

# Discussion Paper

## Development approaches to forced displacement in the Great Lakes Region.

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**Cover Photo:** *Crafts cooperative, supported through a UNDP reintegration project for returning internally displaced persons (IDPs) and refugees @ UNDP Burundi 2015*

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## 1. Introduction

Migration and displacement are key priorities for UNDP's support for achieving the sustainable development agenda in the Great Lakes Region (GLR). In preparation for the 2016 UN Summit for Refugees and Migrants, this Discussion Paper presents UNDP's role in promoting development approaches to forcibly displaced population groups in the GLR, including support to refugees, internally displaced persons (IDPs), host communities and communities of return. This Discussion Paper aims to promote discussion on cross-border and multi-country approaches and overall regional cooperation in addressing forced displacement. The paper is based on experiences from five Great Lakes countries, including Burundi, the Democratic Republic of Congo, Rwanda, Tanzania and Uganda.

### *Box 1: UNDP's development approach to migration and displacement*

UNDP advocates for support living up to the commitments made in the Sustainable Development Goals (SDGs), particularly the commitment to "leave no one behind", including refugees, internally displaced persons (IDPs) and host communities. UNDP advocates for development approaches to reduce the need for forced displacement by, amongst others, addressing the root causes of displacement in the GLR. Development approaches focus, for instance, on enhancing community resilience to be better able to cope with and recover from the impact of large numbers of displaced and protect development gains. This may include strengthening the capacities of local authorities and livelihoods opportunities, while supporting displaced population groups to resume their lives, become self-reliant, and contribute to local economies. In doing so, UNDP calls for greater international solidarity in supporting and stabilizing countries hosting displaced populations to mitigate the economic, social, environmental and other possible impacts of large-scale displacement and create economic opportunities for local populations and displaced people alike.

The UNDP Guidance Note *A development approach to Migration and Displacement* (November 2015), outlines three main areas of work for UNDP to address the root causes of displacement and provide comprehensive responses to situations of crisis, protracted displacement and return, ensuring that UNDP adds value to and builds on existing efforts already under way at national, regional and global levels. UNDP's interventions in migration and displacement in the GLR and globally, are set within three broad areas of work:

- **Developing comprehensive national policy and institutional frameworks for migration**
- **Managing migration for long-term positive development at the sub-national and local level**
- **Resilience-based development solutions for migration and displacement in times of conflict and disaster**

To implement these interventions, the Guidance Note suggests the development of new and the strengthening of existing partnerships for UNDP across a wide range of organizations, sectors and disciplines. Key partners include: governments; national and local action groups; local communities; donor partners; other UN organizations and development partners; international financial institutions; research and science organizations; and the private sector.

## 2. Promoting development approaches to forced displacement in the Great Lakes Region: a joint responsibility

The Great Lakes Region (GLR) is comprised of the Democratic Republic of Congo (DRC) and the countries along its eastern border—Burundi, Rwanda, Tanzania and Uganda. Similar to other global trends, the number of people currently displaced in this region continues to rise, mostly due to conflict and instability. The increasing scale, complexity and protracted nature of

*“Securing durable solutions for internally displaced persons and refugees is a joint responsibility and one that needs to be undertaken progressively. We have learned many lessons in the field. Now we must use what we have learned to bring together more actors to achieve common commitments”*

*UN Secretary-General Ban Ki-moon at the annual meeting in Geneva of UNHCR’s Executive Committee, 1 October 2014*

forced displacement in the GLR is creating significant challenges for host communities, and creating tensions over access to livelihoods and basic services.

It is estimated that nearly 3.5 million<sup>1</sup> forcibly displaced people are hosted in the GLR, many of whom left their homes decades ago to escape conflict, poverty and environmental degradation. Limited resources and a lack of social cohesion may exacerbate tensions between displaced populations and host communities, which can potentially lead to further conflict and new cycles of displacement.

Large movements of forcibly displaced people also create opportunities for groups involved in conflict and armed violence to covertly cross borders, enter communities alongside the displaced and may use camps of displaced persons for recruitment and training grounds.

In the DRC alone, conflict and violence have led to over 1.8 million registered IDPs, some of whom have experienced as many as seven episodes of displacement.<sup>2</sup> The DRC’s neighbouring countries are also affected, particularly Uganda, Rwanda, Burundi and Tanzania, which together host a total of 451,682 Congolese refugees.<sup>3</sup> Despite its internal dynamics, the DRC is also host to refugees from within the region, currently 387,963 including the most recent influx from South Sudan. In Burundi, ongoing political conflict and recent natural disasters have displaced 100,853 people, most of whom are women and children. A total of 274,339 Burundians have sought refuge in neighbouring countries, including 78,000 in Rwanda, mainly in Mahama camp. Uganda is also a major destination for refugees, with 538,252 refugees and asylum seekers from the DRC, South Sudan and Burundi currently present, 56 per cent of whom are children.

An effective response necessitates support in host countries and communities, requiring increased investment in addressing and analysing the root causes of forced displacement in countries of origin- integrating both top-down and bottom-up measures. Top-down measures should include strengthening regional coordination between the five countries, to establish appropriate legal and policy frameworks, regional level planning for the identification of common objectives and oversight mechanisms. Bottom-up measures should aim to strengthen the absorption capacity of the host communities and the communities of return, build trust between host communities and the returnees, IDPs or refugees, and strengthen the capacities of civil society. Development approaches with a regional perspective are the only viable way to offer a sustainable choice to the displaced in the GLR.

<sup>1</sup> UNOCHA (2016). Regional Outlook for the Horn of Africa and Great Lakes Region: Recommendations for Humanitarian Action and Resilience Response; July – September. Available from: <http://reliefweb.int/report/south-sudan/regional-outlook-horn-africa-and-great-lakes-region-recommendations-humanitarian>.

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

## *The Great Lakes Regional Strategic Framework 2016-2017*

The Great Lakes Regional Strategic Framework for 2016-2017 was launched in March 2016 by the UN Secretary-General at the Security Council Open Debate on the *Maintenance of International Peace and Security: Prevention and Resolution of Conflicts in the Great Lakes Region*. The Strategic Framework outlines the UN's development approach to the implementation of the Peace, Security and Cooperation Framework (PSC-F) for the DRC and the surrounding region. The Framework is based on the findings of a comprehensive conflict and socioeconomic regional analysis and the Special Envoy's Road Map. It acts as a reference document for the UN's regional development action in the region and identifies the rationale for Six Pillars of intervention to address the root causes of instability and ensure sustainable and durable peace and security.

The six Pillars are:

1. land and natural resources management;
2. economic integration, cross-border trade, food and nutrition security;
3. mobility;
4. youth and adolescents;
5. gender and sexual and gender-based violence;
6. justice and conflict prevention.

UNDP and the World Food Programme (WFP) act as co-champions for the implementation of the Strategic Framework. The UN Special Envoy of the Secretary-General for the Great Lakes provides political leadership and strategic guidance. The Special Envoy in his Road Map recognizes the need to address the root causes of displacement in a coherent, comprehensive and balanced manner, integrating development with due regard for social, economic and environmental dimensions and respect for the human rights.

Overall, the Regional United Nations Development Group (R-UNDG) has identified three different types of regional action required for effective delivery of the Strategic Framework:

1. Activities to be undertaken by UN Country Teams within their United Nations Development Frameworks (UNDAFs) that have regional implications.
2. Issues that are cross-border and involve the interaction of two or more Country Teams, will require regional level cooperation to coordinate and agree on what support can best be provided by whom.
3. Initiatives that are sub-regional will require fully-fledged regional cooperation and resource mobilization justified on a case-by-case basis where it adds value.





*Crafts cooperative. Project beneficiaries dying textiles, supported through a UNDP 3x6 project @ UNDP Burundi*

### **Strategic Framework Pillar 3- Mobility**

The third pillar under the Strategic Framework focusses on Human Mobility. This Pillar is co-led by the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM), and highlights the need for a comprehensive approach to find durable solutions for refugees, returnees and IDPs in the region. The pillar recognizes the need for strong leadership by national authorities and cooperation between humanitarian and development agencies. Any support provided under this Pillar will complement and add value to what is done already at country level, recognizing also that creating sustainable conditions enabling durable solutions for IDPs and returning refugees is primarily a national responsibility.

Pillar 3 also emphasizes the need for regional authorities to partner with national governments and to strengthen capacities for managing population movements within and across their borders.

### **Durable Solutions**

The need for regional support to displacement is rooted in the commitments made in the Convention of the African Union on the Protection and Assistance of IDPs in Africa (Kampala Convention) and in the Great Lakes Pact on Peace, Security, Stability and Economic Development. The delivery of these commitments made in the Kampala Convention where taken forward, amongst others, by Decision No 2011/20 of the UN Secretary-General asking the Resident/Humanitarian

Coordinators in the region to support governments to identify and implement Durable Solutions for IDPs, refugees and returnees.

In 2011, the UN Secretary-General issued a Decision endorsed the Preliminary Framework on Ending Displacement in the Aftermath of Conflict (also called Decision on Durable Solutions (DS)). The development of the DS Framework was co-led by UNDP, UNHCR and OCHA as a follow-up on the Secretary-General's Report on peace-building in the immediate aftermath of conflict.<sup>4</sup> The DS Framework was developed to improve the clarity and predictability of the UN responses in the post-conflict period, including in the areas of public administration, transitional governance, early employment, rehabilitation of basic infrastructure, and "reintegration of returnees".

<sup>4</sup> A/63/881-S/2009/304

The decision also requested UNDP and UNHCR, in consultation with the Cluster Working Group on Early Recovery (CWGER), the Global Protection Cluster (GPC), the RC/HCs and national authorities to select three pilot countries to develop and implement durable solutions strategies by December 2013. The engagement of national and local governments throughout the process was recognized to be of utmost importance. The decision also calls on Resident /Humanitarian Coordinators, to lead the development of a Strategy for Durable Solutions for IDPs and returning refugees, determining the most appropriate division of roles and responsibilities based on the Framework and the mandates of the respective agencies, and in consultation with national authorities and partners.

Based on above global and regional frameworks and decisions, UNDP-UNHCR will jointly promote Durable Dolutions in the Great Lakes Regions. The joint support will focus on three main outputs:

**Output 1:** Building the normative framework and capacity of the authorities to manage the internally displaced population to avoid the need for border crossing.

**Output 2:** Facilitating the voluntary, safe and dignified return and reintegration of refugees and IDPs.

**Output 3:** Strengthening management capacity at the regional level for effective support to policymakers and practitioners.

The Durable Solutions initiative supports governments and regional organizations in the formulation of national and regional strategies on displacement, will build institutional capacity at regional level enabling an evidence-based approach to displacement, will support host communities and support the creation of an enabling environment for voluntary return and reintegration of refugees and IDPs in the region.

The successful implementation of the Durable Solutions initiative requires commitment at both technical and political level. It requires consistent and active contribution by the regional authorities, as well as the support of national governments, humanitarian and development agencies, host communities and project beneficiaries.

### *Durable Solutions action plan for the Great Lakes Region*

Specifically, for the Greate Lakes region, both UNHCR and UNDP will support the developmentof a joint regional action plan with other partners providing development approaches for those refugees who will not be eligible for resettlement. The joint action plan would seek to:

1. Consider connections to the Solutions Alliance Initiative. This may include the establishment of Solutions Alliance National Groups.
2. Help the asylum countries to enhance protection and conditions of asylum in their country, including through a favourable refugee policy, e.g. freedom of movement, the right to work, enhanced self-sufficiency, etc.
3. Advocate for the pursuit of other durable solutions.
4. Support the integration of displaced population groups into national and local level development plans;
5. Work with the Core Group on the Great Lakes, the Special Envoys for the Great Lakes Region, the International Conference on the Great Lakes Region (ICGLR) and the Southern African Development Community (SADC).

### *Promoting development approaches to forced displacement in the GLR*

The challenges in the Great Lakes Region are unique, combininga large number of displaced population groups, situations of long protracted displacement and a high degree of cross border movements. There is also a high need for the restoration of confidence in the state and rebuilding trust between various population groups. Experience has indicated the need for comprehensive development approaches, that go beyond immediate, humanitarian support.



UNDP's support in the GLR to address displacement at country-level is built around five specific focus areas:

- i) strengthening the evidence base through (joint) assessments and analysis;
- ii) analysing and addressing the root causes of displacement and drivers of migration;
- iii) supporting government partners with national and local strategy, policy and institutional development;
- iv) supporting host communities and local integration; and
- v) enabling voluntary return and community-based reintegration.

Area iv and v on host community support are critical areas of local level support to communities, often through Early Recovery support. In the Great Lakes Region, UNDP's Early Recovery support focusses, amongst others, on strengthening community resilience to better cope with and recover from the impact of large movements of refugees and IDPs and protect development gains. This includes conflict prevention, emergency employment and jobs and livelihoods, basis service delivery, rule of law, natural resources management (including land management and land property rights) and social cohesion.

## 4. Country Examples

### *Burundi: promoting durable solutions for returnees and evidence-based policy development*

Since 2011, UNDP Burundi has supported the development of a resettlement policy and planning for IDPs. In 2012 and 2013, for instance, UNDP facilitated the return of IDPs and refugees through community-based reintegration support using the 3x6 approach- in close partnership with other UN agencies, the Government, NGOs and civil society actors. Through cash-for-work interventions, UNDP supported the creation of more than 600,000 working days for over 9,000 participants. 88 per cent of the participants chose to invest their individual savings in joint economic initiatives, secured a sustainable income and became financially self-reliant. Over 2,200 beneficiaries set up their own small and medium enterprises (SMEs). The 3x6 approach was adopted also as the basis of the National Reintegration Strategy in Burundi.<sup>5</sup> UNDP, together with the ILO, also supported the Burundi Government with six value-chain assessments that were used as a basis for the National Employment Policy, formally adopted in 2013.

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<sup>5</sup> The 3x6 approach has since been recognized as good practice supporting livelihoods recovery in (post) crisis contexts and has been adopted and implemented in several other countries, including Yemen, DRC and Jordan.

In May 2016, following recent outbreaks of violence in Burundi, UNDP and UNHCR established Early Recovery cluster. The Early Recovery cluster is currently working on the development of a **National Strategy for Early Recovery, Durable Solutions and Community Resilience**. The strategy will focus on concrete and context-adapted solutions for displaced population groups in Burundi. To support this process, the UN Resident Coordinator Office, UNHCR and UNDP organized a national workshop on Durable Solutions in July 2016 that recommended joint action plans for the elaboration of this National Strategy for Burundi. The Government and partners are expected to validate the final document on 7 October, 2016.



*Farmers cooperative supported through a UNDP 3x6 project @ UNDP Burundi*

In addition to that, with the support of UNDP, UNHCR, the IOM and other UN Agencies, the Government of Burundi has set up a **National Working Group on Durable Solutions (DS)** led by the Ministry of Solidarity and Ministry of Interior. The DS working group supports strategic national and international institutions with the implementation of their respective action plans. The DS working group forms part of the National Platform in charge of risk prevention and conflict management. This allows the DS working group to support also the implementation of policies related to forced migration and internal displacement.

The Ministry of Solidarity has requested UNDP for support in order to update the **National Strategy of Reintegration** of people affected by the conflict in Burundi. This is a good opportunity to facilitate the involvement of relevant ministries in the implementation of National Strategy. UNDP is also leading the formulation of various DS projects, focusing amongst others on job creation for young people in partnership with UN agencies and National NGOs.



*Photo credit: UNDP Burundi*

### *The UNDP 3x6 approach: enhancing resilience through livelihoods recovery*

The 3x6 approach is a starting point, post-conflict, on the road to sustainable development. The 3x6 is an innovative UNDP programme approach promoting sustainable livelihoods for vulnerable and crisis-affected groups, such as those affected by disasters or conflict. It is an organizational response to move from interventions that provide immediate, one-off support to populations affected by conflict to an integrated approach that creates conditions for people to take control over their development processes and outcomes by building on and transforming capacities to better understand and take advantage of economic opportunities at the same time as it contributes to economic recovery and the social and economic reintegration of populations affected by conflict. The approach proposes a simple, systematic and comprehensive response to build and consolidate peace in what is often a highly complex, economically constrained, politically contested, socioeconomic context. The 3x6 approach uses skills, resources and local expertise to support crises-affected people to become financially independent and thus able to contribute to local economic recovery and to the transition from an emergency response to a sustainable development path.

The 3x6 approach is based on traditional components of employment generation and livelihoods promotion, including:

- a. Generating immediate income;
- b. Injecting capital into the local economy;
- c. Providing opportunities for diversified livelihoods.

The fundamental principles that guide the approach are:

- a. Inclusiveness: reflects individual as well as collective dimensions. Individual inclusion refers to voluntary participation of people affected by crises in the rehabilitation of social infrastructure, while collective inclusion implies community definition of a development vision that is community driven. Community development defines the development priorities of communities in the post-crisis scenario, such as rebuilding roads, health centres, schools, rehabilitating irrigation and marshlands and other such interventions. Through these interventions, community dividends are produced that benefit all community members, whether or not they participate directly in the rehabilitation actions.
- b. Ownership: ensures that community members participating in social infrastructure rehabilitation organize themselves to implement an economic activity (and share the risk with others) to ensure future income, based on their own interests, skills, the economic potential of the community, and assessment of the most feasible options.
- c. Sustainability: refers to making choices among different opportunities, and accessing markets to increase incomes and generate sustainable employment. The 3x6 must first enable migrants and host communities to access economic livelihoods by facilitating their participation in the opportunities offered by the local and regional markets. Moreover, reintegration must help them regain the opportunity to participate without discrimination in the general community.

For more information, please see: <https://www.youtube.com/watch?v=QWmVrWeTkXk>

### *Uganda: supporting refugees and host communities and promoting evidence-based decisions*

Uganda is hosting over half a million refugees and asylum seekers, making it the third largest refugee-hosting country in Africa, the eighth largest refugee-hosting country in the world. Over the last three years, the refugee population hosted by Uganda has more than doubled, with significant influxes primarily from three countries: South Sudan, the Democratic Republic of Congo and Burundi. In 2015, Uganda received over 112,000 new refugees and maintained the generous policy of land allocation for each refugee household.



*Community dialogue, supporting communities hosting large numbers of refugees @UNDP Uganda*

Following an outbreak of violence in Juba in July 2016 and the corresponding deterioration in the overall security situation, more than 100,000 people have fled to Uganda from South Sudan. The impact of this latest refugee influx for Uganda's host communities is significant, with social implications of rapidly increasing numbers of refugees on employment opportunities, land utilization, natural resources and social services expected to be considerable. UNDP has undertaken assessments of South Sudanese refugee and host community needs, as well as local government capacities, as a basis of response plan and resilience programme.

Overall, despite the pressures, Uganda has some of the most progressive refugee laws and policies globally. The Government of Uganda has taken a progressive approach to address those protracted situations of displacement on several fronts. For instance:

- i) The **Refugee Act 2006**, in line with the standards of refugee protection provided in international legal instruments, recognizes the rights of refugees to work, establish businesses, move around freely within the country and live in settlements with host-communities rather than in camps;
- ii) **Mainstreaming displaced population groups into national and local development planning.** UNDP supports the integration of refugees into national and local development planning, including the National Development Plan II, through the Settlement Transformative Agenda.
- iii) The UN (including UNDP) and World Bank are also supporting the Government through the **Refugee and Host Population Empowerment strategy** (ReHope). ReHope is a multi-year joint framework for self-reliance and resilience programming for refugees and host communities in Uganda, ReHope has an innovative approach to protracted displacement, combining both humanitarian and development response plans. ReHope offers a people-centered approach to sustainable economic empowerment, benefiting some 4.7 million Ugandans and 400,000 refugees.
- iv) UNDP supports the **mainstreaming the Sustainable Development Goals (SDGs) into our Second National Development Plan**, including specific reference to refugees' and host communities' concerns.
- v) A Solution Alliance National Group for Uganda is soon to be established. The overall purpose of the **Uganda Solutions Alliance Group** will be to create a multi-stakeholder platform through which partners can engage to advise and provide support to the Government's efforts to find durable solutions for refugees, while supporting host communities.

UNDP Uganda is well positioned to lead the contributions in the area of resilience-based development including, for instance, livelihoods and skills development, strengthening of social cohesion and integration, supporting natural resource management, climate/disaster risk management and youth empowerment.



UNDP also collaborates with UNHCR on **addressing protracted displacement** through a project aimed at stabilization and livelihood enhancement for refugee host communities in Northern Uganda where the majority of the South Sudanese refugees are settled. This project draws on UNDP's extensive recovery work in the region and uses UNHCR's networks to ensure that interventions bridge humanitarian and development interventions. So far, UNDP has provided business and entrepreneurship skills training to both refugees and host communities and supported the local government in community policing. UNDP also works with UNHCR in Uganda's oldest refugee settlement, Oruchinga, to enhance existing livelihood activities through the integration of climate risk management approaches, which has prompted the introduction of fish farming, establishment of zonal greenhouses, support to farmer-to-farmer learning, and training households on climate-smart agriculture.

To enhance **evidence-based** decisions, UNDP provides technical support to the Office of the Prime Minister to map and profile hosting districts in order to conduct risk analysis for improved settlement management and planning to deal with climate and disaster risks.

### *Tanzania: supporting the Government and its partners to strengthen the evidence base on displaced population groups*

#### *Box 2: UNDP Tanzania- AAchievements in partnership creation and lessons learned*

##### **Results and ongoing work**

##### **Partnership**

1. UNDP is a co-chair of the Solutions Alliance National Group
2. UNDP is an observing member of the Coalition—the group of international and national NGOs working on urban refugees in Tanzania
3. UNDP is participating in the formulation of the UN Joint Programme on Refugees in Tanzania

##### **Lessons learned**

1. There is a need to strengthen the cooperation between humanitarian and development actors including, for instance, through joint assessments, planning exercises and strategy development;
2. Working together with other UN agencies to provide one single offer to the Government and donor partners facilitates resource mobilization and achieving the nexus humanitarian-development
3. Local Government Authorities have an important role to play in providing sustainable, durable solutions to displacement population groups and should be at the front and centre of any response, where possible
4. Support to peaceful coexistence between displaced people and the host communities are critical. It requires putting in place interventions that contribute to this by addressing both host community needs and those of the Naturalized Tanzanians.

A **Tanzania Solutions Alliance National Group** has been created with the aim to establish a Government-led coordination mechanism that will allow for an exchange of ideas, strategies and plans pertaining to Durable Solutions for displaced persons in Tanzania and to ensure coherence and complementarity in programmes and projects. The group is chaired by the Government of Tanzania with UNDP and UNHCR as alternating co-chairs. Other group members include key Government ministries and departments, members of the donor community led by the Embassy of Denmark, and other development partners including key UN agencies, the World Bank, and international and National NGOs. The National Group supports the



coordination and implementation of activities that address the needs of both host communities and displaced population groups. Such activities include support to relevant local government structures and mechanisms, management of the impact of environmental degradation and its subsequent effects on displacement, socio-economic reintegration, including livelihood opportunities and job creation, land management (including land disputes), and social cohesion through community dialogues and peacebuilding. The National Group will also ensure that issues of gender, youth, disability and human rights are core considerations for strategies, programmes and activities targeting the different groups and communities.

The work of the National Group in Tanzania is divided into four main areas, including:



Photo credit: UNDP Tanzania

- i) **support to the development and implementation of Government policies and practice** including the implementation of the Government's Local Integration Strategy;
- ii) identification and enhancement for **new and improved strategic partnerships** with a view to better linkages, coherence and coordination in project development and implementation;
- iii) **identification and prioritization of gaps and responses** to benefit both displaced populations and new citizens and communities; and
- iv) **advocacy and awareness** on the needs of the displaced, new citizens and communities.

UNDP Tanzania also commissioned a study to identify **gaps and socioeconomic needs** in target areas in Tanzania in which the Naturalized Tanzanians (NTs) are settled. The objective of the study was to better inform the work of the Tanzania Solutions Alliance National Group. The study mapped out partners, projects and interventions and recommended entry points for development partners' interventions. The study emphasizes the urgent need to improve existing integration opportunities for refugees in Tanzania and suggested prioritize capacity development of local and national Government counterparts.

Based on the results of the mapping study, UNDP will develop **comprehensive programme** to be implemented in areas with a large number of refugees in Tanzania. The forthcoming programme, "Sustainable Livelihood and Local Integration of Naturalized Tanzanians" will be a unique initiative to support the Government's efforts in finding and implementing lasting solutions for the integration of NTs. The programme will be implemented in collaboration with various partners including multiple Government counterparts (i.e. the President's Office, Regional Administration and Local Governments (PO-RALG) and the Ministry of Home Affairs - Department of Refugees Affairs).

The programme will scale up existing programmes on livelihoods activities in the Miombo Woodlands of Western Tanzania, recognizing that the needs of both host communities and of the NTs should be addressed to facilitate local integration. The programme activities will support livelihood opportunities which promote energy efficiency, contribute to environmental

protection and take into account gender-related considerations. The programme will also include support to social protection and women and youth citizens' voice and access to justice and human rights.

The new initiative fits within the area-based approach and will complement the work of the other UN agencies and Development Partners thereby strengthening humanitarian-development nexus. It will also contribute to Durable Solutions for former refugees, in particular, to the local integration of Newly Naturalised Tanzanians.



Photo credit: UNDP Rwanda

### *Rwanda: sustainable and comprehensive solutions for returnees*

Since 1994, most Rwandan refugees have returned and reintegrated. In November 2012, the Government of Rwanda and the One UN launched a Sustainable Return and Reintegration Programme that focuses on support for reintegration in key sectors, including governance, health, housing, land restitution, environment and food security. Application of the Comprehensive Solutions Strategy for Rwandan Refugees formally came into effect in July 2013.

### *Democratic Republic of the Congo: promoting peace and Durable Solutions for displaced and host communities*

In the DRC, UNDP has been working to identify and implement development approaches to displacement in the framework of **Early Recovery initiatives** with the aim to build resilience of displaced and host communities.

At the programme level, UNDP has piloted the **3x6 Plus approach** in five communities with seed funding from the Government of Japan to support the return and reintegration of IDPs, returnees and host community members. The 3x6 Plus approach includes all the three phases of the normal 3x6 approach, but is preceded by a phase dedicated to the promotion of peace. Since 2015, with additional resources from Japan, a large number of beneficiaries has been targeted in the East DRC and other affected provinces. In Sud-Ubangi province, the approach has been applied to support returnees who moved to and returned from the Republic of Congo following ethnic conflicts in this region. The project provided temporary employment and income generating activities to 825 vulnerable persons engaged in community infrastructure rehabilitations and reached 5,000 households as indirect beneficiaries.

UNDP DRC is also implementing a joint project (together with UNICEF, UNWOMEN and the WFP), to contribute to stabilizing the security situation of the Rutshuru area in North Kivu through the reintegration of Children Associated with Armed Forces and Groups (CAAFAG), vulnerable groups and displaced persons, providing temporary jobs and income generating activities to 1.748 community members and benefiting 120.000 more as indirect beneficiaries. Finally, in Ituri and in South Kivu a socioeconomic recovery project implements the approach to provide temporary jobs and income generating activities to 600 direct beneficiaries, indirectly benefiting 300 000 people from the community.



Photo credit: UNDP DRC

To ensure **sustainability and ownership** of the projects' results, UNDP is collaborating with a range of actors and partners, including national institutions (e.g. the National Professional Training Institute), as well as provincial and local authorities. In 2015-16 pilot projects were implemented, building on the results of humanitarian assistance and associating IDPs and hosting households in local production groups. Livelihoods and production capacities of beneficiaries were improved, with prospects for further progress in terms of group structuring to enhance their trading opportunities.

The **National Strategy on Durable Solutions** has been developed to address the specific challenges of the DRC. It addresses protracted displacement (>12 months), returnees and the most vulnerable groups. The implementation includes five stages to ensure the installation of IDPs and returnees in their communities of origin, local reintegration or their resettlement. The process of development of the strategy remains weak and some recommendations have been issued to ensure its monitoring and implementation.

## 5. The Way Forward: policy options and actions for regional cooperation

### *The main challenges for UNDP's role in promoting development approaches to forced displacement in the GLR*

According to the country-level experiences presented by the UNDP Country Offices in the GLR, there is a need to further explore development approaches at regional level. Some of the key challenges to enhance UNDP's role in effectively promoting a development approach to forced displacement in the GLR can be linked to the following issues:

1. Insufficient evidence-based programming at national and regional level and among humanitarian and development partners that leads to a narrowly defined scope for policy, strategies and programmes at all levels.
2. Poor regional capacities, coordination and exchanges among governments, UN agencies and partners on development approaches to forced displacement.
3. Unstructured cooperation among UNDP Country Offices and dedicated staff on the issue of displacement.



4. Weak capacity of national and regional actors in mainstreaming migration and displacement and lack of tailored tools specifically for the GLR.
5. Lack of structural partnerships at regional level.

### *UNDP areas of work- the way forward*

In view of the above challenges, it is important to identify the key areas on which UNDP should work at the regional level to address the specificities of the displacement situation in the region while promoting, together with governments and partners, a development approach to forced displacement.

Further regional level support is required in the following 4 areas:

#### 1. Advancing the establishment of a joint evidence base at regional level to promote a development approach to forced displacement in the GLR

UNDP has taken some steps, but should do more, to support joint analysis and cross-border cooperation, trust-building and peer-learning among governments at all levels, including through engagement with (sub)regional bodies and organizations. As custodian of the United Nations Development Group (UNDG) system, UNDP is also well positioned to mobilize the wider system via collective/joint analysis, including with humanitarian agencies, multi-year planning, and joint programming for collective results.

#### 2. Building capacities and exchanges at regional level and promoting regional coordination

More structured exchanges are needed between UNDP staff in all country offices pertaining to the GLR. It could be useful, as an example, that more direct contact between dedicated staff could be established to ensure better coordination and facilitate cross-border interventions and cooperation. This could also ensure the consistent exchange of lessons learned between UNDP COs. Through the GLR Strategic Framework under Pillar Three, the role of UNDP at regional level could be further reinforced.



*Project beneficiary 3x6 @ UNDP Burundi*

#### 3. Supporting host communities with a focus on cross-border areas and enabling voluntary return and reintegration

One of UNDP's good practices is the 3x6 approach. The 3x6 approach presented in this paper proposes a simple, systematic approach to support recovery processes and livelihoods stabilization. The 3x6 approach has been proven successful in contexts that are highly complex, economically constrained, politically contested such as some of the GLR countries. The 3x6 approach can be adapted to country contexts, but must build on the fundamental principles of inclusiveness, ownership and

sustainability. So far, in the Great Lakes, the approach has been successfully used in Burundi and the DRC. It should be explored to be used for cross border programmes, starting with pilot projects that may then be further scaled up at regional level.

Existing UNDP programmes/development projects in the GLR should seek to introduce components designed to benefit displaced population groups and host communities through income generating activities, business skills training, micro-business or access to jobs such as cash for work.

#### 4. Building partnerships and strengthening humanitarian-development coordination

Development actors, including UNDP, should be involved from the beginning of crises to facilitate the development approach to displacement as early on as possible.

UNDP should also coordinate at regional level to harmonize partnership approaches, not just with development actors but also with those that have the capacity to respond with early recovery and resilience approaches. For example, most of the operations linked to the reintegration, registration and monitoring of IDPs and refugees in the region are conducted by the national Red Cross institutions. UNDP should consider further building and reinforcing this partnership with the Red Cross at regional level and potentially support the Red Cross institutions in building their capacities and reinforcing their units in disaster risk reduction, resilience mechanisms and Durable Solutions.



*Photo credit: UNDP Burundi*

UNDP should build upon its existing partnerships with the IOM and UNHCR at national level and further strengthen its partnerships at regional level, focusing on ensuring a strategic UNDP contribution to delivering on Pillar 3 of the Great Lakes Regional Strategic Framework. This should include support to strategic planning, development and implementation of the Great Lakes Strategic Framework Implementation Plan. UNDP should assist in establishing, together with Pillar Leads, the work plan, activities, targets, budget, and standards for measuring progress and results and determine the processes, tools and methodologies to be used to ensure effective and efficient implementation and operations.

Greater collaboration with the World Bank and regional development banks could also serve to scale up interventions for resilience and economic development, for example in marginalized (trans)border areas, building on corporate commitments made by the UNDP Administrator and World Bank President as recently as April 2016.

The UNDP Regional Service Centre should also consider, resources permitting, the following areas of support to address the displacement situation in the GLR:

- Provide operational and technical support to lessons learned exercises, exchanges of information, joint trainings etc at regional and cross-border level.



- Promote the implementation of cross border projects to improve the living conditions of the neighbouring countries through job creation, responsible environmental management and improvement of community social cohesion.
- Develop projects to support the achievement of sustainable development objectives in the region such as regional fairs, where local products can be presented and exported.
- Develop strategic and harmonized approaches to the integration of elements of sustainable development approaches in the management of humanitarian emergencies.
- Formulate commitments and build partnerships at regional level for the enhancement of humanitarian and development strategies to address forced displacement in the GLR, particularly through implementation of the Great Lake Regional Strategic Framework.

## 6. Conclusion

In each of the countries within the GLR, UNDP, in partnership with governments, UN Agencies and other partners, has undertaken interventions to promote a development approach to the challenges posed by forced and protracted displacement. However, this is not always done in coordination and exchange with relevant UNDP counterparts in the region and the speed of the process varies greatly from country to country. This is probably because of the political context that the region has been facing in recent years. Even if all of the GLR countries have strong policies including the presence of regional frameworks such as the Peace and Security Cooperation Framework for the DRC and the Region (PSCF), and the International Conference on the Great Lakes Region (ICGLR) that clearly reinforce attention to the plight of displaced persons, it is clear that there is still a big challenge with respect to implementation and operationalization within the country offices.