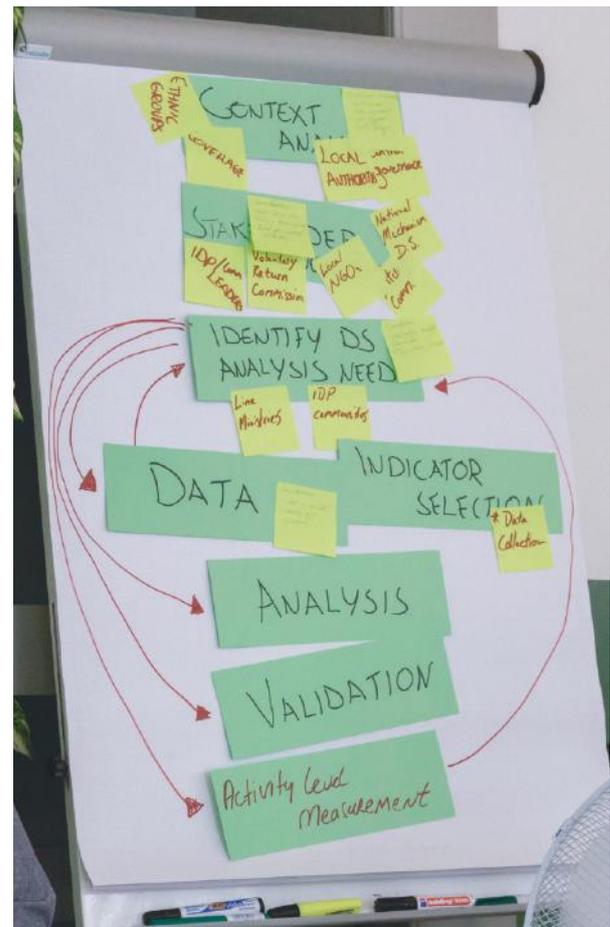
Stakeholder engagement should take place before the project begins, and should continue throughout the duration of the project. Stakeholders to engage should include national and local authorities, affected communities, and humanitarian and development actors. The ways in which stakeholders can be engaged include consultation, information sharing, and direct participation. Practitioners should keep in mind that the key decision-makers and stakeholders to be engaged may change over time. The goal of stakeholder engagement is to create a common understanding of the purpose of the exercise, even if their specific roles may shift in different phases of the displacement situation.

Context analysis should also occur at the start of a project. Context analysis takes into account the social and political dynamics of the displacement situation, at both local and national levels, and reviews the data that is already available. This step should identify the geographic scope of the displacement, and should keep in mind that displaced persons' settlement options can expand over time.

Identify need for a durable solutions analysis After the previous two steps, practitioners should identify whether there is a need for a durable solutions analysis. This step should identify the target audience for such an analysis, and form clear expectations of what can be done with the results of an analysis.

Indicator selection If it is determined that there is indeed a need for a durable solutions analysis, the next step is to choose the indicators to be used. These indicators should allow comparisons to be made between IDP and host communities, and should attempt to assess the future problems and risks perceived by target populations. A proposed process for indicator selection is presented in the previous section of the report (see Figure 3 on Page 7).

Analysis After data is collected and processed, practitioners should conduct an analysis of different population groups, as well as an area-level analysis. These analyses should assess the temporality and durability of potential solutions.



Focus on key durable solutions analysis themes: Breakout work groups

In a breakout session held on the second day of the workshop, small groups of participants discussed several aspects of durable solutions analysis, including social cohesion, disaster, and IDPs' future intentions, and how these can be addressed using the Indicator Library.

Social cohesion and discrimination

Although participants agreed that discrimination is crucial to durable solutions analysis as part of the overall durable solutions definition, they also agreed it is often very difficult to measure.

As a result of the piloting experience, it was proposed to remove the social cohesion indicators from the Durable Solutions Indicator Library, because several of them are difficult to directly measure. Furthermore, many other indicators (such as access to education and health care) are closely linked to social cohesion and discrimination. It was suggested that instead, social cohesion could be integrated within other sections of the Durable Solutions Library. Ultimately, social cohesion and discrimination are not issues that are easily separable from other indicators.

One exception was Indicator 0.13.1 on discrimination: "Proportion of population reporting having personally felt discriminated against or harassed in the previous 12 months on the basis of a ground of discrimination prohibited under international human rights law." This indicator was included in the Library in order to allow for comparison of IDPs with the broader population in countries where this indicator will be reported on as part of the Sustainable Development Goal priorities.

An important takeaway from this discussion was that to measure intangible concepts such as social cohesion, qualitative data will take on a greater importance. Practitioners should consider gathering qualitative data at the beginning of the process, to inform which indicators should be used, and whether social cohesion or discrimination is even an issue in the specific displacement situation.

Disaster

To date, the Durable Solutions Indicators have not been piloted in disaster contexts, making it difficult to know whether the current disaster-specific indicators are effective. The breakout group focusing on disaster had several suggestions for how to change these indicators, and upcoming meetings will incorporate these suggestions into a revised Indicator Library.



One major suggestion was that the indicators should not include the term "disaster," which the working group described as a "composite term," and should instead analyse the components of disaster. These include natural hazard, communities' exposure and vulnerability to hazard, and its capacity to withstand hazard.

Another point raised was that it is important to combine community-based perceptions of disaster with external analysis. Although the durable solutions indicators are used at the target population level, subjective assessments of exposure or vulnerability to hazard are often insufficient, and objective measurements of exposure or vulnerability to hazard must be taken into account as well. "This multi-dimensional analysis of what a disaster entails should be incorporated in guidance," said one participant.

Finally, the breakout group suggested that indicators should address both populations' past experience of hazardous events, as well as their knowledge and perceptions of future exposure to hazards.

Intentions

As currently written, the Indicator Library includes several indicators on IDPs' future intentions – such as whether they want to return to their place of origin, integrate locally, or settle in a third location.

However, participants in the breakout group focusing on intentions said that simply asking IDPs about their

preferences is insufficient. For one, these intentions can be fickle: one participant noted that “people can have intentions to leave or stay, and something can change next week”. Nor do intentions necessarily reflect concrete plans: an IDP may say that he or she intends to return to his or her place of origin but, when pressed further, concede that this is not a realistic option in the foreseeable future. Although data on preferences can be useful, they must be squared with the realities of the environment in which IDPs live.

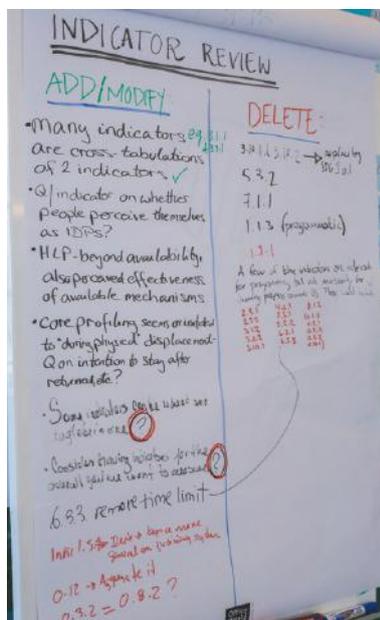
Participants in this breakout group suggested placing a greater emphasis on concrete plans that IDPs may have to move, return, or locally integrate, as opposed to merely asking about their preferences.

A major challenge is that, unlike metrics such as household income, intentions are more difficult to quantify. IDPs’ preferences cannot be taken as static options, and certain preferences may not be feasible. As a result, qualitative data-gathering techniques are likely to play a more important role in this area.

Participants also discussed how information on IDPs’ intentions should be disaggregated. Although disaggregation must be determined by context, categories that should be considered include socio-economic status, language, ethnicity, generation, and the time elapsed since the displacement happened.

Final Indicator Library: Discussion on amendments and endorsement

Throughout the workshop, participants were asked to list on a flip chart indicators they recommended changing, removing, or adding. At the end of the two-day workshop, a plenary session was held to review these suggestions.



One key decision taken during the workshop was to more tightly align the Durable Solutions Indicator Library with the SDG Indicator Framework. Thus far, overlapping indicators in the Library had been reformulated to match the SDG Indicators, but the participants also agreed to add new indicators from the SDG Framework whenever these are relevant to the topics in the Library.

The participants also debated whether certain indicators in the Library were too humanitarian-oriented, as opposed to focusing specifically on durable solutions. It was agreed that several indicators would be removed because they were not sufficiently related to durable solutions outcomes.

The main changes agreed upon by participants were as follows:

- Several indicators’ wording were revised to align with the Sustainable Development Goals (SDGs) and some new ones were added from the SDG Indicator Framework
- The indicators focusing on social cohesion were removed from the Library, and integrated throughout other sections of the Library
- The wording of several indicators was changed so that they specify that they refer to the subjective perceptions of IDPs
- Indicators were added on sustainable sources of income, the incidence of trauma and mental illness, rates of access to safe toilets, and time spent in current location

Pending changes to the Indicator Library:

- Disaster-related indicators still need to be agreed upon. A specific meeting with relevant experts will be organised in July 2017.
- The Library will go through one final technical review to improve readability and accuracy.

Next Steps

At the workshop's concluding session, participants discussed the next steps to be taken on the Durable Solutions Indicator Library. The two main tasks to be done are revising the Indicator Library based on participants' contributions during the workshop; and developing guidance to accompany the Indicator Library.

It was agreed that this guidance should clarify when the Indicator Library should be used, and provide technical advice on how to measure each indicator, including whether quantitative or qualitative methods would be more appropriate. It was suggested that separate guidance be written for two target audiences: technical guidance for those who will be gathering the data, as well as guidance aimed at a broader set of stakeholders who may lead and use the outcomes of the durable solutions analysis.

In addition to the Indicator Library revisions and the guidance, it was agreed that the following three steps should be taken:

1. Developing a more approachable way to presenting the Indicator Library

The Indicator Library is meant to be a tool for creating a comprehensive snapshot of durable solutions, and provide users with a glimpse of what the obstacles are to achieving durable solutions. However, for the Library to be useful, it must be accessible and easy to use. Accordingly, participants suggested developing a more user-friendly and approachable way for presenting the

indicators and related technical guidance, sorted by criteria. It was also highlighted that the Indicator Library needs to be linked to general guidance framing the possibilities and limitations of durable solutions analysis, and provide references to external resources when needed.

2. Overhauling disaster-related indicators

Due to lack of opportunities for piloting the Durable Solutions Indicators in disaster contexts, it was agreed that an additional meeting with disaster specialists would be organised following the workshop in order to agree on final changes to this section of the Library.

3. Technical review of indicators

The participants agreed that certain indicators in the Library are more clearly or rigorously defined than others, or are easier to measure. The workshop decided to entrust a small technical team with conducting a technical review of the indicators, and to classify them in tiers based on availability of data and/or a clearly identified methodology for their use.



ANNEX I: Agenda

DAY 1

- 0900 – 0915 Welcome and introduction
- 0915 – 09.45 **Opening remarks**
Cecilia Jimenez-Damary and Natalia Baal
- 0945- 1000 Progress since last workshop
- 1000 – 1230 **Defining durable solutions analysis using the IASC Framework**
Experiences of Governments from Somalia, Sudan, and Colombia and Special Rapporteur on the Human Rights of IDPS
- 1230 – 1330 Lunch @ Vapiano
- 1345 – 1500 **Final Indicator Library**
Discussion on amendments and endorsement
- 1500 – 1515 Break
- 1515 – 1700 **Determining Core Indicators**
Breakout work groups and Plenary Agreement

DAY 2

- 0800 – 0930 Recap of day 1
- 0930 – 1030 **Durable solutions analysis process**
- 1045 – 1230 **Focus on key elements of the durable solutions analysis**
Breakout work groups and Plenary Agreement
- 1230 – 1330 Lunch @ Together Burgers
- 1345 – 1545 **Revising the Indicator Library**
Amendments and endorsement
- 1545 – 1600 Break
- 1600 - 1700 **Next Steps** for the Durable Solutions Project

ANNEX II: Participant list

Organization	First	Last
Special Rapporteur on the Human Rights of Internally Displaced Persons Mandate	Cecilia	Jimenez-Damary
DRC	John	Lakeman
Durable Solutions Platform MENA	Doris	Carrion
Federal Government of Somalia	Mohamed	Moalim
Government of Colombia	Oscar	Rico
Government of Sudan	Ahmed	Gangari
ICRC	Angela	Cotroneo
ICRC	Ximena	Contla
IDMC	Michelle	Yonetani
Independent	Caroline	Blay
IOM	Ginette	Kidd
JIPS	Dag	Roll-Hansen
JIPS	Natalia	Baal
JIPS	Laura	Ronkainen
JIPS	Khadra	Elmi
JIPS	Ryo	Kato
JIPS	Sam	Bollier
OCHA	Simon	Bagshaw
Office of the Special Rapporteur on the Human Rights of IDPs	Martina	Caterina
Platform on Disaster Displacement	Erick	Mutshayan
ReDSS	David	Glendinning
Tufts Feinstein International Center	Karen	Jacobsen
UNDP	Rekha	Das
UNHCR	Andrea	Bruhn Bove
UNHCR	Petra	Nahmias
UNHCR	Daniel	Maguire
UNHCR	Erica	Bauer