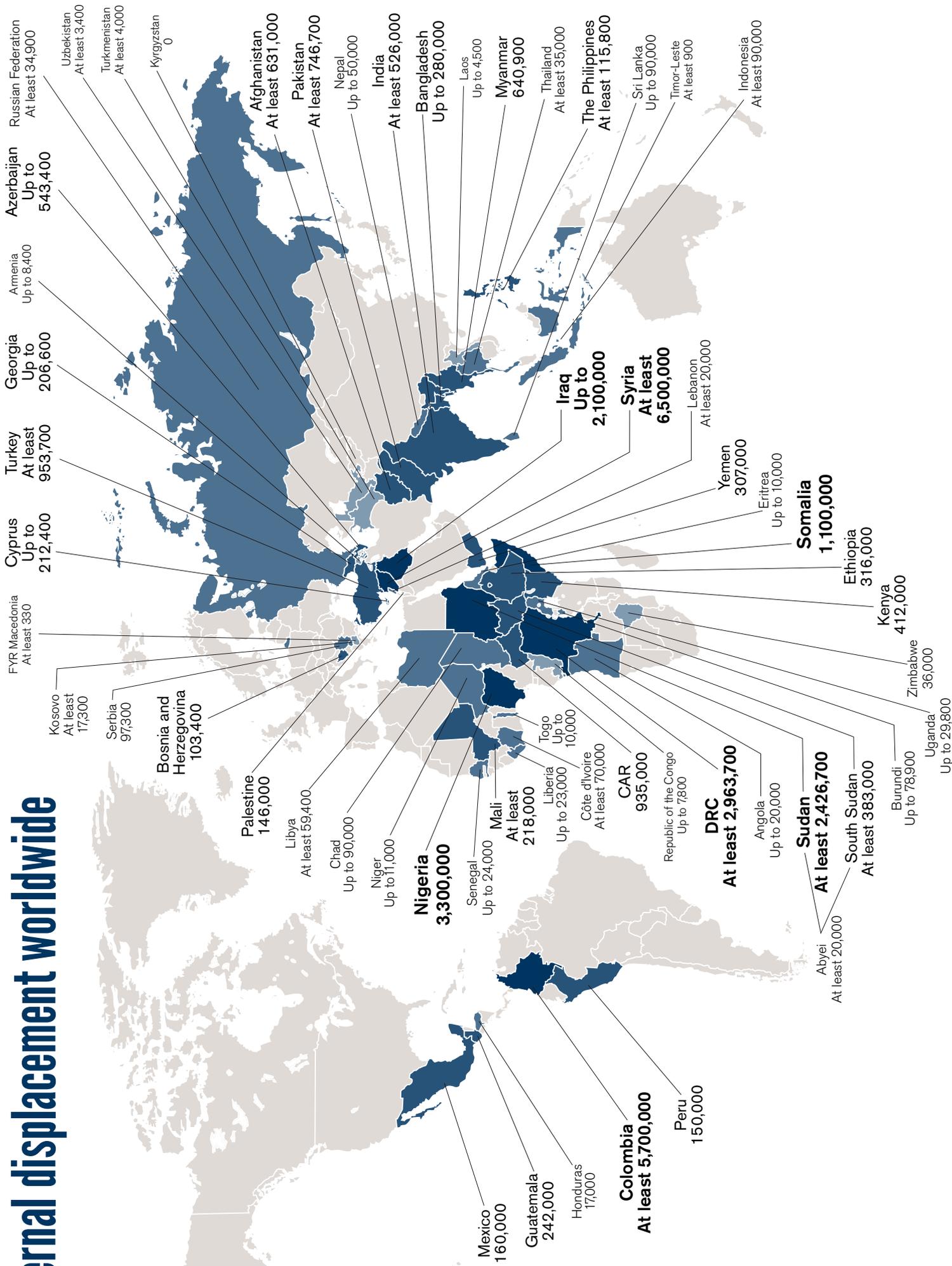




# Global Overview 2014

People internally displaced by conflict and violence

# Internal displacement worldwide



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People internally displaced by conflict and violence

May 2014

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**Cover photo:** Yousef Abo in the rubble of his home in the district of Tariq Al Bab in Aleppo. On the night of 22 February 2013 the Syrian regime launched a Scud missile which killed 120 people, including Yousef's wife, two sons and two daughters. (*Photo: © Pablo Tosco, February 2013*)

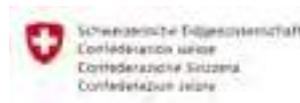
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## With thanks

IDMC would like to thank the donors who supported its work in 2013, and thereby made it possible to produce this report.

USA's USAID, The Norwegian Ministry of Foreign Affairs (MFA), Australia's AusAID, EuropeAid, the UK's DFID, Sweden's Sida, the Swiss FDFA, the Office of the UN High Commissioner for Refugees (UNHCR), the Netherlands' MFA, the Liechtenstein MFA, the World Bank and other supporters.



# About this report

The Norwegian Refugee Council's Internal Displacement Monitoring Centre (IDMC) has monitored internal displacement since 1998. Our annual *Global Overview* covers people internally displaced by international and internal armed conflict, generalised violence - communal, ethnic, political and criminal violence - and human rights violations. This current report is based on data and analysis gathered between January and December 2013.

Our research and analysis also show that the causes and impacts of displacement are multiple and often overlapping, including those related to disasters induced by natural hazards, which we report on separately.

The first section of this document outlines the scale and main trends, causes and impacts of displacement in 2013. It goes on to explore key issues, challenges and changes in policy and practice needed to address the phenomenon and to promote the rights of internally displaced people (IDPs) at the national, regional and global level.

Five regional summaries are each followed by figures and descriptions of internal displacement in the countries we monitor in that region. The report provides information on 58 countries and territories overall, with dedicated country pages for 43. The country pages include estimates for cumulative displacement as of the end of 2013, which are also expressed as a proportion of each country's population. If the number of IDPs has fallen significantly, the peak year and number are also given.

Figures for new displacements and returns in 2013 are noted where available, but actual numbers may well be considerably higher. It is also important to note that IDPs reported as having returned to their places of origin may not necessarily have achieved durable solutions to their displacement. Those who chose to integrate locally in their places of refuge or to settle elsewhere in the country are seldom monitored, meaning little information is given on their number or fate.

## A note on methodology

To produce this report, IDMC compiled and analysed the best data available from national governments, the UN and other international agencies, national and international NGOs, human rights organisations, media reports and IDPs themselves. Field missions were also conducted in a number of countries during 2013.

We strive continuously with our partners to improve our methodology and the quality of our evidence and analysis. Such improvements, and the availability of better source data may have contributed to changes in figures for 2013 compared with previous years, alongside actual increases or decreases in the scale of displacement.

For countries where reasonably indicative data is not available, we have previously reported the number of IDPs as "undetermined". This year, however, we have provided best estimates, while drawing attention to the sometimes considerable limitations of the information on which they are based.

Several countries mentioned in the regional annexes do not have pages of their own, because little or no new information has been made available since the end of 2012. We have also removed a small number of countries from the report. This does not reflect a conclusion that internal displacement no longer exists in those places, but rather the paucity of the data available for analysis. Algeria and Israel were cases in point in 2013. More information on these countries and detailed figures analysis can be found on our website: [www.internal-displacement.org](http://www.internal-displacement.org).

The availability and quality of information depends, above all, on national authorities' capacity and will to collect and disseminate it as part of their response to displacement. We have made every effort to be accurate and up-to-date throughout this report. The number and reliability of sources, however, varies widely from country to country. Data may be based on reports of new displacements, or in some cases on subsequent assessments to determine how many IDPs need support. If reliable or credible information was not available about the scale of new or cumulative displacement, we have stated as much.

Our estimates are rounded up or down to the nearest 100. We state "up to" when we have reason to believe that the reported figures may overestimate the actual scale of displacement. This is often because only old source data is available and we have evidence that displacement has abated since. If we believe the reported figures to be an underestimate, we state "at least". This may be because the source data does not cover all areas affected by displacement. Countries in which the number of IDPs fell to zero during the year are included in the report and the change explained. Those that had no IDPs for a second consecutive year in 2013 are not included, as is the case for Croatia.

We use UN Population Fund (UNFPA) figures to normalise our displacement estimates. We do this because other population figures are unreliable for some of the countries we monitor and using them would not yield comparable percentages. UNFPA's statistics can be found at [www.unfpa.org/swp](http://www.unfpa.org/swp).

Each country's displacement figure is also compared with its ranking on UNDP's Human Development Index. UNDP's rankings are based on life expectancy, literacy and other education indices, and gross domestic product per capita. Countries that score up to 85 are considered highly developed, and those between 128 and 187 the least developed. A small number of countries are not ranked.

For the purposes of this report, we include Turkey, the Balkans, the Caucasus and the Russian Federation in the Europe and central Asia region, and Afghanistan in south and south-east Asia. Any boundaries, names or other designations shown on maps or elsewhere do not imply our official endorsement or acceptance of them.

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# Acronyms

AU	African Union
CAP	Consolidated Appeals Process
CoE	Council of Europe
EU	European Union
IASC	Inter-Agency Standing Committee
ICC	International Criminal Court
ICRC	International Committee of the Red Cross
IDMC	Internal Displacement Monitoring Centre
IDPs	Internally Displaced People
IOM	International Organisation for Migration
NATO	North Atlantic Treaty Organisation
NGO	Non-Governmental Organisation
NRC	Norwegian Refugee Council
NSAGs	Non-State Armed Groups
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OHCHR	United Nations Office of the High Commissioner for Human Rights
UN	United Nations
UNDP	United Nations Development Programme
UN-HABITAT	United Nations Human Settlements Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency

# Glossary of key terms and concepts

**Armed conflict:** An armed confrontation between the armed forces of states (international armed conflict) or between governmental authorities and organised armed groups or between such groups within a state (non-international armed conflict). Other situations of violence, such as internal disturbances and tensions are not considered armed conflicts. (Source: ICRC, *Exploring Humanitarian Law: Glossary*, 2009)

**Generalised violence:** Threat to life, physical integrity or freedom resulting from generalised violence including: (i) civilian casualties as a result of indiscriminate acts of violence, including bombings, suicide attacks and Improvised Explosive Device explosions (ii) conflict-related security incidents. Such considerations are not, however, limited to the direct impact of the violence. They also encompass the longer-term, more indirect consequences of conflict-related violence that, either alone or on a cumulative basis, give rise to threats to life, physical integrity or freedom. (Source: UNHCR)

**Human Rights Violations:** Irrespective of the “type” of human rights – whether civil, political, social, economic or cultural – failure from the state to meet its duty to respect (to refrain from interfering with the enjoyment of rights), to protect (to prevent rights abuses by third parties) and to fulfil (obligation to facilitate access to rights) human rights.

While non-state actors (NSAs) are, under certain conditions, legally bound by international humanitarian law there is no unanimous agreement as to whether they can be considered bound by human rights obligations. The classical view is that only states are the subjects of international human rights law and therefore, as duty holders, can be said to “violate human rights”. NSAs can however be held accountable for human rights “abuses”, which the state has a duty to investigate, prosecute and punish as a means of redress and of prevention. In both armed conflict and times of peace, individuals also can be held criminally responsible for crimes under national and international law. (Source: IDMC)

**Durable solutions:** A durable solution is achieved when IDPs no longer have specific assistance and protection needs that are linked to their displacement and such persons can enjoy their human rights without discrimination resulting from their displacement.

A durable solution can be achieved through:

1. Sustainable reintegration at the place of origin (hereinafter referred to as ‘return’)
2. Sustainable local integration in areas where internally displaced persons take refuge (local integration)
3. Sustainable integration in another part of the country (settlement elsewhere in the country)

(Source: IASC, *Framework for Durable Solutions*, 2010)

**Internally displaced people (IDPs):** Internally displaced people are “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 generalised violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognised state border.” (Source: United Nations, *Guiding Principles on Internal Displacement*, Introduction, para. 2, 1998)

**Natural hazard:** Natural process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage. (Source: UNISDR, 2009)

**Non-State Armed Groups (NSAGs):** Organised armed entities involved in internal armed conflicts that are primarily motivated by political goals and operate outside state control. (Source: Geneva Call)

**Protection:** Protection broadly encompasses activities aimed at obtaining full respect for the rights of all individuals in accordance with international law – international humanitarian, human rights, and refugee law – regardless of their age, gender, social, ethnic, national, religious, or other background. (Source: IASC)

**Profiling (IDPs):** A collaborative process whereby data on individuals or groups who have been internally displaced is collected, with the purpose of informing advocacy on their behalf, improving protection and assistance interventions and, ultimately, finding a durable solution to displacement. (Source: Joint IDP Profiling Service)

**Protracted displacement:** Protracted displacement is a situation in which the process for finding durable solutions for internally displaced people is stalled, and/or IDPs are marginalised as a consequence of a lack of protection of their human rights (Source: UNHCR and The Brooking-Bern Project on internal displacement, *Expert Seminar on Protracted IDP Situations*, 2007).

**Returnees:** IDPs who have returned to their homes or places of habitual residence.

**Vulnerability:** The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard. (Source: UNISDR, 2009)



Displaced Malians take a bus ride back to Timbuktu, after having sought refuge in the country's capital, Bamako. Mohammed, left, said: "I'm nervous about going back. Some of my friends are still there, but I know most of them are gone. School hasn't started yet. I don't know what I'll do." (Photo: UNHCR/T. Martinez, February 2013)

## Internal displacement worldwide in 2013

### 33.3 million people displaced by conflict and violence at the end of 2013

IDMC estimates that there were 33.3 million internally displaced people in the world as of the end of 2013. They were forced to flee their homes by armed conflict, generalised violence and human rights violations. This figure represents a 16 per cent increase compared with 2012, when we reported 28.8 million IDPs, and is a record high for the second year running.

In 2013, we marked our 15<sup>th</sup> year of monitoring internal displacement across the globe. In 1998, there were 19.3 million IDPs

worldwide, and over the past decade there has been a longer-term upward trend from around 25 million in 2001.

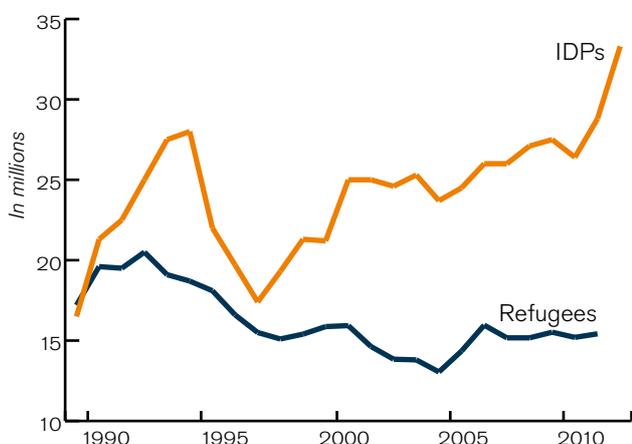
As of the end of 2013, sub-Saharan Africa had the largest number of IDPs with 12.5 million, followed by the Middle East and north Africa with 9.1 million. Sixty-three per cent of all IDPs globally come from just five countries affected by conflict: Syria, Colombia, Nigeria, the Democratic Republic of the Congo (DRC) and Sudan.

**63% of all IDPs globally come from just five countries affected by conflict**

#### Largest new displacements

Around 8.2 million people were newly displaced in 2013, an increase of 1.6 million or 24 per cent compared with 2012. Much of the rise was accounted for by the ongoing crises in Syria and

## Proportion of IDPs and refugees fleeing conflict and violence from 1989 to 2013



the Central African Republic (CAR), both of which the UN has declared level-three, the most serious. Protracted conflict in DRC, Nigeria and Sudan also contributed significantly to the total, with 78 per cent of new IDPs globally coming from these five countries.

In regional terms, sub-Saharan Africa and the Middle East and north Africa had the highest numbers of people forced to flee their homes during the year. Just over 3.7 million people were newly displaced in sub-Saharan Africa, a 55 per cent increase on 2012.

Central Africa was the sub-region worst affected, with the largest population movements taking place in CAR, DRC, South Sudan and Sudan. The crisis in CAR escalated in March 2013 following a coup by the Séléka armed coalition and reached a peak in December. Indiscriminate attacks based on people's religious affiliation displaced around 935,000 people during the year, a seven-fold increase on 2012.

**In regional terms, sub-Saharan Africa and the Middle East and north Africa had the highest numbers of people forced to flee their homes during the year**

As many as a million people fled inter-communal violence, land disputes and violence by state and non-state armed groups in DRC. An increase in attacks by Boko Haram and continued inter-communal violence triggered the displacement of 470,500 people in Nigeria, and in Sudan 470,000 were displaced in the Darfur region and the states of South Kordofan, North Kordofan and Blue Nile.

In the Middle East and north Africa, just over 3.5 million people were newly displaced, a 39 per cent increase compared with 2012. The vast majority were in Syria, which accounted for 43 per cent of new displacements worldwide. An unprecedented average of 9,500 people a day fled their homes as the country entered its third year of conflict. Civilians bore the brunt of the escalating hostilities, and faced indiscriminate attacks by all

parties to the conflict that included government airstrikes on displacement camps in the north.

Sectarian violence is a significant cause of displacement throughout the region. In Iraq, the phenomenon reached levels unseen since 2008, displacing more than 11,750 people during the year. New displacements were also reported in Palestine and Yemen.

The number of new displacements in south and south-east Asia fell by almost half, from 1.4 million in 2012 to 714,000 in 2013. Significantly fewer people fled their homes in India and large-scale returns took place in north-west Pakistan, where the number of newly registered IDPs fell by two-thirds. Armed conflict and generalised violence displaced people in the Philippines, Pakistan and Afghanistan, which together accounted for more than 80 per cent of new displacement in the region.

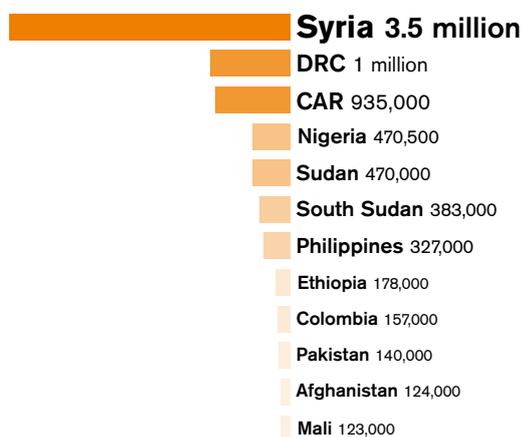
**The vast majority were in Syria, which accounted for 43% of new displacements worldwide**

In the Americas, the number of people newly displaced fell by around 23 per cent, from 230,000 in 2012 to 176,900 in 2013. Most new displacement took place in Colombia. The government has been in peace talks with the Revolutionary Armed Forces of Colombia (known by its Spanish acronym FARC) since 2012, but in the absence of a ceasefire civilians in rural areas continue to suffer the ravages of the conflict. In Mexico, the activities of criminal groups and large-scale military operations against them also forced people from their homes. Throughout the year, both countries experienced large displacements of more than 10 families or 50 individuals.

No new displacement was reported in Europe, the Caucasus or central Asia in 2013.

## 8.2 million newly displaced in 2013

### The 12 countries with the highest new displacement



## The 2013 global figure: a breakdown

With more than 12.5 million IDPs in 21 countries as of the end of 2013, sub-Saharan Africa was again the region worst affected by internal displacement caused by conflict and violence. Also in keeping with previous years, DRC's displaced population remained at nearly three million. Nigeria published official figures for the first time and put the number of IDPs in the country at 3.3 million.

There were more than 9.1 million IDPs in the Middle East and north Africa, with displacement reported in six countries. Since the beginning of the Syrian crisis in 2011, the number of IDPs in the region has reached almost five times the figure of a decade ago.

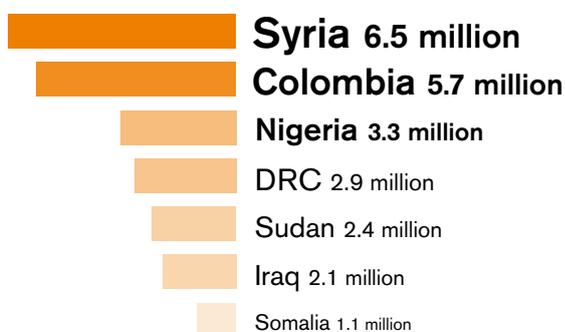
### Sub-Saharan Africa was again the region the worst affected by internal displacement

In the Americas, there were at least 6.3 million IDPs in four countries. The vast majority were in Colombia, where figures have increased consistently over a ten-year period. The country's protracted conflict is the main cause of displacement, but spreading criminal violence has also forced tens of thousands of people to flee their homes across the region.

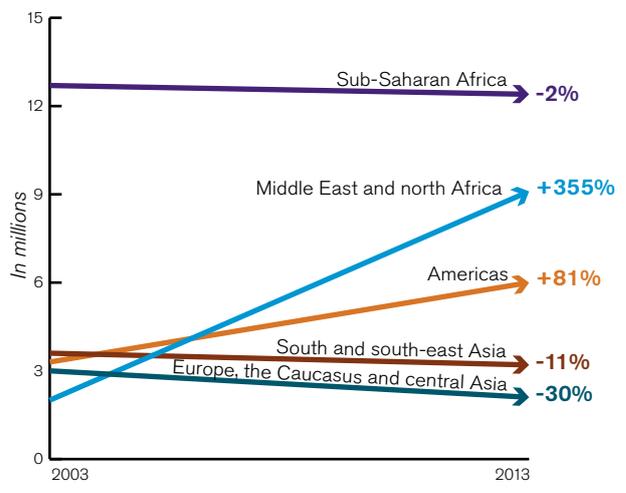
The number of IDPs in south and south-east Asia fell for the third year running, leaving at least 3.2 million people living in displacement as of the end of 2013. The region's IDPs were concentrated in seven countries – Pakistan, India, Afghanistan, Myanmar, Indonesia, Sri Lanka and the Philippines.

There were still at least 2.2 million IDPs in Europe, the Caucasus and central Asia. The figure was the lowest of the five regions IDMC covers for the seventh consecutive year, but with many people having fled their homes more than 20 years ago, the protracted nature of displacement there remains a major challenge.

## Countries with the largest displacement related to conflict and violence



## Changes in IDP figures over the last decade



### The challenge of collecting data on IDPs

The significant increase in the number of IDPs worldwide in 2013 is the result of two interrelated factors: new large-scale population movements and the difficulties IDPs tend to face in achieving durable solutions to their displacement.

Since the beginning of the Syrian crisis in 2011, the number of IDPs in the region has reached almost five times the figure of a decade ago

Better availability of information and improved data collection in some countries also contributed to the higher overall figure, but many challenges remain in this area. These include the dispersed nature of their locations and difficulties in accessing those affected. A lack of precise and disaggregated data is a persistent problem in a number of countries, particularly those where displacement is a sensitive or contentious issue. Figures often reflect only the people a government has registered as IDPs, or those living in camps. They rarely account for returns, repeated displacement, unregistered IDPs or those who have left camps but have not achieved a durable solution.

A lack of precise and disaggregated data is a persistent problem in a number of countries

Variations from country to country in how an IDP is defined are also an issue. In Azerbaijan, Cyprus, Georgia and Palestine, children born in displacement are counted as IDPs, and returnees living in insecure environments, who often risk secondary displacement may also be. As this is not the case in other countries, such differences paint an unbalanced picture.

The best available data often comes from outdated sources, with little or no reliable information to indicate the extent to which people may have achieved durable solutions. This is the case in many of the countries we monitor like Bangladesh, Burundi, India, Indonesia, Guatemala, Senegal and Thailand, to name but a few.

NGOs and civil society organisations that assist IDPs tend to lack the capacity to report on every displacement situation in a country. In the absence of a central government agency mandated to gather comprehensive data on internal displacement nationwide, reporting is likely to be incomplete.

### **The best available data often comes from outdated sources, with little or no reliable information to indicate the extent to which people may have achieved durable solutions**

Establishing the cause or causes of displacement is generally difficult. IDPs are often asked for this information when they arrive at camps, but many are not able to articulate the complex interaction of factors that led them to flee their homes. In the case of pastoralists in Somalia, for example, displacement may be the result of a combination of drought, inter-clan conflicts and insecurity that in turn makes their livelihoods unsustainable. In Nigeria, Boko Haram's attacks on civilians have caused significant displacement in the north of the country, but the government's counterinsurgency tactics have also forced people to flee.

Such multi-causality is hard to assess properly, let alone understand. Yet it can take various forms. This report reveals that many forms of generalised violence caused displacement in 2013, including ethnic violence in 26 countries, communal violence in 23, political violence in 15 and criminal violence in 10. In others, crime syndicates, private companies, security forces and even other civilians, such as Israeli settlers in Palestine, have also caused displacement.

Monitoring progress over time is difficult because of the questions of how and when displacement ends and what constitutes a durable solution are also an issue. As in previous years, the lack of data in many countries was a major impediment to doing so in 2013. Of the options available to IDPs, information on those who return to their places of origin tends to be more readily available, but is still limited. Data on those who may have integrated locally or settled elsewhere in the country is distinctly lacking. Out of all the countries we monitor, information on local integration was only available for West Timor in Indonesia, Nigeria and Georgia.

### **This report reveals that many forms of generalised violence caused displacement in 2013, including ethnic, communal, political and criminal violence**

Some governments have promoted and supported efforts to collect better data in line with UN general assembly resolution 68/180, and reflecting some of the provisions of the Brookings-Bern framework for national responsibility, which emphasises

states' primary responsibility in this area. Nigeria serves as a good example. In a country where institutional shortcomings and the political sensitivity of the issue had made it difficult to establish the scale of displacement, the National Commission for Refugees produced figures for the first time in 2013 that far exceeded previous estimates.

## **The combined impact of conflict and natural hazards**

Civilians worldwide continue to suffer the consequences of the failure of warring parties to protect them. This is particularly the case in the context of internal armed conflict, which caused displacement in 70 per cent of the countries we monitored in 2013.

The situation of those displaced by conflict and violence is complicated further when natural hazards and the disasters they can cause enter the equation. Many countries affected by conflict are also prone to recurring natural hazards such as floods, storms and drought. The onset of a natural hazard often forces IDPs to flee again, either from places where they had taken refuge from conflict, or from places to which they had returned or relocated.

### **The onset of a natural hazard often forces IDPs to flee again, either from places where they had taken refuge from conflict, or from places to which they had returned or relocated**

This is particularly true in countries where the vulnerabilities IDPs already face after having fled conflict increase the risk of further displacement when a natural hazard strikes. In the Philippines, those living in poorly equipped camps and makeshift shelters in central Mindanao, for example, were more exposed to flooding than their counterparts in the general population. At the height of the displacement crisis in Zamboanga in September, when fighting between government forces and an armed separatist group forced around 120,000 people to flee their homes, five consecutive days of rain caused floods in many of the city's camps, including a stadium where 44,000 people had taken refuge. The rains destroyed shelters and made sanitation and hygiene conditions worse, forcing many IDPs to relocate. In Colombia too, flooding and landslides hit IDPs living in poor quality housing in urban settings who were already without access to basic services.

Natural hazards and environmental degradation, including events and processes linked to climate change, can also create tensions over scarce resources that have the potential to trigger violence and displacement. In large parts of northern Nigeria, deforestation, desertification and recurrent floods reduced sustainable access to land and other natural resources. Many people have been forced to flee south towards the country's volatile Middle Belt region in search of pasture, arable land and a place to settle, putting them in direct competition with local communities over scarce resources and leading to increased insecurity and episodes of violence.

In such situations, the emphasis must be on prevention and on bolstering communities' resilience so they are better able to



Heavy rains on 5 October 2013 flooded most of the areas in Zamboanga city including an evacuation center at *barangay* (village) Taluksangay. Displaced residents were moved temporarily to upper ground as the area became muddy and some tents were destroyed. (Photo: OCHA, October 2013)

cope with the onset of natural hazards. This can be achieved by implementing strategies that factor in the limitations conflict and displacement place on IDPs' ability to recover from such events; improving disaster risk reduction and early warning mechanisms that take displacement caused by conflict as a determinant of risk; and developing local authorities' capacity to protect, manage and find solutions for IDPs who are affected by natural hazards.

Governments and their humanitarian and development partners need to do more to incorporate and address the risks associated with natural hazards as part of a coherent and comprehensive response to displacement. Many countries are still ill-equipped in this respect, but Colombia provides an encouraging example. The establishment in 2012 of a national system for disaster risk management has strengthened municipalities' prevention planning and has increased coordination between government entities. This in turn has improved the overall response to emergencies caused by both conflict and natural hazards.

**Governments and their humanitarian and development partners need to do more to incorporate and address the risks associated with natural hazards as part of a coherent and comprehensive response to displacement**

### Displacement outside camps

Across 22 of the countries IDMC monitored in 2013, more than 60 per cent of IDPs were living outside camps, and in some countries the proportion was much higher. In 13 countries, IDPs living outside of camps made up 95 to 100 per cent of the displaced population.

IDPs living outside camps may have the opportunity to integrate and overcome their displacement, and it is perhaps this perception that drives people in that direction. The downside, however, is that non-camp settings, whether urban or rural, can be hostile environments where IDPs encounter threats to their safety and wellbeing.

**Across 22 of the countries IDMC monitored in 2013, more than 60% of IDPs were living outside camps, and in some countries the proportion was much higher**

Tenure security is a significant challenge for many IDPs outside camps. In rural areas, their unauthorised occupation and use of arable land can lead to tensions and even forced evictions. This is particularly true if host communities receive no compensation, if displacement becomes protracted and if resources become scarce. IDPs in urban settings tend to be unable to afford the cost of adequate housing, forcing them to occupy private and public property without permission. As has been the case for many urban IDPs, this in turn exposes them to forced evictions and renewed displacement. Iraqi IDPs living in and around informal settlements in Baghdad are under con-

stant threat of eviction, and given that their dwellings are illegal, they are also unable to access social services. Urban IDPs in other countries like Afghanistan, Somalia and Colombia, face similar difficulties.

IDPs outside camps also generally face substandard housing and living conditions. A 2013 assessment conducted in the province of Saada in northern Yemen revealed that most IDPs were living in rented and overcrowded housing, in unhealthy conditions or in old buildings that were on the verge of collapse. The plight of IDPs outside camps also tends to deteriorate over time. Their resources dwindle, their hosts become unable to support them and they no longer have the means to pay rent.

IDPs often seek shelter in towns and cities in the hope they will find better livelihood opportunities there. If they are unable to adapt to the urban environment, however, they will quickly become marginalised and invisible among the urban poor and may be forced to resort to negative coping mechanisms to get by. The most vulnerable are likely to end up in informal settlements or slums that may be prone to natural hazards. Urban IDPs in Mali have been exposed to abuses, and single women and female heads of household are particularly vulnerable. Some report that their landlords have sexually abused them, and others have resorted to prostitution in an effort to keep their accommodation.

## Protracted displacement

An unfolding displacement crisis creates immediate needs that are complex and often enormous in themselves. After a crisis passes, however, less visible challenges remain that are perhaps harder still to overcome. They attract less attention and funding, and call both for different types of interventions over long periods of time and sustained leadership and commitment from a broad range of organisations and institutions. In their absence, IDPs are often unable to resolve their displacement and have no prospect of rebuilding their lives or achieving a durable solution.

Displacement in Kyrgyzstan, Libya, Mali, South Sudan and Syria has only become an issue since 2010, but it has been ongoing for many years in all of the other countries that IDMC monitors. IDPs have been living in protracted displacement since the 1970s in Bangladesh and Cyprus, and since the 1960s in Myanmar, Palestine, and Colombia.

The fact that overcoming displacement requires sustained responses over time may help to explain why some governments preferred to encourage return in 2013, whether conditions for IDPs to make the move sustainable were in place or not. Assisted return programmes have all too often been implemented prematurely and to the ultimate detriment of those affected. In Mali, the government introduced incentives for IDPs to return



An internally-displaced woman shows her kitchen in a collective centre in Zugdidi, Georgia (Photo: Javier Gonzalez García, October 2013).

to the north of the country despite continued insecurity in the region, while it provided only limited support for other settlement options in safer areas. The Pakistani government continued to prioritise the return of registered IDPs to the Federally Administered Tribal Areas (FATA), where it deemed military operations to be over. More than 1.4 million Pakistanis have returned since 2009, but they continue to struggle to recover their livelihoods, often finding that their homes have been damaged or destroyed and that they have only limited access to basic services such as health care and education.

**An unfolding displacement crisis creates immediate needs that are complex and often enormous in themselves. After a crisis passes, however, less visible challenges remain that are perhaps harder still to overcome**

Other governments have declared an end to internal displacement after returning IDPs to their places of origin against their wishes. Since the end of Sri Lanka's internal armed conflict in 2009, the government has reportedly moved several thousand IDPs to permanent relocation sites, often without their voluntary or fully informed choice in the matter.

Whatever their settlement choice may be, the assessment of IDPs' progress towards achieving a durable solution requires gauging whether they have become more or less vulnerable over time. This in turn calls for a significant long-term investment in data gathering across a range of indicators, with comparable and replicable methodologies and in various locations.

## **The response to displacement 15 years on**

The response to internal displacement has evolved profoundly in the 15 years since IDMC began monitoring the phenomenon and since the Guiding Principles on Internal Displacement were adopted. While the issue was only just beginning to be recognised 15 years ago, today there are many normative frameworks, donor structures and national institutions all aimed at addressing IDPs' needs.

**The fact that overcoming displacement requires sustained responses over time may help to explain why some governments preferred to encourage return in 2013, whether conditions for IDPs to make the move sustainable were in place or not**

We also have a more nuanced understanding of the causes and effects of displacement. We have better knowledge of its multiple causes and how they interact, from the different parties to conflict and violence to the added burden natural hazards or development projects can place on IDPs. There is a greater appreciation of the diverse and fluid circumstances in which the growing numbers of IDPs outside camps live, and after years of following the issue we can assess how displacement has affected people's lives over time. This awareness, taken along-

side the year-on-year increases in the numbers of IDPs around the world, leads to the conclusion that fundamental changes in efforts to prevent and respond to internal displacement are needed now more than ever before.

The fact that displacement often has multiple and overlapping causes calls for wide-ranging responses that promote peacebuilding, governance, stability and reconciliation. Such comprehensive interventions require the coordinated engagement of a wide variety of organisations and institutions. The challenge ahead lies in overcoming the perception of internal displacement as a solely humanitarian issue and positioning it as a matter for development agencies, private companies and others to address.

There is also a growing recognition of the need to better identify and assist IDPs living outside camps and the populations who host them. In 2013, IDMC identified three areas in which such responses need to be improved.

Firstly, for practical and sometimes political reasons assistance has focused on IDPs living in camps. The simple fact that responses tend to not reach those outside camps and their host communities needs to be addressed. On the practical level, this has not happened in part because IDPs outside camps are more difficult to locate and identify, which goes some way to explain why, in most cases, assistance for them tends to be ad hoc and insufficient at best. Much of the work is left to local and faith-based organisations, but the sheer number of IDPs thought to be living outside camps means that greater recognition of the issue is urgently needed. In Pakistan, for example, about 95 per cent of IDPs live with host communities in urban settings.

**Fundamental changes in efforts to prevent and respond to internal displacement are needed now more than ever before**

Secondly, the misconception that IDPs outside camps are less in need should be countered. In the Russian Federation, IDPs living in private accommodation are assumed to have resolved their displacement. As such, they are deprived of "forced migrant" status, without which they are not eligible for government assistance. IDPs living in private accommodation in Georgia and Azerbaijan have been largely excluded from government housing programmes. In the Philippines, the unequal distribution of assistance between IDPs in camps and those outside camps following the crisis in Zamboanga led to tensions between the two groups. In response to this, authorities issued coloured access cards to classify IDPs according to their location and to ensure that IDPs living with host communities could also access relief services.

The assumption that IDPs in host communities are less vulnerable can also be misleading. In some cases, the children of IDPs living outside camps are less likely to attend school than those living in camps, where free education is provided.

Thirdly, the assessment methods that inform responses need to be improved. IDPs outside camps seek refuge in a wide variety of places - in rural and urban areas, with relatives and host communities, in private rented accommodation, and on public and private land with or without permission. Different tools are

required to assess their needs in each setting. Displacement often forces IDPs into a downward spiral of poverty and vulnerability that they are unable to reverse on their own. The failure to respond to their needs, wherever they are, consigns many to such a fate for the rest of their lives, and in some cases casts the shadow of displacement over a new generation as well.

The strengthening of an emerging global policy agenda that recognises the importance of viewing displacement through a wider lens constituted welcome progress in 2013. Such a lens recognises that displacement not only increases the vulnerability of individuals, families and communities, but also undermines the development of affected areas and countries as a whole. As such, it also promotes a greater role for the development sector in responding to its impacts.

Positive steps were taken in 2013 to move this agenda forward. Piloting of the UN secretary general's framework on durable solutions in the aftermath of conflict began in Afghanistan, Côte d'Ivoire and Kyrgyzstan, and the appointment late in the year of a durable solutions coordinator in Côte d'Ivoire also signaled an important opportunity to bridge the gap between humanitarian and development programmes. In Kyrgyzstan, a durable solutions co-ordinator also led implementation of the framework. The expansion of the secretary general's framework on durable solutions to include the aftermath of disasters is also expected to improve recovery and rehabilitation programmes.

### **The challenge ahead lies in overcoming the perception of internal displacement as a solely humanitarian issue and positioning it as a matter for development agencies, private companies and others to address**

The special rapporteur on the human rights of IDPs, Chaloka Beyani, delivered a report to the UN general assembly that highlighted the development, humanitarian and peacebuilding aspects of achieving durable solutions and the links between them. Durable solutions were also a key issue discussed in December at the sixth UN high commissioner's dialogue on protection challenges, which focused on internal displacement.

The Transitional Solutions Initiative (TSI) progressed further in 2013. TSI is a tripartite agreement between UNHCR, UNDP and the World Bank. It provides a framework for the achievement of durable solutions through interventions tailored to local areas that seek to increase the self-reliance of protracted refugees, IDPs and host communities. It has been piloted in Sudan and Colombia since 2012. In Sudan, the first phase targeted refugees and host communities, and a livelihoods component for IDPs was under development as of November 2013. In Colombia, TSI complemented the government's ongoing efforts to address the longer-term impacts of displacement through transitional justice initiatives and development programmes.

Despite these welcome developments, and a strong consensus at the global level on the need to develop coordinated and long-term strategies to respond to displacement, much remains at the level of discourse and has yet to change the way in which durable solutions are sought on the ground.

There is not enough funding for long-term programming, and appeals that span more than a year fall short of real needs. Somalia's CAP for 2013 to 2015, for example, was only a third funded as of the middle of the year. Siloed approaches and mandates are considerable obstacles to better dialogue between those involved in responding to displacement, and to coordinated approaches to planning and implementation. There were a growing number of development-led responses in 2013, but with only a few exceptions they were small or at project level. Some large-scale development initiatives even had negative impacts and led to forced evictions and secondary displacement, as was the case in Mogadishu.

### **Despite these welcome developments, and a strong consensus at the global level on the need to develop coordinated and long-term strategies to respond to displacement, much remains at the level of discourse and has yet to change the way in which durable solutions are sought on the ground**

It is also widely recognised that the lack of a comprehensive and shared analytical framework providing a detailed understanding of needs, scope and trends over time is a major obstacle to bridging the gap between humanitarian and development work. Agreeing on such a framework should be treated as a matter of priority.

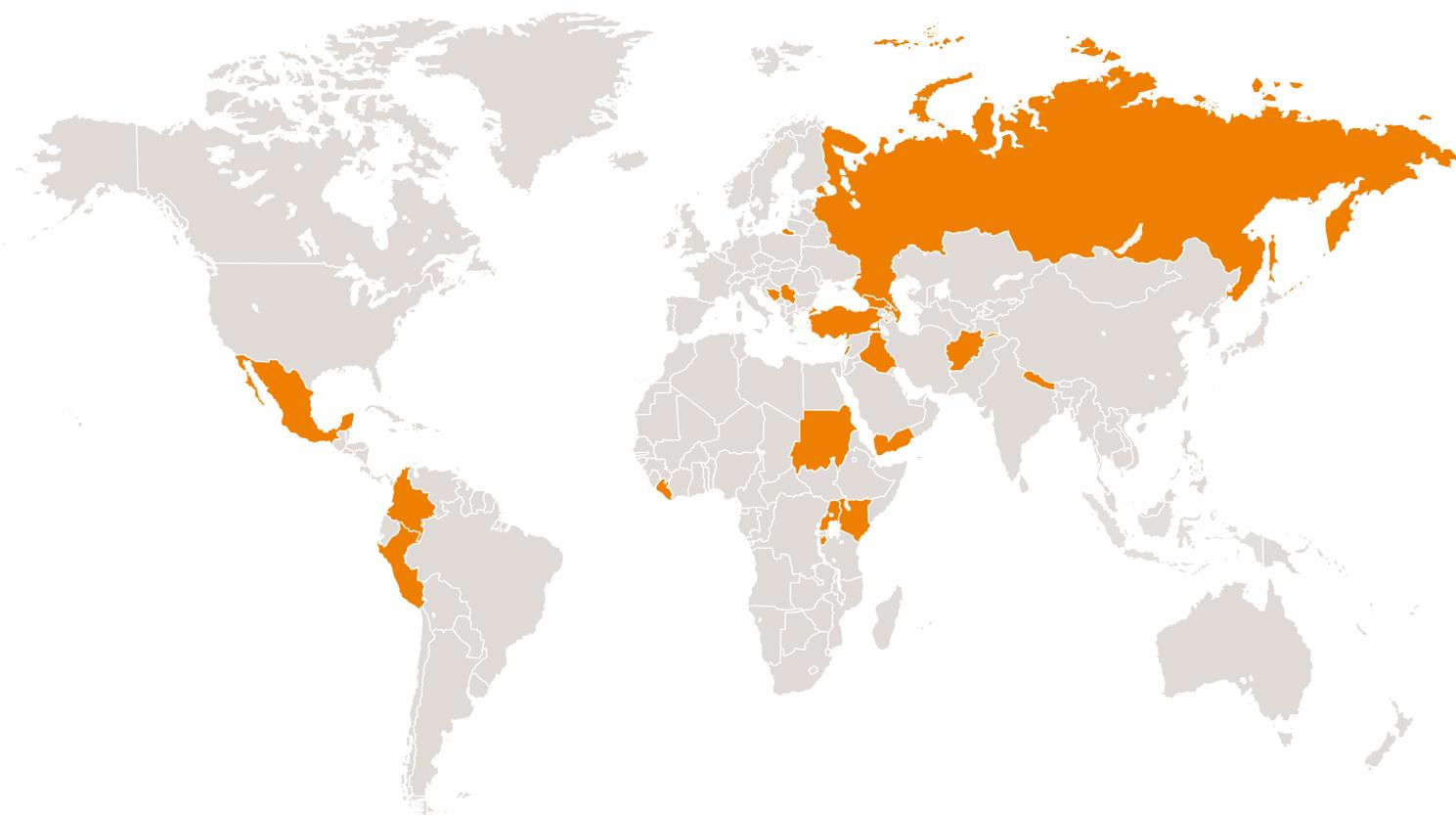
Strong political leadership at the local level is needed to bring about comprehensive responses to displacement. In Colombia, the issue was placed squarely within the plans and budgets of various ministries and other levels of government when agencies were asked to report as part of a national system for displacement response, whose progress was tracked by an impartial court. The fact that Colombia had a strong national legal framework on displacement in place was also an important factor in bringing the change about.

As of the end of 2013, 19 of the countries monitored for this report had such legislation in place, but it is important to continue promoting the development of comprehensive frameworks for prevention, assistance and response that identify leadership and responsibility, and require reporting and assessments based on results.

### **In Syria, one of the fastest evolving displacement crises in the world, in the Central African Republic and South Sudan, ongoing death, destruction and displacement brought the need to improve the humanitarian system's ability to respond to such emergencies into sharp focus**

At the regional level, the African Union Convention for the Protection and Assistance of Internally Displaced People, also known as the Kampala Convention, made progress during the year. The first regional treaty in the world that aims to protect

## Countries with an IDP legislation or a policy instrument as of the end of 2013



and assist IDPs came into force on 6 December 2012, and during 2013 two countries, Mauritania and South Sudan, signed up to it. Five countries, Angola, Côte d'Ivoire, Malawi, Sahrawi Arab Democratic Republic and Zimbabwe ratified it, making themselves legally bound by its provisions.

The progress made during the year, framing displacement as a problem that requires structural, comprehensive, and long term frameworks and response strategies at all levels, is encouraging. But 2013 also served as a stark reminder that emergency response systems still need a lot of improvement. With 8.2 million people forced to flee their homes, the concurrent crises in 2013 went beyond what anyone could have prepared for. These crises put enormous strain on the humanitarian system and tested its ability to respond to unparalleled needs.

In Syria, one of the fastest evolving displacement crises in the world, in CAR and in South Sudan, ongoing death, destruction and displacement brought the need to improve the humanitarian system's ability to respond to such emergencies into sharp focus. Better planning, predictability, leadership and accountability are all required. 2013 showed the need to continue streamlining responses, and to adapt programming to ever more diverse and complex settings with the ultimate aim of better addressing the immense challenges that the world's 33.3 million IDPs face.



Brothers rest in the residence of the Roman Catholic Archbishop of Bangui, Central African Republic. They sought shelter there with their parents a week earlier after fleeing the violence between the rival groups.  
*(Photo: UNHCR / S. Phelps, December 2013)*

## Internal displacement in **Sub-Saharan Africa**

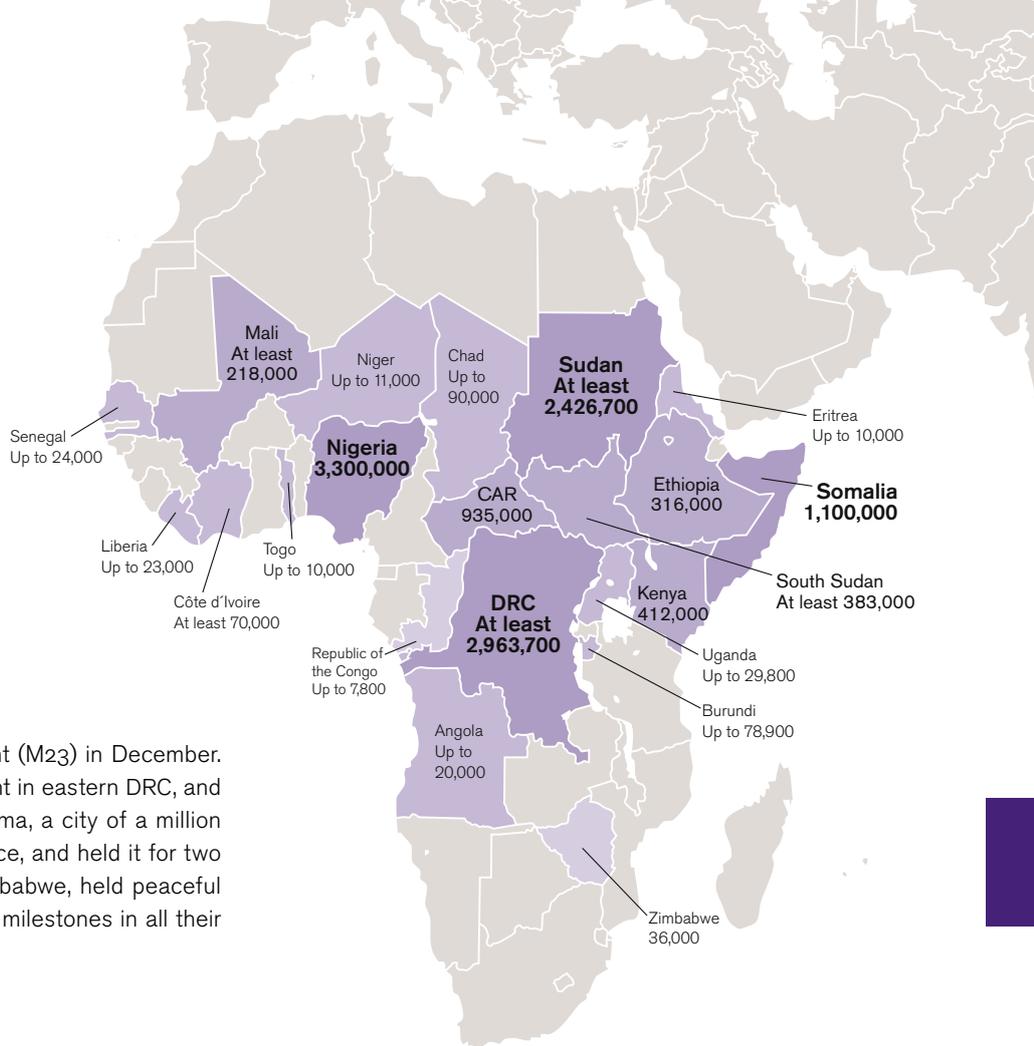
### Figures and causes

There were 12.5 million IDPs in the 21 sub-Saharan countries that IDMC monitors as of the end of 2013, more than a third of the global total. Nigeria, the Democratic Republic of the Congo (DRC) and Sudan had the largest populations of IDPs in Africa, and were closely followed by Somalia and the Central African Republic (CAR). The Nigerian government produced figures on internal displacement for the first time since IDMC's monitoring began, and the official number of up to 3.3 million contributed to a rise in the overall figure for the region, from 10.4 million at the end of 2012. This made Nigeria the country with the largest IDP population in the region.

The increase continued an upward trend set in 2012, linked mainly to worsening conflict and violence throughout the region, but also to an improvement in the collection of data on IDPs.

Displacement was caused by struggles for political power, extremist violence, disputes over natural resources and inter-communal violence that was often linked to land. In many cases, however, conflict and violence in the region were the outcome of a complex mix of causes. In South Sudan, a struggle for political power had ethnic overtones from the outset but morphed into widespread inter-ethnic violence, while in CAR a coup led by Séléka, a Muslim-dominated armed coalition, led to widespread retaliation between Muslim and Christian groups and indiscriminate attacks on people on the basis of their religious affiliation.

Two countries with large populations of IDPs made progress towards peace and stability in 2013. A foreign-led military intervention in Mali at the beginning of the year brought an Islamist insurgency that had destabilised the country during much of 2012 to an end, and the government of DRC signed a peace



agreement with the March 23 Movement (M23) in December. M23 had caused significant displacement in eastern DRC, and in November 2012 it took control of Goma, a city of a million people and capital of North Kivu province, and held it for two weeks. Mali, along with Kenya and Zimbabwe, held peaceful elections in 2013 that marked important milestones in all their political landscapes.

## New displacements

Central Africa was the sub-region worst affected by new displacement in 2013, with the largest population movements taking place in DRC, CAR, Nigeria, Sudan and South Sudan.

The crisis in CAR, which began towards the end of 2012, escalated in March and intensified dramatically in December. By the end of the year, almost a million people fled their homes, more than half of them in the capital Bangui. This was a seven-fold rise on the figure of 130,000 at the end of 2012. Political violence also flared in South Sudan in December, displacing almost as many people in a month as in the rest of the year put together, and bringing the number of new IDPs in the country to 383,000.

Two of the region's most intractable conflicts also caused new large-scale displacements. In DRC up to a million people fled their homes in the east of the country, bringing the total number of IDPs to 2.9 million. In Sudan, at least 470,000 people were displaced in the Darfur region and in South Kordofan, North Kordofan and Blue Nile states.

In Nigeria, the radical Islamist armed group Boko Haram stepped up the campaign it has been fighting since the 1990s for an independent state in the north of the country. Its brutal attacks triggered the displacement of more than 300,000 people in the north-eastern states of Borno, Adamawa and Yobe, according to the National Emergency Management Agency (NEMA).

## Protection issues

IDPs caught up in both the region's unfolding emergencies and its long-running conflicts remained in dire need of protection and assistance in 2013. Hundreds of thousands of people in CAR, DRC, Somalia, South Sudan and Sudan faced significant

threats to their physical security including armed attacks and clashes, forced recruitment, arbitrary killings, sexual violence and abductions.

Many IDPs continued to face protection challenges even once they had returned to their places of origin. In Uganda, the return of those who had fled the conflict between the government and the Lord's Resistance Army (LRA) has been marred by land disputes, some of which have led to violence, the destruction of property, marginalisation and secondary displacement.

Returnees to northern Mali found their homes occupied or destroyed and their land littered with explosive remnants of war. Ethnic tensions were heightened, in some cases causing the further displacement communities accused of association with one party to the conflict or another. Chronic food insecurity was also a serious concern.

Gender-based violence (GBV) was widespread in CAR, DRC, Somalia and South Sudan. Displaced women and girls were reportedly exposed to sexual violence while collecting firewood and water or when using latrines that were often shared with men. Makeshift shelters in camps and settlements, poor lighting and the ease with which armed men can enter only add to the risk. Some IDPs have resorted to "survival sex" to pay for their food and other essential goods, and harmful traditional practices such as forced and early marriages are more common during displacement. Domestic violence is also an issue, made worse by stress, loss of livelihoods and shifts in gender roles as a result of displacement.

Internally displaced children are particularly exposed to all

## Countries that have signed or ratified the Kampala Convention as of the end of 2013



forms of violence, abuse and exploitation. Armed groups still frequently recruit those as young as nine to serve as combatants. Separation from their families leaves displaced children more vulnerable still as they have to fend for themselves, in some cases as heads of household. There were thought to be more than 60,000 unaccompanied children among CAR's IDPs.

### Durable solutions

The complexity of displacement patterns in the region made the achievement of durable solutions in 2013 uneven at best, and called for nuanced and tailored responses including humanitarian, development, human rights and peacebuilding initiatives. In DRC, Somalia and Nigeria, people sought solutions alongside the newly displaced, and at least two-thirds of IDPs in some areas of DRC and Somalia are thought to have suffered multiple displacements, either repeatedly from their places of origin or onwards from their places of refuge.

Access to livelihood opportunities was a significant factor in determining IDPs' settlement choices, and despite the region's much vaunted decade-long growth rate of five per cent, many still encountered huge obstacles in this sense. Access to land, restitution and tenure security are among the many challenges they face in making a sustainable living. In some cases, IDPs' settlement preferences have changed over time as a result. In Burundi, most of the IDPs surveyed in 2011 said they would prefer to integrate locally, but in 2013 half those surveyed said they thought they would have a better chance of re-establishing

their livelihoods if they returned to their places of origin. In Côte d'Ivoire, in contrast, returnees found their land occupied or sold illegally, leaving them unable to rebuild their lives.

State support was not always available or effective beyond the end of a crisis, and was not always in line with IDPs' choices in terms of solutions. In Mali, the government's clear preference once the Islamist insurgency had been defeated was for them to return to the north of the country, but after nearly two years in displacement, an increasing number said they would prefer to stay in their places of refuge in the south.

International donors and agencies placed increasing emphasis on integrating displacement into long-term responses, but this is yet to translate into changes on the ground in the way aid is delivered. Somalia's first-ever consolidated appeal process, which aimed to improve resilience and address the protracted nature of the country's crisis, was only funded by a third by mid-2013. The shortfall led to priorities being reassessed, and little investment was made in basic services and resilience programmes. In Burundi, humanitarian and development agencies increased their cooperation and joint planning, particularly on initiatives aimed at returnees' socio-economic reintegration.

As of the end of the year, 15 out of the 21 sub-Saharan countries monitored by IDMC had IDPs living in protracted displacement, and there were significantly fewer returns in 2013 than in 2012, when there were estimated to have been 1.3 million. Most IDPs in Africa do not live in camps, making their achievement of durable solutions important not only to themselves, but also to their host families and communities.

Around 130,000 people went back to their homes in northern Mali once the insurgents had been driven out, but this happened alongside new displacements on a similar scale. Relative improvements in security in some areas of Somalia during the year contributed to around 63,000 people returning, either assisted or under their own steam. In many countries, including some of those with large displaced populations such as South Sudan and Sudan, return movements are not sufficiently monitored or tracked, so any information available is sparse.

Few steps were taken in 2013 to implement the UN Framework on Ending Displacement in the Aftermath of Conflict, but the appointment of a durable solutions coordinator in Côte d'Ivoire signaled an important opportunity to design plans and programmes that bridge the gap between humanitarian and development action.

## National and international response

The concurrent crises in CAR and South Sudan in December and the large-scale displacement they caused created enormous challenges for the international community, and tested the ability of its emergency response system to support countries with immense needs and weak local capacities.

IASC, the body that coordinates the UN's humanitarian agencies, applied its latest protocols in an effort to provide a coherent response.

Its efforts were in line with the so-called transformative agenda for humanitarian response, involving the deployment of adequate leadership and coordination mechanisms, and ensuring accountability.

Within this framework, it declared a level-three emergency in CAR, the highest possible, but two other emergencies of the same level in Syria and the Philippines competed for global attention. To improve resources for CAR, the UN's emergency relief coordinator made \$10 million available from a dedicated fund for rapid response. As of the end of the year, however, the country's humanitarian plan was only 52.9 per cent funded, in keeping with a long-standing trend of chronic underfunding.

In South Sudan, OCHA launched a crisis response plan that provided for a needs assessment and appealed for \$209 million in funding. As of the end of the year, the appeal launched in December was 20.6 per cent funded.

The UN response in the region was also criticised for operational shortcomings, including security regulations that made it impossible for staff to provide relief where it was most needed. The response to escalating needs in CAR was also hampered by a shortage of experienced staff and the late deployment of

emergency response capacity. Lack of coordination was also an issue.

More than half of the world's fragile states were in sub-Saharan Africa in 2013, according to the Organisation for Economic Cooperation and Development (OECD), and the link between fragility and displacement is clear. States with some of the most fragile governance systems also have some of the largest populations of IDPs, as in DRC and Somalia, or saw major new displacements take place during the year, as in CAR and South Sudan.

As such, state fragility will have to be addressed if IDPs are to achieve durable solutions and further displacement is to be prevented. Steps in this direction were taken in 2013 as part of the International Dialogue on Peacebuilding and Statebuilding, made up of the g7+ group of 19 fragile and conflict-affected countries, plus their development partners and other international organisations.

Somalia's New Deal process was launched in May and endorsed at a Brussels conference in September to determine priorities for reconstruction. South Sudan started its New Deal process in 2012. It held consultations in all ten states during 2013, and a donor meeting in New York in September to prepare a roadmap. Displacement, however, was all but absent from the initial fragility assessment that created the framework for consultations in South Sudan and the compact for Somalia. This despite the mutually reinforcing relationship between the two issues.

Progress took place on developing legal and policy frameworks for IDPs' assistance, protection and support in achieving durable solutions, albeit at a much slower pace than required by the unfolding crises in the region. 2013 marked 50 years since the creation of the Organisation of African Unity. Its successor, the AU, continued to promote the ratification and implementation of the Kampala Convention, a regional instrument that binds governments to provide legal protection for IDPs' rights and wellbeing. By the end of the year 39 countries had signed the convention and 22 had ratified it. DRC, Somalia, South Sudan and Sudan, however, are still to ratify. In December, states gathered at the AU to reinforce their commitment to implement the convention on the first anniversary of its entry into force, and acknowledged significant challenges in doing so.

Progress in the development and adoption of national laws and policies on displacement was made in five countries, including some, such as Somalia, that are still to ratify the Kampala Convention. After significant progress in 2012, however, the process of adopting and implementing national legislation in both Nigeria and Kenya stalled in 2013.

Country	Number of IDPs (rounded)	Government figures	UN figures	Other figures	Comments
Abyei*	At least 20,000		20,000 (OCHA, 30 November 2013)		Neither the figure for Sudan nor South Sudan includes IDPs from the Abyei Area, because its final status is undetermined. No new displacements were registered in 2013, but 45,000 Ngok Dinka remain displaced, of whom 20,000 are in Abyei itself.

\*IDMC does not consider Abyei an independent state. Because of its disputed status, we do not attribute it to either Sudan or South Sudan.

Country	Number of IDPs (rounded)	Government figures	UN figures	Other figures	Comments
Angola	<b>Up to 20,000</b>		19,566 (UN-TCU, November 2005)		The UN figure refers to IDPs in Cabinda province, and is the most recent available.
Burundi	<b>Up to 78,900</b>	78,948 (Ministry of National Solidarity, Human Rights and Gender, August 2012)	78,948 (OCHA, 30 September 2013)		The last official tally of IDPs in Burundi was 78,948. The figure is the result of a profiling exercise that the government, the UN and NGOs carried out in 2011. No returns were reported in 2013.
Central African Republic	<b>935,000</b>		935,000 (Commission on Population Movements, 2 January 2014)		Access to IDPs living in the bush or with host families was limited, so the true figure could be higher. Some returns were reported in 2013 during lulls in fighting, but no figures were available.
Chad	<b>Up to 90,000</b>		90,000 (OCHA, 19 November 2013)		There were 90,000 IDPs in Chad as of the end of 2012. Some may have achieved a durable solution since, but no new data was made available during 2013.
Côte d'Ivoire	<b>At least 70,000</b>		40,000 – 80,000 (protection cluster, November 2012)		There is no comprehensive monitoring mechanism to assess the number of IDPs, their location or their situation. The protection cluster estimate does not include those displaced during the 2002 to 2007 conflict.
Democratic Republic of the Congo	<b>At least 2,963,700</b>	2,929,536 (Ministry of Social Affairs, Humanitarian Action and National Solidarity, 25 November 2013)	2,963,704 (OCHA, 31 December 2013)		The total is made up of 1,123,500 IDPs in North Kivu, 580,000 in South Kivu, 550,000 in Orientale, 402,000 in Katanga, 294,000 in Maniema and 15,000 in Equateur. Figures are approximate because access to IDPs in informal settlements, host communities and the bush can be difficult.
Eritrea	<b>Up to 10,000</b>				According to the government and UN agencies, all IDPs based in camps had resettled or returned by March 2008, but the UN and other sources suggest that 10,000 may still be living with host families and communities.
Ethiopia	<b>316,000</b>			316,090 (IOM and partners, December 2013)	IOM currently monitors internal displacement jointly with other humanitarian partners, and in close collaboration with the disaster risk management and food security sector, and the regional disaster prevention and preparedness bureaus.
Kenya	<b>412,000</b>		412,000 (UNHCR, January 2013)		This does not include those IDPs displaced by post-election violence in 2007 and 2008 who sought refuge with host communities, those forcibly evicted or those displaced by violence after January 2013. OCHA reported 55,000 new displacements in 2013 as a result of inter-communal clashes.
Liberia	<b>Up to 23,000</b>		23,000 (UNHCR, 24 July 2007)		The UNHCR estimate is for people still believed to be living in former displacement camps as of 2007. As most IDPs able to return had done so by 2011, the government considers displacement resolved.

Country	Number of IDPs (rounded)	Government figures	UN figures	Other figures	Comments
Mali	<b>At least 218,000</b>			218,000 (Commission on Population Movements, 31 December 2013)	Tracking and evaluations by various partners enabled the Commission on Population Movements (CMP) to estimate the number of people displaced across Mali at around 218,000 as of 31 December 2013.
Niger	<b>Up to 11,000</b>			11,000 (IRIN, December 2007)	There have never been any reliable estimates of the number of IDPs in Niger.
Nigeria	<b>3,300,000</b>	3,300,000 (National Commission for Refugees, February 2014)			The government figure is based on primary and secondary data for people displaced by conflict and violence since 2010. No comprehensive survey of internal displacement has been conducted and there are no mechanisms to monitor durable solutions.
Republic of the Congo	<b>Up to 7,800</b>	7,800 (2006)	Up to 7,800 (OCHA, October 2009)		There has been no assessment of the number of IDPs since 2006, and the UN reported no change to the government figures in its Displaced Populations Report of October 2009.
Senegal	<b>Up to 24,000</b>		24,000 (OCHA/UNICEF, February 2010)		There are no recent reliable estimates of the number of IDPs in Senegal.
Somalia	<b>1,100,000</b>		1,100,000 (UNHCR/OCHA, 31 December 2013)		Estimates are based on the population movement trends (PMT) system of UNHCR and its partners, and triangulated and endorsed by the Somalia humanitarian country team.
South Sudan	<b>At least 383,000</b>		188,526 new displacements in Jan to Nov (OCHA, 30 November 2013), 194,000 in Dec (OCHA, 1 January 2014)		There were at least 383,000 new displacements in 2013. There is no information on whether IDPs displaced previously are still displaced, have achieved durable solutions or have been displaced again. A few hundred people were reportedly still displaced as a result of LRA violence.
Sudan	<b>At least 2,426,700</b>		2,426,729 (OCHA, 7 December 2013)		OCHA reported 2,426,729 IDPs as of December 2013. The figure includes 1,982,488 in Darfur, 222,200 in South Kordofan, 176,566 in Blue Nile and 45,475 in other states, excluding Abyei. There were 49,000 returns reported in 2013.
Togo	<b>Up to 10,000</b>	10,000 (2008)	1,500 (OCHA, November 2006)		There are no recent reliable estimates of the numbers of IDPs in Togo.
Uganda	<b>Up to 29,800</b>		29,776 (UNHCR, December 2011)		The figure includes IDPs who received assistance from UNHCR, but not people who fled to urban areas or to live with relatives in other parts of the country. There has been no new assessment since UNHCR ended its operations in 2011.
Zimbabwe	<b>36,000</b>		36,000 (OCHA, 29 May 2009)		The figure only covers people internally displaced by violence associated with the 2008 elections, as reported in the 2009 CAP. Other anecdotal evidence put the number much higher. Most IDPs have reportedly been able to return home.

# Burundi

**NUMBER** of IDPs  
Up to 78,900

**PERCENTAGE**  
of total population  
Up to 0.9%

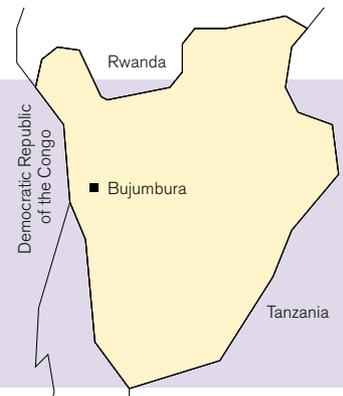
**START** of  
displacement  
situation:  
1993

**PEAK**  
number  
of IDPs  
800,000  
(1999)  
  
Kampala Convention  
Signed

**NEW**  
displacement  
in 2013  
0

**CAUSES** of displacement  
✓ Armed conflict  
✓ Generalised violence  
✓ Human rights violations

Human Development Index  
178



No new displacements were reported in Burundi during 2013, despite tensions ahead of elections in 2015. As of the end of the year, there were 78,900 people living in protracted displacement. The figure is based on a nationwide profiling exercise of IDPs carried out in 2011. Most fled their homes during the 1993 to 2005 civil war.

Most of Burundi's remaining IDPs are Tutsis located in around 120 settlements in northern and central parts of the country, and they continue to face challenges in accessing social and economic resources. Around 33,300 refugees returned from neighbouring countries in 2013, putting further pressure on scarce resources.

Some progress was made towards durable solutions during the year, but mainly on paper. The government agreed to conduct provincial assessments on local integration and relocation, and to run a pilot return project with its national and international partners.

The 2011 profiling exercise revealed that 85 per cent of IDPs wanted to integrate locally, but surveys conducted at six sites in 2013 showed that 54 per cent were candidates for return. They said they were motivated by improved security in their home areas and difficult living conditions in their places of refuge. The survey also showed that 27 per cent of IDPs were affected by land issues including poor tenure security and ensuing disputes and conflicts over land and property. At the end of 2013, the National Commission for Land and Other Possession increasingly favoured repatriated refugees over IDPs and local residents when adjudicating land disputes.

Burundi has ratified the Great Lakes Pact. It also signed the Kampala Convention in 2009, but is still to ratify it.

# Central African Republic

**NUMBER** of IDPs  
935,000

**PERCENTAGE**  
of total population  
20.3%

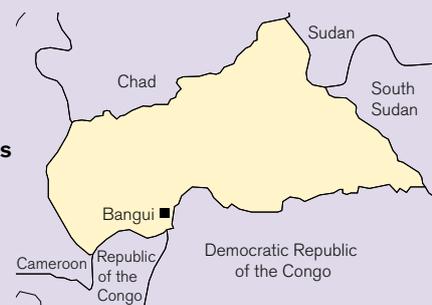
**START** of  
displacement  
situation:  
2005

**PEAK**  
number  
of IDPs  
935,000  
(2013)  
  
Kampala Convention  
Ratified

**NEW**  
displacement  
in 2013  
935,000

**CAUSES** of displacement  
✓ Armed conflict  
✓ Generalised violence  
✓ Human rights violations

Human Development Index  
180



There were at least 935,000 IDPs in the Central African Republic (CAR) as of the end of 2013, according to OCHA. The figure is seven times higher than at the end of 2012, and represents a fifth of the country's population. The vast majority were displaced by escalating conflict and political violence in 2013. More than 512,000 fled their homes in Bangui alone.

In March 2013, the Séléka armed coalition seized power after the failure of the peace agreement it had concluded with the government in January. Séléka's leader, Michel Djotodia, became the self-proclaimed head of state and was later confirmed as transitional president. Since then, hundreds of thousands of people have been forced to flee attacks and violence perpetrated

by two main armed groups, the predominantly Muslim Séléka, and the mainly Christian anti-Balaka militias. The latter evolved from local self-defence groups fighting Séléka.

Both groups are reported to have committed serious human rights violations and abuses against the civilian population, including rape, arbitrary killings, torture, the destruction of property and looting. The perceived targeting of civilians based on their religion has contributed to rising tensions between Christians and Muslims generally.

The Lord's Resistance Army (LRA) also continued its activities in south-eastern and eastern CAR, taking advantage of the vacuum left by the overthrow of François Bozizé's government.

According to OCHA, 81,000 people who have fled LRA violence since 2009 remained displaced as of December 2013.

The focus of fighting and violence related to the 2013 crisis and the displacement it caused switched several times during the year. Most new displacement initially took place in the northern and north-central areas from where Séléka marched on the capital in December 2012 and March 2013. After March, it moved to north-western parts of the country, and since September it has been concentrated in urban and semi-urban areas in the west, particularly Bangui.

In the past, IDPs in CAR tended to take refuge with host families or in the bush, but from September many, especially in Bangui, fled to informal sites and public buildings. Christian and Muslim IDPs have tended to seek refuge separately, reflecting the increasing distrust between the two populations. While some returns have been reported, it is unlikely they were sustainable given that some were said to have been displaced again. Little is known about the 50,000 IDPs living in protracted displacement end of 2012 as a result of previous conflicts.

Women and children were exposed to a heightened risk of abuse and displacement during the 2013 crisis. Gender-based violence, particularly rape and forced marriage to members of armed groups increased, as did the recruitment of child soldiers. Half of CAR's IDPs are believed to be children, of whom an estimated 60,000 are unaccompanied and so more likely to be forcibly recruited. The reported presence of armed civilians and members of armed groups in displacement sites has fuelled concerns about forced recruitment, violence and reduced hu-

manitarian access. Most IDPs are in dire need of food, shelter and health, water and sanitation services, especially in Bangui's overcrowded sites.

The government has struggled to fulfil its role as the primary provider of protection and assistance to IDPs. The state continues to be chronically weak, and absent in many parts of the country. Impunity and the absence of rule of law have allowed perpetrators of violence and abuses to act freely.

CAR is a party to the Great Lakes Pact and its protocols on internal displacement and to the Kampala Convention, but the development of a national framework on internal displacement, which had progressed in 2012, stalled in 2013 as a result of the crisis.

With all eyes turned towards other large-scale crises around the world, most notably Syria, the international community has been slow to provide an emergency response in CAR. Limited funding and capacity, restricted access and the looting of stocks and offices have further hampered efforts to assist the affected population.

In December, the UN categorised the situation in CAR as a level-three crisis, which led to better staffing for organisations on the ground. To respond to growing protection concerns, the UN Security Council also authorised the deployment of an African Union peacekeeping force (MISCA), supported by French forces, whose mandate includes the protection of civilians.

# Chad

**NUMBER of IDPs**  
Up to 90,000

**PERCENTAGE**  
of total population  
Up to 0.8%

**START of displacement situation:**  
2006

**PEAK number of IDPs**  
185,000 (2007)

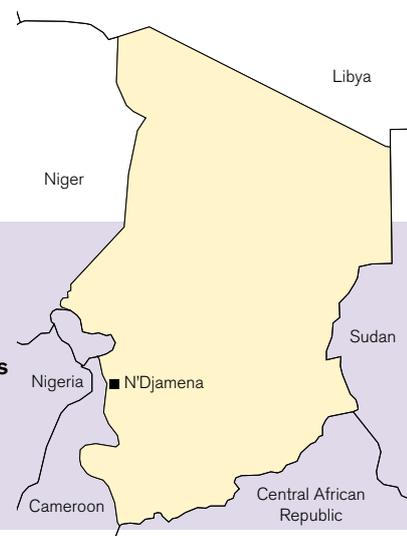
**NEW displacement in 2013**  
0

## CAUSES of displacement

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Kampala Convention Ratified**

**Human Development Index 184**



Armed conflict, inter-ethnic violence and attacks by criminal groups known as *coupeurs de route* forced tens of thousands of people to flee their homes in Chad between 2006 and 2008. As of December 2013, there were still up to 90,000 living in displacement. Thanks to improved security, a similar number of IDPs have either returned, integrated locally or settled elsewhere in the country since 2008. Humanitarian workers expect a significant number of the remaining IDPs to opt for integration into their host communities.

As reported by UNHCR, the government declared that internal displacement is over, and stopped recognising IDPs who had not returned home. According to the international humanitarian community, however, there are still IDPs striving to find durable

solutions. Despite this observation, the UNHCR planned to stop direct assistance to them in 2014 as a result.

The challenges IDPs face in achieving durable solutions were increased by the overall humanitarian situation in 2013. Large numbers of Chadians returned from neighbouring countries and refugees from Sudan and the Central African Republic also sought refuge in Chad. Host communities, returnees, refugees and IDPs competed for limited resources, including services, land and humanitarian and development assistance.

By ratifying the Kampala Convention in 2011, Chad committed to developing a legal framework to ensure that IDPs are protected and assisted. At the end of 2013, however, it was still to do so.

# Côte d'Ivoire

**NUMBER** of IDPs  
At least 70,000

**PERCENTAGE**  
of total population  
About 0.4%

**START** of  
displacement  
situation:

2002

**PEAK**  
number  
of IDPs

1,100,000  
(2003)

Kampala Convention  
Signed

**NEW**  
displacement  
in 2013

At least  
29,500

**CAUSES** of displacement

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

Human Development Index  
168



Most of the one million people displaced by violence following the November 2010 elections in Côte d'Ivoire had managed to return to their homes by the end of 2013, thanks to significant security improvements in Abidjan and the west of the country. There were at least 70,000 people still living in displacement, most of them in the same areas, where they were staying with host families, renting or squatting. It was unclear how many of the one million people displaced during the 2002 to 2007 internal armed conflict had achieved durable solutions.

Despite the improved security conditions, inter-communal violence continued in the west of the country, where the slow pace of the disarmament, demobilisation and reintegration process made tensions worse. There was also a rise in banditry, abuses by the security forces and land disputes. Clashes caused thousands of people to flee their homes in 2013, most notably when armed groups attacked the villages of Zilebly and Petit Guiglo in March, forcing as many as 4,000 people to seek refuge with host families in nearby towns. Clashes between villagers and miners in July displaced many of the 3,000 people living around the Angovia mines.

Government-sanctioned evictions from protected forests in the west and south-west of the country also caused the new displacement of thousands of people. The first evictions took place in the Niègre forest, but it is difficult to confirm how many of the estimated 25,000 to 40,000 people living there were affected. It is thought that at least 9,000 people subsequently left the neighbouring Mont Pekoe park, possibly in anticipation of similar evictions there. National authorities put the settler population in Mont Pekoe at 27,000, including more than 13,500 children, at least half of whom may have been trafficked as cocoa plantation workers. The government's action plan for evictions is a potential blueprint for the relocation of those living in the country's remaining 230 forests, and includes a differentiated approach according to length of occupancy. It is unclear, however, how this might be implemented and monitored, if at all.

It is also difficult to assess how many IDPs have reached a durable solution to their displacement, given the lack of reliable data and the fact that a national census has been postponed. Obstacles to durable solutions were strongly linked to conflicts over land and the broader issue of citizenship and problems in obtaining civil documents. Returning IDPs continued to face social tensions caused by land disputes, often finding their property had been occupied or illegally sold in their absence, despite legal

amendments to improve the state regulation of land tenure. Local authorities, particularly in the western regions, were reportedly struggling to deal with the high number of land disputes and lacked financial resources, fuelling a rise in corruption.

Côte d'Ivoire ratified the ICC's Rome Statute in February, but a lack of political will to fight impunity has left IDPs' grievances unaddressed, which in turn raises concern about the potential for violence in the run-up to the 2015 elections. The country's Truth and Reconciliation Commission has 50,000 victims' declarations awaiting investigation.

Inquiries into the attack on the Nahibly displacement camp, which forced 5,000 IDPs to flee into secondary displacement in July 2012, have proceeded only slowly. Investigations have not been made public and no arrests have been made. There are thought to be a number of mass graves that would have to be disinterred if an effective investigation and prosecutions are to take place.

National authorities and international organisations continue to focus their assistance efforts on returns. Many agencies taking part in the cluster system, which was activated in 2011, transferred responsibility for coordinating protection activities to the government in 2012. The Ministry of Solidarity took over the protection cluster's role. Renewed funding for humanitarian and development organisations such as UNHCR, UNDP and the African Development Bank is still limited, but is hoped to make recovery and rehabilitation initiatives more effective.

Few steps were taken in 2013 to implement the UN Framework on Ending Displacement in the Aftermath of Conflict, despite Côte d'Ivoire being selected in 2012 as one of three pilot countries. The appointment towards the end of the year of a durable solutions coordinator did, however, signal an important opportunity to bridge the gap between humanitarian and development programmes. The country was expected to ratify the Kampala Convention in early 2014.

# Democratic Republic of the Congo

**NUMBER** of IDPs  
**At least 2,963,700**

**PERCENTAGE**  
of total population  
**At least 4.3%**

**START** of displacement situation:

1996

**PEAK** number of IDPs

3,400,000 (2003)

Kampala Convention Signed

**NEW** displacement in 2013

Up to 1,000,000

**CAUSES** of displacement

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

Human Development Index  
**186**



There were at least 2,963,700 IDPs in the Democratic Republic of the Congo (DRC) as of the end of 2013, a slight increase on the figure for 2012. The country's internal displacement situation remains complex, with around a million new displacements during 2013 adding to large numbers of protracted IDPs.

Various conflicts, including the two Congolese wars, have forced people to flee violence and human rights abuses since the mid-1990s. In 2013, inter-communal and land disputes and violence by state and non-state armed groups caused displacement. The March 23 Movement (M23) signed a peace agreement in December 2013, but numerous other armed groups remain active in eastern DRC, including Mai-Mai militias, Raia Mutomboki, the Rwandan Democratic Forces for the Liberation of Rwanda (FDLR) and the Ugandan Allied Democratic Forces (ADF). The Lord's Resistance Army (LRA) also carried out 195 attacks in 2013, 164 of them in DRC's Orientale province alone.

Most of DRC's IDPs are in the eastern part of the country, with more than half of them concentrated in the provinces of North and South Kivu. There were almost 1,123,500 IDPs in North Kivu as of 25 November 2013, and at least 579,600 in South Kivu as of 31 December 2013. There were also at least 549,900 in Orientale province, 402,200 in Katanga and 293,500 in Maniema. Figures for the latter two provinces have increased dramatically as violence has escalated since 2012. The number of IDPs in Equateur province doubled during 2013 to stand at 15,000 at the end of the year.

As of December 2013, 72 per cent of IDPs were living with host families and 28 per cent in informal sites and camps. Some IDPs may only be displaced for a few days or weeks at a time, but others have been living in protracted displacement for years. IDPs' most urgent needs vary from province to province and context to context, but overall they are significant, particularly in terms of food, health, water and shelter. IDPs are also more vulnerable than other civilians to human rights violations such as arbitrary arrests, torture, killings, gender-based violence, forced recruitment, extortion, looting and forced labour. In the absence of a strong state, communities turn to local armed groups for protection. These groups are often ethnically based, putting them on the frontline of inter-ethnic tensions.

There are many obstacles to durable solutions in DRC. Ongoing and resurgent insecurity and violence and the unsatisfactory disarmament, demobilisation and reintegration of former combatants are key challenges, triggering multiple or repeated

displacements and possibly compromising the resilience of IDPs. Others include a lack of access to land for cultivation, alternative livelihoods and basic services. Until the situation improves, all IDPs and civilians are at risk of further displacement.

The government has undertaken various efforts at the institutional level to protect and assist IDPs, but they have had little impact on the ground. In 2013, a parliamentary working group drafted national legislation on internal displacement that the council of ministers is due to adopt in 2014. Civil society members, however, have voiced concern about the lack of consultation in the drafting process. The Congolese authorities continued to take part to some extent in the humanitarian cluster system and have expressed their intention to become more involved in the response to displacement. Despite these efforts, the government still struggles to meet its responsibilities as the primary provider of assistance and protection to IDPs as it lacks the necessary capacities, resources and political will.

DRC is a state party to the Great Lakes Pact and it has signed, but not yet ratified, the Kampala Convention.

International humanitarian organisations continue to work mainly through the cluster system, which was set up in DRC in 2006. They provided aid in areas such as food security, health, water, sanitation, nutrition, shelter, education and protection. Coordination, however, remains a challenge. In North Kivu, IDPs in camps have tended to receive more humanitarian assistance than those living in informal sites or with host communities. A lack of funding has also limited the international response, with some organisations forced to close their offices and interrupt or abandon their work in recent years.

# Ethiopia

**NUMBER** of IDPs  
**316,000**

**PERCENTAGE**  
of total population  
**About 0.3%**

**START** of  
displacement  
situation:

No  
information  
available

**PEAK**  
number  
of IDPs

No  
information  
available

**NEW**  
displacement  
in 2013

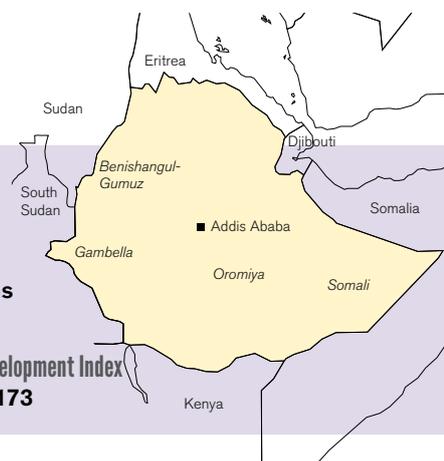
At least  
**178,800**

**CAUSES** of displacement

- x Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Kampala Convention**  
Signed

**Human Development Index**  
**173**



In Ethiopia both natural and man-made disasters displace thousands every year. As of December 2013 there were 316,000 people internally displaced in the country according to IOM and its partners. Most IDPs were living in protracted displacement and concentrated in the Somali Regional State of Ethiopia.

New displacement was caused by inter-clan violence, cross-border conflict and ongoing armed struggles for self-determination in the Somali and Oromia regions. Most IDPs reportedly sought shelter with relatives or in the bush, rather than in organised camps.

Some returns and small-scale resettlements also took place in 2013, but insecurity and a lack of socio-economic development have left most IDPs struggling to achieve durable solutions.

In Ethiopia, humanitarian preparedness and response are coordinated by the government's Disaster Risk Management

and Food Security Sector, a directorate within the Ministry of Agriculture, with sector-specific response coordinated by the respective line ministries. As reported in the annual joint government and humanitarian partners' document, in 2013 some emergency assistance was also provided to conflict-induced internally displaced people in various regions, particularly in terms of food, health, nutrition and education. However, humanitarian assistance for the most vulnerable was inadequate, in many cases leaving their immediate needs unmet.

The government has tried to resolve conflict and violence through regional authorities, but sustained efforts continue to be needed. Ethiopia was one of the first countries to sign the Kampala Convention, but it is still to ratify it.

# Kenya

**NUMBER** of IDPs  
**412,000**

**PERCENTAGE**  
of total population  
**About 1.2%**

**START** of  
displacement  
situation:

1991

**PEAK**  
number  
of IDPs

650,000  
(2008)

**NEW**  
displacement  
in 2013

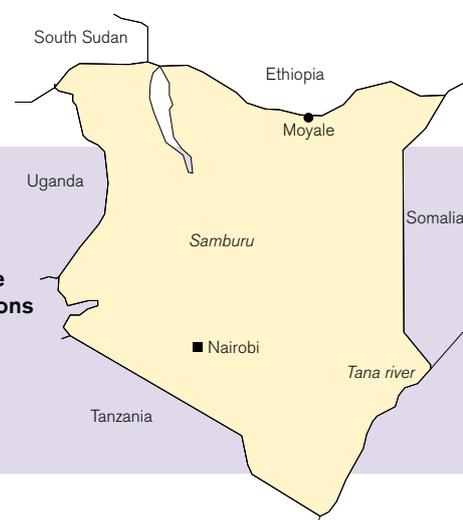
55,000

**CAUSES** of displacement

- x Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Kampala Convention**  
Unsigned

**Human Development Index**  
**145**



Since its independence, Kenya has experienced numerous waves of internal displacement caused by generalised violence, disasters and development projects. The largest displacement in recent years followed the disputed presidential election in December 2007, when widespread violence forced more than 650,000 people to flee their homes. Around 314,000 of those affected took refuge with host communities, becoming so-called "integrated" IDPs, while the rest sought safety in camps, mostly in the Rift Valley region.

No comprehensive and up-to-date national data on IDPs was available as of December 2013. The government undertook a registration exercise in 2007 and 2008 for those displaced by

the post-election violence, but the methodology was often inaccurate and inefficient. Many IDPs, including "integrated" ones, were not registered and so were not eligible for assistance. The government began the verification of available data on IDPs in 2012, but no related information has been made public.

The UNHCR's last estimate of the number of IDPs in Kenya was 412,000 as of January 2013. The figure is for people displaced by ethnic and political violence and land disputes since the 1990s, and who sought refuge mostly in camps. Many will have returned, integrated locally or settled elsewhere in the country over the years, but no official assessment of their number and their outstanding protection needs has been carried

out. UNHCR's estimate does not include those who took refuge with host communities or were forcibly evicted in urban areas.

Kenya's pastoralists have also suffered displacement. No figures are available, but they have been displaced by a complex mix of violence, cattle rustling, disasters and both state and private interventions. Their displacement is intrinsically linked to the loss of livestock and their lack of access to land, resources and markets.

Data gathering in Kenya generally focuses on fresh displacement, and there is little information on dynamics after IDPs' initial flight. According to verified reports, around 55,000 people were newly displaced in 2013 as a result of political and inter-communal violence and disputes over resources. Marsabit and Mandera were the worst-affected counties. The 2013 general election was relatively peaceful, but many people were displaced as a result of inter-communal clashes that escalated in the run-up to the vote.

Those newly displaced by violence in 2013 faced inadequate access to shelter, food, water and livelihoods. Many cited insecurity as a major obstacle to their return and their ability to restart their lives. IDPs living in protracted displacement identified inadequate access to land, basic services and livelihood opportunities as their protection concerns. Some were still living in tattered tents or under tarpaulins five years after their displacement. Many IDPs are displaced in areas of the country that are environmentally and economically vulnerable, and as such

they have fewer opportunities for integration and development.

In 2008, the government launched Operation Rudi Nyumbani to facilitate the return and resettlement of registered IDPs, providing emergency assistance with the support of the international community. In October 2013, the country's president, Uhuru Kenyatta, announced that all IDPs had been resettled. Rights groups, however, reported that some were still living in camps and host communities.

Kenya has made progress towards putting a comprehensive legal and policy framework on internal displacement in place. The cabinet endorsed a draft national policy on internal displacement in October 2012 and parliament adopted a new Act on IDPs in December of the same year. Since then, however, there has been no progress in implementing the Act or moving the national policy beyond the draft stage. The implementation of such frameworks is essential to improving the government's response to the protection needs of IDPs and other affected communities. Kenya is also still to sign and ratify the Kampala Convention.

The level of service provision and donor attention to IDPs in 2013 was insufficient, and a clear gap remained between short-term emergency measures and the comprehensive medium and long-term initiatives they need to restart their lives.

# Liberia

**NUMBER of IDPs**  
Up to 23,000

**PERCENTAGE**  
of total population  
About 0.2%

**START of displacement situation:**

1989

**PEAK number of IDPs**

500,000 (2003)

Kampala Convention Signed

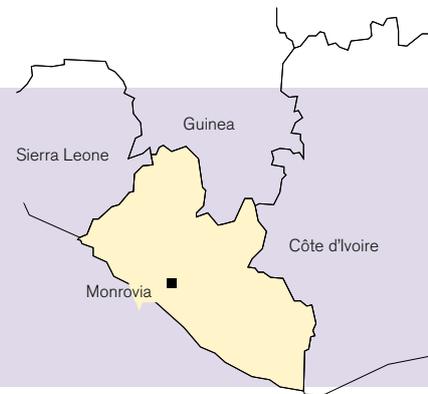
**NEW displacement in 2013**

10,000

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

Human Development Index  
174



Liberia's civil war forced some 500,000 people to flee their homes between 1989 and 2003. Many fled to the capital Monrovia, where they sought refuge in makeshift settlements on public land, in camps or with host families. Most of those able to return had done so by 2011, and the government considers the country's displacement situation resolved. With no tracking system in place, however, it is unclear how many are still to achieve a durable solution.

IDPs living in settlements on public land have become increasingly vulnerable to forced eviction under the government's infrastructure development and crime reduction strategy. Thousands of homes have been destroyed over the years, and at least 10,000 people were displaced with no compensation in 2013 alone. Many of those left homeless were believed to be IDPs forced into secondary displacement.

Many returning IDPs have faced challenges in terms of tenure security as result of lost, destroyed or forged deeds. New legislation introduced in May sought to improve legal mechanisms in rural areas, but failed to address the issues of those living on urban public land with no ownership rights. Land concessions by local authorities to private investors have also undermined communities' property rights and their access to livelihoods, raising fears of forced displacement despite an executive order placing a moratorium on public land sale and transactions.

IDPs did not participate in the development of the country's peacebuilding roadmap or its Vision 2030 strategy, and it is still unclear whether they will be invited to take part in a constitutional review. Liberia is yet to ratify the Kampala Convention, but it demonstrated renewed commitment to doing so with the formation of a task force to domesticate its provisions.

# Mali

**NUMBER of IDPs**  
At least 218,000

**PERCENTAGE**  
of total population  
About 1.4%

**START of displacement situation:**

2012

**PEAK number of IDPs**

350,000 (2013)

Kampala Convention  
Ratified

**NEW displacement in 2013**

123,000

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- x Human rights violations

Human Development Index  
182



Mali began a slow recovery from crisis during 2013, after France led a military offensive in January to counter Islamist armed groups that made an unexpected push south from their stronghold in the north of the country. The offensive largely ended the groups' occupation of the north and brought hope to hundreds of thousands of people displaced during the crisis. A UN stabilisation mission (MINUSMA) was established and presidential and legislative elections held later in the year, but threats to peace and stability remain. Guerrilla-style attacks have complicated return movements and the delivery of humanitarian aid, particularly in the north.

According to the Commission on Population Movements, there were around 218,000 IDPs in Mali as of the end of the year, down from a peak of 350,000. The figures appear to confirm reports of IDPs moving back to the north. Some, however, have failed to achieve a durable solution and were forced into secondary displacement. UNHCR said the time had not yet come for the majority of IDPs and refugees to return to their homes in a safe and sustainable way.

Those who risked the journey north faced significant challenges on their arrival. Some found their homes destroyed or occupied, sporadic attacks continued, particularly in Kidal, and unexploded ordnance was widespread. Ethnic tensions were heightened and in some cases caused the further displacement of communities accused of association with one armed group or another. Chronic food insecurity worsened in some regions, particularly Gao, and rising prices and shortages led people to reduce their daily food intakes.

Schools in many areas reopened, enabling the majority of the 300,000 children whose education had been disrupted to attend classes, but ongoing insecurity meant those in Kidal remain closed. The reintegration of demobilised child soldiers, particularly the orphans among them, remained a concern.

Roughly half of those still displaced live in Mali's southern cities, where the ability of both IDPs and host communities to make ends meet had decreased significantly by the end of 2013. Length of displacement was a key factor, with some people having fled their homes up to 18 months ago. IDPs living in cities have also found it difficult to adapt their often agriculture-based livelihoods to their new urban environment, and some families have split up as a means of trying to get by. Many urban IDPs face the risk of eviction from their rented accommodation, and only half have identity documents, making access to basic services

more difficult and holding back their socio-economic recovery.

More than 50 per cent of displaced families are headed by women, some of whom have resorted to harmful coping mechanisms including forced marriage and survival sex. Overcrowded accommodation and lack of privacy puts girls at heightened risk of gender-based violence. Some victims of gross human rights violations committed during the conflict, including rape and child recruitment, have been stigmatised by their communities. They have received very limited psychosocial support and are unlikely to achieve legal redress. Access to health care more generally is slowly being restored to areas of the north affected by the crisis.

Mali signed the Kampala Convention in 2009 and ratified it in December 2012. A year later, however, no steps had been taken towards implementation. The new government established a number of new ministries in September 2013, but despite the scale and duration of internal displacement in the country, no authority was specifically designated to coordinate IDPs' protection and assistance. The government's continued promotion of return to northern regions through cash incentives and return packages – when combined with a marked lack of assistance and support in the south – was seen by many international organizations as premature, and a position which undermined the free and informed nature of IDPs' choice of a settlement option.

The relatively slow process of transition to an emergency response in 2012 and 2013 meant that IDPs and host communities did not receive enough assistance during the early phase of the crisis. No comprehensive approach to facilitating durable solutions had been established by year-end, either for people returning to the north or those left behind in the south. The UN's consolidated appeal for 2013 was only funded at 55.7%, jeopardising recovery efforts further and putting IDPs at risk of long-term vulnerability. The focus of donor investment in the north on infrastructure risks is distracting attention from ongoing humanitarian and early recovery needs.

# Nigeria

**NUMBER of IDPs**  
3,300,000

**PERCENTAGE of total population**  
Up to 2%

**START of displacement situation:**  
1999

**PEAK number of IDPs**  
No information available

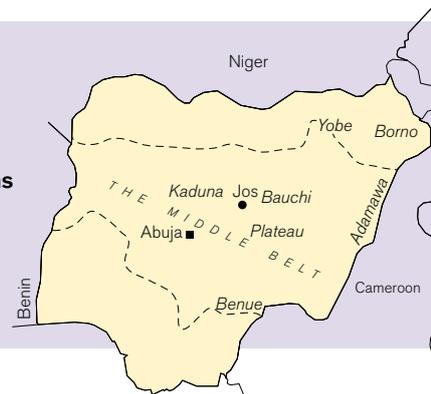
**NEW displacement in 2013**  
At least 470,500

Kampala Convention Ratified

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

Human Development Index  
153



The Islamist armed group Boko Haram carried out an increasing number of brutal attacks during 2013, which triggered significant new displacement in north-eastern Nigeria. The attacks, as well as heavy-handed counterinsurgency operations, also compounded ongoing inter-communal conflict in the country's central Middle Belt region. There are concerns that the violence may increase as the 2015 elections draw nearer and political allegiances shift.

According to the National Emergency Management Agency (NEMA), at least 470,500 people were newly displaced during 2013 by such violence, but there is very little information about their protection and assistance needs. Neither was much known about the estimated 3.3 million people living in displacement across the country, some since 2010, as estimated by the National Commission for Refugees. Most IDPs live with host families, and neither the government nor international organisations have systematically assessed or addressed their situation.

Boko Haram has been fighting to create an independent state in northern Nigeria since the early 1990s. It concentrated its attacks during 2013 in the north-east of the country, with fighters increasingly targeting civilians in roadside attacks or assaults on sites they consider sacrilegious to Islam. The government's counterinsurgency tactics and its excessive use of force against civilians have also forced residents to flee their homes, and its use of self-defence groups known as "civilian joint task forces" puts non-combatants at greater risk of becoming targets for reprisals.

Limited access and poor communications make it difficult to assess the scope of displacement in the north-east. However, NEMA reported that during 2013 nearly 300,000 people were forced to flee violence within the north-eastern states of Borno, Yobe and Adamawa alone, three states in which the government has maintained a state of emergency since June 2013.

Inter-communal violence continued to cause displacement in northern areas and the Middle Belt region, the latter being the rough dividing line between the Muslim north and the Christian south. Cattle rustling raids and clashes between herders and farmers over land use caused deaths and the destruction of property and crops, and led to the displacement of thousands of people in Zamfara, Benue and Plateau states during 2013.

Evictions to make way for road-building projects in the Lagos area left at least 9,000 people homeless in February, with few reports of victims receiving compensation.

Little had been done to help IDPs, many of whom do not have a home to go back to, in their search for durable solutions. The continuing shortage of data on internal displacement has resulted in an alarming lack of understanding of the country's displacement dynamics, which in turn has led to fragmented and generally inadequate response efforts.

The government's response to IDPs' needs continued to be limited largely to short-term emergency assistance in 2013. NEMA signaled its intent to close several displacement camps in central and northern areas of the country, but established new camps in Bauchi state to host IDPs who fled insecurity in Borno, Yobe and Adamawa in September. Those living in camps received some relief, but were still often left without enough food, essential household items or health facilities.

The Humanitarian Country Team sought to increase its capacity to respond to IDPs' protection needs in 2013, and the wider humanitarian community was increasingly vocal about security concerns. UNHCR warned against IDPs and refugees returning to northern parts of the country. Only a handful of organisations responded to the humanitarian needs arising from the displacement Boko Haram caused, limited in part by access restrictions as a result of insecurity and also by their own lack of capacity.

Nigeria ratified the Kampala Convention in 2012 and took steps to draft a national policy on IDPs in line with the convention's provisions. However, by the end of 2013, the policy had still not been adopted by the Federal Executive Council.

# Senegal

**NUMBER of IDPs**  
Up to 24,000

**PERCENTAGE**  
of total population  
About 0.3%

**START of displacement situation:**  
1982

**PEAK number of IDPs**  
70,000 (2007)

Kampala Convention Signed

**NEW displacement in 2013**  
0

**CAUSES of displacement**  
✓ Armed conflict  
✓ Generalised violence  
x Human rights violations

Human Development Index  
154



Sporadic clashes between the Senegalese army and the separatist Movement of Democratic Forces in the Casamance (MFDC) reduced in number and intensity during 2013. No comprehensive data is available, but figures from 2010, the most recent available, placed the number of IDPs at 24,000. No new displacements were reported.

Displacement has tended to follow a pendular pattern, with people sheltering near their homes and returning when clashes subside on a daily, weekly or seasonal basis. Limited access to land, basic services and livelihoods prevent IDPs and returnees from achieving durable solutions.

Demining activities increased in 2013, but landmines continued to put returnees and wider communities at risk of death and injury. Poor economic and education prospects were also said to have disempowered many young men, leaving them susceptible to recruitment into gangs.

The Community of Sant'Egidio, a Catholic lay organisation, has been mediating between the government and MFDC since 2012. Renewed talks in November 2013 led to the drafting of a common agenda for further negotiations.

The international response to displacement focused on development and conflict resolution initiatives, sometimes at the expense of IDPs' more urgent humanitarian needs. ICRC provided aid and restored some water and health care infrastructure, and the government provided financial help and livelihood training in Kolda region.

As of the end of 2013, Senegal had signed but was still to ratify the Kampala Convention.



A destroyed house in Kantapor village, Bignona department of the Ziguinchor region which was burnt down to the ground during the 2012 attacks. The zone is still a no-go area for international organisations, leaving villagers on their own to reconstruct their houses. (Photo: Markus Rudolf, January 2013)

# Somalia

**NUMBER of IDPs**  
1,100,000

**PERCENTAGE**  
of total population  
**About 10.8%**

**START of displacement situation:**

1991

**PEAK number of IDPs**

1,500,000 (2007)

Kampala Convention Signed

**NEW displacement in 2013**

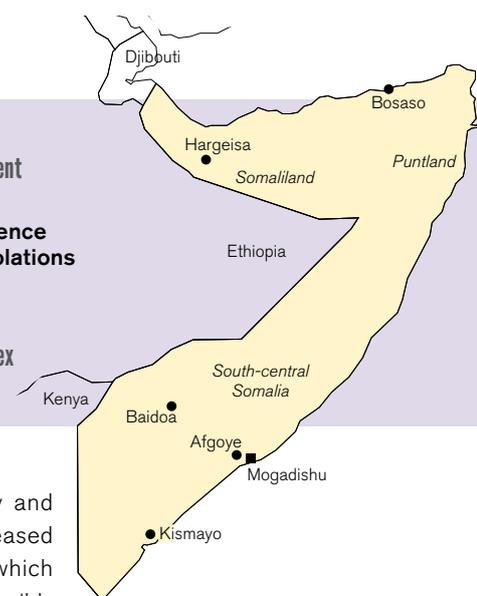
80,000

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

Human Development Index

-



Somalia has witnessed more than two decades of conflict, violence, human rights violations and disasters, all of which have triggered repeated waves of displacement. Since its establishment in 2012, the country's federal government has worked to promote peace, good governance and improved relations with parts of the country seeking autonomy. The federal structure is, however, still weak and the potential for further instability remains. Despite being ousted from some of the areas it had controlled for years, the Islamic non-state armed group al-Shabaab remains a major threat to peace and security. Some parts of the country, such as Somaliland and Puntland are relatively stable, but many areas of south-central Somalia remain volatile, with ongoing displacement and only limited humanitarian access.

There were an estimated 1.1 million IDPs in Somalia in 2013. Around 893,000 were living in south-central Somalia, including an estimated 369,000 in settlements in and around Mogadishu; 129,000 in Puntland; and 84,000 in Somaliland, including those displaced in the Sool and Sanaag regions. More than 80,000 people were reported to be newly displaced, many of them a number of times.

Most IDPs are extremely susceptible to further shocks and stresses. Flooding in Middle Shabelle and tropical storms in Puntland increased the vulnerability of populations already displaced by conflict and violence. They also face risks to their lives, safety, security and dignity. IDPs are at disproportionate risk of gross human rights abuses, especially women and unaccompanied children. Sexual and gender-based violence is widespread, even in areas of Somalia that enjoy relative security. Other reported human rights violations include the use of child soldiers and forced recruitment into armed groups. Many IDPs from minority groups who lack clan protection suffer pervasive discrimination.

Rainfall has improved in recent seasons and humanitarians have managed to reach many IDPs in previously inaccessible areas, but food insecurity is still a major problem for the displaced population. Access to livelihood and employment opportunities also represents a significant challenge, and their meagre incomes often fail to cover their daily needs. Living conditions in most informal settlements are dire, with a severe lack of water, sanitation and waste disposal. IDPs' health situation remains critical, with most outbreaks of contagious diseases occurring in areas hosting displaced people.

An improving economy and urban migration have increased pressure on urban land, which in turn led to IDPs being forcibly evicted and relocated in 2013. Around 17,200 people were reportedly evicted during the year. In January, the government initiated a plan to relocate IDPs living in settlements in Mogadishu to areas outside the city. Humanitarian organisations engaged with the government in planning the process to ensure it was conducted in a voluntary, consultative and rights-based way. The plan stalled, however, as a result of the deteriorating security situation, lack of land-ownership benchmarks, and pre-emptive action by so-called "gatekeepers" who started to move IDPs out of their settlements.

The vast majority of Somalia's IDPs continued to live in protracted displacement during 2013, and prospects for durable solutions remain distant. By December, nearly 50,500 had been helped to go back to their home villages and an estimated 13,000 had returned spontaneously. Conditions, however, are not yet conducive to wide-scale returns, particularly in areas where security is still fragile and livelihood options limited. Those involved in humanitarian, development, human rights and peacebuilding work need to adopt a multi-disciplinary approach to facilitate durable solutions, which are critical for stabilisation and the consolidation of peace.

Somalia ratified the Kampala Convention internally in November, but it has not yet registered its ratification with the African Union. The government announced in March that it would develop a national policy on internal displacement, and a draft policy was under discussion in December. There have been similar initiatives in both Puntland and Somaliland. Welcome though these developments are, weak governance, limited resources and lack of access to some areas pose obstacles to the policies being finalised and implemented. It is essential that the authorities work with civil society and the international community to assist and protect IDPs and create conditions conducive to durable solutions.

# South Sudan

**NUMBER of IDPs**  
At least 383,000

**START of displacement situation:**

2011

**PEAK number of IDPs**  
383,000 (2013)

Kampala Convention Signed

**NEW displacement in 2013**  
At least 383,000

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

Human Development Index

-



**PERCENTAGE of total population**  
At least 3.6%

There were at least 383,000 people displaced by violence and human rights violations in South Sudan as of the end of 2013. More than half of them, 194,000, fled their homes in December alone, the other 189,000 were displaced throughout the rest of the year. The overall number of IDPs in the country is unknown, however, as there has been no tracking or assessment of earlier waves of displacement.

Violence escalated dramatically in December, when President Salva Kiir accused the former vice-president, Riek Machar, of an attempted coup, triggering clashes in at least seven of South Sudan's ten states. The violence spread quickly along ethnic lines as what started out as a political struggle between two leaders became a vehicle for people to express complex social and economic grievances. The targeting of civilians was widespread.

Displacement during the rest of the year was caused by a volatile mix of internal armed conflict, violence and human rights abuses committed by non-state armed groups and the armed forces, disputes over access to natural resources, border clashes with Sudan, attacks by Uganda's Lord's Resistance Army, tribal and ethnic tensions, and the failed return of people displaced during the Sudanese civil war. Both Sudan and South Sudan accused each other of supporting armed groups on their respective territories.

Anecdotal evidence suggests that large numbers of IDPs and returnees were living in vulnerable settings without services or infrastructure during the year, but there was little data to indicate the scale of the issue. The December crisis, made displacement more visible, with a sharp increase in IDPs around the country seeking shelter in overcrowded churches, mosques, hospitals and bases of the UN mission in South Sudan (UNMISS).

IDPs' needs generally extend far beyond material considerations such as shelter, food, non-food items and water. They are closely linked to the limited application of legal frameworks and a lack of respect for human rights during all phases of displacement. IDPs and those returning from Sudan and other neighbouring countries also face significant challenges in obtaining civil documents and identity papers, leaving many at risk of statelessness as a result of South Sudan's independence. Those living in the country's many border communities are particularly affected.

There is little or no information available as to how many people internally displaced before the December crisis might

have achieved a durable solution, and the same is true for those returning from Sudan. Figures from before the December crisis suggest that two million people had returned from Sudan since the signing of the Comprehensive Peace Agreement in 2005. The violence in December created a further obstacle to the return process, with some people being displaced again and possibly even going back to Sudan. Gaps in the current land policy in terms of demarcation, allocation and tenure security were already proving a significant impediment to return and reintegration.

The crisis also brought major challenges for the international response. Insecurity meant that the already limited humanitarian access to vulnerable populations became more restricted still, particularly in Jonglei, Upper Nile, Unity and Central Equatoria states. The lack of infrastructure and logistic capacity complicated matters further, impeding the provision of assistance and protection to IDPs, including basic needs such as food, water and sanitation.

Aid agencies launched a crisis response plan for South Sudan in December with an appeal for \$209 million, of which \$43 million had already been pledged by the end of the year. Food, health care, shelter, protection, water and sanitation were the initial priorities.

South Sudan is party to the Great Lakes Pact. It has also signed the Kampala Convention, but is still to ratify it. The government has struggled to fulfil its responsibility to assist and protect IDPs, with its lack of capacity and complex decentralised structures hindering a comprehensive response. After his mission to the country in November, the UN special rapporteur on the human rights of IDPs, Chaloka Beyani, reiterated that South Sudan's internal displacement situation can only be properly addressed through a combination of humanitarian, development and peacebuilding work and an inclusive constitutional process.

## Note on Abyei:

Neither Sudan's nor South Sudan's figures take into account the number of IDPs in the disputed Abyei Area, where more than 100,000 people were displaced following an incursion by the Sudanese armed forces in May 2011. There have been no new displacements since, but there are still 45,000 displaced people from the Ngok Dinka ethnic group, of whom 20,000 are in Abyei. People returned to the area by October 2013 for an unofficial referendum organised by the Dinka Ngok to poll the opinion of the population on whether they wished to be part of Sudan or South Sudan. As part of the

# Sudan

**NUMBER of IDPs**  
At least  
**2,426,700**

**PERCENTAGE**  
of total population  
At least **6.9%**

**START of displacement situation:**

2003

**PEAK number of IDPs**  
2,700,000  
(2008)

Kampala Convention  
Unsigned

**NEW displacement in 2013**

At least  
**470,000**

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

Human Development Index  
**171**



At least 470,000 people were newly displaced in Sudan in 2013. They fled increased fighting between armed groups, pro-government militias and the security forces, inter-communal violence and tribal conflicts in states including South and North Kordofan, Blue Nile and the Darfur States.

Increased competition for natural resources, including land, water, gold and arabic gum, led to a rise in inter-communal and tribal conflict, mainly in Darfur. In April, violent clashes over land broke out between the Misseriya and Salamat tribes, causing the displacement of tens of thousands of people, some of whom fled across the border into Chad. There were also tensions between the Sudanese and South Sudanese governments, who accused each other of supporting armed groups on their respective territories. A joint statement was issued in September banning armed groups from the demilitarised area along the border and reopening crossing points for oil export in an effort to reduce the tension.

2005 Comprehensive Peace Agreement, Abyei was meant to be given the opportunity to decide which country it wanted to belong to, but the provision was never implemented.

The unofficial referendum found that 99.9% of the voters wanted to join South Sudan, but it was not recognised by either state or the international community.

Abyei suffers from a lack of governance, infrastructure, housing and basic services. Without a political agreement between Sudan and South Sudan on its disputed status, those affected, including returning IDPs, are unlikely to achieve durable solutions.

groups from the demilitarised area along the border and reopening crossing points for oil export in an effort to reduce the tension.

At least 2,426,700 IDPs were in need of assistance as of the end of 2013, 200,000 more than at the end of 2012. Darfur, which is difficult to access because of insecurity and hostilities, had 1,982,500 IDPs, most of them living in camps. South Kordofan had 222,200 and Blue Nile 176,600 and 45,500 IDPs were living in other states according to OCHA. Relatively little is known about IDPs who live in informal settlements,

with host families or in urban settings.

IDPs have been victims of targeted attacks and looting, and face serious threats to their physical security and moral integrity, which is their primary human rights concern. Explosive remnants of war and the proliferation of small arms also represent considerable risks. Gender-based violence is widespread. It has been both a result and a cause of displacement, and IDPs are more vulnerable than the general population to such abuses.

Former IDPs of South Sudanese origin in Khartoum face possible statelessness as a result of their country's independence. Such concerns are worsened by the fact that most IDPs have significant humanitarian needs, particularly in terms of food, health and shelter.

They also continue to face significant challenges in their search for durable solutions, and there is no data to properly evaluate any progress that might have been made. Ongoing insecurity and violence prevented IDPs from returning, and returnees were displaced again in 2013. Access to services, livelihoods and land were further obstacles. Despite the government's focus on return, it is thought that many IDPs in Darfur would prefer to integrate locally in urban or semi-urban areas.

There has been some progress in the implementation of agreements and frameworks relevant to supporting IDPs at both the national and regional level, but it has generally been slow and insufficient. Sudan adopted a national policy covering all phases of displacement in 2009. It favours return to the potential detriment of other options, and limited political will and weak capacity mean that implementation has been poor. The government was revising the policy in 2013. The Humanitarian Aid Commission is the key coordinating body for assistance and is also charged with providing technical help and supporting the planning, implementation and evaluation of responses.

Sudan is a party to the Great Lakes Pact and its protocols, but has not yet signed the Kampala Convention. There are also a number of agreements that provide for IDPs' assistance in specific areas of the country, such as the Doha Document for Peace in Darfur (DDPD) and a 2012 tripartite agreement on humanitarian access to South Kordofan and Blue Nile. As of the end of 2013, however, neither had led to an effective response. Implementation of DDPD has been slowed by a lack of funding and capacity, and the parties to the tripartite agreement have failed to agree an action plan to put it into practice.

Major challenges for the international response, apart from insecurity, included the government's access restrictions to certain regions. These impeded the effective delivery of humanitarian assistance and the collection of good quality data with which to properly assess IDPs' needs. A serious shortage of funding also hampered both humanitarian and development initiatives, with the 2013 humanitarian work plan funded at only 55%. The sectors relevant to protection and durable solutions were among the least funded.

# Uganda

**NUMBER of IDPs**  
Up to 29,800

**PERCENTAGE**  
of total population  
About 0.1%

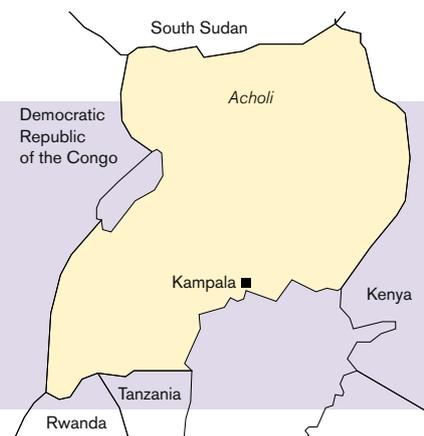
**START of displacement situation:**  
1988

**PEAK number of IDPs**  
1,840,000 (2005)  
**Kampala Convention Ratified**

**NEW displacement in 2013**  
No information available

**CAUSES of displacement**  
✓ Armed conflict  
✓ Generalised violence  
✓ Human rights violations

**Human Development Index**  
161



Attacks by the Lord's Resistance Army (LRA) and the government's strategy of forcibly relocating civilians in displacement camps caused large-scale displacement in northern Uganda in the late 1990s and early 2000s. Inter-communal violence and cattle raids also forced people to flee their homes.

Following the signing of a cessation of hostilities agreement in 2006, most of the 1.8 million IDPs living in camps returned to their places of origin. Others settled in new locations. The latest available estimate, from December 2011, was that 29,800 people were still living in camps. The number has fallen since, but according to the Uganda Human Rights Commission four camps are still open. An assessment is needed to establish the number of IDPs living in these camps, and to get an insight of their vulnerabilities. There are no comprehensive figures for IDPs living with host communities or in urban areas.

Many returnees have inadequate access to basic services and only limited support to re-establish their livelihoods. The return process in northern Uganda has also been marred by conflicts over land, sometimes leading to secondary displacement. Recovery and development programmes have suffered major delays. The revelation in 2012 that the prime minister's office had embezzled \$13 million of aid money has led to a severe reduction in international funding.

Uganda is a party to the Great Lakes Pact, and in 2010 it became the first country to ratify the Kampala Convention. It adopted a national policy on IDPs in 2004, which has provided a useful framework to address displacement. It should, however, be reviewed to harmonise it with the Kampala Convention's provisions and make it more relevant to the current situation.

# Zimbabwe

**NUMBER of IDPs**  
36,000

**PERCENTAGE**  
of total population  
About 0.3%

**START of displacement situation:**  
2008

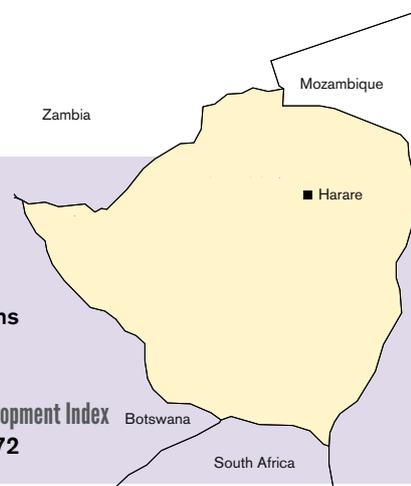
**PEAK number of IDPs**  
No information available

**NEW displacement in 2013**  
No information available

**CAUSES of displacement**  
x Armed conflict  
✓ Generalised violence  
✓ Human rights violations

**Kampala Convention**  
Unsigned

**Human Development Index**  
172



There was no information on the number of IDPs in Zimbabwe in 2013. In the absence of a comprehensive survey, the only figures available are estimates based on past needs assessments. Estimating the total number of IDPs is made more difficult by the fact that a significant number have been displaced more than once, and that many have returned to their places of origin or have settled either locally or elsewhere in the country. OCHA reported in its 2009 Consolidated Appeal document for Zimbabwe that violence associated with the 2008 elections displaced 36,000 people, though other anecdotal sources placed the number much higher. Most of those displaced have allegedly been able to return home, and few new displacements were reported in

the run-up to, or during, the 2013 elections, which marked the end of the national unity government in place since 2009 and installed a new administration.

A number of government policies and actions have also caused internal displacement since 2000. Those affected include former farm workers and their families who were either evicted from their property under a fast-track land reform programme, or who were forced to leave after losing their jobs as agricultural workers. Others were displaced as a result of evictions from informal urban settlements and by a government crackdown against informal mine workers.

IDPs' conditions varied widely during 2013, depending on the

cause of their displacement and the length of time they had been displaced. Their needs ranged from emergency humanitarian assistance to interventions aimed at securing durable solutions. Poor security of tenure and a lack of access to civil registration and documentation presented major obstacles for a significant number, both to their attaining a durable solution and to their accessing essential services such as education and health care.

The government acknowledged the existence of internal displacement in the 2008 global political agreement, and in 2009 it participated with the UN in a rapid assessment exercise to determine the scope of the phenomenon. As of the end of 2013, however, its findings had not been released and plans for an updated assessment and a nationwide quantitative survey had not moved forward. The gathering and publication of this information would help the government and its partners provide IDPs with appropriate assistance and support their achievement of durable solutions.

Positive steps were taken in 2013 from a legal perspective. In May, a successful referendum led to the adoption of a new constitution that provides protection from arbitrary eviction, and in November Zimbabwe ratified the Kampala Convention. Humanitarian organisations now look forward to supporting the government in the domestication of the convention.

The sub-cluster for IDPs led by IOM coordinates internal displacement issues under the umbrella of the protection cluster led by UNHCR. A number of line ministries have participated in cluster coordination mechanisms and they have gradually allowed humanitarian workers greater access to vulnerable groups, including IDPs. Humanitarian agencies working with national and local authorities developed a framework for the voluntary resettlement of IDPs in new locations. The Framework for the Resettlement of Internally Displaced Persons in Zimbabwe is based on the IASC Framework for Durable Solutions and the Kampala Convention, and incorporates the Guiding Principles on Internal Displacement. It places emphasis on ensuring that any decision to resettle is voluntary, and guarantees security of tenure and livelihood opportunities for resettled IDPs. The protection cluster formally endorsed the framework in 2011.

The government and its development and humanitarian partners continued to make use of community-based planning in 2013 to respond to the needs of IDPs and their host communities. This has facilitated durable solutions with tenure security in some areas. Representatives of all groups within certain communities, including IDPs, were invited to collaborate in identifying durable solutions and a common development strategy in line with the government's national planning structures. Humanitarian partners continued to highlight the importance of addressing the needs of vulnerable groups through poverty reduction and social protection programmes that tackle the causes of displacement and provide durable solutions.



Sometimes communities in Colombia are not displaced but are instead trapped.  
(Photo: EC/ECHO/FAO, December 2012)

## Internal displacement in the Americas

### Figures and causes

There were as many as six million IDPs in the Americas as of the end of 2013, forced to flee their homes by war, violence and human rights violations. The vast majority were in Colombia, where the government put their number at nearly 5.5 million. It should be noted, however, that the figure is cumulative, and so does not take into account those who have died while displaced or those who have achieved a durable solution. New displacement also took place in Mexico and Honduras during the year.

Colombia's 50-year armed conflict is still the main cause of displacement, but increasing criminal violence has also forced tens of thousands of people to flee their homes throughout the region. Organised crime cartels and gangs have displaced around 160,000 Mexicans and 17,000 Hondurans in recent years. According to government figures, Peru may still have as many

as 230,000 IDPs, all of whom were displaced by internal armed conflict in the 1980s and 1990s.

In Colombia, fighting between non-state armed groups and the security forces, and direct threats to individuals and communities are responsible for most displacements. Widespread abuses, including the recruitment of minors, sexual violence, the use of anti-personnel mines, extortion and the targeting of human rights workers have also forced people from their homes. Combat between government forces and guerrilla groups causes the majority of displacements, but re-emerged paramilitaries and organised crime syndicates also commit significant abuses and violence against civilians.

In Mexico, criminal organisations fighting both each other and the security forces have caught countless innocent civilians in the crossfire. Threats and violence associated with extortion rackets have also increased dramatically. Crime syndicates now



dispute territory beyond that associated with trafficking routes to enable them to demand illegal payments in areas they control. They also seek to control poppy cultivation and access to resources such as gold and timber, at times displacing whole communities at gunpoint in the process. Local government officials and their families are targeted if they refuse to cooperate, as are human rights workers and ordinary citizens seeking justice for crimes they or their families have suffered. The fear of forced recruitment has also caused displacement, as have religious and political violence, particularly among indigenous groups.

Tropical storms hit many parts of the Mexican states of Oaxaca, Guerrero, Sinaloa, and Tamaulipas in November, causing mudslides and flooding that forced tens of thousands of people to flee at least temporarily. Many, however, had already been victims of criminal violence and decided not to return to their homes.

In Honduras, widespread violence, extortion, threats and forced recruitment committed by urban gangs providing security for drug cartels were the main cause of displacement in 2013. Agrarian conflicts, territorial disputes over trafficking corridors and natural resources, and the political persecution of those who opposed the 2009 presidential coup were also factors.

Capturing the true scope of current internal displacement in the region is difficult. Colombia and Peru have victims' registries for reparations purposes, but it is unclear how many of those registered have returned or resettled permanently in other parts of the country. It was also only during the second half of 2013 that the Colombian government began to register victims of paramilitary groups and organized crime. Neither Mexico nor Honduras yet have assistance or protection programmes that might encourage victims of violence to register, and IDPs are often confused with economic migrants.

## New displacements

An average of around 180,000 people a year have been newly displaced in Colombia over the past five years. The government has been in peace talks with the Revolutionary Armed Forces of Colombia (known by its Spanish acronym FARC) since 2012, but in the absence of a ceasefire civilians in rural areas continue to suffer the ravages of the conflict. The country's paramilitary groups were in theory demobilised between 2003 and 2006, but their successors have largely continued where they left off, intimidating and threatening rural peasants, including land claimants, and competing for control of trafficking routes. Paramilitary groups and their abuses have also proliferated in Honduras, often associated with government officials, private companies and the security forces, and linked to disputes over land and illegal mining concessions in rural areas.

In Mexico, the states of Guerrero and Michoacán were the worst affected by internal displacement in 2013, as peasants and small-business owners fell prey to criminal organisations seeking to control and extort all aspects of economic and political life. Many communities have tried to protect themselves by forming armed self-defence groups initially recognised by the government. As many as 15,000 people were also displaced both before and during large-scale security operations in the two states that began at the end of 2013.

Rural to urban flight is predominant across the region, but intra-urban displacement is also on the rise in cities such as Medellín, Cali, Buenaventura, San Pedro Sula, Acapulco and Monterrey. Mass displacements of more than ten families or 50 individuals have increased in both Colombia and Mexico in recent years.

## Protection issues

IDPs in urban areas tend to have less access than their impoverished neighbours to basic needs such as adequate housing, work and education, the result of having lost personal documents or being unfamiliar with the social services available. Personal safety also remains a concern, because some criminal groups have national reach and are able to trace IDPs' whereabouts.

Fearful of identifying themselves after leaving their communities, many of the region's IDPs seek anonymity in poor urban neighbourhoods, where they tend to have little or no access to assistance and protection. IDPs living in precarious conditions in urban settings are also generally considered to be more vulnerable to the impact of disasters. Many in Mexico and Honduras have sought asylum in neighbouring countries or the US after not finding sufficient national assistance and protection measures. Government surveys in Peru concluded that most of the country's IDPs were in urgent need of psychological support.

Ethnic minorities make up a disproportionate number of IDPs throughout the region. Colombia's Pacific coast, from where more a third of the country's displaced population has fled in recent years, is home to many indigenous and Afro-Colombian communities.

## Durable solutions

Of all the countries in the region, Colombia has made the most progress in supporting IDPs' local integration or their return to the countryside. The government also pressed on with an unprecedented land restitution process in 2013, but rulings to date represent only a small fraction of the cases submitted. Many seeking the return of their land face threats and risk being targeted by the same people who first displaced them. Agrarian strikes in August highlighted the crisis in small-scale farming and raised questions about the viability of IDPs' return to the countryside.

In Mexico's northern states, which once had the some of the highest homicide rates in the world, the situation in places such as Ciudad Juárez has improved. IDPs have begun to return under their own steam thanks to robust security commitments, investment in social welfare and a stabilisation of the power balance among cartels that previously fought over trafficking routes into the US. Specific efforts to assist IDPs have, however, been piecemeal and fragmented.

There were three groups of IDPs living in protracted displacement in the region as of the end of 2013. In the Peruvian city of Ayacucho, a recent study identified more than 60,000 IDPs unable to formalise ownership of their plots of land in the peripheral slums, which in turn prevents them from securing loans. They also struggle to access the public health system. Around 25,000 Mexicans were still displaced in Chiapas as a result of armed conflict in the early 1990s, and in Guatemala little is known about the fate of indigenous IDPs forced to flee their ancestral lands during scorched earth campaigns, also in the early 1990s.

## National and international response

Several important legal frameworks have been adopted in the region to assist victims of armed conflict and violence and provide financial reparations. Colombia's current government has made significant efforts to improve emergency assistance and reparations for all victims of the armed conflict, including IDPs, through the implementation of its 2011 Victims Law. In July 2013, the Constitutional Court ruled that the government must include tens of thousands of victims of organised crime and paramilitaries on its registry. IDPs' access to social welfare programmes has improved as a result of the law, but only a small number have received the financial reparations it promised. The government's response to mass displacements has also improved, but assistance to smaller groups is often severely delayed because local authorities are overburdened.

Mexico's General Law for Victims, passed in December 2012, calls for the establishment of a national system to provide IDPs with support and reparations, including food, accommodation, security and accompanied returns in guaranteed of safety. The Executive Commission for Victims' Assistance was appointed in late 2013 to oversee implementation, but it has not yet emphasised the components relevant to IDPs.

The country's National Programme for Social Prevention of Violence and Delinquency includes a focus on IDPs, but no specific initiatives for them. States such as Guerrero, Sinaloa and Chiapas have adopted their own programmes for IDPs, but Chiapas has been slow to implement its law on internal displacement passed in 2012. Several senators have proposed national legislation for IDPs, including both a specific law and an amendment to the General Population Law, but it has yet to be debated.

The Honduran government created the Inter-institutional Commission for the Protection of Displaced Persons by Violence in 2013, tasked with formulating policies and adopting measures to prevent displacement and to assist and protect IDPs and their families.

In Peru, a 2004 law charged the Ministry of Women and Vulnerable Populations with the establishment of a national registry for IDPs, but it has been slow in accepting people onto it. A high-level government commission began individual and collective reparations in 2013, but associations representing IDPs have criticised delays in a process that had reached less than a quarter of all targeted beneficiaries by the end of the year.

UNHCR has signed an agreement with the Honduran government and the Central American Integration System (SICA), made up of the seven countries of the region plus the Dominican Republic, to improve protection and assistance for people displaced by criminal violence. The agency has also offered Mexico's Executive Commission for Victims' Assistance technical support to establish a specialised committee on IDPs.

Country	Number of IDPs (rounded)	Government figures	UN figures	Other figures	Comments
Colombia	<b>5,700,000</b>	5,500,000			The figure represents the number of IDPs the government registered between 1985 and 2013, plus an estimate of those still to register, either because the process is still ongoing or because they fear reprisals if they do.
Guatemala	<b>242,000</b>		242,000 (UNFPA estimates, 1997)		There is little information available on the number of IDPs who have achieved durable solutions.
Honduras	<b>17,000</b>				The figure is based on civil society estimates.
Mexico	<b>160,000</b>				Tens of thousands of people returned to their homes in the north of the country, but roughly the same number were newly displaced in the south-western states of Guerrero and Michoacán.
Peru	<b>150,000</b>	150,000 (2004)			This is the last figure provided by the government. There are still 45,000 families who have applied to be included on a new victims' registry for IDPs, but whose applications have not yet been fully processed.

# Colombia

**NUMBER** of IDPs  
At least  
**5,700,000**

**PERCENTAGE**  
of total population  
At least **12%**

**START** of  
displacement  
situation:  
**1960**

**PEAK**  
number  
of IDPs  
**5,500,000**  
(2012)

**NEW**  
displacement  
in 2013  
**156,918**

**CAUSES** of displacement  
✓ Armed conflict  
✓ Generalised violence  
✓ Human rights violations

**Human Development Index**  
**91**



Despite the optimism surrounding a peace process seeking to end decades of civil war, Colombia continues to suffer one of the world's most dramatic humanitarian emergencies. The government has been in peace talks with the Revolutionary Armed Forces of Colombia (known by its Spanish acronym FARC) since 2012, but in the absence of a bilateral ceasefire the conflict has run on unabated. Widespread violations of human rights and international humanitarian law associated with it continued to cause internal displacement in 2013, as did criminal violence.

Through the end of 2013, the government's official registry put the number of victims of forced displacement dating back to 1985 at nearly 5.5 million. The Consultancy for Human Rights and Displacement (CODHES) has yet to publish its 2013 figures, but the respected national NGO's figure for the end of 2012 was more than 5,700,000. Both sets of data are cumulative, however, and as such do not take into account those IDPs who have managed to achieve a durable solution or those who have died

in displacement. Around 300,000 people are thought to have been newly displaced each year since 2000.

Military confrontations between armed groups and the security forces, and direct threats to individuals and communities cause the vast majority of displacements. Widespread abuses, including the recruitment of minors, sexual violence, the deployment of anti-personnel mines, extortion and the targeting of human rights defenders have also forced many people to flee their homes. The guerrillas of the FARC and the smaller National Liberation Army (known by its Spanish acronym ELN) have both caused displacement, but re-emerging paramilitary groups and organised crime syndicates commit the majority of abuses and violence against civilians. They assassinated 37 human rights workers in the first half of 2013 alone, an increase from 29 during the same period the previous year.

The majority of IDPs flee their homes in small numbers, but larger displacements have increased in recent years. Intra-urban

displacement is also on the rise, though flight from rural to urban areas is still the predominant pattern. There are no displacement camps in Colombia, which means IDPs almost invariably seek shelter in host communities.

IDPs who relocate to or within urban areas have less access to basic necessities such as housing and livelihood opportunities than their impoverished neighbours. Armed groups also continue to stigmatise and target community leaders even after their displacement. IDPs living in such precarious conditions are generally considered to be most vulnerable to the impact of disasters brought about by natural disasters.

Disproportionate numbers of indigenous people and Afro-Colombians, Colombia's main ethnic minorities, have been displaced in the past few years. The majority of these groups live in the country's Pacific coast departments, from where more than a third of recent IDPs have fled.

Colombia has one of the world's oldest and most developed legal frameworks for responding to internal displacement, thanks largely to the extraordinary engagement of civil society and the country's Constitutional Court. The current government has improved efforts to assist and compensate victims of the armed conflict, including IDPs, through the implementation of the 2011 Victims Law. In a significant legal development in 2013, the Constitutional Court also obliged the government to recognise the tens of thousands of people who fled organised crime groups

and the new generation of paramilitaries as IDPs.

IDPs have been given better access to regular social welfare programmes, but only a small number have so far received the financial reparations outlined by the Victim's Law. The government's response to mass displacements has improved, but immediate assistance for smaller groups of IDPs has often been delayed significantly because local authorities are over-burdened.

The government's most daunting challenge lies in the restitution of IDPs' land. Only a small fraction of the cases submitted to specialised judges have been ruled upon, and many of those trying to reclaim their land have been threatened and risk being targeted by the same armed groups and local mafias who displaced them. Violent opposition to the restitution process has led to a decrease in the number of claims, as many IDPs decide to prioritise their physical security over the recovery of their land. Agrarian strikes in August 2013 highlighted the crisis in small-scale agriculture and raised questions about the viability of IDPs' return to the countryside.

The government receives substantial international support in its efforts to help IDPs, but only a small percentage of development assistance is dedicated to humanitarian needs. Even given the best-case scenario in which Colombia reaches a peace agreement with the FARC, persistent insecurity and criminality will require a long-term international commitment to the country.

# Honduras

**NUMBER of IDPs**  
**17,000**

**PERCENTAGE**  
of total population  
**0.1%**

**START of displacement situation:**  
**2008**

**PEAK number of IDPs**  
**No information available**

**NEW displacement in 2013**  
**No information available**

**CAUSES of displacement**  
x Armed conflict  
✓ Generalised violence  
✓ Human rights violations

**Human Development Index**  
**120**



Criminal violence by local gangs and transnational drug trafficking organisations have forced at least 17,000 people to flee their homes in Honduras in recent years, according to civil society monitors.

The country has experienced the highest homicide rate in the world in recent years. The National Autonomous University of Honduras (UNAH) reported a slight decrease from 85 to 79 per 100,000 inhabitants in 2013, but violence increased in the northern departments of Cortés, Atlántida, Colón and Ocotepeque.

Intra-urban displacements have taken place in Tegucigalpa, San Pedro Sula, La Ceiba, Bajo Aguán and Choloma. Urban violence is often the result of disputes between local gangs who provide security for drug trafficking cartels, often with the complicity of local police forces. Despite attempts at a truce, widespread extortion, threats and forced recruitment together constitute some of the main causes of internal displacement.

Agrarian conflicts, territorial disputes over trafficking corridors and the political persecution of those who opposed the 2009 presidential coup are also factors. Paramilitary and private security forces have driven communities off their land at the behest of mining companies in departments such as Atlántida.

Fearful of identifying themselves after leaving their communities, many IDPs have not found assistance or protection and instead often sought asylum in neighbouring countries or the US.

The government established a cross-institutional commission in 2013, responsible for developing policies and adopting measures to prevent displacement and to assist and protect those affected when it takes place. It also signed an agreement with UNHCR in August 2013 to improve IDPs' protection. UNHCR is working with UNAH and the government's statistics agency to establish better figures on the country's displaced population.

# Mexico

**NUMBER of IDPs**  
About 160,000

**PERCENTAGE**  
of total population  
About 0.1%

**START of displacement situation:**  
1994

**PEAK number of IDPs**  
160,000 (2012)

**NEW displacement in 2013**  
Up to 20,000

**CAUSES of displacement**  
x Armed conflict  
✓ Generalised violence  
x Human rights violations

**Human Development Index**  
61



Public census results correlated with data on homicides and criminality show a strong causal relationship between violence and internal displacement in Mexico. Over the last decade, hundreds of thousands of people have been forced to flee their homes and communities. The states of Chihuahua, Tamaulipas, Durango, Michoacán, Nuevo León, Sinaloa, Sonora and Guerrero have been worst-affected.

According to a 2010 government survey, more than one in every 100 families has at least one member who changed their residence in fear of their physical wellbeing, but no comprehensive study of displacement has been undertaken. It is hoped that the 2020 population count will gather definitive data.

Criminal organisations, fighting both each other and the security forces, have caught countless innocent civilians in the crossfire. The fear of forced recruitment, both of minors or people with technical skills, has also led many people to seek safety in other parts of the country. Local government officials and their families in particular are targeted if they refuse to cooperate with the crime syndicates. Human rights activists, who have denounced criminal groups and their infiltration of the state, have also become targets, along with many ordinary citizens who simply seek justice for the crimes they or their families have suffered.

The most significant recent development to cause displacement has been the expansion of extortion rackets, including kidnappings, which have affected all levels of Mexican society. Criminal organisations no longer only fight over drug trafficking routes, but increasingly dispute territory more generally. The more territory they control, the more illegal protection payments they can demand from anyone from company owners to peasant farmers.

These acts of violence have forced people to flee individually and en masse in both rural and urban areas. In Guerrero and Michoacán states, the Knights Templar criminal group has tried to exercise complete control over both the public and private sectors. It has held many business interests, including illegal mining and logging, and its activities have led to the displacement of whole communities in remote areas.

The emergence of local self-defence groups to counter the Knights Templar and others is evidence of a desperate attempt to make up for the security forces' failure to rein in organised crime, and in some cases their collusion with it.

Religious and political violence, particularly among indigenous groups, has also forced people to flee their homes, and

around 25,000 people are still living in protracted displacement in Chiapas state as a result of armed conflict that took place there in the early 1990s.

IDPs often have difficulty in finding adequate housing, work and schooling for their children. The loss of identity cards and mortgage documents also impedes their access to basic social services. Personal safety remains a concern after their flight, because some criminal groups have national reach and are able to trace their whereabouts.

Mexico's president, Enrique Peña Nieto, claims to have reduced violence levels in some areas of the country. Once epicentres of homicides, Ciudad Juárez and Acapulco started to become less violent towards the end of the previous president Felipe Calderon's tenure.

Efforts to assist IDPs have been piecemeal and fragmented. The National Programme for Social Prevention of Violence and Delinquency includes a focus on IDPs, but details of how it will be implemented are unclear. The Indigenous Development Commission provides housing and farming tools to some IDPs, but excludes victims of organised crime.

Support is also available from several social service agencies at various levels of government. States such as Guerrero, Sinaloa and Chiapas have adopted programmes for IDPs, but Chiapas has been slow in implementing the law it passed in 2012. Several senators have proposed national legislation for IDPs, including both a specific law on internal displacement and an amendment to the General Population Law, but they have yet to be debated.

The General Law for Victims, passed in December 2012, includes provisions for assistance and reparations for IDPs, including food, lodging, security and accompanied returns in safe conditions. The Executive Commission for Victims' Assistance, which was set up in late 2013 to oversee implementation has, however, yet to emphasise these components. In November, the Inter-American Commission for Human Rights called on the government to develop a clear policy on internal displacement.

ICRC and the Mexican Red Cross have provided support and assistance to IDPs at times of mass displacement, but the international response has generally been extremely limited.

# Peru

**NUMBER** of IDPs  
150,000

**PERCENTAGE**  
of total population  
About 0.1%

**START** of  
displacement  
situation:

1980

**PEAK**  
number  
of IDPs

1,000,000  
(1990)

**NEW**  
displacement  
in 2013

No  
information  
available

**CAUSES** of displacement

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

Human Development Index

71



Peru's internal armed conflict in the 1980s and 1990s displaced around 500,000 people, according to the country's Truth and Reconciliation Commission. Many spontaneously resettled in other parts of the country, and the government only began facilitating returns in 2000. Violence associated with coca cultivation and cocaine trafficking, and a resurgence of guerrilla groups have caused new displacement in some rural areas.

The last official government figure for IDPs was 150,000 in 2007, but based on recent data from the national registry for displaced people, the current number could be as high as 230,000. The registry does not, however, distinguish between IDPs and those who have achieved a durable solution.

According to a government survey, there are also a number of IDPs still to be registered, most of whom were displaced by direct

threats and disappearances from Huánuco, Ayacucho, Junín and Lima departments in the 1980s. Those IDPs who are registered continue to face obstacles in accessing the public health system. A recent study in the outer slums of Ayacucho city also found that more than 60,000 IDPs had been unable to formalise ownership of their plots, preventing them from taking out bank loans.

A 2004 law on internal displacement put the Ministry of Women and Vulnerable Populations in charge of developing public policies, providing technical help and supporting local authorities in assisting and making reparations to IDPs. The government's high-level multi-sectoral commission began individual and collective reparations in 2013, but it was only expected to have settled with less than quarter of those eligible by the end of the year.



Children get ready for school at a collective centre for IDPs and local poor in the centre of town of Qakh, Azerbaijan. IDPs have been living there since 1992 but will be moved elsewhere, despite their desire to stay in town. (Photo: IDMC/N. Walicki, May 2013).

## Internal displacement in Europe, the Caucasus and Central Asia

### Figures and causes

There were at least 2.2 million IDPs in Europe as of the end of 2013. Most fled their homes some 20 years ago to escape armed conflict, generalised violence and human rights violations in the Balkans, Caucasus, Central Asia, Cyprus and Turkey. No new displacement was reported in 2013, and the number of IDPs in the region fell slightly as some returned home in Bosnia and Herzegovina, Kosovo and Kyrgyzstan. According to UNHCR, all IDPs in Kyrgyzstan had returned by the end of 2013.

Official figures also decreased in Russia as IDPs' status expired, and in Georgia where the government completed a re-registration exercise. The figure for Georgia, however, was set to increase by around 300 after the Constitutional Court ruled in June that the government should broaden its definition of an IDP. Turkey had the largest number of IDPs in the region, although the figure of around a million dates from 2006. Numbers were

more or less unchanged in Armenia, Azerbaijan, Cyprus, FYR Macedonia, Serbia, Turkmenistan and Uzbekistan.

Relatively few current figures are available. Armenia, Kosovo, Kyrgyzstan, Macedonia, Turkey, Turkmenistan and Uzbekistan do not register IDPs, either because they do not have legislation on internal displacement or because they simply do not acknowledge the phenomenon. All other countries in the region register the displaced, but their definitions of what constitutes an IDP vary. Azerbaijan, Cyprus and Georgia also register IDPs' children born in displacement, inflating their figures relative to others in the region. The only comprehensive profiling assessment in the region was undertaken in Serbia in 2011.

Some steps were taken to improve data gathering in 2013. The Kosovo authorities, UNHCR and the Joint IDP Profiling Service conducted a preliminary needs assessment in preparation for a full assessment in 2014. In Bosnia and Herzegovina, UNHCR led

a survey of communities with specific needs, and in Azerbaijan it conducted its largest assessment of IDPs ever. That said, the socio-economic situation of the vast majority of IDPs who rented, owned or otherwise occupied private accommodation was still poorly understood throughout the region.

## Protection issues

All registered IDPs were eligible for similar entitlements, mainly related to housing, employment and financial assistance. Over time this has helped many IDPs access their rights. However, some IDPs have become more vulnerable over time as their specific needs have not been addressed. Today, not all IDPs need the same kind of help. A blanket response based on registration is not appropriate in many contexts, and only by tailoring assistance to IDPs' current needs will progress towards durable solutions be made. Georgia took such steps during 2013, revising its law on internal displacement to accommodate a needs-based approach.

Lack of access to adequate housing remains the primary protection concern for IDPs in most countries. Some in Azerbaijan, Bosnia and Herzegovina, Georgia, Kosovo and Serbia received new housing in 2013, but around 285,000 in the same countries and in Russia were still living in the overcrowded and dilapidated collective centres they were housed in when they were first displaced. Some IDPs in Russia, Azerbaijan and Serbia were evicted from collective centres during the year. Others lived in informal settlements with poor tenure security or in makeshift housing with limited access to electricity, heating, water and sanitation.

Internally displaced women and children continued to face particular protection issues. Limited access to livelihoods and the resulting poverty led some IDPs to force girls into early marriage or take their children out of school to help earn an income. The trafficking of displaced women and children, including Roma, increased in Bosnia and Herzegovina during the year. Some displaced children continued to be educated separately from their counterparts in the general population in Azerbaijan and Georgia, and separately from those of different ethnicity in Bosnia and Herzegovina. This affects their ability to integrate and hampers reconciliation.

Roma IDPs in the Balkans continue to face widespread discrimination, leading to their social and economic marginalisation. They tend to live in informal settlements, and struggle to register and obtain the documents necessary to access services and benefits. They also suffer double vulnerability as a displaced minority.

Most of the perpetrators of human rights abuses and crimes during the armed conflicts of the 1990s were still at large at the end of 2013. This was the result of corruption, political obstacles, ineffective investigations, biased trials and the failure to implement court rulings, including those of the European Court of Human Rights. A new state programme to offer psychological support for the victims of conflict is in place in Bosnia and Herzegovina, but access to it remains difficult.

Reconciliation between ethnic groups did not progress, though an inter-ministerial working group continued its work in Kosovo. In Kyrgyzstan, attacks inside courts on lawyers representing ethnic Uzbeks accused of crimes during violence in

2010 provided just one example of continuing tensions. Progress was made in Cyprus, where 88 missing Greek Cypriots and 52 missing Turkish Cypriots were identified in 2013, more than in any other year.

## Durable solutions

Internal displacement in the region is protracted and most IDPs are still to achieve durable solutions. Over the years a number of governments, such as those in Croatia, Kyrgyzstan and Russia, have declared internal displacement resolved. More than a million IDPs have returned to their homes in the region as a whole, but the sustainability of their return has not been properly assessed. There were also no figures in any country for the number of IDPs who have made progress towards local integration or settlement elsewhere.

The fact that some returnees in Bosnia and Herzegovina, Kosovo and Russia have been displaced again suggests that solutions have not always been durable. All those displaced in Kyrgyzstan had reportedly returned by 2013, but according to UNHCR around 172,000 IDPs and refugees still had needs related to their displacement. Monitoring of their situation began in 2013 after Kyrgyzstan was chosen as a pilot country for implementation of the UN Secretary General's framework on ending displacement in the aftermath of conflict.

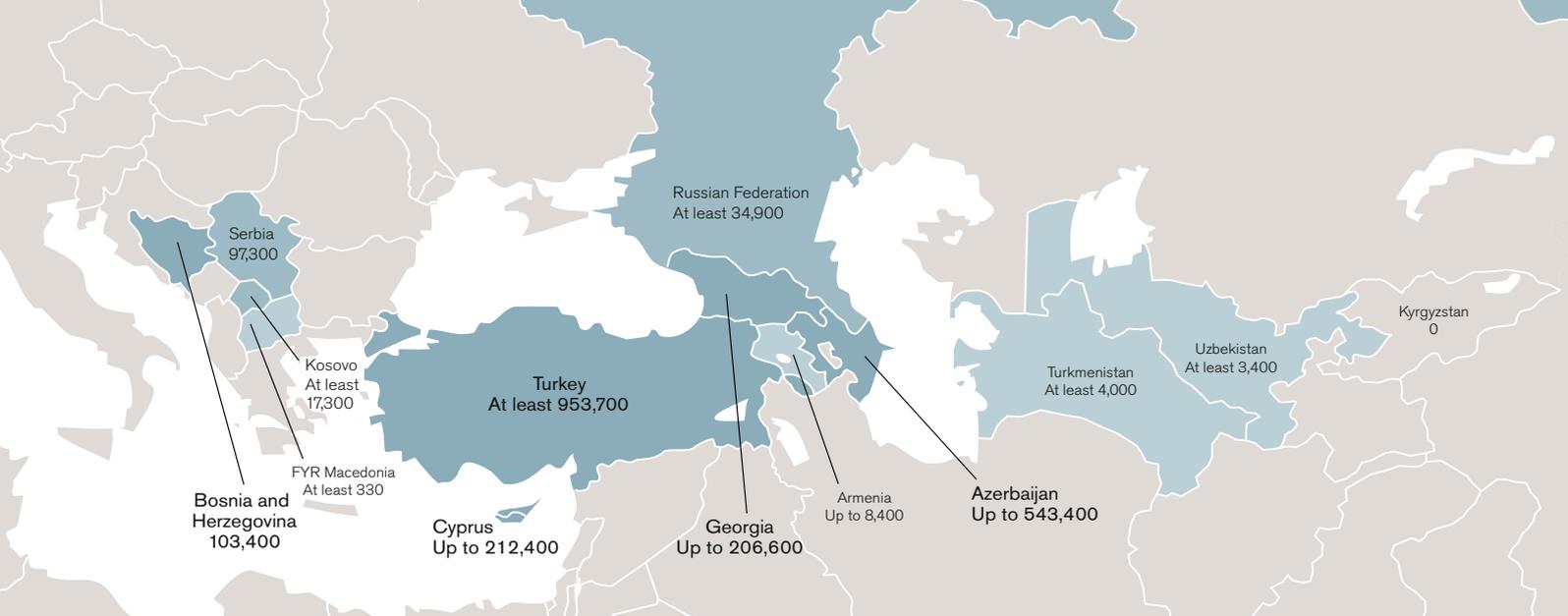
Fewer than 500 IDPs were recorded as having gone back to the homes in 2013. In the absence of peace agreements, return remained impossible for most of those displaced in Azerbaijan, Georgia and Cyprus, and peace negotiations made no progress during the year. Obstacles to return in other countries include insecurity, ethnic discrimination, limited government support, a lack of infrastructure, poor social services, and difficulties in reclaiming and repairing property, earning an income and obtaining documentation to access public services.

A possibility to improve conditions for return in Kosovo emerged in 2013 after Pristina and Belgrade signed the First Agreement of Principles Governing the Normalisation of Relations. The corresponding municipal and mayoral elections, the first ever under Kosovo law, reportedly resulted in a more positive approach to minority returns in some municipalities.

As in previous years, governments continued to prioritise return, but some also offered support for local integration and settlement elsewhere. In Azerbaijan, IDPs' local integration has still not been properly achieved, because displacement is viewed as temporary, and in Georgia IDPs were still settled as a group in areas and buildings segregated from their surrounding communities.

## National and international response

A number of governments continued to implement projects for IDPs in 2013, including Azerbaijan, Bosnia and Herzegovina, Georgia, Kosovo, Russia and Serbia, most of them related to improved housing. In Kosovo, the last displacement camp, Leposavic, was closed in December and the 34 Roma families living there were relocated to furnished homes. In Azerbaijan more than 28,000 IDPs were relocated from collective centres to new apartments. In January, Bosnia and Herzegovina secured a loan



from the Council of Europe Development Bank for social housing for IDPs in collective centres, and some had moved into newly built accommodation by September.

Some governments revised or drafted laws and policies on internal displacement during the year. Kosovo adopted its Strategy for Communities and Returns for 2014 to 2018 and prepared to draft a law on IDPs, while Georgia revised its law on displacement. Other countries, however, are still to adopt policies. Serbia is still to formulate an action plan to implement its National Strategy for Resolving Problems of Refugees and Internally Displaced Persons, and Turkey had still not finalised its national strategy on displacement and return plans for 13 provinces. Nor has Bosnia and Herzegovina adopted its amended law on refugees, IDPs and returnees, which envisages support for local integration and compensation for IDPs' destroyed property.

Humanitarian aid for the region in 2013 was at its lowest level since 2006, as governments assumed greater financial responsibility for IDPs and donors focused on new crises. UNHCR funding for IDPs in the region fell from \$47 million in 2012 to \$33 million in 2013. That said, humanitarian organisations such as UNHCR, IOM, the Danish Refugee Council (DRC), ICRC and others; and development organisations such as the UNDP and the World Bank continued to assist IDPs, mainly with housing,

legal support, income generation and training. IDPs' needs are no longer humanitarian as they mainly relate to housing and jobs. The development sector should step up its engagement in these areas.

The UN's special rapporteur on IDPs' human rights, Chaloka Beyani, visited Georgia, Serbia and Kosovo during the year. In all cases, he focused on the need for durable solutions and called on governments to redouble their efforts to resolve IDPs' problems with housing, livelihoods, jobs, services and property, and to ensure they could participate in elections. UN human rights bodies also raised concerns about the treatment and living conditions of IDPs in Azerbaijan, Bosnia and Herzegovina, Russia and Serbia. They urged governments to ensure equality and participation, to monitor displaced women and returnees, and to combat poverty among IDPs. European institutions also pressed governments on similar issues.

Despite numerous such entreaties over the years, many IDPs still live in inadequate housing and have no jobs. Considering the protracted nature of displacement in the region, the most important aim must be to facilitate durable solutions. To do so, the authorities must implement these recommendations without delay.

Country	Number of IDPs (rounded)	Government figures	UN figures	Other figures	Comments
Armenia	Up to 8,400			8,400 (NRC, 2005)	A 2004 survey NRC carried out in coordination with the government concluded that there were around 8,400 IDPs displaced by conflict. Others are thought to have returned to their villages, settled elsewhere or emigrated. No more recent figures are available.
Azerbaijan	Up to 543,400	597,429 (State Committee for Refugees and IDPs, 31 January 2014)			The government figure is the number of people registered as IDPs. It includes around 54,000 returned IDPs, as well as children born to IDPs during displacement.
Bosnia and Herzegovina	103,400	103,449 (2013)	103,368 (June 2013)		The figure represents the number of people the government has registered as IDPs, including their children born during displacement.

Country	Number of IDPs (rounded)	Government figures	UN figures	Other figures	Comments
Cyprus	<b>Up to 212,400</b>	212,427 (Ministry of Interior, March 2014)			The figure represents the number of people with "refugee status" living in the part of the island controlled by the Cypriot government.
Georgia	<b>Up to 206,600</b>	246,606 (Ministry of IDPs from the Occupied Territories, Refugees and Accommodation, December 2013)	246,947 (UNHCR, February 2014)		The government figure represents the number of IDPs re-registered in 2013. It includes around 67,000 children born to IDPs and an unknown number of returnees in Gali, Abkhazia. It does not include South Ossetia, where there are estimated to be 10,000 IDPs and 50,000 returnees.
Kosovo	<b>At least 17,300</b>		17,349 (UNHCR, December 2013)		UNHCR's figure combines different data collection methods, sources and units of analysis.
Kyrgyzstan	<b>0</b>		172,000 (UNHCR, June 2013)		UNHCR reported in 2013 that all IDPs had returned to their homes and that 172,000 returned IDPs and refugees were in an "IDP-like" situation.
Russian Federation	<b>At least 34,900</b>	9,937 (Federal Migration Service, January 2013)		25,000 (NGOs, January 2011)	The government figure represents the number of IDPs from Chechnya and North Ossetia with "forced migrant" status living outside of their republics of origin. The NGO figure includes IDPs in collective centres and private accommodation in Chechnya and Ingushetia. These do not necessarily have forced migrant status.
Serbia	<b>97,300</b>	209,112 (Commissariat for Refugees, December 2013)	227,585 (UNHCR, June 2013)	97,286 (Government/UNHCR/JIPS, 2011)	The government figure represents the number of people registered as IDPs in Serbia, not including Kosovo. The UNHCR figure represents the number of people the government has registered as IDPs in Serbia and UNHCR's estimate of the number in Kosovo. The third figure represents the number of IDPs "in need", as determined by an IDP assessment published in 2011.
The former Yugoslav Republic of Macedonia	<b>At least 330</b>			334 (Council of Europe, April 2013)	The figure represents the number of IDPs living in collective centres.
Turkey	<b>At least 953,700</b>			953,680 – 1,201,000 (Hacettepe University, December 2006)	In 2006, the population studies institute at Hacettepe University in Ankara, commissioned by the government, determined that between 954,000 and 1.2 million people had been forced to flee their homes between 1986 and 2005. No more recent figures are available.
Turkmenistan	<b>At least 4,000</b>			4,000 (IOM, May 2005; Memorial, September 2004; OSI, 2005, IHF, 16 July 2004)	The figure is an estimate of the number of people displaced by urban development or forcibly exiled because of their political affiliation or ethnicity. It is a compilation of information from various sources. No more recent figures are available.
Uzbekistan	<b>At least 3,400</b>			3,400 (IOM, May 2005)	The figure is an estimate of the number of people forcibly relocated from nine villages in Sukhandaria province following government reports of armed incursions from Tajikistan by the Islamic Movement of Uzbekistan. No more recent figures are available.

# Azerbaijan

**NUMBER of IDPs**  
Up to **543,000**

**PERCENTAGE**  
of total population  
Up to **6.0%**

**START of displacement situation:**

**1988**

**PEAK number of IDPs**

**600,000 (1990)**

**NEW displacement in 2013**

**0**

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- x Human rights violations

**Human Development Index**

**82**



Around 597,000 people were officially registered as IDPs in Azerbaijan as of the end of 2013. The figure is made up of those who fled their homes between 1988 and 1994 as a result of armed conflict between Azerbaijan and Armenia over the territory of Nagorno-Karabakh, their children and around 54,000 people who have been able to return. The government justifies maintaining registration for returned IDPs by their proximity to the occupied areas. No new displacement was reported during the year.

In the continued absence of a solution to the conflict, Azerbaijan does not have effective control over Nagorno-Karabakh and its seven surrounding districts, and this has prevented the vast majority of IDPs from returning to their homes. More than 20 years into their displacement, most are still waiting to return while not having fully integrated at their current residence. There have been no assessments on the extent to which progress towards durable solutions has been made.

IDPs are present in all of the country's 69 districts, but around half live in the capital Baku. Around 32 per cent still live in public buildings offered as temporary accommodation at the beginning of their displacement. Around 25 per cent live in new housing the government has provided, 20 per cent with relatives and 12 per cent in makeshift housing. Around eight per cent occupy other peoples' property. Some were evicted to make way for urban development projects and report that they were not consulted on relocation programmes and housing policies that affect them.

Over time, conditions in public buildings such as former university dormitories and kindergartens have become crowded and unsanitary with plumbing, sanitation and electricity in disrepair. A number of fires destroyed some IDPs' housing during 2013. Others demanded improved living conditions, with one person even resorting to self-immolation. IDPs living in makeshift housing on the outskirts of cities also endured substandard conditions, but they have not been included in the government's housing programme.

Despite a significant improvement in IDPs' poverty levels over the years, more than 70 per cent remain dependent on state benefits as their main source of income. Benefits include a monthly allowance of around \$23 paid to people registered as internally displaced and other social assistance for vulnerable groups. High unemployment among IDPs has led to families separating for labour migration, early marriages for girls and the marginalisation of women from economic and social life.

The government has spent an unprecedented \$5.4 billion

on IDPs since 2001. It has settled more than 180,000 IDPs and refugees in newly built homes as part of a national programme launched in 2004. More than 28,000 were relocated in 2013, including to six new residential complexes. Most settlements included new schools, and medical and community centres. IDPs also continued to benefit from positive discrimination measures such as exemption from utility payments, free university tuition and preferential access to jobs.

Government policy towards IDPs remains centred around the idea that displacement is temporary until return to Nagorno-Karabakh and its seven surrounding districts becomes possible. Return is viewed as the only sustainable settlement option, and the support provided in the meantime is not intended to resolve displacement. As a result, new homes are offered only until return is possible, IDPs can only vote and stand for election in their municipalities of origin, and around 60 per cent of IDPs' children continued to be educated separately from the rest of the population.

During the year, several UN human rights bodies reported on IDPs' situation and urged the government to do more to meet its international obligations. The EU's special representative on the South Caucasus visited Azerbaijan in 2013 and continued to press for confidence-building measures that would help resolve the conflict.

In 2013, UNHCR undertook its largest assessment of IDPs in the country to date. IDPs told the agency that their priorities were improved living conditions, economic and social self-reliance, good quality education and health care, inclusion in decision-making and a peaceful resolution to the conflict. These priorities were fed into the UN-facilitated national consultations on the post-2015 sustainable development framework. The findings of UNHCR's assessment should be shared among humanitarians, development and peace building organisations and planning should be coordinated to ensure IDPs are included in all projects relevant to their priorities.

# Bosnia and Herzegovina

**NUMBER** of IDPs  
**103,400**

**PERCENTAGE**  
of total population  
**2.7%**

**START** of  
displacement  
situation:

**1992**

**PEAK**  
number  
of IDPs

**1,000,000**  
(1993)

**NEW**  
displacement  
in 2013

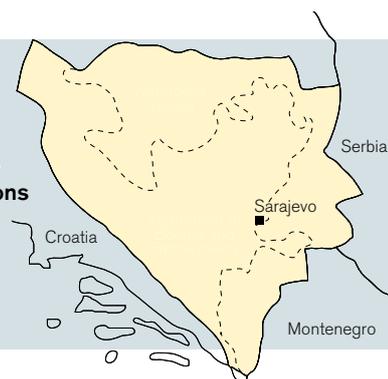
**0**

**CAUSES** of displacement

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Human Development Index**

**81**



There were around 103,000 IDPs in Bosnia and Herzegovina as of the end of 2013, according to government figures. During the 1992 to 1995 war, more than a million people were displaced by inter-ethnic violence, human rights violations and armed conflict between Serb, Croatian and Bosnian armed forces and militias. Preliminary 2013 census results showed the overall population was around 3.8 million, down from the 4.4 million recorded in 1991 as a result of the conflict.

Access to adequate housing remains a major concern for IDPs. The vast majority live in private accommodation, but around 8,500 are still based in collective centres. Many have been unable to improve their housing because of lack of income. Living conditions were particularly dire for Roma, Ashkali and Egyptian (RAE) IDPs who mainly live in informal settlements with insecure tenure. The Council of Europe Development Bank approved a €60 million (\$83 million) loan in January 2013 to build social housing for collective centre residents. By September some had been moved to their new dwellings in Splavište and Goražde. Other projects were approved as part of a regional housing programme for IDPs.

Internally displaced children continue to be educated through the practice of “two schools under one roof”. Originally conceived to allow the children of returnees to study according to their nationality, in over two decades the policy had resulted in the de facto segregation of ethnic groups, particularly Bosnian Croats and Bosniaks. The education minister has presented a two-year plan to end the practice, while the Cantonal Court overruled a 2012 Mostar court decision to the same effect.

Survivors of wartime sexual violence still have highly limited access to justice, reparations or psychosocial assistance. A new state programme of psychological support for victims of the conflict was put in place during 2013, but becoming a beneficiary is difficult. Internally displaced women who are head of their households have increasingly become victims of human trafficking. Mechanisms are needed to identify and refer trafficking victims and increase equality, with a focus on the education, health and employment of internally displaced women.

More than 580,000 IDPs have returned to their areas of origin since 1995, but UNHCR counted only 151 returns in 2013, around half as many as the previous year. Many IDPs prefer to stay in areas where they are part of an ethnic majority for fear of discrimination and reprisals. As the UN Committee on Economic, Social and Cultural Rights (CESCR) highlighted during the year,

other obstacles to return include a lack of jobs and harmonised legislation on social benefits, limited infrastructure and electricity supplies, the presence of landmines, poor access to health care and destroyed housing.

In an effort to ensure the equal treatment of returned IDPs, the cantonal government of Sarajevo adopted legislation in April that enables those leaving the canton for their pre-war homes to retain the health care and social benefits they received during their displacement. Herceg-Nova, a nationalist Croat area of Bosnia, also began to address the needs of returnees in the canton with the help of a number of UN agencies. Its project aims to improve social services, prevent discrimination, eliminate the risk posed by mines and ensure equal access to employment opportunities.

As of the end of 2013, several draft laws and policies that would benefit IDPs had still to be adopted. These included an amendment to the Law on Refugees from Bosnia and Herzegovina, Displaced Persons and Returnees, the Strategy on Transitional Justice and a draft law on the rights of torture and war victims. There are still no specific state initiatives for displaced RAEs, who suffer discrimination both as IDPs and as a minority group.

Only a few international organisations still specifically support IDPs. These include UNHCR, the Organisation for Security and Cooperation in Europe (OSCE) and UNDP. The EU has also played a major role in influencing government policy in favour of IDPs through Bosnia’s candidacy to join the union, and the Council of Europe has advocated on durable solutions through its various agencies.

# Georgia

**NUMBER of IDPs**  
Up to 206,600

**PERCENTAGE**  
of total population  
Up to 5.0%

**START of displacement situation:**

1992

**PEAK number of IDPs**

No information available

**NEW displacement in 2013**

0

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- x Human rights violations

**Human Development Index**  
72



There were up to 206,600 IDPs registered by the government in Georgia as of the end of 2013. Most were displaced in the early 1990s as a result of armed conflict in the breakaway republics of Abkhazia and South Ossetia. A smaller number were displaced in 2008 by fighting between Georgia and Russia over South Ossetia. Talks on humanitarian issues between Georgia, Russia and the de facto authorities in South Ossetia and Abkhazia continued in 2013, but did not achieve any concrete results for IDPs.

Displacement figures are based on the results of a 2013 re-registration exercise led by the Georgian ministry for IDPs. The overall figure is made up of nearly equal numbers of men and women, and includes nearly 67,000 children born to at least one displaced parent. It also includes an estimated 40,000 IDPs who have returned to Abkhazia. There were also around 10,000 people still internally displaced within South Ossetia in 2010, the latest figure available.

A 2013 UNDP study on vulnerability found that displacement left IDPs at a disadvantage in terms of access to land and property. It also showed that their income levels were either comparable with, or slightly higher than poor households in the general population, but that many continued to rely on state subsidies such as the monthly allowance for IDPs as their main source of income. The ministry for IDPs is in the process of developing a livelihoods strategy within the current action plan for the displaced population.

The government continued to provide housing assistance to IDPs living in collective centres. By the end of the year it had allocated new housing units to more than 1,500 families, and registered the ownership of around 1,400 families' living spaces in over 125 collective centres. However, around 50,000 IDPs still needed housing assistance. The figure does not include those living outside collective centres, most of whom have been left out of housing programmes.

With the exception of the Abkhaz district of Gali, the de facto authorities in South Ossetia and Abkhazia refuse to allow IDPs to return on the basis that a large influx of Georgians would upset the ethnic balance and compromise security. Over the years, tens of thousands of IDPs have returned to Gali, though many movements have been seasonal in order to cultivate land, with families maintaining two residences. Most returnees have been able to retain their registration documents as IDPs. These are issued and only recognised by the Georgian government, allowing them to continue to access rights and benefits in Georgia proper.

Questions remain as to the sustainability of returns, and returnees to Gali have struggled with inadequate housing and limited incomes. Those who returned to areas near the dividing line with South Ossetia were increasingly prevented from accessing homes, land, water and livelihoods in 2013 by the installation of a 50-kilometre fence by Russian and South Ossetian soldiers. Despite the presence of Georgian police in most villages in areas near dividing line with South Ossetia, feelings of insecurity among residents remain high. Better infrastructure is also required.

In line with the Guiding Principles on Internal Displacement, the Constitutional Court ruled in June that all Georgians displaced by armed conflict should qualify as IDPs, and not only those from "occupied territories" as had previously been the case. Around 300 IDPs displaced in 2008 from Georgian-controlled territory near South Ossetia became eligible for registration as a result. Georgia's law on IDPs was revised to comply with the court's decision, and the new law was adopted in March 2014.

The international response to displacement in Georgia has largely focused on supporting the local integration of IDPs who are unable to return through housing, livelihoods and legal programmes. The UN's special rapporteur on the human rights of IDPs, Chaloka Beyani, visited the country in June and his recommendations included the continued improvement of IDPs' housing conditions, including for those in private accommodation and those with disabilities. A 2013 Council of Europe report encouraged Georgia to continue to address IDPs' humanitarian needs and called on all parties to the conflict to ensure their voluntary return in safety and dignity.

# Kosovo

**NUMBER of IDPs**  
At least 17,300

**PERCENTAGE**  
of total population  
At least 0.9%

**START of displacement situation:**

1999

**PEAK number of IDPs**

36,000 (2000)

**NEW displacement in 2013**

0

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- x Human rights violations

**Human Development Index**

-



There were around 17,300 people internally displaced by conflict in Kosovo as of the end of 2013, according to UNHCR estimates. Around 245,000 people fled their homes in 1999 in fear of reprisals from the majority-Albanian population following NATO air strikes that forced the withdrawal of Yugoslav troops and ended years of oppression of ethnic Albanians. Another 4,200 fled their homes in 2004 as a result of violence against Serbs and Roma, Ashkali and Egyptians (RAEs).

Kosovo Serbs fled mainly to Serbia proper and to northern Kosovo, where Serbian authorities retain administrative control. Kosovo Albanians fled south within Kosovo. Authorities in northern Kosovo continue to refuse to accept the full authority of the south. That said, in April 2013 the Kosovo authorities and the Serbian government signed the First Agreement of Principles Governing the Normalisation of Relations, which aims to integrate northern security and judicial structures into similar structures in the south among other initiatives.

Around 50 per cent of IDPs are Kosovo Serbs, 40 per cent Kosovo Albanians and 5 per cent RAEs. The majority, mainly Serbs and RAE, live in the Mitrovica region of northern Kosovo. A preliminary assessment for a profiling exercise to clarify the number of IDPs and their progress towards durable solutions was completed in 2013. The full exercise will begin in 2014.

Nearly all IDPs live in private housing in unknown conditions. Around 750 still live in 37 collective centres, where they endure electricity shortages, lack of space and dilapidated infrastructure. RAE IDPs live in appalling conditions in informal settlements. The last displacement camp, Leposavić, was closed in December 2013. Thirty-one families were relocated to furnished homes, and the remaining three are still to be resettled.

Around 550 IDPs returned in 2013, according to UNHCR. Since 2000, more than 4,800 have returned within Kosovo and around 14,500 have returned from Serbia to Kosovo. Serbs returned to majority-Serb municipalities or enclaves, while Albanians went back to their homes in the outskirts of northern Mitrovica and isolated majority-Albanian areas in the municipalities of Zvečan and Leposavić.

There has been no comprehensive monitoring of the sustainability of returns, but some IDPs who returned both to mono-ethnic and mixed villages appear to have reintegrated. Others, however, faced secondary displacement as a result of security threats, property disputes, looting, poor infrastructure and tensions with local communities. Limited access to property and

delayed restitution proceedings also continue to hamper returns, mainly for Kosovo Serbs. The Kosovo Property Agency, which is responsible for administering post-conflict property repossession, has adjudicated around 39,500 of the nearly 42,700 claims it received. Many claims remain before the courts, however, and the implementation of orders to evict occupants remains a challenge, particularly in the north.

Municipal elections took place throughout Kosovo in November as per the First Agreement. Kosovo IDPs living in Serbia had the option of a postal vote or taking a bus laid on by the Serbian authorities to polling stations on election day. Voter turnout was low and violence marred the first round in northern Kosovo. This underscored the fragility of the political situation. That said, the elections were a step towards improved relations between Pristina and Belgrade, with legitimately elected local authorities recognised by both sides.

The government took steps to improve its response to internal displacement in 2013. The Ministry of Communities and Returns adopted a new strategy for 2014 to 2018, and drafted a concept note for the development of a law on IDPs, a process that should begin in 2014. An inter-ministerial working group continued its reconciliation work, and Kosovo's president, Atifete Jahjaga, signed an amnesty to help integrate Kosovo Serbs into the rest of Kosovo.

During a visit in October, the UN's special rapporteur on the human rights of IDPs, Chaloka Beyani, called on Kosovo and Serbia to redouble their efforts to solve IDPs' problems together. Humanitarian agencies continued to assist those still displaced, mainly through housing, legal assistance, income generation and infrastructure programmes. Longer-term solutions depend on ensuring accountability for human rights violations, the resolution of property disputes and the determination of Kosovo's political status.

# Russian Federation

**NUMBER of IDPs**  
At least **34,900**

**PERCENTAGE**  
of total population  
At least **0.1%**

**START of displacement situation:**

1992

**PEAK number of IDPs**

500,000 (1996)

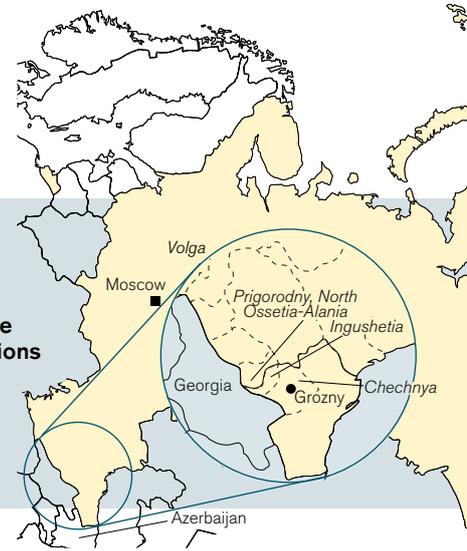
**NEW displacement in 2013**

No information available

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

Human Development Index  
55



At least 34,900 people were still displaced in Russia as of the end of 2013, as a result of armed conflict, human rights violations and generalised violence in North Caucasus. The 1994 and 1999 wars in Chechnya forced more than 800,000 people to flee their homes, and as many as 64,000 people fled ethnic conflict over Prigorodny district in North Ossetia in 1992. The conflicts have not been resolved, contrary to claims from the Russian government. More than 100 civilians were killed in 2013 in ongoing fighting between government forces and non-state armed groups that aim to establish an Islamic caliphate.

The figure of 35,000 combines an 2011 NGO estimate of 25,000 IDPs in Chechnya and Ingushetia with government statistics from 2013 that show around 9,900 people registered as “forced migrants”. Government figures only include people displaced from Chechnya and North Ossetia who hold forced migrant status and live outside their republics of origin. Registration is valid for five years, after which IDPs can apply for an extension. The authorities, however, have rejected most such applications. The true number of IDPs in Russia is likely to be significantly higher.

The government’s 2013 statistics showed around 7,300 people from Chechnya and North Ossetia living in Ingushetia, around 700 in Stavropol and 200 in Dagestan. The remainder were living in other western parts of the country such as Krasnodar and Saratov. In 2011, NGOs counted around 20,000 IDPs in Chechnya and Ingushetia living in private accommodation and 5,000 in collective centres. No information was available on the situation of IDPs living outside North Caucasus.

Unregistered IDPs are deprived of entitlements such as housing assistance, which are linked to forced migrant status. Some also continue to have problems registering their residence, which is normally required for all Russian citizens to access public services and jobs.

Around 160 IDPs were evicted from three collective centres in Ingushetia in 2013, a move that was justified by a new state programme to provide 2,000 families with improved housing. The closure of the centres is welcome, but some IDPs ended up in a worse situation as a result. More than 80 Chechens were evicted from the Promzhilbaza centre with nowhere to go before winter. They were told either to find rented accommodation with a government subsidy of around \$150, or to live with family members. Those without relatives nearby were left homeless, as the money provided was insufficient and in some cases was reportedly not

paid as promised. IDPs organised hunger strikes to publicise the evictions, but to no avail. In some cases, the authorities shut off utilities and used other tactics to pressure IDPs to leave.

There have been few returns in recent years. More than 300,000 IDPs previously returned to Chechnya after the second large-scale armed conflict in 1999, according to government reports. Most set their sights on the capital Grozny because of its better infrastructure and employment opportunities. Housing assistance, however, was linked to IDPs’ return to their places of origin. More than 25,000 IDPs have returned to North Ossetia since 1992, but local authorities prevented some from doing so for fear of sparking renewed ethnic conflict. Others were unable to return because ethnic Ossetian refugees from Georgia had occupied their property. There has been no monitoring of returns either in Chechnya or in North Ossetia, and as a result there is no information on progress towards durable solutions for returned IDPs.

The Russian government has attempted to portray the conflict in North Caucasus and the internal displacement it caused as resolved, and as a result international assistance has decreased dramatically in recent years. UN agencies left the region in 2011 and only a few international humanitarian organisations remain. The government helped some IDPs to access improved housing in 2013, but more needs to be done to fully address their needs.

Together with international organisations, the Russian authorities should conduct an assessment of progress towards durable solutions for IDPs who have returned and those who have settled elsewhere in the country. Collecting accurate data and information on IDPs’ socio-economic situation according to international standards would allow the government to uphold IDPs’ rights and address their specific needs. Russia has a real chance to resolve displacement given its relative wealth.

# Serbia

**NUMBER** of IDPs  
**97,300**

**PERCENTAGE**  
of total population  
**1.6%**

**START** of  
displacement  
situation:

**1999**

**PEAK**  
number  
of IDPs

**248,000**  
(2004)

**NEW**  
displacement  
in 2013

**0**

**CAUSES** of displacement

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Human Development Index**  
**64**



There were around 209,000 registered IDPs in Serbia as of the end of 2013, according to the Serbian Commissariat for Refugees (SCR). They fled their Kosovo homes in 1999 in fear of reprisals from the majority Albanian population following NATO air strikes that forced the withdrawal of Yugoslav troops and ended years of oppression of ethnic Albanians. The latest needs assessment, published in 2011 by the government, UNHCR and the Joint IDP Profiling Service, found that around 97,000 of the 210,000 people registered as IDPs at the time had needs related to their displacement. These were mainly in the areas of housing, access to information, employment and documentation.

The vast majority of IDPs were ethnic Serbs living in private accommodation, most of them in cities in central and southern Serbia. A small number, mostly Roma, were living in the northern province of Vojvodina.

The 2011 survey found that 74 per cent of Roma IDPs were in need. They were living in makeshift housing in informal settlements with no access to basic facilities. Nor did they have permission to live where they settled, meaning that they were unable to register their residence. More than 2,800 people, IDPs included, had been forcibly evicted since 2009 as a result. Alternative accommodation was rarely provided, though the government has said it will spend €1.2 million (\$1.7 million) on housing solutions for Roma IDPs. Given their inability to register their residence and their lack of other personal documents, Roma IDPs struggle to access most of their rights.

Only around 18,000 IDPs have returned to Kosovo, and observers estimate that only around 4,000 have stayed, with most being displaced again. Obstacles to sustainable return include insecurity, discrimination, difficulties in repossessing property and recovering lost documents, the lack of economic prospects and IDPs' limited means to rebuild their homes. Only 20 per cent of displaced families surveyed in 2011 said they wanted to return to Kosovo. The September 2013 shooting of an officer from the European Union Rule of Law Mission in Kosovo (EULEX) and ongoing ethnically motivated attacks highlight the fragile situation there.

Eighty per cent of IDPs surveyed in 2011 said they still needed help with housing, and 39 per cent were in long-term unemployment, leaving them unable to improve their living conditions on their own. Municipalities have continued to implement action plans to help IDPs to integrate locally, and the government closed eight collective centres in 2013, leaving 14 still open that housed

1,200 people. More than 720 displaced families were either relocated or opted to receive building materials or one-off financial assistance.

IDPs in Serbia submitted around 18,000 compensation claims for destroyed property in Kosovo against the UN mission in Kosovo (UNMIK), NATO's KFOR peacekeeping force and Kosovan institutions. Local courts rejected the claims on the basis that UNMIK and KFOR had immunity and local institutions had not been established at the time, and in November Kosovo's Constitutional Court upheld their decision. Some claimants were asked to pay the court fees and retrospective taxes on the properties they had fled from before their cases could proceed.

As of the end of 2013, the Serbian government was still to adopt an action plan to implement its national strategy for refugees and IDPs. Belgrade and Pristina signed the First Agreement on Principles Governing the Normalisation of Relations in April, but the accompanying dialogue was still to address issues relevant to IDPs. It had put measures in place to help IDPs eligible to vote in Kosovo in November. Specific mechanisms are needed to monitor the situation of internally displaced women and better protect their rights.

Following his visit to Serbia in 2013, the UN special rapporteur on the human rights of IDPs, Chaloka Beyani, urged the government to facilitate durable solutions through the provision of housing, livelihoods, employment, health care, education, water and energy. He also called for the effective resolution of property disputes, including compensation when due, and IDPs' participation in local and parliamentary elections.

# Turkey

**NUMBER of IDPs**  
At least 953,700

**PERCENTAGE**  
of total population  
At least 1.3%

**START of displacement situation:**

1984

**PEAK number of IDPs**

954,000 (2006)

**NEW displacement in 2013**

No information available

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Human Development Index**

90



There were estimated to be more than 954,000 IDPs in Turkey as of the end of 2013. Most fled their homes between 1986 and 1995 during the armed conflict between the Kurdistan Workers' Party (PKK) and the security forces in the south-east of the country. Displacement was also due to village raids and forced evacuations in the same area and around the same period by the authorities.

A ceasefire announced in March between the government and the PKK leader, Abdullah Ocalan, marked a turning point in the history of the 30-year conflict and was maintained throughout the year. Peace talks, however, appeared to have stalled, despite clear engagement from state officials and institutions on Kurdish issues.

Turkey's internal displacement figures are outdated and disputed. Commissioned by the government in 2006, Hacettepe University in Ankara found that between 954,000 and 1.2 million people were forced to flee their homes between 1986 and 2005, the vast majority of them Kurdish. The results of the only survey of its kind have yet to be fully endorsed by the government, which previously put the number of IDPs at 378,000. NGOs have reported between one and three million.

Most IDPs have been left to fend for themselves. Two decades after their displacement, around half were still living in cities close to their places of origin such as Batman, Diyarbakir, Hakkari and Van. The remainder live mainly in urban areas of western and northern Turkey. Many lived in substandard, illegally built housing and are at risk of eviction.

Many IDPs benefitted from a green card system that provided free health care to the poorest members of the population, but a lack of broader government support has hampered their local integration. Poverty has forced IDPs' children to work rather than going to school, and some women have resorted to negative coping mechanisms including prostitution to get by.

The government had taken steps to assist IDPs' return, including a 1994 village rehabilitation project, a 2004 law on compensation for victims of the conflict and a 2006 action plan for Van province. It also continued to pay compensation for losses during the conflict in 2013. More than 364,000 applications have been submitted, around 331,000 processed and more than 175,000 applicants have received payouts. As of 2009, around 187,000 IDPs had returned. No more recent figures are available.

The extent of the government's commitment to durable solutions is unclear. Originally planned for adoption in 2010, its nation-

al action plan on displacement and return plans for 13 provinces have still not been finalised. Conditions in return areas were not conducive, given a lack of basic infrastructure and capital, limited job opportunities, the presence of landmines and the continuing paramilitary village guard system.

A justice-based approach is also needed if durable solutions are to be achieved. The European Court of Human Rights ruled on various cases in 2013, ordering Turkey to pay compensation to IDPs who suffered the disappearance, torture and death of relatives during the 1990s. The country's fourth judicial reform package became law in April, and offers the prospect of holding officials accountable for alleged torture in the 1980s and 1990s. Victims' families, however, still have no information about the whereabouts of their loved ones.

After more than three years on ice, Turkey's EU accession negotiations were revived in 2013. The European Commission's annual report on progress in meeting accession criteria concluded that there were no major improvements for IDPs during the year, and that a national action plan was needed to resolve the displacement situation. It acknowledged, however, that government had taken steps to address discrimination against Kurds.

UNDP was the main interlocutor with the government on IDPs, but there was no information on international assistance for them. An improved response would entail identifying IDPs' needs and expediting their inclusion in humanitarian, development and peace building programmes.



In 2013, these IDPs lived in the Abu Ganem School compound in Aden, Yemen. (Photo: NRC/Nashon Tado, June 2013).

## Internal displacement in the **Middle East and North Africa**

### Figures and causes

The number of internally displaced people in the Middle East and north Africa (MENA) continued to rise sharply in 2013, reaching at least 9.1 million by the end of the year. This represents an increase of at least 53 per cent on 2012, more than twice the number in 2011 and more five times the figure ten years ago. Displacement has increased exponentially since the start of the Syrian conflict in 2011, and the country now dwarfs Iraq as MENA's largest displacement crisis. Seventy-one per cent of all IDPs in the region are in Syria.

Gathering accurate data on displacement is extremely difficult. Insecurity and armed conflict in Syria, Libya and Yemen hampered humanitarian access and made it difficult to profile those affected. Official statistics based on IDPs' registration were unreliable. In countries such as Syria, where the authorities are a party to the conflict, IDPs are often wary of registering. The

criteria for doing so varied across the region and did not always reflect the definition of an IDP set out in the Guiding Principles on Internal Displacement. In Iraq, registration varied from one governorate to another, and de-registration was based on the acceptance of financial incentives rather than the achievement of a durable solution. A lack of monitoring means little is known about the extent to which IDPs have been able to return, integrate locally or settle elsewhere in the country.

Internal armed conflict, often fought along sectarian lines, was the primary cause of displacement in the region. Since the 1970s, the direct targeting of civilians has also caused successive waves of large-scale displacement. Violations include the intimidation of minorities, the forced recruitment of children and violence against women. The phenomenon first became apparent during Lebanon's 1975 to 1991 civil war, during which more than a quarter of the population were displaced along sectarian lines.



More than ten per cent of the Iraqi population were displaced by sectarian violence between 2006 and 2008, as warring factions targeted civilians in an effort to create homogeneous enclaves.

A similar dynamic has emerged in Syria, where Kurds from cities such as Damascus and Aleppo have fled to the rural Kurdish province of Hasakeh, and other minorities have sought refuge on the coast. A UN commission of inquiry reported grave violations of international humanitarian law, including the use of artillery bombardments and airstrikes in urban areas, some of which targeted large concentrations of IDPs. In Palestine, Israeli settlement expansion in the West Bank and East Jerusalem and military operations in Gaza continued to cause displacement.

Adverse weather conditions complicated the situation of some IDPs displaced by conflict in 2013. Heavy rain in Yemen destroyed about half of the tents in three displacement camps in Hajjah governorate in August, affecting around 12,000 people. Winter storm Alexa in mid-December prompted the international community to increase humanitarian aid in Syria.

## New displacements

New displacements were reported in Syria, Palestine, Iraq and Yemen in 2013. Around 3.5 million people, or 9,500 a day, were displaced in Syria. Taking into account the three million refugees from the country, nearly half of its population had fled their homes by the end of the year.

Sectarian violence in Iraq reached levels unseen since 2008, displacing nearly 11,800 people, and at least 20,000 were newly displaced in Yemen. In Palestine more than 660 homes, including 122 built by international agencies, were demolished, and at least 1,100 people were displaced during the year.

The majority of the region's IDPs live with relatives or host communities in urban areas. Less than two per cent of Syria's displaced population, or around 108,000 people, live in camps, most of them along the Turkish border beyond the control of the Syrian authorities. Around ten per cent have taken refuge in public buildings. By 2013, at least 95 per cent of IDPs in northern

Yemen lived with host communities or in informal settlements, and in Iraq at least 150,000 lived in Baghdad's 241 informal settlements. The sectarian nature of conflicts throughout the region means IDPs often seek refuge with members of their own sectarian group.

## Protection issues

IDPs and host communities across the region face serious threats to their physical security. Conflict has also severely weakened social services, leaving IDPs dependent on aid to get by.

In Syria, non-state armed groups control areas where camps are located, leaving IDPs and their children vulnerable to forced recruitment, attacks and airstrikes. Camps are badly managed, resulting in inadequate shelter and sanitation, and poor aid delivery.

The main protection concerns in Iraq are violations against civilians and the assistance needs of those affected, including psychological support.

Demolitions and displacement have reportedly led to increase in domestic violence in Palestine. Female heads of household were at particular risk, given their dependence on male relatives for income in a region where it is culturally difficult for women to work. Palestinian IDPs also faced widespread food insecurity and poverty. In Yemen, the majority of the population lived below the poverty line. In Syria, the price of basic commodities has skyrocketed. The price of bread has gone up 500 per cent in some areas since 2011.

## Durable solutions

There were at least 2.5 million IDPs living in protracted displacement in MENA as of the end of 2013, mainly in Iraq but also in Yemen, Palestine and Libya. Obstacles to their achieving durable solutions range from sectarian tensions to a lack of tenure security and residency rights in areas of refuge. The sectarian nature of the conflict in Iraq has prevented 1.1 million IDPs from returning

to their areas of origin. In Palestine, the Israeli authorities did not allow IDPs to return during the year, but continued to expand their own settlements in East Jerusalem and the West Bank.

93,000 IDPs returned to their places of origin in Yemen, most of them in the south of the country. The returns happened spontaneously when IDPs felt the political circumstances and security situation were conducive to doing so. This did not necessarily mean that security had improved, but rather that their trust in tribal affiliations was strong enough to feel safe or that their home areas had become homogenous in sectarian terms.

Legal obstacles and residency issues hampered progress towards local integration and settlement elsewhere in the country. In Iraq, at least 150,000 IDPs have lived for years in informal settlements on public or contested land in Baghdad. They are there without permission and have no access to electricity, water, sanitation or education. Without tenure security, they are at risk of forced eviction and have no alternative housing options available to them. Most IDPs in Libya also live in informal settlements around cities such as Tripoli, Benghazi and Sirte, where they face similar difficulties.

Years of conflict have destroyed state infrastructure across the region, hampering access to housing, education and health care. In Iraq, nearly 90 per cent of the country's schools were thought to have been damaged during the 2003 war and its hospitals are overwhelmed. In Syria, medical workers have been directly targeted.

In Palestine, the reconstruction of much-needed shelters for at least 12,000 people in Gaza was still obstructed by Israel's economic blockade, now in its seventh year, prompting OCHA to complain in 2012 that agencies were responding to a situation of "man-made de-development".

## National and international response

The impact of years of conflict on states' infrastructure and reach hampered national responses to internal displacement in the region in 2013. Many are also driven by political considerations, which further undermines their effectiveness.

In February, the Libyan prime minister, Ali Zeidan created a bureau for IDPs within his office. The strategy, legislation and response that were to ensue, however, are yet to materialise. Nor has the government managed to re-establish its authority over the country, or to rein in its many armed groups. The situation was similar in Yemen, where the cabinet approved a national policy on internal displacement in June. As of the end of the year, the state's lack of influence in many of the affected meant the policy was still to be implemented.

Security restrictions preventing access to IDPs held back the international humanitarian response to displacement across the region. More than ten years after the US-led invasion of Iraq, UN personnel were still confined to the international Green Zone in Baghdad. In Yemen, the Hadramout region was off limits.

The authorities in Damascus have deliberately obstructed the international response in Syria, and a number of foreign aid workers have been kidnapped in the north of the country. A presidential statement from the UN Security Council issued in October urged respect for humanitarian access. It did not, however, lead to improvements and was followed by a UN resolution in February 2014. Israel's firing ranges in the southern Hebron Hills and the access-restricted areas it imposes in Gaza are effectively no-go zones for humanitarian organisations.

In Syria, humanitarian organisations have been forced to take the unusual step of providing cross-border assistance. The operations, however, were not enough to address the vast scale of needs in the country, nor were they able to protect IDPs and other civilians. Funding was also an issue. OCHA's humanitarian response plan requested more than \$2 billion but was only five per cent funded as of the end of 2013. In Palestine, more than \$7.9 billion has been spent on humanitarian assistance over the past decade, and in Iraq the figure is more than \$5.6 billion.

Country	Number of IDPs (rounded)	Government figures	UN figures	Other figures	Comments
Iraq	Up to 2,100,000	954,128 (Ministry of Migration and Displaced, 1 January 2014)	1,100,000 (UNHCR, February 2014, excluding new displacements in 2014)	Pre-2003 IDPs: 1,090,000 (IOM, December 2005)	The UNHCR figure represents the number of people displaced by unrest between 2006 and 2008. It does not include people displaced before 2003, unregistered IDPs or most of those newly displaced in 2013. The pre-2003 statistics are out-of-date, but these IDPs remain unaccounted for, bringing the total to around 2.1 million.
Lebanon	At least 20,000				Of the 26,000 people displaced from the Nahr el-Bared refugee camp in mid-2007, UNRWA reported 5,967 returnees the same year. The completion of the reconstruction of the town of Haret Hreik in 2012 ended all displacement caused by the 2006 conflict with Israel.
Libya	At least 59,400		59,425 (UNHCR, 31 December 2013)		Previous figures compiled in the aftermath of the conflict were unconfirmed in 2012. UNHCR figures for 2013 are the most up-to-date and comprehensive available.
Palestine	At least 146,000		At least 20,500 (OCHA, November 2009)	519,000 IDPs on both sides of the Green Line (including both Israel and Palestine) (BADIL, 2012)	The IDMC figure is based on families affected by housing demolitions between 1967 and 2009 (BADIL, ICAHD) plus displacement caused by later demolitions and military operations in Gaza (Shelter sector agencies, Gaza, December 2013). It also includes those displaced by housing demolitions and evictions in the West Bank between 2009 and 2013 (OCHA).
Syria	At least 6,500,000		6,500,000 (OCHA, December 2013).	4.1 million IDPs in 111 sub-districted out of 272 country wide (SINA, December 2013)	OCHA reported 6.5 million IDPs in December 2013. UNRWA has also reported 270,000 Palestinian refugees forced into secondary displacement.
Yemen	307,000		306,964 (UNHCR/UNOCHA, 7 January 2014)		The IDMC figure represents the number of IDPs the government and UNHCR had registered as of January 2014. It does not include around 228,000 IDPs who returned to their areas of origin, as they are counted as returnees.

# Iraq

**NUMBER** of IDPs  
Up to  
**2,100,000**

**PERCENTAGE**  
of total population  
Up to **4.6%**

**START** of  
displacement  
situation:

**1968**

**PEAK**  
number  
of IDPs

**2,840,000**  
(2008)

**NEW**  
displacement  
in 2013

**11,800**

**CAUSES** of displacement

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Human Development Index**  
**131**



Up to 2.1 million people were displaced in Iraq and unable to achieve durable solutions as of 2013. This includes up to 1.1 million people displaced since the sectarian violence of 2006, and at least one million IDPs displaced from previous waves of displacement or newly displaced but unregistered by the authorities.

Struggling under the strain of hosting more than 200,000 refugees and 50,000 Iraqi returnees from Syria, the authorities had to adapt their response quickly during 2013 to focus on new IDPs. There were more violent attacks and civilian deaths during the year than at any other time in the past five. Violence increased after the Shia-led government raided and dismantled a Sunni protest camp in the northern city of al-Hawija in April. According to IOM, nearly 11,800 people fled their homes during 2013, but the true scale of new displacement is unclear, particularly in Anbar governorate where the security situation has deteriorated rapidly. New displacement also took place in Baghdad and the southern city of Basra, and in rural villages with mixed Sunni and Shia populations in North Hilla, Diyala, Basra, Thi-Qar and Ninewa governorates.

No official census has been carried out since 1997, and references to the number, location and living conditions of IDPs in protracted displacement are inconsistently monitored across governorates. The situation is particularly unclear in the disputed Kurdish territories, where population estimates are a sensitive issue often associated with political manoeuvring. In December, the Ministry of Migration and Displacement (MoMD) and the Kurdish Directorate of Displacement and Migration (DDM) estimated the number of registered IDPs to be over 954,000, down from 1.1 million in December 2012. Although more than 26,700 displaced families have reportedly returned to their homes during the year, many international organisations questioned the extent to which the government figures reflected a real change on the ground. They estimate the total to be much higher, and note that many IDPs are unable or reluctant to register with the authorities.

According to IOM, at least 87 per cent of IDPs in protracted displacement wish to integrate locally, but the government's policy has been to promote return by offering significant financial incentives to those who agree to de-register as IDPs. Returnees receive assistance and support from both the Iraqi authorities and UNHCR, but research by IDMC suggests that many used their financial grant as a temporary relief, rather than to fund their return to their place of origin. Those IDPs who never registered in the first place tend to find themselves unable to rent or purchase

property, vote, register in schools, receive medical treatment or access other services.

Most IDPs live in urban areas, where they rent accommodation or squat public buildings or land. According to NRC, there are at least 150,000 IDPs living in poverty among the rest of the urban poor in Baghdad's 241 informal settlements. Conditions in the settlements are harsh, with little or no access to basic services such as drinking water, electricity and sanitation. Inhabitants have no tenure security and few if any job opportunities. IDPs face the risk of forced eviction and secondary displacement. Displaced women and girls are also at heightened risk of gender-based and domestic violence, and female-headed households have particular difficulty in accessing livelihood opportunities.

Meeting the basic needs of Iraq's IDPs in the current security climate and with fewer funds has proved a major challenge for the humanitarian community. Both IDPs and host communities identify the improvement of living conditions in informal settlements and the fostering of self-reliance as their priorities. In April, UNHCR and its partners agreed to support the development of the second stage of MoMD's revised displacement plan. Launched in 2012, the plan attempts to combine policies on integration, livelihood, employment opportunities and shelter programmes aiming to achieve durable solutions. UN-HABITAT has also helped the government provide vulnerable communities with an estimated two million housing units and services.

A more vigilant and coordinated approach is needed to ensure that the situation of Iraq's IDPs is not overshadowed by the emergency in Syria, and that their needs remain at the forefront of the response.

# Lebanon

**NUMBER of IDPs**  
At least 20,000

**PERCENTAGE**  
of total population  
At least 0.4%

**START of displacement situation:**  
2006

**PEAK number of IDPs**  
800,000 (2006)

**NEW displacement in 2013**  
0

**CAUSES of displacement**  
✓ Armed conflict  
x Generalised violence  
x Human rights violations

**Human Development Index**  
72



At least 20,000 people were internally displaced in Lebanon as of the end of 2013. All of them were Palestinian refugees who fled from the Nahr el-Bared camp north of Tripoli in 2007, when it was destroyed during fighting between the Lebanese army and the militant group Fatah al-Islam. The destruction of the camp had led to the displacement of 27,000 people.

There were no reports of people being internally displaced as a result of rising insecurity in Lebanon linked to the ongoing and increasingly sectarian armed conflict in neighbouring Syria.

The Palestinians displaced from Nahr el-Bared continue to live in overcrowded conditions in the nearby Baddawi refugee camp and the surrounding areas. They face a number of protection and economic challenges, including limited access to livelihood opportunities and restrictions on their freedom of movement.

UNRWA aims to rebuild Nahr el-Bared and facilitate return to the camp in line with wishes expressed by those who displaced from it. By July 2013, more than 5,500 former residents were reported to have returned, but the funding shortages UNRWA faces mean that reconstruction has not advanced enough for all to return.

Reconstruction of Beirut's Haret-Hreik neighbourhood was completed in 2012, and all of the remaining IDPs from the 2006 conflict with Israel have returned during 2013.

Some of those displaced during Lebanon's 1975 to 1990 civil war have faced more difficulty in terms of durable solutions. Progress towards them has been hindered by uneven urban development and outstanding compensation and reparation claims in the Shouf mountains.

# Libya

**NUMBER of IDPs**  
At least 59,400

**PERCENTAGE**  
of total population  
At least 1.3%

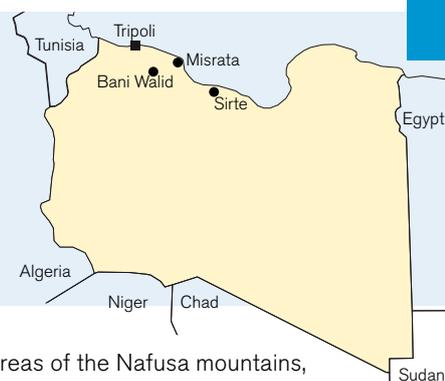
**START of displacement situation:**  
2011

**PEAK number of IDPs**  
550,000 (2011)

**NEW displacement in 2013**  
No information available

**CAUSES of displacement**  
✓ Armed conflict  
✓ Generalised violence  
x Human rights violations

**Human Development Index**  
64



There were at least 59,400 IDPs in Libya as of the end of 2013, according to UN estimates. They were among more than 500,000 who fled their homes during the 2011 civil war, in which NATO played a pivotal role in the overthrow of the country's former president, Muammar Qadhafi. Around 490,000 people are thought to have gone back to their places origin since 2011, but little is known about the nature or sustainability of their return.

Those still living in displacement fled threats and intimidation from anti-government militias that accused them of having supported Qadhafi. Two-thirds are from the Tawargha tribal group and have been unable to return because of ongoing threats of attack, extrajudicial killings, arbitrary detentions and torture carried out by militias in the north-western port city of Misrata. Most of the others are from the Gwalish and Mshashiya tribes, which

live in the Tamina and Kararim areas of the Nafusa mountains, also in the north-west of the country.

Most IDPs live in settlements around Tripoli and Benghazi, where they have little or no access to social, education or health services. The number of IDPs was unchanged during 2013.

The interim government has failed to rein in militias that kidnapped or killed more than 80 officials, including the prime minister, Ali Zeidan, during the year. The absence of a national reconciliation process continues to pose an obstacle to peace and the return of the country's remaining IDPs.

The creation at the Prime Minister's level of a UN supported IDP agency in February 2013 was a step in the right direction. However, Libya's interim government failure to rein in militias restricted its capacity to deliver effective response.

# Palestine

**NUMBER of IDPs**  
At least 146,000

**PERCENTAGE**  
of total population  
At least 3.7%

**START of displacement situation:**

1967

**PEAK number of IDPs**

250,000 (2009)

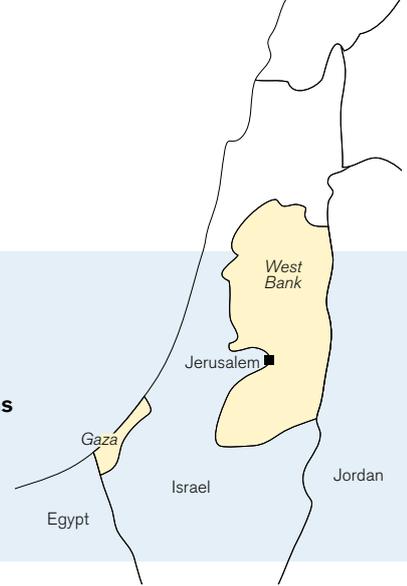
**NEW displacement in 2013**

At least 1,100

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Human Development Index**  
110



IDMC estimates that there were at least 146,000 IDPs in Palestine as of the end of 2013, some of whom fled their homes as long ago as 1967. As confirmed cumulative figures do not go back beyond 2006, the estimate provides only a snapshot of the long history of displacement in Palestine, which is both a cause and a consequence of the Israeli-Palestinian conflict. Since Israel's creation in 1948, displacement in Palestine has been triggered by Israeli policies that aim to acquire land, redefine demographic boundaries and divest Palestinians of ownership guaranteed under international law. Military incursions such as those into Gaza in 2008 and 2012, and violence and human rights violations associated with them, have also forced people to flee.

The Israeli authorities' demolition of civilian property in the West Bank displaced at least 1,100 Palestinians, including 558 children, during 2013. OHCHR has highlighted the serious nature of these displacements, noting that the number of demolitions was 20 per cent higher than in 2012. It also expressed its concern about the forced eviction and potential forcible transfer of herding communities in Makhul in the north of the Jordan Valley and Az Za'ayem on the edge of Jerusalem. The Israeli authorities offered no alternative housing options to those affected, and denied humanitarian organisations access to provide emergency shelter assistance. As of December, this group of IDPs faced the risk of multiple displacements, because of the lack of tenure security in Area C of the West Bank and the Israeli's army's restrictive and prohibitive planning and permit systems. The homes of 41 Palestinians were destroyed on the eve of winter storm Alexa, which hit the Middle East in December, leaving them without shelter or livelihood opportunities just as the weather was deteriorating.

These cases are the most well documented examples of new displacement, but countless more Palestinians have also been forced to flee their homes or remain in protracted displacement. The causes of their displacement include military incursions and clearing operations, land appropriation measures, evictions, settlement expansion, movement and access restrictions, settler violence, revocation of residency rights and restricted access to livelihood opportunities and services.

In the Gaza Strip, the air, land and sea blockade entered its seventh year, leading to a severe loss of livelihoods and the further impoverishment of already vulnerable IDPs. Extensive restrictions on the movement of people and goods prevented the reconstruction of homes and hampered the delivery of as-

sistance to more than 12,600 IDPs who fled their homes during Israeli military operations in 2008 and 2012. Most construction materials, including concrete, aggregate and steel, remain on Israel's "dual use" list of items designated for civilian use but which it deems useful in military situations, and as such are heavily restricted.

The imposition of "access restricted areas" (ARAs) covering more than 35 per cent of Gaza's most fertile land also continued, resulting in an estimated annual loss of \$50 million in agricultural produce. This at the same time as OCHA reported that 57 per cent of Gaza households were food insecure and 80 per cent dependent on aid. Access to ARAs and reconstruction in them is not allowed, making an already deteriorating economic and humanitarian situation worse for IDPs displaced by their imposition in the first place.

Towards the end of July, the humanitarian situation in Gaza was made worse still when Egyptian security forces destroyed 80 per cent of the smuggling tunnels beneath the Egypt-Gaza border. The tunnels had become a vital unofficial coping mechanism, providing many people in Gaza, including IDPs, with essentials such as food, medicine, fuel and building materials that are otherwise restricted or prohibitively expensive.

The West Bank and Gaza have been under belligerent occupation since 1967, and as such Israel remains legally responsible for the wellbeing of Palestinians and should take all necessary steps to prevent their displacement. Instead, it has actively contributed to it in the areas under its direct control. The Israeli authorities have also routinely seized, confiscated or destroyed assistance provided by humanitarian agencies responding to displacement and development agencies working to prevent communities at risk of it. These measures prompted the usually taciturn ICRC to speak out against them.

# Syria

**NUMBER of IDPs**  
**At least 6,500,000**

**PERCENTAGE**  
of total population  
**At least 32%**

<b>START of displacement situation:</b>	<b>PEAK number of IDPs</b>	<b>NEW displacement in 2013</b>
2011	6,500,000 (2013)	3,500,000

**CAUSES of displacement**

- ✓ Armed conflict
- x Generalised violence
- ✓ Human rights violations

**Human Development Index**  
**116**



By the end of 2013, Syria's internal displacement crisis had become the largest in the world. The number of people fleeing armed conflict doubled between 2012 and 2013, and according to the UN at least 6.5 million people, or around a third of the country's population, were internally displaced by the end of the year. Taking Syria's 2.5 million refugees in neighbouring countries into account as well, nearly half of country's population has been forcibly displaced since the start of the conflict in 2011.

Civilians bore the brunt of an escalation in hostilities during 2013, as government forces relied increasingly on militias and paramilitary groups, including Lebanon's Hizbullah. The opposition splintered into a diverse range of increasingly radical groups, some of them affiliated to al-Qaida. The radicalisation of the belligerent parties also increased sectarian divisions, leading some IDPs to seek refuge among their kinsfolk, particularly Kurds in the north of the country.

Lack of security and access restrictions created huge challenges in terms of data gathering. Internal displacement has been underreported and three years into the conflict, country-wide information on the issue is still severely lacking. That said, estimates by different humanitarian organisations have proved largely consistent.

Despite the scale of the crisis, the government has refused to recognise those forced to flee the conflict as IDPs, referring to them instead as "people who have left their homes". This has meant that humanitarian organisations, including the UN, have had to carefully balance the concerns of all parties to the degree of semantics, the lack of access and the need to reach those civilians most in need. Most IDPs have sought safety with relatives, but more than 173,000 have fled to public shelters. Another 108,000 at least were living in eight camps and around 25 makeshift sites along the Turkish border as of the end of the year.

IDPs found it harder to reach Syria's borders, let alone cross them, during 2013. Such restrictions breach both the 1951 Geneva Convention and the Guiding Principles on Internal Displacement. The situation was particularly serious for Syria's 525,000 Palestinian refugees, half of whom have been internally displaced. Neighbouring states have refused to allow them to cross the Syrian border, because they are wary of increasing their own populations of Palestinian refugees.

IDPs' physical protection needs have gone largely unaddressed and remain a serious concern. Basic needs have also often not been met. In July, the UN special rapporteur on the

human rights of IDPs, Chaloka Beyani, drew attention to indiscriminate attacks on civilians, including government airstrikes on displacement camps in the north of the country. The targeting of civilians led to arbitrary displacement and "constituted a crime against humanity and/or a war crime," he said.

By failing to authorise access for relief agencies to those in need, including 240,000 besieged people in Syria's contested cities, all parties to the conflict have violated IDPs' basic right to request and receive protection and assistance. Humanitarian space shrank dramatically in the north of the country during 2013, around 46 humanitarian workers killed and a number of others were kidnapped. A lack of effective coordination made the delivery of assistance more difficult still, especially in the areas no longer under government control.

A shortage of funding hampered the humanitarian response even further. Only 67.7 per cent of the \$2 billion the UN requested had been donated by the end of the year. In October, the UN Security Council unanimously adopted a presidential statement on humanitarian access in Syria, which condemned its denial and urged Damascus to lift restrictions on relief operations. The presidential statement by the UN General Assembly also called on Syria to facilitate cross-border operations, but no such efforts were forthcoming on the ground. Initiatives to find a political solution to the conflict did not move forward during the year, either at the national or international level.

# Yemen

**NUMBER of IDPs**  
307,000

**PERCENTAGE**  
of total population  
1.3%

**START of displacement situation:**

2004

**PEAK number of IDPs**

545,000 (2012)

**NEW displacement in 2013**

At least 20,000

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Human Development Index**

160



As of December 2013, there were around 307,000 IDPs in Yemen, mainly in the north of the country. Around 500,000 people have been displaced in recent years as a result of three distinct crises.

Firstly, six successive rounds of armed conflict between the government and the al-Houthi movement in Sa'ada governorate have displaced more than 356,000 people since 2004. A February 2010 ceasefire still holds, but localised fighting in surrounding governorates caused new displacement in 2011 and 2012.

Secondly, violence linked to political unrest caused internal displacement in 2011, particularly in and around Sana'a. Most of those affected managed to return, but many still need help in achieving a durable solution.

Thirdly, fighting between pro-government factions and the Islamic militant group Ansar al-Sharia for control of Abyan governorate in southern Yemen displaced more than 200,000 people between May 2011 and June 2012. After the end of the conflict, security improved and IDPs started to return. Ansar al-Sharia remains an active threat, however, and sporadic violence continued to cause displacement in 2013. Renewed fighting in the northern governorates of Amran, Sa'ada and Hajjah also displaced thousands of families.

Yemen remained in the grip of a major humanitarian crisis during 2013. More than 10 million people faced severe food insecurity, and around 12 million lacked access to clean drinking water or sanitation facilities. Despite its extremely dry climate, Yemen is also prone to flash floods and landslides when rains sweep across the southwestern tip of the Arabian Peninsula. Natural hazards increase protection risks for IDPs displaced by other causes, and make them vulnerable to further displacement. An estimated 52 per cent of the population lives below the poverty line and gender is a key determinant of vulnerability.

The vast majority of IDPs live in host communities. Some are living in protracted displacement and are reluctant to return in the absence of a political solution to the conflict, de-mining and the reconstruction of damaged property and infrastructure. By the end of 2013, around 228,000 formerly IDPs had returned to their homes, most of them in Abyan governorate. The sustainability of returns needs to be supported, however, by reconstruction, ensuring access to basic services, rebuilding livelihoods and re-establishing governance and the rule of law.

Both IDPs and returnees highlighted shelter, water and sanitation and livelihood support as their most urgent needs. Host communities also need help in coping with the accumulated

pressure on scarce resources and services, and to avoid conflict with new residents. Women, girls and boys, including those displaced, continued to be exposed to exploitation and grave violations of their rights. Widespread insecurity continues to limit humanitarian access and accurate data collection. Kidnappings, including of humanitarian workers, continue to be a serious concern.

The opening of a national dialogue conference in March 2013 was a major milestone for Yemen's transition out of political crisis, but serious challenges remain. The political process has moved forward, but unless the security and humanitarian situations are addressed, any progress may be undermined.

The government adopted a national policy on internal displacement in June 2013. It was the result of an extensive consultative process, including IDPs. It aims to prevent arbitrary displacement, support both IDPs and host communities and create the conditions for durable solutions. It is vital that the policy be implemented, because the achievement of durable solutions is critically important not only for IDPs but also for improving stability in the country as a whole.

The international humanitarian community has coordinated assistance through the cluster system since 2010, working closely with the government's executive unit on IDPs, which was established to respond to displacement. The humanitarian response continued to be impeded in 2013 by access restrictions, insecurity and a lack of funding.



Displaced woman cooking on temporary shelter at Talon-Talon school, Zamboanga, Philippines. Thousands of people are still displaced from the heavy fighting between a non-state armed group and Government forces last September. (Photo: OCHA/ Gemma Cortes, November 2013)

## Internal displacement in **South and South-East Asia**

### Figures and causes

There were at least 3.2 million IDPs in Asia as of the end of 2013, down 21 per cent from 4.1 million a year earlier. They fled their homes as a result of armed conflict, violence and human rights violations, and around 80 per cent were in Afghanistan, India, Myanmar and Pakistan. While increased levels of fighting in Afghanistan, the Philippines and Myanmar led to a rise in IDP numbers in these countries, and in others such as Indonesia, a relative stability allowed for numbers to be reduced.

Accurate data on internal displacement is hard to come by, given the absence of effective registration and monitoring mechanisms, variation in definitions of what constitutes an IDP across the region and highly fluid population movements. In some countries, such as Pakistan and Thailand, displacement is not always officially acknowledged. No new information was available on Bangladesh, Nepal or Laos.

IDPs who seek refuge in official camps tend to be registered, and as such they are included in the numbers that are available. The same figures, however, tend to underestimate or fail to account for IDPs living with host families, in rented accommodation or in makeshift shelters. The closure of camps and the premature de-registration of IDPs also distort official statistics. Few efforts have been made to assess the extent to which IDPs have returned home or made progress towards achieving durable solutions.

The main cause of displacement was internal armed conflict between government forces and non-state armed groups (NSAGs) fighting for autonomy or regional control or resisting policies that result in political and economic marginalisation. Inter-communal violence was also a factor in India and Myanmar. The main agents of displacement were the various parties to region's conflicts, which in some countries included militias and vigilantes mobilised along religious or ethnic lines.



Disasters brought on by rapid-onset natural hazards caused significant new displacement in south and south-east Asia in 2013. Typhoon Haiyan, the worst disaster to affect the region since the 2004 tsunami, hit the Philippines in November, killing at least 5,600 people and displacing over four million. Such disasters make the already precarious living conditions of people displaced by conflict worse and increase their vulnerability.

### New displacements

Around 714,000 people were newly displaced by conflict across the region during the year, nearly half the figure for 2012. The number of new IDPs fell by two-thirds in Pakistan, and was significantly lower in India. That said, 140,000 people were still newly displaced in Pakistan, 327,000 in the Philippines and 124,000 in Afghanistan.

New displacement in the Philippines took place mainly on the southern island of Mindanao, where government forces are fighting a number of NSAGs. The largest single displacement was in September in Zamboanga city, where three weeks of clashes between the army and a faction of the Moro National Liberation Front (MNLF) destroyed more than 10,000 homes and displaced more than 120,000 people. Half of those affected were still displaced as of the end of the year. The largest displacement in Pakistan was in Khyber agency in March, when clashes between NSAGs in Tirah valley forced at least 102,000 people to flee. Most took refuge inside the Federally Administered Tribal Areas (FATA) or in neighbouring Khyber Pakhtunkhwa (KP) province. In Afghanistan, the drawdown of international forces has not been accompanied by a transition to stability. Nearly half of those newly displaced fled military operations and insecurity in the southern province of Helmand.

In India, new displacement was mainly triggered by communal violence between Muslims and Hindus in Uttar Pradesh

in September, which forced around 51,000 people to flee their homes. In Myanmar, armed conflict and inter-communal violence displaced as many as 54,000 people. Of the total, more than 21,000 fled fighting between the government and the Kachin Independence Army (KIA) in north-eastern Kachin and neighbouring Shan states.

### Protection issues

Protection challenges tended to be more acute in the initial phase of displacement, but IDPs were also at risk of physical harm and having their rights infringed in their places of refuge, including in camps. In Myanmar, police reportedly shot dead three displaced Rohingya women in a camp in Rakhine state during protests against relocation in June. IDPs' freedom of movement was also severely restricted. In Pakistan, 12 IDPs queuing for food rations were killed and 24 injured in March, when a car bomb exploded in Jalozai camp, KP province.

Food, shelter and basic facilities were generally available in official camps across the region, but conditions often fell short of international standards. In most countries, however, the majority of IDPs live with friends and family or in rented accommodation or informal shelters. Some have moved to the relative safety of urban areas, where they have better access to services and job opportunities.

IDPs outside camps often have similar needs to those in them, but tend to receive far less assistance, threatening their long-term recovery. With their assets depleted, most have no choice but to borrow money or buy essential items on credit, pushing their households further into debt. A 2013 assessment of Pakistani IDPs living outside camps in KP province showed that more than half had done so. Elsewhere, others chose to cope by eating less, increasing the risk of malnutrition.

## Durable solutions

Progress towards durable solutions was limited for the majority of IDPs in the region, and protracted displacement was a concern in most countries, particularly Afghanistan, India, Myanmar, Pakistan and Sri Lanka. Around 337,000 IDPs were reported to have returned home during the year, mainly in the Philippines and Pakistan. Most had been displaced for only a few days or weeks. A lack of effective monitoring across the region means returns tend to be under-reported and their sustainability not assessed.

Most returnees face significant recovery challenges, including the rebuilding of homes and livelihoods and regaining access to land and property. These were complicated by the loss of assets and the accumulation of significant debt during their displacement. In Sri Lanka, where the armed conflict ended in 2009, tens of thousands of returnees are still in need of housing, water, sanitation, livelihoods and food. The widespread presence of the military and ongoing surveillance also serve to undermine the return process.

Camps were sometimes closed before return was possible, leaving IDPs cut off from assistance with few other options but to fend for themselves. In India, the state government in Uttar Pradesh said that only 2,600 of the 51,000 people who fled inter-communal violence in September were still displaced at the end of the year. Local NGOs, however, put the figure ten times higher, with most IDPs living in informal settlements after their eviction from camps.

Relocation is usually intended to improve IDPs' living conditions by providing them with better shelter, water and sanitation facilities. Given a lack of available land, however, relocation sites are often far from IDPs' original homes and livelihoods or other sources of income. IDPs are rarely able to buy the land offered or to secure tenure in other ways. In Indonesia, an estimated 22,000 IDPs in West Timor still need livelihood and shelter assistance 14 years after fleeing from Timor Leste. Poor tenure security, a shortage of land and tensions between the IDPs and their host communities are all obstacles to their achieving durable solutions.

IDPs in urban areas struggle to find adequate housing, which is a major barrier to their local integration. They are also excluded from government assistance. As a result, IDPs in towns and cities throughout the region live in substandard conditions without access to basic services. In Afghanistan, urban IDPs and returned refugees have established informal settlements on public land without permission in cities such as Kabul, Herat and Jalalabad. Without tenure security, legal remedies, compensation or alternative housing options, many risk eviction, homelessness and increased vulnerability.

## National and international response

National authorities' responses to IDPs' assistance and protection needs were insufficient across the region in 2013. Challenges include a lack of relevant policy or legal frameworks, failure to implement those that do exist, a shortage of data and limited access to those in need. Most governments pay minimal attention to IDPs' needs after their return or to the needs of those trying to integrate locally or settle elsewhere.

A small number of countries made progress in developing frameworks to protect IDPs. In the Philippines, congress adopted a comprehensive bill on internal displacement in February. The president, however, vetoed it three months later on the grounds that some of its provisions were unconstitutional. A new bill was under discussion in the lower house as of the end of the year, and was expected to make progress during 2014. Afghanistan adopted a landmark policy in November that clearly defines an IDP and recognises their right to all three durable solution options. Sri Lanka published a draft policy in 2013, but it fell short of international standards, in particular because it failed to cover all phases and causes of displacement.

Efforts to collect data on the number and needs of all IDPs, particularly those living in protracted displacement, were lacking. This in turn prevents governments from designing appropriate policies and programmes. In Sri Lanka, the government and its international partners are to conduct a joint needs assessment, but its scope is still to be determined.

In countries such as Afghanistan, Myanmar and Pakistan insecurity continued to prevent humanitarian access to displaced populations. The Indonesian government placed access restrictions on some areas of Papua province, and the Sri Lankan authorities prevented some programmes from going ahead. In most countries, displacement tends to be viewed as a temporary problem and assistance focused on providing emergency relief in official camps.

Despite the international community's growing recognition in recent years of the need to bridge relief and development initiatives to facilitate durable solutions, many obstacles remain. Longer-term humanitarian funding that allows for more sustained interventions and helps to ensure a more effective transition from relief to recovery is still the exception rather than the rule. Governments and development organisations such as UNDP, the World Bank and the Asian Development Bank will also have to make greater efforts to assess the needs of IDPs in protracted situations and ensure they are addressed in national development strategies and plans if durable solutions are to be achieved.

Countries	Number of IDPs (rounded)	Government figures	UN figures	Other figures	Comments
Afghanistan	<b>At least 631,000</b>		631,000 (UNHCR, January 2014)		The UNHCR figure does not reflect all conflict IDPs living in urban areas, as they are often mixed with disaster displaced as well as economic migrants and urban poor making it difficult to identify them.
Bangladesh	<b>Up to 280,000</b>			275,000 (Bangladesh Human Development Research Centre, 2007)	The IDMC figure is based on BHDRC's 2007 estimate, plus thousands displaced since then. It also accounts for the fact that tensions and fighting have continued, making it unlikely that IDPs have returned, integrated locally or settled elsewhere in the country.
India	<b>At least 526,000</b>				The figure is compiled from various sources. It is conservative and represents only those currently living in official camps. It does not include those who have left the camps, but have failed to achieve a durable solution.
Indonesia	<b>At least 90,000</b>				The figure is compiled from various sources.
Lao People's Democratic Republic	<b>Up to 4,500</b>			4,500 (AI, 2012)	The majority of the IDPs forcibly returned from Thailand in 2009 have been resettled in a camp in Borikhamxay province. International access to the camp is limited.
Myanmar	<b>640,900</b>		Kachin and northern Shan: 96,500; Rakhine: 139,000; Mandalay: 5,400 (OCHA and CCCM cluster, February 2014)	400,000 in the south-east (The Border Consortium (TBC), 1 November 2013)	The IDMC figure is the sum of UN figures for Kachin and northern Shan, Rakhine and Mandalay and the TBC figure for the south-east of the country.
Nepal	<b>Up to 50,000</b>	89,000 (2009)	50,000 (UNHCR Global Appeal, January 2013)		Information on IDPs is out-of-date and limited in scope. The IDMC figure does not include those displaced from the Terai region since 2007.
Pakistan	<b>At least 746,700</b>		747,000 (UNHCR, December 2013)	415,785 (IVAP, December 2013)	The UNHCR figure includes only those IDPs registered in FATA and KP agencies. It does not include those who are unregistered or those displaced in other parts of the country. The IVAP figure only covers those profiled in seven KP districts.
The Philippines	<b>At least 115,800</b>		115,770 (Mindanao protection cluster, February 2014)		Includes people in government-recognised camps and relocation sites, displaced by armed conflict, clan violence and crime in 2013; but not IDPs displaced in previous years whose return or settlement elsewhere has not been sustainable.
Sri Lanka	<b>Up to 90,000</b>	23,568 (Ministry of Resettlement, December 2013)	93,447 (UNHCR, 31 December 2012)	38,000 (civil society organisations, May 2013)	Neither the government nor the CSO figure cover all locations and all groups of IDPs. No figures have been made available since December 2012 for those who have returned, integrated locally or settled elsewhere.
Thailand	<b>At least 35,000</b>			35,000 – 100,000 (ICG, 23 October 2007)	There are no UN or government figures available. Demographic data shows the Buddhist minority in the three Muslim-majority provinces affected by conflict shrank by 25 per cent between 2000 and 2010.
Timor-Leste	<b>At least 900</b>			146 families (UNMIT, 2012)	The IDMC figure represents families evicted in 2011 from an abandoned police station in Dili, where they had settled after being displaced between 1999 and 2006. They have since moved to the Aitarak Laran site, where they remain at risk of eviction.

# Afghanistan

**NUMBER of IDPs**  
At least 631,000

**PERCENTAGE**  
of total population  
At least 2%

**START of displacement situation:**

2001

**PEAK number of IDPs**

1,200,000 (2002)

**NEW displacement in 2013**

124,000

**CAUSES of displacement**

- ✓ Armed conflict
- x Generalised violence
- ✓ Human rights violations

**Human Development Index**  
175



The number of IDPs in Afghanistan continued to rise significantly in 2013, against a backdrop of armed conflict, pervasive violence and abuses by non-state armed groups. Inter-ethnic disputes and local conflicts over land and water were also contributing factors.

The number of people newly displaced by armed conflict increased from 100,000 in 2012 to 124,000 in 2013. Almost half of the displacement in 2013 took place in the southern province of Helmand, where 53,000 people fled their homes. The total number of people displaced by conflict stood at 631,000 at the end of the year. The figure does not include IDPs in inaccessible locations and some informal settlements.

The ongoing transition of security responsibilities from international to Afghan forces has not been accompanied by improved stability. The number of civilian deaths and injuries documented in 2013 was at its highest since 2001. The United Nations Assistance Mission in Afghanistan (UNAMA) reported a 14 per cent rise in civilian casualties compared with 2012, with the highest number of fatalities among women and children since 2009 attributed to an increase in clashes and unexploded ordnances.

Conflict caused displacement in southern, eastern and western Afghanistan, with most IDPs fleeing homes in Helmand, Kunduz, Badghis, Nangarhar and Ghor provinces. Protracted displacement is a growing concern, with more than 310,000 people displaced since at least 2011.

In the absence of comprehensive and disaggregated data, information available suggests that 65 per cent of IDPs are under 18, a similar proportion to the general population. There are almost equal numbers of male and female IDPs. Displacement dynamics varied significantly across the country during 2013. Some IDPs took refuge with relatives, while others were dispersed in host communities where they built or rented their own homes, or squatted government or private land. Increasing numbers sought the relative safety of towns and cities.

More than 75 per cent of IDPs surveyed in 2012 expressed the wish to integrate locally in their places of refuge. The newly adopted national policy on IDPs recognises local integration and settlement elsewhere as potential solutions to displacement, but authorities at all levels continue to link assistance and solutions to return, and only provide help to IDPs who go back to their places of origin.

IDPs were unable to exercise even their basic rights to food, water, adequate housing, health and education during 2013, and

a chronic shortage of work left many struggling to survive on incomes well below the national average.

The national response remains inadequate, and is hampered by a lack of political will, weak local governance, the activities of non-state armed groups and ongoing armed conflict and hostilities.

The adoption in November of the national policy on IDPs was a welcome development. Key provisions include the prevention of displacement and a more coordinated response across government. The policy clearly defines for the first time who qualifies as an IDP, and sets out the government's responsibility to provide protection, assistance and durable solutions. Implementation, however, has yet to take place. Future challenges include ongoing conflict, and elections scheduled for April 2014 that will disrupt the initial timetable for drafting implementation plans.

The international response was coordinated through the cluster system and the national task force on IDPs via its regional offices. Help was prioritised by ranking provinces according to IDPs' documented needs and their exposure to conflict and other hazards, with an emphasis on life-saving assistance. The response was hampered by a lack of access and reliable data. The Common Humanitarian Action Plan (CHAP) for Afghanistan in 2013 was the best funded worldwide, but challenges in terms of financial oversight and transparency have also hindered humanitarian work. The development sector needs to engage more fully to meet IDPs' longer-term needs.

# Bangladesh

**NUMBER of IDPs**  
Up to 280,000

**PERCENTAGE**  
of total population  
Up to 0.2%

**START of displacement situation:**

1973

**PEAK number of IDPs**

667,000 (2000)

**NEW displacement in 2013**

No information available

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Human Development Index**  
146



There was no updated comprehensive information on the number of IDPs due to conflict, violence and human rights violations since the government's count of more than 128,000 internally displaced Pahari and Bengali families, or more than 667,000 individuals, in 2000. Based on available information it was estimated that there were up to 280,000 IDPs in Bangladesh at the end of 2013.

The 1997 peace agreement between the government and the United People's Party of the Chittagong Hill Tracts (PCJSS) has still not been fully implemented. The accord ended 24 years of conflict that broke out in 1973 in the south-eastern Chittagong Hill Tracts (CHT) region after the government rejected demands for greater autonomy from non-Bengali indigenous people known collectively as Pahari or Jumma.

The conflict forced Paharis to flee to the forests and to neighbouring India, while the government supported the settlement of

Bengalis, Bangladesh's majority community, including on Pahari land, as a counterinsurgency measure. Some settlers were then also displaced as a result of the fighting.

Tensions between Paharis and Bengalis have continued, with clashes displacing more people and preventing others from returning to their homes. Some have reportedly been forcibly evicted by the state or private companies without receiving appropriate compensation. IDPs are widely dispersed and face a number of challenges, including insecurity, lack of access to basic services and difficulty in rebuilding their agricultural livelihoods in the absence of secure tenure.

An amendment to the CHT Land Dispute Resolution Commission Act 2001 intended to improve the settlement of land disputes is due for approval in 2014.

# India

**NUMBER of IDPs**  
At least 526,000

**PERCENTAGE**  
of total population  
At least 0.04%

**START of displacement situation:**

1990

**PEAK number of IDPs**

No information available

**NEW displacement in 2013**

64,000

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Human Development Index**  
136



India continued to experience new and protracted displacement during 2013 as a result of communal violence and armed conflict with a total of at least 526,000 people displaced at the end of the year. This figure likely under-represents the real number of IDPs since in India IDPs tend to no longer be counted once official camps are closed, even if they remain in displacement. In addition, many of the country's IDPs are assumed to be dispersed in urban areas, and there is little or no information about their numbers or protection and assistance needs.

An estimated 64,000 people were newly displaced in 2013, more than half of whom were still living in displacement at the end of the year. More than 488,000 IDPs continued to live in pro-

tracted displacement, which lasts on average for five to ten years. A survey of IDPs conducted during the year by the NGO Centre for Social Justice identified ethnic identity and land disputes as the main causes of communal tensions.

Outbreaks of communal violence led to displacement during the year, in the north-eastern state of Assam and in the northern state of Uttar Pradesh. Riots displaced around 51,000 people from more than 150 villages in Uttar Pradesh in September. State authorities said that more than 90 per cent of those who fled had returned by the end of the year, but local organisations assisting IDPs said that more than 27,000 people were still living

in unofficial camps after the authorities forcibly evicted them from official ones.

In December, more than 3,000 people from the Karbi and Rengma Naga tribes sought shelter in displacement camps in the Bokajan area of the Karbi Anglong Hills district of central Assam, following ethnic violence between the Karbi People's Liberation Tigers (KPLT) and the Rengma Naga Hills Protection Force (RNHPF).

In Assam, authorities closed the remaining camps where 12,000 Bengali-speaking Muslims and members of the Bodo tribe who fled inter-communal violence in 2012 were staying. The situation of IDPs outside of the camps is unknown. At the end of the year the security situation in the area remained tense and it is likely many remain unable to return.

Around 30,000 Bru people who fled their homes in Mizoram state in 1997 and 2009 also remain displaced in Tripura state. Hundreds more fled in fear in December amid tensions sparked by kidnappings the previous month.

In central India, more than 148,000 Adivasi people remained displaced as a result of recurring conflict over land and mineral resources. The fighting pitted government forces and allied militias against Maoist insurgents claiming to fight on behalf of the Adivasis. Clashes in May displaced another 10,000 people.

Conditions in displacement camps remain dire across the country. IDPs lack access to clean water, adequate shelter, food, security, clothing and health care. In Uttar Pradesh, camp conditions contributed to the deaths of more than 50 IDPs, most of whom were children under the age of 15. Harassment and threats

from villagers in IDPs' home areas often hinder their efforts to return, and the police tend to be unwilling to protect returnees.

Support for long-term solutions varied significantly between states in 2013. Some opted to compensate IDPs for their displacement, while others tried to encourage return by offering grants and housing. The state government in Jammu and Kashmir provided 350 temporary accommodation units, employment opportunities, utilities and livestock and farming grants in an effort to facilitate the return of Kashmiri Pandits displaced since 1990.

The governments of Gujarat, Assam, Andhra Pradesh and Odisha, however, made no such efforts to assist the hundreds of thousands of people who remain displaced there. India's central government does not consider IDPs' recovery and rehabilitation as part of its mandate.

In Uttar Pradesh, the state government's measures to promote IDPs' sustainable return of IDPs displaced centred on compensation. It distributed 500,000 rupees (\$8,190) to 1,800 families from nine villages recognised as having been affected by rioting. It did not, however, consider IDPs from other areas as eligible.

Religious charities, madrassas, civil society groups and local communities took the lead in assisting IDPs during 2013. The National Human Rights Commission and the National Commission for Protection of Child Rights advocated on behalf of IDPs, but the fact that the country has no formal legislation on displacement in place hampered their efforts.

A national policy or law on IDPs is much needed to address their protection and assistance consistently and effectively, and to provide a framework for steps to facilitate durable solutions.

# Indonesia

**NUMBER of IDPs**  
At least 90,000

**PERCENTAGE**  
of total population  
At least 0.03%

**START of displacement situation:**

1999

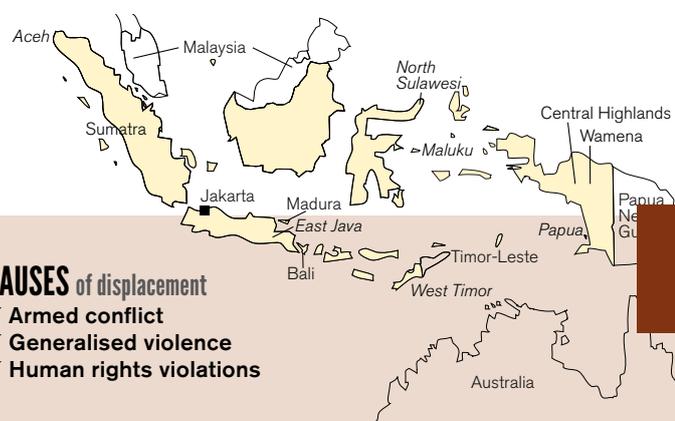
**PEAK number of IDPs**  
1,400,000 (2002)

**NEW displacement in 2013**  
3,000

## CAUSES of displacement

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Human Development Index**  
121



There is no reliable figure for the number of IDPs in Indonesia, but based on information from government agencies, international NGOs and civil society organisations, it was estimated that there were 90,000 IDPs as of the end of 2013. Most fled widespread communal violence and conflict between 1999 and 2004. Others were displaced in 2012 and 2013 by religiously motivated attacks and land conflicts, both of which increased during the year. Armed conflict in eastern Papua province also caused new displacement.

Accurate data on internal displacement is unavailable because no profiling exercise to establish the number and needs

of people living in protracted displacement has been carried out. Humanitarian agencies' restricted access to affected areas in Papua has also hampered the gathering of information.

At least 12,000 people displaced by communal violence between 1999 and 2004 still live in informal settlements on the islands of Ambon and Seram in Maluku province, west of Papua. They face a number of obstacles to achieving durable solutions, including poor housing conditions, and a lack of access to land and property rights, basic services and livelihood opportunities. Over 4,700 households displaced from Timor-Leste nearly 14 years ago have been considered "new citizens" in West Timor

since 2003, but still face similar challenges. Other provinces believed to host significant numbers of protracted IDPs include Aceh, South-East Sulawesi and North Sulawesi.

Around 3,000 people were newly displaced in 2013, according to the government. Most fled an outbreak of violence in January that temporarily displaced around 2,000 Balinese settlers in West Nusa Tenggara (NTB) province, east of Bali. In neighbouring East Nusa Tenggara (NTT) province, more than 130 homes were burned down and nearly 1,000 people displaced in November by fighting between two villages triggered by a land dispute.

The low-level conflict between the government and the Free Papua Movement (*Organisasi Papua Merdeka*, OPM) displaced an unknown number of people in the province. The killing of eight soldiers by suspected OPM members in February prompted military operations in the Central Highlands region. The security forces targeted villages suspected of supporting the OPM, reportedly displacing several thousand people, most of whom sought refuge in nearby forests.

A decision by Indonesian courts in May to strengthen customary land rights of local and indigenous communities had still to be effectively implemented. As in previous years, indigenous groups continued to be exposed to forced eviction and displacement. In December, government security forces and private guards working for a palm oil company destroyed around 150 homes in Jambi and evicted at least 70 people from their ancestral land.

The government has failed to effectively protect and assist religious minorities and indigenous groups during their displacement or to guarantee their right to return. In East Java, 168 Shia Muslim IDPs were still unable to return nearly 18 months after

being displaced. After living in a sports centre in Sampang district for nearly a year, they were forcibly relocated to a housing facility in June. Local clerics insist they convert to Sunni Islam before being allowed to return to their homes.

The National Disaster Management Agency is responsible for people displaced both by natural disasters and “social conflicts”, while the Ministry of Social Affairs has the mandate for relief during emergencies. There is no national policy or legislation on internal displacement, leaving the national response governed by a 2007 law on disaster management and 2012 law on the handling of social conflicts. The latter granted local authorities powers to deal with social unrest and strengthened the military’s involvement in conflict resolution. This has raised concerns because the government has at times failed in recent years to guarantee IDPs’ rights, particularly in terms of return and property protection. Instead it has tended to leave local authorities to shape their own policies, even when these clearly violate IDPs’ rights.

International organisations were not involved in responding to the humanitarian needs of people displaced by conflict and violence. Support was limited to helping the government assist some protracted IDPs. In late 2013, a number of EU-funded programmes implemented by international NGOs came to end. The decision was based on the fact that no major crises had caused large-scale displacement in the recent years and that many former IDPs had now successfully reintegrated. Effective solutions for IDPs still living in protracted displacement will require the government and the international development community to integrate their outstanding needs into national strategies and plans.

# Myanmar

**NUMBER** of IDPs  
**640,900**

**PERCENTAGE**  
of total population  
**1.2%**

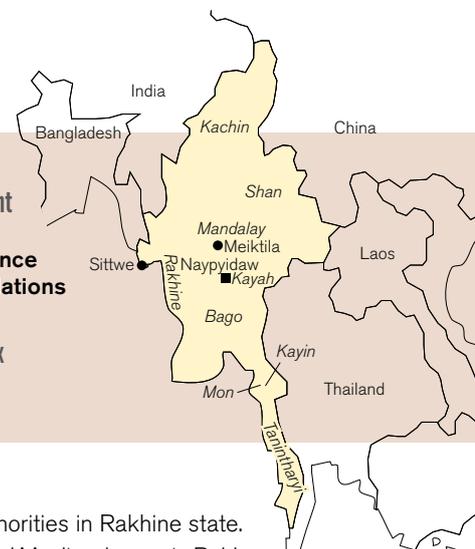
**START** of  
displacement  
situation:  
**1962**

**PEAK**  
number  
of IDPs  
**No  
information  
available**

**NEW**  
displacement  
in 2013  
**Up to  
54,000**

**CAUSES** of displacement  
✓ **Armed conflict**  
✓ **Generalised violence**  
✓ **Human rights violations**

**Human Development Index**  
**149**



Protracted armed conflict between ethnic non-state armed groups (NSAGs) and government forces has caused internal displacement in Myanmar for more than 50 years. Fighting in the south-eastern and eastern states of Kachin, Shan, Kayah, Kayin and Mon and the regions of Bago and Tanintharyi started in 1962. The conflict has eased in the south-east in recent years, and by the end of 2013 the government had concluded ceasefires with most NSAGs. A nationwide ceasefire accord is planned for 2014. That said, renewed conflict between NSAGs in Kachin and northern Shan states flared in 2011 and caused new displacement in 2013, as did inter-communal violence between Rakhine Buddhists and

Rohingya and other Muslim minorities in Rakhine state. Violence between Buddhists and Muslims began in Rakhine state in 2012 and spread to other parts of the country in 2013.

As of the end of the year there were 640,900 IDPs in the country, according to UN agencies and the Border Consortium, an NGO. Three-quarters fled their homes because of conflict, 400,000 in the south-east and 96,500 in Kachin and northern Shan. The remainder, or 139,000 in Rakhine and 5,400 in central Myanmar, fled inter-communal violence. Disasters brought on by natural hazards, and forced evictions linked to land grabs have also caused displacement.

Inter-communal violence in Rakhine caused up to 18,000 new displacements in 2013. In Meiktila, Mandalay region, a dispute in March degenerated into mob violence that killed 44 people and displaced 12,900, most of them Muslims. Inter-communal violence elsewhere displaced another 1,600. Conflict between the Kachin Independence Army (KIA) and government forces newly displaced 21,500 people in Kachin and northern Shan. 400,000 people are living in protracted displacement in the south-east of the country.

More than 60 per cent of the country's IDPs, all of those in the south-east and up to 30,000 in Rakhine, live in informal settlements or with host communities. This limits their access to essential assistance and protection, although UN and other international organisations have assisted some IDPs outside camps and a number of host families too.

IDPs faced significant security threats in 2013. In June, police in Rakhine reportedly shot and killed five Muslim IDPs in camps in Parein and Kyein Ni Pyin. In November, three Muslim IDPs and a local Rakhine woman were reportedly killed in Pauktaw. Local authorities in Rakhine restricted IDPs' freedom of movement, limiting their employment options and access to food. IDPs in Mandalay suffered similar restrictions, and a lack of water and medicines. Protection concerns for IDPs in Kachin and northern Shan included landmines, human trafficking, gender-based violence, forced recruitment and lack of psychosocial and health care.

More than 7,400 IDPs in Mandalay had returned to their homes by the end of the year, and local authorities plan the return of those remaining in the region during 2014. In the south-east, more than 900 had returned to their homes by the end of

2013. There were no reports of returns in other areas, or of IDPs integrating locally or settling elsewhere in the country. Obstacles to durable solutions in the south-east include the ongoing presence of government forces and NSAGs, sporadic fighting, land grabs by private commercial companies and the presence of landmines. IDPs also lack access to land, tenure security, livelihoods and legal civil documentation, which in turn restricts their freedom of movement.

In May, ahead of cyclone Mahasen, the government temporarily evacuated almost 78,000 people including some IDPs previously displaced by violence in Rakhine and whose camps were in low-lying areas.

Myanmar does not have a national policy or legislation on IDPs' protection. Efforts to end the violence in Rakhine and the conflict in Kachin and Shan have been unsuccessful and IDPs' plight in those areas has deteriorated rather than improved.

Political reforms and increasing openness since 2010 have led to a significant increase in international humanitarian and development assistance, and the response to IDPs improved in some areas in 2013, but more needs to be done to respect IDPs' right to consultation and participation in the planning and implementation of programmes intended to address their needs. The shelter, non-food-item and camp management cluster together with the Joint IDP Profiling Service carried out an assessment in camps in government-controlled areas of Kachin and northern Shan. In Rakhine, however, increasing anti-UN and NGO sentiment among the Rakhine Buddhist population forced organisations to interrupt their assistance.

# Nepal

**NUMBER of IDPs**  
Up to 50,000

**PERCENTAGE**  
of total population  
Up to 0.2%

**START of displacement situation:**

1996

**PEAK number of IDPs**

200,000 (2005)

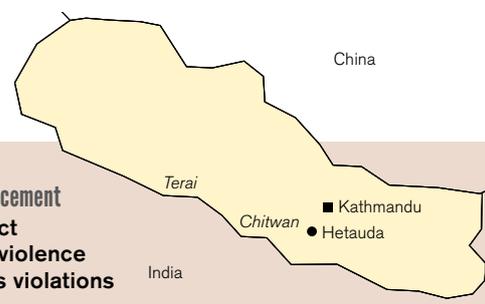
**NEW displacement in 2013**

No information available

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Human Development Index**  
157



Seven years after the government and Maoist rebels ended their decade-long armed conflict, nearly all of Nepal's IDPs have returned to their homes. An estimated 50,000 have been unable or unwilling to do so, mainly as a result of unresolved land and property issues and security concerns. The Maoists expropriated land that was then often sold or given to landless or tenant farmers. The absence of public services and a lack of livelihood assistance have also undermined the sustainability of returns.

Since 2007, episodes of separatist and criminal violence in central Terai, the region south of the Himalayan foothills, have displaced thousands of people. Both hill-dwelling Pahadis and their wealthier Madhesi counterparts on the plains have been affected, with most reported to have moved to the town of Hetauda and Chitwan district near Kathmandu.

Nepal's constitutional assembly, which was elected in November 2013, is tasked with completing the country's draft constitution, which will also clear the way for the 2006 national policy on IDPs and its related procedural directives to be implemented.

The government's rehabilitation programme for IDPs, which is implemented via its District Administrations Offices (DAOs), has focused on their voluntary return, with support limited to covering transport costs.

Many of those still displaced as a result of the Maoist conflict, however, would prefer to integrate locally or settle elsewhere, given insecurity in their places of origin and the psychological trauma they suffered. Meantime they continue to live in urban areas, many of them in the Kathmandu valley.

# Pakistan

**NUMBER of IDPs**  
At least 746,700

**PERCENTAGE**  
of total population  
At least 0.4%

**START of displacement situation:**

2004

**PEAK number of IDPs**

3,000,000 (2009)

**NEW displacement in 2013**

140,000

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Human Development Index**

146



Armed conflict continued to be the main cause of displacement in Pakistan in 2013. An estimated five million people have been displaced by conflict, sectarian violence and human rights abuses in the north-west of the country since 2004. Movements peaked in 2009, when three million people were forced to flee their homes, but by the end of 2010 the number of people living in displacement had fallen to around a million. Returns have since been offset by new displacement, with the total number of IDPs standing at around 746,700 at the end of 2013.

A hundred and forty thousand people were newly registered as displaced during the year. The majority fled from the Federally Administered Tribal Areas (FATA) to neighbouring Khyber Pakhtunkhwa (KP) province. There are also an unknown number of unregistered IDPs from FATA, some of whom were identified by the IDP Vulnerability Assessment and Profiling (IVAP) project.

UNHCR registers IDPs on behalf of the disaster management authorities in KP and FATA. To be eligible for registration, applicants must hold a valid national identity card (CNIC) showing two addresses in an area the government has "notified" or officially recognised as affected by conflict.

Two major waves of new displacement took place in FATA during in 2013. In March, heavy fighting between non-state armed groups forced more than 17,000 families to flee their homes in the Tirah valley in Khyber agency. Those affected fled into the bordering FATA agencies of Kurram and Orakzai and the KP districts of Kohat, Hangu, Peshawar and Nowshera. Intense clashes between the Pakistani army and non-state armed groups in Kurram subsequently displaced around 10,600 families in early May. Most IDPs took refuge in host communities, mainly in Lower Kurram, while others sought shelter in the New Durrani displacement camp in FATA.

Ninety-five per cent of registered IDPs in north-west Pakistan live with host communities, relying on social and family networks to help them find housing and employment. The remaining five per cent live in the region's three displacement camps: New Durrani, Jalozai and Togh Sarai.

IDPs living in camps are generally considered to be in greatest need of assistance. That said, many outside the camps live below the poverty line and do not have adequate access to food, housing and basic services. An IVAP profiling exercise conducted in seven KP districts between May and December found IDPs' primary humanitarian needs to be food, non-food items, assistance with rent and access to water and livelihood oppor-

tunities. The international response was coordinated through the cluster system.

Ongoing insecurity in north-west Pakistan exposed IDPs to threats to their physical security during 2013. In March, 15 were killed when a car bomb exploded at the Jalozai displacement camp in KP.

The national government continued to prioritise the return of registered IDPs to "denotified" areas where it deems military operations to be over. IVAP found that 79 per cent of IDPs planned to return to their places of origin as soon they were declared safe, and that 13 per cent planned to go back regardless of the security situation. More than 108,000 IDPs from FATA returned to their homes and were deregistered during the year. The government and international organisations provided transport and food rations.

In principle, returns should take place under the terms of a 2009 policy framework, which states that the FATA and KP authorities must ensure they meet national and international standards as safe, well-informed and voluntary.

More than 1.4 million people who have returned to FATA since 2009 continue to try to recover their livelihoods and rebuild their lives. Many found that their homes had been damaged and that they had only limited access to basic services such as health care and education. IDPs also said they had suffered substantial crop and livestock losses as a result of their displacement.

The national government approved the first phase of the Early Recovery Assistance Framework for FATA at the end of October, with a budget of \$75 million for 2013. The framework aims to respond to the needs of FATA's returnees by restoring communities' capacity to recover, but no progress in terms of implementation had been reported by the end of the year.

There is only very limited information on the number and situation of IDPs in other parts of the country, particularly urban areas such as Karachi.

# The Philippines

**NUMBER of IDPs**  
At least 115,800

**PERCENTAGE**  
of total population  
At least 0.1%

**START of displacement situation:**

2008

**PEAK number of IDPs**

600,000 (2008)

**NEW displacement in 2013**

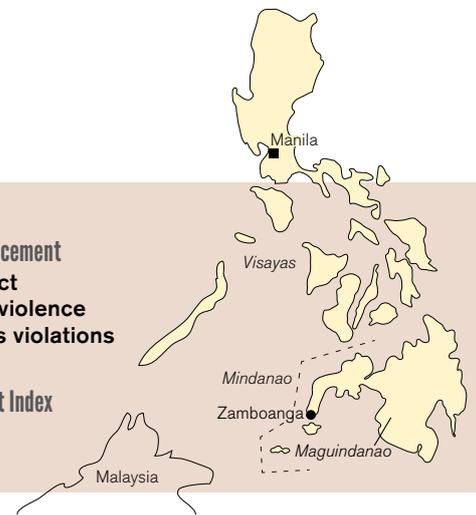
327,351

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Human Development Index**

114



Armed conflict between the government and non-state armed groups continued to cause internal displacement in the Philippines in 2013, as did clan-related violence. Around 327,000 people fled their homes, of whom at least 116,000 were still displaced at the end of the year. Almost all of the displacement took place in Mindanao, the country's poorest region, where conflict and violence rooted in under-development, poor governance and the marginalisation of Muslim and indigenous communities has displaced at least 3.5 million people since 2000.

More than a third of those displaced in 2013 fled within Zamboanga city, where heavy fighting between the government and a faction of the Moro National Liberation Front (MNLFF) destroyed more than 10,000 homes and displaced around 120,000 people in September. Fighting between the government and the Bangsamoro Islamic Freedom Fighters (BIFFF), a Moro Islamic Liberation Front (MILF) breakaway group, also caused displacement, as did clashes with the communist New People's Army (NPA).

Many IDPs returned home in the weeks following their flight, but in Zamboanga around 63,000 were unable to do so because their homes had either been destroyed or were in parts of city declared "no return areas" prone to disaster. The majority of the displaced sought refuge with host families, where they were thought to be worse off than those in camps in terms of access to food and basic services. In the absence of a profiling exercise, the nature and extent of their needs remained unclear.

Recurrent disasters brought on by natural hazards caused much more displacement than conflict and violence in 2013. Typhoon Haiyan devastated the western and central areas of Visayas region in November, displacing over 4 million people. That said, displacement caused by conflict, tends to affect the same deprived communities repeatedly, gradually undermining their resilience and pushing them further into poverty.

Some IDPs displaced by conflict were also affected by disasters, disrupting their recovery or forcing them into secondary displacement. Flooding in central and western Mindanao in August made IDPs' already precarious living conditions worse, particularly in the area's poorly equipped camps and makeshift shelters. Some communities in eastern Mindanao affected by typhoon Bopha in December 2012 were already suffering increasing social and economic vulnerabilities as a result of conflict and previous displacement when the storm hit. Their remote location also hindered their access to humanitarian assistance.

IDPs' needs often continue after their return. Recent assess-

ments in conflict-affected areas of central Mindanao highlighted the fragile food security situation of the general population and found that both IDPs and returnees were worse off still. Many lacked access to water, sanitation, agricultural assets, education and health care. In Zamboanga, local authorities plan to help around 33,000 IDPs to return or settle elsewhere over the next six to 18 months. They have encouraged some who had settled in the city after migrating from other areas of Mindanao over the past decade to move to new sites nearby or return to their original provinces. Many opposed the plan, preferring to go back to their former homes in the city.

The government and the MILF, the country's main rebel group, make good progress towards finalising the Framework Agreement on the Bangsamoro in 2013, following its signing in October 2012. On 27 March 2014, the Comprehensive Agreement on Bangsamoro (CAB) was signed in Manila, opening the way for much-needed social and political reforms and for an increase of international funding towards recovery and rehabilitation programmes, including for IDPs. Meanwhile, a 1996 peace deal between the government and the MNLFF has still not been properly implemented.

The government and its international partners have made significant efforts in recent years to address the immediate needs of people displaced by conflict and violence, but funding shortfalls have often impeded early recovery and rehabilitation initiatives. In 2013, the UN adopted a convergence strategy for Mindanao. By establishing a single integrated framework to strengthen the government's capacity to address the humanitarian, security and development needs of IDPs and other communities affected by conflict, it aims to improve community resilience and facilitate long-term solutions.

Congress adopted legislation on internal displacement in February that recognised the right of all IDPs to protection and assistance, whether displaced by conflict, disasters or development projects. In May, however, President Benigno Aquino vetoed the law, arguing that some provisions were unconstitutional. A revised bill was tabled towards the end of the year.

# Sri Lanka

**NUMBER of IDPs**  
Up to 90,000

**PERCENTAGE**  
of total population  
Up to 0.4%

**START of displacement situation:**

1983

**PEAK number of IDPs**

800,000 (2001)

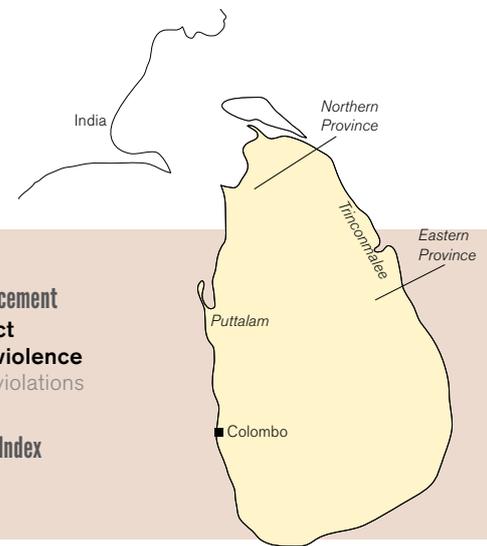
**NEW displacement in 2013**

0

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- x Human rights violations

**Human Development Index**  
92



There were up to 90,000 IDPs in Sri Lanka as of the end of 2013. They fled their homes during the country's 26-year internal armed conflict, which ended in May 2009 with the government's military victory over the Liberation Tigers of Tamil Eelam (LTTE). More than 480,000 IDPs have returned to Northern and Eastern provinces, but tens of thousands among them are thought not to have achieved a durable solution in addition to those still displaced.

There is a lack of independent and comprehensive data on IDPs and their needs, but it is hoped that a joint needs assessment scheduled for 2014 will address this to some extent.

The state occupation of land prevented the return of at least 30,000 IDPs living in protracted displacement in 2013, 20,000 of them with host communities, 7,000 in camps and several thousand who were relocated – not always voluntarily – by the government.

The situation in camps is precarious, with infrastructure in need of repair and some due to close because the land they are on has been claimed by the owners. IDPs were provided with housing on some relocation sites, but not with documentation, leaving them without tenure security. Nor did they receive compensation for lost land and property. Many returnees faced challenges in rebuilding their homes, accessing basic services and securing livelihoods.

Land issues were among the main obstacles to durable solutions. A circular published in January favours secondary occupation over the right to restitution, and no mechanism exists to deal with conflicting land claims, such as those in Mannar district where tensions between returning Tamil and Muslim IDPs flared in March. In April, the government began the acquisition of 6,000 acres of private land under military occupation in Jaffna for "public purpose", which included the establishment of military bases and a military-run holiday resort. More than 2,000 IDPs challenged the acquisition in court, but rulings were still pending as of the end of the year.

The military continued to carry out what would normally be civilian activities in the north and east, including agriculture and tourism, to the detriment of IDPs and returnees with small farms and businesses who found it difficult to compete. Current and former IDPs have not received enough assistance to rebuild their livelihoods and household debt is significant. Some internally displaced women have reportedly resorted to sex work to make ends meet, while other IDPs and host families were said to be eating only two meals a day.

The widespread presence of the military and its monitoring of households contributed to feelings of insecurity among the civilian population. Women and girls felt increasingly vulnerable to gender-based violence, and the response to reported abuses was generally inadequate. The military also restricted civil rights, including freedom of movement and peaceful assembly.

Tens of thousands of Muslims expelled from the north by the LTTE in 1990 have registered as having returned, but in reality they are thought still to be living in their places of refuge in Puttalam or alternating between Puttalam and the north for want of adequate assistance. They have struggled to re-establish livelihoods and access housing and land in either place. Some who said they would prefer to integrate locally in Puttalam have been unable to register as residents there.

Sri Lanka has no comprehensive legislation or policy on IDPs. A draft policy published in 2013 by the Ministry of Resettlement needs revision to bring it in line with international standards. Among other issues, it focuses only on the initial phase of displacement and does not cover the achievement of durable solutions. IDPs and other stakeholders should also be consulted and participate in the development of the policy.

Since 2009 a presidential task force made up largely of current and former members of the military has been the main decision-making body on all matters of reconstruction and return in Northern province. Administrative barriers have prevented the approval of some initiatives in the north and east, especially capacity building and psychosocial support programmes.

International organisations have shifted their focus from humanitarian to development work since late 2012, but funding for both areas has been significantly reduced. Longer-term funding and support for protection work is much needed if current and former IDPs are to rebuild their lives.

# Thailand

**NUMBER of IDPs**  
At least 35,000

**PERCENTAGE**  
of total population  
At least 0.05%

**START of displacement situation:**

2004

**PEAK number of IDPs**

No

information available (2006)

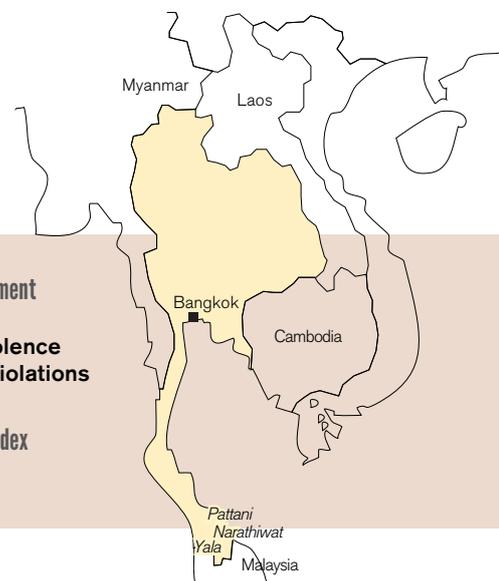
**NEW displacement in 2013**

100

**CAUSES of displacement**

- ✓ Armed conflict
- ✓ Generalised violence
- ✓ Human rights violations

**Human Development Index**  
103



There is no official data on the number of people displaced in Thailand by the ten-year conflict between the government and Malay Muslim separatist groups in the southern provinces of Pattani, Narathiwat and Yala. What is known is that among those trying to escape the violence, the region's Buddhist minority has been disproportionately affected with at least 20 per cent forced to flee their homes since 2004.

The conflict showed no sign of abating in 2013, with insurgents continuing to carry out indiscriminate attacks against representatives and symbols of the Thai state, including teachers and schools. The security forces' counterinsurgency campaigns were often accompanied by reports of human rights violations.

Most displacements have taken place from rural to urban areas inside the three provinces, with the dispersed Buddhist

population regrouping in safer enclaves. Others have chosen to leave the region. Buddhists have moved to neighbouring provinces or to large cities such as Bangkok, while Malay Muslims have settled, often temporarily, in neighbouring Malaysia. IDPs who have stayed in the region remain exposed to low-level violence, but those who have left have reportedly managed to achieve some form of durable solution. Their main concerns tend to relate to the land and property they left behind.

The government's efforts in recent years have mainly aimed to prevent a further decline in the Buddhist population. In 2012 it set up a fund to buy IDPs' land to encourage them to return. In February 2013, the government started formal peace talks with Barisan Revolusi Nasional (BRN), one of the main insurgent groups, but they are yet to yield concrete results.

# About IDMC

The Internal Displacement Monitoring Centre (IDMC) is the leading source of information and analysis on internal displacement. For the millions of people worldwide displaced within their own country, IDMC plays a unique role as a global monitor and evidence-based advocate to influence policy and action by governments, UN agencies, donors, international organisations and NGOs.

IDMC was established in 1998 at the request of the Interagency Standing Committee on humanitarian assistance. Since then, IDMC's unique global function has been recognised and reiterated in annual UN General Assembly resolutions.

IDMC is part of the Norwegian Refugee Council (NRC), an independent, non-governmental humanitarian organisation.

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