



# Reduce and Address Displacement

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

### Executive Summary:

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



One year after the World Humanitarian Summit, the world has made progress in several areas relating to efforts to reduce and address displacement, a key transformation necessary to achieving Core Responsibility 3 of the Agenda for Humanity: Leave no one behind. At the global level, the New York Declaration on Refugees and Migrants and subsequent efforts to move towards a global compact on refugees represent key steps for a comprehensive response to refugees. Several countries increased the number of refugees who were resettled, in line with commitments made at the World Humanitarian Summit (WHS). In their progress reports, stakeholders also highlighted expanded funding and programming for the new approach to displacement that addresses both short- and long-term needs of the displaced and host communities. Implementing this new approach will contribute to realizing the United Nations Secretary-General's call to reduce internal displacement by 50 per cent by 2030, spelled out in the Agenda for Humanity. Another area of progress, following the launch of the Platform on Disaster Displacement at the WHS, includes initiatives to implement the Protection Agenda proposed by the Nansen Initiative on cross-border displacement in the context of disaster and climate change.

Despite these achievements, there remain areas of concern in addressing displacement—most notably, a lack of progress on internal displacement. For example, the New York Declaration only briefly mentions internally displaced persons (IDPs), while an analysis of stakeholder progress reports suggests that refugees feature more prominently than IDPs in achievements on displacement. Stakeholder reports also reflect the trend of inadequate progress on root causes of and durable solutions to displacement for both refugees and IDPs, which has resulted in both groups remaining displaced for on average close to two decades.<sup>2</sup> Several stakeholders also noted challenges to progress on displacement in general, including inadequate and unpredictable funding, lack of humanitarian access, and political challenges.

Based on this analysis, key recommendations include the need for more tangible progress to address root causes of displacement, and to support a new approach to displacement that reduces vulnerabilities and advances durable solutions. Support to IDPs should be prioritized

<sup>1</sup> This paper was authored by Greta Zeender, Adviser on Internal Displacement, UN OCHA and Alex Silberman, UN OCHA.

<sup>2</sup> For a review of various estimates of length of internal displacement, please see OCHA, *Breaking the Impasse: reducing protracted internal displacement as a collective outcome*, by W. Kälin and H. Entwisle Chapuisat, June 2017, <https://www.unocha.org/sites/unocha/files/Breaking-the-impasse.pdf>

For refugees, see Introduction by High Commissioner F. Grandi, <http://www.unhcr.org/introduction.html>

equally with efforts towards refugees. Finally, data collection and analysis on refugees and IDPs should be improved.

## **Most significant progress made across reporting on transformation 3A – Reduce and address displacement**

### **New York Declaration on Refugees and Migrants and follow up**

The New York Declaration and its resulting processes to negotiate global compacts on refugees and migration represent the most substantial recent international efforts to address displacement to-date. This accomplishment is reflected in the progress reports: stakeholders reported working towards a global compact on responsibility-sharing for refugees, with close to half of those who reported on transformation 3A indicating progress in this area, including political engagement, advocacy, and funding activities. For example, Norway mentioned its political and financial engagement with the Office of the United Nations High Commissioner for Refugees (UNHCR) on the Comprehensive Refugee Response Framework (CRRF) process, while the International Rescue Committee (IRC) highlighted its involvement with CRRF pilots. Of the stakeholders that made commitments related to the global compact on refugees, more than half focused on political engagement with the process, while other stakeholders noted progress on advocacy activities.

### **Programs that address short- and long-term needs of displaced people**

Using the progress reports as a basis for analysis, two-thirds of stakeholders that submitted a self-report for 3A indicated that they had achieved progress on committing to a new approach on displacement. 19 stakeholders reported funding programs that targeted both short- and long-term needs, including resilience and self-reliance programs. For example, France noted that in 2016, 71 per cent of its humanitarian funding was directed at conflict-induced humanitarian crises and that efforts had been made to develop partnerships that support the self-reliance of refugees and IDPs, such as the Initiative for Gaziantep. The United Kingdom has pledged GBP 80 million to support livelihoods for refugees living in Ethiopia and host communities, while Japan has begun implementing a USD 6 billion assistance package for the Middle East, which includes vocational counselling and income generation activities for about 20,000 people, including displaced populations. Similarly, Australia reported that it recently designed a three-year Syria humanitarian package for AUD 220 million, which included a focus on education and livelihoods in Jordan and Lebanon.

Other stakeholders reported achievements relating to policy frameworks, advocacy, and research supporting the new approach to addressing displacement. OCHA commissioned a major research initiative that explored how the New Way of Working can be applied to situations of protracted internal displacement. Right after the adoption of the New York Declaration, the Emergency Relief Coordinator wrote together with the Heads of the United Nations Development Programme (UNDP), IRC, the Norwegian Refugee Commission (NRC) and with the Special Rapporteur on the Human Rights of IDPs an open letter to Member States stressing the importance to address the needs of IDPs, who too often remain forgotten. In late 2016, the International Organisation for Migration (IOM) adopted the Progressive Resolution of Displacement Situations (PRDS) Framework which promotes a resilience-based approach. Among self-reported actions to promote the new approach to addressing displacement, more than two-thirds included refugees and just over half included IDPs.

## Durable solutions for refugees and IDPs

Several achievements on durable solutions and support for host countries and communities can be highlighted. The Danish Refugee Council (DRC) hosted joint NGO secretariats in support of such solutions, including the Regional Durable Solutions Secretariat (ReDSS), and played a central role in regional evidence-based advocacy. Canada reported resettling 46,000 refugees in 2016, tripling the number of resettled refugees compared to previous years, while New Zealand, Sweden and Switzerland also highlighted expanded resettlement programs. Several stakeholders discussed support for and advocacy relating to IDA 18 to promote investments that address root causes and alleviate the impact of displacement on host countries.<sup>3</sup> In its funding proposals, Poland requires that interventions targeting refugees and/or IDPs to also support at least 30 per cent of local population. While these areas will ultimately require more progress from stakeholders, these achievements are examples that the global community can build on.

While data and analysis relating to displacement require more attention and progress (noted below), it is worth noting that the Joint IDP Profiling Service (JIPS), along with the Special Rapporteur on the Human Rights of IDPs and in collaboration with humanitarian and development partners, have been working to develop tools, methodologies and guidance for shared, comprehensive and practical approaches to durable solutions analysis in displacement situations, to be finalized in December 2017.

## Disaster-induced displacement

Progress was also reported by several stakeholders, including Germany and New Zealand, on integrating the risk of disaster induced displacement into climate change adaptation and disaster risk management strategies and supporting the Platform on Disaster Displacement (PDD). The PDD was launched at the WHS to implement the Protection Agenda on cross-border displacement adopted at the end of the Nansen Initiative, and has since then gained traction, benefitting from the support of a variety of Member States, UN, NGOs and academic institutions. Japan reported its support to countries in the Asia Pacific region and in Africa to invest in disaster risk reduction and early warning systems to prevent displacement, support to “build back better” after disasters and to the Green Climate Fund.

## The main barriers/ challenges to progress

### Insufficient and unpredictable funding

Stakeholders mentioned a variety of challenges to achieving progress on displacement. Most notably, insufficient and unpredictable funding, including to host countries, to address displacement was highlighted by a multitude of stakeholders, including Germany, Portugal and Turkey. In particular, Turkey highlighted the lack of support for and advocacy on behalf of countries hosting refugees. IOM specifically noted that the lack of funding to address the drivers of displacement and root causes was a significant concern, while other stakeholders such as Norway indicated that the lack of emphasis on durable solutions was a challenge in and of itself.

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<sup>3</sup> The International Development Association (IDA) is the part of the World Bank that helps the world's poorest countries. Overseen by 173 shareholder nations, IDA aims to reduce poverty by providing loans and grants for programs that boost economic growth, reduce inequalities, and improve people's living conditions. Every three years, the World Bank requests new capital to replenish its IDA account, the latest round is called IDA 18.

## Lack of humanitarian access

Parties to conflict impeded deliveries of life-saving assistance to IDPs and other vulnerable people in several countries in 2016, including through bureaucratic impediments and attacks on humanitarian personnel and assets.<sup>4</sup> A number of stakeholders, including Estonia and the United Nations Food and Agriculture Organisation (FAO), referred to these difficulties, and stressed that humanitarian access limitations and concerns for the safety of humanitarian personnel impeded efforts to address displacement.

## Lack of support to host countries and anti-refugee rhetoric

Many stakeholders, and particularly NGOs including IRC, DRC and Oxfam International, stressed that political conditions and anti-refugee sentiment created challenges in addressing displacement. For example, IRC wrote, “The political climate has thrust the [refugee] resettlement program to the spotlight. Anti-refugee rhetoric has had a damaging impact on the program.” Similarly, Oxfam International noted, “Across the world we are witnessing a rising tide of hostility towards people on the move,” which targets refugees, IDPs and migrants.

## Lack of focus on internal displacement

On IDPs, the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) wrote that IDPs are not often considered as a priority by concerned Governments, and complex institutional arrangements to deal with this issue in-country can impede progress. At the international level, other pressing issues such as dealing with large movements of refugees and migrants have taken precedence over dealing with internal displacement issues.

## Lack of displacement-related data

Several stakeholders, including Sweden, Ireland and UNHCR, noted the need for better data on displacement. There have been a few accomplishments in this area, including the JIPS project (described above) on durable solutions for IDPs and the Mercy Corps Humanitarian Access Team, which uses quantitative and qualitative data to build risk assessment algorithms. However, the general need for better data and analysis was a prominent theme of the progress reports.

## Measuring progress

Overall, almost two-thirds of those who reported under 3A noted some way of measuring progress towards their commitments. For example, The United Nations Relief and Works Agency for Palestine Refugees (UNRWA) described how it collects quarterly data on its operations through a results based monitoring system and reports on humanitarian operations semi-annually; UNDP has undertaken mapping and stocktaking exercises to help provide a consolidated overview of its role and global offer as a development actor on migration and displacement; and Germany uses tracking instruments, such as an information-sharing platform for funding from the special initiative “Tackling The Root Causes Of Forced Displacement – Reintegrating Refugees,” to help share information and best-practices.

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<sup>4</sup> UN Secretary-General, Report on the protection of civilians in armed conflict, 10 May 2017, S/2017/414.

## Gaps between the actions of stakeholders and advancing the transformation

### Inadequate focus on IDPs

The reports reflect a global trend of inadequate focus on progress for internally displaced people. There are over 40 million IDPs displaced due to conflict or violence today—nearly double the number of refugees—but while IDPs are briefly mentioned in the New York Declaration, it is unclear how they will be addressed in the two global compacts. In the progress reports, there was a notable trend where refugees featured more prominently than IDPs in achievements on displacement. For example, only Switzerland noted progress upholding laws and policy frameworks that specifically ensure and improve the protection of IDPs; most effort in this area benefited refugees and asylum-seekers. Similarly, progress relating to supporting countries and communities that support the displaced was sharply skewed towards refugees. This trend was also reflected in progress on durable solutions, where stakeholders discussed refugees far more than IDPs. In total, more than 75 per cent of stakeholder progress in key areas was related to refugees, while IDPs featured in approximately 30 per cent of reported stakeholder progress.

### Changing the approach to forced displacement

Despite the initiatives by a range of actors to change the way displacement is addressed (as mentioned above), the approach remained piecemeal and driven by individual donors and agencies rather than at the systemic level. A new approach requires recognizing that in protracted situations, internal displacement is primarily a development and political challenge, which may also require continued responses to persistent humanitarian needs in displacement-affected communities. It also requires systematizing and strengthening cooperation across the humanitarian, development and political divide to achieve collective outcomes that address protracted internal displacement and prevent new displacement from becoming protracted.

### Measures to address root causes

Another area which many stakeholders mentioned as important is the need to address drivers of displacement, and several stakeholders, including three Member States (Australia, Austria and Germany) submitted a progress report including measures addressing root causes. About a third of stakeholders reported progress on durable solutions for IDPs and refugees, and support to host countries and/or host communities, reflecting the strong interest for these issues.

### Policy frameworks and data

Functionally, stakeholders focused the most attention on funding and programming related to displacement. Many stakeholders were also involved in advocacy activities and political engagement. However, only a few stakeholders reported progress on policy frameworks and on research and data related to displacement. Few stakeholders discussed efforts to devise new financing mechanisms.

### Highlights of good practice

- Illustrating a strong push in 2016 to promote durable solutions for refugees by donor

countries, Sweden mentioned in its progress report, that it will gradually increase its yearly resettlement quota through UNHCR from 1,900 people per year to 5,000 people per year by the end of 2018. As a country that hosts over 3 million refugees, Turkey exemplifies many good practices in supporting refugees and host communities. For example, Turkey noted its legal frameworks that ensure basic rights and services for refugees including access to health, education and legal services. It also noted its vocational training and employment programs for both refugees and host communities.

- IRC is involved in several key activities to address the short- and long-term needs of refugees and IDPs, as well as durable solutions, including assisting with CRRF pilots in the Horn of Africa, advocacy activities related to the global compact on refugees and leading initiatives to improve refugee integration in Europe and the United States. IRC is also a co-chair of the ReDSS, an initiative that looks at solutions for refugees, IDPs and returnees.
- The World Food Programme (WFP) and UNHCR demonstrate how collaborative work can lead to important political and strategic progress for displaced populations. For example, WFP noted in their progress report the joint strategy on Enhancing Self-reliance in Food Security and Nutrition in Protracted Refugee Situations with UNHCR, which is aimed at setting parameters for collaboration on self-reliance in food security and nutrition in protracted refugee situations. In Uganda, WFP and UNHCR support efforts to better integrate refugee farmers in local agricultural value chains, while strengthening social cohesion in the host community. On its own, UNHCR has made strides not only on refugees, but also on internal displacement through a detailed operational review of IDPs.
- Despite the overall lack of funding for addressing root causes, which was a major gap identified by several stakeholders reporting for 3A, IOM worked to further develop and implement its participatory and inclusive methodology for addressing drivers of conflict and displacement. This methodology facilitates local communities to identify and implement projects to address drivers of instability and crisis. IOM has also worked through its Displacement Tracking Matrix (DTM) to refine data collection and analysis on drivers of displacement, and this information is available widely to partners, including the Humanitarian Country Team and national governments. IOM also had developed a draft Framework for Addressing Internal Displacement to consolidate its policies on internal displacement.

## Recommendations

Based on this analysis, the following actions are needed to reduce and address displacement:

1. More tangible progress, including funding and programming, is needed to address root causes of displacement, and to support a new approach to displacement to reduce the vulnerabilities of the displaced and host communities and advance durable solutions.
2. Programming to support IDPs, including efforts to achieve durable solutions in situations of internal displacement, should be prioritized equally with efforts to support refugees.
3. Improving data collection and analysis on both refugees and IDPs is needed in order to better prioritize efforts to reach the most vulnerable and enable solutions, in line with international law.

**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 2016 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.

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