



# Reduce and Address Displacement

## Analytical Paper on WHS Self-Reporting on Agenda for Humanity Transformation 3A

This paper was prepared by:<sup>1</sup>



### Executive Summary:

In 2017, the international community continued to make progress under transformation 'Reduce and Address Displacement', an objective essential in working towards and achieving Core Responsibility 3 of the Agenda for Humanity – 'Leave No One Behind'.

As part of this transformation, stakeholders are working to address internal displacement, contributing to the realization of Secretary-General's call to reduce the number of internally displaced persons (IDPs) by 50% by 2030. In progress reports for 2017, stakeholders list achievements in the development, implementation and promotion of a new approach, combining humanitarian and development assistance to help IDPs move early towards self-sufficiency in protracted situations.

Some progress has also been made on addressing the needs of those internally displaced by disasters, though cross-border displacement is usually the focus of disaster displacement initiatives. Efforts to generate better data on internal displacement, and to develop new policy tools and frameworks, have also aided responses to internal displacement in 2017.

Despite these achievements, there remain areas of concern in addressing internal displacement. Stakeholders have reported that too often, disjointed approaches were impeding the implementation of coherent responses to IDP needs and the resolution of displacement. Though tentative progress has been made on coordination between humanitarian and development actors, there is still more work to be done in this regard. Lack of funding, political will and data were also reported by stakeholders to be key challenges in addressing internal displacement.

Based on this analysis, key recommendations include: raising internal displacement on the international agenda, bolstering political will and buy-in; collecting and implementing effective humanitarian-development practices for durable solutions, particularly with a focus on inclusion of host communities and urban IDP populations; and promotion of multi-year financing to support projects working towards durable solutions.

<sup>1</sup> This paper was drafted by Celine Monnier and Bronwen Crowther, UNOCHA.

## Overview of the current landscape

30.6 million people had to flee within their own countries in 2017. Having lost their belongings and their livelihoods, they often experience trauma and become the most vulnerable in a society. Internal displacement is a worldwide phenomenon, affecting 143 countries and territories. The number of new conflict- and violence-induced internal displacement has almost doubled in the last two years, from 6.8 million to 11.8 million. Disasters has remained the main cause of internal displacement, with 18.8 million people compelled to move in 2017 alone (IDMC, 2018).

In 2017, the international community undertook efforts to improve support to internally displaced persons (IDPs). The General Assembly resolution on IDPs (A/RES/72/182) adopted in December underlined the urgent need to strengthen the protection of and assistance to IDPs, and to prevent and reduce displacement— calling on the Secretary-General to work with Member States and the UN system to achieve these objectives. Several UN agencies also aimed to strengthen their response to internal displacement; UNHCR carried out an internal review to improve the effectiveness of its IDP response, and IOM adopted a Framework for Addressing Internal Displacement. This year also marks the 20<sup>th</sup> Anniversary of the Guiding Principles on Internal Displacement. The Special Rapporteur on the Human Rights of IDPs, alongside OCHA and UNHCR presented a three-year Plan of Action for Advancing the Prevention, Protection and Solutions for IDPs, which encourages collective action.

## Data Source

At the World Humanitarian Summit, almost 400 individual and joint commitments were made towards a new approach to address and reduce displacement<sup>2</sup>. Of these, close to 90 referred particularly to IDPs. The online Platform for Action, Commitments and Transformations (PACT) gives the opportunity to stakeholders to report each year on progress made and challenges identified. This analytical paper presents the progress they reported towards the commitments on IDPs, using only the information they provided.

In 2017, 69 stakeholders reported on reducing and addressing displacement, 38 of them on IDPs. 33 other reports on IDPs were submitted under other Transformations and were also considered in the present analysis. 15 stakeholders reported on cross-border migration under Transformation 3A<sup>3</sup> – where IDPs were included in them, these were also taken into consideration for this paper.<sup>4</sup>

## Positive trends emerging from self-reporting

Worldwide, 38 stakeholders reported achievements in assisting IDPs. 53% of them reported on the delivery of assistance, 29% on coordination – of which 82% referred to the humanitarian-development nexus - 21% on the production of quality data and 16% on the issue of disaster displacement.

- *Rebuilding their lives – supporting IDPs to become independent from humanitarian assistance.*

<sup>2</sup> Transformation 3A “Reduce and Address Displacement”, Agenda for Humanity.

<sup>3</sup> Stakeholders may have reported in the wrong section. This paper doesn't take into account these reports.

<sup>4</sup> Numbers as of June 21, 2018.

People who are compelled to flee often remain displaced for years or even decades, depending on humanitarian assistance and remaining unable to rebuild their lives. By the end of 2017, 40 million people were estimated to be internally displaced as a result of conflict and violence, and millions more due to natural disasters<sup>5</sup>. At the World Humanitarian Summit, the Secretary-General set the target in the Agenda for Humanity to reduce internal displacement by 50 percent by 2030.

Reaching this target implies supporting IDPs in returning home, integrating into their host communities, or settling elsewhere in the country. However, for many, durable solutions remain out of reach. Participants in the Summit acknowledged that people who had to flee should not have to wait until a conflict is fully resolved or all impacts of a disaster have ceased before they can begin rebuilding their lives, and therefore called for a new approach to addressing forced displacement. IDPs need more than to have their immediate needs met – they require support to become self-reliant. Stakeholders committed to **strengthening the collaboration between humanitarian and development actors** at national and international levels in order to achieve this objective.

OCHA launched the report *Breaking the Impasse: Reducing Protracted Internal Displacement as a Collective Outcome*, authored by Walter Kälin and Hannah Entwisle Chapuisat, which details the impact of internal displacement on communities, outlines obstacles to address protracted displacement and provides detailed guidance on how to better support IDPs to move early towards self-reliance, and shows how national governments should take the lead on these efforts. This involves including the displaced population in national development plans and adopting normative and institutional frameworks on internal displacement. It is also essential to support host communities, as newcomers often put a strain on already scarce resources. Donors should facilitate these efforts by providing multi-year, flexible funding that fosters humanitarian-development cooperation.

Several stakeholders - such as the EU, Estonia, Germany, Switzerland, and Ukraine - reported progress on the implementation of this new approach. For instance, Switzerland is supporting the roll-out of OCHA's study's findings through fact finding missions and workshops in selected pilot countries. In Ukraine, a workshop gathered Government Ministries, local authorities, national and international humanitarian and development actors to develop collective outcomes to reduce IDPs vulnerabilities over time - this has also fed into the Government's overall strategy on IDPs. The EU carried out missions and workshops to strengthen joint analysis and support the adoption of collective outcomes between development and humanitarian partners.

**At the international level, efforts have also been made to promote support for the new approach.** The Special Rapporteur on the Human Rights of IDPs (SR) organized stakeholder meetings in 2017 to promote strategic action to reduce internal displacement in line with the Guiding Principles on internal displacement, which restate and compile human rights and humanitarian law relevant to IDPs. This work was in preparation for the development of a multi-stakeholder Plan of Action for 2018 to enhance protection and prevent and resolve internal displacement, in the context of the celebration of the 20<sup>th</sup> anniversary of the Guiding Principles. Many actors reported taking part in the development of this Action plan, including Christian Aid, OCHA, Oxfam, Switzerland, UNDP, and UNHCR.

Stakeholders also reported improving **the alignment between humanitarian and development planning tools**. UNDP and UNHCR collaborated on the Sustainable Development Goals (SDGs) implementation – particularly its goal of leaving no one behind – providing advice to Governments

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<sup>5</sup> Number unknown.

to include IDPs in national and local development programs, enhancing partnerships in rule of law, human rights, access to justice, community security and local governance and carrying out analytical work on specific protracted displacement situations. As part of the Global Migration Group, UNDP also led the development of the UNDG Guidance Note on Integrating Migration and Displacement in UNDAF.

Several actors reported **improving their policies and legal approaches to better support IDPs**. The EU supported policy changes at the international, national and local levels to achieve more comprehensive, coordinated and integrated responses. This was, for instance, reflected in the Consensus on Development, a policy framework under which EU and Member States committed to coordinated action to address the root causes of displacement. In Ukraine, the Ministry for Temporary Occupied Territories is working with various counterparts to improve the legal framework on IDPs. Policy has also been improved at the international level, particularly with ILO strengthening its Decent Work response<sup>6</sup> to displacement in 2017. The response seeks to assist affected populations and host communities, as well as drivers of movements, and contribute to ongoing collaboration such as with UNHCR. Practical programs supporting access of refugees, IDPs and host communities to decent work are well established, including through enhanced coherence between humanitarian and development actors.

On **durable solutions**, Ukraine adopted the 'Strategy on IDPs' Integration and Implementation of Long Term Solutions until 2020'. At the international level, Humanitarian Aid International (HAI) argued that providing lifesaving support to displaced populations and seeking durable solutions to address root causes of displacement were equally important.

- *Preventing and addressing disaster-induced internal displacement*

Natural disasters are by far the main cause of internal displacement every year. In 2017, they accounted for 18.8 million new IDPs, which represents more than 60% of the newly internally displaced. Seven stakeholders reported progress in addressing such displacement, often as part of broader efforts to reduce disaster-induced displacement both within and across borders.

In terms of **preventive efforts**, the EU reported providing significant support to disaster reduction, such as flood exposure in Asia, and avoiding slow onset disaster, such as land degradation in Sub-Saharan Africa. UNHCR, NRC and IOM are developing a guide to implement the Sendai Framework on Disaster Risk reduction provisions on disaster displacement.

Canada reported providing CAD 2.2 million in **support to those affected and displaced by natural disasters**, through the Canadian Humanitarian Assistance Fund (CHAF). The CHAF allows Humanitarian Coalition NGO members to respond to smaller-scale, rapid-onset crises where there are unmet humanitarian needs.<sup>7</sup> Switzerland supported concrete project activities in the implementation of the Nansen Initiative Protection Agenda, which offers States a toolbox to better prevent, prepare for and respond to displacement. In India, HAI addressed immediate relief and recovery needs, and mainstreamed resilience into its activities in order to minimize climate displacement. HAI is also conducting advocacy at the national level in India to ensure that climate-related displacement is recognized as a result of disaster and therefore that displaced persons are entitled to government support.

<sup>6</sup> Adoption of ILO Guiding Principles on access to forcibly displaced populations to labour markets and Recommendation No. 205 on Employment and Decent Work for Peace and Resilience

<sup>7</sup> Over the course of 2017, support was provided to Mozambique, Madagascar, Peru, Sri Lanka, India, Bangladesh, Sierra Leone, Nepal, Cuba and Vietnam.

**Policy efforts** were also undertaken to improve the prevention and response to disaster displacement in the international agenda - Germany by integrating disaster displacement in policy processes such as the Global Platform for Disaster Risk Reduction, ECOSOC Humanitarian Affairs Segment and COP23, and Switzerland by feeding findings of the Nansen Initiative consultative process into the relevant regional and international processes to strengthen policy coherence across thematic areas.

The EU also funded the “Migration, Environment and Climate Change: Evidence for Policy” (MECLEP) project, which formulated policy options on how migration, displacement and relocation benefit or pose challenges for adaptation to environmental and climate change<sup>8</sup>. UNHCR also contributed as a core member of the United Nations Framework Convention on Climate Change (UNFCCC) Task Force on Displacement<sup>9</sup> to develop recommendations on integrated approaches to address displacement related to climate change.

- *Ensuring evidence-based decision-making through improved quality data collection*

Even though IDPs represent the large majority of the forcibly displaced, data on the internal displacement phenomenon is still scarce. Several organizations, including Concern Worldwide and Mercy Corps focused on **gathering information on the root causes of people’s movements**. For instance, Mercy Corps through its Humanitarian Access Team (HAT) - looked at underlying factors that trigger conflict and displacement, such as governance and service provision, war economy dynamics and past displacement patterns.

Others focused on **identifying IDPs’ humanitarian needs**. The Geneva-based think tank IMPACT Initiatives has been collecting data on IDPs’ needs and intentions across Asia, Europe, the Middle East and Africa through its project REACH. This information has helped humanitarian organizations and policymakers to better tailor their programs and policies. The SR collaborated with the Joint IDP Profiling Service (JIPS) to develop tools and methodologies, promoting a culture of evidence-based decision making within government, humanitarian and development actors when managing IDP situations. The Expert Group on Refugee and IDP Statistics (EGRIS) published a technical report on IDP statistics, with JIPS and the SR as contributors. The Netherlands funded a project in Ethiopia with UNHCR, UNICEF and UNFPA aimed at improving data collection, ensuring access to national civil registration systems and improving demographic and socio-economic data. Finally, the Swedish International Development Cooperation Agency (Sida) entered a multi-year agreement with IDMC, who is the global leader in the provision of data and analysis on internal displacement, to support data collection - particularly in urban context, which are generally sorely lacking.

- *Strengthening policy on IDPs at international level*

At the WHS, several stakeholders committed to support further accession to - and strengthened implementation of - national, regional and international laws and policy frameworks that ensure and improve the protection of IDPs. Examples include the implementation of the AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) and wider use of the Guiding Principles on internal displacement. As previously mentioned, extensive efforts were made in 2017 in preparation for the 20<sup>th</sup> Anniversary of the Guiding

<sup>8</sup> It was implemented in six pilot countries - Dominican Republic, Haiti, Kenya, the Republic of Mauritius, Papua New Guinea and Vietnam.

<sup>9</sup> UNFCCC Task Force on Displacement members: UNDP, UNHCR, IOM, ILO, ICRC, PDD, Civil society Advisory Group on Climate Change and Human Mobility and UNFCCC .

Principles. In addition, Switzerland and the SR promoted the ratification and implementation of the Kampala Convention.

Several studies were also launched to improve the response to IDPs. The above-mentioned OCHA study *Breaking the Impasse* presented evidence-based practices to improve the collaboration between humanitarian and development actors. The Norwegian Refugee Council, through its Internal Displacement Monitoring Centre, released its annual *Global Report on Internal Displacement* in May, discussing policy progress, risks and impacts and the way forward.

### New, innovative or unique programs or practices from the self-reports

- In 2017, REACH – a project of IMPACT Initiatives – worked with OCHA and partners to facilitate joint and independent multi-sector needs assessments in Iraq, Somalia, Afghanistan, Libya, Ukraine and other large humanitarian crises. This process illustrates good practice in bringing together UN Agencies, NGOs and donors. It also provides an example of the use of strong analysis of the needs and priorities of IDPs, refugees and host communities as a basis for the 2018 Humanitarian Needs Overview/Humanitarian Response Plan (HNO/HRP).
- **On humanitarian assistance:** Medair's teams in the Middle East region are working collaboratively with other stakeholders in matters of information management, in order to identify innovation in providing humanitarian services to IDPs.
- **On fostering resilience:** UNIDO fostered resilience and self-reliance of IDPs throughout 2017. Examples include initiatives in Somalia and the Kurdistan Region of Iraq, both of which involved working with local businesses and enterprises to anticipate and respond to local market needs. By cooperating in this way, UNIDO tailored vocational skill training to the needs of the labor market, maximizing income-generating opportunities.
- **On the new approach:** Germany is now providing some 426 million Euros for its innovative “Partnership for Prospects” development program, which created over 85,000 temporary jobs for refugees, IDPs and host communities in Iraq and Syria in 2017. The program aims not only to improve the immediate living situation of those it helps through short-term cash for work, but also to develop infrastructure and services in the longer term - especially by encouraging participation from local governments and the private sector. By building the capacities of these communities, Germany is working to provide sustainable solutions to forced displacement, including internal displacement.

### Obstacles/impediments to collective progress

65 stakeholders reported on challenges, though only 38 did so on achievements. The four challenges most commonly identified were: a lack of coordination reported by 40 % of stakeholders, a lack of funding reported by 37%, a lack of political will or buy-in reported by 28%, and a lack of quality data reported by 23%.

- *Incongruent and competing responses*

One of the main challenges to reducing and addressing internal displacement identified in the reports is the lack of coordination (reported for instance by Austria, Belgium, Canada, the EU, France, Germany, ILO, OECD, UNIDO). InterAction reports a **global disorganization, which translates into numerous and often incongruent processes** attempting to address the issue. The International Rescue Committee also highlights that the lack of cohesion among joint research agendas across organizations. Results of research are often not translated into different languages, which contributes to duplication of efforts, barriers to shared knowledge and low uptake of research by policymakers. A better mapping of existing initiatives (Anglican Inter Faith Network of the Anglican Communion) and the identification of common goals, standards and methods of working (Norway) would contribute to improving the efficiency of the support to IDPs.

**There is a particular need for continued improvement of linkages and synergies between humanitarian assistance and development cooperation** (e.g. Sweden, Estonia, UNDP). The collaboration should be based on a shared vision, at country level, that cuts across humanitarian, development and peacebuilding systems and translates into collective outcomes supporting SDGs (e.g. UK, International relief Foundation). Development and humanitarian actors are complementary, and collaboration ensures a wider coverage, stronger expertise and better information (the Global Fund).

While the reports show a strong and unanimous support for an increased collaboration between humanitarian and development actors, they also highlight that it requires a **paradigm shift in behavior and work methods**. Particularly, international organizations need to rethink their respective roles and to consider the inclusion of new actors, such as the private sector (e.g. Netherlands, the UK). OECD also highlighted the need to provide more incentives for coherence between humanitarian and development activities. Estonia voiced support for this approach, but nevertheless stressed the importance of upholding humanitarian principles at all times.

- *Lack of funding*

A general lack of funds was reported, with needs far outweighing available resources (e.g. Germany, Medair). International Relief Foundation reported that the low level of funding compared with the magnitude of the drought in Somalia meant that their operations had to be confined to a very small area - only providing assistance to a small number of IDPs.

Earmarking, priorities, yearly agreements and risk aversion measures were all reported to impact negatively on available funding for displacement-related aid (Belgium, FAO, Germany, InterAction, Malta, Sweden, OCHA and UNWRA). Donor risk aversion is particularly problematic, as delivering aid in fragile settings, where IDPs are often located, requires a high appetite for risk (the Global Fund). This scarcity of funds was also attributed by the Anglican Inter-Faith Network to public anti-displacement sentiment.

- *Lack of political will*

The lack of political will and buy-in is an important impediment to preventing and reducing internal displacement. Stakeholders reported a **lack of political will to solve conflicts** (e.g. Concern worldwide, France, Medair, Switzerland), and a **lack of respect for international humanitarian and human rights laws** continue to perpetuate displacement, and to increase IDPs' vulnerabilities once displaced (e.g. Christian Aid, Switzerland, Australia, Oxfam International, Australia). Luxembourg highlighted that it is crucial to raise awareness of the importance to implement the protection agenda for IDPs. In order to achieve progress worldwide in reducing displacement, we need **political will from national Governments** who bear the primary

responsibility for addressing internal displacement. Governments should adopt legal frameworks on displacement, dedicate resources for the displaced and integrate IDPs into their long-term development planning (e.g. Denmark, International Relief Foundation). This is a prerequisite for the design of truly comprehensive interventions (Denmark). Finally, Switzerland highlighted a **lack of strong IDP architecture at the international level**.

- *Knowledge gap – lack of quality data*

The lack of applicable data has been a major impediment to addressing internal displacement crises in 2017. Knowledge and evidence were reported by the EU to be wholly lacking. Better data is needed to determine gaps and priorities in response to IDP needs (The Global Fund), and for the assistance of urban IDPs in particular and to assess the impact of IDP populations on host communities (Sweden). Norway, UNDP and the International Rescue Committee (IRC) also reported that, even where data exists, a lack of standardization in the analysis of this data makes it very difficult to measure responses to internal displacement, such as the provision of assistance and protection.

## Recommendations

### 1. *Raising internal displacement on the international agenda*

There are 40 million conflict and violence related IDPs worldwide, 25 million refugees and 3.1 million asylum seekers who remained displaced at the end of 2017. Conflict- and violence-displaced IDPs represent 58% of all displaced people, but are represented in only 30% of the reporting on reducing and addressing displacement. In terms of internal displacement due to disaster, the lack of attention is even clearer. An average of 22.5 million people become IDPs each year due to climate or weather-related events, but only seven reports address this phenomenon. IDPs remain the invisible majority. **To reduce and address displacement more attention should be placed on IDPs, particularly on those displaced by disaster.**

Only 23% of stakeholders reporting were Member States<sup>10</sup> and only one of them was a country affected by internal displacement (Ukraine). IDPs are generally citizens of the country in which they are displaced, and fall under their Government's responsibility. Therefore, **it is essential that more countries affected by internal displacement report on their achievements to support IDPs, to ensure that others can learn from their experiences.**

### 2. *Include host communities in the response*

When presenting achievements, only 8 out of the 38 stakeholders mentioned support for host communities (21%). Interventions should focus on the specific needs of both IDPs and their hosts, through an area-based approach. **More attention needs to be given to host communities.**

### 3. *Increase attention to displacement in urban areas*

<sup>10</sup> Australia (only mention forced displacement in general), Canada, Cyprus, Denmark, Estonia, EU (indirectly, they mention Ukraine), France (only forced displacement), Germany, Luxembourg, Netherlands, Norway, Poland, Sweden, Switzerland, UK (only displacement in general), Ukraine.

With an increasing number of people living in cities and IDPs finding refuge in urban areas, it is concerning that only two stakeholders reported on this aspect. The delivery of aid in urban areas entails particular challenges and more attention needs to be given to this aspect of internal displacement. **More focus should be given to internal displacement in urban areas.**

#### 4. *Collect and promote effective practices*

In reports under Transformation 3A, good practices received very little reporting – featuring in only 36 of 69 reports. In order to improve the assistance to IDPs, and particularly the implementation of the new approach to reduce protracted displacement, **it is essential that stakeholders gather and evaluate their practices.** This in turn, will help develop evidence-based approaches that can feed into strategies to better assist IDPs.

#### 5. *Ensure a more focused and effective response to IDPs' needs and support solutions, including in protracted situations*

- **Humanitarian and development actors should collaborate at the earliest possible stage to address IDPs' needs, including through joint analysis, the setting up of common goals to diminish IDPs' vulnerabilities, as much as possible in line with Governments' priorities, and to report on effective practices to inspire others in the context of the GP20 Plan of Action's implementation.**
- **Governments should integrate internal displacement into national development plans, adopt normative and institutional frameworks on internal displacement, and ensure that local authorities have sufficient capacity to support their total population, including IDPs.**
- **Donors should provide sustainable and predictable funding in situations of protracted displacement, and less earmarking of funds to enhance flexibility, in line with the Grand Bargain principles.**

#### 6. *Improving the collection and sharing of quality data*

Support coherent approaches in countries affected by internal displacement to collect, validate and analyze data on internal displacement to support operational response and monitoring, and help prioritizing efforts to reach the most vulnerable and enable durable solutions.

#### **About this paper**

All stakeholders who made commitments at the World Humanitarian Summit (WHS) in support of advancing the Agenda for Humanity were invited to self-report on their progress in 2017 through the Platform for Action, Commitments and Transformation (PACT) ([agendaforhumanity.org](http://agendaforhumanity.org)). The information provided through the self-reporting is publicly available and forms the basis, along with other relevant analysis, of the annual synthesis report. The annual synthesis report will be prepared by OCHA and will highlight trends in progress, achievements and gaps that need more attention as stakeholders collectively work toward advancing the 24 transformations in the Agenda for Humanity. In keeping with the multi-stakeholder spirit of the WHS, OCHA invited partners to prepare short analytical papers that analyze and assess self-reporting in the PACT, or provide an update on progress on initiatives launched at the World Humanitarian Summit. The views expressed in this paper are those of the authors and do not necessarily reflect the views of the United Nations Secretariat.