Forced Displacement

How do we address forced displacement from the perspective of those most at risk?

GNDR

Contents

Interactive PDF

- Hyperlinks throughout this document go to additional resources
- Tap the chapter titles on this page to go directly to that chapter
- Tap the menu button in the top-right corner of every page to return to this contents page

Cover photo

Flooding in Shekhpur, Muzaffarpur, India by Saikiran Kesari on Unsplash

Executive summary

Around the world, forced displacement is on the rise. Growing numbers are affected by disasters and, instead of safe, controlled evacuation and where necessary re-settlement, the average length of displacement is 20 years.

Further, one in four displaced persons end up in urban informal settlements, often on the edge of cities. It is also critical that factors of the reality are understood to ensure durable solutions are achieved for displaced communities around the world.

Research involved 11 displaced communities living in urban areas, who shared their perspectives of the challenges they faced through 'Views from the Frontline' and other participatory techniques. GNDR members have also been engaged and have shared their experiences for the research.

Findings include that the overwhelming majority of displaced populations continue to be vulnerable to disasters and conflict years after their initial displacement, and they are at high risk of entering, or staying in, economic insecurity once they have been forced to leave their home. Their plight is not helped by local government response to displacement being focused on the short-term and on single hazards, increasing negative impacts of climate change, lack of inclusion and a lack of effective, localised response to address disasters.

The paper concludes with recommendations for coherence to lead to durable solutions. It suggests this could be achieved by recognising the critical role of CSOs in convening local stakeholders as part of the collaboration of all stakeholders to address current displacement challenges, long-term resilience thinking, effective governance and meaningfully including displaced persons in the policy environment affecting them.

Introduction

Photo: DFID – UK Department for International Development

A Syrian refugee family in the Azraq camp, northern Jordan

Introduction

Forced displacement is on the rise and a driver of disaster risk. In 2020, conflict and disasters triggered 40.5 million new internal displacements across 149 countries and territories.

This led to a total of 55 million internally displaced people across the world.[1] 9.8 million were internally displaced by conflict and violence, and 30.7 million as a result of disaster - the highest figures coming from storms (14.6m), floods (14m) and cyclones, hurricanes and typhoons (13.6m).[2] It is estimated that 26.3 million people are refugees.[3]

Knowing that the average length of displacement is twenty years,[4] protracted displacement has become common. Rather than safe and controlled evacuation and resettlement, up to 1 in 4 displaced persons end up in informal settlements, often on the edge of cities and urban areas. Whilst cities can be places of opportunity, new arrivals can also face isolation, cultural difference and exclusion. It is critical that not only the short-term needs of displaced persons are met but also factors of their reality are understood to ensure durable solutions and long-term resilience are built.
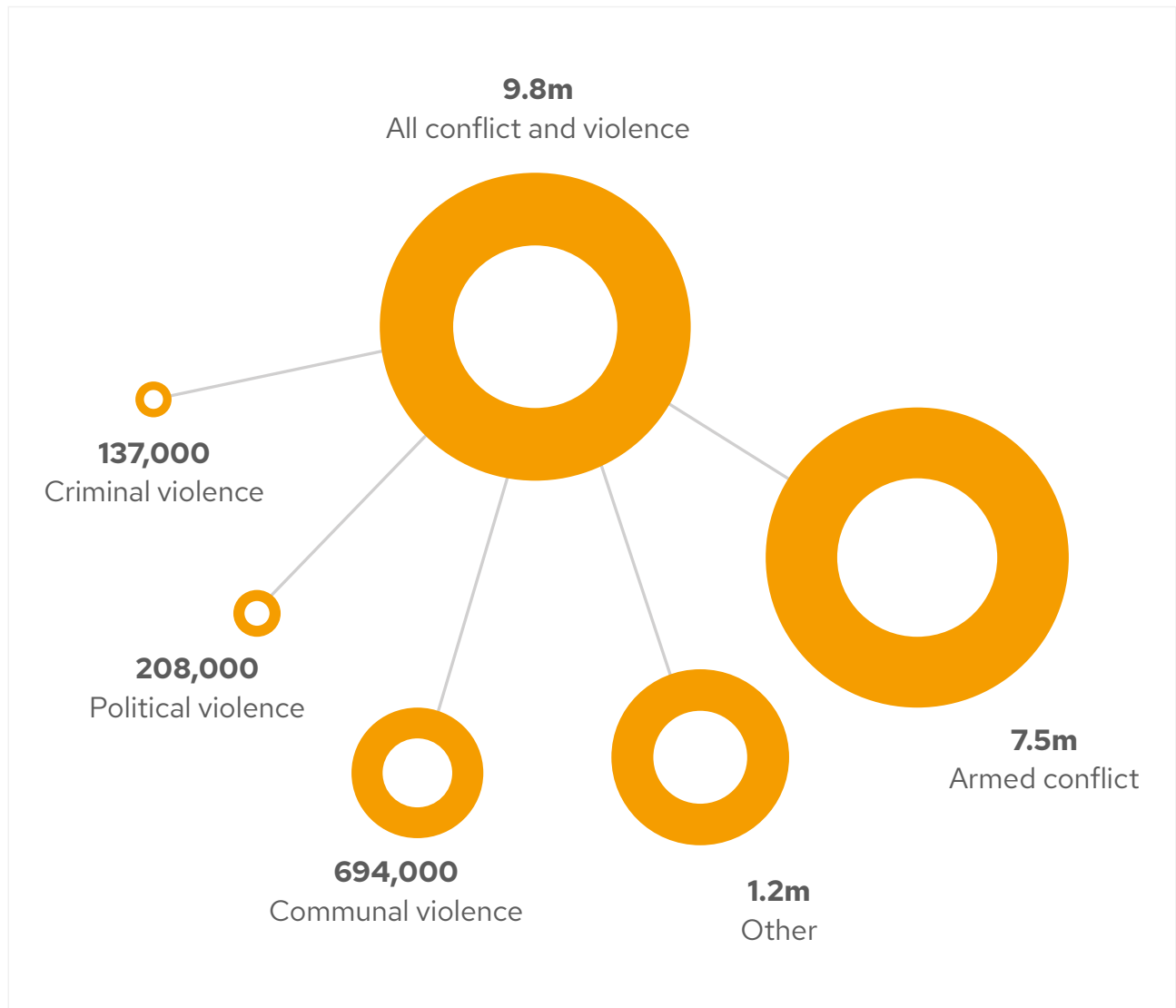
1 Internal Displacement Monitoring Centre

2 *Global Report on Internal Displacement*, Internal Displacement Monitoring Centre

3 *Refugee Data Finder*, UNHCR

4 *Forced Displacement: Refugees, Asylum Seekers and Internally Displaced People*, European Civil Protection and Humanitarian Aid Operations
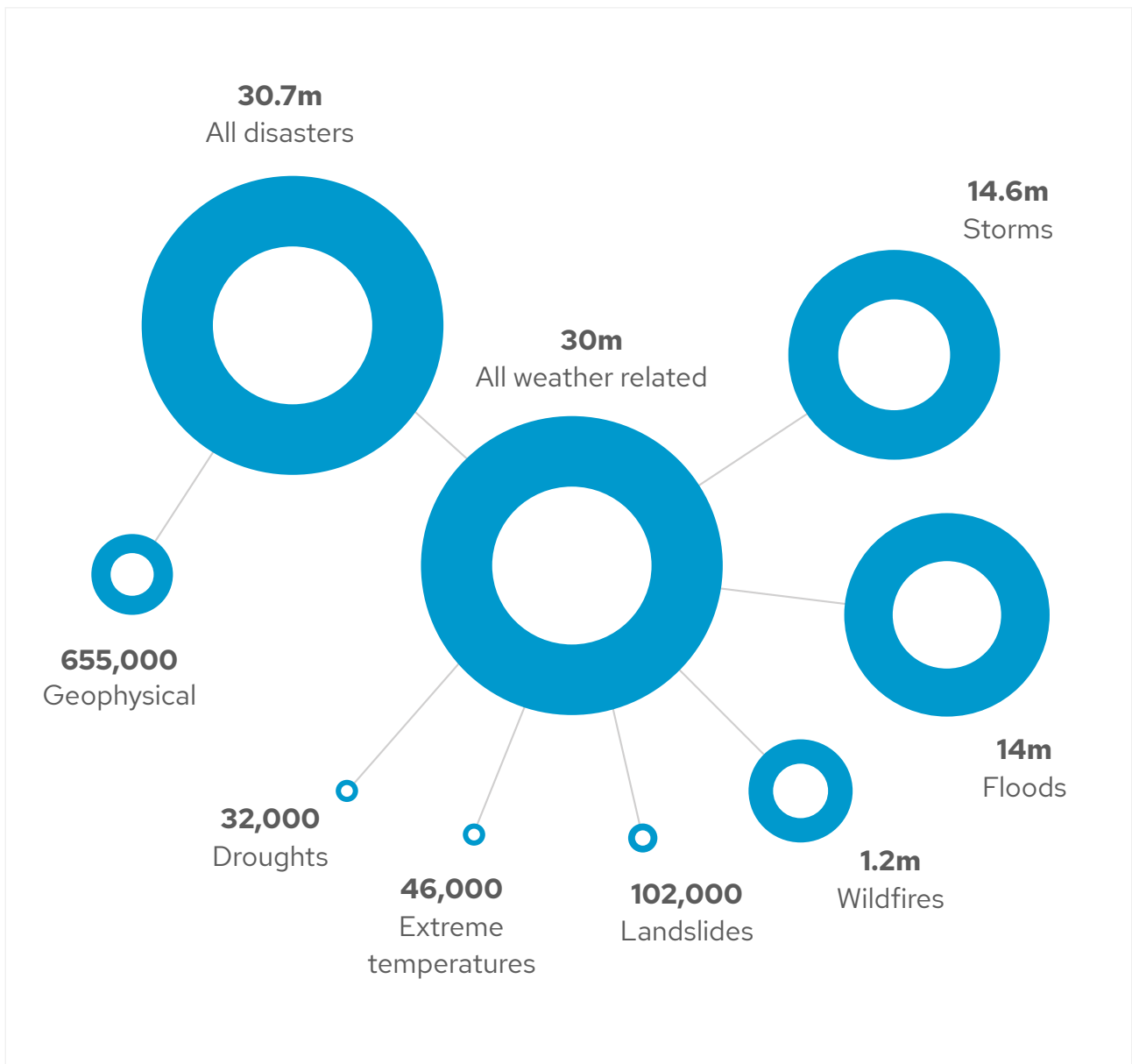
Introduction

New displacements in 2020 as a result of conflict and violence

9.8m
All conflict and violence

137,000
Criminal violence

208,000
Political violence

694,000
Communal violence

1.2m
Other

7.5m
Armed conflict

Source: *Global Report on Internal Displacement 2021*, Internal Displacement Monitoring Centre (IDMC). Due to rounding, some totals may not correspond with the sum of separate figures.

New displacements in 2020 as a result of disasters

30.7m
All disasters

14.6m
Storms

30m
All weather related

655,000
Geophysical

14m
Floods

32,000
Droughts

46,000
Extreme
temperatures

102,000
Landslides

1.2m
Wildfires

Source: *Global Report on Internal Displacement 2021*, Internal Displacement Monitoring Centre (IDMC). Due to rounding, some totals may not correspond with the sum of separate figures.

Introduction

Forced displacement is seen as a disaster risk driver by GNDR. Those who are at risk of displacement or already displaced face a significantly increased probability of protection, wellbeing and resilience vulnerabilities.[1] They are more vulnerable to hazards and other risks or threats than those able to stay in their chosen place of residence, and they also face incredible difficulties in strengthening their resilience.

In order to understand the challenges faced, displaced persons living in informal settlements in urban areas around the world, the civil society organisations (CSOs) supporting them and local government representatives responsible for their welfare shared their perspectives. Views from the Frontline (VFL) methodology, as well as other participatory techniques, were used. Perspectives gathered on their risk context and enabling environment have been made to draw findings and conclusions on how forced displacement can be addressed.

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1 It must be noted that displacement as a risk driver should not be interpreted as people themselves being a risk, or countries/cities needing to protect themselves from a mass influx of people from another place.

About GNDR

GNDR is the largest international network of civil society organisations (CSOs) working to strengthen resilience and reduce risk in communities.

We connect frontline CSOs with national and international policymaking institutions and governments. We influence policies and practice by amplifying the voices of people most at risk. We exchange knowledge and capacities and trial new approaches together. We are a network of over 1,500 CSOs in 126 countries.

In our 2020-25 strategy, *Local Leadership for Global Impact*, we seek to strengthen the collaboration, solidarity and mobilisation of civil society organisations; champion a localisation movement; and strive for risk-informed development.

In regards to forced displacement, GNDR aims to support communities most at risk before, during and after displacement to withstand and transform in spite of the shocks, and to build disaster resilience of communities who have lost connection with their support networks and livelihoods. Many GNDR members work with both host communities and displaced people to reduce that risk in extremely challenging circumstances.

The *Making Displacement Safer programme*, funded by USAID, seeks for locally-led disaster risk reduction (DRR) solutions to challenges faced by populations living in urban areas. Its objectives are to increase understanding of the unique disaster challenges for displaced populations in urban areas; and lastly, increase the number of innovative approaches for reducing the vulnerability of displaced populations in urban areas; and lastly, see the approaches and stakeholder roles for reducing the vulnerability of displaced populations in urban areas are institutionalised in national and international systems.

Methodology

Through our *Making Displacement Safer* programme, 11 displaced communities in urban areas have been selected for local research, action and influence. The research from these 11 displaced communities has largely made up the research for this paper.

Over 4,900 displaced persons were interviewed using a version of 'Views from the Frontline' (VFL) methodology. This is an assessment tool that aims to understand the threats, consequences, actions and barriers of displaced populations in urban areas to understand their challenges and perspectives.[1]

Having selected an urban area hosting displaced persons[2], participatory mapping processes were undertaken to further understand the urban area, communities, hazards, vulnerabilities, stakeholders and service provision within it. The urban area was divided into subdivisions, and from this an equitable number of houses selected per sub-division to contribute to the survey (one person per household). Total participation in VFL was to be made up by 30% men, 30% women, 20% children and youth, 10% people living with disabilities and 10% older persons. Furthermore, five representatives of local CSOs and five representatives of the local government were invited to participate.

The total sample size was based on 10% of the total number of displaced persons within that urban area. This figure was then adjusted considering how that related to the global target population of 4,800 to be involved. For example, if the figure was too high to be able to deliver within time and budget or too low to be an equitable contribution to reach 4,800 globally then calculations were made to present a more equitable figure across the 11 urban areas.

1 See Annex: Copy of survey

2 See Annex: Methodology for selection of urban areas

Methodology

For the purposes of VFL, the main causes of displacement were defined as:

- Social hazards including, but not limited to, domestic violence, political tension or division and discrimination

- Disasters or natural hazards including, but not limited to, aspects such as floods, extreme weather events, earthquakes, etc.

- Conflict including, but not limited to, violence, war, rioting and terrorist attacks.

- Economic including, but not limited to, poverty and having to seek work elsewhere

- Other

Stakeholder mapping, hazard mapping, story analysis, policy analysis and focus group discussions were also held within these urban displaced communities. To complement this, 185 stories from GNDR members around the world were analysed and a roundtable discussion of 52 stakeholders from academia, civil society, UN agencies and international organisations reviewed and confirmed the findings and conclusions of the research.

Global findings
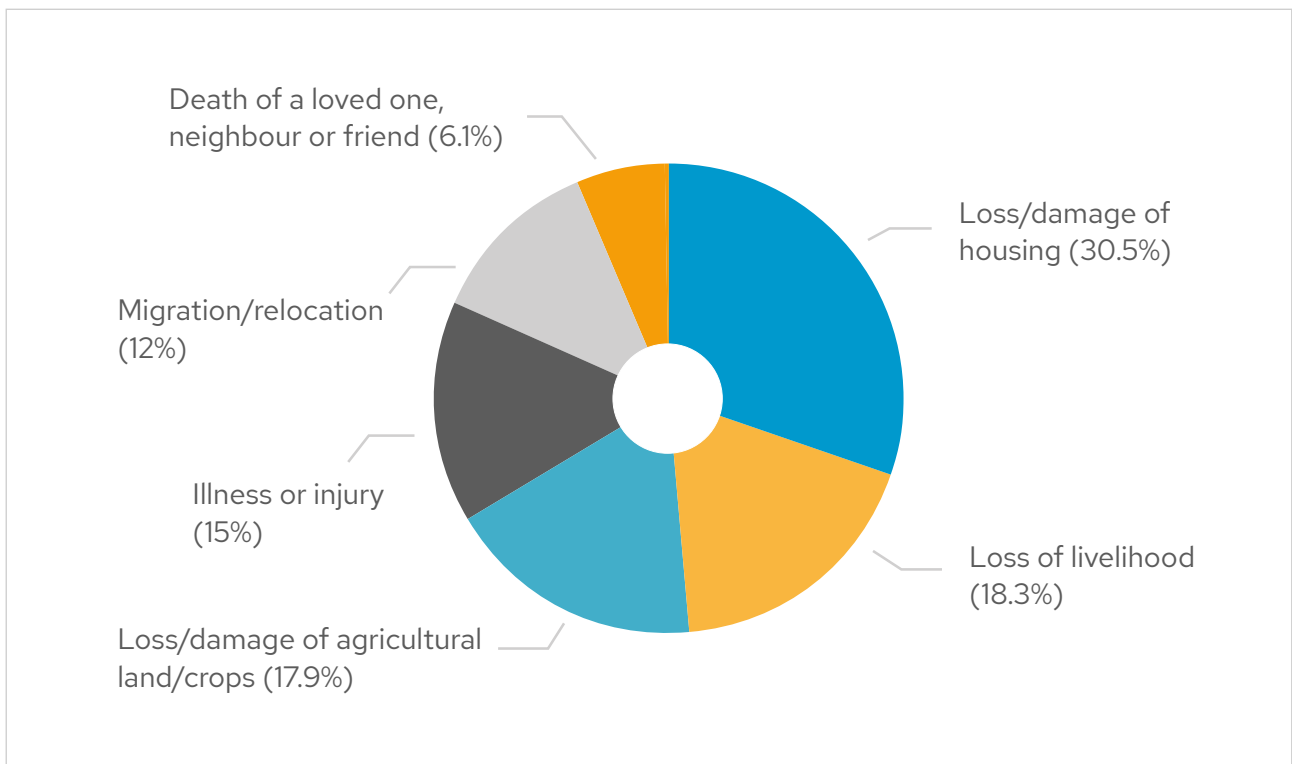
Photo: EU Civil Protection and Humanitarian Aid

A mother and child in Jowle camp for displaced persons in Garowe, Somalia

Global findings

Finding 1: Prolonged vulnerability

The overwhelming majority of displaced populations continue to be vulnerable to disasters and conflict years after their initial displacement.

Two-thirds of those interviewed stated that they continue to be affected by disasters. They continue to face ongoing hazards – especially in the immediate years after leaving their home. Those displaced less than three years perceive consequences of the risks they face to be flooding, economic and livelihood loss, and shelter destruction. The biggest loss to them in these 'new' disasters was said to be through loss/damage of housing and the loss of livelihood.

How displaced persons are affected by disasters – as reported by displaced persons

Death of a loved one, neighbour or friend (6.1%)

Loss/damage of housing (30.5%)

Migration/relocation (12%)

Illness or injury (15%)

Loss of livelihood (18.3%)

Loss/damage of agricultural land/crops (17.9%)

Source: *Community-level data* from our *Making Displacement Safer* programme.

Global findings

> "There is an exodus of people from the desert and desert villages of southern Morocco due to drought, but also educational institutions of all kinds, such as universities and schools, and health services are not functioning as well as they are in cities. There is unemployment so people keep moving."
>
> **GNDR member in Morocco**

Mapping shows displaced persons living in vulnerable environments that only increase in their level of risk over time. The maps on the following page highlight a displaced population in Kathmandu, Nepal. Over time, the population density and information dwellings increase alongside the river, and the site itself does not protect from the threat of disasters.

In March 2021, one third of those living in this informal settlement felt that their biggest risk was flash floods. Unfortunately, in September 2021 this risk was realised when 85 households felt the devastating effect of approximately 105mm of rainfall within 3 hours. This resulted in a flash flood in the Bagmati River. Water entered their settlement through the weep holes and construction joints on the embankment wall, with further water running off the adjacent road submerging the settlement. CSO staff commented, "They told us flash flooding was a risk during the VFL Lite survey but no one imagined it could happen to the extent in which it did."

Global findings

Satellite imagery shows the change in river morphology near the IDP settlement, Kathmandu

25/12/2019

21/05/2021

IDP Settlement   2019 Settlement Extent

0   25   50 m

This map uses Pleiades satellite imagery to identify the change in morphology of the Bagmati River and the increasing pressure it is putting on the IDP settlement.

Produced by MapAction. Created: 07/07/2021. Supported by the Bureau of Humanitarian Assistance. Data sources: NSET, AIRBUS DS GEO. The depiction and use of boundaries, names and associated data shown here do not imply endorsement or acceptance by MapAction

Finally, desk research highlighted the effect of the Covid-19 pandemic on displaced communities in urban areas. Not only are they more likely to contract the disease due to over-crowded living spaces, often without good water and sanitation infrastructure, the threat was compounded by their lack of access to basic health services. Furthermore, "The Covid-19 pandemic has compounded a pre-existing culture of distrust, xenophobia and intolerance towards minorities, including migrants. This aggravates migrants' feelings of isolation and overall leads to further exclusion – in multiple dimensions – from the rest of society."[1]

1 *The Power of Contact: Designing, Facilitating and Evaluating Social Mixing Activities to Strengthen Migrant Integration and Social Cohesion Between Migrants and Local Communities*, IOM 2021

Global findings

Finding 2: Economic insecurity

Displaced populations are at high risk of entering, or staying in, economic insecurity once they have been forced to leave their home.
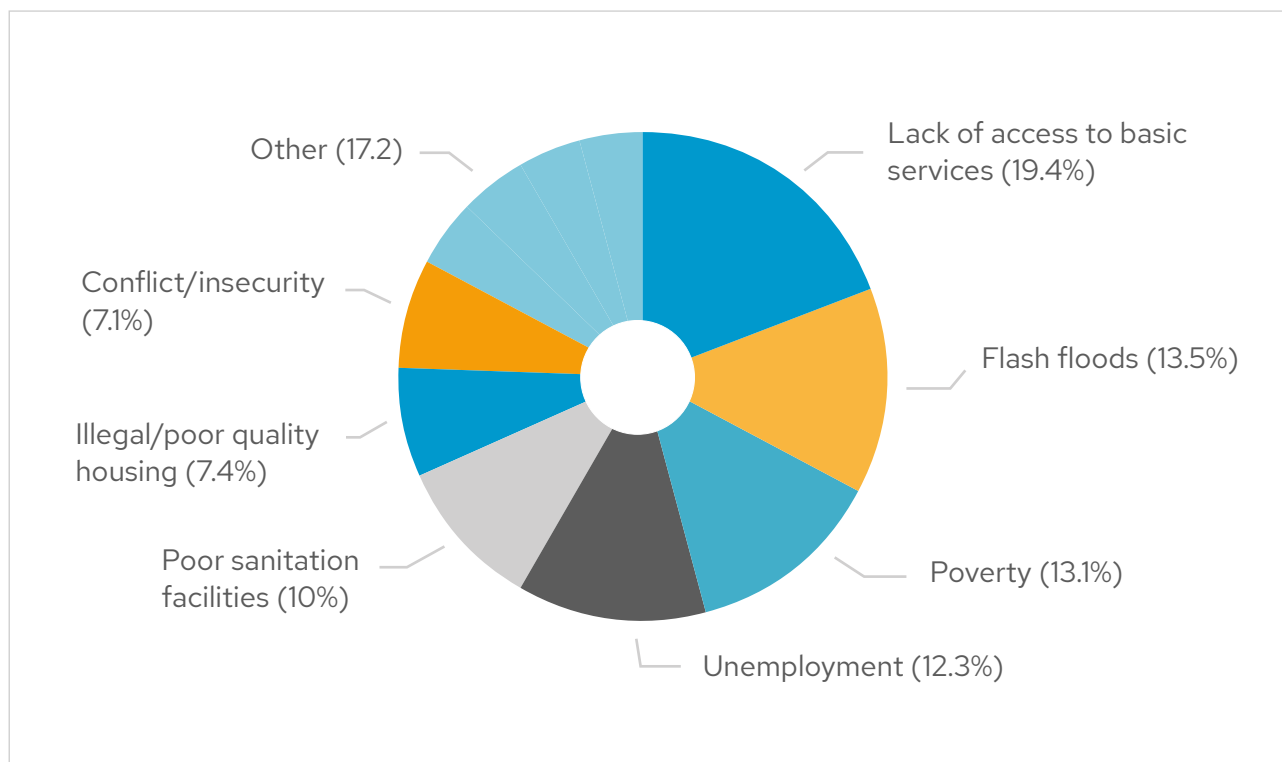
Discussions on forced displacement are never far from a debate on the triggers of migration, and to what extent those who are displaced are economic migrants, rather than forced from their home due to conflict, natural or social hazards. Stories from around the world highlight the complexity of displacement triggers, alongside a common theme of displacement populations being more at risk, or continuing to be at risk, after leaving their home. It is clear that multiple factors, including financial or livelihood considerations, will cause people to be on the move. Economic factors might build over time with a short term disaster being the trigger that finally forces someone to move, or someone might endure disasters but eventually lose their livelihood and choose to leave.

"Cameroon is not spared from a rise in insecurity due to the proliferation of militias and armed groups in the region. It is the object of recurrent attacks perpetrated on its soil creating a climate of terror which is forcing people to migrate to the urban area to find refuge. Unfortunately, as soon as they arrive in town, they are plagued by problems of housing, unemployment, poverty and social integration. It increases rates of wasted education, juvenile delinquency, unwanted pregnancies, early marriages and organised crime. Despite the efforts made by the government, it is clear that these displaced people need accompaniment and support to be able to face these threats."

GNDR member in Cameroon

Global findings

Those displaced for shorter time frames perceived their biggest threats as natural hazards (heavy rainfall, storms and flash floods), whilst those displaced for a longer period seem to be more concerned with economic related issues. When looking at the biggest perceived threats, 19.4% of all respondents stated their biggest threat was a lack of access to basic services (food, water, education and health). 13.5% of all respondents described flash floods as their biggest threat, followed by 13.1% who described poverty as their biggest threat. These findings are replicated with female responses, but 16% of male displaced participants highlighted unemployment as a threat. These are all indications that displacement patterns in the areas studied do not lead to durable solutions but instead

Top threats to displaced persons reported by all repsondents

Other (17.2)
Lack of access to basic services (19.4%)
Conflict/insecurity (7.1%)
Flash floods (13.5%)
Illegal/poor quality housing (7.4%)
Poor sanitation facilities (10%)
Poverty (13.1%)
Unemployment (12.3%)

Source: *Community-level data* from our *Making Displacement Safer* programme.

displaced persons seem to be ending up in poverty or not released from it over time.

The map on the following page highlights a displaced community in Indonesia living away from essential services, having been relocated after floods to areas without good access to the service they need.

Finally, action for poverty reduction and employment, creating business and livelihood opportunities and water and sanitation programmes were the three most common responses to the VFL survey to address displacement challenges. It is concerning that displaced persons need action on financial and water security – two critical issues that arguably should be prioritised in any displacement response.

Looking more closely at the suggested actions, there is a difference of opinion between groups who have been displaced less than one year, who state evacuations, drills and simulations, reforestation and disaster preparedness action should be taken. Those displaced for 1–3 years state action for poverty reduction and employment and education and training as their priority actions. This, again, is an indication that those displaced within a shorter amount of time remain perhaps significantly more concerned about ongoing disasters or causes for displacement, than those who have been displaced for longer, whom become increasingly concerned by economic issues.

Global findings

Location of IDPs in Gurat, Indonesia
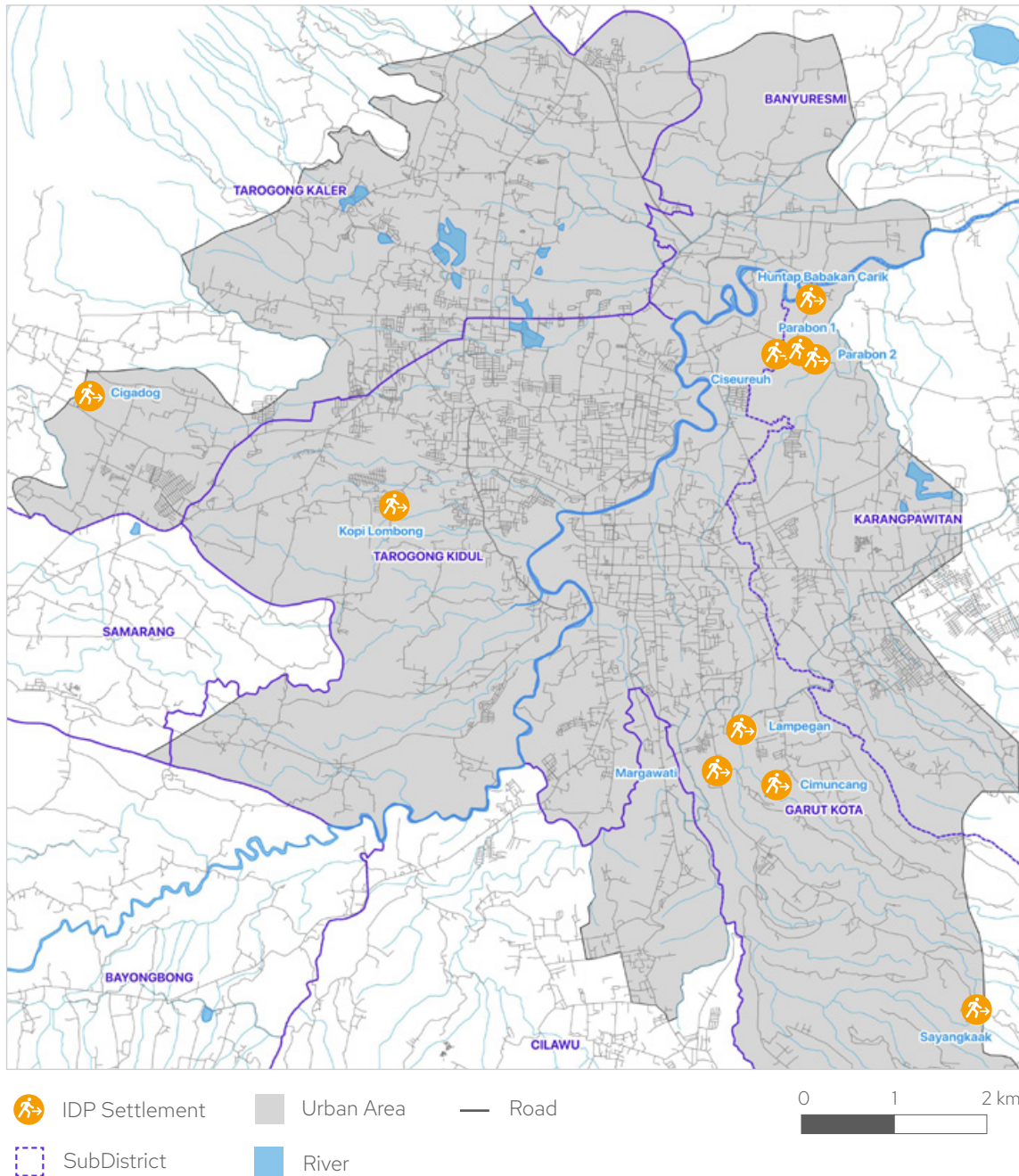
Legend:
- IDP Settlement
- SubDistrict
- Urban Area
- River
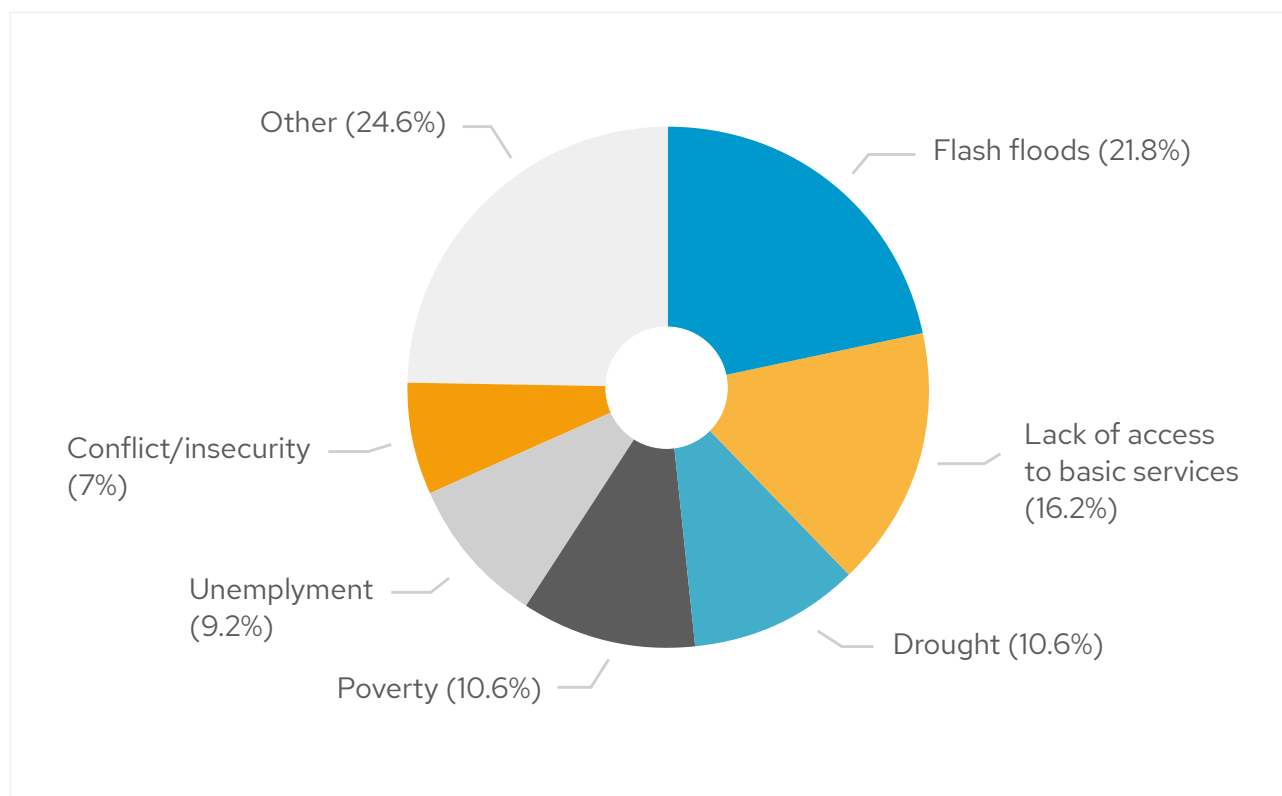- Road

Finding 3: Short-term responses

Local government response to displacement is focused on the short-term and single hazards.

The perceived largest threats or risks by local governments are dominated by hazards such as flash floods (21.8%), drought (10.6%), and conflict (7%). This could be an indication of their more detailed knowledge of hazards in the area and their mandate to respond when hazards become disasters. Those displaced because of poor economic conditions have highlighted flash floods (27%) and drought (13%) as their biggest perceived threat. Those displaced by disasters, social hazards and 'other' have cited a lack of access to basic services (20%), flash floods (15%), poor sanitation facilities (14%) and poverty (11%) as key threats, but also remain concerned by the threat/risk of ongoing conflict and insecurity.

"Local authorities and civil society have the same conception on the priority threat, however, the community does not share this opinion. They also agree that the distribution of emergency equipment and survival kits, as well as disaster preparedness, remain a good opportunity for reducing the vulnerability of communities... there is weak governance - a lack of policies to strengthen the resilience of communities in the face of risks and a lack of significant budget allocated."

GNDR member in Republic of Congo

Top threats to displaced persons as reported by local governments

Other (24.6%)

Flash floods (21.8%)

Conflict/insecurity (7%)

Lack of access to basic services (16.2%)

Unemplyment (9.2%)

Poverty (10.6%)

Drought (10.6%)

Source: *Community-level data* from our *Making Displacement Safer* programme.

This highlights that there is a clear difference of opinion between local government representatives and displaced populations on the threats facing them, and who are dealing with challenges long after the main event. The map on the following page highlights government relocation in Indonesia due to flooding, but leaves populations at risk of new hazards as they are now living on ground with dangerous material flow.

Global findings

Disaster risk across the urban area in Gurat and the location of IDPs

Legend:
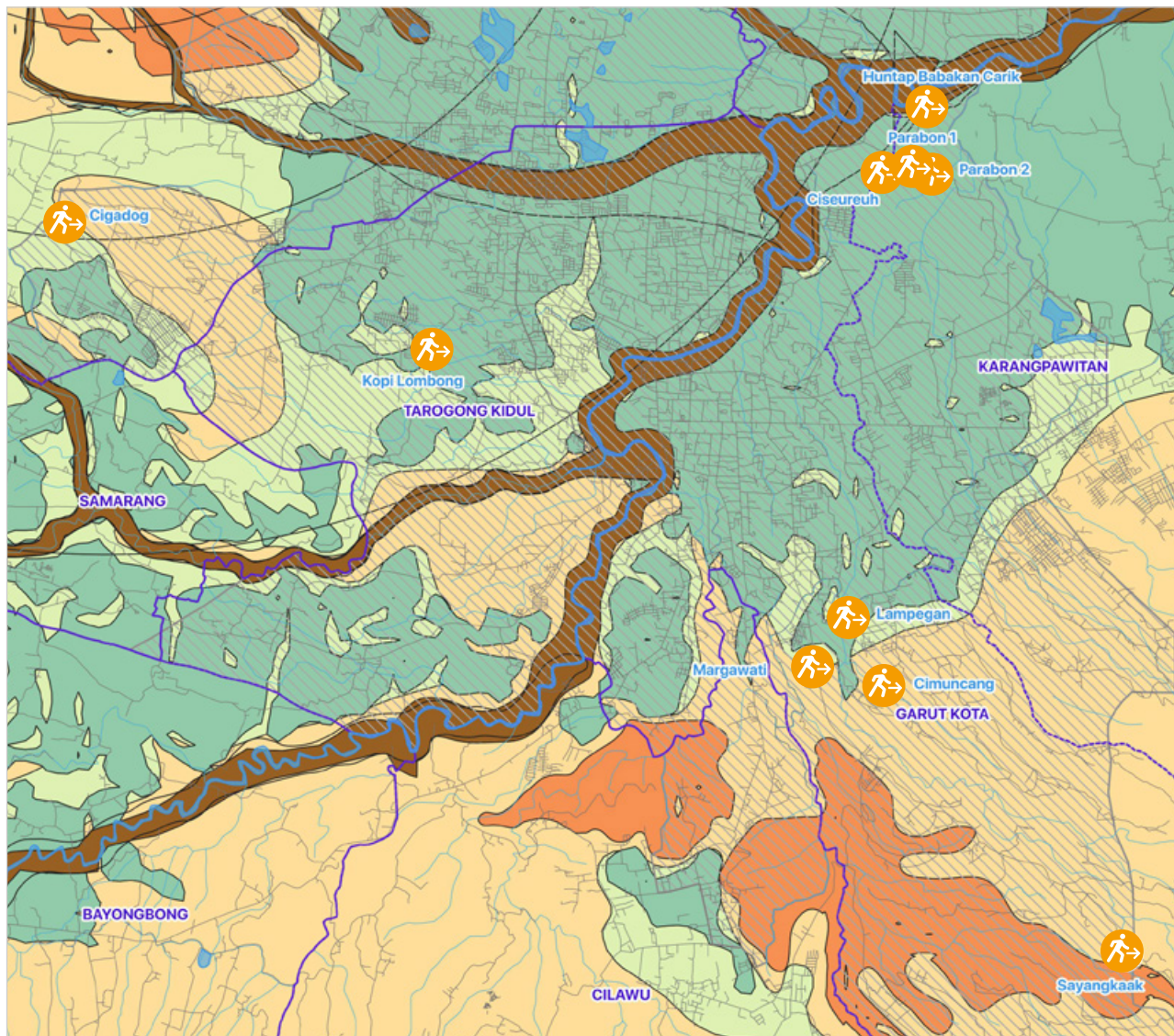
- Reshuffle material flow
- High ground movement
- Secondary land movement
- IDP Settlement
- Low ground movement
- Very low ground movement
- Urdan area

Scale: 0 — 1 — 2 km

Finding 4: Climate change increases risk

Disaster displacement is an ever growing risk, exacerbated by the increasing impact of climate change on disaster risk.

Whilst attention is placed on conflict related displacement, the growing and increasingly complex risks of climate change are increasing disaster displacement at alarming rates. Disaster displacement is significantly triggered by storms, forcing 14.6 million new displacements in the last year, and floods causing 14 million more. The most significant trigger for conflict and violence was armed conflict forcing 7.5 million people from their homes last year.[1]

Of the 185 who shared their displacement stories with us, climate change was the most stated issue that was increasing disaster risk for displacement affected populations.

Whilst climate change related factors were not cited as much as expected throughout VFL given the high risk of flash flooding globally, there were some clear examples of its impact. In El Salvador and Honduras, displaced communities living on the outskirts of urban areas had moved there due to results of climate change. The threats they continue to face are, in Honduras, heavy rainfall (25.3%), extreme weather events such as storms, hurricanes, tornadoes and typhoons (20.4%) and deforestation (12.9%) and, in El Salvador, drought (50%) and flash floods (35%).

1 *Global Report on Internal Displacement 2021*, Internal Displacement Monitoring Centre (IDMC)

Top threats to displaced persons in Honduras

Other (19.5%)

Heavy rainfall (25.3%)

Roiver swelling (9.6%)

Flash floods (12.3%)

Storms, hurricanes, tornadoes, typhoons (20.4%)

Deforestation (12.9%)
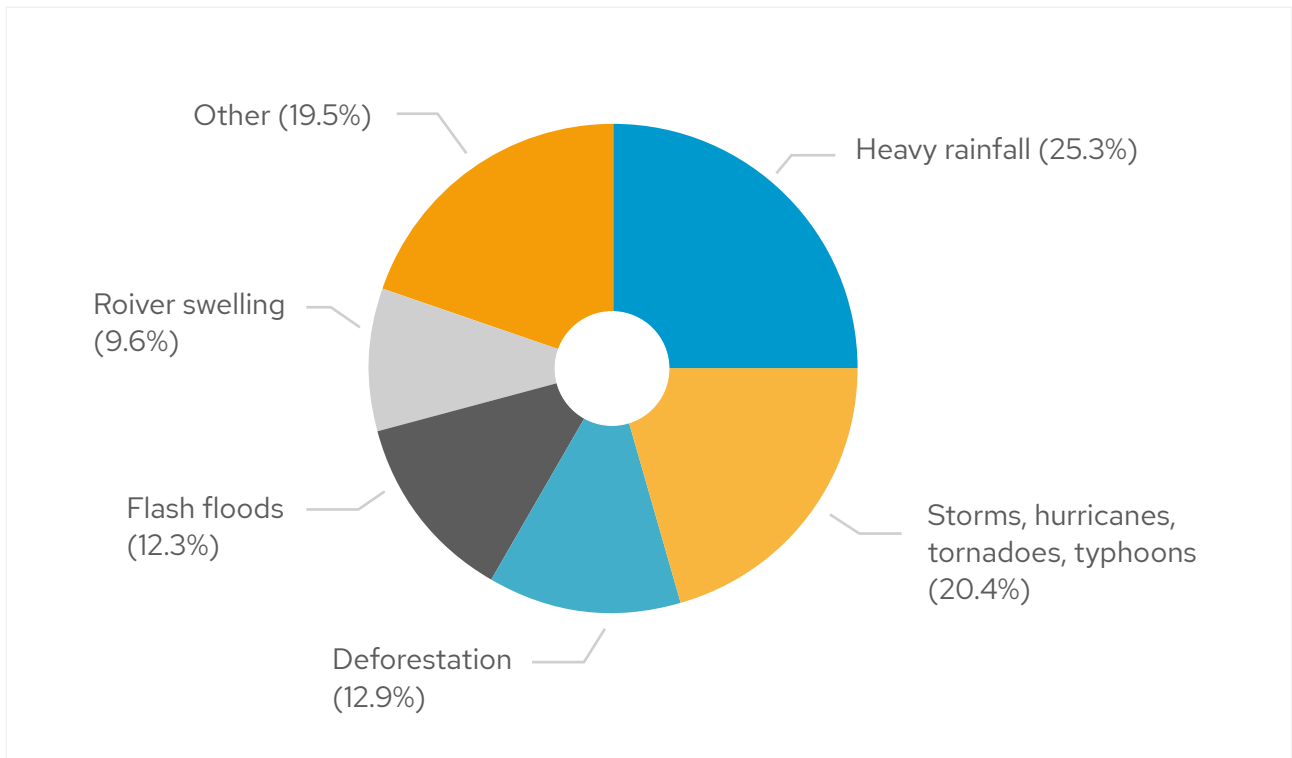
Source: *Community-level data* from our *Making Displacement Safer* programme.

In South Sudan, two million have been internally displaced due to conflict arising from ethnic divides since 2013. Inter-communal violence and recurrent natural hazards such as floods and drought have further aggravated displacement.[1] Focusing research on displaced communities on the edge of Juba, and along the River Nile, it is the consequence of climate change and ongoing hazards to health that are alarming. They are at high risk of secondary displacement. Despite these communities being aware of floods, they stick

1 United Nations, 2019

around these areas because of the perceived economic benefits e.g. they farm vegetable gardens and practice fishing along the river banks to make a living.

The biggest concerns of consequences due to the risks faced were disease (20%) and hunger (19%). "The rate of malnutrition is very high among the displaced persons especially among children, lactating and pregnant mothers. Pit latrines are filled up but people still have to use them and they have to cook just near those latrines. There is a high chance for an outbreak of diseases here". Another stakeholder interviewed said, "Some of the families since they arrived have not got better shelter. So rains and sun heat always affect them."

> "The impacts of climate change are numerous and may both trigger displacement and worsen living conditions or hamper return for those who have already been displaced. Limited natural resources, such as drinking water, are becoming even scarcer in many parts of Tonga."
>
> **GNDR member in Tonga**

Finding 5: Responses not localised

**Effective localised response is not yet the norm for addressing complex disasters.**

Whilst global trends have emerged from our analysis, it is clear that the multiple and complex causes and consequences of displacement call for a localised response.

VFL shows that individual country findings to perceived threats are all quite different. This is an indication that response to disaster risk reduction of the displaced needs to take into account local contexts. For example, five years after relocation from a tsunami has left displaced persons in Sri Lanka concerned about poverty (24%), alcoholism (14%) and poor sanitation facilities. Climate change in the Republic of Congo has left displaced persons concerned about flash floods (31%), epidemics (25%) and a lack of access to basic services (9%). Conflict in Iraq has left displaced persons concerned about poverty (32%), unemployment (23%) and a high cost of living (17%).

Story analysis found over 530 different challenges from 185 communities in 60 countries. From systematic discrimination and violence towards the Rohingya people fleeing Myanmar to winter flooding in Lebanon; from the creation of protected rural areas in Brazil to urban redevelopment forcing people from their homes in Los Angeles, United States of America the multi-dimensional triggers and consequences connected to displacement risks that GNDR member shared were vast. Similarly, continued challenges faced by the displaced populations varied from our global story analysis. 26% of challenges were related to health, 15% related to housing and shelter, 10% related to economic concerns and future hazards, and 8% related to ongoing security issues.

Global findings

Most common challenges reported by displaced persons
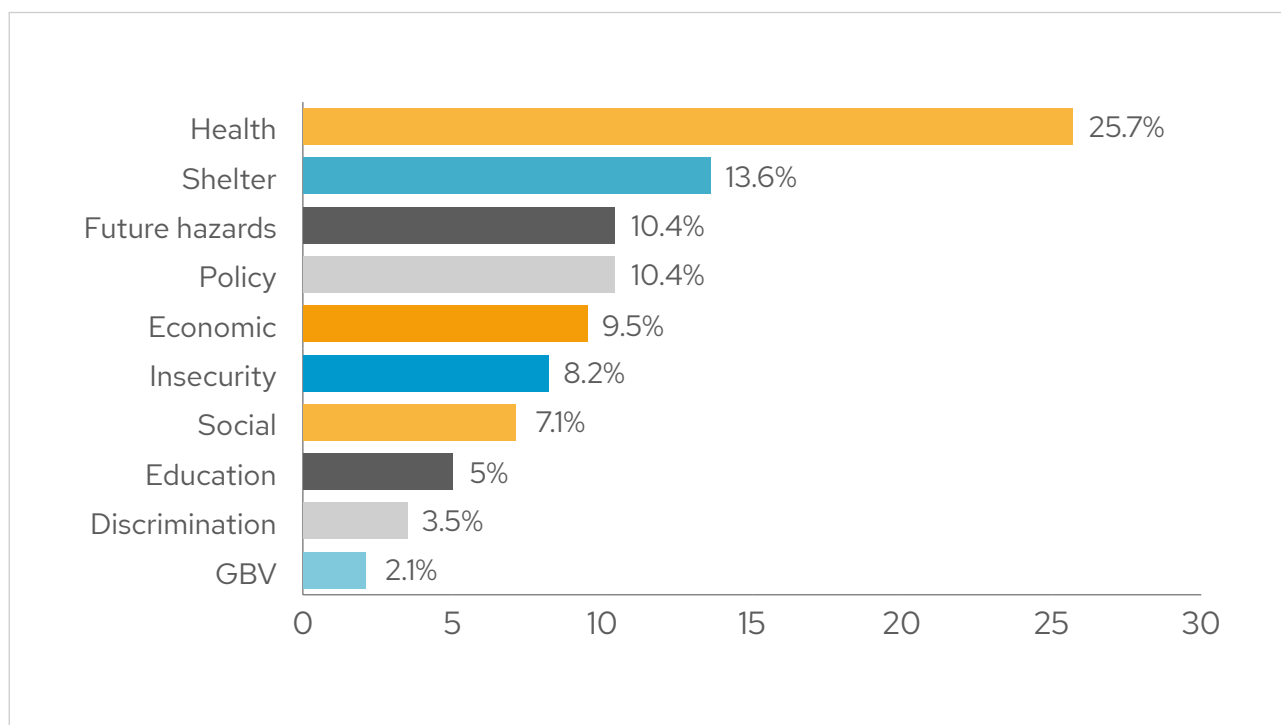
Source: *Community-level data* from our *Making Displacement Safer* programme.

In all of this contextual difference, there is a difference of opinion between local governments, civil society groups and displaced communities. Whilst this is expected as the stakeholders play different roles, as far as possible, CSOs and government need to align to the perspectives of the displaced.

Global findings

Top threats reported by each respondent type

Displaced persons	CSOs	Local governments
1. Lack of access to basic services (20%) 2. Flash floods (13%) 3. Poverty (13%) 4. Unemployment (13%)	1. Flash floods (21%) 2. Poverty (12%) 3. Poor sanitation (10%) 4. Unemployment (10%)	1. Flash floods (22%) 2. Lack of access to basic services (16.2%) 3. Drought (11%)

A clear gap in local governance structures has emerged with the majority of responses highlighting that effective local governance mechanisms are not in place to address emerging challenges. When only looking at perspectives of local government representatives the majority of responses are:

- Displaced persons are **rarely** consulted in the design of policies, plans and activities to reduce disaster risks

- Displaced persons are **not at all** given access to the financial resources they need to reduce risks

- Displaced persons **rarely** have access to timely and usable information to help them reduce the risks they face

Corruption and a lack of transparency is a significant issue with 14% of respondents to VFL highlighting that it is the biggest barrier to taking actions to address risks faced. This is followed by a lack of facilities, resources and communication in place which, ideally, should be coordinated by the local, if not national, government.

Global findings

Budget and allocation of resources has been cited by CSOs as a common problem. "Even when resources are available, they don't reach the people in need and get 'lost' in the process."[1] It must be noted that this finding does not point specifically to local governments as being corrupt because other stakeholders in different contexts might be exploiting resources intended for displaced persons. However, what is interesting is that local governments themselves recognise the challenges. They too highlight the same factors which are the biggest barriers to address the risks faced by the displaced communities. Further, in Niger CSOs have stated that, "There is political will from the government side to support displaced populations and help build their resilience, but financial resources are lacking. There is a good structure at national level for dealing with displacement issues but it is not implemented as the central government does not have the budget to deliver the policy."[2]

1 GNDR member in Congo.

2 GNDR member in Niger.

"In 2018, Ethiopia recorded the third highest number of new displacements worldwide, with 3,191,000 internally displaced persons. Mainly triggered by ethnic and border-based conflict, several population groups already at increased risk of gender-based violence will be more gravely impacted. Adolescent girls, especially, face particular risks resulting in increased domestic responsibilities keeping them in the home, discouraging school attendance and increasing the risk of early marriage. Combined, this results in a lack of understanding on health, education, rights and services, thus leaving them with limited access to these services. Many essential facilities are not located in areas that are safe and easily accessible to women and girls. Women, girls, boys and men who are all survivors of violence, face social discrimination and exclusion and are at risk of secondary violence as result of the primary violence."

GNDR member in Ethiopia

Finding 6: Exclusion from decisions

Displaced communities most at risk, especially women, are not adequately being involved in decisions that affect them.

Two thirds of respondents feel they are 'not at all' consulted in the design of policies, plans and activities to reduce disaster risk,[1] not given access to financial resources to reduce risks they face[2] nor have access to timely and usable information to help them reduce risks.[3] All these aspects make up an enabling environment that would positively influence effective policy and practice for anyone at risk. The lack of information (18%), lack of awareness (15%), and extreme poverty (14%) were the key factors preventing inclusion in the policy environment.

Anecdotally, several displaced persons – especially women – did not want to answer questions on policy environment. This indicated a lack of ability, confidence, willingness or knowledge to even speak into this issue – the first step to then being able to advocate for change. Reasons for this have been suggested by enumerators which include lack of confidence to speak up, not understanding the policy environment (or question) at all and perceived political consequence or strong party political influence in their communities. Conclusions from our *Views from the Frontline global report* show that people cannot access information, rather than not being able to understand it – another important factor to consider.

1 69.8% of those surveyed.

2 62% of those surveyed

3 60.1% of those surveyed

Global findings

Reponses from displaced persons to the question: Are displaced persons sufficiently consulted in the design of policies, plans and activities to reduce disasters?
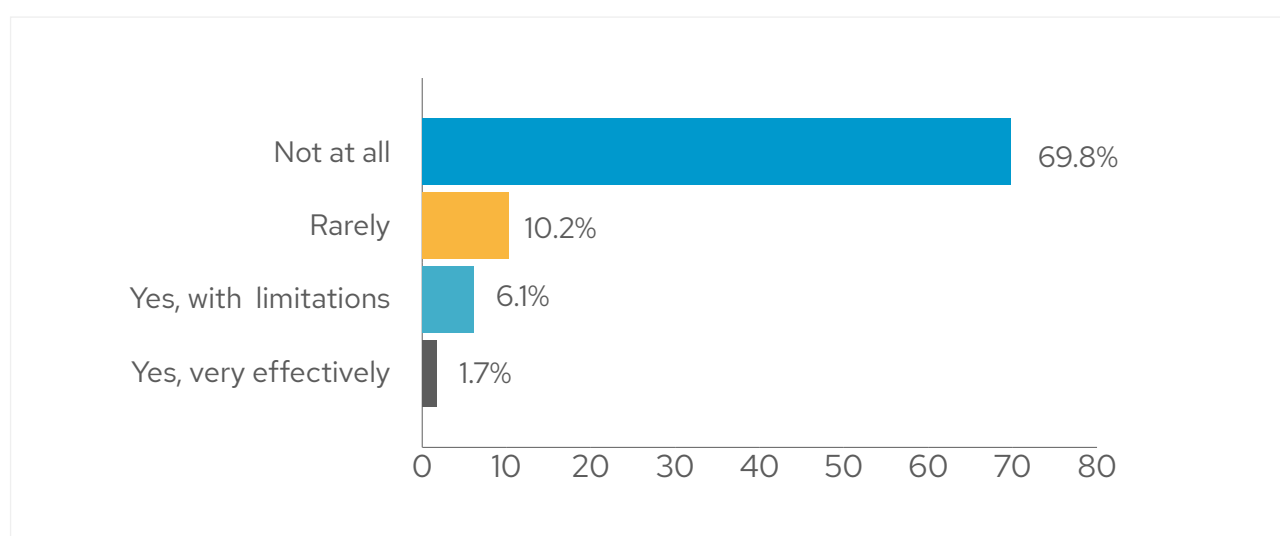
Source: *Community-level data* from our *Making Displacement Safer* programme.

Further at-risk groups indicated their exclusion. Children under 15, some elderly and those benefiting from government welfare also, in parts, chose not to comment.

Corroborating with this finding are factors associated with recognition of displaced persons themselves. Those displaced less than one year suggest the biggest barrier is a lack of accessibility. Those who stated that they had not been officially recognised as displaced by their government, stated an absence of disaster risk management and development policies (19%), a lack of communication (17%) and government inefficiency (13%) stop an enabling environment for them being realised.

Unfortunately gender inequality was seen by far as the disaster risk driver that least

affected displacement, indicating perhaps a lack of understanding on the issue and how it is increasing displacement risk.

The map on the following page is of Diffa, Niger, with the red area highlighting where the displaced live. A visual image of displaced living at the edges of cities which, as stated in other findings, limits their access to services. Subsequently, it also brings limitations to equitable access to the policy environment with key decisions made away from their community.

Location of Awaridi settlement relative to Diffa facilities
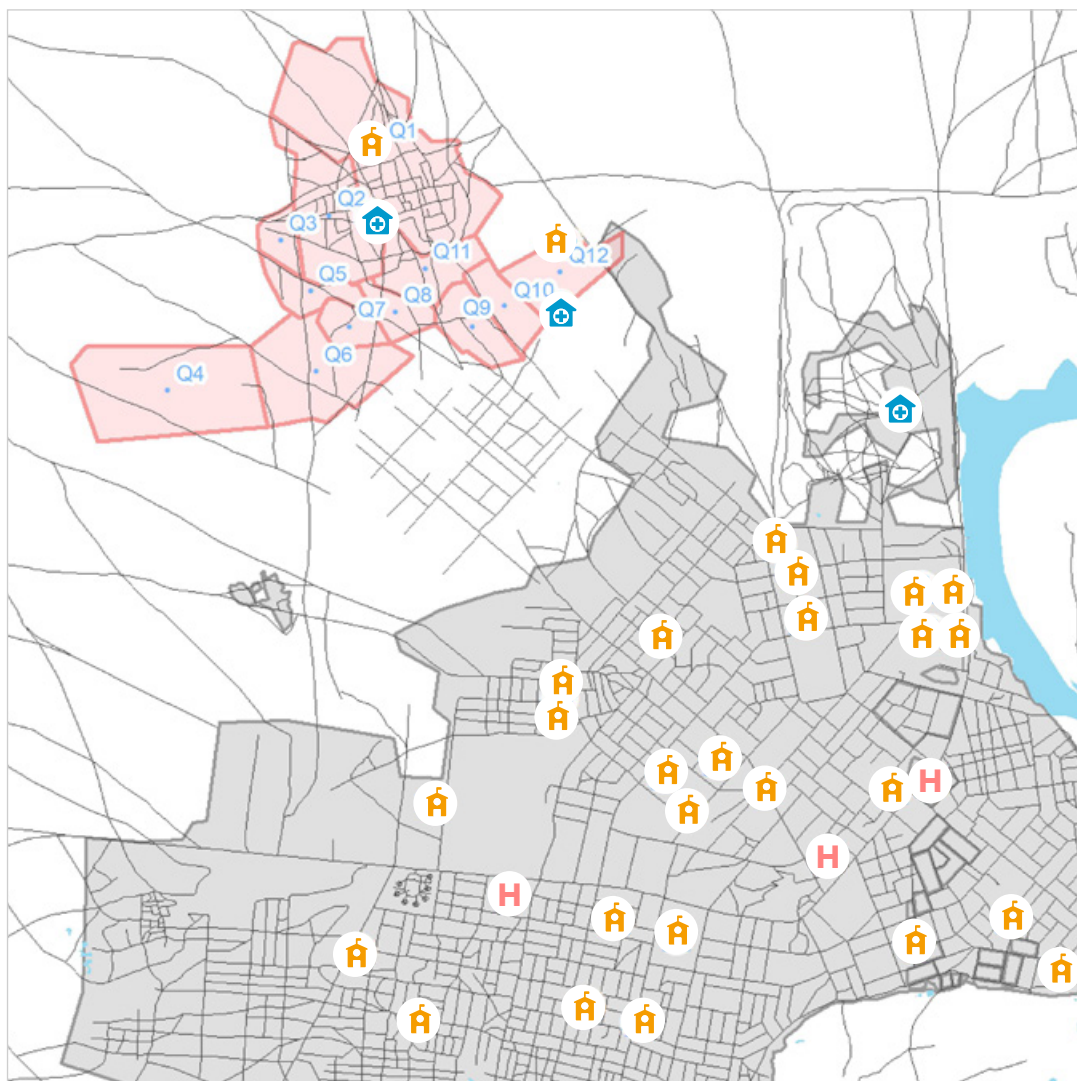
Legend:
- **H** Hospital
- Health facility
- School
- Road
- Awaridi settlement
- Diffa urban area

0   1   2 km

Conclusions

A man stands outside a temporary shelter after flooding in Sindh, Pakistan

Conclusions

It is clear that displaced persons living in urban areas face compromised living and working conditions, inadequate shelter and service and often weak social networks. Urban systems, already under pressure, and governance mechanisms do not include the priorities and perspectives of those most at risk of displacement. This weakens the resilience of the displaced and the urban structures in which they rely upon. Reliance on informal structures and hazard-prone settlements means durable solutions are not being achieved. Displaced persons are being pushed to urban edges, they literally live on frontlines of hazards with the effects resulting in yet more disaster loss - often exceeding others. They not only stand to lose their assets, but are increasingly likely to be displaced once again to a new location. The cycle of vulnerability continues. The following conclusions have been drawn from reflection on the key findings and will further direct GNDR members to continue strengthening the resilience of displaced populations in urban areas.

Conclusion 1: Seek coherent approaches

Coherent approaches to durable solutions must be sought for the urban displaced

Improved coherence involves integrating processes and actions to address displacement risk, before it occurs, whilst people are on the move and responding after the event that caused the displacement. The approach would also take into consideration coherence on disaster, conflict, climate change and sustainable development to increase efficiency, effectiveness and the achievement of both common and respective goals.

Further, UNDRR guidelines highlight the interconnected areas that cross-cut domestic policies which should be considered when addressing displacement within specific country

Conclusions

contexts.[1] These include, but are not limited to, housing, social welfare, education, health, land rights, employment and identification/status.

More coherent approaches would perhaps mean more localised, risk–informed and therefore durable solutions, which would address several of the findings made. Consideration needs to occur to ensure coherence and clarity in local governments and CSOs response to displacement in their context, that is based on the reality of the displaced person's perceived threat and not the perception of local government or CSOs themselves.

Conclusion 2: Strengthen collaboration

Recognise the critical role of CSOs in convening local stakeholders as part of strengthen collaboration between all stakeholders

Stakeholders in forced displacement include displaced persons, host communities, civil society groups, local and national governments (in different departments/ministries), civil society organisations, UN, INGOs and private sector and other interested parties.

Collaboration between stakeholders is possible and involving displaced persons is not impossible nor a risk. Whilst differences of opinion between stakeholder groups have been mentioned in the findings, factors facilitating inclusion are a key part of exploring the enabling policy environment. The wish for social cohesion (12%) is an indication that being connected to those around them is a crucial step towards policy inclusion. There is a feeling of opportunity and space for the critical role of CSOs in facilitating connection between those most at risk and the duty bearers responsible for policy and practice.

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1 *Words into Action Guidelines on Disaster Displacement*, UNDRR, 2019

Conclusions

However, it will be essential for all stakeholders to know their roles and how they can effectively deliver responsibilities. Moving beyond displaced persons alone, this should also include host community members so that everyone can be part of developing durable solutions. Stakeholders convening participation of local actors (whether displaced or host community members) must take time to ensure local perspectives are understood.

Conclusion 3: Seek durable solutions

Protracted displacement needs to be replaced with 'durable solutions'

Durable solutions are found when "people no longer have any specific assistance and protection needs linked to their displacement and can enjoy their human rights without discrimination on account of their displacement"[1]. The findings that displaced communities in urban areas continued to be affected by disasters and poverty highlight that durable solutions are not being prioritised.

As the findings clearly demonstrate, durable solutions need to consider long-term economic risks as well as hazard mitigation. This needs to consider multiple risk factors from the perspective of those most at risk. The call for durable solutions needs to be contextualised and extended to those at risk of displacement, not just those already displaced. Given the length of protracted displacements, it is essential to focus on mitigation, not just adaptation, so that the number of persons at risk of displacement will begin to decrease and, consequently, the numbers displaced as well.

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1 *Words into Action Guidelines on Disaster Displacement*, UNDRR, 2019, p13

Conclusions

Conclusion 4: Support effective governance

Support effective funding that addresses preparedness and mitigation, as well as response and adaptation

Whilst the findings are perhaps not new, their validity lies in the fact that they come from the perspective of displaced persons most at risk. It is concerning that, despite actors discussing similar issues for years, they are still in front and centre of the perspectives of those who have shared them - whether having been displaced for less than a year or more than twenty.

It is clear that a shift of action which is effectively funded, addressing preparedness and mitigation, as well as response and adaptation, is required. Further, a recommendation of being more evidenced (data-driven) in addressing the risk, so as to be more specific in the contextual definition of 'durable solutions', or at least use the term alongside actionable targets, is suggested.

Instead of looking at why someone has been displaced as a specific issue or challenge, civil society needs to be monitoring risk data that indicates mass displacement might occur or ongoing hazards that need to be addressed to stop further displacement and ongoing vulnerability. Civil society also needs to involve displaced populations in this process, with a process of good governance so that resilience of the displaced population is prioritised, and indeed those most at risk are able to lead their own development. This all-of-society approach should be strengthened and integrated into local and national policies.

Conclusions

Conclusion 5: Inclusion in decision-making

Meaningfully include displaced persons in the policy environment affecting them

In considering the problem of a lack of inclusion there is, amongst some displaced populations, the willingness or want to connect more with the authorities responsible for them. This can be the basis for any advocacy to address the issue of an improved policy environment – the perspective of willingness to change, evidenced by the stakeholders involved in this process, can be highlighted as a way to strengthen the necessary relationships to make change.

Further solutions, provided by the displaced, include access to information (14%), awareness raising related to mitigating risks faced (12%) and building social cohesion (12%).

However, given the concern raised around vulnerable groups further disconnected from the policy environment than others – namely women – more needs to be done to understand their perspective and strengthen their agency. Recommendations of designing key messages on displacement focused on women and girls have been made to make issues of gender and social inclusion more visible.

Conclusion 6: International advocacy

Influence international policy with the findings of this paper

Governments around the world have committed to leaving no one behind as they seek to achieve global targets of development agendas. Committing to a manifesto on migration, they have highlighted their "critical role to play in the construction of inclusive and pluralistic societies, not only through catalysing dialogue but also through guaranteeing

Conclusions

access to basic services and fostering policies that will make newcomers welcome".[1]

There are multiple policies relating to displacement. The global compact for migration is the first intergovernmental negotiated agreement, prepared by the United Nations to cover all dimensions of international migration in a holistic and comprehensive manner.[2] It seeks safe, orderly and regular migration with a mandate covering many aims including, mitigating the adverse drivers and structural factors that hinder people from building and maintaining sustainable livelihoods in their countries of origin; reducing the risks and vulnerabilities migrants face at different stages of migration by respecting, protecting and fulfilling human rights and providing them with care and assistance; and, striving to create conducive conditions that enable all migrants to enrich our societies through their human, economic and social capacities, and thus facilitate their contributions to sustainable development at the local, national, regional and global levels.

Other policies such as the Cancun Adaptation Framework, Nansen Initiative, Warsaw International Mechanism for Loss and Damage, and the Sendai Framework can be used to positively impact displacement challenges. However, it is clear from findings that international and national policies and commitments are not being successfully implemented at a local level. GNDR members will continue to use findings from the research of forced displacement to bring positive change.

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1 *Manifesto: The future of migration*, United Cities and Local Government Congress, World Summit of Local and Regional Leaders. Durban, 11–15 November 2019

2 *Global Compact for Migration*

Ways forward

In continuing to understand displacement challenges from the perspective of the displaced, GNDR will:

- Form a multi-stakeholder group to set out a network position on forced displacement

- Advocate, with members and communities most at risk, on issues and challenges connected to forced displacement at local, national and international levels

- Continue to explore ways that mapping techniques can highlight challenges and support risk-informed and durable solutions

- Consider ways the data collection process that include perspectives from those most at risk can be scaled-up, and include communities at risk of displacement as well as those already displaced

- Continue to learn ways displaced women and other marginalised groups can be further included in the policy environment

Annex

Two women and a girl carry food supplies
near Rhino refugee camp, Arua, Uganda

Annex

Methodology for selection of urban areas

The project approach is to support those who live in urban areas and not temporary settlements. To ensure that the site selected by the national partner meets the requirement of the urban area, the following format can be used. The site chosen may not have every characteristic, but it would be good to see as many as possible:

Name of urban area		
Type of urban area		
Characteristic	**Answer**	**Comments / Further information**
Economic function: Are the majority of inhabitants of urban areas employed in secondary and tertiary activities?		
Built environment: Is there a significant amount of built environment using concrete and bricks like buildings, metalled or paved roads, electric lightning, sewage and limited open spaces?		
Population density: Is the number of people populating the area (per square kilometre) significantly higher than the area around it?		
Population threshold: What is the national government's population size threshold , and would they define it as urban?		
Administration criteria or political boundaries: What is the jurisdiction of the area?		
Informal settlements: Could the area be defined as urban sprawl or peri-urban? Which one?		
Informal settlements: Is the area a planned site where refugees or displaced populations should reside (on a temporary basis) as organised by the government or international agencies, or a site informally established by the forced displaced?		

Annex

Copy of survey: part 1

A. Context (basic details to be filled by the enumerator)

1	Survey date							
2	Survey reference number							
3	Name of the enumerator							
4	Partner organisation							
5	National implementing partner							
6	Name of country							
7	Name of urban area							
8	Name of community							
9	Respondent category	Men	Women	Children & Youth (M/F)	People with disabilities	Elderly (M/F)	CSOs (M/F)	Govt. Rep. (M/F)
10	Respondent's age	(14-17)	(18-24)	(25-34)	(45-64)	(65 plus)		

Annex

B. Respondent's experience with risk/threats (except CSOs & Govvernment representatives)

1	How long have you been displaced?	Less than 5 years: (...) 5-10 years: (...) More than 10 years: (...)
2	What was the primary cause of displacement?	Conflicts (...) Disaster/s (...) Poor economic conditions (...) Any other (...)
3	How long have you been staying in this community?	Less than 5 years: (...) 5-10 years: (...) More than 10 years: (...)
4	Is this a formal settlement or informal settlement?	Formal settlement (...) Informal settlement (...)
5	Are you well integrated in this community?	Yes (...) No (...)

Annex

Copy of survey: part 2 - risk assessments

A. Use the following questions to complete three tables below (this section to be completed by all)

Risks/Threats	What are the three most significant risks/threats that this community faces?
Impacts/Consequences	What are the three most significant impacts/consequences these risks/threats have on this community (including on their lives, assets, livelihood, health, environment)?
Actions	What are the three priority actions that this community can take against these risks/threats?
Barriers	What are the three most significant barriers to these actions being implemented?

Risk/Threat #1	Three most significant consequences	Three priority actions	Three most significant barriers
	1.	1.	1.
	2.	2.	2.
	3.	3.	3.

Risk/Threat #2	Three most significant consequences	Three priority actions	Three most significant barriers
	1.	1.	1.
	2.	2.	2.
	3.	3.	3.

Annex

Risk/Threat #3	Three most significant consequences	Three priority actions	Three most significant barriers
	1.	1.	1.
	2.	2.	2.
	3.	3.	3.

Annex

B. Experiences with risks/threats: (to be asked by individual)

1	As resident of this community, have you been affected by any of the adverse events (threats/hazards)	Yes	No	Don't Know
			If No or Don't Know, skip to section D	
2	If yes, as a resident of this community, what type of adverse events (threats/hazards) that you have faced for which you had to seek external help?	a. Natural hazard (such as flooding, typhoon, drought, volcanic eruption, earthquake) b. Fire c. Climate change d. Economic shock e. Violence f. Epidemic g. Don't know h. Other: (please specify)		
3	If yes, how were you affected? (tick as many as applicable)	a. Loss /damage of housing b. Loss /damage of agricultural land/ crops c. Loss of livelihood d. Migration/Relocation e. Illness or injury f. Death of a loved one/neighbours or friends g. Don't know h. Other:(please specify)		
4	Who usually helps you to prepare for and reduce the possible loss from the adverse events?	a. Extended family, friends b. Neighbours c. Community-based organisations d. Non governmental organisation (including church, temple, mosque) e. Private sector f. No one g. Other (please specify)		

Annex

C. Loss Trends : In this community, how have disaster losses (lives, assets, livelihoods etc) changed in the last 5-10 years?

1	2	3	4	5
Decreased significantly	Decreased little	Remained the same	Increased a little	Increased significantly

D. Forecasting: What are the three most significant risks/threats you think the younger generations will face when they grow up? (the risks/threats may remain the same as the ones they are facing now)

1	
2	
3	

Copy of survey: part 3

Risk governance and enabling environment

1	2	3	4	5
Not at all	To a very limited extent	Occasionally	Yes, with some limitations	Yes, very effectively

Sr.No.	Category: assessment and planning		
1	Individual Survey (IS)	Local Government Survey (LG)	Civil Society Survey (CS)
	Does local government regularly talk to the displaced community,including the most vulnerable, to assess the most significant risks/threats?	Do you regularly talk to the displaced community, including the most vulnerable, when preparing policies, plans and actions to address risks/threats?	To what extent do you engage members of the displaced community, to review and assess the most significant risks/threats?
	Score: 1 to 5	Score: 1 to 5	Score: 1 to 5
2	Are you consulted by the local government , while preparing policies , plans and actions to address risks/threats?	Do you consult the displaced community while preparing policies, plans and actions to reduce their risks /threats?	Do you include the members of the displaced community, when preparing plans, and actions to reduce risks or threats?
	Score: 1 to 5	Score: 1 to 5	Score: 1 to 5
Sr.No.	**Category : access to resources**		
3	Do you have access to financial resources (money, material, equipment) to address risks/threats from the local government?	Does your office/ institution have sufficient resources to understand and address the resilience needs of the displaced communities?	Do you actively advocate the needs of the displaced communities to access required resources to make them resilient; to the local government?
	Score: 1 to 5	Score: 1 to 5	Score: 1 to 5

Glossary

climate refugee

Often used by the media to describe a person displaced in the context of disasters like droughts and sea level rise as well as extreme weather events like hurricanes, tsunamis or earthquakes. This concept does not yet exist in international law and so is not used by GNDR.

disaster displacement

Refers to situations where people are forced to leave their homes or places of habitual residence, as a result of disaster or in order to avoid the impact of an immediate and foreseeable natural hazard. Such displacement results from the fact that affected persons are (i) exposed to (ii) a natural hazard in a situation where (iii) they are too vulnerable and lack the resilience to withstand the impacts of that hazard.

forced displacement

Leaving, or being obliged to flee one's home or place of habitual residence, forcibly or because of obligation, in particular as a result of, or in order to, avoid the effects of conflict, violence, violation of rights or hazard-induced or human-made disasters.

human mobility

A term that includes forced displacement, voluntary migration and planned relocation that occurs in response to hazards and environmental degradation, or in anticipation of them.

Glossary

internal displacement

Having been forcibly displaced but have not crossed an international border.

migration

The choice to move to seek new opportunities. These are predominantly economic but do not have to be. For example, avoid recurrent low-intensity hazards and moving as part of a planned relocation to a safer, less exposed place in a voluntary manner.

migration as adaptation

Movements that people make to build their resilience and ability to adapt to slow-onset hazards and environmental change.

protracted displacement

The inability of displaced people who are unable to re-establish their lives and livelihoods for an extended period of time, which usually increases suffering.[1]

refugee

A displaced person who has crossed national borders/boundaries and who cannot, or is unwilling to, return home due to well-founded fear of persecution.

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1 *Words into Action Guidelines on Disaster Displacement - Online Presentation*, Platform on Disaster Displacement

GNDR

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