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Geneva, 26 November 2011 – For humanity



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**COUNCIL OF DELEGATES
OF THE INTERNATIONAL RED CROSS
AND RED CRESCENT
MOVEMENT**

Geneva, Switzerland
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Movement Policy on Internal Displacement

Implementation Report

Document prepared by

**The International Committee of the Red Cross and the International Federation of
Red Cross and Red Crescent Societies and the National Societies**

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Report on the implementation of the Movement's policy on internal displacement

1. Introduction

When the International Movement of the Red Cross and Red Crescent (Movement) adopted its policy on internal displacement in November 2009, it emphatically reaffirmed the fact that it based its humanitarian responses on the needs of people, not on their affiliation to a certain group or because they fell into a certain category. "Labelling" people and compartmentalizing humanitarian aid has introduced the danger that some groups – even those who are in the greatest need – may be neglected (...) the IDP label has distorted the discussion on displacement (...) particularly since the most visible IDPs are those who shelter in camps."¹

Basing itself on its "all vulnerable persons" approach, and employing the multidisciplinary expertise of its various components, the Movement has helped several million internally displaced persons (IDPs) every year. In acute emergencies and in protracted humanitarian crisis caused by conflicts and natural disasters, they have provided tailored assistance and protection adapted to their specific needs and vulnerabilities.

The Internal Displacement Monitoring Centre (IDMC)² estimates that the number of people throughout the world displaced internally by "armed conflict, in situations of generalised violence and human rights violations" reached 27.5 million in 2010³. In Colombia, the internal displacement issue, as a consequence of the armed conflict, was still one of the main causes of the humanitarian crisis of the country⁴. The country has also been identified by the UN High Commissioner for Refugees (UNHCR) as the country with the larger amount of IDP in the world before Sudan and Iraq

It must be noted that there has been a steady decline in these figures in Africa, by the end of 2010, the continent remained with the largest number of conflict and disaster-related IDPs, some 40% of the world total. However, Africa States have also made the most progress in reducing their numbers. In 2009, the African Union adopted the first regional treaty for protecting and assisting IDPs, the Kampala Convention.⁵

Millions more of men, women and children around the world have been displaced from their homes by sudden onset disasters caused by natural hazard events⁶.

¹ A report published by the International Committee of the Red Cross (ICRC) –Internal displacement in armed conflict: facing up to the challenges – 2009.

² Internal Displacement Monitoring Centre/ Norwegian Refugee Council, Internal Displacement: Global Overview of Trends and Developments in 2010, Internal Displacement Monitoring Centre/ Norwegian Refugee Council, Geneva, 2011.

³ The corresponding figure for 1997 was 17 million. The number of refugees during the same period remained fairly stable, fluctuating between 13 and 16 million.

⁴ See : contribution of the Colombian Red Cross sent to the DM_COP on 5 August 2011.

⁵ Available at: [http://www.internal-displacement.org/8025708F004BE3B1/%28httpInfoFiles%29/0541BB5F1E5A133BC12576B900547976/\\$file/Convention%28En%29.pdf](http://www.internal-displacement.org/8025708F004BE3B1/%28httpInfoFiles%29/0541BB5F1E5A133BC12576B900547976/$file/Convention%28En%29.pdf)

⁶ IDMC study finds that 17 million people were newly displaced by sudden-onset disasters worldwide in 2009, and over

Roughly three-quarters of such kinds of displacement in 2010 were caused by events in Asia, and about 90% of all displacement related to natural disasters, throughout the world, was caused by extreme weather or climate-related events. The worst drought in 60 years in the Horn of Africa has again sparked a severe food crisis and high malnutrition rates. After 20 years of war, the dire humanitarian situation in Somalia has continued to worsen. The security climate is precarious, weather conditions have aggravated the problem of food insecurity, and water-related diseases are on the rise. Hundreds of thousands of people displaced within Somalia have been searching for shelter and food. The majority now live in the open or in makeshift camps. They represent a heavy burden for the host communities that share their scarce resources with them.

Data for the number of people who remained in a state of protracted displacement over several years, as a result of what had happened in previous years, is not known, but would only increase these figures further.⁷

Since the adoption of its policy on internal displacement, the Movement has had to respond to major emergencies created by natural and man-made disasters including armed conflict and other situations of violence. This humanitarian response to the increasing intensity and frequency of disasters and expanding numbers of IDPs have been an enormous challenge for the Movement in terms of logistics, availability of personnel, financial contributions to appeals and future planning.

However, in a large number of instances, Red Cross and Red Crescent Societies have come to the aid of IDPs in their countries. Local resources were used, as was material or financial support of other components of the Movement. A recent example of this has been the work done by the Japanese Red Cross during the March 2011 earthquake that struck off the coast of Japan and triggered a massive tsunami that devastated the north-eastern section of the country. Tens of thousands of IDPs and stricken residents were given assistance.

During the period 2004-2010, National Societies responded to 98 cases of displacement around the world: 77% of them took place in the 'Africa' region and 10% in the 'Middle East and North Africa' region. In the latter case, the main causes of displacement were armed conflict often concomitant with natural disasters. However, in Africa, the involvement of National Societies has grown mainly because of a number of "push-pull" factors (environmental challenges, urbanization, economic opportunities, seasonal movement) and of livelihoods coping strategies that were instrumental in making people move. African countries are also thought to be more susceptible to large-scale population shifts than others because of their limited ability and resources to undertake preventive measures to mitigate the effects of extremes of weather and climate. Among those requesting support for responding to the needs of displaced persons, African National Societies were, as before, in the majority. National Societies in the 'Asia and Pacific' region also requested support from the other components of the Movement to respond to the effects of displacement, but mainly within the context of environmental (including climate) change, increasing urbanization and changing socio-economic and cultural factors.⁸

42 million people in 2010. 36 million people were displaced in 2008 by such disasters -Displacement due to natural hazard-induced disasters, Global estimates for 2009 and 2010 – IDMC June 2011.

⁷ Internal Displacement Monitoring Centre/ Norwegian Refugee Council, Displacement due to natural hazard-induced disasters: Global estimates for 2009 and 2010, Internal Displacement Monitoring Centre/ Norwegian Refugee Council, Geneva, 2011.

⁸ See Consolidated report of the e-discussion on "The implementation of the Movement's policy on internal displacement" (jointly moderated by the ICRC and the International Federation), 17 June 2011 – available on the DM_COP network.

The Movement has also supported the plans of action of National Societies that were assisting populations displaced by major natural disasters: such as after the earthquake in Haiti, for instance. Basic non-food items and emergency/transitional shelter was provided for 80,000 families, as well as emergency health care and livelihood support for vulnerable people; and basic needs for water and sanitation were met. In August 2010, the ICRC and International Federation launched emergency appeals to assist over 260,000 flood-affected families (some 1.8 million beneficiaries) in Pakistan for 18 months.

In 2009, the ICRC, together with National Societies, assisted approximately 4.6 million IDPs – 20% more than in 2008 – in 33 countries. ICRC estimates for 2010 give a figure of 4.3 million IDPs assisted during armed conflicts and other situations of violence. The ICRC ran its largest IDP programmes in 2010 in these countries: Somalia, Pakistan, Sudan, the Philippines, Iraq, the Democratic Republic of the Congo, Yemen, Kyrgyzstan, Afghanistan, the Central African Republic, Mali and Niger

Alleviating the suffering that results when family members are separated from one another is one of the many urgent tasks facing the components of the Movement, who are uniquely equipped for it, with a network and the requisite expertise in restoring family links (RFL). To fortify the capacity of all of its components in this area, the Movement Strategy for Restoring Family Links, was adopted in 2007.⁹

2. Rationale for the report

The Council of Delegates of the Movement (CoD) adopted the Movement's policy on internal displacement¹⁰ in Nairobi (23-25 November 2009). In Operative Paragraph 3 of its Resolution 5, the Council notably requested the ICRC to prepare a report on the implementation of the policy, in coordination with the International Federation, to be delivered at its next session of the CoD in 2011.

The policy was widely disseminated during the intervening period. An offprint of Resolution 5 of the CoD and of the Movement policy was published¹¹ and sent to all the components of the Movement. Then the policy was disseminated further and its content discussed amongst the components of the Movement.

The policy was not conceived in isolation. It builds upon a number of policies and regulations, some of them updated recently that govern the Movement's emergency operations as well as its activities in protracted situations. The policy is also based on the Statute of the Movement and the Fundamental Principles, and reflects a wide range of other existing policies and instruments relating inter alia to coordination within the Movement, relations with external actors and relevant standards and principles of conduct in responding to crises. Finally, internal displacement and migration are often interrelated. Therefore, components of the Movement adopted

⁹ See the Report on the Restoring Family Links (RFL): follow-up to Resolution 4/2007, delivered to the 2011 Council of Delegates

¹⁰ See Resolution 5 of the Council of Delegates (2009). The ICRC, together with the International Federation, developed the 10 principles or guidelines. They had the support of a core group of National Societies that were interested or involved in tackling the issue of internal displacement. These were: the Afghan Red Crescent Society, the Algerian Red Crescent, the Red Cross Society of China, the Colombian Red Cross, the Red Cross Society of the Democratic Republic of the Congo, the Danish Red Cross, the German Red Cross, the Red Crescent Society of the Islamic Republic of Iran, Kenya Red Cross Society, the Lebanese Red Cross, the Nigerian Red Cross Society, the Red Cross Society of Panama, the Philippine National Red Cross, the Red Cross of Serbia, the Somali Red Crescent Society, Uganda Red Cross Society, the British Red Cross, and the American Red Cross.)

¹¹ Available at <http://www.icrc.org/eng/resources/documents/publication/p1124.htm>

the policy on internal displacement in parallel to while recognizing its complementary nature to the International Federation's policy on migration.¹²

3. Collecting information for the report

Given the commitment made by the Movement's components, to improving protection of IDPs and assisting communities affected by internal displacement, it was essential to ascertain how National Societies and delegations of the ICRC and the International Federation had put the policy to practical use and whether the document had been helpful in formulating a common operational approach to internal displacement issues.

For this report, the ICRC and the International Federation consulted their network of delegations and all National Societies working in contexts affected by internal displacement.

On 20 December 2010, the International Federation and the ICRC invited all the components of the Movement to take part in an electronic discussion, on the Disaster Management Community of Practice (DM_COP), that would run from February 2011 to April 2011 and be moderated jointly by the International Federation and the ICRC.

The discussion aimed to:

- examine the extent to which the Movement policy served as a clear, consistent and up-to-date guide for operational decision-making;
- study responses to internal displacement with the specific intention of finding out about compliance with the policy since its adoption (whether it was referred to, adhered to, or considered redundant and not used at all);
- strengthen understanding of current internal displacement issues among practitioners, by drawing on a broad range of situations in a number of countries and extracting important lessons for the future.

The discussions elicited few responses, which may be interpreted as a sign that there is little knowledge of the policy and/or that it is seldom referred to.

However, those who responded confirmed the relevance and usefulness of the policy for the activities of National Societies in the area of internal displacement, both domestically and across borders.

Few components of the Movement shared their views on the relevance to themselves of the ten principles of the policy. However, they addressed other issues, in particular: providing assistance in response to the most pressing humanitarian needs; obtaining access to communities at risk and to decision-makers; preventing displacement; providing support for people to return to their homes with dignity, or for them to be relocated; empowering communities to find solutions that are suitable for them; and working in partnership with others concerned.

This report does not include information received from National Societies on operations carried out before the adoption of the policy (2009). However, information made public by National Societies, about their activities to benefit persons affected by internal displacement, demonstrates their adherence to many aspects of the

¹² The IFRC Migration Policy is available at: <http://www.ifrc.org/PageFiles/49631/migration-policy-en.pdf>. Also, the 31st International Conference of the Red Cross and Red Crescent will provide States and components of the Movement an opportunity to debate, on the basis of a background report, the main issues affecting vulnerable migrants.

policy. In the interests of brevity, for this report, the activity that was the most prominent was kept for illustrating one of the policy principles

The ICRC also led several evaluation missions in connection with the issue of internal displacement in the following countries: Azerbaijan, Colombia, Georgia, Pakistan, and Yemen.

4. Report on activities related to the principles of the policy

The components of the Movement have always been involved in responses to emergencies that threaten people's lives. Their commitment to addressing the needs of internally displaced persons was especially important over the last two years during the large-scale operations necessitated by events in Haiti, Pakistan, Sudan, Somalia, Japan and currently the Horn of Africa. This report lists some examples under each principle to illustrate the scope of Movement interventions and collaboration between the components of the Movement.

Principle 1: We serve all those affected by internal displacement and make decisions according to the most pressing needs for humanitarian services.

In Pakistan, in 2009, violence in the Federally Administered Tribal Areas of Khyber, Bajaur, Khurram, Orakzai and South Waziristan caused large-scale displacement of civilians to the adjoining districts of Hangu, Kohat and Dera Ismail Khan. It is estimated that approximately 1.3 million people were displaced from the Federally Administered Tribal Areas. The Pakistan Red Crescent Society, together with the ICRC, assisted over 1,600,000 persons, of whom 780,000 had been displaced. The nature of the assistance varied according to the most pressing needs¹³: Sanitation and water and habitat projects were initiated to help approximately 50,000 living in camps.

In Sudan, in 2010, the ICRC, the International Federation the Sudanese Red Crescent, responded to needs arising from the conflicts in the country. Ethnic violence over resources and sporadic military clashes displaced and harmed thousands of people in Darfur. Few of the several hundred thousand people who had been displaced since the conflict broke out in 2003 in western Darfur had been able to return home. While hundreds of thousands of IDPs were able to return to South Sudan, where they received support from the newly created South Sudan Red Cross Society, thousands of others were displaced by fresh clashes in the states of Upper Nile and Jonglei. The ICRC, together with the National Societies, assisted resident populations as well as IDPs, often in the same areas, according to their most pressing needs. Contacts between separated family members were re-established. This operation helped thousands of people improve their economic situation through a programme that combined agricultural, veterinary, water and health projects. It carried out quick-impact livelihood-support projects with the aim of helping farmers and nomads alike remain self-sufficient, thus stemming the exodus to urban areas where people risk becoming aid-dependent. The organization also provided support for eight health-care clinics in the region.

The American Red Cross reported that during disasters, natural or man-made, local governments could order the evacuation of residents, for their own protection. Regardless of the length of such evacuations, the American Red Cross, guided by the Fundamental Principles of the Movement, and by its own Congressional Charter,

¹³ food, household items, specific items for the winter, and, for thousands of people, restoring family links using mainly satellite phones;

provided services to feed and shelter IDPs and to meet their other needs as well. It worked closely with community partners and with representatives of the local, state and federal government to ensure the availability of skills and resources for dealing with a variety of risks. The American Red Cross was also planning to meet additional needs of vulnerable populations, such as disabled persons, children and the elderly.

In the Philippines, most of those benefiting from Movement assistance were IDPs. The Philippine National Red Cross and the International Federation jointly implemented activities for families affected by natural disasters, who were given shelter in evacuation centres where they were provided with food and non-food items and health-related assistance, and where they benefited from hygiene-promotion activities. Shelter assistance was given not only to local people who had stayed on in their places of residence but also to those who had been displaced from their places of origin.

In June 2011, the ICRC and the Red Cross Society of Côte d'Ivoire distributed food, seed and other emergency aid in 35 villages east of Bangolo, in the western part of the country. Nearly 20,000 people displaced by fighting, other violence and looting over the past few months, as well as some 17,000 members of host families, received the aid. A team from the RFL pool, deployed specifically for that purpose, helped many members of displaced families get back in touch with one another.

In Haiti, the Haitian Red Cross together with other National Societies, the International Federation and the ICRC, responded to the needs of the numerous victims of the earthquake (of January 2010) who had been displaced to places near their destroyed homes. Many of them had been sheltered in camps for months. After addressing the most urgent needs, often medical, the Movement's response gradually shifted to assistance that combined activities connected to health, hygiene and sanitation. Unaccompanied children were registered and where possible reunited with their families, people were helped to get back in touch with their families (about four thousand satellite calls were made to this end) and a specific family links website was launched.

The Yemen Red Crescent Society, together with the ICRC, continued to assist thousands of persons who had been displaced by armed violence, in northern and southern Yemen. The Yemeni Red Crescent, although comparatively unfamiliar with the details of the Movement's policy on displacement, did adapt its assistance to needs and tried, with the help of the ICRC, to shift from emergency to rehabilitation assistance whenever possible.

In South Ossetia, the ICRC often made no distinction between vulnerable residents and displaced people while providing general assistance. However, specific efforts were made for re-establishing family links or for obtaining new identity papers for displaced people from the pertinent authorities.

In Colombia, the Colombian Red Cross (CRC) since its foundation has accompanied the victims of displacement through strategic lines of action of: health care, psychosocial support, protection, livelihoods, shelter, food aid, water and sanitation¹⁴.

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

¹⁴ In the first semester 2011, the CRC's actions have benefited 1.107 persons with an investment of 34'470 \$USD in particular in psychosocial support line of action, relief assistance as well as health care and health education.

Its response to the DM_COP consultation confirmed the Senegalese Red Cross Society's awareness of the Movement's policy as well as its usefulness in addressing the humanitarian challenges linked to internal displacement; the response also embodied the second principle of the policy. Branches of the Senegalese Red Cross showed that they were experienced and had awareness of the salient principles of the policy in addressing the humanitarian challenges linked to internal displacement even before the policy was formally adopted in 2009. The main thrust of the representations made by the Senegalese Red Cross to the authorities and the local population was ensuring that they would provide assistance and protection services to displaced persons. The Senegalese Red Cross, together with the Spanish Red Cross, undertook the important task of sensitizing the local population to the plight of displaced people. The Senegalese Red Cross also worked closely with the pertinent Senegalese authorities to develop strategies that can prevent or discourage exile.

In Azerbaijan, the ICRC acted as a neutral intermediary in order to obtain, from Azeri and Armenian authorities, security guarantees along the line of contact to enable displaced persons to carry certain activities, such as repairing civilian infrastructure, harvesting crops and performing traditional ceremonies.

In the Kivu region of the Democratic Republic of the Congo, the ICRC, together with the Congolese Red Cross, assisted thousands of displaced people and host communities while also encouraging the authorities and the parties to the conflict to fulfil their obligations towards non-combatants.

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

In the Philippines, the frequency of natural disasters and limited access to safe land has made the displacement of people a recurrent problem in many areas of the country. Hence, the Philippine National Red Cross, together with the International Federation, stressed the importance of prevention activities whenever possible: for instance, by lobbying for access to safe land, not only for those who have already been displaced but also for communities in disaster-prone areas who might one day be displaced by floods or landslides. The assistance provided by the Philippine Red Cross and the International Federation for IDPs includes disaster-response and rehabilitation services, such as constructing cyclone-resistant shelters, ensuring houses are built on safe sites and teaching communities better building techniques.

In Colombia, in remote rural areas affected by armed violence and unreachable by public services, the Colombian Red Cross, together with the ICRC, invested in sanitation, health and agronomic programmes; and the ICRC reinforced its dialogue with weapon-bearers, with a view to creating a safe environment for the local population.

Principle 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.

The Nepal Red Cross Society, with support from the International Federation provided relocation and livelihood support for a community in the district of Banke that had been displaced by floods in 2009. This is a long-term project that involves carrying out a wide range of activities, such as rebuilding homes or setting up small businesses; the Nepali Red Cross also runs various programmes (first-aid, disaster-prevention/disaster-risk-reduction, etc.).

In Azerbaijan, the ICRC, together with the British Red Cross, runs a programme to achieve self-sufficiency and social reintegration, and upgrades water and sanitation facilities along the line of contact.

As many as 1 million Ivoirians were internally displaced by the violence that followed the presidential election in Côte d'Ivoire in November 2010. Many of the displaced people in Duékoué, Guiglo, Blolékin and Toulepleu (in the western Moyen Cavally region) remained at IDP sites; however, the Red Cross Society of Cote d'Ivoire reported that a number of IDPs had returned spontaneously to their towns and villages.¹⁵ Once there, many of them found that their houses had been burnt down and their possessions stolen. The Ivorian Red Cross estimated that about 75% of the villages on the Duékoué-Toulepleu axis had been seriously affected. People remaining at the IDP sites are willing to go back to their homes, but many of them hesitate to do so because they have nothing to return to. The various components of the Movement made joint efforts to ensure the delivery of relief items necessary for day-to-day survival, to help IDPs get in touch with family members, and to encourage IDPs to return to their places of origin. All these programmes were developed with a view to caring for those who are most vulnerable.

Since April 2010, the Red Cross Post Conflict Recovery Programme in Sri Lanka has been run by the Sri Lanka Red Cross Society, in partnership with the International Federation and other National Societies: it helps IDPs resettle in their places of residence and recover from the effects of armed conflict. It is an owner-driven approach that combines support in the areas of shelter, water and sanitation, livelihood, and health care with direct transfer of cash to empower the beneficiaries.

Principle 5: We seek to empower communities in the design and implementation of programmes.

Components of the Movement found that they were more effective when they were able to analyse the risks and threats that caused displacement and reinforce mechanisms for self-protection in vulnerable communities.

In April 2011, the Gambia Red Cross Society, together with the International Federation, organized the delivery of relief and construction materials, in addition to cash, to some 790 IDP families affected by floods. It gave these families a variety of choices and enabled shelters to be restored more rapidly.

In Somalia, the ICRC and the Somali Red Crescent Society have been assisting and protecting hundreds of thousands persons displaced and residents alike. The ICRC has developed a huge agricultural programme that provides support for existing coping mechanisms, by distributing vegetable seed and helping people restore their irrigation systems.

In Haiti, with hurricane season coming and hundreds of thousand displaced Haitians living in camps, it was vitally important for people to be given practical information to help them prepare their homes and families. The Haitian National Red Cross Society's disaster preparedness team used SMS, radio and sound trucks – that is, beneficiary communications – to get life-saving information out to people.¹⁶ The benefits of the Movement's community outreach in Haiti have been manifold, in terms of providing well targeted life-saving information, promoting dialogue or deepening

¹⁵ See International Federation, Emergency Appeal, Cote d'Ivoire: Post electoral civil unrest, 17 June 2011, Appeal No. MDRCI003/GLIDE No. OT-2010- 000255-CIV.

¹⁶ International Federation, Issue Brief: Beneficiary communications in Haiti 2010, <http://www.ifrc.org/Global/Publications/communications/302600-issue-brief.pdf>

our understanding of the key issues affecting the process of recovering from disasters.

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

In 2006, to expand its capacity, the American Red Cross launched an initiative titled Building Community Response that secured the involvement of community partners and faith-based organizations in its work. The American Red Cross concluded, as a result of its experiences during natural disasters caused by Hurricanes Katrina, Rita and Wilma, that it could not meet the needs of the country by itself. More coordinated efforts were needed. In 2011, the Federal Emergency Management Agency kicked off an initiative titled Whole Community: like the American Red Cross's initiative, it recognized that for a community's response to be successful, all sections of society, including private individuals and the private sector, must contribute something.

In Colombia, the ICRC and the Colombian Red have been instrumental in promoting protection of IDPs over the years as framed and supported by IHL and Human Rights Law. The promulgation of law 387 and the milestone sentence of the Constitutional Court in 2004 have produced series of legal tools developed to guarantee and integral protection with a differential approach to IDPs. These were precedents that promoted the approval and promulgation of the Victims Law, 1448 of 2011.

In Haiti after the earthquake, the issues of concerns were related to the makeshift camps that soon became overcrowded and where the Sphere Project's standards were difficult to meet. The International Federation's advocacy efforts concentrated on coordinating with authorities and others concerned in order to:

- persuade agencies to provide assistance outside the camps to encourage people to go home;
- negotiate with landowners to allow people to stay on in their homes and prevent forced evictions;
- obtain land from the government to build transitional shelters in order to reduce the congestion in some camps, but, given the numbers in question, this had very little impact.

In the Visayas (central Philippines) and in Mindanao (southern Philippines), the Philippine National Red Cross, together with the ICRC, delivered the same wide range of assistance to thousands of IDPs and residents affected by armed conflict. This assistance was coupled with a broad range of protective measures, such as dialogue with the authorities and armed groups on their obligations under international humanitarian law and human rights law.

Principle 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 the Statutes of the Movement.

During 2009 and further to an agreement reached with the authorities, the Pakistan Red Crescent Society, with the support of the ICRC and a number of participating National Societies, managed camps in Khyber Pakhtunkhwa that sheltered tens of thousands of people and provided food, clean water, latrines, bathing and cooking facilities and basic health care, and restored contact between family members who had been separated. When camps were closed by the authorities, as in Lower Dir,

the Pakistan Red Crescent and the ICRC addressed with the authorities when relevant the safe return of the IDPs to their places of origin, mainly in the Bajaur area.

The Pakistan Red Crescent, with the backing of the International Federation, also agreed to take on the task of managing a camp sheltering approximately 5,000 persons displaced from Gilgit-Baltistan, following landslides and floods. The dialogue with the authorities, concerning the extent of the Movement's involvement in managing camps, was maintained.

Following the earthquake and tsunami that struck Japan on 11 March 2011 and caused more than 15,000 deaths and led to the disappearance of 7,000 people, the Japanese Red Cross Society redirected all funds received, other than from the Movement's components, to the people affected through a cash grants programme managed by a committee appointed by the Japanese Government. Activities and priorities were decided at municipal, prefectural and national levels jointly by the government, the Japanese Red Cross, and other organizations undertaking humanitarian activities.

Dialogue with the authorities at all levels remained therefore essential for ensuring the protection of civilians and access to affected communities. Components of the Movement had to strengthen their contacts with government officials at central and local level and with representatives of the various political parties to remind them of their responsibilities and enlist their support for Red Cross and Red Crescent activities.

Principle 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.

The examples mentioned under Principle 7 can be used here too. The Pakistan Red Crescent Society regularly discussed, with the pertinent Pakistani authorities, the extent and the duration of its involvement in managing the camps.

At the end of 2006, and following the intensification of the conflict in Darfur, the ICRC responded to urgent basic needs among the growing number of displaced persons (up to 130,000) in Gereida. The ICRC expanded and adapted its programmes to the needs of those living in camps. In 2009, in response to the Sudanese authorities assuming a more active role and taking on more responsibilities, and the arrival of other humanitarian organizations, the ICRC gradually began to hand over its programmes to the government and to other humanitarian actors in Gereida. The ICRC restricted its involvement to the nutrition centre in the IDP camp in Gereida, which it runs jointly with the Australian Red Cross: the centre aims to prevent malnutrition in children under the age of five and to improve the nutritional intake of pregnant and lactating women.

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

Before the Pakistan Red Crescent Society, together with the ICRC, launched a massive operation in response to the displacement caused by violence in 2010, as mentioned above, all National Societies willing to contribute to or participate in the programme were invited to Geneva in May 2010 to discuss how to pool resources and skills.

Volunteers from the Libyan Red Crescent (LRC) delivered much-needed aid to people displaced by the fighting in Libya. Through its operational partnership with the ICRC, The LRC provided food, water, medicines, hygiene items, and baby food to the most vulnerable displaced people. . This relief operation included an emergency RFL response that was one of the biggest of its kind. Some of the volunteers in Libya, like those in other volatile environments (such as Somalia, Pakistan or Yemen), risked their lives to assist displaced people.

In Duékoué in Côte d'Ivoire, clashes between supporters of different political parties led to a significant increase in the number of IDPs. Fear of violence also led to the mass movement of people into neighbouring countries (including Burkina Faso, Guinea-Conakry, Ghana, Mali, and Liberia). The crisis created serious humanitarian needs in these countries, especially in Liberia. After intense discussions among the components of the Movement that were involved, a joint statement was issued on 16 January 2011; this was followed on 6 May 2011 by a joint note issued by the ICRC, the Red Cross Society of Côte d'Ivoire and the International Federation in order to guarantee the specific nature of the Movement's identity and activities in this environment where there was a need for transparency and coordination, and for regular discussion between components of the Movement regarding policies and rules.¹⁷

In 2011, nine lines of cooperation¹⁸ were established between the Colombian Red Cross and the ICRC including strengthening of security management, protection as well as preparation and strengthening of capacities and competences for assistance and response to human needs and emergencies caused by armed conflict.

Principle 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.

In the United States, community partners and faith-based organizations made commitments to help fill gaps identified by the American Red Cross and to provide shelter that complied with standards defined by it. These partners have been operating facilities on behalf of the American Red Cross after agreeing to abide by its Code of Conduct. The American Red Cross concluded, as a result of its experiences during natural disasters caused by Hurricanes Katrina, Rita and Wilma, that it could not meet the needs of the country by itself. More coordinated efforts were needed. In 2011, the Federal Emergency Management Agency kicked off an initiative titled Whole Community: like the American Red Cross's initiative, it recognized that for a community's response to be successful, all sections of society, including private individuals and the private sector, must contribute something.

The ICRC and the International Federation have been engaged in a dialogue with UN agencies, in particular the UNHCR and the World Food Programme. The subject of these discussions is the nature of cooperation agreements between these agencies and National Societies, as defined by the annex to Resolution 10 of the 2003 Council of Delegates titled Minimum Elements to be Included in Operational Agreements between Movement Components and their Operational Partners. There already exists one model agreement with UNHCR. The concern is to consider National Societies as an equal partner, that it be enabled to work and be seen as working in

¹⁷ JOINT NOTE No. 2 of 6 May 2011 sent to all National Societies.

¹⁸ See Coordination Frame Agreement between the CRC and ICRC with the goal of promoting a better effectiveness of the Movement's actions, strengthening, in times of peace, the capacity of the National Society to act and deliver the appropriate services in times of armed conflict.

keeping with the principles of the Movement (neutrality, independence) as well as respect for the the Movement's emblems. The aim is to ensure that the National Societies in question, which undertake important activities that benefit displaced persons in peacetime as well as during armed conflict, are able to work in accordance with the Fundamental Principles of the Movement when they cooperate with the UN.¹⁹

The ICRC and the Federation also actively participated in meetings of the Inter-Agency Standing Committee, at which several key reference documents²⁰ were adopted that would provide support and guidance for National Societies in protecting displaced persons.

The Movement has already adopted a number of policies and a framework to clarify its relations with external operational partners.²¹

5. Challenges

Three main challenges were identified through discussions at field level. The first two are addressing the difficulty for National Societies to refer to relevant legal international and national frameworks and for all components of the Movement to prevent forced displacement of population. The third is related to the management of IDP camps.

Principles 1 to 4 refer implicitly to the legal framework (as described in the annex 2 of the Movement policy), be they domestic or international, binding or not, while principle 6 refers to the dialogue with the authorities and to the necessity, sometimes, of reminding authorities of their obligations under the applicable normative framework. During the electronic discussion on the Disaster Management Community of Practice, as well as during bilateral dialogue with National Societies, there was a strong feeling that in many instances, ignorance of the pertinent laws, lack of implementation or even violations of the law, was often among the main causes of displacement. The various components of the Movement face several challenges in preventing displacement in accordance with their mandate:

- Implementation of the rules governing the protection of civilians by parties to the conflict
- Absence of domestic laws and policies adapted to displacement issues
- Perception of security issues and risk management by the communities in question
- The delivery of humanitarian assistance in safely accessible areas acts as a pull factors” for communities not yet displaced.
- Impact of long-term discriminatory measures regarding housing, job opportunities or land tenure
- Identification with communities of the causes of displacement and ability of the components of the Movement to foresee displacement (contingency planning)
- Strong anchorage for branches of National Societies in vulnerable communities

¹⁹ United Nations, General Assembly, 65th session, Third Committee, Item 61 of the agenda, statement of the ICRC, New York, 4 November 2010.

²⁰ For example, IASC Operational Guidelines on the Protection of Persons in Situations of Natural Disasters [sic].

²¹ See, for instance, Minimum Elements to be Included in Operational Agreements between Movement Components and their Operational Partners, annex to Resolution 10 of the 2003 Council of Delegates, or Guidance Document on Relations between the Components of the Movement and Military Bodies and annex to Resolution 7 of the 2005 Council of Delegates.

Components of the Movement could certainly benefit from examining domestic and other applicable legal frameworks more closely and analysing how they may be best used to strengthen protection for displaced people. It is also important to raise awareness and deepen understanding of the Guiding Principles on Internal Displacement, which can serve as an international framework for guiding the provision of support to national authorities, as emphasized in the preamble to the Movement's policy on internal displacement.

In the commentary²² on the principles of the policy and guidance to principle 1, the Movement acknowledges that international humanitarian law permits internment or assigned residence of civilians only if justified by imperative security reasons. However, sometimes camps are necessary, particularly when they might be the only means of providing aid to displaced persons.

Camps make it much easier to provide basic services, including education. However, when camps are overcrowded for long periods of time, they pose many managerial challenges. During the acute phase of displacement, the components of the Movement should have consolidated expertise in camp management. However, displacement on a massive scale can tax anyone's abilities, certainly those of representatives of the Movement in charge at the field level, who may not have the expertise or the means to respond to a massive crisis. In various contexts, different components of the Movement have combined expertise to accommodate large numbers of displaced persons in camps (Haiti, Sudan, Pakistan and Tunisia). Building up on these contexts, would help developing a common approach on the issue of camp management in the future.

All the components of the Movement active in such contexts are facing a number of challenges with regard to:

- the division of roles and responsibilities between the authorities and their partners;
- the setting up of camps;
- the management structure of camps;
- the involvement of partners during the various stages of a camp's existence (training/capacity building needs);
- the activities undertaken during a camp's existence;
- the standards shared by all partners and those the authorities are prepared to accept;
- exit strategies and the closure of camps.

In certain countries, such as Haiti, Pakistan and Yemen, the components of the Movement have been developing operational partnership to consolidate expertise in camp management. These activities are based on the Sphere Project's standards²³ and similar documents.

6. Conclusion

Research confirmed that certain components of the Movement, especially those deeply involved in activities related to IDPs, were not sufficiently familiar with the principles of the policy on internal displacement and should therefore improve their knowledge of the policy guidelines.

²² See annex 1 – Commentary on the Policy principles and guidance - Movement policy on internal displacement.

²³ The Sphere Project, Humanitarian Charter and Minimum Standards in Disaster Response, 2011 edition. Go to www.sphereproject.org

At the same time, when these principles were explained to them in meetings, all those concerned acknowledged their pertinence, for developing operational strategies as well as for the purposes of advocacy. All these components of the Movement must make substantial efforts to acquaint themselves with the policy and when useful attach it to operational agreements or refer to it in the operational dialogue at all levels.

Growing demographic pressure, the limited availability of land and the issue of land tenure, together with the recent increase in the frequency and intensity of natural disasters, are likely to increase social tensions and instances of displacement in the future. Often, cases of temporary displacement turn into the wider migration of rural population or become protracted situations that create obstacles to finding durable solutions to displacement that are difficult to overcome (an issue that Principle 4 seeks to address).

The components of the Movement can be very effective during emergency phases, but, although recovery programmes are an essential part of immediate assessment (FACT) mission and resilience and rehabilitation are integrated into programming, they are often less equipped to develop long-term recovery and rehabilitation programmes.. It is probably in these areas that the needs of displaced people are the most complex to address in particular when the aim is to restore self-sufficiency, dignity and rights. The *IASC Framework on Durable Solutions for Internally Displaced Persons*, published in April 2010, could provide further guidance. Not only armed conflicts and violence, and natural or man-made disasters, but also development or relocation schemes can force people to leave their homes, leading to accelerated and collective, even massive, movements of populations. These displaced people might seek assistance and protection within their own country or take refuge across international borders. The displacement of populations and the migration of individuals and groups are distinct but often related phenomena.²⁴ Components of the Movement will continue to ensure that they coordinate their implementation of the Movement's policies on internal displacement and migration.

²⁴ See "(9) Respond to the Displacement of Populations" on page 4 of the International Federation's Policy on Migration, November 2010.