

**Taking Stock of Internal Displacement: Twenty Years On**  
**Report of consultation held at Château de Penthes, Geneva**  
**28-29 November 2012**

**Introduction**

Twenty years ago, the United Nations established a special procedure to promote the rights of internally displaced persons (IDPs). Since the mandate was created, a great deal has been accomplished in support of the human rights of IDPs. Three mandate-holders – Francis Deng (1992-2004), Walter Kälin (2004-2010), and Chaloka Beyani (2010-present) – have strengthened the normative framework for IDPs; raised awareness of IDPs’ particular protection and assistance needs; and supported governmental efforts to develop laws and policies to uphold the rights of the internally displaced. The mandate holders have also been leaders in the push for a more predictable and coherent international humanitarian response to internal displacement. The Brookings Project on Internal Displacement was created in 1994 to provide support to the mandate, and over the years has played a leading role in developing a strong research base to inform responses to IDPs; advancing debates on internal displacement; bringing together key stakeholders; and supporting the development of more effective policies on IDPs.

While the results achieved by the IDP mandate-holders, their supporters and other key actors over the past twenty years are impressive, much remains to be done. More than 26 million people remain displaced within their own countries. Internal displacement situations are becoming increasingly protracted, at the same time as the resources needed to respond to them are becoming more and more scarce. Sudden-onset natural disasters and longer term effects of climate change have emerged as an important new driver of displacement. Opportunities to address internal displacement through development plans, peacebuilding processes, transitional justice measures and human rights mechanisms have yet to be maximized. Gaps also remain in the international humanitarian response to IDPs, and effective mainstreaming is an ongoing challenge.

In this context, the Special Rapporteur on the Human Rights of IDPs, with the support of the Brookings-LSE Project on Internal Displacement, convened a two-day consultation on internal displacement. The consultation brought together a range of key stakeholders and supporters of the mandate, including participants from international agencies, non-governmental organizations, research institutions and donor governments. The aim of the process was:

- to take stock of past achievements, current trends and key challenges; and
- to identify priorities and goals for action in support of IDPs over the next five years.

The meeting provided an opportunity for international stakeholders to renew their commitment to work together to address the challenges surrounding internal displacement. In particular, it provided valuable advice to the Special Rapporteur and to the Brookings-LSE Project on Internal Displacement in the context of their 2013-2018 strategic planning process.

This report summarizes the key ideas, concerns and recommendations explored during this consultation.<sup>1</sup> In particular, it highlights the strong consensus among the participants that in addition to responding to emerging needs and ongoing problems, special attention should be devoted to two priority areas over the upcoming five years:

- promoting and supporting the implementation of the AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention); and
- pursuing durable solutions to internal displacement, with an emphasis on engaging development actors on the issue.

### **Assessing past achievements**

Participants identified a range of remarkable gains that have been made on the IDP issue over the past twenty years. These include:

- *Putting IDPs on the agenda at the national, regional and international levels*

The establishment of the IDP mandate was a critical early achievement that catalyzed national, regional and international actors to devote increased attention to the IDP issue. The needs and rights of IDPs have been examined by UN agencies, NGOs, regional organizations and most importantly by governments, and awareness of internal displacement and some of the challenges associated with it has percolated around the world.

- *Developing and securing support for the normative framework on internal displacement*

The drafting of the Guiding Principles on Internal Displacement and the subsequent broad acceptance of the Principles as the central normative framework on IDPs stands out as a pivotal accomplishment. With the dissemination and uptake of the Guiding Principles, IDPs have been established as an important category of concern, and widespread support has been obtained for the foundational notion that states have primary responsibility for protecting and assisting IDPs within their borders. Although concerns around sovereignty remain a barrier to effective IDP protection in some instances, the Guiding Principles continue to provide a critical entry point for international actors seeking to engage states in rights-based responses to internal displacement, and for states striving to develop and implement effective and appropriate domestic policies on internal displacement. The normative framework has been enhanced through the development of tools such as the Inter-Agency Standing Committee (IASC) Framework on Durable Solutions for Internally Displaced Persons and the IASC Operational Guidelines on the Protection of Persons in Situations of Natural Disasters, and through the drafting of regional standards including the Great Lakes Protocol and the groundbreaking AU Convention on the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention). Perhaps most importantly, at least 23 governments have adopted laws and/or policies on internal displacement, many of which are based on the Guiding Principles. These regional and domestic laws and policies play a particularly critical role in entrenching and promoting the implementation of obligations towards IDPs.

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<sup>1</sup> The consultation followed Chatham House rules. Accordingly, the ideas expressed in this report are not attributed to particular individuals or institutions.

- *Developing a more systematic international humanitarian response to internal displacement*

Although significant shortcomings remain, important steps have been taken to systematize international humanitarian responses to internal displacement through the cluster system, and ensure that IDPs do not “slip through the cracks.” The mandates of most UN peacekeeping missions now include the protection of civilians (POC), which creates important if often under-utilized openings to address internal displacement.

- *Strengthening civil society advocacy on internal displacement*

A wide range of civil society groups, including IDP organizations, have played important roles in improving responses to internal displacement in practice, and securing support for the Guiding Principles. The capacity of civil society groups to support IDPs and engage in advocacy work has been strengthened through trainings and cooperation with the mandate-holders.

- *Developing a strong research base on internal displacement to inform policy*

Collaboration between researchers, policymakers and practitioners has resulted in the development of an impressive body of research that has established internal displacement as a critical challenge, and informed sound policy responses to it. Policy-related research on internal displacement has brought new challenges into focus, such as displacement linked to the effects of climate change, the protection concerns faced by those uprooted by natural disasters, the participation of IDPs in peace processes, and the connections between displacement and transitional justice. Participants noted that the Brookings-LSE Project on Internal Displacement has played a leading role in this work, and has provided an instructive model of what can be accomplished when UN mandates are able to mobilize additional research and organizational support. The creation of the Internal Displacement Monitoring Center (IDMC) also stands out as a major accomplishment that has advanced data collection, monitoring efforts, and broad public awareness of the issue of internal displacement.

### *What made these accomplishments possible?*

The end of the Cold War was a propitious time for action on the IDP issue, which had previously been out of bounds due to the constraints of bipolar politics. Beyond good political timing, participants stressed that these achievements hinged on effective and dedicated individual and institutional leadership. Individuals acting with a great deal of personal integrity took leadership on this issue at different levels, from local advocacy to international diplomacy. The engagement of human rights advocates, strategic leadership among donors and the work of NGOs such as the Norwegian Refugee Council (NRC) and the Refugee Policy Group (RPG) were key to pushing the system to move forward. The “hybrid approach” where the mandate-holder was supported by the Brookings Project on Internal Displacement and staff working in UN organizations significantly expanded the leadership capacity and impact of the IDP mandate.

Early decisions on advancing the IDP issue were taken in a strategic manner, which set the stage for future accomplishments. Critically, the decision was made not to promote the negotiation of a convention on internal displacement, but instead to develop the Guiding Principles on the basis of existing legal standards. Careful research and extensive documentation of material submitted to bodies such as the Commission on Human Rights clearly demonstrated that the issue was serious and well-founded. This provided a strong foundation for efforts to link needs-based and

rights-based approaches to the issue of internal displacement. Initial acceptance of the Guiding Principles was hindered by some states' objections that governments had not been consulted in the drafting of the Guiding Principles, and the concern that the Principles went beyond existing law and could be used to justify interventions in sovereign states. These concerns had to be overcome through careful and sustained outreach and engagement with states and other key actors. The approach of gradually building bottom-up consensus around the Guiding Principles through a series of regional consultations proved to be a valuable one. Raising awareness of internal displacement and the Guiding Principles through local and regional workshops and training events, and lobbying for supportive references in resolutions from many different international forums helped generate a solid support base, and prompt reforms to international response systems. Perhaps most importantly, many states concluded – in part due to the advocacy efforts of IDP supporters – that rather than being an infringement on their sovereignty, effectively addressing internal displacement was in their *interests*. This recognition opened the door for international actors concerned with IDPs to engage in-depth with states, and to support the development of national laws, policies and systems to ensure implementation of the Guiding Principles.

### **Assessing the IDP landscape: Identifying trends and challenges**

Overall, discussion amongst the participants was characterized by a sense that while important progress has been made on the IDP issue, significant obstacles to effective responses remain, and that concerted efforts are required to ensure that that issue does not slip from institutional, national and international agendas. As participants concentrated on the question of “*Where do we want to be on the IDP issue in five years?*”, the following major themes emerged:

- *Keeping internal displacement on the agenda*

Many participants expressed concern that without dedicated staff within major institutions, IDPs risk being “mainstreamed into oblivion”, which could result in neglect of their specific needs and concerns such as lack of documentation; housing, land and property (HLP) and restitution issues; consideration of durable solutions; and protection against discrimination linked to being an IDP. Many typical development and humanitarian programs are not currently sensitized to these issues, and many needs assessments are not attuned to capture them. Several participants stressed the need to match a well-calibrated approach to mainstreaming with the preservation of specialized expertise and institutional capacities on the IDP issue. This is essential in order to ensure staff can access appropriate training and specialized advice on IDP issues.<sup>2</sup> Many lamented that internal displacement does not figure more prominently on the Inter-Agency Standing Committee (IASC) agenda, but emphasized that despite the disparities that still exist between refugees and IDPs, it is not helpful to pitch issues such as refugees, IDPs and POC against each other. Rather, an approach that recognizes the interconnections between these issues is preferable.

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<sup>2</sup> Appropriate training could include information and materials on IDP protection; camp coordination and camp management; IDP rights before, during and after displacement, including the right to property restitution; gender approaches to displacement; and durable solutions.

- *Continuing to strengthen the institutional humanitarian architecture for responding to IDPs*<sup>3</sup>  
While progress has been made in pursuing a more systematic and reliable humanitarian response to IDPs, work remains to be done, and there are risks that past gains may be eroded. Concerns were voiced that the previously highly visible focus on IDPs within OCHA has been reduced, as has UNHCR's IDP unit and ICRC staff dedicated to IDPs as the issues have been mainstreamed in these organizations. At the same time, internal reforms in the Secretary-General's office (not reflective of the accomplishments of the mandate) resulted in the position of RSG being changed to Special Rapporteur, which reduces the visibility of the mandate and raises questions about continued access to senior UN leadership and to the highest officials of affected governments. Some suggested that in general there is a need for more high-level advocacy on behalf of IDPs from leaders with the UN system.

Although IDPs were at the heart of the creation of the cluster system, improved humanitarian response to internal displacement is not an explicit part of the transformative agenda, the IASC process which aims to further strengthen coordinated, strategic and accountable responses to affected populations in humanitarian emergencies. Concerns were expressed that protection risks were being relegated to a sector, rather than being seen as a cross-cutting endeavor, and that while the cluster system helps to coordinate responses to IDPs, it is not a substitute for improved accountability and leadership mechanisms.

Various participants indicated that over the next five years, they would like to see IDPs positioned more prominently on the IASC agenda, with the ERC taking a leading role in this respect. Others indicated that improving the international response over the next five years will require UNHCR to accept more responsibility for and dedicate more resources to IDP issues. Strengthening emergency response mechanisms is needed, including the development of more effective early warning systems through which significant internal displacement events are anticipated, analyzed and monitored. An improved response may also require re-inserting standardized references to IDPs in the terms of reference for humanitarian coordinators (HCs), since at the moment a coordinated response to IDPs depends on how HCs interpret their roles. Strengthening the roles of resident coordinators (RCs) may also be required, as RCs are intended to coordinate action on internal displacement in the many countries that have IDP populations but do not have an HC. Recognizing that the cluster system will only ever be one piece of an improved response to IDPs, participants critiqued the fact that the lifespan of clusters currently does not encompass the pursuit of durable solutions, and suggested that over the next five years, international actors should strive to comprehensively integrate durable solutions strategies into responses to internal displacement.

- *Ensuring robust support for protection*  
Among the participants, there was widespread concern that financial cutbacks risk undercutting IDP protection, with some donors indicating that in a time of austerity agencies such as UNCHR should "focus on their core mandate," mistakenly implying that IDP protection is a luxury. Participants noted that when resources are limited, IDPs are often the first to suffer cuts, even in agencies that have taken on leading roles on the issue, and lamented the complacency that in some instances accompanies these decisions. Some suggested that more research and advocacy is

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<sup>3</sup> A background study undertaken by Manisha Thomas for the Brookings-LSE Project on Internal Displacement informed discussions on the international humanitarian institutional architecture for responding to IDPs.

needed to challenge this pattern, demonstrate the practical value of protection, and engage new actors, including emerging donors, in supporting protection work. This will require using more accessible language to explain protection concerns and responses.

In particular, there is a need for better tools (quantitative but also qualitative) to demonstrate the benefits of protection programs for IDPs and displacement affected communities, from emergency response to the pursuit of durable solutions, and to help minimize the overall human cost of displacement. Several participants underscored the need for further research and guidance on older IDPs and IDPs with disabilities, and stressed the need for continued and improved protection training on IDP issues, particularly given the reality of staff turnover. Indeed, participants indicated that the training and dissemination activities undertaken by actors such as IDMC and Brookings in support of IDP protection need to be sustained over the upcoming five years.

Participants highlighted the need for guidance to effectively navigate complex cases such as those involving pastoralists and nomadic groups, and the situation of displaced persons from South Sudan in Khartoum. In such complex cases, support is needed to ensure that IDPs are appropriately identified, and that the necessary support and protection is provided to them.

- *The role of civil society and IDP participation*

Various participants expressed concern that IDP issues have been de-prioritized within the international NGO community, and highlighted the potential role of ICVA and InterAction in revitalizing the issue. Others underscored the value of better engaging major human rights NGOs such as Human Rights Watch and Amnesty International on internal displacement, while also stressing the need to amplify the voices of local and national actors in countries directly affected by internal displacement. This includes churches and other religious organizations, NGOs and IPD groups. National human rights institutions (NHRIs) should receive special support, as the bodies institutionally mandated to advocate for the protection of the human rights of citizens.

- *Implementing normative frameworks through the development of laws and policies*

While acceptance of the Guiding Principles is now widespread, implementation of this standard at the national and regional levels remains inadequate. Given the potential for backsliding on commitments to the Guiding Principles, there is a need for continued efforts to promote the Principles and their integration into domestic laws and policies. This will require cooperation between actors at different levels (national and local governments, regional organizations, UN agencies, NGOs, NHRIs, etc.), and commitment to ensuring that where laws and policies are developed, they are in line with international standards. Laws and policies on internal displacement must not be merely symbolic, but must clearly delineate institutional responsibilities for IDPs, and be accompanied by appropriate levels of budgetary support.

Over the next five years, concerted support will be needed to support the development and implementation of national laws on internal displacement by signatories to the Kampala Convention, as required under the agreement (see below, “Priorities for advocacy and action”). Participants recognized that the development of national laws and policies is not the “silver bullet” to effective responses to IDPs, but stressed that this is an essential process with long-term preventive and developmental value. More coordination and leadership of global efforts is

needed. Indeed, the process itself is extremely valuable in terms of generating “buy in” and strengthening governance systems and the rule of law. Enhanced efforts are needed to promote accountability for internal displacement, including under national laws. In this connection, participants highlighted the value of better integrating IDP issues into the Universal Periodic Review process, and strengthening the capacity of NHRIs to monitor and promote the implementation of laws and policies on IDPs.

- *In pursuit of a paradigm shift: Displacement as a development concern*

Discussion amongst the participants was informed by the recognition that displacement is not only a humanitarian concern, but is also a political matter, a security challenge, and a development issue. While these aspects of displacement are of course closely intertwined, the development dimension of displacement was a subject of particular concern to those at the consultation. The need to integrate development and humanitarian responses to displacement has been underscored many times, but clearly has not been resolved. There was strong consensus amongst the participants that there is a need for fresh approaches and concerted action to achieve a “paradigm shift” so that displacement is clearly recognized as a critical development concern. In this connection, within the next five years the case must be clearly made that there are important benefits and advantages to addressing internal displacement through development efforts. For example, tackling durable solutions as a development challenge may translate into more sustainable and effective approaches to issues such as livelihoods, housing and tenure security. At the same time, in countries with large-scale internal displacement crises, explicitly integrating IDPs and their particular concerns into national development plans may result in more effectively tailored development strategies that are in turn more likely to achieve the desired results.

To achieve this paradigm shift, those concerned with internal displacement need to reach out to new and different actors. This includes the World Bank and UNDP, but must not be limited to colleagues working on fragile states and in the UNDP’s Bureau for Crisis Prevention and Recovery. Efforts must be made to engage actors such as UN-Habitat, the ILO, regional development banks and potential private sector actors—in sort, those who are not already among the “converted.” Some participants suggested that as a starting point, it could be valuable to try to learn from the experiences of actors such as multi-mandate NGOs and UN agencies that are already engaged in both humanitarian and development work in communities affected by internal displacement.

Many if not most development actors have not yet had a comprehensive introduction to the issue of internal displacement and its implications for their work. Participants suggested that as part of this paradigm shift, supporters of the IDP issue will need to communicate the importance of the issue to development actors (including traditional and “new” donors) in terms that are relevant to them, such as by connecting IDPs to the resilience agenda and showing the roots of displacement in development failures. Just as the humanitarian and human rights communities took years to understand and begin to embrace the IDP issue, achieving this paradigm shift will take time, and will require flexibility from the “traditional” displacement actors. If development actors are to be truly engaged on this issue, it must be on their own terms. Issues such as climate change and urbanization may provide the bridges for development actors to engage in-depth with internal displacement. Perhaps most importantly, for development-based approaches to be effective, they

have to be pursued in cooperation with local authorities and national governments, who are often the very actors responsible for conflict and displacement in the first place. In light of this reality, the process of adopting development-based approaches to displacement must be seen as a long-term endeavor in which IDP supporters make the most of the “ins” that are available, recognizing the critical role of civil society actors in pushing states that fail to shoulder their responsibilities. Important lessons can be learned in this respect from experiences in countries such as Colombia.

Achieving this paradigm shift will also require changes to current funding frameworks. This will necessitate leadership from “donor champions” who clearly recognize that working with IDPs is not only a humanitarian challenge but also a development one. Indeed, some participants stressed that achieving more flexible funding instruments that go beyond the humanitarian/development divide and one-year timeframes should be key goals for the next five years. Equally, integrating displacement into national development plans is essential to this paradigm shift, as this is central to accessing funding (from bilateral donors and in turn from national and local budgets) and getting line ministries on board in addressing displacement. Participants suggested that advocacy is needed to convince affected countries to include internal displacement in their national development plans, and raise it as a priority in their negotiations with bilateral donors. Some participants suggest that in advancing this paradigm shift, it would be particularly helpful to be able to draw on research that examines the socio-economic impacts of integrating displacement into national development plans, and investing in supporting solutions to displacement.

Discussants stressed that while achieving this paradigm shift is critical to overcoming the increasingly protracted nature of internal displacement by opening up solutions for IDPs, addressing the developmental dimensions of displacement is also key to prevention, and to improving the lives of IDPs in protracted situations. This requires providing development support to strengthen the absorption capacity of host communities, and recognizing the role of host communities as development actors in their own right. Overall, there is a clear need to move beyond thinking of displacement in phases or as a continuum, in which humanitarian responses eventually segue into development support. Rather, a developmental approach should be integrated from the outset.

In support of this paradigm shift, insights from past examples of successful cooperation between humanitarian and development actors (for example in northern Uganda, Mozambique and Cambodia) should be distilled and shared. Participants also emphasized the need for continued efforts to understand the role that development approaches can play in responding effectively to urban displacement situations, particularly those where IDPs are living outside of camps, raising challenges such as access to housing and land, and the role of municipal authorities vis-à-vis IDPs.

- *Securing solutions to displacement*

There was strong consensus amongst the participants regarding the need to focus collective efforts on the proactive pursuit of durable solutions to displacement. Participants stressed the need to make better use of both the IASC Framework on Durable Solutions for IDPs and the Secretary-General’s Framework on Durable Solutions. There was strong interest in the mandate supporting the process of piloting the Secretary-General’s Framework in Afghanistan, Kyrgyzstan and Côte d’Ivoire; for example, the Special Rapporteur could play a valuable role in



helping to advise the piloting process, and drawing out insights from experiences in the pilot countries. Building on the discussion of the need for a paradigm shift so that internal displacement is also recognized as a development issue, participants expressed strong support for the concept at the root of the Secretary-General's Framework, that bringing together humanitarian and development actors is critical to the successful pursuit of durable solutions.

Participants recommended that within the next five years, international actors should have achieved greater consistency in planning to support durable solutions for IDPs, suggesting that there should be no transition without a clear durable solutions strategy, and that there should be no durable solutions strategies in which protection and human rights concerns are not properly integrated. Over the course of the next five years, efforts should also be devoted, participants suggested, to the development of more effective tools to monitor progress towards durable solutions, with particular attention devoted to the challenge of land issues. Participants underscored the need for tailored approaches that take into account the particular challenges faced in each context, such as in Colombia and Afghanistan, where durable solutions are being pursued in the midst of ongoing conflicts. Some participants also highlighted the value of transitional justice as part of durable solutions processes, indicating that more political support is needed to ensure that displaced persons have the opportunity to participate in these processes, and that focal points are identified to make sure that the appropriate links are made between transitional justice and displacement.

### **Supporting the role of the Special Rapporteur**

Recognizing that the IDP mandate entails a tremendous and broad responsibility, participants reflected on the need to direct more resources to the mandate, and possible ways to reform and strengthen the mandate. These suggestions ranged from nominating multiple Special Rapporteurs with responsibility for different dimensions of the IDP issue, to transforming the role into a full-time Special Representative of the Secretary-General, with an office in New York. There was however broad consensus that at present it is not timely to invest heavily in promoting major structural reform of the mandate.

Strong support was expressed for the role the Brookings Project on Internal Displacement has played in supporting the mandate, and for the active presence of the Special Rapporteur in the field. Participants stressed the value of the Special Rapporteur's presence in the field in terms of the credibility and relevance of the mandate, and appreciated the role of the mandate holder as an independent expert who can monitor human rights violations experienced by IDPs and call attention to failures to protect them. Participants underscored the need to preserve the visibility and the leadership role of the mandate in giving direction to donors, NGOs and other actors. The Special Rapporteur has a critical role to play in supporting the development of laws and policies on IDPs, but as an individual independent expert his capacity to take on this role is inevitably limited; partners and supporters of the mandate, such as Brookings, UNHCR and IDMC, therefore have a key role to play in carrying this work forward in cooperation with the mandate.

Ideas raised to strengthen the work of the mandate included: promoting increased coordination between the Special Rapporteur and the "friends" of the IDP mandate in advance of negotiations on resolutions on internal displacement; cooperating more closely with other special procedures,

SRSGs, and human rights mechanisms; and continuing to use the mandate holder's reports as part of broader processes of advocacy and action (as catalysts or outcomes of these processes). Various participants expressed support for the Special Rapporteur's continued engagement with IDPs uprooted by natural disasters and the effects of climate change, and discussed whether it could be beneficial for the Special Rapporteur to examine questions of development-induced displacement in greater detail. While some suggested that engaging with development-induced displacement is very important, others indicated it is preferable not to dilute the mandate's current focus on IDPs uprooted by armed conflict and natural disasters. Some participants suggested that a potentially opportune approach would be to focus on cases in which displacement due to development projects is arbitrary, starting with an examination of situations in which development projects causing displacement are being implemented in the midst of ongoing conflicts. Integrating insights from past efforts to promote rights-based approaches to displacement could, it was suggested, be particularly fruitful in this context.

### **Priorities for advocacy and action on internal displacement in the next five years**

Discussions amongst the participants on priorities for advocacy and action were informed by a conception of advocacy that is not simply about issuing press releases or lobbying but rather includes the wider range of actions taken to bring about change. Calls were raised for greater coordination on advocacy, including among high level UN staff, and participants underlined that advocacy strategies must not be overly reliant on western governments and organizations. Developing countries, particularly those grappling with IDP situations, are critical allies (and targets) in successful advocacy on IDP issues. In this regard local NGOs and national human rights institutions (NHRIs) can play a significant role. Participants also stressed that advocacy efforts must be backed up with resources and follow-up support.

Strong calls were voiced for the mandate holder and Brookings, in cooperation with IDMC, to serve as focal points for the development of an overall advocacy strategy on internal displacement, through which the broader range of organizations concerned with IDPs are marshaled to take on the roles that they are best suited to play. Participants acknowledged the diverse range of potentially important advocacy strategies, including quiet diplomacy and discussions undertaken by the Special Rapporteur while on mission. In particular, they stressed the need for more vocal public advocacy on internal displacement, and the contribution Brookings, the Special Rapporteur, and IDMC can make to mobilizing and directing the energies of the institutions and individuals who are able and willing to speak out. In addition, participants underscored the need for solid data and research to underpin advocacy efforts and inform recommended policy options. Some participants urged the Brookings-LSE Project to play a sharper, more assertive advocacy role in raising IDP issues. Participants suggested that it would in the future be particularly helpful to be able to draw on analyses that clearly show the costs, economic and otherwise, of inaction on internal displacement. Some participants recommended that references to specific violations of specific UN Guiding Principles might serve to make advocacy on specific IDP situations more effective. The discussion highlighted the importance of clear, appropriately-targeted communication both to *keep* IDP issues on institutional agendas, and to *establish* IDP issues on the agendas of actors who have key – but still unfulfilled – roles to play.

The discussion of collective priorities for advocacy and action on the IDP issue was informed by the recognition that those at the consultation represented only a small fraction of the wide range of stakeholders on IDP issues,<sup>4</sup> and the acknowledgement that internal displacement is clearly an extremely complex and constantly evolving issue. The Special Rapporteur and other actors working on internal displacement need to balance efforts to advance collective advocacy priorities with timely responses to emerging crises, and sustained engagement with ongoing challenges. In the first term of his mandate, the Special Rapporteur's work focused on supporting the development and implementation of the normative framework; addressing internal displacement linked to the effects of climate change; the protection and assistance challenges faced by internally displaced women; and responses to IDPs living outside of camps. The Special Rapporteur and the Brookings-LSE Project on Internal Displacement are committed to sustaining efforts on these issues, while continuing to respond to evolving needs and challenges. However, the consultation provided an opportunity to explore areas for focused, collective action in the upcoming five years, and was based on the recognition that given limited resources and capacities, identifying particular areas for common action is essential to achieving progress. Issues flagged as priorities for several stakeholders included:

- Improved **training and capacity building** amongst governments as well as humanitarian, human rights and development actors who need to work on internal displacement;
- Addressing persistent shortfalls in **funding** for protection work while integrating internal displacement into development funding streams;
- Attention to **protracted displacement**, focusing on a small number of countries in need of global support; and
- Ensuring sustained attention to **disaster-induced displacement** (building on progress made through the development of the Operational Guidelines on the Protection of Persons in Situations of Natural Disaster, and integrating internal displacement into disaster management policies).

While recognizing the importance of these issues, consensus was achieved to focus collective advocacy efforts on two priority issues in the upcoming five years:

- ***Promoting and supporting the implementation of the Kampala Convention***

The entry into force of the Kampala Convention is widely recognized as a historic achievement and a critical opportunity for IDPs. In addition to encouraging more countries to sign the agreement, support is needed for the development of national laws and policies to domesticate the Convention, and capacity building to ensure its effective implementation. Given that the Kampala Convention developed through partnership between African states, the AU, NGOs, UNHCR, OCHA, UNDP, ICRC and the IDP mandate, a collaborative approach to promoting its implementation is well-founded. Participants suggested exploring opportunities for the Special Rapporteur and the AU, with the support of Brookings, to convene a meeting with the states that have ratified the Convention, to develop an action plan for its implementation. Participants also suggested planning around the five year review of the Convention that is built into the

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<sup>4</sup> Future consultations convened by the Special Rapporteur with the assistance of the Brookings-LSE Project on Internal Displacement will seek to engage a wider range of actors, and efforts to advance the priorities identified through this consultation will be informed by further discussions with actors who were not able to attend this initial meeting.

agreement. Improved coordination and information sharing between actors committed to promoting and supporting the implementation of the Convention will be critical. Expanding the Friends of the Kampala Convention group may be useful in this respect. Participants stressed that the experience of promoting and supporting the Kampala Convention should also serve as a basis for engaging with other regional organizations with a view to prompting the further development of the normative framework on IDPs.

- ***Promoting durable solutions to displacement: Tackling the development dimensions***

Recognizing the opportunities presented by the piloting of the Secretary-General's Framework on Durable Solutions, participants agreed that there is a clear need to devote concerted efforts to advance durable solutions to displacement, in particular by engaging development actors. Participants stressed that this must be a process based on meaningful dialogue that leads to a sense of shared ownership of the issue among development actors, and the integration of IDPs into national development plans. It was suggested that a working group could be convened to develop plans to move this issue forward, including by looking at new entry points, past experiences, the appropriate concepts and language, and consulting with a wide range of relevant actors.

### ***Follow-up***

In cooperation with the Special Rapporteur, in early 2013 the Brookings-LSE Project on Internal Displacement will develop and circulate draft action plans to mobilize collective efforts on these two issues in the upcoming five years.<sup>5</sup>

The consultation was welcomed as a highly useful exercise, thanks to the enthusiastic participation of all the individuals and institutions involved. The Special Rapporteur and Brookings will explore opportunities to continue and build on the process in future years, including by expanding the range of actors engaged in the consultations.

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<sup>5</sup> This commitment is undertaken with the recognition that while the Special Rapporteur in conjunction with Brookings will take leading roles in advancing these priorities, they must also sustain engagement on the priorities from the first term of the Special Rapporteur's mandate, and respond to key challenges and needs as they emerge.