

ROADMAP			
TITLE OF THE INITIATIVE	Forced Displacement and Development		
LEAD DG – RESPONSIBLE UNIT – AP NUMBER	DG ECHO – ECHO A – 2015/ECHO+/009	DATE OF ROADMAP	January 2016
LIKELY TYPE OF INITIATIVE	Communication		
INDICATIVE PLANNING	Q2 2016		
ADDITIONAL INFORMATION	European Agenda on Migration – "strategic reflection" on forced displacement		
<p>This indicative roadmap is provided for information purposes only and can be subject to change. It does not prejudice the final decision of the Commission on whether this initiative will be pursued or on its final content and structure.</p>			

A. Context, Subsidiarity Check and Objectives

Context
<p>The 2014 'political guidelines'¹ from Commission President Juncker identified migration as one of his ten policy priorities. The need to protect those in need, as one of the shared values within the EU, forms a key aspect of this priority area. In the 'mission letter' to the Commissioner for International Cooperation and Development², Neven Mimica, President Juncker further expressed his expectation that Commissioner Mimica would provide "an essential contribution to the work and management of [the EU's] migration policy, notably by developing appropriate ways to manage irregular migration flows through better cooperation with third countries". The mission letter to the Commissioner for Humanitarian Aid and Crisis Management³, Christos Stylianides, included the mandate to work "closely with the Commissioner for International Cooperation and Development to provide follow up to [the EU's] humanitarian assistance through development policy". In view of the tragedies in the Mediterranean, unprecedented numbers of forcibly displaced persons worldwide, as well as mass-scale protracted forced displacement situations, systematically addressing forced displacement from a developmental angle alongside humanitarian aid is a key aspect of fulfilling these missions.</p> <p>With more than 60 million refugees and internally displaced persons (IDPs), the world today faces the highest scale of forced displacement since the Second World War. The unprecedented scale of humanitarian need as a result of this trend has become more and more difficult to match with limited financial resources available to donors. In May 2015, the Commission presented the European Agenda on Migration (COM(2015)240) in response to the current refugee crises in the European neighbourhood. In addition to immediate and structural actions relating both to external and internal policies, the Agenda pointed to the need to mitigate the impact of crises at a local level. As part of this response, the Agenda highlights the ongoing "strategic reflection" on maximising the impact of the EU's support to refugees, internally displaced persons, returnees and host populations in partner countries, through both development and humanitarian assistance with results to be presented in 2016.</p> <p>In addition, Member States are calling for increased action. The Council conclusions of 12 December 2014 on "Migration in EU Development Cooperation" acknowledge the urgency that arises from conflicts and crises throughout the world and the resulting unprecedented challenges related to refugees and IDPs as well as to host communities and countries. The Council requested a coordinated development cooperation approach to forced displacement (i.e. refugees and IDPs). This demand was reiterated during the Foreign Affairs Council meeting in development formation (FAC/DEV) of 26 May 2015. In the context of cooperation with third countries, the conclusions of the European Council of 25 and 26 June 2015 underlined the crucial need to reinforce the EU's overall cooperation with countries of origin and transit. Development assistance will play an important role</p>

¹ http://ec.europa.eu/priorities/docs/pg_en.pdf

² https://ec.europa.eu/commission/sites/cwt/files/commissioner_mission_letters/mimica_en.pdf

³ https://ec.europa.eu/commission/sites/cwt/files/commissioner_mission_letters/stylianides_en.pdf

in this respect complementing financially and politically ongoing humanitarian aid.

To respond adequately to these calls for action, the Commission proposes a **Communication on Forced Displacement and Development, to be presented in 2016**, setting out a novel, development-oriented policy approach to support protracted refugees, IDPs, returnees and host populations in partner countries with an impact on the delivery of humanitarian assistance.

The initiative is part of the Commission services' and EEAS' work on implementing the European Agenda on Migration, and the Joint Communication on "Addressing the refugee crisis in Europe: the role of EU External Action" (JOIN(2015)40, part of second implementation package of 9 September 2015) specifically foresees a Commission proposal for "*a new, development-oriented approach towards forced displacement, which will be implemented alongside humanitarian assistance from the outset of a crisis*". It is in line with the implementation of the EU Action Plan for Resilience in Crisis Prone Countries (2013-2020) (SWD(2013)227) as well as the EU's comprehensive approach to external conflict and crises (JOIN(2013)30). Furthermore, it can be seen as a first response to the Sustainable Development Goals (SDGs) adopted in September 2015 by the UN General Assembly and links up with the preparatory work of the Commission for the World Humanitarian Summit.

While there are a number of Communications that indirectly address the issue of refugees, no legislation, policy positions or action plans exist on protracted forced displacement. Thus mainstream Commission practices do not exist that could be the subject of a formal evaluation. An independent third expert has been contracted to review existing stand-alone projects and interventions by DG ECHO, DG DEVCO and DG NEAR and to identify gaps in the responses as well as best practices and ways of improving the effectiveness and efficiency of interventions. The findings and recommendations of this exercise will be presented in a Staff Working Document (SWD) to be developed in parallel and accompany the Communication. The Commission has also organised four interactive consultation events in the period July 2014-February 2015 which will inform the SWD.

Issue

The last few years have been marked by **the highest scale of forced displacement** since the Second World War and escalating needs are putting resources – both financial and human – under immense strain. For the Syrian crisis alone, the European Union and its Member States have so far (as of November 2015) mobilised **EUR 4.7 billion** for humanitarian, stabilisation and resilience/development assistance. Despite these efforts funding requirements have only partly been met, and needs in other regions of the world are equally escalating. Without solutions to ongoing conflicts in sight, there are also fewer people able to return. While in 2014 there were 2.9 million new refugees, only 126,800 former refugees returned to their countries of origin – the lowest number since 1983. This leaves millions stranded in protracted crisis' situations that are becoming increasingly challenging for host communities, as well as for the international community and forcibly displaced persons themselves. Refugees are forcibly displaced on average for more than 17 years. This figure is even higher for internally displaced persons; on average 23 years. The scale is also on the rise – with the Syrian crisis entering its fifth year, it is estimated that more than 85% of all displaced people will be in protracted forced displacement by the end of 2016.

The consequences of protracted forced displacement on host populations and forcibly displaced populations can be highly detrimental. Refugees and IDPs are perceived as a burden and their socio-economic and human potential is lost or their positive contributions are not recognised and/or maximised. Humanitarian interventions are not meant to cater for long-term forced displacement – yet they do by **perpetuating a "care and maintenance" aid-dependency model in the absence of development assistance and political engagement aimed at lasting solutions**. Humanitarian aid cannot provide what is needed most in such situations: engagement of the human potential of the displaced, self-sufficiency and sustainable livelihoods. Without development opportunities tensions between populations can lead to the destabilisation of entire regions – most of which already fragile - instigating **massive secondary displacement**, including to Europe.

Forcibly displaced people benefit from humanitarian assistance but they are often excluded from programmes and activities carried out by development and institutional actors with the result that their developmental needs are neglected and no opportunities for self-reliance are created. At the same time, vulnerable host populations might not benefit from humanitarian assistance, leading to potential tensions and conflicts between communities and further forced displacements. With the limited success of the concept of Linking Relief, Rehabilitation and Development (LRRD), the international resilience agenda is now creating new impetus for better cooperation between the different policy areas. In addressing forced displacement, humanitarian and development actors need to work better together in order to strengthen the resilience of both forcibly displaced populations and host communities.

The question of refugees, IDPs and migration was also raised repeatedly during the European Neighbourhood

<p>Policy (ENP) Review consultation. The revised ENP will be an important tool in this regard.</p> <p>The Communication will directly address policy makers in the EU and Member States in areas related to development and humanitarian assistance and forced displacement, notably officials in ministries of development and foreign affairs and in humanitarian departments. It will also impact on implementing partners such as international organisations, NGOs, private sector and other non-state actors working on forced displacement from a development perspective both in the EU and in partner countries.</p>
<p>Subsidiarity check</p> <p>The initiative falls under the shared competence according to Art. 4(4) of the Treaty on the Functioning of the European Union (TFEU). As highlighted in the European Agenda on Migration: "<i>No Member State can effectively address migration alone</i>". This also applies for forced displacement where Member States are important donors and political actors. Elaborating policy at EU level is therefore best placed to address forced displacement. EU policy in this domain will contribute to avoiding fragmentation and/or overlaps in the European response and to making greater use of potential economies of scale. This will make the response by the EU and its Member States more coherent and thus more effective. Furthermore, most EU Member States have not developed policies in this domain and have asked the Commission to elaborate a coherent and coordinated development approach towards refugees and IDP issues. In light of these considerations, the subsidiarity principle is being respected.</p>
<p>Main policy objectives</p> <p>The main objective of the initiative is to elaborate a novel policy approach and recommendations for concrete actions for engaging development actors at an early stage of forced displacement crises alongside humanitarian assistance which in itself needs to adapt to enable entry by development actors. The policy will aim at improving programming and implementation in partner countries and will thus ultimately improve the situation of refugees, IDPs, returnees as well as host populations. The strategy also aims at improving coherence within the Commission services and with EEAS. The novel approach will require a case by case assessment of the specific protracted forced displacement situation in its proper political, economic and social context. Results would be:</p> <ul style="list-style-type: none"> • Establishment of a framework for strengthening self-reliance and livelihoods for refugees, IDPs and returnees, e.g. by empowering them as productive individuals able to contribute to the economies of hosting countries; • Placing of sound conflict, political and economic context analysis and evidence at the core of any programming, also taking into account factors contributing to protractedness; • Engagement of development actors at an early stage of a crisis; systematic joint analysis and programming by humanitarian and development actors in forced displacement crises; • Greater engagement of political sections of EU Delegations in forced displacement situations, notably to deal with the political sensitivities of host or countries of origin and potential reluctance to manage refugee and IDPs displacement with a longer-term approach ; • Contribution to prevention of secondary displacement and of new forced displacement situations becoming protracted; • When the situation allows, fostering voluntary repatriation as one of the durable solutions, while capitalising on the development input of returnees; • More efficiency and longer term impact for donors and beneficiaries through reduction of continued dependency on humanitarian aid (exit strategy).

B. Option Mapping

Baseline: Already overstretched humanitarian resources are unable to provide solutions for protracted forced displacement situations. Development actors remain largely reluctant to address forced displacement, leaving many forcibly displaced persons in a state of limbo for many years. No change in policy would perpetuate current practices such as; 1) very limited joint work at strategic level and in early stages of a crisis; 2) lacking evidence base and economic analysis for interventions and 3) prevalence of sectoral, standalone interventions with a limited alignment with other development programmes, country and development strategies.

Option 1 "ad hoc action": This approach would facilitate a non-strategic ad hoc use of joint tools in some crises, as has been done in the response to the Syria crisis. Joint tools include joint needs analysis and joint programming. This option would not create an EU-wide systematic and binding development-oriented response to protracted forced displacement. It would not address the need to avoid fragmentation and/or overlaps in the European response.

Option 2 Producing a strategic policy framework with recommendations in the form of a Communication by mid-2016, would allow setting out the Commission's position. The objective would be to examine the political conditions required to solve problems and/or to establish proposals for better cooperation between short, medium or long term responses. This would be a necessary requirement for the EU to take action on the globally recognised challenge of protracted forced displacement in a coherent manner. It would also provide the opportunity for the EU to shape a policy field in which coherent approaches are so far largely lacking and to integrate responses to forced displacement fully into the domain of development cooperation. Amongst other things concrete actions would include; 1) the early engagement of development actors and scaling up of development programmes in crisis and conflict situations; 2) improving linkages between humanitarian and development actors in strategic programme design; 3) development of joint analytical frameworks and 4) visions for country programmes including aid complementarity between humanitarian and development programming.

Proportionality check

The proposed policy shift is commensurate with the current unprecedented levels of forced displacement since WWII, its increasing duration (i.e. protracted nature) and the risks of secondary displacement including to Europe. A development-oriented approach to forced displacement is urgently needed to complement humanitarian assistance while not going beyond re-prioritising and re-focusing interventions and programming. The scope of the initiative will not lead to any additional costs. If successful, by reaping its full potential over the long-term the initiative could rather reduce costs of humanitarian interventions in situations of protracted forced displacement.

C. Data collection and Better Regulation instruments

Data collection

In view of the primary aim to elaborate strategic orientations on how to implement a development-led approach towards forced displacement, the Communication will build on two types of information: (1) concrete implementation experience including best practices and gaps/obstacles and (2) the growing body of academic research on the link between forced displacement and development.

(1) Regarding concrete experiences, the Communication will primarily draw on the knowledge of geographic departments in the Commission's directorate-generals dealing with external relations, as well as the European External Action Service (EEAS), EU delegations, humanitarian (ECHO) field staff and implementing partners. An independent external study is being conducted analysing gaps and best practices through desk based research as well as questionnaires sent out to ECHO field staff. 23 development funded projects (DEVCO and NEAR) and 14 humanitarian funded programmes (ECHO), covering 23 countries, have been surveyed and investigated to provide a meta-analysis of humanitarian interventions and development cooperation for refugees, IDPs, returnees and host communities. The programmes reviewed for the study cover a seven year period from 2011 to 2017; project budgets vary in scope from €750,000 to more than €40 million; extensive regional coverage including Africa, Middle East, Eastern Europe and South-East Asia; and diverse thematic concerns including integrated rural development, shelter projects, education and vocational training, gender empowerment, strengthening protection and rights-based capacity and stability-oriented macro-economic policy.

The Communication will also draw on the first results of the Regional Development and Protection Programme (RDPP) Middle East and take into account new approaches in implementing joint humanitarian-development frameworks in the Syria regional crisis.

(2) There is an increasing amount of research on the link between forced displacement and development. Amongst others, the Communication will draw on studies undertaken by the World Bank, the Refugee Studies

<p>Centre of Oxford University, UNHCR and the Overseas Development Institute. Studies on associated policy issues such as conflict, fragility and humanitarian innovation will also be taken into account. The issue of protracted crises is also a key issue for the World Humanitarian Summit 2016 and efficiency considerations feature high in the UN high level panel on humanitarian financing.</p>
<p>Consultation approach</p> <p>The Commission has reached out and will continue to engage with a broad range of stakeholders including EU Member States, their implementing agencies, UN agencies, International Organisations, NGOs, academia, civil society, diaspora organisations, the private sector and selected third partner countries (major host countries and countries of origin). Beneficiaries' views will be reflected as much as possible through a desk based study reviewing recent literature.</p> <p>In view of the specific issue under discussion, the Commission undertakes targeted consultations both in written form and through direct interactions. Consultations with a broad set of directly affected stakeholders shall allow for an open policy dialogue and the sharing of experiences. To this end, the Commission prepared a non-paper with key issues and four main groups of discussion questions (durable solutions, evidence base, socio-economic approaches and levels of intervention). Stakeholders will be asked to provide comments in writing. Furthermore, two expert consultations will be held on 21 and 22 January 2016. Finally, Delegations will be asked to consult selected partner countries on their views on the issue.</p> <p>In addition, past consultations will also be taken into account. Following the presentation of the Issues Paper "Development, Refugees and IDPs", presented to the Council working party on Humanitarian Aid and Food Aid (COHAFA) and Development Cooperation Group (CODEV) in April 2014, the document was shared and informally discussed with selected partners and made publicly available on ECHO's and DEVCO's web-sites⁴. In addition, the Commission has organised four interactive consultation events in the period July 2014-February 2015.</p> <p>Further, the mid-term review stakeholder consultation leading up to the Evaluation of Implementation of the European Consensus on Humanitarian Aid has reached the conclusion on the need to "Pursue and enhance coherence between humanitarian and development assistance, whilst recognising the fundamental differences in approach between these two fields. This should not be taken to imply that exclusive or primary responsibility for coherence rests with humanitarians. Indeed, it can only be achieved if humanitarian and development actors work together to build coherence between their respective activities. Inclusive agendas for collective action should therefore be pursued, including through other established joint forums and processes."⁵</p>
<p>Will an Implementation plan be established?</p> <p><input type="checkbox"/> Yes <input checked="" type="checkbox"/> No</p> <p>This initiative is not an act that requires transposition measures.</p>
<p>Will an impact assessment be carried out for this initiative and/or possible follow-up initiatives?</p> <p>For this non legislative proposal, no formal ex-ante impact assessment is foreseen. The general framework nature of the exercise does not allow identification of direct impacts at this stage. Follow-up initiatives will be assessed for impact as required. It is foreseen that supporting analytical material such as the outcomes of independent external study will be presented in a Staff Working Document.</p>

⁴ http://ec.europa.eu/echo/files/policies/refugees-idp/dev_refugees_idps_issues_paper_en.pdf

⁵ http://ec.europa.eu/echo/files/evaluation/2014/european_consensus_main_en.pdf