Strengthening IFRC Responses to Internal Displacement in Disasters:
Challenges and Opportunities

Summary Report

DANISH RED CROSS

Swiss Red Cross

International Federation of Red Cross and Red Crescent Societies
www.ifrc.org Saving lives, changing minds.

The International Federation of Red Cross and Red Crescent Societies (IFRC) is the world's largest volunteer-based humanitarian network. With our 190 member National Red Cross and Red Crescent Societies worldwide, we are in every community reaching 160.7 million people annually through long-term services and development programmes, as well as 110 million people through disaster response and early recovery programmes. We act before, during and after disasters and health emergencies to meet the needs and improve the lives of vulnerable people. We do so with impartiality as to nationality, race, gender, religious beliefs, class and political opinions.

Guided by *Strategy 2020* – our collective plan of action to tackle the major humanitarian and development challenges of this decade – we are committed to saving lives and changing minds.

Our strength lies in our volunteer network, our community-based expertise and our independence and neutrality. We work to improve humanitarian standards, as partners in development, and in response to disasters. We persuade decision-makers to act at all times in the interests of vulnerable people. The result: we enable healthy and safe communities, reduce vulnerabilities, strengthen resilience and foster a culture of peace around the world.

© International Federation of Red Cross and Red Crescent Societies, Geneva, 2019

Any part of this publication may be cited, copied, translated into other languages or adapted to meet local needs without prior permission from the International Federation of Red Cross and Red Crescent Societies, provided that the source is clearly stated.

Requests for commercial reproduction should be directed to the IFRC Secretariat at secretariat@ifrc.org

All photos used in this study are copyright of the IFRC unless otherwise indicated.

Cover photo: Meer Abdullah/ARCS

P.O. Box 303
CH-1211 Geneva 19
Switzerland
Telephone: +41 22 730 4222
Telefax: +41 22 730 4200
E-mail: secretariat@ifrc.org
Web site: www.ifrc.org

Follow us:

Contents

Introduction 3

About This Report 3
Internal Displacement and Disasters 3
Understanding The Complexities of The Internal Displacement 4

IFRC Approaches to Internal Displacement in Disaster 7

Movement Policy on Internal Displacement 7
Alignment with Disaster Risk Management Approaches 9

Challenges and Opportunities for Strengthening Responses 11

1. Prevention of Conditions Leading to Internal Displacement 11
2. Preparedness for Internal Displacement in Disaster Settings 12
3. Response to Internal Displacement 13
4. Responses in Different Displacement Settings 18
5. Protection 19

Looking Ahead 22

CRUZ ROJA ECUATORIANA
CRUZ ROJA ESPAÑOLA
PROYECTO:
DESARROLLO COMUNITARIO INTEGRAL
LA SERENA
•PUENTE PEATONAL
•CASA COMUNAL
•COMEDOR ESCOLAR
•ELECTRIFICACIÓN
•LETRINAS
•AGUA POTABLE
•TALLER ARTESANAL

Introduction

About this report

The International Federation of Red Cross and Red Crescent Societies (IFRC) and Red Cross Red Crescent National Societies (National Societies), together with the International Committee of the Red Cross (ICRC), have a long-standing commitment to addressing situations of internal displacement and provide vital support to millions of internally displaced people (IDPs). This year marks the 10th anniversary of the adoption of the International Red Cross and Red Crescent *Movement Policy on Internal Displacement* (*Movement Policy on Internal Displacement*)[1], which provides important guidance to all components of the Movement on how to address the various aspects of preventing, responding to and facilitating durable solutions to internal displacement caused by disasters, including those related to climate change, armed conflict and other situations of violence.

To better understand this role in disaster settings, the IFRC migration and displacement unit commissioned research to capture the ways in which IFRC and National Societies contribute to addressing internal displacement in disaster settings issues and to identify opportunities for further development. The report was undertaken by Victoria Bannon from Humanitarian Consulting Pty Ltd, with research assistance from Marilena Berardo from IFRC/Swiss Red Cross and Becky-Jay Harrington of Humanitarian Consulting Pty Ltd. A special thanks also to Tiziana Bonzon, IFRC Global Migration and Displacement lead, who commissioned this report, and to Ezekiel (Zeke) Simperingham, IFRC Asia Pacific Migration and Displacement Coordinator, for also supporting the review and finalization of the report. This report is a summary of the main findings and recommendations emerging from the research.

Internal displacement and disasters

Internally displaced persons (IDPs) are defined in the 1998 UN Guiding Principles on Internal Displacement (*IDP Guiding Principles*) as:

> persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border.[2]

The *IDP Guiding Principles* set out a range of legal rights and protections for IDPs, derived from those afforded to all persons under international

How many people are internally displaced by disasters?

- In 2018, disasters were the leading cause of new displacements, triggering 61% of internal displacement globally, with conflict and violence triggering 39%.
- In 2018 alone, disasters caused 17.2 million new displacements. Most of which were the result of weather-related events such as cyclones, storms and monsoon rains.
- The number of people displaced by slow onset disaster such as drought, remains largely unknown.
- It has been found that displacement is becoming "more protracted and more urban": of the average 17 million people at risk of being displaced by floods, over 80% are in urban or peri-urban areas.

Source: IDMC, Global Report in Internal Displacement 2019 or as indicated.

human rights and international humanitarian law. While the IDP Guiding Principles are non-binding, they contain numerous rules that are part of existing international law, they enjoy wide support from the international community and many States have incorporated them into their domestic legal systems.

It is difficult to determine accurate numbers of people who are internally displaced by disasters or any other factor, at any one time. This is partly because displaced populations are in constant flux: some may remain in one place, others may travel to multiple locations, including across international borders; some may return to their homes within a matter of days or weeks, while others may remain displaced for a decade or more; others still may be "invisible" and remain uncounted. There is also no coherent international system to capture accurate numbers, with few countries collecting and providing data, compounded by differences in terminology and criteria.[3] Situations of internal displacement also are not bound by distance or time, in that a person may be considered displaced regardless of how near or far they are from their original location and the length of time they have been away. Displacement ends only once the person has voluntarily found a "durable solution".[4]

Nevertheless it is known that disasters are the leading cause of new internal displacements, and can trigger displacement in many ways: pre-emptive evacuations or planned relocations from high-risk hazard areas; escape *en masse* from life-threatening sudden onset disasters; or a gradual shift of populations away from areas of slow onset disaster, such as drought situations.

Understanding the complexities of the internal displacement

In disaster situations, whether rapid or slow onset, there are many interconnected drivers that can influence vulnerability and the necessity to move following a disaster event, as shown in Table 1 below.

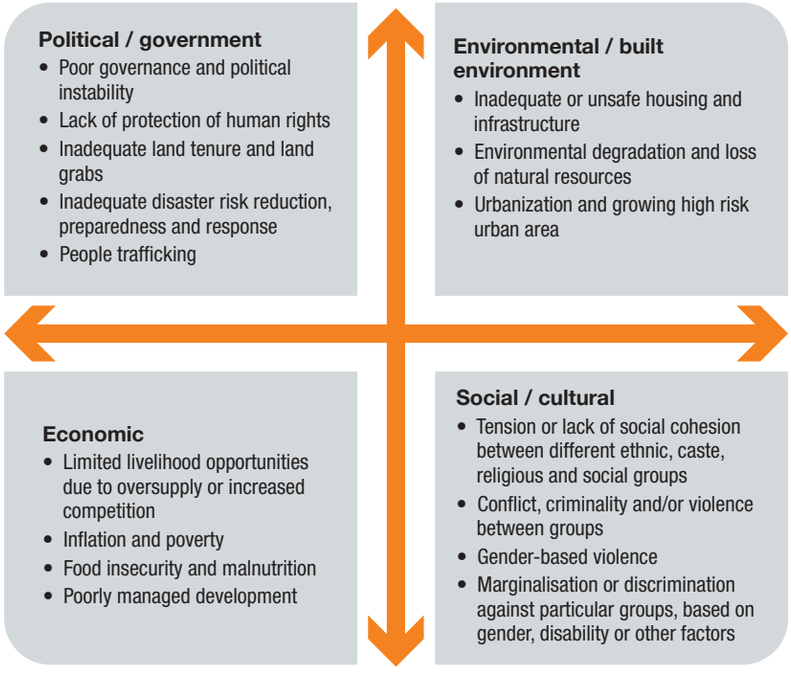

Table 1: Interconnected drivers of displacement

Disasters can also trigger a cycle of displacement which may also involve the crossing of international borders. Although internal displacement is, by definition, a situation occurring within a State's borders, there is increasing acknowledgement that internal displacement situations can lead to movement across borders into neighboring countries and beyond.

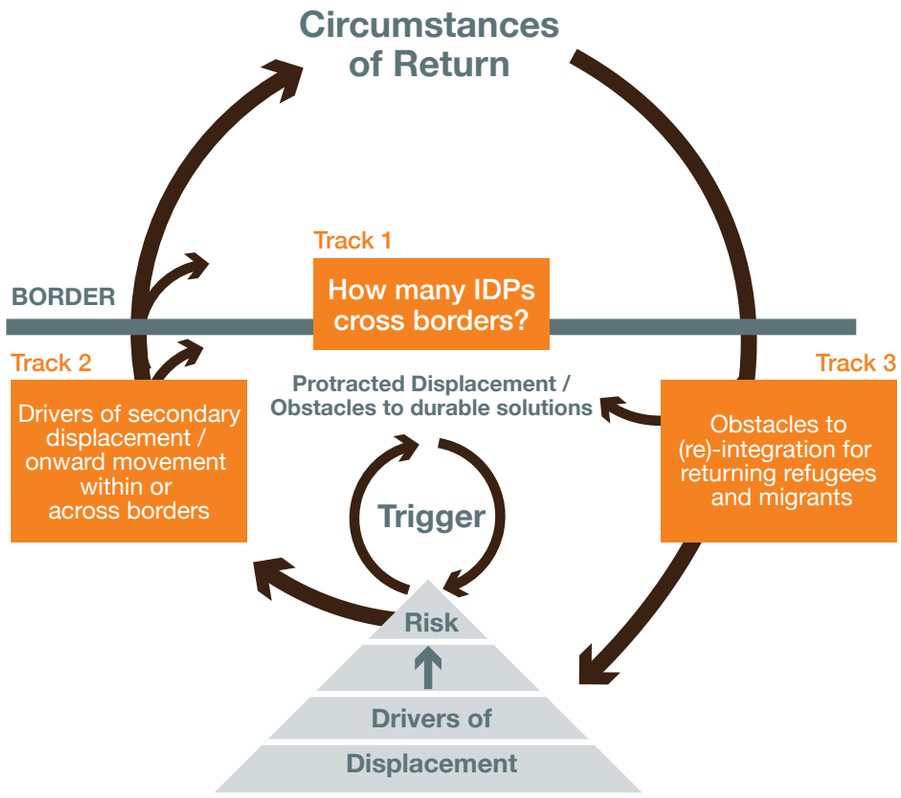

Figure 1: The Displacement Continuum (IDMC 2017)

people return back to their countries of origin either involuntarily or prematurely and many again face situations of internal displacement, when they are unable to return home, or when their safety and livelihoods remain under threat.[5]

This creates what has been described as a "displacement continuum", as represented in Figure 1, where a person, depending on their unique circumstances, may find themselves at different points along the continuum, until they find a durable solution.

Cruz Roja
Ecuatoriana

IFRC approaches to internal displacement in disaster

Movement Policy on Internal Displacement

The International Red Cross and Red Crescent Movement (the Movement) has a long history of responding to situations of internal displacement, and indeed to a full range of other situations involving the movement of people, as reflected in the extensive range of policies, resolutions and strategies adopted over several decades. The particular role of each component of the Movement is determined by their mandates accorded by international law and their governing instruments. These can be broadly understood as follows:

- **IFRC** primarily addresses internal displacement in disaster situations, including linked to the effects of climate change, as well as situations of "migration" (discussed further below) and is also mandated by the *Movement Policy on Internal Displacement* to support the capacity-building of National Societies.[6]

- **National Societies** are mandated by national and international law to respond to all humanitarian situations occurring in their country and in providing assistance, directly or through the IFRC, to other National Societies.

- **ICRC** engagement on protecting and assisting IDPs is primarily drawn from its mandate to assist all people affected by armed conflict and other situations of violence. As such, the ICRC has developed its own strategy on addressing internal displacement in those settings.[7]

Of central importance is the Movement's Policy on Internal Displacement adopted in 2009 (*Movement Policy on Internal Displacement*)[8] which is based on the structure and content of the *IDP Guiding Principles*. The *Movement Policy on Internal Displacement* takes a situational approach, and as such extends its reach well beyond IDPs themselves and seeks to address the needs of all people affected by or at risk of internal displacement, on the basis of need rather than on any particular situation or characterisation.

Movement Policy on Internal Displacement: Ten principles on internal displacement

1. We in the International Red Cross and Red Crescent Movement serve all those affected by internal displacement — the people actually displaced, host communities and others — and make decisions according to the most pressing needs for humanitarian services.

2. We make full use of our privileged access to communities at risk as well as to decision-makers.

3. We seek to prevent displacement while recognizing people's right to leave of their own accord.

4. We support the safe, voluntary and dignified return, relocation or local integration of IDPs, on the basis of our independent assessment of their situation.

5. We seek to empower individuals and communities. We do this by ensuring their participation in the design and implementation of our programmes, by helping them to exercise their rights and by providing access to available services.

6. We coordinate with the authorities and all others concerned. Whenever necessary, we remind them of their obligations, as set out in the applicable normative framework.

7. We, the National Societies, as auxiliaries to our authorities, support those authorities in meeting their responsibilities in the humanitarian field as far as our resources and capacities allow and provided, we can do so in full compliance with the Fundamental Principles and in keeping with the mission and Statutes of the Movement.

8. We seek to limit the extent to which we substitute for the authorities in discharging their responsibility to meet the needs and ensure the well-being of the population within the territory under their control.

9. We give priority to operational partnerships within the Movement and seek to play our complementary roles, shoulder our responsibilities and marshal our expertise, all to the full.

10. We coordinate with other entities on the basis of their presence and abilities on the ground, the needs to be met, the capacities available, and the possibilities for access, while ensuring that we remain (and are perceived as remaining) true to our Fundamental Principles.

Alignment with disaster risk management approaches

Internal displacement is a dynamic process with a number of phases, which may be present concurrently in any given situation:

Prevention / protection	The causes of displacement may be eliminated or reduced. Understanding the causes of internal displacement is critical in efforts to prevent their recurrence.
Acute displacement	Characterized by rapid displacement of people.
Stable displacement	Characterized by a relative 'settling' of the IDPs to wait out the crisis (in camps, with hosts, or independently).
Durable solutions	Durable Solutions may be return, local integration or relocation/resettlement.
Protracted displacement	Protracted displacement is broadly understood as situations in which IDPs have been displaced for a long period of time without immediate prospects of a durable solution.

In a disaster setting, IFRC and National Societies use the concepts of "resilience" and "disaster risk management" (DRM) to frame their activities. These concepts have evolved over time and also reflect global trends identified in key international instruments such as the *Sustainable Development Goals*[9], *Hyogo Framework for Action*[10] and the *Sendai Framework for Disaster Risk Reduction*[11]

There are clear parallels in the operational approaches of internal displacement and IFRC and National Societies work on resilience and DRM. Table two outlines the interlinkages between the different approaches and phases of internal displacement, drawing on operational and programmatic examples. The table highlights the opportunities for further integration of internal displacement into IFRCs and National Societies well developed DRM and resilience operations and programmes.

Resillience	The ability of communities, exposed to disasters, crises and underlying vulnerabilities to anticipate, prepare for, reduce the impact of, cope with and recover from the effects of shocks and stresses without compromising their long-term prospects.	• Prevention and protection from displacement • Sustainable durable solutions
Disaster risk reduction	DRR Measures at all levels to curb disaster losses, through reducing exposure to different hazards, and reducing the vulnerability of populations.	• Prevention and protection from displacement • Stable and protracted displacement • Sustainable durable solutions
Climate change adaptation	The adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderate harm or exploit beneficial opportunities. technology, institutions, policies, and other aspects of human systems.	• Prevention and protection from displacement • Stable and protracted displacement • Sustainable durable solutions
Disaster preparedness	A timely and effective 'first line' of response supported by National Societies' volunteers, branches, regional and national capacities	• Acute and stable displacement
Early warning / early action	The provision of timely information enabling people to take steps to reduce the impact of hazards. Early warning is typically multi-hazard and requires genuine ownership of, and participation by, communities and other stakeholders	• Acute and stable displacement
Disaster response	The provision of lifesaving relief and support for people impacted by disaster	• Acute, stable and protracted displacement
Recovery	Decisions and actions taken after a disaster with a view to restoring or improving the pre-disaster living conditions of the affected community, withy adjustments to reduce disaster risk	• Stable and protracted displacement • Sustainable durable solutions

Table 2: Linkages between the operation approaches for resilience and DRR and the phases of internal displacement.

Challenges and opportunities for strengthening responses

Situations of internal displacement may be extremely complex and challenging to address. This study examined IFRC and National Society programmes and operations along with global reports, current literature, case studies, a survey of key stakeholders and interactive webinars to understand how IFRC and National Societies are applying the *Movement Policy on Internal Displacement* in practice. The study identified challenges and opportunities for further strengthening by IFRC and National Societies to meet the ever-growing need for strengthening the areas of:

1. **Prevention of conditions leading to internal displacement**
2. **Preparedness for internal displacement**
3. **Responses to internal displacement (across the phases of displacement) including durable solutions**
4. **Responses in different internal displacement settings (in particular camp setting and urban areas)**
5. **Protection**

These are summarized below.

1. Prevention of conditions leading to internal displacement

Protecting people from internal displacement is described as the "primary goal" in the *Movement Policy on Internal Displacement*. In disaster settings, this is addressed by IFRC and National Societies either directly, or more often indirectly, through broader work on resilience, disaster risk reduction and climate change, supported by a range of tools (see text box).

The prevention of the conditions leading to internal displacement is recognised as a complex area which is not yet fully understood by humanitarian and development actors. Particular knowledge gaps include:

- the long-term economic and developmental impacts of internal displacement on IDPs and the communities they live in, and on States;
- the links between internal displacement and cross-border movement;

IFRC tools supporting responses to disaster-induced internal displacement

Roadmap to Community Resilience

Framework for Community Resilience

Framework for Climate Action Towards 2020

Building Urban Resilience: A Guide for Red Cross and Red Crescent engagement and Contribution: Outcome Report of the Partnership on Urban Disaster Risk Reduction and Management

Disasters and Displacement in a Changing Climate: The Role of Asia Pacific National Societies.

The IFRC and Community Resilience: Communication Guidance for National Societies

Humanitarian Diplomacy Policy

Disaster: How the Red Cross Red Crescent Reduces Risk

Red Cross / Red Crescent Climate Guide

Integrating Climate Change and Urban Risks into the VCA to Ensure Effective Participatory Analysis and Enhanced Community Action

Effective Law and Policy on Gender Equality and Protection from Sexual and Gender-Based Violence in Disasters

Public Awareness and Public Education for Disaster Risk Reduction: A Guide

- the specific characteristics of urban internal displacement;
- the effects of climate change;
- the interplay of slow-onset disasters and internal displacement; and
- the role of development projects as a driver of internal displacement.[12]

To better address prevention, there is a need to recognise that internal displacement is not an inevitable consequence of sudden or slow-onset hazards. Rather it should be considered as a "risk" which, like many other disaster risk factors, has the potential to be reduced or prevented. Thus, there is the opportunity to use existing IFRC tools and methodologies for identifying vulnerability and risk to also consider the *specific risk of disaster-induced internal displacement* related to disasters and to identify and invest in targeted mitigation or prevention measures.

Strengthening prevention of the conditions leading to internal displacement

1. Provide further guidance on the inclusion of internal displacement as a specific risk within existing resilience, DRR and climate change adaptation strategies, plans, programmes and tools.
2. Consider ways in which the IFRC and National Societies could contribute to the collection of data and building evidence-based knowledge on the underlying causes of internal displacement and linkages between internal displacement and migration.
3. Explore and scale up early warning early action measures such as forecast-based financing to better anticipate and reduce displacement risks ahead of impact.

2. Preparedness for internal displacement in disaster settings

The IFRC has been supporting the preparedness efforts of National Societies throughout its history and has developed many tools to support disaster preparedness from international and national levels, to organisational and community levels. These tools include, for example, the IFRC Preparedness for Effective Response (PER) approach.

Examples of relevant preparedness measures for internal displacement include planning for evacuation, temporary settlements and camp management. However, there is also a need to better address the specific needs of other affected groups such as host communities, especially vulnerable groups of displaced people, or those left behind.

Some of this work is already occurring in Asia, where National Societies are currently being supported by IFRC to develop an operationalised *Movement Policy on Internal Displacement* as part of preparation for future internal displacement in disaster settings.

Applying the Movement Policy on Internal Displacement in Asia Pacific and Africa

In the Asia Pacific region, the IFRC Migration and Displacement team have been active in applying the *Movement Policy on Internal Displacement* including:

Myanmar: Through the development of national tools to operationalise the *Movement Policy on Internal Displacement* to support the work of the Myanmar Red Cross.

Bangladesh: The *Movement Policy on Internal Displacement* informed IFRC and Bangladesh Red Crescent's engagement with authorities and in assisting and protecting communities affected by large-scale internal displacement following river bank erosion. A specific IDP assessment was based on the *Movement Policy on Internal Displacement*.

Ethiopia: The *Ethiopian Red Cross* has developed a Migration and Displacement Strategy, centred on the principles of the Movement Policy on Internal Displacement.
.

Philippines: Learning from Typhoon Haiyan, the Philippine Red Cross and IFRC have initiated a Housing, Land and Property (HLP) strategy, in anticipation of preparing for future internal displacement situations. The strategy includes rapid tenure assessment and due diligence stages that identify steps before, during and after shelter construction.

Strengthening preparedness for internal displacement

4. Review preparedness and contingency plans through an "internal displacement lens", to better anticipate and prepare for different internal displacement scenarios, taking into account the broader issues and needs for host communities and others impacted by displacement. Ensure contingency planning also includes comprehensive evacuation plans.
5. Specific preparedness measures may include:
    - Anticipating potential displacement locations (which may be in cities or distant places) for the pre-positioning of supplies and services.
    - Including issues and appropriate responses specific to IDPs in Vulnerability and Capacity Assessments (VCA), assessment templates, disaster preparedness plans, simulation exercises, trainings and other disaster management tools.
    - Engaging with governments and local authorities to address some of the legal and systemic barriers to responding to the needs of IDPs, host communities and other vulnerable groups which are likely to be marginalized or excluded.
    - Engaging with people at risk of displacement, in particular vulnerable groups, in the planning process to identify potential scenarios and plan appropriate responses.
    - Engaging with external organisations and networks to exchange information and best practices for responding to internal displacement in different contexts, in particular climate-related population movement.

Integrating long term assistance into emergency response

In 2013 Typhoon Haiyan displaced over 4.1million people in the Philippines, damaging 1.1million houses and displacing 900,000 people. Philippines Red Cross with IFRC and other Partner National Societies, provided immediate humanitarian support to over 100,000 people, and longer-term support to those that have been displaced as well as host communities over the subsequent 4 years. This included health, rebuilding of shelters, psychosocial support, livelihoods, water and sanitation and integration of disaster risk reduction throughout its programmes.

3. Response to internal displacement

Emergency response is at the core of IFRC and National Society work on international displacement in disaster settings. The survey of 41 National Societies conducted as part of the *Movement IDP Review of Practice* showed that 86% had responded to IDP situations between 2015-2017, of which 70% were caused by disasters.[13] It is noted, by both internal and external stakeholders, that the response phase is the strongest area of intervention of IFRC and National Societies, indeed for the humanitarian sector as a whole.[14]

Acute displacement

While there is no internationally agreed definition of acute displacement, it is described in the *Movement Policy on Internal Displacement* as "the phase of displacement characterized by frantic flight by people taking often desperate measures in search of solutions that frequently prove extremely difficult."[15] Such situations often require emergency assistance until stability or normalcy can be achieved with support through early or longer-term recovery assistance.

The risks of stable displacement becoming protracted

In Somaliland and Puntland, disaster and conflict are intertwined and have resulted in protracted displacement. The long drought has caused pastoralists and those residing in rural areas to move towards urban centers, setting up informal settlements with little or no access to services, in search of livelihood opportunities. Many IDPs are unwilling to return due to the high security risk from the ongoing conflict. IFRC with Somali Red Crescent have been providing support to IDPs, however, there are challenges in accessing the most at risk, including women and children due to cultural barriers and high security risk.

Some challenges identified with IFRC and National Societies during the acute displacement phase of internal displacement include:

- The perception that internal displacement following rapid-onset disasters is short term, whereas in fact there are many examples of such events leading to protracted displacement, lasting years or decades.[16]
- Resource limitations and a lack of donor appetite to support longer term plans.[17]
- Access to displaced people who may flee to locations which are difficult to reach for assessments and assistance.[18]
- Timing is critical and responses can be made more relevant and more timely through the preparation of comprehensive emergency operations plans in the immediate aftermath of a disaster.

The IFRC is in a good position to advocate on these issues with government and other organisations through its role as co-lead of the Global Shelter Cluster within the humanitarian response system.[19] The IFRC has also introduced an important pre-emptive response tool, forecast-based financing (FbF), where financial support is released to at-risk communities when an imminent hazard is approaching. Such funds may be used for pre-positioning relief supplies ready for distribution, supporting evacuations of people and livestock or as cash transfers for covering basic household needs in the immediate wake of the disaster. While further evidence-based research about the best use of FbF is ongoing, this facility offers an important avenue for identifying those at risk of internal displacement and addressing the most urgent needs of communities affected by internal displacement in the immediate aftermath of a disaster.[20]

Strengthening response to acute internal displacement

6. Ensure emergency operation plans are comprehensive and include mid-long term measures such as recovery and livelihoods, specifically designed to prevent and respond to internal displacement and limit the risk of long-term displacement caused by disasters.
7. Explore and scale up early action measures such as forecast-based financing, to better anticipate displacement needs ahead of impact.
8. Explore ways to ensure that assessments and response efforts are reaching the most vulnerable in all displacement locations, not just the most visible, including through the use of new technology.
9. Consider ways in which the IFRC could further contribute to improving response to acute internal displacement through its role as co-lead of the Global Shelter Cluster.

Stable Displacement

The concept of stable displacement is described in the *Movement Policy on Internal Displacement* as "a relative 'settling' of the IDPs in order to wait out the crisis (in camps, with hosts, or independently)."[21] Stable displacement it is a critical time of transition to stabilization, with the potential for significant instability resulting from increased vulnerability and further or protracted displacement, if it not addressed adequately.

Responding to situations of stable displacement requires a two-pronged approach, which couples the provision of ongoing humanitarian assistance with initiatives that promote greater self-sufficiency in the longer term.[22]

Of critical importance is access to livelihoods, that enable households to identify and meet their own immediate needs without complete dependency on host communities or other assistance providers. Cash Transfer Programming (CTP) is increasingly used for temporary cash injections or as seed funding to initiate more sustainable livelihood activities. While cash transfers and cash-for-work have been successfully implemented in many contexts, some survey respondents felt it should be assessed carefully and not be the "default" response. In the development of appropriate cash and livelihood strategies, it was felt that a better understanding of the complexities of market economies and engagement with other organisations is needed, such as the International Labour Organisation.[23]

IDPs often face challenges in accessing regular government health services due to a lack of proper identification documentation, the overburdening of health facilities due to the increased population, damage to facilities caused by a disaster or conflict, or sometimes deliberate exclusion by the authorities.

Access to shelter is also a challenge. The ability of IDPs to access adequate housing is determined by a range of factors, high among these being the availability of suitable land for transitional shelter or reconstruction. Experience with longer term shelter programming after disasters has revealed the importance of ensuring a high level of community engagement and the establishment of governance structures to support the design and management of housing to ensure it meets community expectations and reduces further tension.[24]

Strengthening response to stable internal displacement

11. Ensure that activities to promote self-reliance in stable displacement situations are embedded in emergency operations plans and/or are included in longer-term development work, also with a view to accessing alternative development funding streams.
12. Intensify efforts to better understand the complexities of economic security and labour markets when designing cash-based and livelihood interventions, including through the engagement with other organisations such as the ILO.
13. Support communities to make informed choices about their medium and longer-term settlement options through the provision reliable information and community engagement, including the development of community governance where appropriate.

14. Engage with governments on issues such as access to personal documentation and land ownership, access to health services, availability of suitable land and housing, and other solutions to support the self-sustainability of affected communities.

Cyclical displacement in Afghanistan

In October 2015 the north east of Afghanistan was struck by a 7.5 magnitude earthquake, affecting 51,000 people. Many of the people affected have experienced persistent cyclical displacement over the last 20 years due to on-going conflict in the country. The Afghan Red Crescent provided humanitarian support for over 2,000 families (14,000 people) through non-food relief supplies, winter clothing, emergency shelter and psychosocial support.

Protracted displacement

An increasing number of IDPs are left in a situation of protracted displacement, which may last years or decades. There is no reliable estimate of the number of IDPs in protracted situations, however UNOCHA estimates it is in the tens of millions.[25] In 2015 the median average duration of protracted internal displacement was 19 years, with several new protracted crises developing since.[26] It has been observed that "[f]ailure to address the causes of protracted displacement is one of the main factors behind the ever-increasing number of IDPs worldwide."[27]

The term "protracted displacement" has been described as "IDPs who are prevented from taking or are unable to take steps for significant periods of time to progressively reduce their vulnerability, impoverishment and marginalization and find a durable solution."[28]

The reasons why people remain displaced and are unable to find a durable solution in disaster settings are often linked to a complex set of circumstances.

Providing assistance and protection in protracted displacement situations creates significant operational and financial challenges for humanitarian actors, including for the Movement.

Some approaches and programmes developed by the IFRC and National Societies in disaster contexts are already well-suited to addressing some of these issues, such as cash, recovery and livelihoods programmes, resilience and disaster risk reduction, promotion of social cohesion, protection and advocacy on legal issues. However, central to addressing protracted displacement is the linking of humanitarian action with overarching peace and development goals. The Movement is better placed than many to bridge the humanitarian development nexus. The permanent presence of National Societies as community actors with a unique legal status and an auxiliary role to national authorities in the humanitarian field provides opportunities to engage with governments and access to communities even in the most challenging of circumstances. The role of the IFRC with respect to "development activities and to the coordination of international development support to National Societies" provides a strong mandate to explore this nexus further.

Strengthening response to protracted internal displacement

15. Support National Societies engaged in disaster-related protracted displacement settings to develop a more comprehensive understanding of the complex underlying causes of the continuing displacement.
16. Use the existing tools and programme approaches of cash, recovery and livelihoods programmes, resilience and disaster risk reduction, promotion of social cohesion, protection and advocacy to target and address some of the underlying causes of protracted displacement caused by disasters.
17. Explore opportunities to build partnerships between National Societies and development organisations to develop common strategies and share resources for addressing the humanitarian and development challenges of protracted displacement in specific contexts, with support from ICRC and IFRC.

Durable solutions

Resolving situations of internal displacement requires finding voluntary, safe and dignified durable solutions.[29] The *Movement Policy on Internal Displacement* identifies the following durable solutions:

- Return and reintegration, whereby the person returns to their place of origin before the crisis.
- Local integration, whereby the person integrates into the local community to which they located following their displacement.
- Relocation, whereby the person moves and integrates into another location within the country and integrates into that community.[30]

Discussions within the Movement have identified a range of issues and challenges associated with durable solutions including:

- Return and reintegration: In disaster settings, there may be complex barrier to voluntary and safe return, including for example housing, land and property (HLP) barriers.
- Local integration: Acceptance by the local community and reducing the potential friction points is critical through addressing the needs of host communities, overcoming social and cultural differences and promoting social cohesion.
- Relocation: Identifying new suitable locations for settlement can be especially complex, raising not only many of the issues that apply in situations of return and local integration, but with the added layers of a more formal process of site and community selection.
- Confusion about responsibilities: concerning local government powers, role and responsibilities, leading to delayed and inadequate action.[31]
- Residual hazard risks or economic and social challenges: which may persist in the longer term and need to be overcome.

Housing land and property rights

An issue of particular relevance to IDPs is that of housing, land and property rights. Survey respondents identified land tenure as a critical issue.

Sri Lanka: In their support to Sri Lankan communities in their recovery from the impact of the 2004 Tsunami, the IFRC with the Sri Lankan Red Cross supported people who lost their houses in coastal areas to resettle further inward. The IFRC with the National Society undertook an extensive advocacy process to resettle entire villages, navigating multiple displacement situations, land title restrictions, newly designated no build zones and social barriers to the eventual resettlement of many coastal communities.

Ecuador: The Shelter and Protection Clusters in Ecuador with support from the Ecuadorian Red Cross have been advocating to national authorities and successfully obtained rights to new land on behalf of those people displaced from the 2017 earthquake. Approximately 7,000 people were displaced and moved to temporary shelters, with much of their original land declared a no build zone post-earthquake. Specific funding was allocated for the costs related to procedures to obtain land and property papers for IDPs.

In these situations, the work of National Societies on community resilience, social cohesion and disaster risk reduction becomes vital, both as a means for addressing the immediate needs and reducing the potential for protracted or multiple displacement.

Strengthening approaches for durable solutions

18. Support National Societies engaged in finding durable solutions to disaster-related displacement in disaster settings to develop a more comprehensive understanding of the Framework for Durable Solutions and to identify any potential underlying causes which may cause further displacement in future.
19. Jointly or in coordination with the ICRC, provide guidance and support to National Societies on approaches for engaging with authorities on durable solutions and further clarity on how to adhere to Fundamental Principles and exercise their auxiliary role in complex political environments.
20. Use the existing tools and programme approaches of cash, recovery and livelihoods programmes, resilience and disaster risk reduction, promotion of social cohesion, protection and advocacy to target and address issues arising from the implementation of durable solutions.
21. Document and scale up work on housing, land and property issues to ensure equitable access to assistance and prevent further displacement

4. Responses in different internal displacement settings

Camp settings

While most IDPs are thought to reside in non-camp settings, there are still considerable numbers of IDPs living in various camp or camp-like settings. The *Movement Policy on Internal Displacement* provides that "forced confinement in camps is generally not favoured and that alternatives to camps should be considered to the extent that they are feasible and will work satisfactorily".[32] This is because camps have the potential to create a dependence on aid, due to their isolation from other communities with limited access to livelihood opportunities, hindering the potential for IDPs to become self-reliant and slowing the process of transitioning to a more durable solution.[33] Where camps are necessary, there also need to be improved practices to ensure they are being managed in accordance with applicable standards, which requires a focus on further capacity building at local level.

Strengthening responses in camp settings

22. Include camp management and risk considerations in National Society disaster response plans where relevant.
23. IFRC and ICRC should appoint Movement focal point(s) for engagement with the Global Camp Coordination and Camp Management (CCCM) Cluster and form a task force of experienced staff to support National Society planning and provide surge capacity during emergency operations.

Rural to urban displacement in Kenya

In response to drought in Kenya that resulted in the movement of rural populations to urban centres, Kenya Red Cross Society with IFRC launched an appeal to support the immediate needs of 1million drought affected people. In areas where there have been substantial rainfall, activities aimed at supporting IDPs to return to their place of origin through cash transfers, livelihood, WASH and health activities.

Urban displacement in Bangladesh

In Dhaka, Bangladesh urban sprawl and poorly managed embankment and drainage schemes have increased the risk of flooding and waterlogging. As the city continues to expand, this risk will grow with the population unless adequate measures to reduce it are put in place. (GRID 2019).

Urban settings

The Internal Displacement Monitoring Centre (IDMC) estimates that between 60-80% of IDPs reside outside of camp settings in urban contexts[34], a phenomenon likely to increase with growing urbanisation. The IDMC estiamtes that 17.8 million people globally are at risk of displacement by floods, with 80% of these people living in urban or peri urban areas.[35] Additionally, many people affected by disasters in rural areas seek refuge in urban areas which may provide greater access to housing, services and employment opportunities.

Despite these trends, it has been found that National Societies are less likely to respond to internal displacement in non-camp settings, particularly in urban environments.[36] The ICRC notes some of these impediments as including "the scarcity of data and the complexity of urban settings, the difficulty of adapting approaches developed in rural environments or camps to urban realities, and of integrating long-term considerations in the design of programmes" [37].

IFRC and National Societies have many positive examples of how cash programmes, livelihood support and rental assistance used to address the needs of IDPs in urban contexts, although not yet at scale. There is also a wide range of guidance and tools developed to specifically support National Societies activities in urban environments, including resilience[38], risk reduction[39], gender and diversity[40] and reconstruction[41].

Strengthening responses in urban settings

24. Improve capacities to understand and respond to the needs of internal displacement in urban settings.
25. Promote the awareness of and training in existing tools and guidance for working in urban contexts, especially those applying participatory approaches in urban areas.
26. Where not already available, support the adaptation of key programme tools to better identify and address displacement issues in urban contexts, such as improving the visibility of National Society services for both hosted and host communities at neighbourhood levels and understanding local markets and livelihood opportunities.

5. Protection

Protection is a key concept underpinning the *Movement Policy on Internal Displacement*, which also recognises the connection between assistance and protection[42] and the imperative to identify people whose "specific needs and rights must be promptly responded to"[43].

The IFRC and National Societies have always been engaged in protection, although it has not always been labelled as such, particularly in disaster settings. A *Movement Framework on Protection* currently under development, seeks to capture and reflect the different mandates and

capacities of the component of the Movement. IFRC has also developed an array of tools and guidance on protection issues, including the "do no harm" approach of the *Better Programming Initiative* and guidance on sexual and gender-based violence, child protection, social inclusion and human trafficking, as well as addressing a range of specific legal issues through the Disaster Law Programme. The IFRC has also developed a *Gender and Diversity Framework*[44] and *Minimum Standards for Protection, Gender and Inclusion in Emergencies*[45] which includes practical guidance on activities linked to the concepts of dignity, access, participation and safety for all people affected by disaster and crises. Further guidance is provided by the *Minimum Protection Approach*[46] intended to support National Societies confronted by protection problems that they themselves are not able to address.

Supporting the resettlement of indigenous groups:

In the Philippines, IFRC supported Philippines Red Cross in a resettlement project for indigenous groups in Bukidnon Province, Southern Mindanao. The displaced community were assisted on the basis of their customary rights over another land area within their ancestral domain.

Protection of vulnerable and marginalised groups

The IFRC approach for supporting vulnerable groups is described more fully in its *Gender and Diversity Framework* and the *Minimum Standards for Protection, Gender and Inclusion in Emergencies*. In this approach, the concept of "marginalised groups" is also used to describe people with specific needs, being at risk, vulnerable or excluded. This includes older people, children (including adolescents), persons with physical, sensory or intellectual disabilities, persons with mental health disabilities, survivors of SGBV, victims of trafficking and people living with HIV/AIDS or other chronic illnesses.

Importantly, as recognised in the *IDP Guiding Principles and Movement Policy on Internal Displacement,* considerations of vulnerability do not just concern IDPs, but also host communities and those that remain behind. These people should also not be overlooked when responding to an internal displacement situation as they may be suffering not only from the impact of the event itself and from the sudden arrival or departure of a significant number of people from their community. They may have to modify their livelihoods as a result of more limited markets, or sell assets, thereby becoming increasingly vulnerable over time.[47]

Strengthening protection

27. Enhance awareness and use of the tools developed to support protection activities and identification of vulnerable and marginalised groups in disaster-related internal displacement settings including host communities and people who remain at home.
28. Develop guidance on key messages suitable for external advocacy and humanitarian diplomacy initiatives, which can be used by IFRC and National Societies in the course of their operational wor.

‘Know your rights’ in Mongolia

The Mongolian Red Cross has been providing support to IDPs for many years. During a long Dzud (extreme cold), nomadic farmers experience a high amount of livestock death, and as a result often migrate to slums outside of Ulaanbaatar, burning coal, tires, plastic to keep warm, leading to a high number of respiratory illnesses. Mongolian Red Cross works with these nomadic farmers to diversify their livelihoods to reduce the impact of Dzuds, and with those who have migrated to the slums, they provide cash-based assistance and “know your rights’ programmes.

Advocacy

The IFRC supports National Societies through the provision of training and advisory support when requested and raising key issues for the attention of the international community and as part of National Societies status as an auxiliary to government. The IFRC Disaster Law Program has been instrumental in leading internal and global efforts to encourage legislative improvements and reform on a range of issues concerning disaster risk reduction response and recovery, many of which are directly relevant to internal displacement settings. The Disaster Law Program was a key partner in conducting research in the Asia Pacific on Disasters and Displacement in a Changing Climate[48], which has been welcomed as a very useful guide on this topic.

Looking ahead

The IFRC and National Societies play a crucial role in responding to situations of internal displacement around the world in disasters and other settings. While the core of this work comprises emergency response, approaches to resilience and disaster risk reduction have the potential to make a significant impact on other phases of displacement, for example in preventing internal displacement and facilitating durable solutions. The increasing urban nature of internal displacement poses challenges for the adaptation of approaches better suited to rural and camp settings, and there is a need to better address the vulnerabilities of host communities and especially marginalized groups as part of this work. A deeper and more nuanced understanding of the drivers of displacement and more intentional, targeted approaches to prevent and respond to internal displacement in disaster settings is required to ensure that the IFRC and National Societies are able to make an even more significant impact and difference in the lives of those affected.

National Societies are ideally placed to understand the localized complexities of internal displacement and engage with governments on these issues as part of their unique auxiliary role in the humanitarian field. Finally, there are significant opportunities for IFRC and National Societies to develop their capacities and contribute to the collective awareness, knowledge and data collection and engage in new partnerships with development organizations and donors which promote longer term resourcing for the prevention and improved response to international displacement. It is hoped that the findings and recommendations from this report trigger those discussions.

Endnotes

1. International Red Cross and Red Crescent Movement. (2009). *Policy on Internal Displacement*. Adopted by the Council of Delegates, Nairobi, November 2009.
2. *IDP Guiding Principles,* p1.
3. IDMC and NRC. (2019). *Global Report on Internal Displacement: Summary*. IDMC, p6. (*GRID 2019 Summary*)
4. Above from Crawford, N et. al. (2015). *Protracted Displacement: Uncertain Paths to Self-reliance in Exile.* HPG Commissioned Report.
5. Bilak, A. & Shai, A. (2018). p. 51. *https://media.ifrc.org/ifrc/2018/05/07/refugees-returning-bleak-welcome-afghanistan/*
6. IDP Movement Policy Guidance, pp52-53.
7. ICRC. (2017). *Internal displacement: Our approach and strategy for 2016-2019*. ICRC, 25 January 2017.
8. International Red Cross and Red Crescent Movement. (2009). *Policy on Internal Displacement*. Adopted by the Council of Delegates, Nairobi, November 2009. (*Movement Policy on Internal Displacement*).
9. United Nations. (2015). *Sustainable Development Goals.*
10. United Nations. (2005). *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters.*
11. United Nations. (2015). *Sendai Framework for Disaster Risk Reduction 2015-2030.*
12. Stapleton, S., et. Al (2017) Climate change, migration and displacement: the need for a risk-informed and coherent approach. Commissioned by ODI and UNDP, p.13.
13. *Movement IDP Review of Practice*, p.3.
14. *IDP Survey*.
15. *Movement Policy on Internal Displacement,* Introduction.
16. *GRID 2019, p68 and IDP Survey.*
17. *IDP Survey and IFRC (2018) Working Group Discussion on Acute Displacement.*
18. IFRC (2018) *Working Group Discussion on Acute Displacement.*

19 See generally *www.sheltercluster.org*

20. See: Ginny (2017). The Cash Before the Storm: Forecast-based Financing at Red Cross. *Technology and Operations Management*. Harvard Business School; and Coughlan de Perez, E., et. al. Forecast-based Financing: An Approach for Catalysing Humanitarian Action Based on Extreme Weather and Climate Forecasts. *Natural Hazards and Earth System Sciences,* Vol. 15/4, April 2015.
21. *Movement Policy on Internal Displacement,* Introduction.
22. See for example: UNOCHA. (2017). *Breaking the Impasse: Reducing Protracted Internal Displacement as a Collective Outcome;* and UNOCHA. (2019). *Reducing Protracted Displacement: A Snapshot of Successful Humanitarian-Development Initiatives.* Occasional Policy Paper 20, June 2019.
23. IFRC (2018) *Working Group Discussion on stable displacement.*
24. See for example: IFRC. (2011). *Participatory Approach for Safe Shelter Awareness (PASSA) and IFRC. (2010). Owner-Driven Housing Reconstruction Guidelines.*
25. UNOCHA. (2017). *Breaking the Impasse: Reducing Protracted Internal Displacement as a Collective Outcome,* p10.
26. World Bank Group. (2017). *Forcibly Displaced: Towards a development approach Supporting Refugees, the Internally Displaced and Their Hosts*, p25.

27. *GRID 2016.*
28. UNOCHA. (2017). *Breaking the Impasse: Reducing Protracted Internal Displacement as a Collective Outcome,* p4.
29. *Movement Policy on Internal Displacement,* Introduction.
30. *Movement Policy on Internal Displacement*, Principle 4, Guidance and Commentary.
31. UNOCHA. (2017). *Breaking the Impasse: Reducing Protracted Internal Displacement as a Collective Outcome,* p40.
32. *Movement Policy on Internal Displacement,* Principle 1 and Guidance.
33. *Movement IDP Review of Practice,* p13 and World Bank Group. (2017). Forcibly Displaced: Towards a development approach Supporting Refugees, the Internally Displaced and Their Hosts, p 89.
34. *GRID 2019,* p63.
35. *GRID 2019*, p84.
36. *Movement IDP Review of Practice,* p5 and *IDP Survey.*
37. ICRC. (2017). *Displaced in Cities: Experiencing and Responding to Urban Internal Displacement Outside of Camps,* p.13.
38. IFRC. (2017). *Building Urban Resilience: A Guide for Red Cross and Red Crescent Engagement and Contribution, p17 and Movement IDP Review of Practice.*
39. IFRC. (2010). *World Disasters Report 2010 Focus on Urban Risk.*
40. IFRC. (Undated). *Gender and Diversity for Urban Resilience: An Analysis.*
41. IFRC. (2012). *Sustainable Reconstruction in Urban Areas: A Handbook.*
42. *Movement Policy on Internal Displacement,* Principle 1 and Guidance, Commentary on Principle 1.
43. *Movement Policy on Internal Displacement* Principle 1 and Guidance.
44. IFRC. (2013). *Strategic Framework on Gender and Diversity Issues 2013-2020.*
45. IFRC. (2018). *Minimum Standards for Protection, Gender and Inclusion in Emergencies.*
46. "The *Minimum Protection Approach* finalized by the Advisory Board of the Protection Community of Practice in June 2019, ensures that all programmes and operations "Do no harm", and mainstream protection concerns, while building in further measures to reactively address protection concerns identified by staff, volunteers, community members or beneficiaries.
47. World Bank Group. (2017). *Forcibly Displaced: Towards a development approach Supporting Refugees, the Internally Displaced and Their Hosts,* p50.
48. IFRC. (2018). Disasters and Displacement in a Changing Climate: The Role of Asia Pacific National Societies.

The Fundamental Principles of the International Red Cross and Red Crescent Movement

Humanity The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Impartiality It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

Independence The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

Voluntary service It is a voluntary relief movement not prompted in any manner by desire for gain.

Unity There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.

For further information, please contact:

International Federation
of Red Cross and Red Crescent Societies
Route de Pré-Bois, 1
CH – 1214 Vernier
Switzerland

Tel. +41 (0)22 730 4836
Fax. + 41 22 730 4929
Web site: http//www.ifrc.org

www.ifrc.org
Saving lives, changing minds.

International Federation
of Red Cross and Red Crescent Societies