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Council of Delegates of the International Red Cross
and Red Crescent Movement

22 – 23 June 2022, Geneva, Switzerland

Strengthening implementation of the Movement Policy on Internal Displacement: Ten years on (Resolution 7 of the 2019 Council of Delegates)

PROGRESS REPORT

May 2022

EN

CD/22/20
Original: English
For information

Document prepared jointly by
the International Committee of the Red Cross (ICRC) and
the International Federation of Red Cross and Red Crescent Societies (IFRC)
in consultation with the Movement Reference Group on Internal Displacement

EXECUTIVE SUMMARY

In a global context where armed conflict, violations of international human rights law and international humanitarian law, disasters, the effects of climate change and other emergencies are leading to internal displacement across 149 countries¹ and resulting in immediate and longer-term humanitarian needs, the International Red Cross and Red Crescent Movement (the Movement) plays a crucial role in supporting internally displaced persons (IDPs) and others affected by internal displacement.

The Movement has long been active in assisting and protecting individuals and communities affected by internal displacement. The 2019 Council of Delegates (CoD) Resolution “Strengthening implementation of the Movement Policy on Internal Displacement: Ten years on” highlights the holistic approach of the Movement to addressing the specific needs and vulnerabilities of IDPs, the impact of their internal displacement on host communities and the needs of those who are at risk of internal displacement and those who stay behind.

The 2019 CoD Resolution also recognized the continuing relevance of the 2009 Movement Policy on Internal Displacement in providing clarity, focus and guidance to the Movement’s response to internal displacement.

This progress report demonstrates that National Societies across the world continue to respond to the needs of communities affected by internal displacement. It highlights examples of National Society action in Cameroon, Honduras, Libya, Myanmar and Ukraine, which also show how National Societies are applying the 2009 Policy and the 2019 Resolution in their work.

The report notes that, following the adoption of the 2019 Resolution by the CoD, a Movement Reference Group on Internal Displacement (MRG) involving National Red Cross and Red Crescent Societies (National Societies), the IFRC and the ICRC was established to serve as a community of practice and to monitor implementation of the 2009 Movement Policy and the 2019 CoD Resolution. The MRG is already playing an active role in promoting best practice across the Movement, supporting research into emerging humanitarian issues related to internal displacement and developing new tools to support the Movement response to internal displacement.

The report also notes the efforts of the Movement in the field of humanitarian diplomacy on the issue of internal displacement at the national, regional and global level.

1) INTRODUCTION

There were 55 million IDPs across the world at the end of 2020.² In the same year, disasters and conflicts triggered 40.5 million new internal displacements, as highlighted in the recent [IFRC Displacement in a Changing Climate report](#). Disasters are the leading cause of new internal displacement, and the vast majority (98 per cent) of all disaster-related internal displacements were in the context of weather and climate hazards – mostly floods and storms, but also wildfires, landslides, extreme temperatures and drought. People living in fragile or conflict-affected settings are more likely to be internally displaced by disasters because of the lack of measures to mitigate risks and strengthen resilience. The COVID-19 pandemic has also increased risks faced by IDPs and their humanitarian needs, creating significant operational challenges for governments and their humanitarian partners.

In this global context, the Movement plays a crucial role in responding to situations of internal displacement. Through humanitarian activities that span prevention, risk reduction, resilience, preparedness, response and

¹ Internal Displacement Monitoring Centre (IDMC), *GRID 2021*, www.internal-displacement.org/sites/default/files/publications/documents/grid2021_idmc.pdf

² *Ibid.*

support for durable solutions, the Movement makes a significant impact on the lives of people across the world affected by internal displacement.

One of the key strengths of the Movement is its proximity to communities, making it ideally placed to understand the localized complexities of internal displacement and positively influence governments and other decision makers. This progress report reflects the value of the complementary mandates and expertise of the different components of the Movement in helping address internal displacement-related challenges, including the role of National Societies as auxiliaries to the public authorities in the humanitarian field.

2) BACKGROUND

In 2009, the Movement adopted the Movement Policy on Internal Displacement. It outlines the Movement's commitment to protecting and assisting people affected by internal displacement in the context of disaster, crisis, conflict and violence. While the commitments made under this Policy have not changed in terms of clarity, focus and guidance, the context in which the Movement operates has, with the increase in the scale and scope of internal displacement and the resulting humanitarian needs.

In order to draw attention to the worsening situation with regard to internal displacement, the Movement took the opportunity of the 2019 CoD to reaffirm our collective commitment to those affected by internal displacement and the continuing relevance of the Movement Policy on Internal Displacement and to clarify our priorities moving forward. This was encapsulated in a new resolution adopted at the 2019 CoD ["Strengthening implementation of the Movement Policy on Internal Displacement: Ten years on"](#).

3) ANALYSIS / PROGRESS

A) Establishment of the Movement Reference Group on Internal Displacement

Following the adoption of the 2019 CoD Resolution, a Movement Reference Group on Internal Displacement (MRG) was established in 2020 to serve as a community of practice to foster exchanges of experience and lessons learned on responding to internal displacement and to promote and monitor implementation of the Resolution. It also supports efforts to promote the work of the Movement and influence the broader policy dialogue on internal displacement. The MRG is composed of representatives from 17 National Societies in all five regions, together with representatives from the ICRC and the IFRC.

The MRG continues to play an active role in the dissemination of the Movement Policy on Internal Displacement and the 2019 CoD Resolution within the Movement. A dissemination strategy was developed by the MRG, and key regional opportunities were identified to promote the 2009 Movement Policy and the 2019 CoD Resolution among National Societies. The MRG encouraged and contributed to the sharing of experiences, best practices and lessons learned and to the strengthening of National Society capacity to respond to internal displacement.

In 2021, two global workshops were organized by the MRG. The first was a thematic workshop on Internal Displacement and Protection including discussion of the Movement Protection Approach and the Minimum Standards for Protection, Gender and Inclusion and the sharing of experiences from National Societies in the Americas. The second was a global workshop with a focus on durable solutions. National Societies from the Philippines and Myanmar shared their experiences in operational activities to address internal displacement and in national-level advocacy and diplomacy on internal displacement.

A thematic "Protection Hour" was also organized on the Movement's approach to internal displacement to help participants understand the 2009 Movement Policy on Internal Displacement and the 2019 CoD Resolution and to identify concrete measures to enhance the Movement's response to internal displacement, including strengthening protection from and during displacement.

B) Applying the Movement Policy on Internal Displacement

National Societies applying the Movement Policy on Internal Displacement

- **Cameroon:** Since 2019, as part of the response to the internal displacement of more than 200,000 people in the western regions of Cameroon, the IFRC has supported the Cameroon Red Cross Society through an [Emergency Appeal \(EA\)](#) to provide assistance to 35,000 people in the form of cash, shelter, health, protection and water, sanitation and hygiene (WASH) services.
- **Honduras:** The high poverty rate and armed violence in Honduras are contributing to internal displacement from rural to urban areas. The violence, including sexual and gender-based violence, is seriously affecting IDPs, who need access to shelter, food, medical services, education and livelihood support. The Honduran Red Cross is supporting and facilitating access to basic services, in close coordination with the ICRC and the local authorities. IDPs are being included in project design through consultations, focus groups, discussions and surveys to ensure that the response provided meets their needs.
- **Libya:** Since 2020, the Libyan Red Crescent has been [assessing needs and providing basic services](#), including food, hygiene and information services for IDPs, in close coordination with local authorities, local organizations and UNICEF.
- **Myanmar:** The Myanmar Red Cross Society has developed a Migration and Displacement Strategy for 2022–2025 aligned with the principles of the Movement Policy on Internal Displacement and with a strong focus on IDPs in conflict and disaster situations in the country.
- **Ukraine:**³ The Ukrainian Red Cross Society (URCS) has been responding to the needs of vulnerable people displaced across the country since the beginning of the crisis in November 2013. With the support of the [IFRC EA launched in 2013](#), the URCS has been able to scale up the delivery of services, in close coordination with key government authorities at the national and local level, to more than 100,000 IDPs, including first aid, medical services provided by mobile medical units, cash and voucher assistance, psychosocial support (PSS) and livelihood promotion, supported by the IFRC, the ICRC and other Red Cross and Red Crescent partners. Since the EA ended in 2018, the URCS has continued supporting IDPs with health, livelihood, cash and PSS activities.

C) Promotion of research and existing and new tools to support responses to internal displacement

The Cameroon Red Cross, supported by the MRG, launched a new research initiative in order to better anticipate and respond to the needs of those affected by internal displacement and to improve its tools and approaches for addressing internal displacement. The research examines the risks and causes of displacement, displacement patterns, vulnerabilities and the protection and assistance needs of IDPs. The findings show that the primary reason why people are internally displaced is fear for their physical safety, while circumstances and opportunities determine the routes and destinations of IDPs. The research also looked at the availability and accessibility of humanitarian assistance, integration and empowerment opportunities and the desire of many IDPs to return home despite numerous challenges.

The IFRC produced a new global report entitled [Displacement in a Changing Climate](#), released prior to COP26 in Glasgow. It presents a collection of 11 case studies illustrating how National Societies worldwide are protecting and assisting communities in the context of climate-related displacement. It mainly focuses on the activities carried out by National Societies to address the needs of communities affected by internal displacement, but also notes a number of contexts where disasters and climate change are leading to cross-

³ This report does not take into account the changing situation in Ukraine or the URCS response after February 2022.

border displacement. The report calls for more ambitious climate action and investment in local communities and local actors to address the urgent humanitarian challenges of climate-related displacement.

In 2021, the IFRC released a new guide entitled [Advocating to Strengthen Disaster Laws and Policies to Protect Internally Displaced Persons in Africa: A Guide for National Societies](#). It is designed to support National Societies in Africa in advocating for climate-smart disaster laws and policies that incorporate IDP protection. It highlights how laws and policies can facilitate appropriate and effective preparedness and response in the context of internal displacement and what National Societies may consider advocating for when supporting their governments in the development or revision of disaster risk management laws. It also proposes key areas for National Societies' advocacy efforts for operations both before a disaster strikes and during a disaster and outlines key steps that National Societies can take in preparing to approach government authorities in their advocacy efforts.

In 2019, the ICRC released a report on urban displacement entitled [Displaced in Cities: Experiencing and Responding to Urban Internal Displacement Outside Camps](#), which provides key recommendations on working with IDPs and local authorities in urban settings. The report was presented to national and municipal authorities in Honduras and Brazil and at numerous humanitarian forums in 2020 and 2021. Also in 2019, the ICRC published a new analysis – [The Kampala Convention: Key Recommendations Ten Years On](#) – following up on recommendations made in its previous report for strengthening the implementation and operationalization of the Kampala Convention, adding to evidence supporting the recommendations by presenting the progress made and outlining what action is most needed in the future.

The IFRC, together with the Red Cross Red Crescent Climate Centre, also developed a dedicated [Climate Training Kit module on climate-related displacement](#) for National Societies and partners. It includes an interactive set of materials and innovative tools for trainers and facilitators within the Movement and its partners. The module unpacks the various concepts and terminology around climate and displacement and explores some of the topics and complexities of particular relevance to the work of National Societies. It includes a series of fact sheets which provide a summary of the key topics, along with references, links and case studies featuring the work of different National Societies.

D) Influencing debate and policy on internal displacement

The ICRC, the IFRC and the United Nations Secretary-General's High-Level Panel on Internal Displacement (HLP) organized [a virtual event](#) on preventing displacement due to armed conflicts, other situations of violence and disasters and when risks intersect. The aim was to identify gaps in the actions of States, civil society and the international community and to highlight promising and scalable good practices. A discussion paper highlighting the role and responsibilities of governments, non-state armed groups, communities and other relevant actors in preventing displacement and outlining impactful ways to strengthen prevention was shared with participants ahead of the consultation.

The IFRC submitted a report to the HLP, which focused on the importance of community-based approaches, climate-smart disaster laws, anticipatory and forecast-based action and the collection of data on internal displacement. It participated in a [roundtable discussion](#) on internal displacement in urban contexts, organized by the Secretariat of the HLP, with UN-Habitat, the Joint IDP Profiling Service (JIPS) and the International Institute for Environment and Development (IIED).

The ICRC made a submission to the HLP, highlighting the importance of strengthening the prevention of internal displacement, placing protection concerns at the core of discussions and exploring avenues to help people stabilize their situation while internally displaced. The ICRC also submitted a discussion paper to the HLP entitled *Pathways to Durable Solutions: Bolstering Interim Solutions to Internal Displacement*. It aims to reinvigorate thinking and action on gradual steps that can help IDPs regain some level of security and autonomy in their place of displacement during prolonged crises, when durable solutions might remain out of reach, and discusses the role that humanitarian actors can play in supporting States and IDPs.

The ICRC provided comments on the report by the Special Rapporteur on the Human Rights of IDPs on arbitrary displacement and took part in the UN side event on this topic. Finally, the ICRC issued a statement on IDPs at the UN General Assembly Third Committee meeting, highlighting the intersecting challenges of the climate crisis and the COVID-19 pandemic, the importance of preventing displacement in the first place and the need for interim solutions.

The ICRC and the IFRC produced joint guidance on [Reducing the impact of the COVID-19 pandemic on internally displaced people](#). This guidance presents key recommendations to authorities and other relevant stakeholders on lessening the impact of the COVID-19 pandemic on IDPs by including them in preparedness and response strategies and plans, reducing overcrowding in camps and camp-like settings, preventing violence and stigma against IDPs, facilitating the provision of humanitarian assistance to IDPs and investing in disaster risk reduction and climate change adaptation to prevent the circumstances that lead to internal displacement.

4) IMPLEMENTATION AND MONITORING

The MRG will continue to meet regularly to foster exchanges and strengthen the Movement's response to internal displacement. Existing regional coordination forums will be used to further discussion on the Movement Policy on Internal Displacement, including a focus on opportunities and challenges faced at the regional level.

A short animation on the 2009 Movement Policy will also be produced in order to further disseminate the Movement's approach both within the Movement and externally. More guidance and tools will be developed and/or adapted by the MRG in order to provide National Societies with further support in implementing the Policy in their activities related to internal displacement.

A progress report on the Resolution will be provided at the next International Conference.

Conclusion and recommendations

This progress report focuses on steps taken so far in implementing the 2019 CoD Resolution on internal displacement. It highlights continued Movement action on internal displacement globally, the establishment and functioning of the new MRG on Internal Displacement, examples of National Society action in applying the 2009 Movement Policy on Internal Displacement and the 2019 CoD Resolution, new research, tools and guidance to support responses to internal displacement and key humanitarian diplomacy activities on the needs of those affected by internal displacement.

The MRG, co-chaired by the IFRC, the ICRC and National Societies, will continue to play an active role in implementing the commitments of the CoD 2019 Resolution. Each year, an annual workplan will be designed to identify key activities to be implemented by the MRG, based on the evolution of humanitarian needs and the priority actions identified by the Movement.

In 2022, the core priorities for the MRG will be to continue promoting the 2009 Policy on Internal Displacement, further foster exchanges and the sharing of best practices and engage in more targeted humanitarian diplomacy activities to help those most at risk in the context of internal displacement.