

Program of Work

Refining the Findings and Recommendations of the UN Secretary-General's High-Level Panel on Internal Displacement December 2020 – September 2021

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I. Introduction

In October 2019, the UN Secretary-General established in a High-Level Panel to identify concrete recommendations on how to better prevent, respond, and achieve solutions to internal displacement, with a particular focus on achieving solutions to protracted displacement. The full Terms of Reference of the Panel can be found <u>here</u>. The Panel launched its work in February 2020, but shortly thereafter, the Coronavirus pandemic rapidly spiked around the world, forcing the Panel to fundamentally shift its ways of working. Recognizing the significant limitations imposed by the pandemic, in August 2020 the Secretary-General extended the Panel's timeline by a period of seven months. The Panel will now submit its final report in September 2021.

Despite the challenges created by the pandemic, the Panel has made significant progress over the past nine months. It has received close to 100 written submissions, carried out some 50 bilateral conversations, organized and participated in five thematic and three regional exchanges, and benefited from 12 tailored research products. Importantly, through partners, the Panel has also consulted over 12,500 IDPs and host community members across 22 countries. The Panel has heard from national and local authorities, donor governments and financial institutions, humanitarian and development actors, private sector actors, and specialists on disaster risk reduction and peacebuilding.

Through these different channels, the Panel has consolidated a significant body of information. With the support of the Secretariat and the Expert Advisory Group, the Panel has been working to analyze all of the material and draw out possible recommendations. In doing so, the Panel has identified key issues where

additional information or perspectives are needed, and areas in which it would like to start seeking views on potential recommendations.

This paper outlines how the Panel will be approaching its consultative work over the remaining nine months from December 2020 to September 2021. It outlines the evolution of the Panel's thematic priorities, the areas in need of further inputs and refinements, and the channels and events through which it will invite that feedback. This is a living document and will be reviewed regularly to ensure that plans meet the Panel's objectives and needs.

II. Principles

From its outset, the Panel was encouraged by the UN Secretary-General to put forward recommendations that are bold and concrete. The Panel has embraced this guidance and recognizes the unique opportunity it holds to drive real change on internal displacement. The Panel has also recognized the importance of putting forward recommendations that are technically sound, politically feasible, and implementable.

The pursuit of these types of recommendations requires strong research and analysis, as well as extensive consultations with relevant stakeholders. And indeed, over the past nine months the Panel has actively pushed forward in both areas. Additionally, however, bold and concrete recommendations require the Panel to be able to work independently and to propose the recommendations that it believes will offer the greatest step forward. In this context, the Panel seeks to balance openness and transparency, including for the purpose of cultivating buy-in for the Panel's recommendations, with the equally important principles of integrity and independence, which will require it to carry out certain aspects of its work privately. Much of the Panel's early work has taken place through private and bilateral channels, but moving forward, the Panel will also rely more heavily on joint consultations to test recommendations and generate engagement and momentum. These methodologies are outlined further in Section IV below.

III. Internal Ways of Working

The Panel has established a consistent and predictable rhythm to its internal ways of working, which will continue to be relied upon over the coming nine months. These include:

- a. **Panel meetings**. The Panel has met six times (once in-person and five times virtually) from February to November 2020, together with its Expert Advisory Group (EAG) and the Secretariat. These meetings are organized on an as-needed basis, usually every six weeks. The Panel will continue to meet virtually until the situation allows for safe travel.
- b. **Expert Advisory Group meetings**. To support the Panel Members, the EAG is convened regularly (often before and after Panel meetings) to assist the Panel in their work. The EAG members also often draft and comment on documents for the Panel's attention.
- c. Workstreams and thematic champions. Early in the Panel process, the Panel identified six thematic priorities for its work based on the Panel's TOR.¹ As a tool to provide structure and depth to the Panel's investigations and analysis around these themes, the Panel decided to adopt a "workstream" methodology. These workstreams served as an internal tool to organize the Panel's research and consultations, including by designating Panel and EAG "champions" for each theme.

¹ These are discussed in greater detail in Section V, but are: 1. Political will, capacity, and accountability; 2. Prevention; 3. Solutions; 4. Financing; 5. The role of the Private Sector; and 6. Data and evidence.

Over subsequent months, the Panel's work across the thematic priorities has become more focused and integrated. In this context, while the Panel will continue to maintain its thematic "champion" roles, most future research and consultations will be more cross-cutting and will bring together more than one theme. This is discussed further in Section V below.

d. **Secretariat support**. Throughout the Panel process, the Secretariat will continue to support the day-to-day operations of the Panel's work, including in carrying out research and consultations requested by the Panel.

IV. External Engagement Tools

The Panel has used, and will continue to use, a series of tools to gather information and build up its work. These include:

- a. Consultations with IDPs and host communities. The Panel believes that hearing directly from IDPs and host communities is fundamental to being able to develop recommendations that effectively respond to their needs. It is for this reason that, in spite of the pandemic's restrictions, the Panel gave the highest priority to finding other avenues through which to consult affected communities. As noted above, over 12,500 IDPs and host community members have now provided inputs to the Panel from 22 countries. The top line results from these consultations have been synthesized by the Secretariat for the Panel and are available on the Panel's website here. Looking forward, the Panel hopes to be able to conduct additional direct consultations with IDPs, either in-person or through virtual platforms. The aim of future consultations would be to facilitate a direct discussion between the Panel Members and IDPs and to address additional questions and topics not covered by the first consultations.
- b. Bilateral consultations. The Panel will continue to rely heavily on bilateral consultations as one of its primary methodologies. Particularly on sensitive topics like political will, the Panel has found that more fruitful conversations can be had through candid, one-on-one discussions than through plenary sessions. To date, these consultations have included representatives of affected governments, donor states, regional organizations, humanitarian and development organizations, financial institutions, think tanks and the private sector. The consultations are used both to gather new information and to test possible recommendations. At present and looking forward, a key constituency for future bilateral consultations is the leadership of displacement-affected states.
- c. Thematic consultations. Building on the bilateral consultations, the Panel will also continue to organize thematic consultations. In the past these have primarily been done in partnership with other organizations and in large plenary formats, but going forward, these will increasingly take the form of expert roundtables informal, Chatham House discussions that bring together experts from the UN and civil society, affected states, donor governments, and other actors as relevant. The Secretariat will share a background document ahead of each of these roundtables to provide an overview of the Panel's thinking on the issue and outline questions for discussion. Participation will be more limited and will be by invitation. The planned consultations are outlined in Section VI below.
- d. **Regional consultations**. The Panel will also continue to organize exchanges that bring together representatives from the capitals of states within a particular region, as well as regional intergovernmental bodies. In general, these consultations will cover a number of thematic

priorities in order to fully capitalize on the participation of different actors. The Secretariat will share a background document ahead of each of these consultations to provide an overview of the Panel's thinking outline questions for discussion. More details on upcoming regional events are included in Section VI below.

- e. Field missions (or virtual missions). Prior to the outbreak of the pandemic, the Panel had an ambitious schedule of field missions planned to 10 countries across all regions. The Panel has long hoped to be able to resume this plan, but the persistent travel restrictions have made this impossible. If and when the movement restrictions are lifted, the Panel will seek to travel to displacement affected countries to be able to hear from IDPs, national and local authorities, humanitarian, development and peace actors directly, including for the purpose of "ground truthing" what it has heard through research and consultations thus far. If travel remains impossible, the Panel will consider the possibility of "virtual missions."
- f. **Research**. The Panel has benefited from 12 tailored research products over the past nine months and expects to receive a further 4-6 products before the Panel process closes. These products can be found on the Panel's website <u>here</u>.
- g. Written submissions. The Panel has received about 100 written submissions since its inception and continues to welcome new submissions. The trends from these submissions are synthesized at appropriate intervals and delivered to the Panel, and a summary be made available on the Panel's website shortly. Actors who are interested to make new submissions are welcome to contact the Secretariat to discuss the type of input that would be most useful.
- h. Partner briefings and consultations. In keeping with its goal of being as open and transparent as possible, the Secretariat will continue to provide regular briefings to the Group of Friends (in Geneva and in New York), UN Agencies, and NGOs. Increasingly, the Secretariat hopes that these discussions will also serve as thematic consultations rather than procedural sessions. This is outlined in more detail in Section VI below.

Across these different engagement channels, the Panel hopes to continue to hear the views of a wide range of stakeholders, including: national and local authorities, regional organizations, donor governments and financial institutions, humanitarian and development actors, private sector actors, think tanks and academics, and specialists on disaster risk reduction and peacebuilding.

V. Overarching Thematic Priorities

Before looking at the Panel's specific thematic priorities, it is important to first acknowledge a few contextual dynamics that set the stage for the Panel's work. First, IDP numbers are staggering, and have grown exponentially in recent decades as a result of spiraling conflict and disasters, coupled with improvements in data that now provide a fuller picture of displacement trends. Second, millions of families are stuck in protracted displacement, with no clear solution in sight. Third, at a time when attention is needed most, internal displacement has become an invisible and largely neglected issue.

These trends can be attributed to a number of causes. First, too often, governments have not prioritized preventing, responding, or achieving solutions to displacement. Even in cases where governments demonstrate a willingness to take action, they may not have the capacity to respond, or may not do so in a manner that is consistent with international standards. Second, the international system's approach to

internal displacement has been dominated by short-term humanitarian responses, and has lacked consistent, strategic leadership to allow for meaningful action across the prevention to solutions spectrum. Third, IDPs and host community members are rarely, if ever, brought to the center decision-making about policies and programs that affect their lives. Youth, women, and local leaders who could play a major role in driving change within their communities have instead been excluded and their potential left underutilized.

These macro dynamics provide an important background for the Panel's work. Building on this context, in the initial months of the Panel process the Panel sought to define a series of thematic priorities that would help to provide further focus and structure to its work. Six themes were identified, guided by the objectives outlined in the Panel's TOR: WS1. Political will, capacity, and accountability; WS2. Prevention; WS3. Solutions; WS4. Financing; WS5. The role of the Private Sector; and WS6. Data and evidence.

Over subsequent months, the Panel's work on the six themes was further refined to recognize the first three as priorities (political will, prevention, and solutions), and the latter three as enablers (financing, the private sector, and data/evidence). More precisely, the Panel recognized the following:

Political will – or rather a government's commitment to act – is an essential component for facilitating solutions (WS3) and to prevent displacement in the first place (WS2). Strong support from international actors is also crucial. There are opportunities with financing (WS4) to incentivize a multiplicity of actors to work together towards common goals on solutions (WS3), including by incentivizing governments to include IDPs and host communities in national development plans and by supporting the capacity of national and local authorities to implement those plans (WS1). To this end, nationally owned data systems (WS6) that tie into other relevant reporting systems are an important basis for Government action (WS1), as well as to monitor progress toward achieving solutions (WS3) and to carry out risk assessments (WS2). Additionally, the role of the private sector (WS5) can be leveraged to bring technical expertise, capacity support, and job creation for IDPs and host communities as a critical means to support solutions (WS3). International financial institutions are crucial to facilitating this engagement (WS4).

Based on the input and analysis thus far, three main points are clear:

- a. Garnering increased political will to prevent and address internal displacement remains the core, over-arching focus of the Panel. Without government ownership, achieving durable solutions at-scale becomes far less likely no matter how effective humanitarian assistance might be. At the same time, there is also a need for a stronger commitment by the international community to support government action for prevention and solutions. Therefore, an increase in the "Political Will of All" is essential.
- b. On prevention, while there may be limitations to solving the multiple root causes of displacement, there are key opportunities to reduce the risks of displacement that can and must be pursued. These relate to the need for increased investment in prevention measures more broadly, the inclusion of internal displacement within national disaster risk reduction strategies, the use of forecast-based financing, the promotion of a holistic approach to address multi-causal risks, and strengthening community resilience.
- c. On **solutions**, there is a real opportunity to move the needle and to break through the increasingly protracted nature of displacement for millions of people. There are also significant opportunities and untapped potential particularly with regard to the role of financing, data, and the private

sector. There is the possibility to drive a new narrative toward solutions that puts governments in the lead, considers the opportunities of cities/municipal actors to drive progress, goes beyond the prevailing humanitarian focus, and creates a wider and more steadfast commitment among all relevant actors. This will also require strengthening accountability for internal displacement across the whole UN system, as well as strengthening the engagement of international and regional financial institutions.

There are also aspects of **humanitarian response** that must be improved, including the need to bring increased accountability for ensuring a robust response for IDPs and better enabling progress and linkages toward solutions from the outset of a crisis.

The Panel has already carried out significant work on each of these issues and has developed more indepth internal analysis. Looking forward, the Panel now hopes to further refine its analysis and begin testing possible recommendations, with a strong view to prioritizing the areas in which the Panel has a unique value added – notably by focusing on the issues on which only a high-level, strategic, or political voice may be successful in driving change.

In parallel, the Secretariat will also work to cement other elements that will necessarily feature in the Panel's final report, including outlining the most critical contextual dynamics that impact the state of internal displacement today, articulating the specific problems the Panel's recommendations seek to solve, and beginning to scope the form of an eventual follow-up mechanism.

VI. Areas for Further Investigation and Engagement Plan

The following section outlines three core areas that the Panel believes would benefit from further discussion with external actors, as well as one cross-cutting theme. Each area includes a brief overview of some of the outstanding questions, followed by a list of planned engagements that are designed to address these gaps. Some events will cover more than one theme but appear only under the heading most directly linked to the primary purpose of the event.

Core areas for further investigation

1. Better understanding the political dimensions associated with action or inaction on internal displacement

Between February and November 2020, the Panel has held bilateral and regional consultations with representatives of displacement-affected governments, received written submissions from 30 states, and carried out dedicated research on political will. The Panel's Secretariat has also maintained regular engagement with representatives of displacement-affected governments in Geneva. Additionally, the Panel has also investigated the role of data and evidence in contributing to state commitment to act.

To build on the work carried out thus far, the Panel will deepen its engagement with current and former political leadership of displacement-affected countries to further explore the factors that contribute to **political prioritization** of internal displacement and the commitment to act, and to test potential recommendations. Linked to this, the Panel will seek insights into factors that support effective **whole-of-government approaches** and governance, including effective support for **local and municipal actors** and **urban displacement** responses. The Panel will also seek to hear from representatives from donor governments who have engaged in **diplomacy** with affected states and will seek their views on the types of engagement and **incentives** they have seen to be successful. Further investigation is also needed on

how to strengthen **strategic leadership** on internal displacement within the **international system**. Finally, there is a need to better test the potential role of **national internal displacement data systems** in contributing to political will, including by showing the links between displacement and other government priorities.

Planned engagements

- Bilateral consultations with the leadership of displacement-affected states (ongoing)
- Roundtable on how data and evidence can support state commitment to act (February 2021)
- Bilateral consultations with regional intergovernmental organizations (early 2021)
- Consultation with Permanent Representatives of major IDP donor countries (early 2021)
- Meeting with Africa Regional Group (early 2021)
- Expert roundtable on building state commitment and capacity on internal displacement (first half 2021)
- Audience with the Pope (postponed due to new COVID restrictions, new date mid 2021 TBC)

2. Refining the Panel's focus on prevention of internal displacement

In July 2020, the Panel convened a consultation on prevention of displacement together with ICRC and IFRC that examined situations of conflict, disasters, and multicausal crises. Regional consultations, particularly with displacement-affected States in the Asia region, further built on this event and sought to refine the Panel's understanding of factors involved with preventing disaster induced displacement. Panel members have also spoken to a number of actors on how to mitigate risks of displacement in situations of conflict.

Looking forward, the Panel seeks to further refine its focus and identify where it can add the greatest value on prevention. While there are clear limitations in the extent to which the Panel may affect change on underlying root causes of displacement (climate change, conflict, etc.), there are real opportunities for focusing on displacement-specific interventions. In that context, the Panel will carry out additional bilateral and plenary consultations to further refine recommendations associated with **preparedness**, **mitigating risks** of displacement and strengthening the **resilience** of populations at risk of displacement in both situations of conflict and disasters, including in urban settings. The Panel will particularly consider questions like how displacement can be better factored into **disaster risk reduction strategies**, how **Sendai reporting** can more systematically include internal displacement, and possibilities for better financing prevention and preparedness.

Planned Engagements

- Bilateral consultations on prevention in conflict settings (ongoing)
- Regional event on climate and disaster displacement in the Pacific (February 2021)
- Group of Friends meeting on prevention of disaster displacement (April 2021)

3. Solidifying recommendations around solutions to internal displacement

Since February 2020, the Panel has carried out some 50 bilateral consultations, the majority of which were dedicated to issues related to solutions. The Panel has spoken to current and former DSRSGs/RC/HCs, government representatives, private sector actors, donors, academics, and civil society actors. The Panel

has also received extensive research on solutions, including on coordination, the link between humanitarian and peace actors, IDP economies, and financing. Together, these different sources have provided the Panel with a wealth of inputs and insights into possible recommendations.

Looking forward, the Panel seeks to begin narrowing down and testing recommendations. This includes a focus on how to support effective and **nationally-owned durable solutions** processes, how to strengthen **leadership on IDP solutions** within the international system at country-level, how to better **finance solutions** efforts, how to better harness the potential of the **private sector** in recovery efforts, and ways to use **data and evidence** to inform and monitor progress towards solutions. It also requires additional consideration of how to more effectively approach solutions in contexts of **urban** displacement, including how the potential of existing systems can be better engaged to support IDPs and looking at the crucial roles of **municipalities**.

Planned Engagements

- Bilateral consultations on solutions and financing with Government donors (ongoing)
- Joint HLP/EU Event on Solutions (February 2021)
- Expert roundtable on Peace and Security (March 2021)
- Consultation with US private sector actors (first half 2021, TBC)
- Bilateral consultations with local and municipal actors (first half of 2021)
- Expert roundtable on solutions (first half of 2021)
- Second roundtable with IFIs/MDBs on financing for solutions (date TBC)
- Expert roundtable on financing for solutions (date TBC)
- Event on urban displacement (March 2021)

Cross-cutting areas for further investigation

4. Ensuring recommendations are AGD-responsive

The Panel believes that in order for its recommendations to be effective in supporting IDPs, it must respond to the unique experiences of *all* IDPs across ages, genders, and diversities (AGD). The Panel benefitted greatly from hearing from IDP women, men, boys, and girls, as well as people with disabilities, LGBTI individuals, and those from other marginalized groups, through the consultations that partners conducted on the Panel's behalf. The feedback from these consultations reaffirms that there can be no one-size-fits all approach and that more needs to be done so that IDPs meaningfully participate in decisions and processes affecting them.

As the Panel continues to move forward with its work, further refinement of the Panel's recommendations will be needed to ensure that they are AGD-responsive. The Panel believes strongly that AGD cuts across all three of its thematic priorities: political will, prevention, and solutions. Meaningful participation of people of all ages, genders, and diversities in decision-making will be a core part of this, as well as ensuring that policies and strategies take an inclusive approach in recognizing needs and capacities. The Panel's Secretariat has participated in an initial dialogue with AGD actors, and plans to take part in a second consultation in 2021. A dedicated AGD consultation will also be organized by the Panel in mid-2021 to test its tentative recommendations with an AGD-lens.

Planned Engagements

• Consultation on AGD (mid 2021 TBC)

VII. Process for Refining Recommendations

Previous sections of this document have provided an overview of the different engagement tools, the thematic priorities, and areas in need of further investigation. The following section draws these different elements together to outline how the Panel is approaching the next steps for refining its recommendations.

Step 1: Information gathering

For each of the Panel's thematic priorities, an essential first step was consolidating a baseline of information and analysis and seeking the broad views of different stakeholders. This step, which is now largely completed, included gathering and carrying out research, welcoming submissions from different stakeholders, consulting IDPs and host communities, carrying out preliminary thematic and regional consultations, and conducting in-depth bilateral consultations. There are a few areas in which the Panel believes it would still benefit from additional inputs (notably around prevention, financing of solutions and urban displacement), but sufficient information has now been gathered for the majority of the Panel's thematic priorities to allow it to move to the next step of refining and testing recommendations.

Step 2: Refining and testing recommendations

Building on the broad base of inputs and information the Panel has received thus far, the next step – which will largely take place between now and the end of April 2021 – is to refine and test potential recommendations. Some of the existing engagement tools will be maintained, for example the bilateral consultations that have improved invaluable, while others will be introduced and/or scaled up – notably the thematic expert roundtables. As noted in Section IV, these roundtables will be small, informal discussions where ideas can be debated between different types of actors, with the aim of rigorously testing possible recommendations. The Secretariat will share a background document ahead of each roundtable that can be used to inform the discussion. The Panel also aims to carry out field missions during this period to further refine its recommendations and ground-truth them with actors in displacement-affected countries.

Step 3: Gathering buy-in for follow up

A final step will be to validate and generate buy-in for the Panel's recommendations with a broader crosssection of actors. This will occur once the Panel's recommendations have already been considerably refined with the input of relevant technical experts. At present, the Panel proposes to pursue this process through consultations that will bring together representatives from the capitals of states within a particular region, as well as regional intergovernmental bodies. These regional consultations would cross a number of themes and would present a consolidated overview of the Panel's thinking. As with all other consultations, these discussions would be preceded by a background document shared well in advance by the Panel Secretariat. The Panel will also continue to provide briefings to the Group of Friends and other key constituencies in Geneva and New York on a regular basis, and can also convene additional thematic consultations on an as-needed basis. This final stage will occur primarily between May and June 2021, following which the Panel will turn to last internal discussions before finalizing the report.

VIII. Timeline of Planned Engagements

The following table provides a calendar view of the engagement opportunities highlighted in Section VI above. Through these upcoming events, the Panel looks forward to hearing from states, UN agencies, NGOs, financial institutions, regional organizations, and other interested stakeholders. Invitations for the plenary events will primarily be shared through existing communication channels (for example, Permanent Mission mailing lists and through the relevant consortia for NGOs). If you are interested to participate in a particular event listed below, you are welcome to get in touch with the HLP Secretariat.

December 2020	 Bilateral consultations with the leadership of displacement- affected states Bilateral consultations on solutions and financing with Government donors
January 2021	 Bilateral consultations with the leadership of displacement- affected states (continued) Consultation with Permanent Representatives of Panel supporter countries
February 2021	 Expert roundtable on the role of data in supporting state commitment and capacity on internal displacement Thematic event on supporting nationally owned durable solutions Pacific regional consultation with states on prevention and solutions in contexts of climate change and disaster-induced displacement Meeting with major internal displacement donor countries Bilateral consultations with regional intergovernmental organizations Africa Regional Group consultation Bilateral consultations with the leadership of displacement-affected states (continued) Dedicated dialogues with local and municipal actors (x2)
March-April 2021	 Consultation with US private sector actors Dedicated dialogues with local and municipal actors (x3) Consultation with member states in New York on peace and security Group of Friends meeting on Prevention of Disaster Displacement Expert roundtable on building state commitment and capacity on internal displacement Second roundtable with IFIs/MDBs on financing for solutions Expert roundtable on solutions Expert roundtable on financing for solutions Urban displacement event
May-June 2021	 Consultation on AGD Audience with the Pope Regional consultations to finetune recommendations (x5)
September 2021	Submission of Panel Report

November 2021	•	Panel Secretariat wrap up

Annex 1. Overview of Past Engagements

February 2020	First Panel meeting
March-April 2020	Call for Submissions launched
	Bilateral consultations with Permanent Missions in Geneva
	Group of Friends briefing
	Briefing for UN Agencies
	Briefing for NGOs
	RSQ call for articles on internal displacement
	Workstreams Framing Paper
May-June 2020	Latin America Regional Consultation with GP20
	Group of Friends briefing
	Consultation on COVID-19 and the Nexus with the EU
	Consultation on SDGs and Solutions with ICVA and the GOF
	Consultations with IDPs and host communities
	Bilateral consultations with the private sector
July-August 2020	Thematic consultation on Prevention with IFRC and ICRC
	MENA Regional Consultation with GP20
	RSQ research received
	Bilateral consultations with the private sector (continued)
	RLI research received
	Group of Friends briefing
	Briefing for UN Agencies
	Briefing for NGOs
September-October	Thematic consultation with IFIs/MDBs on financing for solutions
2020	Group of Friends briefing
	IDP economies research received
	EAG background papers finalized
	Political will research finalized (Secretariat)
	Thematic consultation on urban displacement with Cities Alliance
	Affected community consultation results received
	 Thematic consultation on peacebuilding with GP20, with focus on Colombia
November 2020	Asia regional consultation on prevention and solutions in contexts of disaster displacement
	Bilateral consultations on solutions and financing with Government donors
	Bilateral consultations with current and former DSRSG/RC/HCs

Bilateral consultations with data actors
 Bilateral consultations with humanitarian and development Principals
First AGD Dialogue
Bilateral consultations on prevention in conflict settings