



Image: John Lamb Photography Limited

Report

Forum on new approaches to protracted forced displacement

Monday 4 – Wednesday 6 April 2016 | WP1461



Wilton Park



Report

Forum on new approaches to protracted forced displacement

Monday 4 – Wednesday 6 April 2016 | WP1461

Introduction

1. The 'nation of the forcibly displaced' makes up more than 60 million people worldwide. If they were a country, forcibly displaced people would be the 24th largest in the world and would likely consist of the most vulnerable people on the globe.
2. The risks of large-scale forced displacement are set to rise given the threats of persecution, conflict and violence, often combined with and accelerated by other factors, including natural disasters and climate change.
3. Meeting the Sustainable Development Goals – a commitment of the 193 countries of the General Assembly of the United Nations in September 2015 to leave no one behind and to begin with those farthest behind – demands a fundamental rethinking of our collective approach to current and future crises.
4. Growing international momentum, political will and an emerging consensus all signal the need to move towards a new approach to protracted forced displacement. 2016 offers an unprecedented opportunity to revisit the approaches to protracted displacement that have guided policy and operations to date.
5. Against this backdrop, the Wilton Park Forum was convened by the World Bank Group, the Government of the United Kingdom and the Office of the United Nations High Commissioner for Refugees (UNHCR), as a stepping stone towards the World Humanitarian Summit (WHS) in May and other international conferences later in the year. The Forum sought to hear from refugee hosting countries on the practical experiences and challenges of dealing with protracted forced displacement to secure better outcomes for refugees, internally displaced people and the communities that host them.
6. The discussions contributed to the development of guiding principles based on five proposed themes: i) Working through National and Local systems; ii) Support to Host Communities and Social Cohesion; iii) Economic Participation and Growth; iv) Impactful and Innovative Financing; and v) Improved Data and Evidence. The principles build upon the convergence of interests among all stakeholders and draw on the complementary strengths of both humanitarian and developmental approaches.
7. The Co-Hosts Summary Statement, capturing the Wilton Park Principles and the background paper shared with participants to guide and stimulate discussions are attached as Annexes to the report.

Global forced displacement: challenges and opportunities

8. **Human mobility is a global historic reality:** People being on the move are not a new phenomenon, but not only is the number of people on the move increasing, fewer are returning home after being displaced. This is a symptom of conflict, persecution, human rights abuses and other failures of governance and the rule of law; the current trends are deeply troubling. Many vulnerable people are also leaving their homes due to increasingly complex drivers which include climate change, food scarcity, and pandemics.
9. Over 80% of the world's refugees and internally displaced people (IDPs) are found in developing countries, which are the least equipped to deal with it. We have no option but to work together to find solutions that give people hope and allow them to live their lives in dignity. As a result, protracted forced displacement is being regarded as the humanitarian and development challenge of our age.
10. **Leadership and conflict prevention:** The challenge of finding new ways of responding to the challenge of forced displacement should not distract from the need to find political solutions and prevent the conflict that drives mass forced displacement. International humanitarian law (IHL) and humanitarian principles need to be respected, especially in situations of ongoing conflict.
11. **Humanitarian and development linkages:** The provision of humanitarian assistance at the onset of a crisis is essential. However the scale and protracted nature of global forced displacement demands that development approaches be applied alongside humanitarian responses. The scale of the challenge means there is no option but for humanitarian agencies, development agencies, the United Nation (UN), donors, international finance institutions, governments, non-governmental organisations (NGOs) and the private sector to work closely together to use all the tools available. Strengthening national systems, where conditions allow, is key to the development of new approaches.
12. **Reform of funding:** Current humanitarian appeals are underfunded by about 50% and the system is under strain. The use of Official Development Assistance (ODA) to support refugees in donor countries places additional pressure on resources. We need to find new tools that help refugee hosting countries, with multi-lateral development banks (MDBs) as part of the solution. New financial instruments should be developed to deliver sustainable and predictable multi-year funding. MDBs have the capacity to leverage their own balance sheet to raise market finance at rates countries can't access on their own. Additional finance will not be enough - a strengthened approach should include improved efficiency and accountability of existing resources.
13. **Joint analyses and data sharing:** The development of joint risk assessments to prioritise actions and allocation of resources would build trust amongst agencies and more effective programmes with shared objectives. Better quality data and better data sharing are important to enable joint risk assessments, programme design and shared outcomes. More investment in data gathering and evidence building is needed, especially to understand what motivates people to move.

Working through national and local systems

14. **Integration:** The influx of large numbers of displaced people can place strains on services and cause tensions. The co-ordination of humanitarian, development, international and government responses to supporting refugees and IDPs is needed for strengthening national and local systems to enable their incorporation into national development plans and the provision of local services such as education and healthcare.
15. **Long term planning:** Whilst an immediate humanitarian response will always be required, planning for the capacity building and integration of responses into national systems needs to happen at the onset of a crisis alongside the humanitarian response. Host governments need to be involved in strategic planning with humanitarian and development agencies and the international community to start mainstreaming early. Host countries should be supported by international partners to incorporate displaced people into national development plans. This will require national and local leadership and in some cases policy shifts.
16. **Urbanisation:** There is a growing trend of urbanisation of refugees and IDPs. Over 92% of Jordan's 1.3 million Syrian refugees reside in host communities. Nearly 70% of Afghan refugees in Pakistan reside outside of refugee camps in cities. Most of refugees the 1.1 million UN-registered Syrian refugees in

Lebanon, in a national population of 4 million, are living in urban host communities rather than camps. The urban location of refugees and those internally displaced places a strain on resources in host communities, and population growth in hazard prone areas. This growing trend of urbanisation presents challenges in terms of understanding and meeting the immediate needs of refugees and IDPs and to support their future repatriation and ability to sustainably re-integrate in their country of origin on return, when possible.

17. **Education:** In order to avoid a lost generation and mitigate against the radicalisation of youth and other risks, more support for education, youth employment and skills training through national and local systems is required. The support of refugees through these initiatives not only assists in promoting self-reliance but also prepares people for possible future solutions. However, there are challenges concerning suitable means of accreditation.
18. **Funding constraints:** The trend of refugee and IDP movement towards resource constrained areas limits local capacity to deal with large influxes. This is compounded by the short-term nature of funding cycles. The inability to ensure predictable finance hinders capacity building and effectiveness of working through national and local systems. In some cases, lack of confidence in government systems can lead to donors bypassing national systems and channelling aid through parallel systems. Countries often need technical support alongside financing. Leveraging the private sector to support services for refugees can help and more effort is required in this regard.

Good practice

19. **Uganda** has a long history of integrating refugees into host communities, resulting in strong links between the two. Members of the current leadership in Uganda have experience of being refugees in exile. This experience informs the approach of the Government of Uganda. Uganda operates a settlement policy for refugees, allocating them land to support self-reliance and integration. Refugees are regarded as assets for the country and the needs of refugees are integrated into the national development plan. Refugees are given skills training, the right to work and to establish businesses, freedom of movement, and are issued with machine-readable travel documents. Refugees repatriated from Uganda are generally well educated and able to contribute to stability on return to their home countries.
20. In **Lebanon**, the Government has set up a number of initiatives to improve conditions for refugees including, providing education, strengthening health facilities, fostering employment opportunities and setting the conditions for repatriation of refugees to their country of origin to assist in rebuilding efforts when possible. These include: the Lebanon Crisis Response Plan (LCRP), Subsidised Temporary Employment Programme (STEP) and the Reaching All Children with Education plan (RACE). Education programmes, including the use of an electronically accessible e-education platform, have enrolled 100,000 Syrian refugees in national schooling programmes, and after-school programmes have been set up to accommodate many more. The multi-dimensional nature of support programmes were viewed as critical to success in building social cohesion
21. Created in April 2013, the **Solutions Alliance** is an initiative for bringing together humanitarian and development actors, NGOs, private sector, country governments, host countries and academics at a country level to find solutions for protracted displacement. Country experiences from Uganda, Zambia, Tanzania and Somalia, amongst others, demonstrate that there is no 'one size fits all' solution. In many situations the search for common ground is very complex. Often a champion, defined by local circumstances, is required to push the agenda forward. The Alliance takes a flexible approach in bringing partners together and has great potential to pilot work at a country level.

Support to host communities and social cohesion

22. **Resources:** The movement of forcibly displaced people tends to be towards marginalised areas lacking in resources, with poor standards of living and often weak governance. The provision of support to refugees without consideration of the impact of an influx of displaced populations on host communities leads to risks of inequalities and social tension. Parallel donor and government plans risk further mismatch in the provision of support. Even when joint plans are created, donors have been known to ignore these in favour of their own priorities. Humanitarian actors, working with development partners, can help to build capacity for better services for refugees and host communities alike.
23. **Long term planning:** The global trends of current forced protracted displacement demands planning for long-term semi-permanent responses from the outset. The short-term nature of humanitarian responses does not address long-term needs nor allow for clear exit plans. Long-term development programmes providing services for local populations alongside refugees, need to remain in place for the benefit of the local population when the refugees leave. The withdrawal of large international humanitarian operations risks leading to the collapse of local economies. Data collection on refugees and joint risk assessments should be carried out jointly between host governments, humanitarian agencies and development actors. There should be more investment in horizon scanning and forecasting to better prevent and prepare for the impact of crises when they do occur, whilst recognising that the response to refugees who remain for a few months will be different to those who remain for years
24. **Public perceptions:** The widespread perception of refugees as a burden needs to change and the provision of support to host communities can help. Host country governments have a key role in influencing public perceptions. There is a need to involve civil society in host communities in the design of programmes and communication of policies to ensure the success of initiatives. Political leadership and communication to mitigate tension and promote positive messages is essential. In situations where domestic politics are volatile it can be more challenging. Donors need to have an understanding of the domestic pressures in host countries and support host country governments with evidence-based analysis to make necessary policy changes.
25. **Security:** Refugee hosting countries have legitimate security concerns when receiving and managing large displaced populations. In some countries these concerns provide the rationale for providing employment and opportunities to mitigate the risk of instability. Investing in integrated support for host communities alongside refugees was agreed to be better for promoting social cohesion. Enhanced investment in displaced youth will yield tremendous benefits in terms of building the human capital of both the host and the country of origin. For example, 70% of the refugees in Pakistan are under 24 years of age. It will also help to stabilise the population, mitigate potential onward movements and avoid well-documented situations of disenfranchised youth resorting to negative coping strategies.

Refugee and IDPs nexus: IDPs and refugees are often driven from their homes by similar circumstances and can be found taking refuge in the same collective shelters. There is a tendency to separate responses to refugees and IDPs despite their similar needs. The movement of IDPs can be driven by a range of causes such as conflict and violence but also natural disasters. IDPs crossing borders due to the latter are not entitled to protection as refugees, and can be left vulnerable. The protection system for IDPs is less evolved than for refugees. Many vulnerable migrants and refugees are displaced in their country of origin prior to crossing international borders.

26. Durable solutions for IDPs also need to be anchored in legal and policy frameworks, with stronger data and analysis to inform support. The **Nansen Initiative**, spearheaded by Norway and Switzerland, has developed a protection agenda for cross-border displacement in case of disasters and climate change – a phenomenon not covered by international refugee law.

Good practice

27. In **Jordan**, 92% of refugees live in host communities, only a small fraction of the refugees (120,000) live in camps. It was recognised at the start of the Syria conflict that the crisis would last years and schools were built to increase national capacity to provide education. Jordan worked with the international community to develop a Response Plan which covers both humanitarian response and resilience building in host communities.

28. In **Kenya**, a new approach is being taken in the Kakuma Camp in Turkana County. Host communities were consulted regarding the allocating of land to refugees and programmes are being designed that build on the strength of refugee and host community relationships. This will help to create shared interests and reduce the potential for conflict. Social services are being jointly planned with UN agencies, together with programmes that prepare refugees for their eventual return home.
29. The Government of **Pakistan**, with the support of UNHCR, has engaged in an unprecedented consultation with the Governments of Afghanistan and Iran resulting in the adoption of the Solutions Strategy for Afghan Refugees (SSAR). The SSAR provides an integrated regional framework for joint interventions by humanitarian and development actors to facilitate voluntary repatriation and sustainable reintegration in Afghanistan, whilst providing continued assistance to host communities affected by protracted refugee presence. SSAR engages more than 50 humanitarian and development actors.

Economic participation and growth

30. **Realistic planning:** Refugee populations tend to be economically active in informal economies. The local context and domestic political environment has an impact on the ability of governments to formalise working arrangements. Careful economic diagnostics can identify resource bottlenecks and align economic opportunities with the skills to ensure that jobs created are beneficial for refugees, host communities, businesses and the domestic and regional economy.
31. **Innovative responses:** Faced by the twin challenges of rising humanitarian needs and limited prospects for return there is a need to develop new financial mechanisms to provide support long term support to hosting countries. Development financing can be expensive. Instead, new incentives such as trade deals and access to alternative finance need to be made available to hosting countries to help create employment opportunities and provide services. It requires a whole-of-government approach involving economic and trade ministries and not just those dealing with refugees. Private sector involvement needs to be mobilised to much greater effect.
32. **Politics:** It is important to take into account political concerns and host community perspectives into policies and programme design. In many cases, employers may favour lower paid refugee workers over national citizens, contributing to local tensions. In order to meet the needs of hosting communities there is a need for alternative and additional longer term financing to stimulate economic opportunities for all.
33. **Supporting host countries:** There was consensus on the principle of providing economic opportunities to refugees but not at any cost to host countries. The focus on development approaches should not place greater burdens on host governments, which should not left alone to respond in the future without international support. More international support was perceived to be generally available for humanitarian responses. Hosting countries need the assistance of the international community to shift to a developmental approach.

Good practice

34. The government of **Jordan** has worked closely with international partners to develop a new holistic approach in the form of the Jordan Compact, agreed at the London Syria Conference in February 2016. The aim is to provide more jobs for Syrian refugees to make them less dependent on aid; to protect macroeconomic stability to create new jobs for Jordanians and to attract support from the international community to finance the provision of services such as education. Under the Compact, Jordan will provide work permits to Syrian refugees. The creation of 'special economic zones' with tax exemptions is intended to attract investment to create jobs, supported by potential preferential access to EU markets. The result should be a win - win situation for refugees who become increasingly self-reliant and less dependent on aid; Jordanians who have access to new jobs in special economic zones; international partners as the level of need decreases over time; and businesses that will benefit from the tax exemptions, access to the EU market and other incentives.

Impactful and innovative financing

35. **Impact:** The starting point for designing financing mechanisms must be an identification of what needs to be achieved and where the gaps are. Technical assistance can be as just as important as financing. To date the focus of humanitarian funding has mostly been on saving lives rather than supporting livelihoods. Humanitarian assistance is essential early on in crises but it is important to move to a development approach given the increasingly protracted nature of forced displacement. With only half of current humanitarian appeals funded, finding new sources of finance can also be a challenge. The yearly cycle of grants makes it hard to plan and deliver programmes that need multi-year commitments.
36. **Innovation:** There are good examples of impactful and innovative financing which can be developed. The private sector has a key role to play but this requires allowing businesses to see a return on investment with appropriate risk-sharing. Innovative finance should not just be about shifting the cost to host countries to take on more debt. Questions remain about whether increased concessionality is innovative enough, with some preferring to see a new Global Refugee Fund to support a more comprehensive response.
37. **Scope for change:** It is unclear what governance arrangements will bring all necessary reform elements together. A change of mind set is required in all concerned – donors, UN agencies, host countries, and NGOs. The World Humanitarian Summit and 'Grand Bargain' negotiations present the

best opportunity for a generation to bring real change to the way in which the humanitarian system does business.

Good practice

38. **Jordan, Lebanon, Kenya, Pakistan and Uganda** all offer examples of good practice in the use of cash transfers as a delivery mechanism to support displaced people and local economies. However, only 6% of humanitarian funding is currently going through cash-based initiatives. Much more needs to be done to facilitate the further use of social protection schemes and cash transfers as it can be a compelling entry point for systemic change.

Improved data and evidence

39. **Data management:** There is a need for standardisation of data and new mechanisms for sharing it. Expertise in data gathering and analysis also needs to be strengthened. The capacity of governments and agencies for data collection and analysis needs to be strengthened. All of this requires more investment.
40. **Data gathering:** Data should be used better to underpin the design of interventions, for example, economic analysis of the impacts of refugees on local and national economies. Data collection, particularly risk assessments for refugees and IDPs, require strong host governments ownership and participation. Evidence based on evaluations, impacts and what works will lead to more targeted interventions. In a growing number of countries, the displaced are located in urban settings and where data is particularly lacking.
41. **Data sharing:** More should be done to share existing data. It was noted that 90% of all worldwide data generally has been generated in the last two years facilitated by new technology. Whilst the quality of data can vary, increased open access would support its more productive use. To facilitate effective data sharing, data and evidence collection needs to be more standardised. Suggestions included developing systems which included displaced populations in the national census. A comprehensive, accessible shared database containing standardised information on refugee and IDP numbers, locations, skills and profiles would be beneficial. Such systems carry the risk of misuse.
42. **Technology:** The development of new technologies provides opportunities to improve the data gathering, sharing and management. Greater involvement by the private sector is needed along with more systematic use of social media. The internet could be better used for data management through online data input platforms.
43. **Scale of ambition:** Data and evidence needs to be better used to make a case for why shifts need to happen, and on the scale that was used to influence COP 21 climate change negotiations. This requires a whole new level of ambition and is a challenge to all stakeholders. Governments need to be convinced of the case for undertaking reforms and making the case domestically can be a key challenge.
44. **Ethics:** There are reservations over the ethics of data sharing and the potential for misuse, for example by targeting the vulnerable. It was recognised that discussions on the implications of 'Big Data' are taking place in other fora and including on the principles and guidelines on open access, rules of engagement, storage, ownership and protecting confidentiality.

Good practice

45. Successful examples of different uses of data and evidence range from the Pulse Lab in Uganda and the World Food Programme and UNHCR linking of food assistance to biometrics, to the mixed migration trend report and the International Organization for Migration displacement surveys.
46. The **UNHCR** and **Norway** are jointly working on an initiative to systematise the collection of data on refugees, using national country systems.
47. **Pakistan** has introduced the national biometric registration of refugees using iris scans. This is being used to facilitate the distribution of cash grants.

Moving forward

48. **Political will:** There is a growing high level of consensus on the need to find new responses to the challenge of global forced displacement. Whilst many countries have been dealing with the issue for decades the current European crisis had generated greater political will to find solutions, and should be capitalised on. There was also growing realisation by host governments of the need to include refugees and IDPs into national development plans. Together, these political shifts present an opportunity to make progress globally. Finding solutions to ongoing and long-standing conflict is needed as well as more upstream investment in preparedness to mitigate the increasingly complex drivers of forced displacement. The new approach requires a realignment of priorities and changes in mind set for all partners. It is clear that the role of donors and humanitarian agencies needs to change.
49. **Partnerships:** There is a need to expand partnerships beyond the usual humanitarian and development partners to include the private sector and to pursue a “whole of government” approach at the national level in hosting countries. Governments need to be in the lead in planning and coordinating national responses to protracted displacement. There is an agreement that early planning for long term responses involving a range of actors is needed from the onset of a crisis. The Solutions Alliance is a valuable platform for taking forward country-level action. There are plans to increase Solution Alliance’s network in countries beyond those that have already established national groups.
50. **Financing:** A comprehensive response to protracted displacement needs more than humanitarian aid funded through appeals. Current funding models do not fit well with the needs. While rapid funding for emergency response will still be essential, a move away from short-term funding to a predictable and multi-year financing would allow for better planning and more flexibility. The increased use of cash can be a compelling entry point for systemic change.
51. **Data and evidence:** Data needs to be better used to drive greater efficiency and accountability in performance and outcomes. There is a need for greater investment in data collection and evidence management. A universal code of conduct for responsible use data should be developed in order to prevent the misuse of open and shared data. A declaration on an effective data sharing mechanisms at the United Nations General Assembly event in September on the norms around data collection and management was proposed as a way forward.
52. **Accountability:** There is a need for greater accountability for performance, efficiency and transparency of implementation. Host countries should hold partners to account for their activities in country. Humanitarian principles need to be upheld, particularly in contexts of conflict.

Conclusion

53. **Opportunities for action:** World Humanitarian Summit (WHS) in May 2016, the UN High Level Plenary on Addressing Large Movement of Refugees and Migrants and the US President’s Leader’s Summit (both in September 2016) are expected to provide an opportunity to make commitments to take the **Wilton Park Principles** forward. The commitment and momentum around solutions to forcibly displaced challenges needs to have a follow up mechanism beyond the WHS. This is being discussed in the context of the ‘Grand Bargain’.
54. **New approaches:** The five **Wilton Park Principles** resonate strongly and were considered to be the right approach. They apply to both refugees and IDPs. The issues are not new but would require fundamental shifts for many. Bold action will be required to do things differently. Where new approaches are working they need to be supported to continue and, where possible, replicated elsewhere. The Forum provided a valuable opportunity to share these new approaches and build a network of practitioners.
55. Given the current political momentum generated by the WHS and current crisis, now is considered an opportune time to push for reform. We need to continue with a sense of optimism but recognise that change also takes time. Host countries, donors and NGOs are all considering new mechanisms to provide support to hosting countries. The co-hosts are committed to engaging in the global processes underway and to looking at necessary changes in their own organisations.

Natasha Hosford

Wilton Park | April 2016

Wilton Park reports are brief summaries of the main points and conclusions of a conference. The reports reflect rapporteurs' personal interpretations of the proceedings – as such they do not constitute any institutional policy of Wilton Park nor do they necessarily represent the views of the rapporteur.

Should you wish to read other Wilton Park reports, or participate in upcoming Wilton Park conferences, please consult our website www.wiltonpark.org.uk

To receive our e-newsletter and latest updates on conferences subscribe to <https://www.wiltonpark.org.uk/newsletter/>

Annex 1: Co-hosts summary statement

1. 2016 offers an unprecedented opportunity to achieve lasting change in international approaches to protracted displacement. Forced displacement is arguably one of the defining humanitarian and development challenges of our time. We agreed that bold action is needed to bring real change to the lives of refugees, internally displaced persons and the communities that host them.
2. Forced displacement is a symptom of conflict, persecution, human rights abuses and other failures of governance and the rule of law; the current trends are deeply troubling. In 2014, more than 15.5 million people left their homes in search of protection and safety. This is equivalent to an average of more than 42,500 people each and every day of the year. Once people leave their homes, they are often displaced for decades.
3. Even as displacement becomes increasingly protracted, humanitarian response continues to operate according to a short-term time horizon. Humanitarian assistance saves lives, but without the perspective, planning or resourcing needed to make it an investment in the future. Development, on the other hand, most often focuses only on nationals and excludes consideration of the refugees living in their midst, and internally displaced people are often similarly ignored.
4. Nearly half of the world's forcibly displaced people are children. Millions are out of school. Investing in youth and education is crucial. Failing the children and youth risks creating a lost generation and sets us on a path toward new conflicts and greater displacement in the future.
5. Recognising both the challenges and the opportunities, the World Bank Group, the Government of the United Kingdom and the Office of United Nations High Commissioner for Refugees (UNHCR) convened a Forum to build consensus on the need for a new approach to protracted forced displacement, to share practical experiences and identify ways to work together in the interest of refugees, internally displaced people and the communities that host them.
6. While the discussion focused on response once a crisis has occurred, the starting point was the recognition that much more needs to be done on prevention and preparedness and to address the root causes of conflict, including through more effective security and diplomatic efforts.
7. Host governments have been responding to the challenge for decades. A number of these countries have changed domestic laws and policies with a view to achieving better development outcomes for refugee and host communities alike, even in the face of political and national security challenges. These include the right of refugees to freedom of movement, the rights to seek employment, acquire housing and land, and to access national services for health and education. Others are partnering with the private sector to stimulate production, create jobs and increase access to financial services.
8. Many international humanitarian and development partners are pursuing adapted approaches and collaborating in new ways to address the challenges of protracted forced displacement and provide better support to governments. Much more needs to be done however to achieve greater collaboration in assessment, planning, programming and financing.

Core principles of a new approach

9. Delivering new approaches requires changing our mind set and attitudes, adapting our institutions and ways of working, building new partnerships and moving out of our comfort zone. This entails not only humanitarian and development partners working together differently but also collaborating with a broader range of international and regional peace and security actors and the private sector.
10. Humanitarians bring the capacity to act quickly and save lives; this must be valued and maintained. However, a continuum of protection must run from emergency response through to durable solutions. Development actors, including international financial institutions, bring a longer term perspective that focuses on sustainability and the prospect of more predictable financing. We can learn from each other and build upon each other's strengths.
11. Governments need to set their own development priorities and coordinate implementation. Support is needed at multiple levels to build and sustain government systems to deliver services to the displaced and also to better prepare and respond in the event of future crises.
12. The **2030 Agenda for Sustainable Development** pledge that '**no one will be left behind**' - adopted by 193 Member States of the United Nations - provides the fundamental platform for our approach. Building on the work of the **Solutions Alliance**, reflecting the directions of the **High Level Panel Report on Humanitarian Financing**, the **Secretary General's Agenda for Humanity** and **World Humanitarian Summit**, and the **AU Common African Position on Humanitarian Effectiveness** the Forum discussions advanced our common thinking on new approaches.

13. From the Forum deliberations, five core principles emerged – the **Wilton Park Principles** – that serve as the foundation of a new approach to protracted forced displacement. The **Wilton Park Principles** have global relevance and must be implemented together and in a mutually reinforcing manner.

I. Work through national and local systems

14. Rapid, agile and effective humanitarian response – at times working through parallel systems - will continue to be essential to ensure protection and save lives. Planning and acting to strengthen national and local systems for the longer term should nevertheless start as early as possible. This is essential to manage and respond better to current needs, be resilient to future shocks and crises and ensure sustainability. However, efforts to strengthen national and local systems must take into account the context and dynamics of conflict, particularly in situations of internal displacement.
15. The objective is to work more effectively, efficiently and sustainably and not simply to shift burdens to host governments. Working through national and local systems can also ensure investments in service delivery achieve equitable access and equal standards for host communities, refugees and internally displaced people. Non-governmental organisations (NGOs) will have a critical role to play. The Report of the High Level Panel on Humanitarian Financing notes that only 0.2% of reported humanitarian funding is channelled directly to local and national NGOs. This need to change. International and local actors need to adopt an approach that meets the needs of the whole population in a comprehensive way that is sensitive to specific needs and vulnerabilities.
16. The Forum participants were encouraged by the inclusion of refugee children in national schools in Pakistan, Lebanon and other host countries. These examples of good practice need to be supported, documented and replicated elsewhere.

II. Support host communities and build social cohesion

17. Support to host communities and building social cohesion are crucial. The voices of the people most affected must inform and be at the centre of planning and action. Host communities are the first to absorb the shocks of a major influx of refugees or internally-displaced people, and they demonstrate tremendous generosity. In both rural and urban settings however, local people often experience competition for economic opportunities, increased cost of basic necessities and decreased access to basic services. This leads to social strains and, at times, conflict.
18. Leadership – political, religious, business, social and traditional – plays an essential role in defining how host communities respond to these shocks and overcome them. Engaging with youth also an investment in leadership for the future. Bringing host communities and refugees or internally displaced people together – based upon a common vision for the development of an area or region – can also be a powerful vehicle for building social cohesion.
19. During the Forum, we learned more about the innovative and inclusive approaches being pursued by some governments – such as the development planning that incorporates refugees and host communities, as seen in Uganda's new National Development Plan II (NDP II), the Turkana County development plan in Kenya and Pakistan's longstanding Refugee Affected and Hosting Areas (RAHA) programme in Pakistan. These innovative examples show the way toward building social cohesion by creating a sense of common interest among host and displaced communities.

III. Enable economic participation and stimulate growth

20. Refugees and internally displaced people bring tenacity, knowledge, skills and abilities to the communities in which they live. They should not be seen as the passive recipients of humanitarian assistance, but rather should be seen as agents with the human capital to build their own future and contribute to national development and growth.
21. Economic participation allows people to regain their dignity and independence, and enables them to live more normal lives in their host communities. The positive outcomes can include reduced strains on government resources and the need for external support over time. Refugees and internally displaced people need to retain or develop skills and assets to be self-reliant and better prepare for solutions whichever forms they take, including returning home.
22. Economic participation for refugees resonated as an important core principle with the Forum participants, who nevertheless appreciated that such strategies cannot be pursued at any cost. They must be based on a sound socio-economic analysis of the context. The Forum highlighted the importance of being creative and pursuing non-aid strategies, such as trade concessions to expand economic opportunities for all.
23. The Forum participants welcomed the positive approach to refugee employment reported in some major host countries. A significant development is Jordan's plan for a Special Economic Zone, where Syrian refugees and Jordanian nationals will work side-by-side in new businesses built with regional investment attracted by potential for access to the European Union market. The plan to create jobs for Syrian refugees

and Lebanese workers through the Subsidised Temporary Employment Programme (STEP) in Lebanon is another encouraging example.

IV. Provide impactful and innovative financing

24. Humanitarian aid and official development assistance is not keeping pace with growing needs. New and innovative forms of financing must be identified. This will include leveraging the balance sheets of the multilateral development banks to provide a low-cost source of finance and stimulate private sector investment.
25. Increasing the overall volume of financing is not enough. Greater predictability is also crucial. We can learn from insurance-based approaches to financing risk, which emphasize the importance of agreeing in advance who is responsible for different costs and ensuring that adequate financing is available to meet them. Discussions are currently underway on the replenishment of the multilateral development banks, which takes place every five years, and will provide an important opportunity to agree a better approach to financing in protracted crises.
26. The World Bank is exploring a MENA Concessional Financing Facility. This would include blending grants from supporting countries with loans from multilateral development banks to bring down the cost of financing to more concessional levels, not usually accessed by middle income countries. The equivalent financing is accessed by developing countries through the IDA concessional window.
27. Finally, we must ensure that we are using existing financing efficiently, including through the greater use of national social safety nets, including cash transfers. Cash transfers, linked to biometric registration have proven to be a powerful tool for protecting and assisting refugees in Lebanon, Jordan, Kenya and other countries, where they provide a stimulus to the local economy.

V. Improve the data and evidence base

28. Making the case for a new approach requires much better evidence. We must better understand the costs and benefits of including refugees and internally displaced people in national development plans, as well as the impacts of their economic participation on host communities and the wider economy. More evidence is needed about which interventions work and at what cost. The value of improved evidence was shown by the impact that evidence and analysis made in supporting the negotiation of COP21 on climate change.
29. Greater understanding is needed regarding the scale and dynamics of forced displacement. We must know more about the profile of relevant populations, including their demographic characteristics, skills and aspirations. Policy and practice in this area should draw upon national and local government capacities and data sources and put communities at the heart of planning.
30. Working together demands that our assessments, planning and action are also based on shared data, to support better analysis and inform joint priorities and the results and collective outcomes to be achieved. Combining forces and building upon complementary strengths is part of the way forward.
31. Leveraging new and existing data platforms, such as the Sustainable Development Goals and national census processes, strengthening capacity for information collection at the national level to expand the available data will also be important. The data revolution creates new opportunities but also challenges. Data collection and management needs to be strengthened with a clearer set of standards and protocols, greater commitment to responsible governance and open data.
32. The potential for collaboration is shown by an important recent study of poverty and welfare among Syrian refugees in Jordan and Lebanon, which combined rich existing registration data with sophisticated modelling and analysis to inform humanitarian and development programming and response, including strategies for the targeting of assistance.

Conclusion

33. We have a historic opportunity to deliver change for refugees, internally displaced persons and the communities that host them. The Forum recognised the importance of moving forwards in practical concrete ways at the country level, including through such platforms such as Solutions Alliance. Delivering lasting impacts will require policy coherence and consistency across the international community and mutual accountability for results.
34. Humanitarian and development actors also need to change, making internal adaptations and working through their respective governing boards and global processes, such as the United Nations Quadrennial Comprehensive Policy Review (QCPR). The Grand Bargain discussion also provides an important opportunity to drive forward greater efficiency, transparency and mutual accountability.
35. The World Humanitarian Summit in May 2016 and the UN summit on refugees and migrants and the Leader's Summit on refugees being convened by the United States President, both in September 2016, will provide an opportunity to take the '**Wilton Park Principles** forward', form the partnerships and coalition

and make the commitments needed for new approaches to protracted forced displacement to move from rhetoric to reality.

36. We must seize the once in a generation opportunity for the global community to take bold action to better serve those most left behind as a result of conflict, extreme poverty and environmental change.

Annex 2: Background paper

Forum on new approaches to protracted forced displacement, Wilton Park in the UK, 4 to 6 April

Background paper

The “nation of the forcibly displaced” makes up more than 60 million people worldwide. If they were a country, the forcibly displaced would be the 24th largest in the world and would likely consist of the most vulnerable people on the globe. Growing international momentum, political will and an emerging consensus all signal the need to find new approaches to protracted forced displacement. Understanding the likelihood that displacement will become protracted from the outset – and well before the five years that is the current threshold for protracted refugee situations – should influence the shape and duration of national and international interventions. Once displaced for six months, refugees have a high probability of finding themselves remaining displaced for at least three years and often much longer¹.

Meeting the Sustainable Development Goals – a commitment of the 193 countries of the General Assembly of the United Nations in September 2015 to leave no one behind and to begin with those farthest behind – demands a fundamental rethinking of our collective approach to current and future crises.

The Wilton Park Forum has been convened as a stepping stone towards the World Humanitarian Summit (WHS) in May and other international conferences later in the year. The Forum will allow participants to share practical experiences of pursuing new approaches to protracted forced displacement and, in doing so, identify opportunities for concrete action to secure better outcomes for refugees, internally displaced people (IDPs)² and the communities that host them. The participants will also contribute to the development of guiding principles that build upon the convergence of interests among all stakeholders and draw on the complementary strengths of both humanitarian and developmental approaches.

The proposed **Wilton Park Principles** and related guiding questions are set out in this paper to shape discussions at the Forum:

1. Working through National and Local Systems
2. Support to Host Communities and Social Cohesion
3. Economic Participation and Growth
4. Impactful and Innovative Financing
5. Improved Data and Evidence

The **Wilton Park Principles** are aligned with the global dialogue reflected in the High Level Report on Humanitarian Financing and the United Nations Secretary General’s Report for the World Humanitarian Summit, as well as the outcomes of the Solutions Alliance Roundtable in February 2016. They will also feed into the WHS Roundtable on Forced Displacement. The Concept Note for the Forum accompanies this paper as Annex A.

1. Working through National and Local Systems

The UN Secretary-General’s report to the World Humanitarian Summit calls upon us to “change people’s lives” by “moving from delivering aid to ending need” and to reinforce, not replace national systems. While rapid, agile and effective international humanitarian response will continue to be essential to ensure protection and save lives, the use of national and local systems can ensure sustainability and often more rationalised and equitable delivery of services to host and refugee and other displaced populations. The mainstreaming of service delivery, however, assumes that governments are willing and that national systems exist are sufficiently robust or can be reinforced to absorb the increased demands. Humanitarian agencies cannot withdraw from operational responsibility where government capacity is more limited.

¹ <http://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9851.pdf>

² While refugees and internally displaced people (IDPs) are often uprooted by the same causes, refugees are outside their own countries have a distinct legal status and protections in international law, notably under the 1951 Refugee Convention and its 1967 Protocol (while the Guiding Principles on Internal Displacement consolidates international legal principles for the protection of IDPs), which have important implications for the responsibilities of national and international actors.

Working through national and local government systems and adopting a more developmental approach poses significant challenges. Such systems must be strengthened to better manage and respond to current needs and be resilient in the face of future shocks and crises. Governments and humanitarian and development actors, both national and international, need to engage in joint assessment and planning even before crises occur to develop scenarios, map capacities and plan together. Humanitarian agencies must adapt to work more closely, where feasible, with host government ministries and regional, district, municipal and local government bodies that are at the “front line” of service delivery. Host governments will require targeted support from the international community to enable the inclusion of refugees and internally-displaced populations in national social protection systems, which may be under dramatically increased strain.

The urbanisation of displacement is a global “megatrend” which poses significant challenges. In cities, knowing who, and where, refugees and displaced people are and communicating with them about their needs can be challenging, creating a risk that protection problems and vulnerabilities can remain hidden.

Guiding discussion questions:

1. What are the opportunities and the key obstacles to mainstreaming refugees and displaced people in national and local service delivery systems?
2. How can humanitarian and development actors better support governments hosting refugees and affected by internal displacement to reduce reliance on parallel humanitarian services and strengthen national systems?
3. Where state capacities are limited, how can humanitarian agencies and development actors, work more effectively with governments to provide services in a way that reinforces national and local systems and meets people’s needs?
4. What are the different challenges, opportunities and options in urban and rural settings for delivering services through government systems?

2. Support to Host Communities and Social Cohesion

Forced displacement impacts significantly on host communities and responses must take into account their needs, including strains on land, housing, infrastructure, services and economic opportunities. Humanitarian and development responses increasingly factor in support to host communities, although much more must be done to achieve truly comprehensive and mutually reinforcing action.

Refugees and internally displaced people often settle in marginalized areas, both in urban and rural settings. Host communities may already experience the challenges of underdevelopment and high rates of poverty and unemployment. A large influx of refugees or displaced people may lead to rising tensions that can work against protection and social acceptance, due to fears of even greater impoverishment, increased competition, environmental damage and the depletion of scarce natural resources.

Creating a sense of common purpose and shared opportunities between host communities, refugees and the internally displaced can contribute to social cohesion and, thus, protection objectives. Reinforced and integrated service delivery – particularly the education of local, refugee and internally displaced children in the same schools – and the creation of economic opportunity can foster acceptance of the newcomers. Attention to the specific protection challenges faced by women and girls are often exacerbated by displacement – including gender-based violence, gender-distinct barriers to land, livelihoods and resources – and risks to the protection of children is also critical.

Guiding discussion questions:

- a. How do we best ensure the right differentiated response to meeting the needs of refugees, IDPs and host communities?
- b. What are the best ways of fostering cohesion between refugees, internally displaced people and their host communities?
- c. How can governments and host communities better leverage and benefit from the assets and skill that refugees and IDPs may bring, such as professional training, as a counterweight to the demands of including them in services?
- d. What impact does displacement have on the aspirations of young people in the host, refugee and internally displaced communities and how does this foster or work against social cohesion?

3. Economic Participation and Growth

Refugees and internally displaced people are too often seen as the recipients of humanitarian assistance, rather than as individuals who bring skills and abilities that can contribute to development and growth. Excluding them from economic participation wastes this potential resource today and leaves them less prepared for solutions in the future, whether that means returning home to rebuild, moving on to another country or area or settling locally.

At the same time, more than 85 percent of refugees and IDPs live in developing countries, which face their own significant challenges in delivering economic growth, sustainable development, basic services and employment for their citizens. Strategies for promoting the economic participation of refugees, therefore, need to yield positive outcomes for the local economy and benefit local businesses and host communities, where unemployment rates can often be high.

Refugees are an international responsibility and countries that receive and protect them are upholding important humanitarian and legal obligations. They are also providing a global public good, and national policies that facilitate the economic participation of refugees call for international support.

Policies and planning to create jobs and opportunities for refugees and displaced populations and host communities must be based on context-specific analysis of economic environment, build on existing skills, capacities and markets and be sensitive to the different legal and practical constraints faced refugees. They should be sensitive to differential impacts on women in both the displaced and host communities, as well as differences between rural and urban contexts.

Guiding discussion questions:

- a. What are the policies and practical arrangements that can be put in place to enable the economic participation of refugees and IDPs?
- b. What are the local opportunities and challenges, both politically and economically, for job creation? What role can the private sector play?
- c. How can international efforts support revised national policies in this area and help to overcome the likely political obstacles in some countries?

4. Impactful and Innovative Financing

Current international financing structures need to adapt to account for the complex and protracted nature of displacement. Research shows that more and better investments are required in economic development and livelihoods for whole populations and that existing approaches in these areas are insufficient.

Financing for humanitarian response will remain essential, particularly to save lives in emergencies. A complementary shift toward predictable, multi-year financing and area-based investments is required to respond more effectively to protracted forced displacement. A more risk-informed approach to investments is also needed to reduce the need for reactive crisis management and response and move towards crisis prevention and building community resilience based on sharper analyses.

In addition to increasing the resources available, new financing instruments are needed and those existing must be adapted to enable timely response to both low and middle income countries. New global financial platforms are needed that use a variety of concessional and market-based instruments to promote risk sharing, bring in private sector financing, increase investments in prevention and preparedness, and facilitate more relevant and impactful responses.

Major trends in policy and technology, the concentration of people in urban settings and greater market integration are creating a more conducive environment for new developments in the delivery of financial support, including the wider use of cash transfers.

With humanitarian aid directed towards increasingly protracted crises, cash could serve as a mechanism for scaling up humanitarian and development activities that, when appropriate, can help reduce costs and complexity. More host countries have also developed or are developing social protection systems including cash and other flexible instruments.

Guiding discussion questions:

- a. How do we shift from short-term, fragmented funding to predictable multiyear financing solutions in support of longer-term outcomes – where the situation allows – and without adverse impact on humanitarian principles?
- b. How do we better invest in crisis prevention and building community resilience and facilitate complementary development and humanitarian interventions?
- c. How do we encourage and facilitate more investment and participation by the private sector?
- d. What would it take to scale up assistance through cash, and how could country systems play a role in this?

5. Improved Data and Evidence

Shifting to a new approach will require us to invest in data and improve the evidence base to better inform policy making, planning and operations. Better data is needed on the trends and demographics of displacement and on the profile, skills and needs of the displaced and the communities that host them. Another focus area for study is on which approaches are currently working in different settings, which are most cost-effective and what the positive and negative economic and fiscal impacts are. A common agenda is needed for building the evidence on the best approaches for ensuring that humanitarian and longer-term development interventions are complementary, support better outcomes and reduce inefficiency, so that different stakeholders can align their efforts.

Guiding discussion questions:

- a. What do host countries see as the key data and evidence gaps to make informed decisions and to pursue policy change?
- b. How can international actors contribute to filling these gaps and building the necessary evidence base?
- c. Are global platforms for data sharing and analysis sufficient and, if not, how can they be enhanced and strengthened?
- d. Are we sufficiently leveraging new technology, utilising local networks and drawing upon the capacities of NGOs and the private sector?

Annex: Forum on new approaches to protracted forced displacement

Concept note

Introduction and overview

Forced displacement is arguably the defining humanitarian and development challenge of our generation. The problem is growing. A decade ago, 37.5 million people were displaced. By 2014 this number had reached 59.5 million persons: 19.5 million refugees, 38.2 million internally displaced persons (IDPs) and the rest asylum-seekers. The world's protracted refugee situations have lasted an estimated 25 years on average, with most continuing for more than two decades. Internal displacement also persists for decades. If they were a country, the "nation of the displaced" would be the 24th largest in the world.³

2016 offers an unprecedented opportunity to revisit the approaches to protracted displacement that have guided policy and operations to date. The World Humanitarian Summit in May, followed by the proposed High-Level Plenary of the UN General Assembly on Addressing Large Movements of Refugees and Migrants in September, should help to build a new level of consensus for change.

Against this background, the World Bank Group, the UK and the UN High Commissioner for Refugees (UNHCR) are convening a Forum focusing on new approaches to protracted forced displacement. The Forum will bring together governments hosting significant refugee populations and affected by internal displacement, donor governments, humanitarian and development agencies, NGOs and the private sector. Taking place in the UK in April, 2016, this event will contribute to preparations for the larger, international conferences later in the year.

The Forum will help to build agreement between participants on the key principles of a new approach to the challenge of protracted displacement. The primary focus will be on refugees, particularly those hosted in low and middle income countries; however, consideration will be given to the needs of internally displaced people and vulnerable local populations. Whilst internally displaced people face similar challenges to refugees, it is recognised that there are clear legal distinctions between refugees and IDPs, and in both cases, practical solutions will need to be context specific, realistic and workable.

Why now? Background and context

In 2014 the number of people forcibly displaced from their homes reached their highest levels since the Second World War. The intensity of forced displacement has increased significantly in recent years. In 2010, 10,000 people a day were displaced from their homes. By 2014 this number had quadrupled to 42,500 people on average each and every day.

Looking ahead, the risks of large-scale forced displacement are set to rise given the combined threats of persecution, conflict and violence, often combined with and accelerated by other factors, including natural disasters and climate change.

The current framework for responding to forcible displacement is under increasing strain. Durable solutions remain elusive for most displaced people. For refugees, returning home is often impossible, as conflict and insecurity drag on and resettlement opportunities, while expanding, remain limited. In 2014, only 128,000 refugees were able to return to their home countries – the lowest number in 31 years. National policies also often result in ad hoc approaches to protection and access to public services. Some host countries, including very poor countries, are able to provide safe haven, but may limit opportunities for refugees to access formal employment, because of security, economic and social concerns.

The majority of refugees remain locked in a precarious limbo, often for a generation or more. Unable to secure legal employment, with limited access to land or public services in the host country, they remain dependent on uncertain aid flows with limited prospects and hope of self-reliance.

The situation for IDPs can be even more difficult. While they should enjoy the national protection that refugees lack, in reality many IDPs remain at high risk of violence and are excluded from or at the margins of national development plans. The internally displaced are some of the most vulnerable people in the world.

³ UNHCR Global Trends Forced Displacement in 2014: <http://www.unhcr.org/556725e69.html>

A growing consensus for change

There is an emerging consensus on the need to revisit existing responses to forcible displacement. There is new political will to move beyond a traditional 'care and maintenance approach' to enable those who are forcibly displaced to become safer, self-reliant and better able to live their lives with dignity and hope.

New and unprecedented opportunities to make progress on these issues are opening up. Last year, the United Nations adopted the 2030 Agenda for Sustainable Development with the "pledge that no one will be left behind", and a shared "endeavour to reach the furthest behind first." A key aim of the World Humanitarian Summit will be to secure better outcomes for people affected by protracted crises, including those forcibly displaced from their homes.

As noted above, a High-Level Plenary of the UN General Assembly on Addressing Large Movements of Refugees and Migrants will follow in September.

The Secretary General of the United Nations and the President of the World Bank have also committed to working closely together to address the complex challenges of conflict and instability. The donor community is looking harder at whether the assistance it provides is working in these difficult contexts, while development and humanitarian agencies are pursuing greater collaboration in their planning and programming. Most importantly, some countries hosting large refugee populations are also rethinking their approaches, with a view to achieving better development outcomes for both refugee and host communities alike. These perspectives are coming together, promising a new consensus.

Much of the thinking underpinning this approach is not new, with elements of it dating back to the 1980s. What is new, however, is the renewed political interest in applying this thinking in practice. Making all of this happen will require new ways of working between the international community, host governments and communities, humanitarian and developmental actors, civil society and the private sector.

Key factors in success will necessarily include building a better data and evidence base about what works, and a willingness to test innovative new approaches.

What will the Forum deliver?

Building upon other related initiatives, including the Solutions Alliance, the World Humanitarian Summit and the forthcoming High-Level Plenary of the UN General Assembly, the World Bank Group, the UK and the UNHCR have four core objectives:

- i. Develop a consensus on the core principles that should guide policy and practice in protracted forced displacement situations to secure better outcomes for refugees, internally displaced people and the communities that host them.
- ii. Identify a series of practical measures that would increase the effectiveness of global policy and international public and private finance, better linking humanitarian and development efforts, and non-aid interventions, including trade.
- iii. Highlight key regional and national policy and institutional bottlenecks regulating the treatment of refugees and other forcibly displaced people, as well as emerging good practices that address them.
- iv. Agree to implement the principles of a new approach with a small number of countries hosting refugees and/or affected by internal displacement where the governments could work with the United Nations, the World Bank and the donor community.

The Forum will take place over two days. The opening sequence of the Forum will include the President of the World Bank Group, the UK Secretary of State for International Development, and the UN High Commissioner for Refugees. The working sessions will involve senior officials (Director-General level or above).

Attendees will include representatives from 4-6 countries hosting refugees or affected by internal displacement, the donor community, international organisations, NGOs and the private sector and a small number of academic experts. The total number of people attending will be no more than 60, in order to keep the conversation focused and action-oriented and due to space limitations at the venue.

Outcome

- A brief report from the group setting out the key issues and options emerging from the discussions, including a set of principles to guide work in this area, and suggested practical steps and changes that participants may pursue in their own policies and practices.
- A joint statement of commitment to the core principles of a new approach to planning and financing support to countries with large refugee and / or IDP populations.

The outcomes and deliverables would contribute to the final preparations for the World Humanitarian Summit in May, the proposed UN international conference in September and the commitments that will emanate from those events.