



Achieving durable solutions by including displacement affected communities in peacebuilding

Joint submission by the Swiss Federal Department of Foreign Affairs and HPG to the High-Level Panel on Internal Displacement

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Key messages

Internally displaced persons (IDPs) uprooted by conflict are peace and conflict actors, not merely victims in need of assistance. Their displacement may be highly political and is often intended by the conflict parties. Their displacement affects other communities too. Peace processes that include communities affected by displacement, and take account of

Leaving displacement affected communities out of peacebuilding undermines peace

People affected by displacement can be conflict and peace actors

Displacement is often seen as an unfortunate by-product of armed conflict. But it is highly political, as mass displacement is frequently a deliberate strategy of conflict parties. Uprooted people have a relationship with the conflict that uprooted them. People may be targeted specifically due to their political positions; others can become politicised by the violence that drove their displacement or from being displaced on either side of a line of control. For example, displacement of people in the midst of Islamist extremist violence can serve a military and political purpose for the non-state armed groups or government forces who uproot them, and the experience colours their view of either or both (Crisis Group, 2019). Displacement arising from natural hazard shocks can also have conflict implications. This displacement can compound pre-existing conflict in the area, or the disaster can lead to competition for resources. As people affected by displacement are conflict actors, not just conflict victims, it follows that they must be considered as actors in peacebuilding processes too.

Peacebuilding requires a sustained, joined-up approach

A third of peace agreements fail within five years, and recent UN resolutions require more attention to building and sustaining peace. As outlined in Box 1, a sustained, joined up approach that incorporates improving human security, progressing peace agreements, promoting transitional justice, reconciliation and dispute resolution, and building long-term resilience is required. The Triple Nexus concept – which combines humanitarian, development and peacebuilding efforts – is an opportunity for more comprehensive, coherent approaches. Without these it is unlikely that peace will hold (UNOCHA, 2017; UN and World Bank, 2018; OECD, 2020).

Box 1: Four main areas of peacebuilding

Definitions of peacebuilding outline a range of interventions to reduce and prevent violence, enable societies to live together, resolve their differences without violence, and make progress on development and the fulfilment of human rights. Four areas of intervention are of particular importance to situations of displacement:

1. Improve human security.
2. Mediate and implement peace agreements.
3. Promote reconciliation, justice and dispute resolution.
4. Build long-term resilience to conflict.

These are often done concurrently. They yield results in the short term, but sustaining peace depends on a long-term, often unpredictable and non-linear process.

Source: UN and World Bank (2018).

Displaced people and other affected communities can threaten peace

With their needs and rights unmet and their interests unaddressed, people affected by

(UNDP, 2017). Furthermore, IDPs have, in certain instances, used their relative prominence to block peacebuilding (Brookings Institution, 2007).

Protracted displacement erodes pathways to peaceful coexistence

Another challenge is that protracted displacement frequently erodes the very qualities of resilience needed for peaceful coexistence and sustaining peace. This is even more the case for people displaced multiple times, or for those displaced in urban settings. People's resilience to conflict is a factor in access to livelihoods, health and education services, decent living conditions, justice, human security and good governance (UN and World Bank, 2018). Yet as a recent review of multiple displacement contexts has shown, IDPs are typically underserved in all these respects, including a lack of trust in government institutions, making them less equipped to contribute to sustaining peace (Kälin and Entwisle Chapuisat, 2017)

Sustaining peace and durable solutions to displacement must go hand in hand

Post-conflict peace is fragile by nature. A peace that does not take account of the interests, needs and rights of people affected by displacement is likely to fail, meaning further violence and displacement. For peacebuilding to work, it must address the issue of displacement, just as durable solutions to displacement inevitably involve sustaining the wider peace (Brookings Institution, 2010). This Submission explains how this can be done, after an analysis of why this is not yet routinely the case.

Why displacement affected communities are left out of peacebuilding

Peace efforts are often seen primarily as elite bargains

Parts of peace processes are exclusive, elite affairs, particularly the negotiation of formal peace agreements (Cheng et al., 2018). When these turn to questions of power sharing, it can be hard for mediators to introduce other issues. The interests of people affected by displacement may not be seen as essential to 'winning peace', so negotiators may not include them. Even if these secondary issues are included, the main protagonists may agree and then later ignore them (Weiss Fagen, 2009). Affected governments often lack the capacity to follow up on such commitments, even if they wish to.

People affected by displacement are often deliberately excluded

Further, governments and armed groups often have political reasons for excluding IDPs and other affected communities from peace processes. Human rights violations against displaced and other groups are often left unaddressed, with peace processes frequently involving amnesties for conflict parties. The reasons for them being deliberately targeted during conflict, may be the same as why they are excluded from peace processes. They may be from groups or communities seen as siding with the opposition. Turning exclusion into inclusion requires more than just ensuring their presence in peacebuilding processes.

Including people affected by displacement can be complex

It can be hard to engage people affected by displacement in some aspects of peacebuilding. They are often widely dispersed, and travel and communication may be difficult. Many were marginalised from power even before the displacement occurred. Some face security threats. Knowing who should represent them is not always obvious, as they are not a homogenous population. They include diverse groups and individuals: displaced and non-displaced, men, women and children of different ages, with differing levels of knowledge, power, vulnerability, wealth and other assets, different religions and ethnicities, as well as other characteristics. Even when representatives are identified, this often marginalises some, and favours others.

Despite a commitment to reform, agencies and donors remain trapped by institutional silos

Concepts and approaches like the *New Way of Working*, *Collective Outcomes* and the *Triple Nexus* draw together the missions and mandates of development, humanitarian and peacebuilding actors, showing how they complement one another, with a shared interest in increasing resilience (Center on International Cooperation, 2019). But the habits and incentive structures in all three sectors have proven resistant to one another, and they still work largely in silos. The UN's Common Country Analysis and Sustainable Development Cooperation

These initiatives come together nicely in the *Triple Nexus*, which shows that humanitarian, development and peacebuilding are conceptually linked, are complementary on the ground, and must be operationally joined up. But ambitious policy language does not of itself overcome

Ukrainian governments both allow IDPs access to services and welfare benefits in their place of displacement, to prevent the erosion of their resilience and reduce conflict (IDMC, 2019b; NRC, 2016). In Colombia, UNHCR has piloted a series of 'Transitional Solution' projects in urban and rural communities. These take a comprehensive approach, based on the need to reintegrate displaced people and refugees and build resilience *as part of* the peace process. They combine interventions that improve quality of life and livelihoods, strengthen organisations and institutions, and protect victims and their rights, with displaced and other local populations meaningfully involved in decision making (Gottwald, 2016).

Provide international guidance on how to ensure that displacement affected communities are involved more systematically in peacebuilding, in ways that respect their agency and rights as citizens and conflict and peace actors.

Develop national policies and laws, supported by specialist units to enable application, that facilitate the integration of affected communities in peacebuilding, and include them in national and local plans to meet the Sustainable Development Goals and address the underlying causes of conflict.

Draw on common analyses to define shared, accountable goals at an operational level, requiring humanitarian, peacebuilding and development agencies to work together, using conflict sensitive approaches.

Tailor interventions to the gender and diversity of displaced and other affected communities.

3. Recommend approaches that integrate displacement in key areas of peacebuilding, and build the capacity of the UN and affected governments to implement these

Human security: Tailor the provision of security to a more thorough and accurate understanding of displaced and other affected communities' perspectives and needs. For example, ensure that IDPs are involved in determining how they remain protected when they return home.

Peace agreements: Link displacement affected communities more effectively to the negotiation and implementation of peace agreements. For example, facilitate the inclusion of displaced and other affected groups, marginalised due to their ethnicity or geography, in new political arrangements in post-conflict situations.

Reconciliation, justice and dispute resolution: Support the resolution of local conflicts and the participation of displacement affected communities in reconciliation and justice mechanisms. For example, facilitate the resolution of conflicts over land and housing between IDPs and others.

Build long-term resilience to conflict into strategies implemented with displaced and other affected communities, for example promoting tolerance, conflict resolution and good governance through livelihoods, education, water, sanitation and health programming with displaced and other affected communities, and through institution building.

4. Recommend ways for ongoing UN reforms to be strengthened, to facilitate the integration of displacement and affected communities in peacebuilding

Endorse the OECD-DAC's 2019 recommendations on implementing the *Triple Nexus* (OECD, 2020) and encourage all donors to do likewise, and to incentivise and hold agencies accountable for joined-up working across the Triple Nexus, and to fund the costs of this.

Encourage donors, including Development Banks, to fund short- and long-term solutions that cross the traditional boundaries between humanitarian, development and peacebuilding, and encourage application of instruments like IDA-19 for joined-up working in internal displacement situations.

Encourage donors to empower and support national governments eN ecsde nt5(ar

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