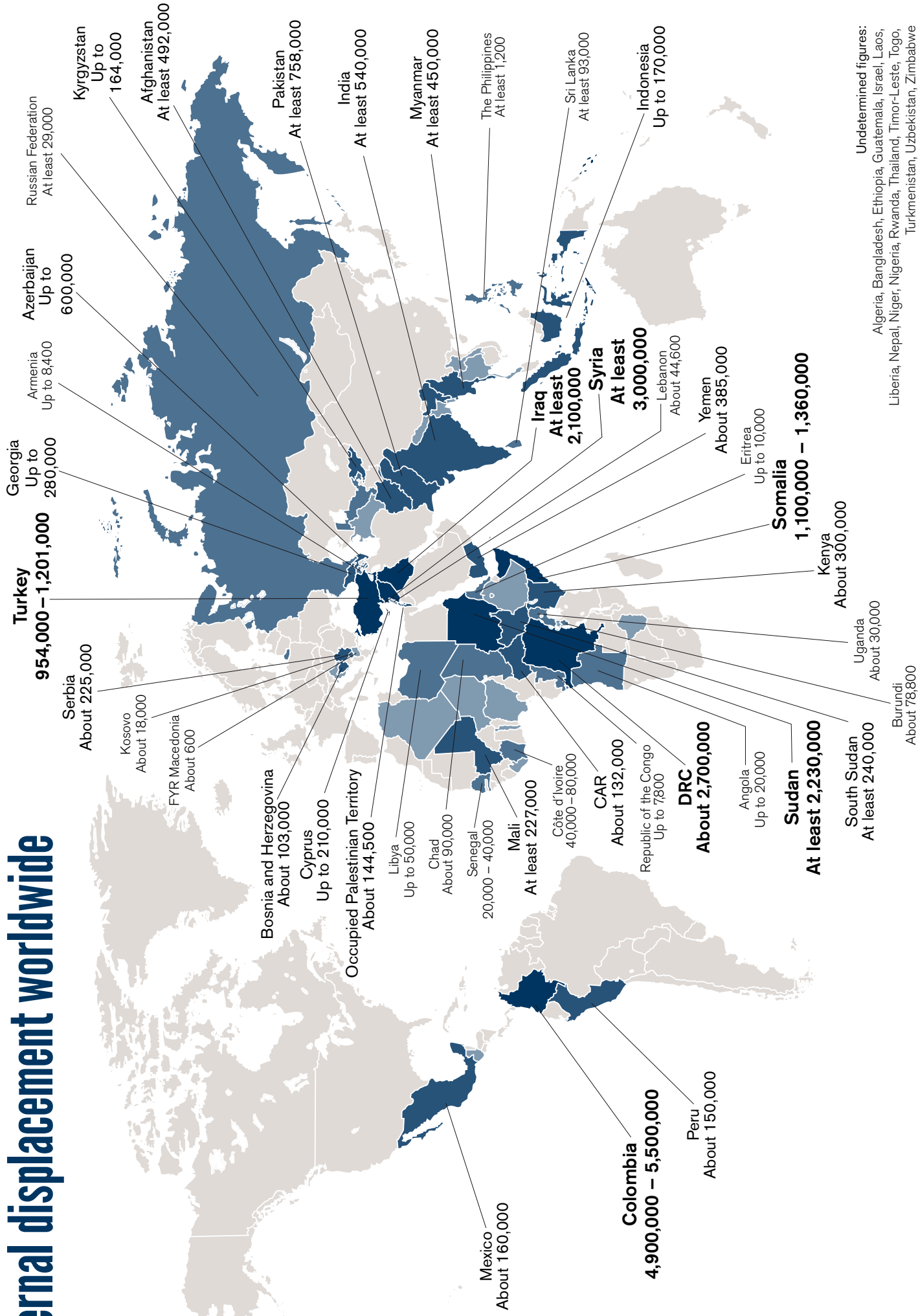


# Global Overview 2012

People internally displaced by conflict and violence



# Internal displacement worldwide



Undetermined figures:  
 Algeria, Bangladesh, Ethiopia, Guatemala, Israel, Laos,  
 Liberia, Nepal, Niger, Nigeria, Rwanda, Thailand, Timor-Leste, Togo,  
 Turkmenistan, Uzbekistan, Zimbabwe

# Global Overview 2012

People internally displaced by conflict and violence

April 2013

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**Cover photo:** Dgbenamea Ascofare, 67, has been displaced multiple times by the conflict in Mali. Together with her daughter and other family members, she initially fled Timbuktu for the central town of Mopti. Then, as the extremists pushed south and French troops pushed north, they sought refuge in the capital, Bamako.

*(Photo: UNHCR / G. Gordon / January 2013)*

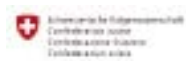
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# About this report

IDMC reports annually in the *Global Overview* on the particular challenges faced by people internally displaced by armed conflict, generalised violence or human rights violations.

The report's introduction begins by outlining the scale and impact of internal displacement during the year, and includes a 'snapshot' of internal displacement in 2012 before exploring some of the key issues and challenges associated with internal displacement at the national, regional and global level.

Five regional summaries are followed by descriptions of internal displacement situations in countries of those regions. Important to note is that the regions, as categorised by IDMC, do not correspond to the continents: Algeria and Libya are covered within the Middle East and North Africa region, Turkmenistan, Uzbekistan and Kyrgyzstan in Europe and Central Asia, and Afghanistan in South and South-East Asia.

## A note on figures and information

To produce this report, IDMC compiled data from internally displaced people themselves, governments, the UN and other international organisations, national and international NGOs, human rights organisations and media reports. It has also gathered information during field missions to a number of countries in 2012.

While all efforts have been made to present the most accurate and updated information, the extent and reliability of information on displacement varies widely between countries. Data may be based on reports of new displacement events or, in some countries, on exercises carried out subsequently to determine how many people need support. The availability and the quality of information depended, above all, on the willingness and capacity of the national authorities to respond to the displacement situation. Information on IDPs' settlement options and their post-emergency situations was also limited.

Figures provided on disaster-induced displacement are further explained in IDMC's *Global Estimates* report on people displaced by disasters.

## A guide to the country pages

The country pages include short summaries of the internal displacement situations in countries monitored by IDMC in 2012. A few countries mentioned in the regional annexes do not have corresponding country pages, because there has been little or no new information on their internal displacement situation since the end of 2011. More information on these countries can be found at IDMC's website: [www.internal-displacement.org](http://www.internal-displacement.org).

The estimated number of IDPs is rounded (for example, to the nearest hundred or ten thousand) according to the size of the population displaced.

The percentage of the country population which is displaced is also included. Percentages are based on the country population figures listed by UNFPA; [www.unfpa.org/swp](http://www.unfpa.org/swp). It should be noted that there is some uncertainty over the population of

several countries in this report; using other available population estimates would give significantly different percentage results.

In countries where the number of IDPs has been significantly larger in the past, the peak number and year are noted.

New displacements and returns in 2012 are noted where they were specifically reported; however, the actual numbers of new displacement or returns may well be higher. Reports of returns do not necessarily indicate that IDPs have found durable solutions to their displacement. Other settlement options in support of durable solutions, namely local integration and settlement elsewhere, are very seldom monitored and reported against, hence the lack of consistent information given on the number of IDPs having chosen these options.

The causes of displacement listed include international armed conflict, internal armed conflict, deliberate policy or practice of arbitrary displacement, communal violence, political violence and criminal violence. This list is purely a descriptive aid, and is by no means exhaustive.

The UNDP's Human Development Index ranking gives an idea of the level of development of a country based on the population's life expectancy, literacy, educational attainment and the gross domestic product per capita. Countries with a ranking of up to 85 are considered highly developed, and those with a ranking between 128 and 187 are the least-developed countries in the list. A small number of countries are not ranked.

The boundaries and names shown and the designations on the maps throughout this report do not imply official endorsement or acceptance by IDMC.

# Contents

IDPs worldwide in 2012 . . . . .	8
Internal displacement in Africa. . . . .	15
Internal displacement in the Americas . . . . .	35
Internal displacement in Europe, the Caucasus and Central Asia	41
Internal displacement in the Middle East . . . . .	53
Internal displacement in South and South East Asia . . . . .	61

# Glossary

ASEAN	Association of Southeast Asian Nations
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
IOM	International Organisation for Migration
MSF	Médecins Sans Frontières
NATO	North Atlantic Treaty Organisation
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OHCHR	United Nations Office of the High Commissioner for Human Rights
OSCE	Organisation for Security and Co-operation in Europe
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
USCR	United States Committee for Refugees (United States Committee for Refugees and Immigrants or USCRI since 2004)
WFP	United Nations World Food Programme



Internally displaced people walk through Mugunga camp, which hosts 45,000 IDPs, near Goma, DRC. (Photo: REUTERS/James Akena, November 2012)

# IDPs worldwide in 2012

The total number of people internally displaced by armed conflict, generalised violence and human rights violations worldwide as of the end of 2012 was estimated to be 28.8 million. This represents an increase of 2.4 million on the previous year, and is the highest figure IDMC has ever recorded. Around 6.5 million people were newly displaced, almost twice as many as the 3.5 million during 2011.

## 6.5 million people were newly displaced, almost twice as many as the 3.5 million during 2011

The increase was the result of new large-scale population movements in several countries in Africa and the Middle East. The conflicts in Syria and the Democratic Republic of Congo (DRC) were responsible for around half of the new displacements, with 2.4 million and one million respectively, while an estimated 500,000 people fled their homes in both Sudan and India.

The higher figures for both overall and new displacement are

consistent with the rise in the number of violent conflicts around the world. Reports suggest that there were more highly violent conflicts in Africa in 2012 than at any time since 1945.

The largest regional increase in the number of internally displaced people (IDPs) in 2012 was in the Middle East and North Africa, where 2.5 million people were forced to flee their homes. There are now almost six million IDPs in the region, a rise of 40 per cent on the 2011 total of 4.3 million. In the Middle East generally, and particularly in Syria, there has been a close correlation between the rapid escalation of conflict and the sharp rise in the number of IDPs.

## In 2012 Syria was the regional hotspot with a five-fold increase in the number of IDPs

From the beginning of the Arab Spring uprisings in early 2011, displacement across the region has snowballed. Libya and Yemen were worst affected in 2011, but in 2012 Syria was the regional hotspot with a five-fold increase in the number of IDPs. By the end of



the year, Syria was the world's largest and fastest evolving crisis in terms of new displacement. The country now has more than three million IDPs, of whom over 80 percent were newly displaced during 2012.

## The region with the largest total number of IDPs was sub-Saharan Africa. As of the end of 2012 it was hosting 10.4 million, almost a third of the world's internally displaced population

The region with the largest total number of IDPs was sub-Saharan Africa. As of the end of 2012 it was hosting 10.4 million, almost a third of the world's internally displaced population and an increase of 7.5 per cent compared with the year before, thus reversing the downward trend recorded since 2004. Around 2.4 million people were newly displaced, of whom a million fled their homes as a result of escalating violence in DRC, which was the world's second largest crisis in terms of new displacement in 2012. In November, a new rebel group known as the March 23 Movement (M23) displaced 140,000 people from the North Kivu capital of Goma in a single week. The outbreak and escalation of conflict in Mali in 2012, fuelled by an influx of weapons from Libya, led to the displacement of at least 227,000 people. Increased violence by the radical Islamist group Boko Haram in Nigeria also caused significant new displacements.

As was the case in 2011, the Americas region hosted the second largest number of IDPs in 2012 with a total of 5.8 million, an increase of 3 per cent. Colombia remains the country with the highest number of IDPs in the world, with a total of between 4.9 and 5.5 million. The country's internal armed conflict forced an estimated 230,000 people to flee their homes during the year. No new figures were available for Mexico, but census information showed that criminal violence caused displacement in the states most affected by drug cartel activity.

## Colombia remains the country with the highest number of IDPs in the world, with a total between 4.9 and 5.5 million

In Europe and Central Asia, the total number of IDPs remained stable at around 2.5 million, with the vast majority trapped in situations of protracted displacement, in many cases for 20 years or more. Some new displacement was reported in Turkey, which has the largest number of IDPs in the region. The number of IDPs in Azerbaijan, Cyprus and Georgia rose slightly as displaced children were still eligible to register as such.

Asia showed the second highest increase in new displacement after the Middle East and North Africa, with 1.4 million people forced to flee their homes during 2012, more than twice the number recorded in the previous 12 months. In India, there was a ten per cent increase in new displacements in 2012, the result mainly of inter-communal violence in north-eastern Assam which caused up to 500,000 people to flee their homes. Military operations against non-state armed groups in Pakistan's Federally Administered Tribal Areas caused more than 412,000 new displacements. Despite these new displacements, the total number of IDPs in Asia at the end of 2012 remained reasonably stable as compared to the previous

year at 4.1 million. With only 261,000 people reported as returning at the end of the year, this suggests that, as with many countries monitored, return movements were either under-reported or not reported at all.

## Only 2.1 million people were reported as having returned in 2012

Only 2.1 million people were reported as having returned in 2012, a decrease of around 250,000 on the figure for 2011, though, again, overall figures suggest the number of IDPs who returned could be significantly higher. In Libya, most of the country's 243,000 IDPs managed to return following the fall of Muammar Qadhafi, but those alleged to have supported his regime were unable to go home because of fear of reprisal attacks. In DRC, 450,000 people were reported to have returned, but large numbers of the country's IDPs live in areas, both rural and urban, where humanitarian agencies struggle to identify and access them. Monitoring return movements with any accuracy is extremely difficult in such a context. The identification of IDPs who do not live in camps is a key challenge to protecting, assisting and monitoring them. Similarly, the assessment of whether IDPs have achieved durable solutions, either by returning to their places of origin, integrating locally or settling elsewhere in the country, is also highly challenging when data on those living outside camps is so scarce.

# 28.8 million IDPs reported in 2012

New displacements: **6.5 million** total

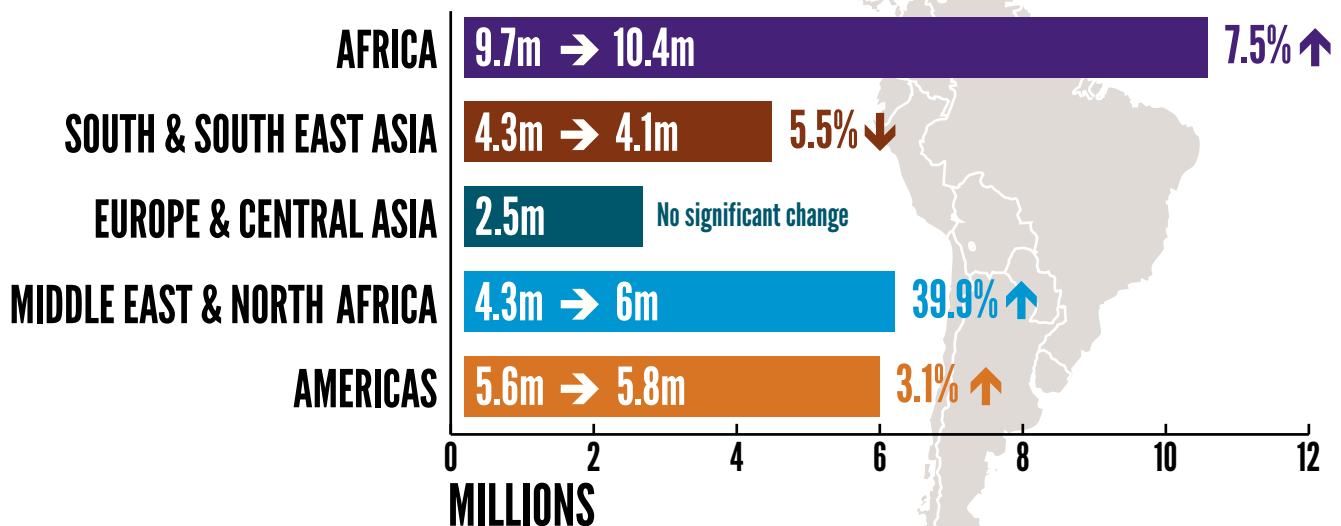
**Middle East and North Africa** 2.5 million | 2.4 of which occurred in **Syria**

**Africa** 2.4 million | DR Congo 1 million; Sudan 500,000; Mali 227,000; South Sudan 190,000; Somalia 185,000

**South and South East Asia** 1.4 million | India 500,000; Pakistan 412,000; Myanmar 166,000

**Americas** 230,000 newly displaced in Colombia

## How the figures changed between 2011 and 2012



\* Numbers are rounded; percentage change based on true figures

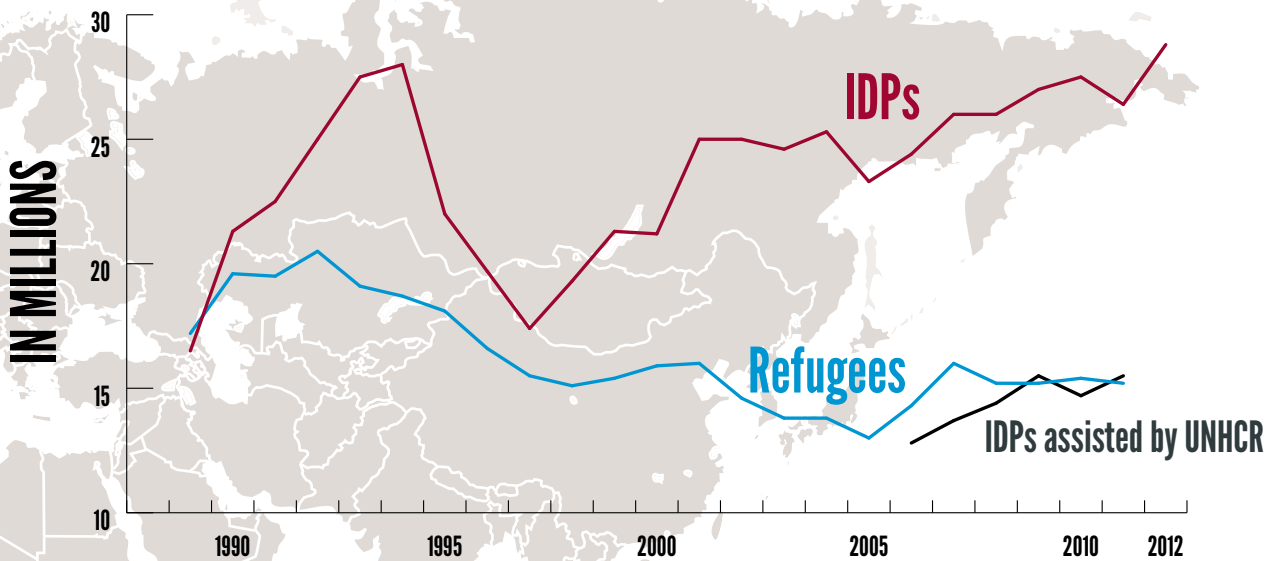
**Over 90%** of countries monitored by IDMC have IDPs in protracted displacement

**20%** of the world's IDPs are in Middle East & North Africa



# Two IDPs per refugee worldwide

## IDPs and refugees throughout the decades



## Returns: 2.1 million total

**Africa 1.3 million** | Cote d'Ivoire 500,000; DR Congo 450,000; Sudan 91,000; Chad 36,000

**Middle East and North Africa 550,000** | Iraq 213,000; Libya 190,000; Yemen 134,000

**South and South East Asia 261,000** | Philippines 157,000; Pakistan 59,000

**Europe and Central Asia 1,600**

### The largest displacements

**Colombia**  
4.9 – 5.5 million

**Syria**  
3 million

**DR Congo**  
2.7 million

**Sudan** 2.2 million  
**Iraq** 2.1 million

**Somalia**  
1.1 – 1.36 million

# Responding to large scale displacement crises

In 2012, international humanitarian actors have had to respond to four concurrent large scale complex displacement crises.

In Syria, the social unrest that started in March 2011 and escalated into civil war had led to a five-fold increase in internal displacement, with at least three million IDPs in total reported at the end of 2012. Most IDPs have received very little or no assistance, in part because aid has become a deeply divisive issue, politicised by parties to the conflict as they compete for control of territory.

The protracted crises in eastern Democratic Republic of Congo (DRC) and Somalia continued to create new displacement. At least a million people fled an upsurge in violence in DRC, bringing the total number of IDPs in the country to 2.7 million as of the end of the year. In Somalia, while the famine conditions affecting parts of the country came to end, the number of IDPs at the end of the year was still estimated to be between 1.1 and 1.36 million.

## Has the current international humanitarian response system retained enough focus and expertise in the assistance and protection of people affected by internal displacement?

The conflict in Mali, which broke out early in 2012, drove at least 227,000 people into internal displacement during the year, with IDPs' specific needs compounded by the impact of chronic food insecurity and years of under-development.

Each of these crises has its roots in specific and complex national and sub-regional dynamics, but an examination of the humanitarian responses from an internal displacement perspective highlights the following common issues:

- International humanitarian actors struggle to provide protection and assistance to IDPs because access to populations affected by displacement is restricted. This may be because of risks to aid workers' physical security, of poor transport infrastructure, or of restrictive policies and practices put in place by governments or armed opposition groups.
- The lack of comprehensive information about displaced people's needs and the risks they face, both in areas from which they have fled and in which they have sought refuge, constitutes a gap that hampers evidence-based responses.
- Both of the above cause discrepancies in assistance, with a focus on location rather than need, undermining the humanitarian principles of humanity and impartiality.
- Both protracted displacement and multiple displacements are striking features of the crises in DRC, Somalia and Syria. Current methods for the targeting and delivery of assistance do not adequately take into account IDPs' or their hosts' specific needs. Nor have they systematically integrated the fact that IDPs' needs vary over time as the context within which they live evolves.

The persistence of such issues, seven years after the UN

initiated humanitarian reform - and as its transformative agenda is being rolled out with the aim of addressing continued weaknesses - raises the following questions: Has the current international humanitarian response system retained enough focus and expertise in the assistance and protection of people affected by internal displacement? Or has the issue been so mainstreamed that their specific vulnerabilities and needs are no longer adequately identified or reflected in response advocacy and plans?

## Promoting IDP law and policy instruments

Adequate law and policy instruments on internal displacement are important for states if they are to implement effective national responses and ensure that the rights of their displaced citizens are respected and fulfilled. Constitutions, national legislation and elements of international law apply to IDPs, but they often struggle to access their basic rights in areas such as housing, health and education as a result of their displacement. National legislation tends not to address the particularities of displacement, because it was often not drafted through such a lens. For example, national education laws which don't incorporate internally displaced children's need for flexible enrolment systems impose unintentional obstacles to their access to schooling.

### National legislation tends not to address the particularities of displacement, because it was often not drafted through such a lens

More than 25 countries worldwide have adopted IDP law or policy instruments since the introduction of the Guiding Principles on Internal Displacement in 1998; some countries, such as Colombia and Georgia, had such laws in place before the Guiding Principles were published.

The entry into force in December 2012 of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (the Kampala Convention) was the most significant legal development of the year at the regional level. By the end of 2012, 16 states were legally bound to adopt comprehensive legislation on the prevention of internal displacement, responses to it and the achievement of durable solutions.

National authorities in various countries also took measures to implement their responsibility to provide protection and assistance to IDPs by developing or updating laws, policies and strategy documents in support of their rights:

- In Afghanistan, a presidential instruction ordered the development of a policy on IDPs. The government held consultations and started the drafting process.
- In DRC, internal consultations about legislation on IDPs signaled the start of a process to strengthen the country's framework for national response.
- In the Central African Republic, a multi-stakeholder workshop was held in August to review an existing draft of a law on IDPs which was transferred to parliament for adoption.

Internally displaced Syrians queue to receive financial assistance from UNHCR and Bemo Bank. (Photo: UNHCR/B. Diab, November 2012)



- In Georgia, a revised Action Plan for the Implementation of the State Strategy for IDPs was adopted. An inter-agency working group was also set up to revise legislation on IDPs, with a view to shifting the legal basis for assistance from a status-based to a needs-based approach.

### The entry into force in December 2012 of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (the Kampala Convention) was the most significant legal development of the year

- The National Policy on the Prevention of Internal Displacement and the Protection and Assistance to Internally Displaced Persons in Kenya was adopted in October. This comprehensive strategy was complemented by the Prevention, Protection and Assistance to Internally Displaced Persons and Affected Communities Bill, enacted by the president, which establishes an institutional framework for IDPs' protection and assistance.
- In Mexico, the Chiapas state congress passed a bill on internal displacement based on the Guiding Principles.
- Nigeria took steps to hold consultations and to revise a draft policy on IDPs in line with the provisions of the Kampala Convention.
- In the Philippines, efforts to develop new legislation progressed well, with congress enacting the Rights of Internally Displaced Persons Act in February 2013.
- In Uganda, an AU workshop on the domestication and implementation of the Kampala Convention took place and pro-

duced recommendations on legal and policy developments.

- Somalia has no national legal or policy framework on internal displacement yet, but the authorities in Puntland adopted a policy on IDPs, and the Somaliland administration was in the process of developing one.

Developments in 2012 signal the need for international and regional action to provide coordinated, sustained and consistent support to states to help them take forward robust processes which lead to national legal and policy developments and their subsequent implementation.

No single entity can take on this responsibility. It will require concerted action to develop and resource a pool of technical experts on the facilitation of state-led consultation processes and legal and policy frameworks, which can be deployed in support of national authorities.

## Promoting durable solutions

With IDPs living in protracted internal displacement in more than 90 per cent of the countries monitored by IDMC, supporting durable solutions remains the biggest challenge for governments and their international partners as they struggle to put the IASC Framework for Durable Solutions into practice.

While the responsibility for durable solutions lies with governments, international actors need to improve on their practices so as to:

- Ensure that IDPs are consulted on, and participate in decision-making that affects their lives.

- Resource responses in a way that does not only focus on IDPs themselves, but which takes into account their broader environment, including host communities.
- Develop comprehensible durable solutions strategies and plans, regardless of whether IDPs' needs are framed as humanitarian or developmental.
- Establish the complex, multi-sectorial approaches necessary to ensure that the specific vulnerabilities of each group of IDPs are addressed both in their own right and as part of broader social policy.

### **When understood as a dynamic concept rather than a “final state”, durable solutions require not only a humanitarian response at the height of a crisis, but sustained engagement throughout displacement**

When understood as a dynamic concept rather than a “final state”, durable solutions require not only a humanitarian response at the height of a crisis, but sustained engagement throughout displacement. This means the establishment of law and policy frameworks, the strengthening of preparedness capacity and the implementation of national prevention and development initiatives before, during and after a humanitarian response. Such an approach requires the removal of the existing boundaries between humanitarian, development, human rights and peace-building interventions to establish a truly integrated response.

Durable solutions will only be achieved when internal displacement is recognised as a development as well as a humanitarian challenge, and when addressing it is acknowledged as critical to the achievement of development goals.

### **Durable solutions will only be achieved when internal displacement is recognised as a development as well as a humanitarian challenge**

The UN Framework on Ending Displacement in the Aftermath of Conflict aims to support a more coherent, predictable and effective UN response leading to the achievement of durable solutions for IDPs and returning refugees. The decision taken in 2012 to pilot it in three countries, Afghanistan, Côte d'Ivoire and Kyrgyzstan, represents an important opportunity to bring national governments, communities and international entities together to design and implement relevant plans for each of the three contexts, and so bridge the gap between humanitarian and development action.

An internally displaced woman stands outside her makeshift shelter at Qorqor Camp in Mogadishu, Somalia. (Photo: REUTERS/Ismail Taxta, December 2012)



## Internal displacement in **Africa**

### Figures and causes

There were over 10.4 million IDPs in the 18 sub-Saharan countries IDMC monitored in 2012, almost a third of the global total. The Democratic Republic of the Congo (DRC), Sudan and Somalia continued to have Africa's largest internally displaced populations, and among the largest in the world. Displacement in Nigeria was also known to be significant, but no reliable figures were available.

### There were more highly violent conflicts in Africa in 2012 than at any time since 1945

The sharp increase in the number of IDPs, up 7.5 per cent from 9.7 million at the end of 2011, reversed a steady downward trend in the region since 2004, and was linked to worsening

conflict and violence throughout sub-Saharan Africa. According to authoritative sources, there were more highly violent conflicts in Africa in 2012 than at any time since 1945.

The conflict in eastern DRC intensified dramatically during 2012, and a new one broke out in northern Mali at the beginning of the year. Violence by militant groups increased in Nigeria, and South Sudan experienced tensions, both internal over natural resources and with Sudan over contested border areas and the Higlig region. The causes of these and other conflicts, and more localised clashes, violence and human rights abuses that led to displacement include struggles for political power, ideological domination and natural resources, inter-communal violence often linked to land disputes and criminal activity.

Sudden and slow-onset natural hazards also forced people to flee, in some cases affecting those already displaced by conflict

and violence. Unprecedented floods caused massive displacement in Chad, Mali, Niger, Nigeria, Senegal, South Sudan and Sudan. Drought and resource depletion caused the displacement of pastoralists in northern Kenya, and compounded the dynamics of violence throughout the region. The famine in the Horn of Africa was declared over in 2012, but extended drought in the Sahel caused food insecurity in eight countries, coinciding with the spread across borders of violence and instability.

## New movements

The largest new displacement in the region took place in eastern DRC, where a million people fled worsening violence in the provinces of North and South Kivu, Orientale and Katanga, bringing the total number of IDPs in the country to about 2.7 million. The March 23 Movement (M23), a new rebel group formed in April, attacked the North Kivu capital of Goma in November. The flare-up in conflict displaced 140,000 people in a week; many of them were IDPs living in a large camp on the outskirts of the city.

## The largest new displacement in the region took place in eastern DRC

Close to 230,000 people fled northern Mali throughout the year to escape the uprising by Tuareg rebels early in 2012 and widespread abuses by militant Islamist groups which took control of vast parts of the country in June. Most IDPs fled to the south and the majority were unable to return or achieve other solutions to their displacement.

In Nigeria, increased violence by the radical Islamist group Boko Haram, inter-communal violence between Christians and Muslims and clashes between farmers and pastoralists led to burgeoning displacement. The government is yet to compile reliable figures, but at least 63,000 people were documented as newly displaced by violence.

Fighting over natural resources and an ongoing uprising in South Sudan displaced over 190,000 people, while in Kenya inter-communal violence and clashes over natural resources forced 118,000 to flee. The violence in Kenya was compounded by ethnic and political factors linked to the March 2013 elections. In Central African Republic (CAR), as many as 106,000 people were displaced by various forms of violence, including tens of thousands who fled the march of Séléka, a coalition of armed groups, on the capital Bangui in December. In Sudan, inter-communal violence and fresh clashes between government forces and armed opposition groups forced around 90,000 to flee their homes in Darfur.

There were also considerable return movements, though a lack of reliable data, access restrictions and in some cases the repeated displacement of those affected made figures hard to verify. An estimated 450,000 IDPs returned to their places of origin in DRC, about 155,000 South Sudanese former IDPs went home from Sudan, 21,000 IDPs returned within South Sudan and up to 91,000 IDPs returned in Darfur. Around 36,000 people reportedly returned in Chad, and a similar number in CAR following a demobilisation process in the north of the country. In Somalia, the figure was around 32,000.

## Protection issues

IDPs continued to face threats to their physical security in 2012. In at least eight countries, including DRC, Mali, South Sudan and Sudan, where some of the worst violence and conflict took place, people fled armed attacks and clashes, forced recruitment, arbitrary killings, sexual violence and abductions. IDPs faced similar threats in CAR, Chad, DRC, Mali, Somalia and Sudan, while in DRC people returning to their places of origin were also affected. In DRC, IDPs faced discrimination because they were seen as a source of further insecurity.

As in previous years, gender-based violence (GBV) was widespread in DRC. During the violence that erupted in North Kivu in November, both M23 and government forces were accused of perpetrating sexual violence, including against IDPs. In Mali, GBV was a significant cause of displacement, a threat during displacement and an obstacle to return. In Côte d'Ivoire, there was a lack of assistance for women affected by GBV in previous years.

## Prospects for durable solutions

Progress towards durable solutions in countries where conflict had ended was limited during 2012. In countries with ongoing conflict, people already displaced for years struggled to achieve them alongside those newly displaced. As of the end of the year, IDPs were living in protracted displacement in 15 countries, evidence of the obstacles they face in their search for durable solutions as well as their continued marginalisation.

Uganda has been at the forefront of the region's response to internal displacement. It adopted a policy on IDPs in 2004 and was the first country to ratify the Kampala Convention. Its recovery and development efforts have, however, been insufficient. Returning IDPs continue to suffer inadequate basic services and receive only limited support to rebuild their livelihoods. Accusations of serious corruption at the highest levels of government led donors to withhold funding at the end of 2012, crippling further recovery efforts.

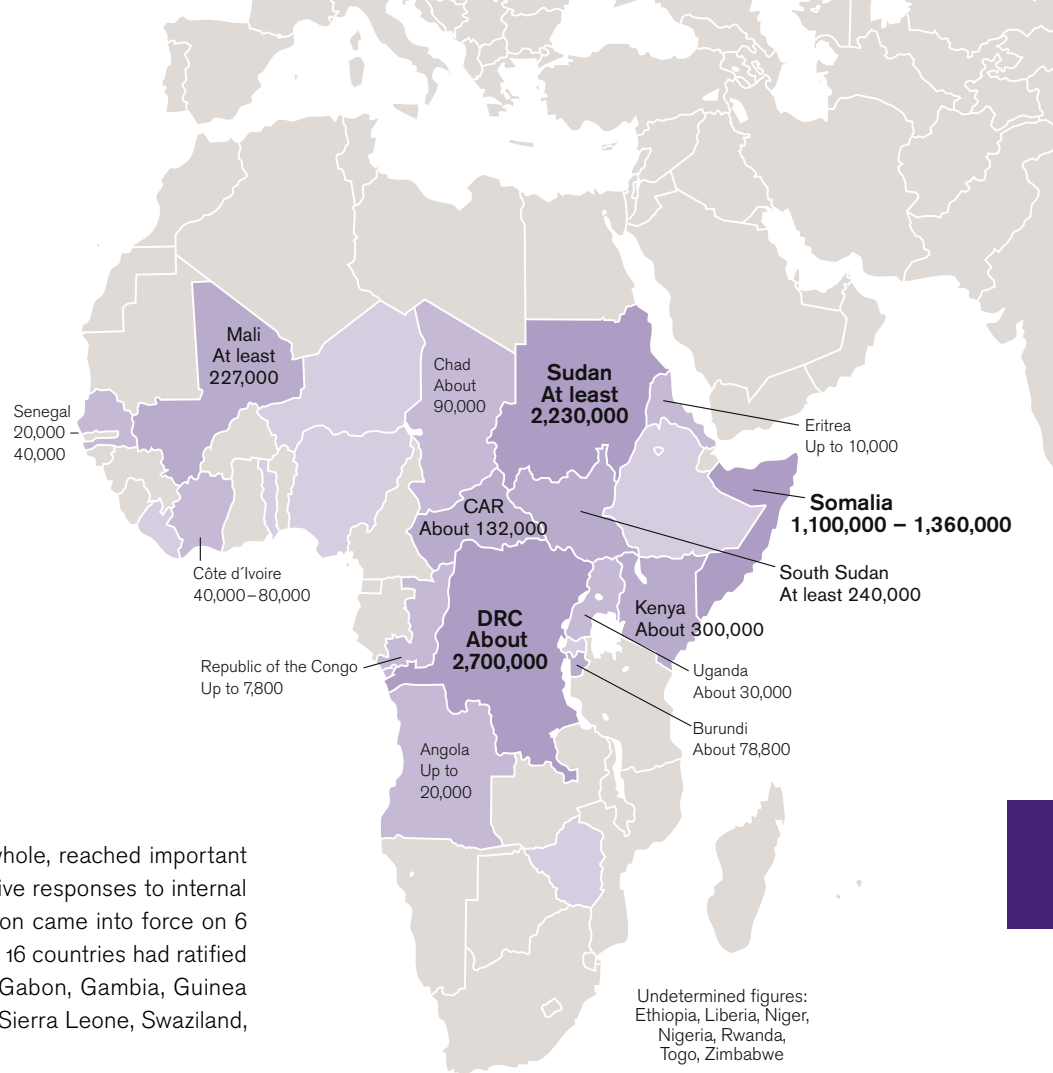
## Uganda has been at the forefront of the region's response to internal displacement

The international humanitarian community in Burundi wound down its operations in 2012, but it was unclear to what extent national authorities and both national and international development agencies would lead longer-term engagement in support of durable solutions.

In DRC, at least two-thirds of IDPs are thought to have suffered multiple displacements, either repeatedly from their places of origin or onwards from their places of refuge. Clearly the prospects for durable solutions in such circumstances are remote.

Côte d'Ivoire, meanwhile, was one of three countries globally chosen to roll out the UN Secretary General's landmark framework to end displacement in the two-year aftermath of conflict.





## Responses

Several countries, and the AU as a whole, reached important milestones in terms of framing cohesive responses to internal displacement. The Kampala Convention came into force on 6 December, and by the end of the year 16 countries had ratified it: Benin, Burkina Faso, CAR, Chad, Gabon, Gambia, Guinea Bissau, Lesotho, Mali, Niger, Nigeria, Sierra Leone, Swaziland, Togo, Uganda and Zambia.

By ratifying the world's first continental treaty on internal displacement, they have made a legal commitment to address all causes comprehensively. They have also committed to assisting and protecting IDPs and their human rights, including the creation of safe and sustainable conditions for voluntary return, local integration or settlement elsewhere in the country.

## The Kampala Convention came into force on 6 December

The Kampala Convention also requires states to adopt legislation and policy on internal displacement, designate a coordinating body for all related issues and provide the necessary funds for protection and assistance. Nigeria took steps to implement its obligations in 2012 by revising a draft policy on IDPs to bring it into line with the convention, but the country's cabinet was still to pass it as of the end of the year. Although it has not ratified the convention, the Kenyan government adopted a national policy on IDPs in October, and was in the final stages of adopting a new law governing their protection and assistance.

Countries with large numbers of IDPs but which were still to ratify the Kampala Convention include Côte d'Ivoire, DRC, Somalia, South Sudan and Sudan.

Supporting IDPs through effective responses from the start of their displacement all the way through to their achievement of a durable solution remains a challenge throughout the region. Following the onset of violence in Mali in early 2012, development organisations already on the ground proved ill-equipped to provide an efficient response to the displacement the conflict caused.

Main donor countries made progress in 2012 in reframing their assistance and support during crises and emergencies to better help people overcome chronic vulnerability through a resilience approach. Given the extent of protracted displacement and conflict in a region where recurring cycles of natural hazards increase vulnerability, such an approach offers a promising way to work towards durable solutions.

The international emergency response to internal displacement was coordinated through the cluster approach in CAR, Chad, Côte d'Ivoire, DRC, Ethiopia, Mali, Niger, Somalia, South Sudan, Sudan and Zimbabwe.

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)		UN figure referred to IDPs in Cabinda province. No recent figure is available.
Burundi	<b>About 78,800</b>	78,800 (December 2011)	78,800 (December 2011)		The last official figure estimates the remaining IDPs in Burundi at 78,800. There were no documented returns in 2012.
Central African Republic	<b>About 132,000</b>		52,000 (OCHA, October 2012)		There were 52,000 IDPs estimated as of October 2012. During Séléka's march on the capital between December 2012 and early January 2013, a further estimated 80,000 people were newly displaced.
Chad	<b>About 90,000</b>		90,000 (OCHA, December 2012)		An estimated 91,000 IDPs have returned to their homes, integrated locally or settled elsewhere in the country since 2008.
Côte d'Ivoire	<b>40,000 - 80,000</b>		40,000 - 80,000 (Protection Cluster, November 2012)		There is no comprehensive countrywide monitoring mechanism to assess the number, locations and situations of IDPs. The Protection Cluster's estimate ranges between 40,000 and 80,000 IDPs but does not refer to IDPs displaced during the 2002-2007 conflict.
Democratic Republic of the Congo	<b>About 2,700,000</b>		2,700,000 (OCHA, December 2012)		This includes 914,000 IDPs in North Kivu, 878,000 in South Kivu, 498,000 in Orientale Province, 277,000 in Katanga, 92,000 in Maniema and 7,000 in Equateur. Figures are approximate, as most IDPs were with host families and not registered, many in areas difficult to reach.
Eritrea	<b>Up to 10,000</b>				According to the government and UN agencies, all camp-based IDPs had resettled or returned by March 2008, but UN and other sources indicated that 10,000 may still be living with hosts. There was no information on the situation of IDPs who had returned or settled elsewhere.
Ethiopia	<b>Undetermined</b>				No comprehensive national survey of IDPs has been carried out. In March 2009, a joint assessment by UN agencies and NGOs with the participation of the government was carried out, in which 160,000 people were found to be displaced.
Kenya	<b>About 300,000</b>		300,000 (UNHCR, December 2012)		The estimate includes people displaced by the 2007 post-election violence and those still displaced by earlier episodes of violence, as well as new IDPs. The Numbers remains unclear as no comprehensive national IDP survey has been carried out.
Liberia	<b>Undetermined</b>		About 23,000 (UNHCR, 24 July 2007)		UNHCR estimate was of people believed still to be in former IDP camps in 2007. The government had already reported that all IDPs had achieved durable solutions.
Mali	<b>At least 227,000</b>			227,000 (CMP, as of 31 December 2012)	Population movement tracking and evaluations by various partners enabled the Commission on Population Movements (CMP) to estimate the number of people displaced across Mali at around 227,000 as of 31 December 2012.
Niger	<b>Undetermined</b>			11,000 (IRIN, December 2007)	

Country	Number of IDPs (rounded)	Government figures	UN figures	Other figures	Comments
Nigeria	<b>Undetermined</b>	1,210,000 (NCFR, September 2007); 80,000 (NCFR, June 2009)		1,600,000 (Refugees United, July 2010)	No comprehensive survey on internal displacement has been conducted and there are no mechanisms to monitor durable solutions. Most estimates only include people who have sought shelter at temporary IDP camps.
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 <i>Displaced Populations Report</i> of October 2009.
Rwanda	<b>Undetermined</b>				Unclear if people resettled in new "villages" in the early 2000s have found durable solutions.
Senegal	<b>20,000 - 40,000</b>		24,000 (OCHA/ UNICEF, February 2010)	40,000 (ICRC, March 2010); about 10,000 at the end of 2009 (USDoS, 11 March 2010)	Compiled from various figures available. There have been no reliable estimates of the number of IDPs
Somalia	<b>1,100,000 - 1,360,000</b>		1.1 - 1.36 million (UNHCR, December 2012)		Estimates based on the Population Movement Trends System (UNHCR and partners). The IDP population is presented as a range because the figures had not been triangulated and endorsed by the Somalia humanitarian country team by the end of December 2012.
South Sudan	<b>At least 240,000</b>		190,000 newly displaced (OCHA, December 2012)		At least 240,000 people were thought to be living in displacement in South Sudan, of whom at least 190,000 were newly displaced in 2012. Another 50,000 had been displaced by the LRA in previous years and have not yet found a durable solution.
Sudan	<b>At least 2,230,000</b>		Darfur and Eastern Sudan: 1,498,000; South Kordofan and Blue Nile: 695,000 IDPs/ severely affected; (UN and Partners, November 2012)		The estimates are approximate as access to affected populations is difficult. The figure as of December 2012 includes 1,430,000 IDPs in camps in Darfur, at least 500,000 IDPs in South Kordofan, at least 120,000 IDPs in Blue Nile, 68,000 IDP in eastern Sudan (as of 2010). No data on IDPs in and around Khartoum was available.
Togo	<b>Undetermined</b>	10,000 (2008)	1,500 (OCHA, November 2006)		
Uganda	<b>About 30,000</b>		30,000 (UNHCR, December 2011)		There has been no new assessment since UNHCR closed its operations in northern Uganda in 2011. The latest IDP figure from UNHCR is 29,776. This only includes registered persons who were receiving assistance from UNHCR.
Zimbabwe	<b>Undetermined</b>				No comprehensive survey of IDPs has been carried out, and a significant number have been displaced more than once.

# Burundi

**NUMBER of IDPs**  
About 78,800

**PERCENTAGE of total population**  
About 0.9%

**START of displacement situation:**  
1993

**Human Development Index**  
178

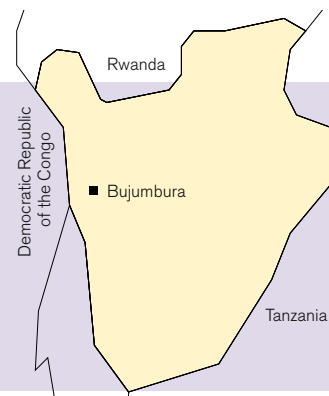
**PEAK number of IDPs**  
800,000 (1999)

**NEW displacement in 2012**  
-

**Kampala Convention Signed**

**CAUSES of displacement**

- x International armed conflict
- ✓ **Internal armed conflict**
- x Deliberate policy or practice of arbitrary displacement
- ✓ **Communal violence**
- x Criminal violence
- x Political violence



As of the end of 2012, about 78,800 IDPs were living in around 120 settlements, mainly in northern and central Burundi. The majority were ethnic Tutsis displaced by inter-communal violence following the 1993 coup and the ensuing fighting between government forces and non-state armed groups. There has been no new displacement since 2008.

In 2011, the Ministry of National Solidarity, Refugee Return and Social Reintegration led a profiling exercise of IDPs, intended to inform government support for durable solutions. The survey found that 85 per cent wished to integrate locally, fewer than eight per cent preferred the option of return and a similar percentage preferred settlement elsewhere.

The ownership of much of the land on which IDPs' settlements were established is disputed, however, and tenure risks are an obstacle to local integration. The government established the National Commission for Land and Other Possessions (*Commission Nationale des Terres et autres Biens* or CNTB) to find

solutions for people who lost land and possessions during the conflict, and it continues to adjudicate on conflicting claims. Progress, however, has been slow and complicated, and to what extent local integration can become a durable solution remains to be seen.

A comprehensive land code enacted in August 2011 should help IDPs identify and certify their land, and a national "villagisation" scheme that began in 2011 was also considered an opportunity to facilitate durable solutions for some IDPs and repatriated refugees. Neither process has progressed as planned, however, and few IDPs have benefited as a result.

Burundi has ratified the Great Lake Pact and it signed the Kampala Convention in 2009. The process of ratifying the convention is still ongoing, and with considerable numbers of refugees returning from Tanzania over the end of the year, there is an opportunity to renew national efforts towards durable solutions for IDPs and repatriated refugees alike.

# Central African Republic

**NUMBER of IDPs**  
About 132,000

**PERCENTAGE of total population**  
About 2.8%

**START of displacement situation:**  
2005

**Human Development Index**  
180

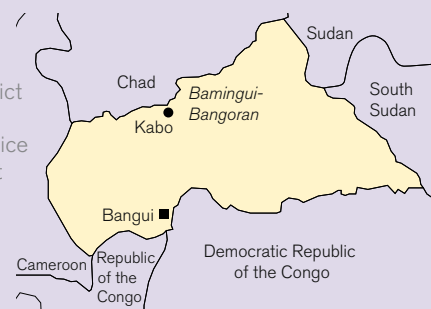
**PEAK number of IDPs**  
212,000 (2007)

**NEW displacement in 2012**  
106,000 reported

**Kampala Convention Ratified**

**CAUSES of displacement**

- x International armed conflict
- ✓ **Internal armed conflict**
- x Deliberate policy or practice of arbitrary displacement
- ✓ **Communal violence**
- ✓ **Criminal violence**
- x Political violence



At the end of 2012, there were around 132,000 IDPs in the Central African Republic (CAR). They were displaced variously by the internal armed conflict between 2005 and 2008, subsequent fighting between armed opposition groups and government forces, clashes between cattle herders and farmers, and attacks by Uganda's Lord's Resistance Army (LRA) and criminal groups known as *coupeurs de route*.

An estimated 106,000 people were newly displaced during 2012. As of September, 21,000 remained in displacement having been forced to flee their homes by LRA since 2008.

The security context in CAR evolved very differently from region to region over the course of the year. The situation in

the north-west and north-east of the country was reported to have improved, while north-central and south-eastern regions remained unstable as a result of tensions between local and nomadic communities and the presence of foreign armed groups, including LRA and Chad's Popular Front for Recovery (*Front Populaire pour le Redressement* or FPR).

At the end of the year, Séléka, a new coalition of armed group factions, marched from the north towards the capital Bangui, taking control of broad swaths of the country by the end of December. Troops from Chad, Gabon, Congo-Brazzaville and Cameroon supported CAR's armed forces to halt the rebels' advance, and tens of thousands were displaced by the fighting.

IDPs in CAR live in camps, with host families or in some cases in the bush. Their needs and vulnerabilities vary significantly depending on the length of their displacement - from a few days up to several years - and the distance from their habitual place of residence, which can be anything from one to hundreds of kilometres. Protection needs include food, health care, water and sanitation, education and adequate housing. Many IDPs do not hold identity documents, which puts them at risk of statelessness.

Women and girls continue to experience sexual and gender-based violence, especially domestic violence and rape. Those who have to travel long distances to water points or farmland are particularly at risk. A late-2011 survey undertaken by UNHCR and the Danish Refugee Council in northern camps revealed that many displaced children, both girls and boys, were used as labour by host communities in exchange for housing, food or money. Early and forced marriages often yield the same incentives, and 30 per cent of displaced girls aged between 12 and 17 have been sold as brides to members of host communities.

Around 35,000 IDPs returned to their places of origin in 2012. Most returns were spontaneous and took place in the north-west and north-east of the country, as a result of improved security and the ongoing disarmament, demobilisation and reintegration (DDR) of members of armed groups. IDPs going back to their home areas face obstacles, however, in making return a durable solution, and this is particularly the case for those who have suffered protracted displacement. Challenges include livelihood changes, poor or non-existent basic services and in some areas

ongoing insecurity.

Profiling exercises carried out in the areas of Kabo and Bamingui-Bangoran in 2011 and 2012 revealed that the majority of IDPs surveyed would prefer not to return to their places of origin. That said, tensions with host communities have pushed some to return despite the challenges they are likely to face there.

Progress towards national legislation on displacement was made in 2012. A stakeholders' workshop held in August reviewed a draft law and passed it to parliament for adoption. Until the proposals are enshrined in law, however, there is no framework for assisting IDPs despite CAR being a party to both the Kampala Convention and the Great Lakes Pact. There is only limited leadership in responding to displacement issues on the ground despite policy initiatives.

The international humanitarian response continued to face challenges. Access restrictions in particular hampered efforts to reach those in need in several conflict-affected areas, especially in the south-east where LRA was present. Assistance continued to be coordinated via the cluster approach, which has been in place in CAR since 2007.

Despite renewed conflict at the end of the year, CAR risks becoming a forgotten crisis, as evidenced by the rapid turnover of staff on the ground and the continued lack of funding for both humanitarian and development programmes. By the end of 2012, only 64.8 per cent of the \$124 million requested in the 2012 CAP humanitarian appeal had been donated.

# Chad

**NUMBER of IDPs**  
About 90,000

**PERCENTAGE**  
of total population  
About 0.8%

**START of displacement situation:**

2006

**Human Development Index**  
184

**PEAK number of IDPs**

185,000 (2007)

**NEW displacement in 2012**

-

**Kampala Convention Ratified**

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- ✓ Criminal violence
- x Political violence



Despite continued instability in the wider region, the situation in Chad remained relatively stable in 2012 with no new internal displacement taking place during the year. There were, however, still about 90,000 people living in protracted displacement in the east of the country as of the end of year. They were forced to flee their homes six years ago as a result of armed conflict between government forces and armed opposition groups, inter-communal violence and attacks by criminal groups known as *coupeurs de route*.

The government undertook various initiatives to secure its borders during 2012, including joint Chadian-Sudanese border patrols and a joint military operation with troops from the Central

African Republic (CAR) against the Chadian armed group the Popular Front for Recovery (*Front Populaire pour le Redressement* or FPR) in northern CAR. Insecurity caused by inter-communal conflicts and fighting between cattle herders and farmers persisted, however, as did the activity of bandits.

The overall humanitarian situation in Chad was made worse by a severe food crisis in the Sahel belt and heavy flooding during the rainy season. Against this backdrop, the crisis in Libya and attacks by the Islamist group Boko Haram in Nigeria forced around 90,000 Chadian migrants, including many unaccompanied children, to return to the country.

An estimated 91,000 IDPs have returned to their homes, in-

egrated locally or settled elsewhere in the country since 2008. In some cases return appears to have been a permanent move, while in others IDPs are reported to return home during the agricultural season but spend the rest of the year living in displacement camps. Others still move frequently between their camps and their villages of origin.

The government favours returns, but a significant number of IDPs have chosen to pursue local integration or settlement elsewhere in the country, which has contributed to the unexpected and unprepared for urbanisation of former villages in the regions of Sila and Assoungba. This in turn has placed considerable pressure on limited local infrastructure and has increased competition for access to land, both between and among host communities and IDPs.

The internally displaced population generally faces challenges in achieving durable solutions including unstable security situations in areas of origin, and limited access to land, basic services and livelihood opportunities.

Both remaining and returning IDPs were in need of assistance during 2012 in terms of access to land, adequate housing, property and documentation. In the camps as well as in return areas, domestic and sexual violence including rape, female genital mutilation and early and forced marriages have been reported.

Children make up two-thirds of the current total number of IDPs, and they have specific protection needs - particularly those who have been separated from their families and who are at risk of dropping out of school, neglect, exploitation and malnutrition. Despite the government's signing in 2011 of an action plan to

stop child recruitment by the armed forces and non-state armed groups, the practice continues and children - particularly those internally displaced - are still at risk.

The government has made efforts to support IDPs, especially in their search for durable solutions. It developed a recovery programme for eastern Chad in 2010, and has distributed land plots to some IDPs who chose to resettle in Assoungba. Limited capacity and funding, however, mean political commitments are not always matched by action on the ground.

Chad has ratified the Kampala Convention, but as of the end of 2012 the government had still not enacted a national policy or legislation to protect IDPs. Chad is also party to several international human rights instruments, including on women and children's rights, but national legislation still needs to be brought into line with the country's international obligations.

Seven clusters were still active in Chad in 2012. The protection cluster focused mainly on supporting IDPs in their search for durable solutions. It assisted in planning for return, resettlement and local integration, and raised awareness among IDPs of the three options available to them. The cluster was, however, extremely short of funding. Only five per cent of its budget had been funded by the end of the year, and as such it was unable to support the government in the development of national legislation on IDPs.

The 2012 CAP humanitarian appeal for Chad was 67 per cent funded, reflecting gaps in support across all sectors except food assistance.

# Côte d'Ivoire

**NUMBER of IDPs**  
40,000 - 80,000

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

**START of displacement situation:**

2002

Human Development Index  
168

**PEAK number of IDPs**

1,100,000 (2003)

**NEW displacement in 2012**

24,000 reported

Kampala Convention Signed

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



By the end of 2012, most of the estimated one million people displaced by the fighting and violence that followed the November 2010 presidential elections had managed to return home. They were able to do so largely as a result of significant security improvements in both Abidjan and western regions of the country, which were the worst affected areas.

Between 40,000 and 80,000 people were estimated still to be living in internal displacement, many of them likely staying with host families, renting or squatting, particularly in Abidjan. The lack of a countrywide mechanism for monitoring IDPs means more accurate estimates are not available. It is also still unclear how many people displaced during the 2002 to 2007 internal armed conflict have been able to achieve durable solutions,

be it by return, local integration or settlement elsewhere in the country.

Despite improved security conditions in 2012, incidents of violence continued to take place. At least 24,000 people were internally displaced, some of them for a second time, as a result of cross-border armed attacks and inter-communal clashes in the west of the country. The cross-border attacks were allegedly carried out by Ivorian and Liberian mercenaries who backed the former Ivorian president Laurent Gbagbo, or disgruntled former Ivorian soldiers based across the border in Liberia.

The main displacement incidents took place in April, when an attack on the town of Sakré forced an estimated 6,320 people to flee their homes, and in mid-June, when as many as 13,000

people were displaced as a result of a series of attacks against villages between Taï and Nigré. Most of those affected were able to return home within a few weeks once calm was restored.

In July, a group of armed men attacked and destroyed most of Nahibly, Côte d'Ivoire's last displacement camp, forcing out the 5,000 people who were still living there. At least eight IDPs were killed in the attack, and the discovery of mass graves near Duékoué in October and November led to fears that further victims would be found. No arrests were made in relation to the assault.

Other violent attacks targeted military and police forces during the second half of the year, particularly near Abidjan. The attacks are not known to have caused any displacements, but they stoked the atmosphere of tension and insecurity which lingered in several parts of the country.

Obstacles to durable solutions were numerous and reflected both the many difficulties IDPs face and the extent of the destruction that took place during the post-electoral crisis of 2010 and 2011. Many homes, schools, health centres and sanitation facilities had yet to be rebuilt or repaired as of the end of 2012. Land disputes remained a major obstacle for returning IDPs trying to rebuild their lives and restore their livelihoods in the west of the country. Many found their land occupied by settlers or illegally leased or sold to other families.

Victims of sexual and gender-based violence, including rape, had access to only limited psychosocial and legal assistance, and impunity for such crimes remained high. Women and girls,

many of whom lost their identity documents during their displacement, were vulnerable to abuse, particularly when travelling and passing checkpoints. In the absence of reliable information on those still living in displacement following the 2002 to 2007 conflict, there were indications that a number of IDPs had opted to integrate locally. No details as to their success or otherwise in achieving a durable solution were available.

National authorities and international organisations focused their assistance efforts largely on returns. In January 2012, the Ministry of Employment, Social Affairs and Solidarity signalled the government's intention to close the remaining displacement camps as soon as possible. By early 2012 most camps had been phased out and those remaining in and around Abidjan closed in March. In the west, Duékoué Catholic mission, where thousands of people had sought refuge during the crisis, closed in July, the same month Nahibly camp was attacked and destroyed.

International humanitarian partners continued their efforts to facilitate IDPs' voluntary return and the restoration of basic services in return areas. A lack of funding, however, has limited the effectiveness of recovery and rehabilitation programmes, despite outstanding needs. Several clusters, which were set up in 2011, began transferring responsibility for coordinating protection and assistance activities to the Ivorian government in 2012. National authorities, however, have only limited capacity in some areas, and as such the handover from the cluster system will continue throughout 2013.

# Democratic Republic of the Congo

**NUMBER of IDPs**  
About **2,700,000**

**PERCENTAGE of total population**  
About **3.9%**

**START of displacement situation:**

1996

Human Development Index  
**186**

**PEAK number of IDPs**

**3,400,000 (2003)**

**NEW displacement in 2012**

**At least 1,000,000**

Kampala Convention Signed

## CAUSES of displacement

- x International armed conflict
- ✓ **Internal armed conflict**
- ✓ **Deliberate policy or practice of arbitrary displacement**
- ✓ **Communal violence**
- ✓ **Criminal violence**
- x Political violence



There were about 2.7 million IDPs in the Democratic Republic of the Congo (DRC) as of December 2012, a million more than at the end of 2011. The dramatic increase in displacement was caused by a major upsurge in violence. The majority of IDPs fled either from or within DRC's eastern provinces, with North and South Kivu, Orientale, Katanga and Maniema hosting the largest numbers.

The majority of the estimated 1.79 million IDPs in the Kivus have experienced protracted and multiple displacements. Many have fled at least twice, with some having done so more than three times over the past year alone.

Violence in the Kivus has also driven IDPs into the Ituri region of Orientale province, which currently hosts as many as 500,000. This includes up to 347,000 people displaced by the Lord's Resistance Army (LRA) in more than 138 attacks in Upper and

Lower Uele districts. The number of IDPs has also increased in Katanga and Maniema, which currently host more than 277,000 and 92,000 respectively. For Katanga, this represents a four-fold increase over the course of the year. There are also 7,000 IDPs in Equateur province.

Despite considerable aid, civilians' protection risks continue to increase in eastern DRC, with protracted and multiple displacements gradually breaking down social cohesion as communities turn to ethnic and local non-state armed groups for safety. This has fuelled inter-ethnic tension, in which IDPs are directly targeted for perceived allegiance to one party or another to the conflict. The result is a self-perpetuating trend towards ethnic homogenisation, further break down in social cohesion and frequent reprisal attacks against civilians, with fewer and fewer safe havens for IDPs.

Growing mobilisation of local self-defence militias has added to insecurity against a backdrop of weak rule of law and an absence of any real protection. Despite having the strongest mandate of any UN peacekeeping force to date, MONUSCO is widely considered to have failed to provide civilians with sufficient protection on a number of occasions.

Members of all armed actors in DRC continue to act with impunity. Widespread violations include killings, sexual exploitation, abduction, forced conscription of children, forced labour, looting, illegal taxation, plundering and widespread harassment.

IDPs tend to be widely dispersed across large rural areas and in towns and cities, where aid agencies struggle to identify and access them. The levels of assistance IDPs receive depends on whether they are living in “formal” government-recognised camps, informal settlements or with host communities. Returns movements are therefore extremely difficult to monitor, although as many as 450,000 are estimated to have returned during 2012.

Multiple displacement means many IDPs’ coping strategies are at breaking point, and increasing numbers have moved to formal or informal camps in the hope of receiving better assistance. Host communities’ resources have also been depleted, themselves often having been displaced and already saturated with large numbers of IDPs. Years of insecurity have had a devastating impact on peoples’ livelihoods, and food insecurity remains a key challenge.

Safety and security is a serious concern, even in formal camps. In November 2012, rumours of an impending attack saw a camp of more than 50,000 people on the outskirts of Goma

empty overnight. Reports also suggest IDPs are frequent victims of gender-based and sexual violence.

Given the generalised insecurity, institutional failure and weak rule of law, the difficulties facing humanitarian agencies are significant. The logistical challenges in attempting to reach an extremely large, mobile and multi-ethnic target group add a further layer of complexity, and IDPs’ needs are not being met.

2012 saw the beginnings of discussion around the development of a national policy on IDPs, but the government currently has no clear national legislation in place to guide its response to displacement. DRC has ratified the Great Lakes Pact, but steps to integrate its provisions into national policy and practice remain limited. The recent entry into force of the Kampala Convention - which DRC has signed but not yet ratified - and the development of a national policy offer key opportunities for strengthening national response.

2012 saw a relative drop in humanitarian funding requests, reflecting a focus on longer-term stabilisation activities. This focus, however, was revised over the course of the year and a total of more than \$540 million was provided for humanitarian activities, in part following an emergency appeal which helped to secure 56% of the overall funding requested.

The targeting and delivery of aid does not adequately respond to the needs of IDPs. In particular, better understanding of the impact of multiple displacement is needed to enable a more targeted response, and the provision of aid must become more flexible to enable sustained engagement through the entire cycle of displacement if needs are to be met.

# Ethiopia

**NUMBER of IDPs**  
Undetermined

**PERCENTAGE**  
of total population  
Undetermined

**START of displacement situation:**

Undetermined  
Human Development Index  
173

**PEAK number of IDPs**

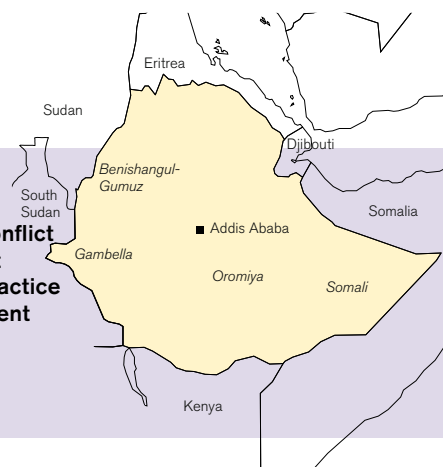
Undetermined

**NEW displacement in 2012**

Undetermined  
Kampala Convention  
Signed

## CAUSES of displacement

- ✓ International armed conflict
- ✓ Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



In Ethiopia both natural and man-made disasters displace thousands of people every year. The country has experienced decades of violence between ethnic groups over access to resources and land, and between insurgent movements seeking autonomy and government.

Displacement was caused by localised violence in regions including Gambella and Benishangul-Gumuz, and by protracted violent conflict in Oromiya and Somali regions. In the Somali region, fighting between the Ogaden National Liberation Front (ONLF) and government forces has been ongoing for over three decades. Peace talks between the Government of Ethiopia and the ONLF hosted by Kenya’s government in Nairobi broke down in early October 2012.

Information on the scale of displacement and the current situation of IDPs in Ethiopia remained difficult to obtain due to re-

strictions on access. Most IDPs had reportedly sought shelter with relatives, rather than gathering in camps. Restrictions on access also means that the needs of IDPs are not adequately addressed.

In displacement-affected regions including Somali, southern Oromiya and Gambella, food security, health, nutrition and access to water were all major concerns. The government and its international partners provided humanitarian assistance to communities in these areas, not primarily because they had been displaced, but because they were also affected by natural disasters. According to the UN, around 3.8 million Ethiopians were in need of humanitarian support in 2012, due to recurrent droughts and floods resulting in food insecurity, water shortage and acute stress on households and livelihoods.

Ethiopia was one of the first countries to sign the Kampala Convention, but had not ratified it by the end of 2012.



# Kenya

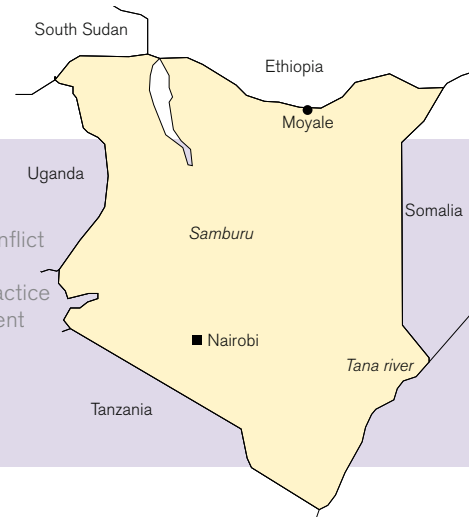
**NUMBER of IDPs**  
About 300,000

**PERCENTAGE**  
of total population  
About 0.7%

<b>START of displacement situation:</b>	<b>PEAK number of IDPs</b>	<b>NEW displacement in 2012 reported</b>
Undetermined	650,000 (2008)	118,000
<b>Human Development Index</b>	<b>Kampala Convention</b>	
145	Unsigned	

## CAUSES of displacement

- x International armed conflict
- x Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ **Communal violence**
- x Criminal violence
- ✓ **Political violence**



In 2012, 118,000 people were estimated to have been newly displaced in Kenya as a result of inter-communal clashes and violence linked to struggles over natural resources, compounded by ethnic, economic and political factors. Local conflicts became more frequent and intense ahead of the March 2013 general election. Cattle rustling and conflicts between pastoralist communities led to displacement in the Tana River, Turkana, Moyale and Samburu counties. These tensions, which were also said to have had a political dimension, arguably constituted the most neglected humanitarian and development problem in Kenya. Tens of thousands of people were also displaced across the country as a result of natural disasters.

Kenya's largest displacement in recent years followed the disputed presidential election of December 2007. When the results were contested, widespread politically-motivated violence displaced more than 650,000 people. About 300,000 IDPs sought refuge in host communities, while the remainder fled to around 100 camps. In 2008 the government launched Operation Rudi Nyumbani, or "return home", in an effort to close the camps and facilitate IDPs' return or resettlement. The number of people who are still internally displaced as a result of the post-election violence as of the end of 2012 is unclear, and the results of a planned verification exercise are still to be released.

Large numbers of IDPs were unable to return home or rebuild their lives elsewhere, especially those who did not own land and those who, in the absence of meaningful reconciliation, feared new attacks from the people who displaced them. Many were still living in tattered tents or under tarpaulins. The government and national and international humanitarian organisations have responded to displacement, but some serious protection concerns have gone unaddressed. In 2011, the UN Special Rapporteur on the human rights of IDPs found that the protection and assistance provided had been "largely inadequate", compromising IDPs' basic rights to shelter, food, water and sanitation and their access to basic services such as schools and health clinics.

There was no comprehensive national data on IDPs available in 2012. A registration exercise was undertaken in 2007 and 2008 for those who were displaced by the post-election violence, but the methodology applied was often inaccurate and not disaggregated, and some Kenyan rights groups questioned the transparency of the process. Since unregistered IDPs are much less visible and often barely recognised as internally displaced at all, they have been largely excluded from assistance and pro-

tection programmes or have received support only sporadically. Nonetheless, it was estimated that in December 2012 around 300,000 people were still living either among host communities or in the few remaining camps, settlements and transit sites.

The government made laudable progress towards the establishment of a legal and policy framework on internal displacement. The National Policy on the Prevention of Internal Displacement and the Protection and Assistance to IDPs in Kenya was adopted by Cabinet in October 2012. This comprehensive policy was complemented by the Prevention, Protection and Assistance to Internally Displaced Persons and Affected Communities Bill, which set out an institutional framework for IDPs' protection and assistance.

Despite the fact that 2012 saw both new displacements and the continued displacement of many of those previously displaced, the level of service provision and donor attention have declined rapidly, leaving significant humanitarian needs unaddressed. A gap remained between short-term humanitarian measures and the comprehensive medium and long-term initiatives that IDPs need to restart their lives and achieve durable solutions.

In April 2012, the humanitarian community began contingency planning for any large-scale displacement associated with the March 2013 elections, but by the end of the year it was not fully prepared to respond to this or to more localised medium-scale displacement in northern Kenya. Some donors indicated that they were ready to fund humanitarian responses to any potential displacement, but there was little appetite to support prevention and preparedness activities. Ongoing peace and reconciliation projects were at risk of being cut because of insufficient funding, despite such initiatives being critical to the achievement of durable solutions and the prevention of future displacement. Especially in light of the 2013 elections, there were fears that unaddressed grievances among IDPs and longstanding issues such as inequitable distribution of resources and land could easily fuel new conflict.

# Liberia

**NUMBER of IDPs**  
Undetermined

**PERCENTAGE**  
of total population  
Undetermined

**START of displacement situation:**

1989

Human Development Index  
174

**PEAK number of IDPs**

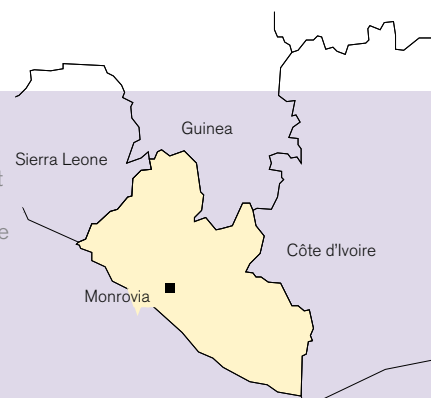
500,000 (2003)

**NEW displacement in 2012**  
Undetermined

Kampala Convention Signed

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



Liberia's civil war caused the internal displacement of around 500,000 people between 1989 and 2003. Many IDPs sought refuge in the capital Monrovia, where the population rose from 600,000 to nearly one million during the conflict. Large numbers set up spontaneous settlements on public land in and around Monrovia, while others took refuge in camps or with host families. By 2007 most IDPs able to return had done so, and by 2011 the government and its international partners considered the country's internal displacement situation to be largely resolved.

As of the end of 2012, the number of IDPs still to achieve a durable solution to their displacement was unknown. Return assistance programmes focused exclusively on IDPs living in camps, and those living in unofficial settlements in Monrovia did not benefit,

leaving them vulnerable to forced eviction and unemployment.

IDPs who returned home to rural areas continued to face challenges in resuming their livelihoods in 2012, often as a result of unresolved land and property issues made worse by ethnic tensions. In November, the Land Commission issued a policy statement, which will form the basis for upcoming land law reform. It sought to clarify and secure land tenure rights, whether statutory or customary, and is a positive step toward clarifying land rights in rural areas. It will not, however, address the situation of IDPs living on public land in and around Monrovia, as they do not have ownership rights.

As of the end of 2012, Liberia was still to ratify the Kampala Convention.

# Mali

**NUMBER of IDPs**  
At least 227,000

**PERCENTAGE**  
of total population  
About 1.4%

**START of displacement situation:**

2012

Human Development Index  
182

**PEAK number of IDPs**

227,000 (2012)

**NEW displacement in 2012**

At least 227,000

Kampala Convention Ratified

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- ✓ Criminal violence
- x Political violence



Tens of thousands of people were displaced as a result of the National Liberation Movement of Azawad (MNLA)'s armed uprising, which it launched on 17 January 2012 in the vast desert area of northern Mali with the aim of creating an independent state. The ill-equipped army retreated quickly, allowing MNLA fighters to make further territorial gains. The army became increasingly discontent with President Amadou Toumani Touré, whom it accused of failing to provide troops with the means to subdue the rebels, and on 22 March a military coup forced him to step down.

The resulting power vacuum enabled MNLA and allied Islamist groups to gain control of Kidal, Gao and Timbuktu in a matter of days, causing new displacements in the process. Three heavily armed militant groups - al-Qaeda in the Islamic Maghreb (AQIM), Ansar Dine and the Movement for Oneness and Jihad

in West Africa (MUJAO) - imposed a hardline interpretation of sharia law in areas that fell under their control, prompting more people to flee their homes.

Conflicting objectives, however, drove a wedge between MNLA and the Islamist groups, which eventually led to MNLA being driven out of northern Mali in late June. In early September, MUJAO gained control of Douentza, a town in the government-held Mopti region. From the start of the rebellion, the various armed groups committed gross human rights, including rapes, abductions, summary executions and the recruitment of children. The Islamists also carried out forced marriages, whippings, stonings and amputations in the name of sharia.

By the end of 2012, around 230,000 people had fled within Mali's borders. In the absence of comprehensive disaggregated

data, it is thought a large proportion were women and children. Displacement patterns varied. Most IDPs stayed away from the north, while some went back to work during the rainy season or were tempted back by the relatively high salaries offered by the Islamist groups. Others returned temporarily to assess the situation or to collect relatives left behind in the rush to flee.

IDPs who took refuge in northern Mali did so mainly with host families or out in the open in makeshift shelters. Some settled near the border with Niger in order to benefit from the assistance provided in refugee camps. The education of around 300,000 children was severely disrupted by the looting and destruction of schools and the conversion of others into Koranic institutions. A large-scale food crisis characterised by chronic drought and escalating food prices added to IDPs' difficulties, though the arrival of rains and the import of staples from Algeria improved the situation in the second half of the year.

More than 140,000 IDPs took refuge in the south, where the majority found shelter with host families. By the end of the year, and particularly in Bamako, an increasing number had rented their own homes with the help of relatives or financial assistance from humanitarian organisations. An unknown number took shelter in Mali's only displacement camp in Sévaré. Many IDPs in the south lost their sources of income and few had means to start economic activities in their place of displacement, putting a strain on host families' resources. The average host family in

Bamako has 7.4 members, but some were catering for as many as 30 people after the influx of IDPs.

Transitional governments were formed in April and August, and a third was appointed in December following another coup which forced Prime Minister Cheik Modibo Diarra to resign. The Ministry of Solidarity, Humanitarian Action and Older People is responsible for the coordination of humanitarian affairs, but a shortage of financial and technical resources has left the needs of many IDPs unmet. The ministry is part of the Protection Cluster's Commission on Population Movement, which undertook a tracking exercise during the second half of the year. In December, Mali ratified the Kampala Convention, paving the way for a national policy on internal displacement.

Humanitarian access in the north was limited during 2012, which hampered comprehensive assessments of the number and needs of IDPs. In the south, basic needs in terms of protection and assistance remained under-addressed. The first CAP humanitarian appeal for Mali, launched in June, was underfunded by around 40 per cent.

In December the UN Security Council adopted resolution 2085, which authorised the deployment of a military force in the north led by the Economic Community Of West African States (ECOWAS). Operations were expected to start during 2013, prompting serious concerns about IDPs' protection and access to basic needs, and fears of further mass displacements.

# Nigeria

**NUMBER of IDPs**  
Undetermined

**PERCENTAGE of total population**  
Undetermined

**START of displacement situation:**

1999

Human Development Index  
153

**PEAK number of IDPs**

Undetermined

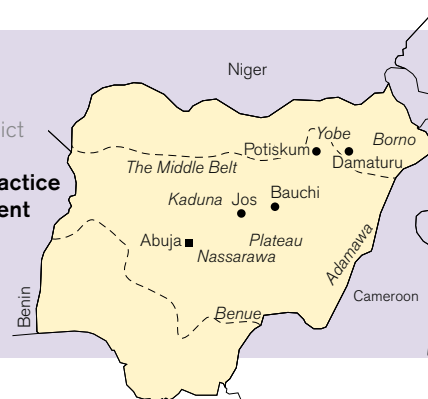
**NEW displacement in 2012**

At least 63,000

Kampala Convention Ratified

## CAUSES of displacement

- x International armed conflict
- x Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- ✓ Criminal violence
- x Political violence



Hundreds of thousands of Nigerians were internally displaced during 2012 as a result of violence and human rights violations. Boko Haram, a radical Islamist armed group which aims to create an independent state in northern Nigeria governed by sharia law, carried out direct attacks causing many to flee their homes.

Other violence and human rights abuses committed by both Boko Haram and the country's military, as well as ongoing inter-communal violence, also caused significant displacement. More than six million people were also displaced by floods which affected large parts of the country during the second half of the year, killing several hundred people and leaving tens of thousands more in a state of severe deprivation having lost their homes, crops and livestock. The floods also compounded the predicament of people already displaced by conflict and violence and hampered return movements.

In the absence of reliable and disaggregated data on the number, sex and location of IDPs in Nigeria, the country's Commission for Refugees put the number of people displaced by both violence and natural disasters at more than one million as of March 2012. It did not, however, divulge the methodology used for its assessment. Most IDPs are known to find refuge with relatives and friends or in churches. There was also little information available on the fate of the estimated 65,000 people who were displaced by post-electoral violence in 2011. That said, hundreds of people from this group of IDPs are known to remain in camps in Kaduna state, where they receive no assistance from the government, livelihood opportunities are limited and most of the children have been out of school since their families fled their homes.

Boko Haram's attacks mainly affected northern and central areas of the country in 2012. Yobe and Borno states were particularly hard-hit, with hundreds of people killed and thousands displaced by armed attacks and bombings targeting both government and civilian sites. Police and military posts, churches, newspaper offices, schools and pubs were all attacked. In the north-western cities of Damaturu and Potiskum, entire neighbourhoods were reported to have been deserted by their inhabitants. Christians were Boko Haram's main targets, but the group also attacked Muslims perceived as cooperating with the authorities against it.

Intense fighting between the Islamists and the army, and raids by the latter involving excessive use of force caused further displacement. In July, the army's Special Task Force forcibly evacuated thousands of people in Plateau state from their homes ahead of what was billed as an anti-terrorist operation. Most of those affected were able to return home after a few weeks.

Inter-communal violence caused displacement primarily in the north and the Middle Belt region of the country, which constitutes the dividing line between the Muslim north and the Christian south. Clashes between livestock herders and arable farmers over the use of land caused deaths and the destruction of property and crops, and led to the displacement of thousands of people during the year in several areas of Adamawa, Benue, Nassarawa and Plateau states.

The government's response to IDPs' needs was largely limited to short-term emergency assistance. The National Emergency Management Agency (NEMA) continued to lead relief operations while the National Commission for Refugees (NCFR) was in charge of providing longer-term support. In April, NEMA signalled its intention to close several displacement camps in central and northern areas of the country in an effort to encourage people to return to their areas of origin and resume their lives. The regional coordinator for the areas affected explained that maintaining the camps was also a strain on the resources of the states involved.

In April 2012, Nigeria ratified the Kampala Convention and took steps to revise and redraft its national policy on IDPs in line with the convention's provisions, which came into force on 6 December. By the end of the year, however, the policy had still not been adopted. In mid-2012, a law was drafted to amend NCFR's mandate and remove areas of overlap with that of NEMA. The latter has also signalled its intention to review its own mandate in order to clarify responsibilities.

The UN and international NGOs concentrated their efforts primarily on development programmes in 2012, and few organisations responded to the emergency humanitarian needs arising from forced displacement. A humanitarian country team was set up during the year, and UNHCR increased its protection capacity by deploying two officers to work on issues relating to internal displacement.

# Senegal

**NUMBER of IDPs**  
20,000 - 40,000

**START of displacement situation:**  
1982

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

**NEW displacement in 2012**  
At least 168

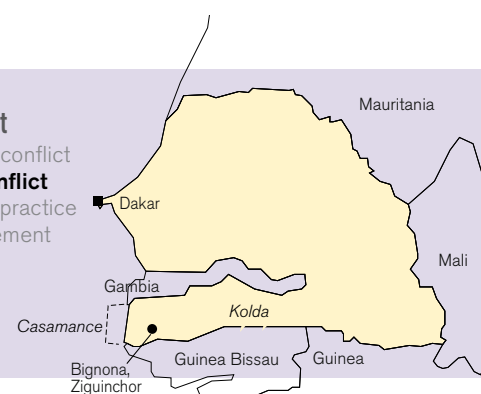
**PERCENTAGE of total population**  
0.1 - 0.3%

**Human Development Index**  
154

**Kampala Convention Signed**

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- x Communal violence
- x Criminal violence
- x Political violence



Sporadic violence in Senegal's southern Casamance region caused displacements during 2012, while limited access to land and livelihoods continued to prevent those displaced in previous years from achieving durable solutions.

Nearly 200 people were reportedly displaced in February by clashes in Bignona district between the Senegalese army and the separatist Movement of Democratic Forces in the Casamance (MFDC). It was unknown whether those affected had returned to their place of origin as of the end of the year, but recent displacements tend to have been short-term, with people sheltering close to their homes and returning when the situation calms down. The overall number of IDPs in Casamance is estimated at between 20,000 and 40,000.

The demining of villages and farmland during the year encouraged some people to return, but the sustainability of the process was undermined by a lack of basic services and infrastructure. In a number of districts the presence of mines

continued to put returning IDPs and host communities at risk.

Prospects for ending the 30-year conflict were raised at the end the year by a new round of peace talks under the aegis of Community of Sant'Egidio in Rome.

In recent years, most government assistance for IDPs has formed part of broader reconstruction and development programmes, but such initiatives do not attend to their specific needs. The National Agency for the Revival of Economic and Social Activities in Casamance (ANRAC) provided some financial assistance and livelihood training in Kolda region.

International agencies, notably ICRC, provided assistance in the form of humanitarian aid, food, and the restoration of water and health care infrastructure. Demining responsibilities were transferred from Handicap International to Norwegian People's Aid and a private South African company. As of the end of 2012, Senegal was still to ratify the Kampala Convention.

# Somalia

**NUMBER of IDPs**  
1,100,000 - 1,360,000

**PERCENTAGE**  
of total population  
12.4-14.9%

**START of displacement situation:**

1991

Human Development Index

-

**PEAK number of IDPs**

1,500,000 (2007)

**NEW displacement in 2012**

About 185,000

Kampala Convention Signed

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



Somalia has experienced two decades of armed conflict, recurrent severe droughts, fragile government institutions and deteriorating humanitarian conditions. It has moved increasingly into the geopolitical spotlight, becoming an epicentre for security and political shockwaves in the Horn of Africa. It has, however, made significant progress with some areas, particularly the capital Mogadishu, becoming more peaceful.

The country's eight-year transitional period came to end in 2012, the first federal parliament in more than 20 years was sworn in and a new president was elected. Famine conditions in southern Somalia were declared to be over, thanks in large part to an exceptional harvest and the delivery of aid under highly challenging conditions.

Despite these achievements, between 1.1 million and 1.36 million Somalis were still living in internal displacement as of December 2012. UNHCR and its partners estimated that there were around 920,000 IDPs in south-central Somalia, 130,000 in Puntland and 84,000 in Somaliland. Most of the people identified as displaced are believed to have fled armed conflict or generalised violence, and many have done so a number of times. Drought has also led to displacement, particularly of pastoralists. The majority of IDPs are from Mogadishu and the surrounding area, and many have taken refuge in informal settlements around Afgoye.

Ongoing military operations caused new displacements during 2012. In February, Kenyan and Somali troops forced al-Shabaab militants out of the town of Baidoa, displacing around 7,500 people in the process. In May, around 18,000 IDPs reportedly fled fighting in Afgoye when the AU military mission AMISOM and Somali troops captured the town. Kismayo, the last major city held by al-Shabaab, fell to AU and government forces in September, leading to the displacement of more than 15,000 people. Fighting between various armed groups and localised violence over water and pasture also continued to cause new displacements. Although insecurity remained a challenge, Somalia witnessed an increase in return movements in 2012. It is estimated that more than 32,000 IDPs returned to their areas of origin, particularly to areas considered relatively safe.

Despite some progress towards the achievement of durable solutions for protracted IDPs in Puntland and Somaliland, the displaced population in Somalia as a whole remains vulnerable and faces food insecurity and a wide range of protection problems. The protracted armed conflicts have been characterised by a lack of accountability, with violations of international hu-

manitarian law and human rights abuses committed by all parties. They have reportedly attacked IDP camps, perpetrated widespread sexual and other gender-based violence, forcibly recruited internally displaced children and fought each other near civilian settlements. IDPs' health situation remained critical in 2012 with most outbreaks of contagious diseases coming in areas hosting displaced people. Developments such as increased security, an improving economy and urban migration led to an increase in forced evictions of IDPs in urban centres across the country such as Mogadishu, Hargeisa and Bosaso. A number of the most vulnerable victims were unable to seek refuge elsewhere because of their limited resources.

Somalia had signed but not ratified the Kampala Convention as of the end of 2012. The country has no national legal or policy framework on internal displacement yet, but the authorities in Puntland adopted a policy on IDPs, and the Somaliland administration was in the process of developing one.

International humanitarian access was better in Somaliland and Puntland than in south-central Somalia, where local businesses and national civil society organisations were the main providers of assistance to IDPs. Access gradually improved during 2012, but the country has long presented a challenging operating environment for international agencies. The fighting and deliberate obstruction by some parties to the conflict continued to restrict IDPs' access to assistance and protection severely, and to undermine aid workers' personal safety.

In December 2012 a CAP humanitarian appeal for Somalia was launched in the country for the first time. The appeal covered three years instead of the usual one, in an effort not only to target immediate humanitarian needs, but to enhance resilience and address the protracted nature of the crisis in the country. The three-year timeframe also allows for greater continuity in programming and creates an opportunity to make the impact of humanitarian action more sustainable.

# South Sudan

**NUMBER of IDPs**  
At least 240,000

**PERCENTAGE of total population**  
At least 2.3%

**START of displacement situation:**

1983

Human Development Index

-

**PEAK number of IDPs**

4,000,000 (2004)

Kampala Convention  
Unsigned

**NEW displacement in 2012**

190,000 reported

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



South Sudan's hopes for peace following its declaration of independence in July 2011 are slowly giving way to violence and displacement. This is associated with continued border disputes with Sudan and armed conflict and inter-communal fighting within the country. Institutional obstacles to data collection and severely restricted access to large parts of the country mean accurate data on displacement flows remains a key challenge. Since independence, any tracking has focused primarily on new displacements, and there is little information on IDP returns within South Sudan. Those figures that do exist point to new displacements in some areas and significant obstacles to return and reintegration processes.

As of December 2012, at least 240,000 people were thought to be living in displacement in South Sudan, of whom at least 190,000 were newly displaced over the course of the year. As many as 155,000 people of South Sudanese origins who were displaced prior to independence returned from Sudan, and another 40,000, currently living in precarious conditions in Khartoum, are expected to return. The country has also experienced large influxes of refugees from increasing violence in the Sudanese states of South Kordofan and Blue Nile.

Over 20,000 returnees are thought to remain in transit sites on the border, and many of those who have returned to the country, often to sites close to contested border areas, are faced with little or no access to basic services and few employment opportunities. Some returnees lack the documents needed to claim citizenship, which is a prerequisite to accessing land and basic services such as health and education. The extent to which returnees have been able to choose their destination remains unclear.

The majority of new displacements in South Sudan have taken place in Jonglei state, where inter-communal tensions, competition over resources and an ongoing armed uprising led by the David Yau Yau militia displaced more than 123,000 people during 2012. Civilians bear the brunt of attacks, with incidents of extreme violence reported including the killing of infants and children and indications of a rapidly growing trend of sexual and gender-based violence. The recruitment of children into armed groups is also a major concern.

In Northern Bahr el-Ghazal and Unity states, more than 50,000 people fled their homes during 2012, as a result of border tensions with Sudan and also to escape inter-communal violence. Another 10,000 are thought to be displaced in Upper Nile.

No Lords Resistance Army (LRA) attacks were reported in 2012 and around 21,000 people previously displaced by LRA in Western Equatoria state returned to their homes. Around 50,000 people remain displaced.

Floods displaced as many as 340,000 people across the whole country, particularly in Jonglei.

High levels of food insecurity, weak state governance and limited public services and transport infrastructure add to the vulnerability of the displaced population. This is compounded by an economic crisis that saw 75 per cent inflation and a 40 per cent depreciation of the South Sudanese pound in 2012. More than half of South Sudan's population lives below the poverty line.

Humanitarian funding stood at more than \$794 million, 67.4 per cent of the \$1.1 billion requested in the 2012 CAP humanitarian appeal. The protection cluster was the least funded at just 32 per cent. South Sudan's decision to halt oil production in January caused a drop of up to 98 per cent in national revenues, and led international aid organisations to focus on responding to humanitarian needs over longer-term development initiatives. Sustained support by the international community for the return and reintegration process of those returning from Sudan is therefore limited.

This reflects a broader gap in support for durable solutions in South Sudan as humanitarian interventions are prioritised. South Sudan is still to sign the Kampala Convention, but it acceded to the Great Lakes Pact in October 2012. As it is signatory to a clear normative framework for dealing with all stages of displacement, this represents an opportunity to develop a national policy in support of durable solutions that can be integrated into a broader national development strategy.

**NOTE:** Figures for both Sudan and South Sudan do not take into account the number of people affected by internal displacement in Abyei Area where at least 56,000 people are thought to remain displaced following violence in May 2011. Some 14,000 are thought to have returned to their places of origin since early 2012, and thousands more continue to commute regularly between places of origin and places of displacement. Displacement dynamics within the area are

# Sudan

**NUMBER** of IDPs  
At least  
**2,230,000**

**PERCENTAGE**  
of total population  
At least **6.4%**

**START** of  
displacement  
situation:

2003

Human Development Index  
**171**

**PEAK**  
number  
of IDPs

2,700,000  
(2008)

Kampala Convention  
**Unsigned**

**NEW**  
displacement  
in 2012

At least  
**500,000**

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



There were an estimated 2.23 million IDPs across Sudan as of the end of 2012, a year marked by tensions and border clashes with South Sudan, the escalation of armed conflict in South Kordofan and Blue Nile between government forces and the Sudan People's Liberation Movement-North (SPLM-N) and an increase in violence in Darfur.

Renewed violence, including militia attacks, aerial bombing and inter-communal clashes forced an estimated 90,000 people to flee their homes in Darfur. A total of 1.43 million IDPs were still registered in camps and receiving food assistance in the region, though some returns did take place. The figure is 500,000 down on previous years, following a WFP re-registration process.

Data on internal displacement in South Kordofan and Blue Nile is extremely limited because of access restrictions, but as of

the end of the year the two states were estimated to be hosting at least 500,000 and 120,000 IDPs respectively, double the number 12 months previously. There were also around 68,000 IDPs in eastern Sudan as of 2010, the last time figures were made available.

Physical security remains a core protection concern across Sudan. In Darfur, armed groups have attacked camp residents and IDPs, particularly women and girls, face the threat

of sexual and gender-based violence, including rape. There was also less access to health services in the camps in 2012 as a result of rising medicine costs and government restrictions on the transport of medical supplies. The joint AU and UN peacekeeping mission in Darfur, UNAMID, struggled to protect civilians and was itself frequently targeted in carjackings, looting and ambushes. In July, its mandate was extended for another year.

Conflict-affected areas of Darfur, South Kordofan and Blue Nile experienced worsening food insecurity and malnutrition. In government-controlled areas of the latter two states, the authorities provided some humanitarian assistance with the support of local NGOs and international organisations, mainly in

form of food and non-food items. Humanitarian access, however, remains a primary challenge throughout Sudan, the result of government restrictions, bureaucracy and insecurity.

Ongoing fighting, high levels of insecurity and a lack of basic services in many IDPs' areas of origin are the primary obstacles to return movements.

In Darfur, however, improving security in some parts of the region allowed for the documented return of 91,000 IDPs during 2012, although in some cases the move was only seasonal or partial. It is thought that the majority of remaining IDPs in Darfur would prefer to integrate locally in or near urban centres.

The largest return movement of the year saw 155,000 people who had been internally displaced before the independence of South Sudan going home to their new country. A further 230,000 remain in Sudan. The majority of returnees are able to claim South Sudanese citizenship without too much difficulty, but some who are unable to process the paperwork needed to prove their nationality are at risk of statelessness.

Sudan is a signatory to the Great Lakes Pact, but it is still to sign the Kampala Convention. The country adopted a national policy on IDPs in 2009, but few concrete steps have been taken to implement it and any benefits for IDPs have been limited.

Two memoranda of understanding intended to facilitate the delivery of humanitarian aid in South Kordofan and Blue Nile were not implemented because the government and SPLM-N failed to agree action plans and as a result access continues to be denied. The main armed groups in Darfur continue to reject the Doha Document for Peace, which includes important provisions for durable solutions, and the government is yet to provide the necessary investment to implement it.

The Four Freedoms agreement signed by Sudan and South Sudan in September 2012 should enable citizens of both to travel, live, work and own property in either country. The mechanisms and procedures to implement the agreement were not in place, however, as of the end of the year.

The 2012 CAP humanitarian appeal for Sudan requested more than \$1 million, of which only 56 per cent was donated. Protection, which is key for IDPs' access to their rights, was one of the three least-funded clusters.

complex and include displacement, return and nomadic migration. While relatively stable, gaps in governance, infrastructure, housing, basic services and livelihood opportunities continue to hinder recovery and there remains a risk of inter-communal violence linked to seasonal migration and competition for resources. Without a political agreement on the status of Abyei the affected populations are unlikely to find durable solutions, even in return.

# Uganda

**NUMBER of IDPs**  
About 30,000

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

**START of displacement situation:**

1988

Human Development Index  
**161**

**PEAK number of IDPs**

1,840,000 (2005)

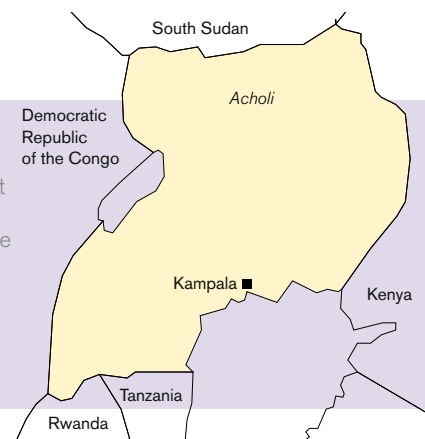
**NEW displacement in 2012**

-

Kampala Convention  
**Ratified**

## CAUSES of displacement

- x International armed conflict
- ✓ **Internal armed conflict**
- x Deliberate policy or practice of arbitrary displacement
- ✓ **Communal violence**
- x Criminal violence
- x Political violence



Armed conflict between the government and the Lord's Resistance Army (LRA) broke out in northern Uganda in 1988, causing large-scale displacement. LRA attacks on civilians forced many to flee their homes, and in 1996 the government began to forcibly relocate people from the Acholi region into camps described as "protected villages". By the end of 2005, around 1.8 million people had been moved. An unknown number fled to urban areas in other parts of Uganda, where they have been largely unacknowledged and unassisted.

The signing of a cessation of hostilities agreement in 2006 improved security and led to the return or settlement elsewhere of most IDPs living in camps. A shortfall in recovery and development efforts however, means the majority of returnees still struggled to access basic services during 2012. The return process has also been marred by land conflicts, sometimes leading to violence and secondary displacement.

No new assessment was carried out in 2012, therefore the number of IDPs in Uganda is still estimated to be about 30,000. The vast majority continue to live in dismantled camps and transit sites, and rely on the basic services available in neighbouring villages. They are unable to return either because of age, illness or disability, or because they have no access to land. The figure of 30,000 does not include IDPs living with rural host communities or in urban areas.

Uganda is party to the Great Lakes Pact and became the first country to ratify the Kampala Convention in 2010. It adopted a national policy on IDPs in 2004 and started to implement the Peace, Recovery and Development Plan for Northern Uganda in 2008. Despite considerable investment, however, the plan has had only a limited impact in enabling durable solutions. Donors withheld hundreds of millions of dollars in aid in 2012, following allegations of large-scale embezzlement by officials.

# Zimbabwe

**NUMBER of IDPs**  
Undetermined

**PERCENTAGE**  
of total population  
Undetermined

**START of displacement situation:**

2000

Human Development Index  
**172**

**PEAK number of IDPs**

Undetermined

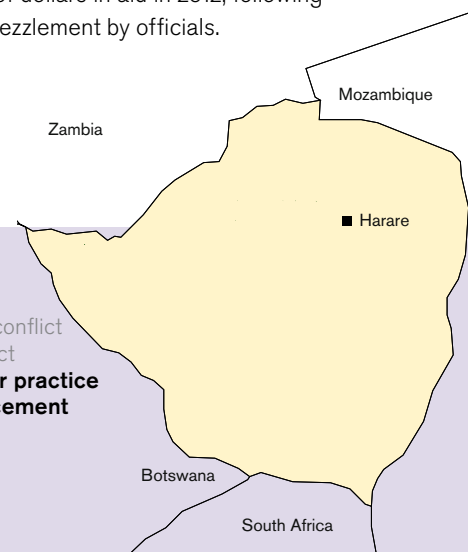
**NEW displacement in 2012**

280 reported

Kampala Convention  
**Signed**

## CAUSES of displacement

- x International armed conflict
- x Internal armed conflict
- ✓ **Deliberate policy or practice of arbitrary displacement**
- x Communal violence
- x Criminal violence
- x Political violence



People in Zimbabwe have been internally displaced since 2000 as a result of various government policies and actions. Those affected include former farm workers and their families who were either evicted from their homes and farms under the fast-track land reform programme, or were forced to leave after losing their jobs as agricultural workers. Others were displaced as a result of informal settlement evictions in Zimbabwe's towns and cities, by government action against informal mine workers and by politically motivated violence. Of the last group, most have been able to return home since the 2008 elections.

IDPs' conditions continued to vary widely in 2012, depending

on the reasons for 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. For a significant proportion of IDPs, insecure tenure over either land or housing and a lack of access to civil registration and documentation presented major obstacles - both to their attaining a durable solution, whether via local integration or return to their places of origin, and to accessing essential services such as education and health care. There was no official information on the number of IDPs in the country in 2012.

The response to internal displacement in Zimbabwe has



improved significantly in recent years. The government acknowledged the existence of the phenomenon in the country in the 2008 Global Political Agreement, and in 2009 it participated with the UN in a rapid assessment to determine its scope. The findings of the assessment, however, had not been released as of the end of 2012, 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 appropriate assistance to IDPs and support their achievement of durable solutions.

Under the protection cluster led by UNHCR, which was formed in 2008, matters relating to displacement are coordinated by the IOM-led IDP sub-cluster. 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.

Access permitting, the government and its development and humanitarian partners made increasing use of community-based planning during 2012 to respond to the needs of IDPs and their host communities together. Representatives of all groups within a certain community, including IDPs, were invited to collaborate in identifying durable solutions and a common development strategy in line with the government's national development planning structures.

Humanitarian agencies working with national and local authorities applied this approach in developing 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 AU Convention for the Protection and Assistance of IDPs in Africa, and incorporates the Guiding Principles. It places emphasis on ensuring that any decision to resettle is voluntary, and on guaranteeing security of tenure and livelihood opportunities for resettled IDPs. The protection cluster formally endorsed the framework in 2011.

Zimbabwe was the second country to sign the Kampala Convention in October 2009, but the government was still to ratify it as of the end of 2012. There are concrete signs that it will move towards doing so in 2013.



Children of the displaced Jiw indigenous community play in the San José del Guaviare region, south-east Colombia (Photo: UNHCR/B. Baloch, March 2012)

## Internal displacement in the Americas

As many as 5.8 million people were internally displaced in the Americas at the end of 2012, forced to flee their homes as a result of armed conflict, criminal violence and human rights violations. Despite changing situations at the country level, the overall figure for the region increased from the previous year.

As of March 2013, the Colombian government had not published official figures either for new displacements during 2012 or for the total number of IDPs in the country, because of difficulties in updating its national registry. There were, however, reportedly 4.9 million people registered as IDPs as of December 2012. As the figure is cumulative, it does not account for the fact that some IDPs may have returned, integrated locally or settled elsewhere in the country. Nor does it include people displaced by armed groups which have emerged since the demobilisation of paramilitary organisations between 2003 and 2006. The Consultancy for Human Rights and Displacement (*Consultoría*

*para los Derechos Humanos y el Desplazamiento* or CODHES), the main civil society organisation monitoring displacement in Colombia and which also produces cumulative figures, has not published its totals for 2012 either.

### **In Mexico, the total of around 160,000 IDPs in the country included people who have been displaced by drug-cartel violence**

In Mexico, the total of around 160,000 IDPs in the country included people who have been displaced by drug-cartel violence since 2007 and others living in protracted displacement in the state of Chiapas since the late 1990s.

In Guatemala and Peru, people were still internally displaced long after the end of the conflicts they fled. In Guatemala, little was known about the number or situation of people displaced



during the country's internal conflict which ended 16 years ago. In Peru many people displaced during the early 1990s by the conflict between the government and the Shining Path and Túpac Amaru revolutionary groups, had still not found durable solutions to their situation.

### New movements

As was the case in the previous year, people were newly displaced by conflict and violence in Colombia and Mexico in 2012, while others continued to live in protracted displacement.

Colombia's internal armed conflict forced around 230,000 people to flee their homes during the year. The figure is provisional, however, because the government faced significant challenges in updating its registry for IDPs, and it does not fully reflect the reality on the ground. Additionally, people displaced by post-demobilisation armed groups, which operate as criminal and drug-trafficking gangs with remnants of the extreme-right ideology of their paramilitary predecessors, are not counted or registered as IDPs. These groups were nevertheless responsible for a significant proportion of new displacement in Colombia, according to civil society sources.

### Colombia's internal armed conflict forced around 230,000 people to flee their homes during the year

No new figures for displacement in Mexico were made available in 2012, but census information correlated with data on homicides and violent crimes showed that criminal violence caused displacement in the states most affected by drug cartel activity in recent years, namely Baja California, Chihuahua, Coahuila, Durango, Guerrero, Michoacán, Nuevo León, San Luis Potosí, Sinaloa, Sonora, Tamaulipas and Veracruz. The link between drug cartel violence and displacement was even clearer at the municipal level. Census data showed that within the states most affected, the 100 municipalities with the highest levels of violence experienced the highest levels of population loss. When the effect of other causes of migration, including economic and demographic conditions and urbanisation were accounted for, people left violent municipalities at a rate 4.5 higher than they left non-violent municipalities.

The sketchy nature of the data serves as a strong indication that the Mexican government should make systematic efforts to gather more complete information.

In addition, sudden-onset natural hazards caused new displacement throughout the region. In Colombia, heavy seasonal rains attributed to the weather phenomenon known as La Niña caused major flooding across much of the country in April.

More than 60,000 people were displaced, and the floods also increased the vulnerability of people already displaced by conflict. In Mexico, an earthquake in March in the state of Guerrero caused displacement, and a storm in August forced people to flee their homes in Guerrero, Oaxaca, Puebla, Quintana Roo, Tabasco and Veracruz states. In Haiti, where more than 320,000 people are still living in displacement following the 2010 earthquake, around 80,000 more were displaced by floods and storms in 2012.

### Protection issues

Threats to physical security and integrity were the main cause of displacement in Colombia and Mexico, the only two countries in the region that experienced new displacements in 2012. People's physical security was affected in a number of ways, including confrontations between different armed groups and between armed groups and government forces in both rural and urban areas; direct threats by armed groups against the civilian population; forced recruitment and the threat of it, which particularly affected younger people; and pressure on the civilian population to take part in the illegal activities of non-state armed groups.

The launch of a peace process between the government and the Revolutionary Armed Forces of Colombia (*Fuerzas Armadas Revolucionarias de Colombia* or FARC) in October created an important opportunity for peace. The talks, however, have taken place amid ongoing hostilities as both parties reportedly sought to use violence to consolidate their negotiating positions, making the security situation and its humanitarian consequences worse.

## In the Mexican state of Chiapas, indigenous people make up the majority of IDPs

IDPs' access to the basic necessities of life is extremely limited in both Colombia and Mexico, despite their being middle income countries. Mexico is a member of the G20 and held the organisation's presidency in 2012, while Colombia ranks as the world's 31<sup>st</sup> largest economy. Where data was available, it showed that IDPs' access to housing and income generating opportunities remained extremely poor in Colombia, and that they had worse access to social services than the rest of the population.

In Mexico, census data showed that people who move from violent to non-violent municipalities in search of safety had less access to livelihood opportunities, education and housing than the local population. Data also showed that in some cases, peo-

ple displaced from cities had protection needs related to the property they left behind.

As in previous years, displacement affected a disproportionate number of people from minority populations in the region. In Colombia, many Afro-Colombian and indigenous people live in rural areas where most of the confrontations between armed opposition groups and government forces take place, and which have the highest rates of displacement. In the Mexican state of Chiapas, indigenous people make up the majority of IDPs living in protracted displacement, which is also predominantly the case in Peru and Guatemala.

## Prospects for durable solutions

In Colombia, the process of implementing the 2011 Victims' Law, which aims to provide redress for IDPs and other victims of violence, moved forward. It was hampered, however, by a number of obstacles including a lack of financial resources and delays in the appointment of essential staff such as judges. The land restitution process faced violent resistance, and more than 700 leaders claiming their land rights received death threats.

In Peru, a reparations process has been in the pipeline for several years, and it was delayed again in 2012. Individual rep-

Country	Number of IDPs (rounded)	Government figures	UN figures	Other figures	Comments
Colombia	<b>4,900,000 - 5,500,000</b>	4,900,000 (December 2012)		5,454,766 (CODHES, December 2011)	As part of the 2011 Victim's Law, the Colombian government introduced a new victim's registry in which IDPs are also included. By the end of the year, neither the cumulative figure of IDPs nor new displacements in 2012 were definitive because requests for registration had increased significantly and there was a backlog in the evaluation of declarations by the government. At year's end, CODHES, had not yet published its 2012 figures of displacement. Both government and CODHES figures are cumulative and do not take into account possible cases of return, local integration or resettlement.
Guatemala	<b>Undetermined</b>	Undetermined (National Reparation Programme, October 2007)	242,000 (UNFPA, May 1997)		At the end of 2007 the government had not agreed on criteria to include IDPs in a national reparation programme and it is unclear how many people can still be considered as displaced, if any.
Mexico	<b>About 160,000</b>	Up to 25,000 in protracted displacement in Chiapas (Government of Chiapas, May 2012)		141,900 (Universidad Autónoma de Ciudad Juárez, 2011)	Figures include protracted displacement from the Zapatista uprising in 1994, and displacement due to drug-cartel violence since 2007. No new data was available for 2012.
Peru	<b>About 150,000</b>	150,000 (Ministry of Women and Social Development, May 2007)			More recent figures not available.

arations are now due to start in 2013, but collective reparations have been postponed several times already.

Of all the countries in the region, Colombia has made the most progress in integrating IDPs and their needs into structural long-term projects, including social protection programmes for vulnerable populations and development plans.

## Responses

In Colombia, despite continuing improvements in the government's response, which was by far the most advanced in the region, programmes continued to fall short of meeting the scale of IDPs' needs. After declaring in 2004 that the government's inadequate response to internal displacement amounted to an "unconstitutional state of affairs", the Constitutional Court continued its oversight of the response in 2012. In an important ruling in September which strongly affirms the importance of the property restitution process for IDPs, it held that the killings of human rights activists and land restitution claimants were to be treated as victims of crimes against humanity.

### In Mexico, the state of Chiapas adopted a law on the protection of IDPs

In Mexico, the state of Chiapas adopted a law on the protection of IDPs in February 2012. The law, the first of its kind in the country, was drafted with the support of various UN agencies and civil society organisations, and incorporates the Guiding Principles. In December, the same party that led the adoption of the Chiapas law introduced a bill in the Mexican senate to establish legislation on the prevention of internal displacement, the assistance of IDPs and the facilitation of durable solutions. This was a welcome initiative in a country that still lacks a national framework on internal displacement.

In Colombia, the only country monitored by IDMC in the region to have implemented the cluster system for emergency responses, the international humanitarian community continued to coordinate its activities through six clusters.

# Colombia

**NUMBER of IDPs**  
**4,900,000 -**  
**5,500,000**

**PERCENTAGE**  
of total population  
**10.3% - 11.6%**

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

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

**NEW displacement in 2012**  
**230,000 reported**

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

## CAUSES of displacement

- x International armed conflict
- ✓ **Internal armed conflict**
- x Deliberate policy or practice of arbitrary displacement
- x Communal violence
- ✓ **Criminal violence**
- x Political violence



Internal armed conflict and human rights abuses have caused massive internal displacement in Colombia over the past five decades. Two armed opposition groups, FARC and the National Liberation Army (*Ejército de Liberación Nacional* or ELN); armed groups which have emerged since the demobilisation of paramilitary organisations between 2003 and 2006; and the Colombian security forces all continued to cause displacements during 2012.

The launch of a peace process between the government and FARC in October created an invaluable opportunity for peace. Talks have taken place, however, amid ongoing hostilities and both parties have reportedly used violence to consolidate their negotiating positions. Leaders of groups representing IDPs have also emphasised that a peace agreement with FARC would not end displacement, given the number of other armed groups at large in Colombia.

The implementation of the 2011 Victims' Law has had a significant impact on the registration of IDPs and total figures on the government registry. The law allows for possible reparations and restitution, and has created an incentive for people displaced over the years to request inclusion on the registry. As a result, neither the cumulative total nor the figure for new displacements in 2012 were definitive, because registration requests increased significantly and there was a backlog in processing them.

As of the end of the year, there were 4.9 million IDPs on the government registry. The figure is a million higher than in 2011, but includes both new displacements and those that took place in previous years. As it is cumulative, it does not account for the fact that some IDPs may have returned, integrated locally or settled elsewhere in the country. The registry does not include people displaced by post-demobilisation armed groups, which are responsible for a significant proportion of displacements. CODHES, the main civil society organisation monitoring displacement in Colombia, had yet to publish its figures for 2012.

As in previous years, most people were displaced from rural to urban areas. An increase in violence and human rights abuses within urban areas, however, led to a significant rise in intra-urban displacements, with more than 8,800 people reportedly forced to flee, particularly in Buenaventura, Medellín, Soacha and Tumaco. Other small and medium-sized towns have also been affected. The coastal departments of Antioquia, Nariño, Cauca, Valle del Cauca and Córdoba produced the highest numbers of IDPs in 2012.

Mass displacements were widespread. Causes included the

activities of post-demobilisation armed groups, clashes between insurgent and government forces, threats against leaders and whole communities, fighting between armed groups for control of urban areas, pressure on communities to take part in illegal mining, and forced recruitment. UNHCR estimates that at least 9,690 families fled their homes in around 137 mass displacements during 2012, twice as many as in the previous year. As in 2011, post-demobilisation armed groups caused the highest number of mass displacements.

Ethnic minority groups, including indigenous and Afro-Colombian people, continue to make up a significant proportion of IDPs. Their territories are in rural areas where most of the confrontations between armed opposition groups and government forces take place. A disproportionate number of women and people under the age of 25 have also been displaced.

IDPs continue to have only limited access to basic necessities, particularly housing and livelihood opportunities. They also have less access to basic services than the general population. Ninety-four per cent live below the poverty line, and 77 per cent in extreme poverty.

The Victims' Law includes a number of measures covering humanitarian assistance for IDPs and the restitution of land, but implementation has been hampered by a lack of financial resources and delays in the appointment of essential staff such as judges. It was reported that more than 116,000 victims' claims went unprocessed in 2012, effectively excluding the claimants from humanitarian assistance. The land restitution process also faced violent resistance, and more than 700 leaders claiming their land rights received death threats.

After declaring in 2004 that the government's inadequate response to internal displacement was unconstitutional, the Constitutional Court continued its oversight during 2012. In an important ruling in September, it held that the killings of human rights activists and land restitution claimants were to be treated as crimes against humanity.

International humanitarian organisations continued to coordinate their activities through six clusters covering all phases of the displacement cycle.

# Mexico

**NUMBER of IDPs**  
About 160,000

**PERCENTAGE**  
of total population  
About 0.1%

**START of displacement situation:**  
1994

**Human Development Index**  
61

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

**NEW displacement in 2012**  
Undetermined

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- ✓ Criminal violence
- x Political violence



Tens of thousands of people remained internally displaced across Mexico in 2012 as a result of inter-communal and intense criminal violence. People in Chiapas continued to live in protracted displacement, many years after the Zapatista uprising. The latest available figures put the total number of people displaced by all forms of violence and armed conflict at about 160,000.

Possibly the largest but least-acknowledged cause of new displacement was generalised drug-cartel violence and human rights abuses, in the form of fighting between cartels and government forces, extortions, kidnappings, assassinations and threats against civilians. These acts of violence have forced people to flee individually and en masse in both rural and urban areas.

While no new figures were available in 2012, census information correlated with data on homicides and violent crimes showed that most displacements took place in the states worst-affected by drug cartel violence, namely Baja California, Chihuahua, Coahuila, Durango, Guerrero, Michoacán, Nuevo León, San Luis Potosí, Sinaloa, Sonora, Tamaulipas and Veracruz.

People fleeing have not necessarily found the safety they sought, and in some cases have continued to face violence and human rights abuses. Reports suggest that the cartels have forcibly recruited IDPs, sometimes in exchange for a promise of safe return to their places of origin, and in Sinaloa they and other criminal groups killed displaced people on several occasions in 2012.

Data also showed that IDPs had less access to labour markets, their children were less likely to stay in school and they had difficulties in finding adequate housing. Some lost or left behind their identity documents when fleeing, which hampered their access to social services, especially housing and health care.

The longest-running displacement situation was caused by the uprising of the Zapatista Army of National Liberation (*Ejército Zapatista de Liberación Nacional* or EZLN) in Chiapas in the 1990s, and the group's subsequent confrontations with government forces. Most of the people displaced as a result have not achieved a durable solution. They have neither received their land back nor have they been compensated for their loss, even though 99 per cent of those affected are members of indigenous groups with an acknowledged special attachment to their land.

Indigenous IDPs in Chiapas live together in tightly knit communities and receive some support from the state government and international agencies. Given that many have lost access to

their land and livelihoods, they have reportedly become poorer as a result of their displacement. Officials in Chiapas estimate that around 25,000 people who fled during the Zapatista uprising are still living in displacement.

Violence between and within indigenous communities in Chiapas, Guerrero and Oaxaca states, often based on religious affiliation, has also caused displacement. The scale of the problem is unknown, however, and there is little or no information available on the situation and protection needs of those affected as these issues are often dealt with within the communities.

In February 2012, the Chiapas state congress passed a bill on internal displacement which had been drafted with the support of various UN agencies and civil society representatives. It is the first such law to be passed in Mexico, and it incorporates the Guiding Principles. Implementation, however, has been slow, few IDPs have benefitted so far and the government's response to internal displacement has generally been insufficient to meet the needs of the displaced population.

The federal government has yet to officially acknowledge the displacement caused by drug-cartel violence, but opposition parties have taken steps towards political and legal recognition of the phenomenon. In November, the Institutional Revolutionary Party asked the then-president Felipe Calderón to submit an analysis of internal displacement in Mexico, and to make public the programmes and actions implemented during his term to address it.

In mid-December, the Party of the Democratic Revolution introduced a bill in the senate to establish a national legal, political and administrative framework for preventing internal displacement, assisting IDPs and finding durable solutions. Mexico's new president, Enrique Peña Nieto, who took office in December, has vowed to focus on reducing drug-cartel violence and protecting the civilian population.

Development agencies continued to provide support to the displaced in Chiapas, where UNDP has promoted IDPs' local integration at their places of displacement within its wider development strategy for indigenous people. Mexico's IDPs did not, however, receive any international humanitarian aid as the government has not sought support or set up a response system to manage it.

# Peru

**NUMBER of IDPs**  
About 150,000

**PERCENTAGE**  
of total population  
About 0.5%

**START of displacement situation:**

1980

**PEAK number of IDPs**

1,000,000 (1990)

Human Development Index  
77

**NEW displacement in 2012**

Undetermined

## CAUSES of displacement

- x International armed conflict
- ✓ **Internal armed conflict**
- x Deliberate policy or practice of arbitrary displacement
- x Communal violence
- x Criminal violence
- x Political violence



Most of the people internally displaced as a result of the conflict between the government and the Shinning Path and Túpac Amaru revolutionary groups at the height of the conflict during the 1990s have returned to their place of origin or settled elsewhere in the country.

In 2007 the government estimated that 150,000 people were still internally displaced, mostly in urban centres including Lima, Ayacucho, Junín, Ica and Huánuco. As of the end of 2012, there was no data evaluating their situation or comparing it with that of the general population.

A law on internal displacement passed in 2004 was an important step towards protecting and assisting the remaining IDPs. It incorporated the Guiding Principles and assigned responsibility for coordination of the response to the Ministry of Women and Social Development (now the Ministry for Women and Vulnerable Populations).

In order for IDPs to qualify for individual and collective reparations alongside other victims of conflict, they must register

on Peru's Unique Registry of Victims, which was set up in 2007. More than 157,000 people had registered by the end of 2012, but no disaggregated information was available to show how many were IDPs.

Individual reparations are due to begin in 2013, but collective reparations for IDPs who have not returned to their places of origin have already been postponed several times. A final draft of guidelines for the implementation of collective reparations was to be discussed at the end of December 2012.

The government is reportedly not addressing the needs of IDPs at the same level of priority as other victims, especially those who have suffered physical harm. This has been observed both in terms of assistance programmes and the comprehensive reparations plan.

Violence associated with the cultivation and export of coca and cocaine posed an ongoing threat of displacement in 2012.





An internally displaced woman, who was a recipient of a housing voucher in Kutaisi, Georgia. (Photo: IDMC/Nadine Walicki, October 2012)

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

### Figures

Around 2.5 million people were internally displaced in Europe as of the end of 2012. The vast majority fled armed conflict, generalised violence and other human rights violations, and some have been living in displacement for up to 20 years.

### Turkey had the largest number of IDPs in the region

With more than 954,000, Turkey had the largest number of IDPs. The count in Croatia was put at zero after government and UN assessments showed the country's remaining 2,000 IDPs no longer had needs related to their displacement. The only new displacement reported was in Turkey. Figures for Azerbaijan, Cyprus and Georgia rose slightly as more displaced children were still eligible to register as IDPs, while the figure in Kyrgyzstan

increased due to new information. In addition, sudden-onset disasters newly displaced over 70,000 people in Russia and Azerbaijan.

The collection of data and information on IDPs is not consistent across the region, and does not always adhere to the criteria set out in the Guiding Principles. For example, in Russia people who should qualify as IDPs are excluded, while in Georgia people who should not are included. Meanwhile, the authorities in Turkmenistan and Uzbekistan do not acknowledge internal displacement in their countries, which obstructs research and means information is outdated. As displacement has become increasingly protracted in the region, government and donor attention has diminished. One result of this waning attention is that data and information on the situation of IDPs has become increasingly scarce.

## Political developments

Several political developments in the region during 2012 may bode well for IDPs. Serbia gained EU candidate status and the mandate for international supervision of Kosovo ended. The conflict between Serbia and Kosovo is not resolved, but EU-mediated talks resumed in October and had made progress by the end of the year, including on border issues. IDPs stand to benefit as key areas such as freedom of movement, civil registry and property records are discussed. In Georgia, the new government initiated discussions on revising its law on IDPs and a shift towards needs-based assistance. The newly elected de facto authorities in the breakaway region of South Ossetia adopted a new law on housing intended to benefit families whose homes were destroyed or severely damaged during the hostilities in 2008.

Other political developments obstructed the resolution of displacement. Skirmishes continued between Azerbaijan and Armenia, and Russia and Turkey continued domestic counter-insurgency operations. Vladimir Putin returned to the Russian presidency in March, and by the end of the year had asked USAID to leave the country. He also signed new laws effectively limiting the activities and foreign funding of NGOs. Whether the change of power in Georgia in October improves humanitarian access to breakaway regions and the possibility of IDP returns remains to be seen. Progress in addressing the conflict in Macedonia was threatened by latent tensions and an upsurge of nationalism and inter-ethnic urban violence.

## Protection issues

The majority of the region's IDPs live unseen with relatives or friends, or in housing that they rent, own or occupy informally. Some are at risk of eviction. Their living conditions are largely unknown, but small-scale studies have shown their housing tends to be inadequate in terms of space, cost, tenure security and general livability. Around 310,000 IDPs still live in atrocious conditions in collective centres, the vast majority in Azerbaijan and Georgia. Many IDPs in the Balkans are elderly, traumatised, mentally ill or physically disabled. They are unable to provide for themselves, and their tenure security has become increasingly threatened in recent years as owners decide to sell their buildings or put them to other use. That said, there were fewer reports of evictions from collective centres in 2012. Eviction also continued to be an issue for IDPs living outside collective centres. In Kyrgyzstan some had their reconstructed homes demolished as the city of Osh implemented its urban development plan. In Azerbaijan, the government is building housing for IDPs who have been squatting.

**Around 310,000 IDPs still live in atrocious conditions in collective centres, the vast majority in Azerbaijan and Georgia. Many IDPs in the Balkans are elderly, traumatised, mentally ill or physically disabled**

Limited income generation opportunities are a leading concern for internally displaced families throughout the region. IDPs lose jobs, assets, resources and networks when they flee, and a

generally weak economic climate and high unemployment has made many of them more vulnerable in all countries except Cyprus. There is no recent comprehensive data on unemployment rates among IDPs except in Serbia, where it was 32 per cent, compared with 19 per cent for the general population. Meagre pensions, social benefits and allowances are often IDPs' main source of income, and many are unable to afford health care. Disrupted schooling means that many young IDPs do not enter the work force fully educated, and in some cases children are taken out of school to work for the family.

IDPs in Azerbaijan, Bosnia-Herzegovina, Kosovo, Russia and Serbia continued to face difficulties in obtaining personal and other documents needed to access services and exercise their rights. The problem is most acute for displaced Roma, Ashkali and Egyptian people in Kosovo and Serbia, who continue to be one of the most vulnerable groups of IDPs in the region. Discrimination in Bosnia-Herzegovina, Croatia, Kosovo, Russia, Serbia and Turkey limits IDPs' access to housing, jobs, education and health care. In Turkey it has forced many Kurdish IDPs from rural areas to join the ranks of the urban poor, while in Bosnia-Herzegovina and Kosovo, hate crimes were a problem in areas where IDPs from minority groups had returned.

## Prospects for durable solutions

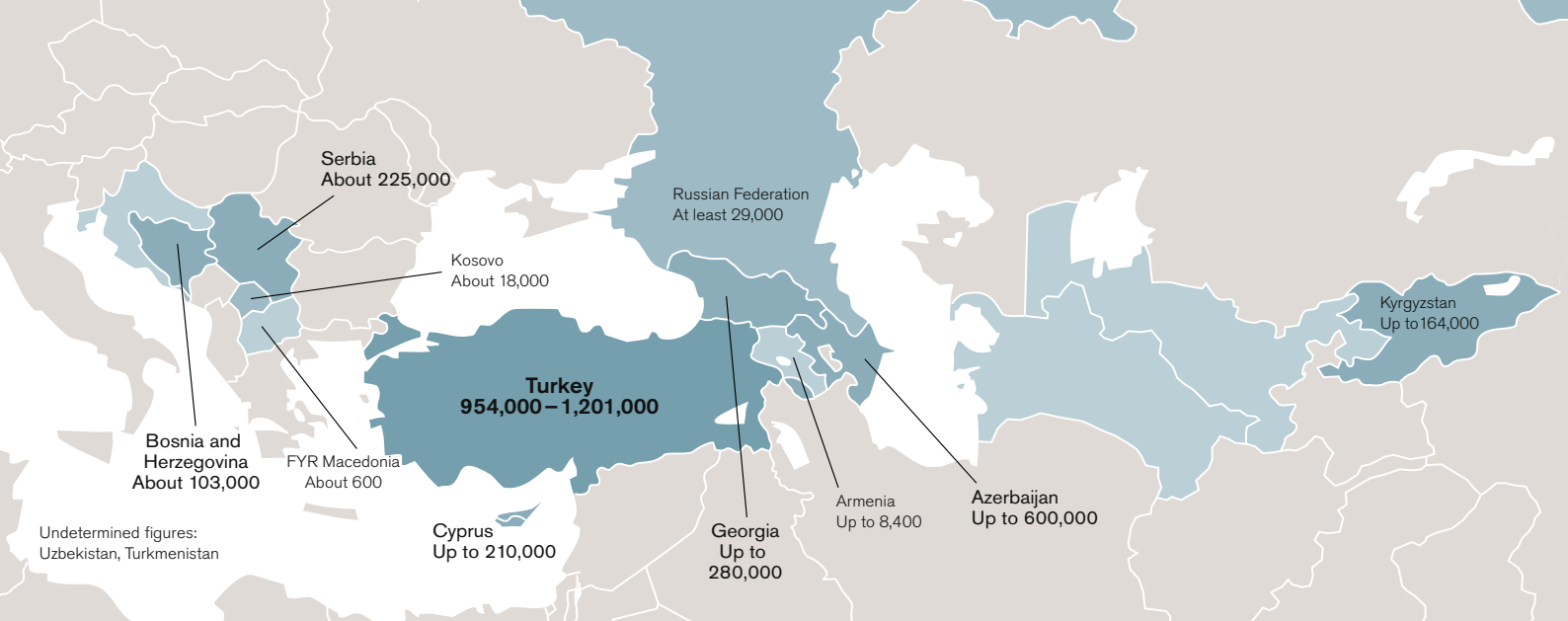
While some governments in recent years have shifted their approach towards supporting IDPs who have opted to integrate locally or settle elsewhere in their countries, multiple obstacles to durable solutions remain. Some countries, such as Azerbaijan, continue to prioritise returns even if they are physically impossible or unsafe. This is often driven by a fear of losing territory as a

**Some countries, such as Azerbaijan, continue to prioritise returns even if they are physically impossible or unsafe**

result of border disputes or secession movements. In these cases addressing internal displacement issues is tied to conflict resolution talks, and as such there are no mutually agreed mechanisms to reconstitute IDPs' property or compensate them in Azerbaijan, Cyprus or Georgia. For many IDPs elsewhere, access to such mechanisms is restricted by language, cost and distance either from their property or the relevant institutions, and the mechanisms have not always proven effective. The sustainability of returns is uncertain in Bosnia-Herzegovina, Croatia, Georgia, Kyrgyzstan, Macedonia and Russia, and it was particularly questionable in Kosovo in 2012 amid ongoing inter-ethnic tensions. Despite continuing efforts to establish post-war justice in the region, reconciliation remains incomplete and reparations for IDPs inadequate. Impunity for perpetrators of human rights violations continues, and the fate of IDPs' missing relatives has not been clarified. As a result, the risk of further conflict and displacement remains.

## Responses

Most governments in the region continued to assist IDPs during 2012. In Azerbaijan, Bosnia-Herzegovina, Georgia, Kosovo and



Serbia, the authorities improved the housing conditions of some IDPs in collective centres. Bosnia-Herzegovina drafted long overdue legislation as per the revised Annex VII of the Dayton Accords, which after years of focusing on return, expands support to include areas outside of IDPs' places of origin. In Kyrgyzstan, consultations on a new four-year sustainable development plan and national unity concept provided opportunities to improve the rule of law and move towards reconciliation. Bosnia-Herzegovina, Croatia, Montenegro and Serbia raised around €261 million (\$342 million), almost half of the required funds for a regional housing programme for 74,000 refugees and IDPs under the Sarajevo Process. The Council of Europe Development Bank approved a €60 million (\$78 million) loan for housing 7,200 IDPs in collective centres in Bosnia-Herzegovina. Overall, however, funding is in decline across the region, the result of waning donor interest.

## Overall, however, funding is in decline across the region, the result of waning donor interest

Criticism of governments' responses to internal displacement during 2012 focused on a lack of transparency in assistance allocation; the exclusion of IDPs from decision-making processes, and as a result, policies not being aligned with their needs, rights and interests; and a lack of adequate resources. As of the end of the year, Serbia was still to develop an action plan to implement the strategy for IDPs and refugees it enacted in 2011, Turkey had still not finalised action plans for 13 south-eastern provinces, and most municipal authorities in Kosovo had not developed coherent policies to guide returns and reintegration.

European institutions continued to express concern about internal displacement. The Council of Europe's new human rights commissioner, Nils Muižnieks, visited Azerbaijan, Macedonia, Turkey and Russia. After meeting IDPs in Macedonia, he concluded that durable solutions were in reach and needed to be implemented urgently. Earlier in 2012, his predecessor Thomas Hammarberg called for "wise vision and determined political leadership" to secure post-war justice and durable peace in the Balkans.

The Council of Europe also adopted a report and resolution on the situation of IDPs and returnees in the North Caucasus, calling on the Russian authorities to improve the humanitarian

situation of IDPs. At the end of the year Ukraine, as the incoming chair of OSCE, made resolution of the region's protracted conflicts a priority for 2013. The main donors in the region were the EU, the US, Germany, Norway, Sweden and Switzerland. Turkey also received around \$20 million from both Saudi Arabia and the US, and smaller amounts from other governments. The UN Human Rights Committee called on Armenia to improve IDPs' living conditions, and called on Bosnia to provide adequate alternative housing to IDPs in collective centres and ensure their sustainable integration. The UN Committee for the Rights of the Child noted that Azerbaijan had taken significant measures to improve the situation of its displaced population.

Country	Number of IDPs (rounded)	Government figures	UN figures	Other figures	Comments
Armenia	<b>Up to 8,400</b>			8,399 (NRC, 2004)	No more recent figures available.
Azerbaijan	<b>Up to 600,000</b>	600,636 (December 2012)			Government figure comprises those displaced to areas under its control, those who have returned, and around 200,000 children born in displacement.
Bosnia and Herzegovina	<b>About 103,000</b>		103,449 (UNHCR, 30 June 2012)		Figure is number of people granted status as IDPs.
Croatia	<b>0</b>	0 (March 2012)			
Cyprus	<b>Up to 210,000</b>	210,144 (December 2012)			Government figure includes those displaced to areas under its control since 1974, and includes around 90,000 children born in displacement.
Georgia	<b>Up to 280,000</b>	268,415 (December 2012)	279,778 (UNHCR, December 2012)		UN figure comprises IDPs assisted by UNHCR and people in IDP-like situations in Georgia proper, Abkhazia and South Ossetia.
Kosovo	<b>About 18,000</b>		17,738 (UNHCR, December 2012)		
Kyrgyzstan	<b>Up to 164,000</b>		163,900 (UNHCR, January 2012)		Figure includes 160,500 IDPs in an IDP-like situation.
Russian Federation	<b>At least 29,000</b>	8,727 (June 2012)	20,581 (2011-2013)		Government figure includes IDPs from Chechnya and North Ossetia with forced migrant status living outside the two republics but in the North Caucasus federal district. The 'UN figure' is a compilation of figures from NGOs and international organisations, and only includes Chechen IDPs in Chechnya, Ingushetia and Dagestan.
Serbia	<b>About 225,000</b>	210,146 (December 2012)	210,146 (UNHCR, December 2012)		UNHCR reports government figures. There are an additional estimated 15,000 unregistered Roma IDPs in Serbia.
The former Yugoslav Republic of Macedonia	<b>About 600</b>	621 (July, 2011)			
Turkey	<b>954,000 - 1,201,000</b>	953,680 - 1.2 million (Hacettepe University, December 2006)			Hacettepe University survey commissioned by the government. Figure does not include displacement in 2012.
Turkmenistan	<b>Undetermined</b>				No estimates available.
Uzbekistan	<b>Undetermined</b>			3,400 (IOM, May 2005)	No more recent figures available.

# Azerbaijan

**NUMBER of IDPs**  
Up to 600,000

**PERCENTAGE**  
of total population  
About 6.3%

**START of displacement situation:**

1988

**PEAK number of IDPs**

600,000 (1990)

Human Development Index  
82

**NEW displacement in 2012**

-

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



Up to 600,000 people were internally displaced in Azerbaijan as of the end of 2012. They fled their homes between 1988 and 1994 as a result of the armed conflict between Azerbaijan and Armenia over the territory of Nagorno-Karabakh. By the time a ceasefire agreement was signed, an estimated 30,000 people had been killed and more than 700,000 internally displaced. In the continued absence of a comprehensive resolution to the conflict, Azerbaijan does not have effective control over Nagorno-Karabakh and the seven surrounding districts, and for the large part IDPs continue to be prevented from returning to their homes.

The government of Azerbaijan, aided by its increasing oil wealth, has spent \$4.4 billion on refugees and IDPs and settled more than 140,000 in newly built homes as part of a national programme launched in 2004. More than 10,000 IDPs were settled in new housing during 2012, including on the outskirts of the capital Baku. Most settlements included new schools, and medical and community centres.

IDPs also continued to benefit from positive discrimination measures such as a monthly allowance, exemption from utility payments and preferential access to state jobs. The government also continued to build protective walls to shield IDPs and others living near the ceasefire line from stray bullets from continuing sporadic clashes.

New homes have improved the living conditions of many resettled IDPs, but some have reported problems such as sinking foundations, poor plumbing, leaking roofs and limited access to land suitable for farming. Some settlements are in remote locations with few opportunities to earn an income, only limited health care services and a lack of public transport links. Resettled IDPs also have inadequate legal tenure security. According to the government, IDPs were involved in decision-making about their new housing, but some stated that they had not been consulted and would have liked to have contributed their savings in order to acquire a larger home to accommodate their growing families.

The majority of IDPs are yet to benefit from government housing assistance. More than 400,000 continue to live in dilapidated, crowded and unsanitary collective centres such as former hostels, schools, kindergartens and sanatoriums. Around 6,000 IDPs occupy housing owned by others often without paying rent, and the government is preparing housing solutions for this group. An unknown number live in makeshift accommodation

such as railway carriages and mud houses, where health and other problems associated with poor living conditions are commonplace. The remainder live in housing they have bought or built on their own.

Quotas intended to improve IDPs' job prospects have proved less than effective and most IDPs are officially unemployed. Most of their income consists of government transfers and remittances from relatives working abroad. That said, it is assumed that many work as day labourers, taxi drivers or in other non-registered jobs. IDPs express the wish to diversify their income sources, but limited social networks, risk aversion, persistent indebtedness and prolonged economic inactivity among women stand in the way of their doing so.

IDPs are poorer than the general population, and their poverty has a number of consequences. In some cases health conditions have gone untreated, while in others children have taken up work in order to supplement the family income and their school attendance has often suffered as a result.

The situation of IDPs continues to be monitored by human rights mechanisms. In 2012 the UN's Committee for the Rights of the Child noted an increased allocation of funding to address the needs of internally displaced children. It also recommended that the state include mandatory modules on human rights in the school curriculum and introduce training programmes for all professionals working with or for internally displaced children. International organisations continue to assist IDPs, though funding has decreased as Azerbaijan has become a middle-income country.

More than 20 years since their displacement, IDPs continue to face significant obstacles in their efforts to achieve durable solutions. These include restricted freedom of movement and choice of residence, substandard living conditions, limited access to livelihoods and self-reliance, inability to stand for public office in their places of displacement, problems in accessing personal and other documentation and a lack of remedies for displacement-related violations. IDPs also continue to be excluded from decision-making processes that affect their lives, meaning that their needs, rights and interests do not fully guide policies and decisions intended to address displacement.

# Bosnia and Herzegovina

**NUMBER** of IDPs  
**103,000**

**PERCENTAGE**  
of total population  
**About 2.8%**

**START** of displacement situation:

**1992**

**Human Development Index**  
**81**

**PEAK** number of IDPs  
**1,000,000 (1993)**

**NEW** displacement in 2012  
**Undetermined**

**CAUSES** of displacement

- x International armed conflict
- ✓ **Internal armed conflict**
- ✓ **Deliberate policy or practice of arbitrary displacement**
- x Communal violence
- x Criminal violence
- x Political violence



Generalised violence, armed conflict between Yugoslav, Croatian and Bosnian armed forces and militias and human rights violations led to the internal displacement of more than a million people during the 1992 to 1995 war, and the creation of ethnically homogenous areas within the newly formed independent state of Bosnia and Herzegovina. As of the end of 2012, it was still hosting around 103,000 IDPs.

Not all returnees have achieved a durable solution. Improved security and the prospect of being able to repossess and rebuild their homes prompted many IDPs to return, but many have experienced continued security incidents and only limited access to roads, water and electricity. Many lack health insurance and struggle to access pensions and social benefits. Only around 360 people returned during 2012.

IDPs unable or unwilling to return continue to face obstacles to local integration. Roma people in particular struggle to obtain identity documents, without which they are unable to access services, get a job or vote. More than 8,600 IDPs still live in dilapidated collective centres, many of them among the most vulnerable groups such as those with physical or mental disabilities, chronic illnesses, or no income or family support.

The government drafted new legislation in December 2012 which, after years of focusing on return, will expand support beyond IDPs' places of origin. In line with this shift, some IDPs were given new housing to help them integrate locally. Multiple donors funded a regional programme under the 2005 Sarajevo Process, to provide housing to refugees and a small number of IDPs in Bosnia and Herzegovina and other countries in the region.

# Georgia

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

**PERCENTAGE**  
of total population  
**About 6.0%**

**START** of displacement situation:

**1992**

**Human Development Index**  
**72**

**PEAK** number of IDPs  
**Undetermined**

**NEW** displacement in 2012  
**-**

**CAUSES** of displacement

- ✓ **International armed conflict**
- ✓ **Internal armed conflict**
- ✓ **Deliberate policy or practice of arbitrary displacement**
- x Communal violence
- x Criminal violence
- x Political violence



There were up to 280,000 IDPs in Georgia as of the end of 2012. Most were displaced in the early 1990s as a result of conflict in Abkhazia and South Ossetia. Renewed conflict between Georgia and the Russian Federation over South Ossetia in August 2008 caused another wave of displacement. The fighting was over in less than 10 days, but the underlying issues remain unresolved and South Ossetia and Abkhazia are effectively outside Georgia's control. The breakaway republics continue to oppose full-scale return on the basis that an influx of large numbers of Georgian IDPs would upset their ethnic balance and compromise the security of Ossetians and Abkhaz.

Of the total number of IDPs, most have been displaced since

the 1990s and some were displaced again in 2008. In reality the number of people displaced in 2008 is likely to be higher than the official figure, given that the narrow definition of an IDP in Georgia law meant some were excluded from the count.

There are no figures for IDPs displaced within Abkhazia, but up to 50,000 people who fled the region in the 1990s have returned to their place of origin in Gali district over the years. There are also an estimated 10,000 IDPs in South Ossetia from both waves of conflict.

In 2012, inadequate housing remained one of the main outstanding issues for IDPs. Many continued to live in dilapidated collective centres, or in accommodation that they rented, owned

or otherwise occupied, which in some cases was also substandard. Seeking a resolution to their poor housing situation, around 1,500 internally displaced families illegally occupied around 50 buildings in Tbilisi and other cities after the October 2012 parliamentary election. The ministry responsible for IDPs, and international organisations profiled the group and found that only some were eligible for government housing assistance. Others had already received support. By the end of the year, many had left because of the onset of winter.

The government continued to facilitate local integration and settlement elsewhere in Georgia by providing housing assistance to IDPs as part of its national strategy on internal displacement. This included the renovation and transfer of ownership of accommodation in collective centres, the construction of new apartments, the use of abandoned housing and the allocation of new social housing units.

The privatisation of collective centre space proceeded faster in 2012 than in previous years, benefiting around 7,650 families. In a further break with the past, the housing locations offered to IDPs tended to be in larger towns rather than remote rural areas with few economic opportunities.

The quality of some of the housing IDPs received was substandard with inadequate foundations, lack of proper insulation, unsafe wiring and poor sanitation. Many families who had signed agreements for their living space were still waiting to have their ownership registered, and access to livelihoods remained difficult as many sites were remote. The selection of beneficiaries

for new housing continued to be less than transparent and many IDPs, including highly vulnerable families, are yet to benefit. A significant number of IDPs living in private accommodation are still to receive assistance to improve their housing.

The sustainability of returns remained questionable in 2012. Despite road repairs, infrastructure construction and humanitarian assistance in Abkhazia's Gali district, returnees faced poor housing conditions, insecurity and limited access to basic livelihoods and services. Near the administrative boundary line between Georgia proper and South Ossetia, the security and humanitarian situation improved, but returnees struggled to rebuild their homes and earn an adequate income. Returnees to Akhgori struggled with insecurity, limited opportunities to generate income and poor access to health care services.

South Ossetia has been largely inaccessible for humanitarian organisations, whose work in Abkhazia remained challenging. The de facto authorities asserted their control by introducing additional administrative conditions on the delivery of assistance. The new Georgian government formed after the October 2012 elections has shown increased understanding of the need to separate political and humanitarian agendas.

The minister responsible for IDPs changed twice during 2012. The ministry adopted a revised action plan for the implementation of the national strategy on displacement. It also set out standards for the temporary relocation of IDPs during renovation of their living spaces, and formed an inter-agency working group to review legislation on IDPs.

# Kosovo

**NUMBER of IDPs**  
About 18,000

**PERCENTAGE**  
of total population  
About 0.9%

**START of displacement situation:**  
1999

Human Development Index

**PEAK number of IDPs**  
36,000 (2000)

-

**NEW displacement in 2012**  
Undetermined

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



In 1999, NATO airstrikes forced Yugoslav troops to withdraw from Kosovo and led to the displacement of more than 245,000 people. Ethnic violence against non-Albanians, mainly Serbs and Roma, displaced another 4,200 in 2004.

At the end of 2012, about 18,000 IDPs remained in Kosovo. Over half were Kosovo Serbs, 40 per cent Kosovo Albanians and five per cent Roma, Ashkali and Egyptians (RAE). Most Kosovo Serb IDPs live in northern Kosovo. Those living elsewhere often have limited freedom of movement and little access to land or livelihoods.

Thirteen years after their displacement, only around 4,500 IDPs have returned to their places of origin as a result of the continued risk of insecurity, discrimination, limited freedom of movement and restricted access to services, housing and livelihoods. They were particularly affected by increasing tensions

and sporadic violence during 2012.

Many IDPs and returnees, particularly RAEs, still need assistance. As of December 2012, around 950 IDPs were still living in 38 substandard collective centres. The Kosovo Property Agency has decided more than 80 per cent of the claims submitted to it, but many decisions still had to be implemented and occupation and re-occupation of housing and land continued to be a challenge.

Significant challenges remain, including a lack of IDPs' political participation, a shortage of resources and inadequate coordination between central and local authorities. International supervision of Kosovo ended in September and talks with Serbia resumed towards the end of the year, with the aim of normalising relations between Pristina and Belgrade.

# Kyrgyzstan

**NUMBER of IDPs**  
Up to **164,000**

**PERCENTAGE**  
of total population  
**About 3%**

**START of displacement situation:**  
**2010**

**PEAK number of IDPs**  
**300,000 (2010)**

**Human Development Index**  
**125**

**NEW displacement in 2012**  
**-**

## CAUSES of displacement

- x International armed conflict
- x Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ **Communal violence**
- x Criminal violence
- x Political violence



As of the end of 2012, up to 164,000 people were still internally displaced in Kyrgyzstan as a result of ethnic violence that broke out in June 2010. The increase in the figure from 2011 was due to new information. Around 300,000 people were internally displaced in 2010 when the south of the country was engulfed in four days of intense violence between its two main ethnic groups, the Kyrgyz and Uzbeks.

Both groups suffered killings, torture and sexual assault, the widespread destruction of residential, commercial and state property, and mass looting. The violence, which led to significant population displacements from the cities of Osh and Jalal-Abad, flared two months after President Kurmanbek Bakiev was overthrown at the end of 10 days of social unrest in the capital Bishkek. The political turmoil surrounding Bakiev's removal and the poor response of the security services, along with economic hardship and the activities of organised crime groups, all contributed to the outbreak of the violence in June 2010.

The security situation in southern Kyrgyzstan remained precarious throughout 2012, despite measures put in place to promote inter-ethnic tolerance. Mutual mistrust both between Kyrgyz and Uzbeks and towards the authorities continued to be compounded by the lack of rule of law and by social exclusion. Disaffected Uzbeks claim the Kyrgyz majority has marginalised them by forcing them out of public and professional life.

The main perpetrators of the June 2010 violence have still not been brought to justice, and those found guilty of involvement have for the most part been ethnic Uzbeks. Continued impunity for the crimes committed and a lack of reparation for the victims of the violence continue to constitute significant obstacles to the remaining IDPs achieving durable solutions to their displacement. Feelings of insecurity have already prompted further migration and may lead to future violence and displacement.

Emergency reconstruction of the 2,000 homes severely damaged or destroyed in the 2010 violence was completed by the end of that year. Additional rooms were added to these homes in 2012 with further international funding. Ownership of the reconstructed homes has been registered in Jalal-Abad, but in Osh the process of assigning tenure has been delayed.

The State Department for Reconstruction and Development agreed to implement a simplified ownership registration process in May 2012, and by the end of the year 1,059 reconstructed houses in Osh had been registered, leaving 595 properties still to be processed. The lack of ownership registration leaves some

IDPs who have returned to their places of origin with insufficient security of tenure and exposes them to the risk of expropriation or eviction without recourse.

Some of the homes reconstructed for IDPs have been expropriated and demolished by the authorities in Osh to make way for urban development. In May, the local administration passed a resolution to widen a street on which a number of IDPs' homes had been rebuilt following the June 2010 violence. More than 20 residential properties and several business premises were demolished in the process, of which three were houses reconstructed with assistance from international organisations. According to international observers, the expropriation process did not meet international standards, particularly in relation to consultation, clarity of process and transparency. More importantly for the affected IDPs, the reconstruction of their homes was unsustainable, impeding their progress towards a durable solution to their displacement.

Kyrgyzstan is a pilot country for the UN Secretary General's Framework on Ending Displacement in the Aftermath of Conflict, and at the end of the year UN agencies began discussing the procedure for putting the initiative into action. As part of the process, UNHCR and UNDP will lead the design and implementation of a strategy on durable solutions to forced displacement in cooperation with the national authorities. This, along with the implementation of the UN Development Assistance Framework 2012-2016, offers opportunities to address IDPs' outstanding needs related to their displacement in a sustainable manner.

The Kyrgyz government has put measures in place to improve how the judiciary operates and strengthen the protection of minorities, but a comprehensive and progressive reconciliation plan is needed to address the various causes of 2010 conflict and ensure security and justice for all. Such a plan would restore confidence and ensure that current work on the reintegration of IDPs and the achievement of durable solutions is sustainable.

Ongoing consultations on the State Strategy for Sustainable Development 2013-2017 and the National Unity Concept represent opportunities for improving the rule of law and national unity and for moving toward reconciliation.



# Russian Federation

**NUMBER of IDPs**  
At least 29,000

**PERCENTAGE**  
of total population  
About 0.02%

**START of displacement situation:**

1992

**PEAK number of IDPs**

500,000 (1996)

Human Development Index  
55

**NEW displacement in 2012**

-

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



At least 29,000 people were internally displaced in Russia as of the end of 2012. Conflict, human rights violations and generalised violence in Chechnya and North Ossetia forced people to flee their homes between 1992 and the early 2000s. In 1992, up to 64,000 people were displaced during an inter-ethnic conflict between Ossetians and Ingush over Prigorodny district in North Ossetia. More than 800,000 people were affected by wars in Chechnya in 1994 and 1999, pitting Russian forces against Chechen separatists seeking independence. Moscow has declared both conflicts resolved, but their causes and consequences have yet to be fully addressed.

The conflict in Chechnya has transformed over time, with jihad-inspired insurgents now leading the revolt. Insecurity, violence and human rights abuses by both insurgents and law enforcement authorities continued with impunity throughout North Caucasus in 2012, and rebel activity even spread to the Volga region late in the year. The federal government considers the continuing instability a result of the poor economic situation, and has tried to stabilise the region by funding development initiatives. Such projects, however, contain no special measures to address IDPs' outstanding needs related to their displacement.

The Russian authorities have made efforts to assist those forcibly displaced in North Caucasus. Their interventions have improved the lives of many IDPs, but a considerable number still do not fully enjoy their rights, in some cases up to 20 years after their displacement. Ongoing concerns include persistent insecurity; insufficient access to adequate housing, jobs and documentation; ineffective property compensation mechanisms and continuing obstacles to return and local integration. Some IDPs have become more vulnerable over time, and most survive on social benefits and temporary work.

More than 300,000 people have returned to Chechnya and many would prefer to settle in the capital, in order to access the few economic opportunities that exist in the republic. The Grozny authorities, however, prioritise IDPs who were previously residents of the city and exclude others, whom they believe should return to their original villages. Permanent housing assistance, for example, is only available to those registered as Grozny residents. Some of those not registered continue to live in 11 remaining hostels, which were temporary housing solutions provided by the government. One group managed to privatise their hostel living space in 2012, but others continue to live in such accommodation without contracts and so are vulnerable

to eviction. The pace of evictions slowed significantly in 2012, but the risk remained.

In Ingushetia, the condition of temporary housing the government originally provided to IDPs in 1999 remained extremely precarious. Eleven internally displaced families went on hunger strike in protest in 2012. The authorities had served them eviction notices and offered rental payments, but the families demanded funds to acquire adequate housing. They were unable to return because their housing was destroyed or occupied as a result of the conflict, they had not received sufficient compensation and they were unable to improve their situation on their own. The strike ended after three days when Ingushetia's minister of nationalities agreed to take their appeal on board, but as of the end of the year their situation had not changed.

The Council of Europe adopted a report in 2012 on the situation of IDPs and returnees in North Caucasus. Its recommendations included legislation that incorporates the Guiding Principles, a survey to identify IDPs and the issues they face, the creation of jobs for IDPs and the building of more social housing. The council highlighted corruption in the region and recommended the government increase the transparency and oversight of budgetary spending. UN agencies left the North Caucasus in 2011, but ICRC and a number of international NGOs run programmes to assist the region's IDPs.

The Russian authorities' efforts to improve IDPs' situation in North Caucasus include property compensation, and the establishment of the Kadyrov Fund and Chechen legal bureaus, but more needs to be done to help them achieve the durable solution of their choice. The housing programme in Ingushetia for 1,500 internally displaced families from Chechnya should be fully funded without further delay. This also entails improved data and information collection, targeted programmes to address IDPs' specific needs, better communication and consultation with IDPs and greater efforts towards achieving a lasting peace in the region.

# Serbia

**NUMBER of IDPs**  
About 225,000

**PERCENTAGE**  
of total population  
About 3.2%

**START of displacement situation:**

1999

**PEAK number of IDPs**

248,000 (2004)

Human Development Index  
64

**NEW displacement in 2012**

-

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



Following the 1999 NATO intervention in response to serious abuses against civilians by Kosovo Serb paramilitary groups and the Yugoslav army, an estimated 245,000 Kosovo Serbs and Roma, Ashkali or Egyptian (RAE) people were internally displaced within Kosovo and Serbia proper. There were around 210,000 registered IDPs in Serbia as of the end of 2012, according to the Serbian Commissariat for Refugees (SCR). The figures do not include an estimated 15,000 unregistered RAE IDPs.

Only around 18,000 IDPs have returned to Kosovo, around half of whom are ethnic Serbs. Obstacles to return include insecurity, ethnic discrimination, difficulties in repossessing property and recovering lost documents, restricted freedom of movement, the lack of economic prospects in return areas and limited means to rebuild houses. In June 2012 several people were injured during border clashes, and attacks on ethnic Serb returnees became more frequent during the year. The situation remained tense as of the end of 2012, with only around 600 IDPs having returned during the year.

Thirteen years after their displacement, a significant number of IDPs still face considerable hardship. UNHCR and SCR conducted a needs assessment survey in 2011 and found that around 97,000 IDPs were still in need of assistance. More than 39 per cent were found to be unemployed, 74 per cent were living below the poverty line and 31 per cent of the most vulnerable IDPs were female heads of household. Around 80 per cent of internally displaced families said they still needed help to secure permanent housing.

Around 13,000 IDPs continued to reside in substandard housing, according to the 2011 survey. This includes makeshift housing, informal settlements and collective centres. As of November 2012 an estimated 1,725 IDPs were still living in 20 recognised collective centres excluding Kosovo and Metohija, many of which did not have adequate electricity, clean water or sewerage facilities. Eight collective centres were closed in 2012. Around 1,000 displaced RAE were thought to be living in informal settlements that lacked basic facilities.

The government and international organisations have provided IDPs with a range of housing assistance in recent years, including social housing, new housing, village dwellings and the distribution of construction materials. At the same time, between 2009 and mid-2012 there were 17 major evictions from informal settlements in Belgrade, which affected nearly 2,500 people, including IDPs. Safeguards required under international law were

reportedly not fully upheld and it was not clear whether those evicted had secured adequate alternative housing.

Displaced RAE face deep-rooted discrimination and marginalisation, and they remain particularly disadvantaged as a result. They face complex procedures to prove their parentage, which they need to do when applying for personal documents, and the lack of such paperwork is a major obstacle to their registering as IDPs and accessing assistance, employment, education and social benefits. Almost 18 per cent of displaced RAE do not have identity cards or birth certificates, and widespread prejudice makes it difficult for Roma people in particular to obtain them without legal assistance.

The Serbian government initially promoted IDPs' return to their places of origin, but in recent years it has increasingly also supported local integration. It is conducting more projects to provide IDPs with permanent housing solutions, particularly for those still living in collective centres, and it has further developed its national policy on displacement. The National Strategy for Resolving the Situation of Refugees and Internally Displaced Persons 2011-2014 was, however, still to be implemented as of the end of 2012.

Announcing Serbia's EU candidate status in March 2012, Brussels highlighted the need to further address the situation of IDPs. The EU, OSCE and UNHCR also lent considerable support to the launching of a regional housing programme under the Sarajevo Process, which will seek to assist in the provision of adequate housing for refugees and a small number of IDPs in Serbia and other countries in the region. In April 2012, international donors pledged €261 million in support of the programme.

Against a backdrop of increasing tension and violent incidents affecting returnees to Kosovo during the year, the EU also called upon the Serb and Kosovo authorities to ensure implementation of their agreements to date. In December 2012, Belgrade and Pristina began to implement their agreement on border control. They also placed contentious issues such as municipal structures in northern Kosovo on their bilateral dialogue agenda, and leaders on both sides appeared prepared to compromise.

# Turkey

**NUMBER of IDPs**  
954,000 - 1,201,000

**PERCENTAGE**  
of total population  
1.3% - 1.6%

**START of displacement situation:**

1984

**PEAK number of IDPs**

836,000 (1992)

Human Development Index  
90

**NEW displacement in 2012**

200 reported

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- ✓ Political violence



There were at least 954,000 people living in internal displacement in Turkey as of the end of 2012. The country has experienced 29 years of armed conflict between the Turkish military and the Kurdistan Workers' Party (PKK) in its south-eastern and eastern regions. Between 1991 and 1996, a state policy of destroying villages to prevent them being used as PKK bases, and indiscriminate attacks against civilians by both parties led to the displacement of as many as 1.2 million people. The armed conflict has still not been brought to a comprehensive end and the causes and consequences of displacement remain unresolved.

Security in the south-east of the country has generally improved since the 1990s, but sporadic clashes between the military and PKK, which aims to establish an independent Kurdish homeland, have continued since 2004. In 2012, the violence spilled over into Iraq. Counter-insurgency operations against PKK in the south-eastern province of Hakkari displaced several hundred people in Semdinli district in August. Violence along Turkey's border with Syria may also have led to further displacements in the autumn, but no figures or further information are available.

The government has taken significant steps to promote IDPs' return. During the last four years, it has drafted a national strategy on displacement, adopted legislation on compensation and prepared a comprehensive pilot action plan in Van province, which addresses both rural and urban displacement. Similar plans for 13 other south-eastern provinces affected by displacement are also being developed. These are intended to form a national action plan on which to base a comprehensive response, but as of late 2012 the projects were still to be finalised.

Despite the government's efforts aimed at encouraging returns, only 187,000 IDPs had gone back to their places of origin as of 2009. The vast majority are still hesitant about the prospect of return because of ongoing intermittent conflict, the continued deployment of government village defence militias - whose members were often implicated in the original causes of displacement - and the presence of nearly a million landmines in provinces bordering Syria and Iraq, which make it impossible to earn a living from agriculture. Return areas also lack other economic opportunities, social services and basic infrastructure, both for IDPs and those who never left.

Most IDPs who are unwilling or unable to return continue living in poverty and suffering social exclusion. They have set up home on the edges of urban centres, often in illegally constructed and substandard housing. Some stayed within the affected

south-eastern provinces in cities such as Batman, Diyarbakir, Hakkari and Van, while others fled further afield to Istanbul, Ankara and Izmir. In all cases, such settlements are in need of better service provision and improved living conditions.

The vast majority of IDPs are Kurdish and as such they face discrimination and limited access to housing, employment and services such as education and health. The issue of Kurdish identity continues to fuel insecurity and remains a barrier to the achievement of durable solutions. The government has taken limited but unprecedented steps in recent years to address discrimination against Kurds as part of its EU accession requirements. Such measures are still fraught with challenges, but could lead to reconciliation if they are continued.

Compensation for IDPs' material losses and physical injury as a result of the conflict continued to be paid in 2012. More than 361,000 applications were submitted, 305,000 were assessed and compensation was paid in more than 166,000 cases. Delays in making payments continued, however, and some NGOs reported excessive demands for documents to support claims, a lack of legal aid, disparities in the compensation awarded and the absence of an effective appeal procedure. Turkey still has no national strategy to address IDPs' needs.

The EU, the European Court of Human Rights, the Council of Europe (CoE) and the UN Special Rapporteur on the Human Rights of IDPs have influenced progress in responding to the needs of Turkey's displaced population. UNDP is the key UN interlocutor with the Turkish government, and it has been assisting since 2010 in the development of a national action plan. The EU, CoE and UN have underlined the need for a comprehensive plan to address the situation of IDPs, particularly in urban areas, and to ensure the achievement of durable solutions. National civil society groups continued to be critical of the government on these issues in 2012.



Syrian IDP children arrive for a distribution of school kits at Seif El-Dawleh School in Al-Nassira area in Al-Hassakeh (Photo: UNHCR/B. Diab, November 2012)

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

### Figures and causes

The number of IDPs in the Middle East continued to rise in 2012 to stand at more than six million at the end of year, an increase of 40 per cent as compared to 2011, and the highest figure ever recorded. Over the last ten years, this regional upward trend has been constant with two notable jumps and no dips - evidence that the vast majority have failed to achieve durable solutions and are living in protracted displacement.

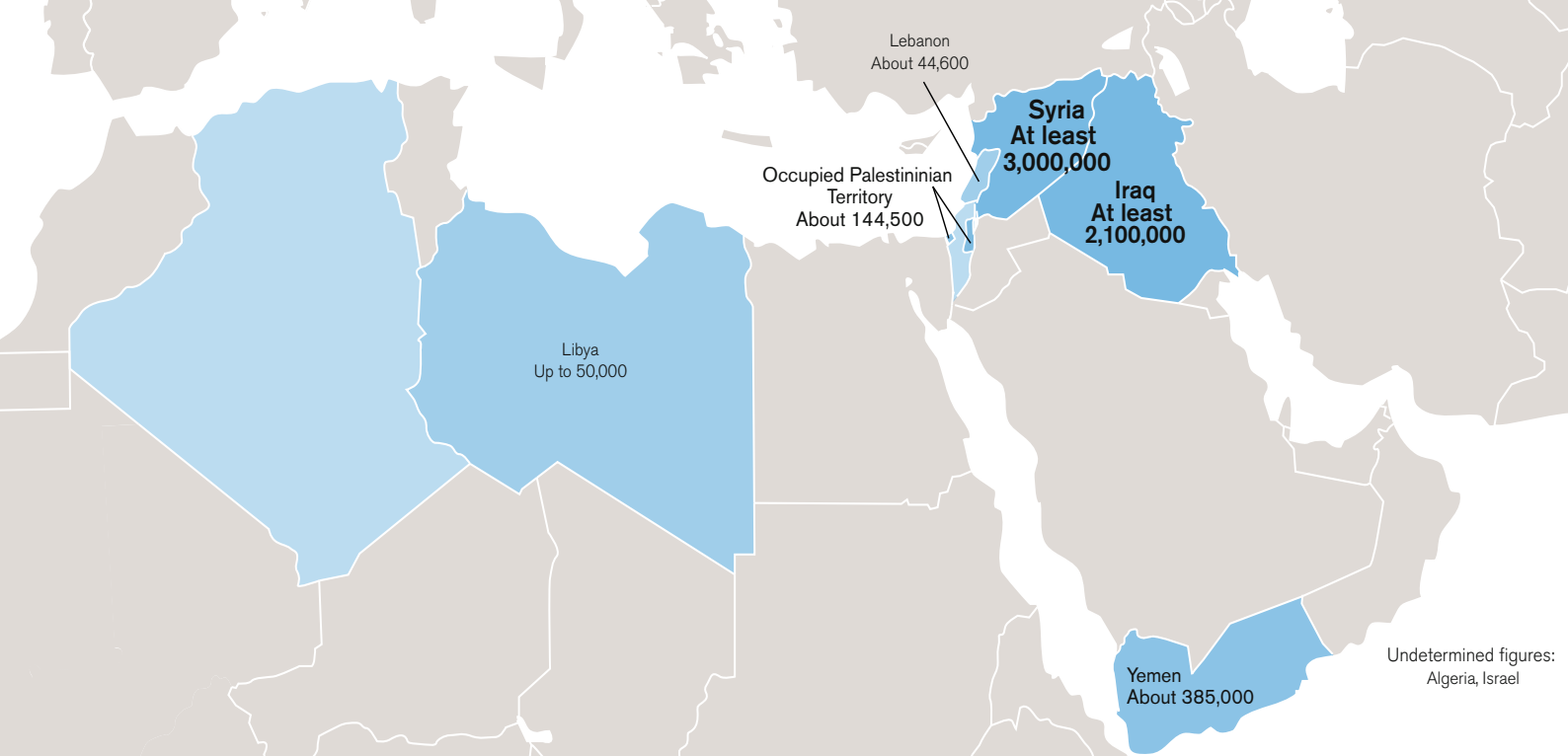
### The Middle East was generally marked by instability in 2012

The first jump, between 2006 and 2008, was caused by the escalation of sectarian conflict in Iraq, which displaced as many as 2.8 million people. The number of IDPs in Yemen also started to rise exponentially in 2008, when the figure jumped from

250,000 to more than 380,000. The second spike began in 2011 as social unrest associated with the Arab Spring degenerated into internal conflict in Libya, Syria and Yemen.

Despite the popular clamour for greater transparency and socio-economic justice, elections held in 2012 did not always herald a new era of democracy. Yemen's elections in February confirmed former president Ali Abdullah Saleh's deputy, Abd Rabbuh Mansur Hadi, as his Saudi-backed replacement. Parliamentary elections held in Syria in May led to the cosmetic loss of one seat by President Bashar al-Assad's Ba'ath party as the country descended into civil war.

The Middle East was generally marked by instability in 2012, as new and inexperienced governments emerged following the downfall of decades-old repressive regimes. They all sought their legitimacy in political Islam rather than the secular Arab nationalism which had dominated the region since the end of the



colonial period. From Tunisia to Iraq, this transition is reshaping both internal and regional dynamics and alliances. Some non-Arab Muslim minorities such as the Kurds, who have suffered discrimination and displacement in both Iraq and Syria, may come to benefit from the shift.

### New movements

The most dramatic increase in the number of IDPs was in Syria, where the figure rose more than five-fold. With at least three million IDPs, Syria is one of the world's largest internal displacement crises. New displacements also took place in Yemen, where the internal conflict forced another 132,000 people to flee their homes. In addition, 1,200 people were newly displaced by flood disaster in Occupied Palestinian Territory (oPt).

Libya was the only country where the number of IDPs dropped substantially. Only 50,000 people were still displaced as of the end of 2012, compared with 243,000 the year before. Most IDPs have managed to return since the fall of Muammar Qadhafi, but those alleged to have supported his regime are unable to for fear of reprisals.

Where people from different ethnic and religious groups once co-existed, conflict and displacement have created more homogenous sectarian enclaves. This happened in Lebanon during the 1975 to 1990 civil war, and the process is visible in Iraq and increasingly so in Syria. Non-Muslim minorities are finding less space to flee internally, and many have eventually sought refuge abroad.

### The most dramatic increase in the number of IDPs was in Syria, where the figure rose more than five-fold

The UN's independent commission of inquiry on Syria released an update on 20 December 2012 that highlighted a deepening sectarian divide. The commission found that of 80,000 Christians in Homs, only a few hundred remained in the country.

As in Iraq, Christians, Turkmen and members of other minorities are increasingly the target of criminal activities in a lawless environment, with kidnapping for ransom on the rise. The Syrian conflict is taking place in urban centres, leading to massive displacement. Once displaced, minorities face continued insecurity which renders return to their places of origin virtually impossible.

### Protection issues

Most IDPs in the region, particularly those newly displaced, live in precarious conditions. Very few live in camp-like situations, with the vast majority preferring to stay with host communities, in rented accommodation, overcrowded housing and makeshift shelters. Libya is a notable exception, where the majority of the remaining 50,000 IDPs live in 132 camps. In Syria, a few camps have been established and are hosting thousands of IDPs in opposition-controlled areas along the Turkish border. The region's IDPs have generally fled to urban centres, where they have better employment opportunities. This makes it harder to identify them, assess their needs and determine the scale of displacement.

### Palestinians have also borne the brunt of recent conflict in the Middle East

Palestinians have also borne the brunt of recent conflict in the Middle East and UNRWA, the UN agency mandated to assist Palestinian refugees in oPt, Jordan, Lebanon and Syria, has been underfunded in recent years. In Gaza, Israel's largest military operation in the territory for nearly four years displaced 12,000 people in November, of whom 3,000 remained so as of the end of 2012. Of the 27,000 Palestinians forced to flee the destruction of the Nahr el-Bared refugee camp in Lebanon in 2007, 23,000 remained in displacement. In Syria, UNRWA has assisted 400,000 out of an estimated 500,000 Palestinian refugees in the country. Government forces have attacked UNRWA camps in pursuit of Syrian IDPs who had sought refuge there.

Lack of humanitarian access has increased IDPs' vulnerabilities across the region, leaving many unable to benefit from assistance and protection, and jeopardising prospects for durable solutions. In Libya, Yemen and most of Iraq and Syria, Lack of humanitarian access has been restricted by insecurity, leaving organisations struggling to reach four million people in need. In Syria it has been further complicated by bureaucratic restrictions, and in Iraq the granting of visas for NGOs has also become more time-consuming. Finding interlocutors with whom to negotiate access to opposition-controlled areas also remains a major challenge, whether in northern Syria, disputed areas of Iraq or some parts of Yemen. Lack of humanitarian access has become the greatest obstacle to IDPs' protection in the region, leading some organisations to consider cross-border activities.

### Lack of humanitarian access has become the greatest obstacle to IDPs' protection in the region

#### Prospects for durable solutions

Though some returns have taken place, durable solutions remain a distant prospect for most IDPs in the region. In Yemen more than 130,000 went back to their places of origin during 2012, and in Lebanon around 4,000 Palestinians returned to Nahr el-Bared. Governments, however, have generally failed to respond to IDPs' needs in ways that would facilitate durable solutions, and the overwhelming majority find themselves living in protracted displacement. Significant numbers have expressed a desire to integrate locally, but authorities tend not to be supportive of this settlement option.

Most governments would prefer IDPs to go back to their places of origin, but have done very little to create the right conditions for returns. On the political level, they have failed to address social and ethnic tensions caused by conflict, while on the logistical level IDPs have struggled to obtain documentation and to access livelihood support and basic services. Many IDPs live in urban areas, which places a heavy burden on infrastructure and social services, and increases competition for scarce employment.

#### Responses

National responses need to be improved if they are to effectively address both the scale and nature of internal displacement in the region, and the international response too has been hampered by political deadlock. That said, Qatar and other Gulf countries have become more responsive to humanitarian situations in the region. In October 2012, the Emir of Qatar, Sheikh Hamad bin Khalifa al-Thani, became the first Arab leader to visit Gaza since Hamas came to power, ending the group's isolation. The emirate's pledge of \$400 million for housing projects dwarfed the contribution made through humanitarian aid, which continues to face security and political obstacles. The new involvement of regional states was all the more welcome given the destruction of around 300 homes during Israel's military operation in Gaza in November.

Of the eight countries IDMC monitored in 2012, only Lebanon and Iraq have national institutions dedicated to internal displacement issues. Lebanon's Ministry of Displaced set up a fund for IDPs from the civil war, but political stalemate and a lack of national reconciliation has limited its effectiveness. Similarly, Iraq's Ministry of Migration and Displacement revised its national plan to end displacement in 2011, but the priorities of other ministries and local authorities have made it virtually impossible to implement.

Governments in the region continue to face challenges related to the conflicts in Libya, Yemen and Syria, and to a lesser extent those in Iraq and OPT. Ongoing insecurity and instability in these countries has obstructed efforts towards national reconciliation and the implementation of durable solutions. It has also threatened to spill over into neighbouring countries, many of which face the same underlying tensions.

### Of the eight countries IDMC monitored in 2012, only Lebanon and Iraq have national institutions dedicated to internal displacement issues

New donors in the region such as Qatar and Kuwait have provided welcome additional support, but the general capacity to respond to crises continues to be hampered by limited access, funding shortfalls and a lack of political will. In oPt, for example, the flouting of international humanitarian law that has led to the repeated displacement of Palestinians can only be addressed once the Israeli government respects its legal obligations. The international response in Syria, which remains woefully inadequate given the scale of the crisis, has been severely curtailed by political deadlock. In Iraq, and to a certain extent in Libya, there are concerns that IDPs and their plight may fall off the agenda as the international response switches from the humanitarian to the development phase, with fewer funds available for projects targeting communities living in protracted displacement and in dire need of assistance.

Country	Number of IDPs (rounded)	Government figures	UN figures	Other figures	Comments
Algeria	Undetermined			1,000,000 (EU, 2012)	No recent figures available.
Iraq	At least 2,100,000	1,074,000 (MoDM, June 2012)	1,100,000 (UNHCR, February 2012)		UNHCR estimates, 1,119,712 IDPs remain after the sectarian violence of February 2006. UNHCR does not include those previously displaced by the Ba'ath government nor does it account for those displaced by the US-led invasion. Assuming that previous waves of displacement amount to one million, the total estimate would be at least 2,100,000.
Israel	Undetermined			300,000 (BADIL, 2006)	The figure can range from a little over 60,000 to up to 250,000 or 300,000 (Badil) depending on who is considered an IDP and whether reparation/compensation is considered or not.
Lebanon	About 44,600				At least 44,600 IDPs remain in protracted displacement, principally Palestinian refugees displaced from Narh el-Bared camp in May 2007, and Lebanese displaced since the civil war of 1975 to 1990.
Libya	Up to 50,000			50,000 (LibAid)	According to LibAid, over 50,000 people remained in protracted displacement, the majority of them Tawarghans, from the conflict that displaced up to 243,000 people in 2011.
Occupied Palestinian Territory	About 144,500		At least 20,500 (OCHA, November 2009)	129,000 (BADIL, December 2009); 4,700 (Hamoked, December 2009); 24,800 homes demolished (ICAHD, July 2010)	Based on the available statistics on house demolitions from 1967 to 2009 (ICAHD), and the Inter-Agency Rapid Shelter/NFI Assessment undertaken between 22 January and 2 February 2009, BADIL. In Gaza, 8,056 people remained displaced as a result of Operation Cast Lead, 2,950 from previous displacement case loads and 2,439 from the latest military operation Pillar of Defence in November 2012. This amounts to a total of 12,445 individuals (Shelter Sector agencies, Gaza, January 2013).
Syria	At least 3,000,000	3,000,000 (SARG, November 2012)	2,000,000 (UN OCHA, January 2013)		UNOCHA figure refers to about 2 million IDPs, the Syrian Arab Republic Government (SARG) estimation in November 2012 was 3 million.
Yemen	About 385,000		385,320 (UNHCR, December 2012)		The estimate refers to the number of IDPs registered by the Government and UNHCR. It does not include some 98,000 IDPs who returned in the south and about 36,000 who returned in the north, as they were registered as returnees. At the end of the year the registration of returnees was ongoing.

# Iraq

**NUMBER** of IDPs  
At least  
**2,100,000**

**PERCENTAGE**  
of total population  
About **6.2%**

**START** of  
displacement  
situation:

1968

**PEAK**  
number  
of IDPs

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

**NEW**  
displacement  
in 2012

Undetermined

Human Development Index  
**131**

## CAUSES of displacement

- x International armed conflict
- x Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- ✓ Criminal violence
- ✓ Political violence



An estimated 2.1 million Iraqis were internally displaced as of the end of 2012, of whom more than three-quarters were living in protracted displacement. Iraq has experienced multiple waves of displacement over the past 30 years, the most serious of which took place after the 2006 bombing of the Samarra shrine, when more than two million people fled sectarian violence. According to the Ministry of Migration and Displacement (MOMD), 235,610 people returned to their places of origin in 2012 and 1.1 million remained displaced. The official figures, however, do not take into account the displacements that took place before 2006, the fact that not all IDPs are registered as such, and the questionable nature of some returns.

Iraq's IDPs live with families, in rented accommodation or in informal settlements in urban areas, and shelter continues to be one of their most pressing problems. As of the end of 2012, around 467,000 IDPs, returnees and squatters were living in more than 382 informal settlements across the country. Baghdad alone has 125 such settlements, where more than 191,000 people live in harsh conditions, with inadequate access to electricity, sanitation, schools and job opportunities. Given that the settlements were established illegally, residents face a high risk of eviction. Those who are evicted are forced into secondary displacement, driving them further into poverty. Parliament issued an order in 2010 to halt evictions from informal settlements, but they increased in number during 2012.

More than a year after the withdrawal of US forces, Iraq is still struggling to maintain national security and build political stability. Insecurity and a lack of livelihood opportunities continued to be the main factors which prevent IDPs from returning. Many do not hold official documents such as birth certificates and residency permits, without which they struggle to access basic services and reclaim their property.

Female-headed households are particularly affected by the lack of employment and livelihood opportunities. They are poorly protected and responsible for the wellbeing of family members, but have no income or social safety net and receive inadequate government support. The spread of religious conservatism has reinforced negative attitudes towards women, restricting their participation in public life in general and the labour market in particular. As a result, internally displaced women struggle to access the few economic opportunities available to IDPs. They have also become more vulnerable to sexual exploitation and gender-based violence.

Violence continued to be unpredictable and sporadic during 2012, but the most insecure governorates, including Baghdad, Ninewa and Diyala, also experienced the highest levels of displacement. Tensions between Shias, Sunnis and Kurds remained high, and a lack of confidence in the government's ability to ensure their security in their places of origin has deterred the majority of IDPs from returning. Instead, they have sought safety in areas where their own religious or ethnic group is dominant, with the smallest minorities settling in Kurdish-controlled areas. Ethnic and religious enclaves continued to grow during the year in several of the country's governorates.

Iraqis who had previously sought refuge across the border in Syria have come back to escape the escalating conflict there, and in doing so many of these returning refugees have become IDPs. The fighting in Syria has developed along similar sectarian lines, which constitutes a threat to Iraq's political stability.

Many Iraqi IDPs are living in protracted displacement, and the longer this continues the more difficult it will become to establish long-term solutions for return or resettlement. The government launched a four-year national plan aimed at ending displacement in 2011, under which it has focused on return as its preferred durable solution. Assessments by the International Organisation for Migration, however, show that 85 per cent of IDPs would rather integrate locally. With the support of UNHCR and other non-state organisations, the government is becoming more open to the concepts of local integration and resettlement.

MOMD has calculated that ending displacement will cost more than \$600 million, while underlining that even with the allocation of the necessary funds the process will take a number of years. For IDPs this means a life in limbo, without adequate access to rights and services, while facing the constant threat of secondary displacement. Their plight has been overshadowed by competing priorities and the evolving crisis in Syria, and with the issue low on the government's priority list and international funding decreasing sharply, their future remains uncertain.



# Lebanon

**NUMBER of IDPs**  
About 44,600

**PERCENTAGE**  
of total population  
About 1.0%

**START of displacement situation:**

1975

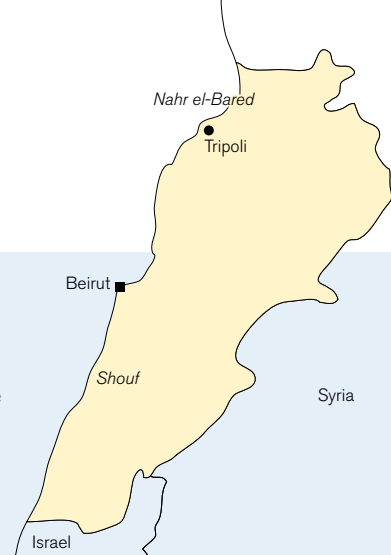
**PEAK number of IDPs**  
800,000 (2006)

**Human Development Index**  
72

**NEW displacement in 2012**  
-

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



About 44,600 IDPs remained in protracted displacement in Lebanon in 2012, principally Palestinian refugees and Lebanese displaced since the 1975 to 1990 civil war. The country's stability wavered during the year by mounting tensions and violence linked to the conflict in Syria. There were armed clashes in Beirut and sectarian conflict between Sunni and Alawite groups broke out in Tripoli. No new internal displacements were reported in 2012.

In May 2007, around 27,000 Palestinians refugees were internally displaced when conflict between Fatah-al-Islam militants and the Lebanese army destroyed the Nahr el-Bared refugee camp and the surrounding area. Political deadlock and funding constraints have led to only limited reconstruction, and access to the camp is restricted by a complicated permit regime and harsh treatment at checkpoints. The estimated 23,000 IDPs unable to return have for the most part been living in the Baddawi refugee

camp and elsewhere in Tripoli. By the end of 2012, UNRWA had reconstructed 240 buildings at Nahr el-Bared and NRC had started to rebuild the nearby Mohajareen neighbourhood, which will house 111 families.

Of the 700,000 to 900,000 people internally displaced since the end of the civil war, the majority have settled in Beirut's slums and informal settlements. Since its establishment in 1992 the Ministry of Displaced People has facilitated durable solutions and financial reparations, but its capacity is limited by the privatisation of real estate and the lack of reconciliation, particularly in the Shouf region.

In May 2012, the reconstruction of Beirut's Harek-Hreik neighbourhood was completed, ending the displacement caused by the 33-day war between Hizbollah and Israel in 2006.

# Libya

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

**PERCENTAGE**  
of total population  
About 0.8%

**START of displacement situation:**

2011

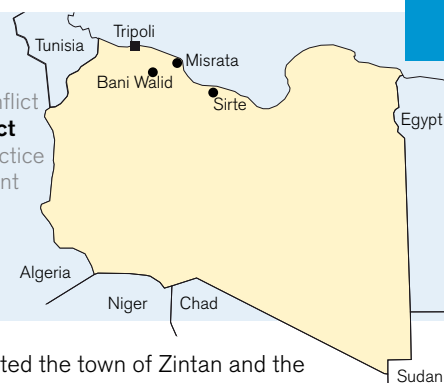
**PEAK number of IDPs**  
243,000 (2011)

**Human Development Index**  
64

**NEW displacement in 2012**  
Undetermined

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



Most of the 243,000 people displaced in Libya in 2011 had returned to their homes by the end of 2012. Up to 50,000 IDPs remained in protracted displacement, the majority from the north-eastern town of Tawargha. Some live in rented apartments, but the majority remain in an estimated 132 displacement camps.

All parties to Libya's bitter civil war committed grave human rights violations. The enmity between the warring factions reached its climax in the summer of 2011 when Tawargha's 45,000 inhabitants fled in anticipation of an attack by militias from Misrata. Some 2,000 homes were subsequently destroyed in the assault, and the inhabitants of Misrata remain bitterly opposed to the return of the displaced Tawarghans. In the Nafusa Mountains, the Mshashiya people were the target of post-conflict reprisals, which led to the displacement of around 17,000 people.

A similar pattern of enmity affected the town of Zintan and the pro-Qadhafi village of Awynya in 2012.

Libyan IDPs continue to face security risks such as extrajudicial executions, arbitrary arrests and torture, according to a May 2012 report by the UN Human Rights Council commission of inquiry. Post-war reconstruction is well underway, but threats against people still living in displacement had not diminished by the end of the year. Sporadic armed clashes continue in some areas, and insecurity and instability remain a significant concern.

The UN Support Mission in Libya organised a conference on truth and reconciliation in December 2012 as part of efforts to allay communal tensions. The conference included the issue of IDPs, but the means of achieving durable solutions in the form of return or local integration are still to be established.

# Occupied Palestinian Territory

**NUMBER of IDPs**  
About 144,500

**PERCENTAGE**  
of total population  
About 3.3%

**START of displacement situation:**

1967

**PEAK number of IDPs**

250,000 (2009)

Human Development Index  
110

**NEW displacement in 2012**

12,000 reported

**CAUSES of displacement**

- ✓ International armed conflict
- ✓ Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- ✓ Criminal violence
- ✓ Political violence



As of the end of 2012, there were about 144,500 people in protracted displacement across the Occupied Palestinian Territory (oPt), some of them since 1967. Internal displacement is both a consequence and a cause of the Israeli-Palestinian conflict.

In November Israel launched its largest military offensive in nearly four years in Gaza, an operation that left 103 civilians, including 33 children dead, and at least 1,400 people injured. Some 12,000 Palestinians were temporarily displaced, but the majority returned home quickly as the hostilities ceased. More than 380 homes were destroyed, however, leaving nearly 2,500 people still living in displacement. Palestinian armed groups' indiscriminate firing of thousands of rockets into Israel caused the death of four Israeli civilians and led to the temporary displacement of hundreds more.

The latest round of destruction in Gaza compounded pre-existing humanitarian needs - the result of Israel's previous military operation in 2008 and five years of extensive restrictions on the movement of people and goods in, out and within the territory. According to UNRWA, the Gazan economy is kept afloat by external funding and the black market in goods smuggled through tunnels, leaving inhabitants worse off than they were in the 1990s. UNRWA's Gaza 2020 report questions whether the territory will be a viable place to live at all by that year. It also highlights the degree of suffering Gazans experience as a result of various forms of violence and a lack of access to basic services and housing, a situation which fuels social tension and extremism.

Despite Israel easing its blockade for non-military goods in 2010, most materials essential to construction remain on its "dual use" list. Such items can only officially enter Gaza as part of international projects. Bureaucratic procedures and limited capacity at official crossings also make their importation expensive and time-consuming. As a result, more than 8,000 people remain displaced following Israel's 2008 military operation, and a third of the houses that were damaged or destroyed still need to be rebuilt. A further 71,000 units are needed to meet current housing needs as a result of natural population growth in the territory.

In the West Bank, 4,102 people have been forced into displacement since 2009 as a result of the demolition of homes, forced evictions and Israel's expropriation of land for settlements and military training. The figure for 2012 alone was 886, of whom more than half are children. East Jerusalem is particularly affected. Displaced families suffer from post-traumatic stress

disorders, with children missing school, high levels of domestic violence and loss of livelihoods.

Current planning laws leave little room for Palestinians to expand their communities, as 70 per cent of land in Area C of the West Bank has been allocated for Israeli military purposes or settlements. Of the remaining third, only one per cent is available for Palestinian development in practice, and much of that is already built upon.

The Bedouin and herding communities in Area C were the most vulnerable groups in 2012. Those in the Jerusalem periphery, Jordan Valley and South Hebron Hills are particularly affected as the majority live on what Israel has declared "state land". They face the constant risk of forced displacement and even forcible population transfer, which is considered a violation of the Geneva Conventions if carried out without due process.

In 2012, the 2,300 Bedouins in the Jerusalem periphery were repeatedly threatened with forced eviction following Israel's announcement that it intended to build more than 3,000 settlement units as part of its E1 plan. Israel has been engaged in an ongoing settlement project since 1967, contrary to international humanitarian law (IHL), which prohibits an occupying power from transferring settlers to territory it has annexed. The establishment of new settlements continued to increase in 2012, and it is now estimated that there are nearly 500,000 settlers in the oPt, of whom 196,000 live in East Jerusalem.

The UN has repeatedly reminded Israel of its responsibility as an occupying power under IHL and international human rights law to guarantee the welfare of the Palestinians and the territorial integrity of the oPt. Given its failure to respect such provisions, the humanitarian community continues to play an important role in mitigating the level of displacement in the oPt.

In 2007, local and international NGOs and UN agencies formed a displacement working group to coordinate their response. Israeli policies and practices, however, continue to hamper such efforts and prevent Palestinians from developing their infrastructure.

# Syria

**NUMBER of IDPs**  
**At least 3,000,000**

**PERCENTAGE**  
of total population  
**At least 14.2%**

**START of displacement situation:**  
**1967**

**PEAK number of IDPs**  
**3,000,000 (2012)**

**NEW displacement in 2012 reported**  
**2,400,000**

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

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- ✓ Political violence



Internal displacement spiralled in Syria during 2012. The number of IDPs increased from just over 150,000 newly displaced at the beginning of the year, to 2.4 million by the end of 2012. This led to a total of at least three million people displaced from their homes, a five-fold increase as compared to 2011.

Before the start of the civil unrest against the government of Bashar al-Assad in March 2011, there were already more than 450,000 people internally displaced in the country as a result of the Israeli occupation of the Golan Heights in 1967, Kurdish forced evictions in the 1970s and the repression of the Muslim Brotherhood in Hama in 1981.

By the summer of 2012, the anti-government protests had escalated into a full-blown civil war. By then defecting elements of the Syrian army and opposition members had organised into armed groups loosely allied under the umbrella of the Free Syrian Army (FSA). The conflict moved from rural towns and the cities of Homs and Hama into Damascus and Aleppo, disrupting the country's economy and displacing more than 1.2 million people in just a few weeks in July. The heaviest fighting took place in populated areas along a north-south axis from Aleppo through Hama, Homs and Damascus to Dara'a, but the whole country has been affected by the conflict and the internal displacement it has caused.

Most Syrians who fled their homes have sought safety with relatives, friends and host communities, paying rent as and when they can afford to do so. Many hosting areas have seen their populations explode, with relatively small cities such as al Ar-Raqqah and An-Nabbaq suddenly hosting hundreds of thousands of IDPs. Families without financial means or those unable to reach relatives resorted to taking refuge in public spaces such as mosques, universities, municipal parks and schools. Back in September when the academic year resumed, the government forcibly expelled a significant number of IDPs sheltering in schools without offering them alternative solutions. These IDPs found themselves forced into secondary displacement.

Multiple displacements have been a striking feature of the crisis in Syria as new fronts in the conflict open up. There has been a close correlation between the conflict and displacement, in which people fleeing the fighting took refuge in calmer neighbourhoods or cities only to find that these areas had become hotspots for escalating protest and repression. In Damascus, Douma was emptied of its inhabitants after protests in July, and IDPs fled to Harasta before insecurity forced them to move

on again, this time south to Jaramanah, Babila and Sayeda Zeinab. Tellingly, these neighbourhoods also became centres of resistance. Hundreds of thousands of Palestinian refugees have also been affected. Some became internally displaced when government forces attacked their UNRWA-run camps in pursuit of Syrian IDPs who had sought refuge there.

Two years of intensifying conflict have taken their toll on Syria's economy, with the price of bread multiplying many times over from \$0.20 at the onset of the crisis to as much as \$3.50 in some parts of the country. The average salary in 2011 was no more than \$300 a month. Livelihoods have become a major concern affecting both IDPs and host communities across the whole country.

The government has recognised some humanitarian needs and has negotiated with OCHA and the Syrian Humanitarian and Aid Response Plan (SHARP). The Syrian Arab Red Crescent (SARC) has been at the forefront of the response, distributing both food and non-food items throughout the country including, albeit to a lesser extent, to the Kurdish and FSA-controlled areas. Despite its best efforts, the scale of the crisis rapidly surpassed SARC's capacity to respond, and its president, Dr Abdul Rahman al-Attar, admitted in September that the organisation had not been able to reach as many as two-thirds of IDPs.

Syrian civil society has also tried to assist the population in need, smuggling in medicine, food, fuel and rent assistance, particularly from Lebanon and Turkey. The impact, however, has been limited by contributors' own scarce resources. The international community, which increased its humanitarian funding request from \$180 million to \$480 million, has faced operational limitations caused by visa restrictions, security issues and a shortage of funds. Only 45 per cent of the funding pledged had been received as of the end of the year. WFP expressed concern, stating it could not provide enough food aid in Syria at a time when the international community was struggling to deliver winter assistance to those in need.

# Yemen

**NUMBER of IDPs**  
About 385,000

**PERCENTAGE**  
of total population  
About 1.6%

**START of displacement situation:**

2004

**PEAK number of IDPs**

545,000 (2012)

Human Development Index  
160

**NEW displacement in 2012**

132,000 reported

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- x Communal violence
- x Criminal violence
- ✓ Political violence



As of December 2012, there were about 385,000 IDPs in Yemen. The country continued to suffer the effects of conflict between government forces and rival tribal and militant groups during the year, and the fighting led to the displacement of tens of thousands of people, principally in the south. More than 10 million people were estimated to be facing severe food insecurity and 13 million acute water shortages.

The popular uprising that began in February 2011 abated somewhat towards the end of the same year following the transfer of power to Abdrabuh Mansur Hadi, who assumed the presidency under a transitional agreement brokered by the Gulf Cooperation Council and backed by the UN. Intermittent clashes and urban protests continued until February 2012, however, particularly in Sana'a, and ongoing clashes and insecurity caused new displacement and hampered returns and reconstruction efforts in both the north and the south of the country.

In southern Yemen, clashes between pro-government factions and the Islamic militant group Ansar al-Sharia for control of the governorate of Abyan continued. Ansar al-Sharia had taken control of most of Abyan by mid-2011, and declared it an Islamic state. More than 100,000 people were displaced as a result of that conflict. In April 2012, government forces backed by the Abyan popular defence committees launched an offensive to retake control of the territory, which lasted until June and brought the total number of people displaced from Abyan to the neighbouring governorates to over 200,000.

In northern Yemen, successive rounds of armed conflict between government forces and the al-Houthi movement in Sa'ada governorate have been the leading cause of displacement since 2004. The latest round of fighting, from mid-2009 to February 2010, was significantly more destructive than the previous ones. The conflict spread to Al Jawf, Hajjah and Amran governorates and to areas bordering Saudi Arabia, displacing more than 340,000 people. Most of those who fled their homes remained in protracted displacement as of the end of 2012. Around 50,000 people were also internally displaced in early 2012, mainly in Hajjah governorate, as a result of intermittent conflict between al-Houthi, rival tribes and Salafist militants.

Ongoing clashes, checkpoints and landmines have prevented many civilians from fleeing or seeking assistance, and have also caused death and injury among those who have tried to do so.

The majority of IDPs live among host communities. Many have chosen not to live in camps because of the lack of livelihood

opportunities available there, and cultural norms that dictate that women should not be seen by men other than their close relatives. Most IDPs live in rented and overcrowded housing or in makeshift shelters, schools and informal settlements. Many have inadequate access to clean water, sanitation, food and public services, particularly in the conflict-affected areas of Abyan.

The government has made return its preferred solution to resolving the displacement crisis. The humanitarian community has sought to provide support in an effort to ensure that returns are voluntary and carried out in safety and dignity. It has also tentatively explored other settlement options with the government for those who do not wish to return. Although the majority of IDPs in both the north and south have expressed a wish to go back to their places of origin, most have been reticent to do so given prevailing insecurity, the presence of landmines and unexploded ordnance, limited reconstruction efforts and a lack of livelihood opportunities. By December 2012, around 98,000 IDPs had returned in the south and 36,000 had reportedly returned in the north.

The humanitarian response in Yemen has been impeded by access restrictions, insecurity, limited resources and inadequate funding in recent years. In 2012, humanitarian access continued to be intermittent. In the south, it improved as the conflict receded, enabling a more extensive response. In the north, there were also modest improvements but access remained difficult.

The UN has been operating the cluster approach in Yemen since 2010, working closely with the Executive Unit on IDPs, which was established by the Yemeni government to respond to displacement. As of the end of 2012, the latest humanitarian response plan was only 57 per cent funded. Additional funding was requested for the UN plan to address the humanitarian situation in Abyan.



Families fled their homes in Pakistan's Federally Administered Tribal Areas and take refuge at the Jalozi camp near Peshawar. (Photo: UNHCR/T. Irwin, March 2012)

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

### Figures and causes

The decrease in the number of IDPs observed in 2011 in south and south-east Asia continued in 2012. Around 4.1 million people were internally displaced as of the end of the year as a result of internal armed conflict, violence and human rights violations, down nearly 5.5 per cent from 4.3 million a year earlier.

Pakistan, Afghanistan and India had the highest number of reported IDPs, accounting for more than a third of the region's displaced population. In many countries, the counting and profiling of IDPs was complicated by their high level of mobility and lack of effective monitoring mechanisms. In addition, flawed registration systems also tend to exclude both IDPs outside official camps and those who do not fall within often narrow official definitions of what constitutes an IDP. Camp closures and premature deregistration also meant IDPs were often removed from official statistics and denied further assistance, despite

not having achieved a durable solution. Internal armed conflict between government forces and non-state armed groups (NSAGs) was the main cause of conflict-induced displacement

**Pakistan, Afghanistan and India had the highest number of reported IDPs, more than a third of the region's displaced**

in India, Indonesia, Myanmar, Pakistan, the Philippines, Sri Lanka and Thailand, and in the region as a whole. In some of these countries, and in Bangladesh, the violence was between ethnic and religious groups or clans competing for land, resources and political power. Some countries, notably Myanmar and the Philippines, made significant progress towards the peaceful settlement of long-standing conflicts, but it tended not to end displacement.



## New movements

At least 1.4 million people were newly displaced in the region during 2012. Several waves of inter-communal violence displaced up to 500,000 people in India's north-eastern Assam state, while military operations against NSAGs in Pakistan's Federally Administered Tribal Areas (FATA) forced about 412,000 people to flee. In the Philippines, at least 178,000 people fled clashes between government forces and NSAGs in Mindanao and clan violence affecting mainly Muslim-majority areas. An estimated 166,000 people were newly displaced in Myanmar, most of them by inter-communal violence pitting Rakhine against Rohingya and other Muslim minorities in Rakhine state. In Afghanistan, an estimated 100,400 people were reportedly displaced, though the true figure is thought to be far higher. Most fled armed conflict between pro-government forces and the Taliban and widespread conflict-related violence.

## In most cases, IDPs aimed to find safety for their families while remaining as close as possible to their property to facilitate their return

Patterns of displacement varied considerably, with the nature of the violence and the availability of protection and assistance influencing how far people fled and for how long. In most cases, IDPs aimed to find safety for their families while remaining as close as possible to their property to facilitate their return. Some sought refuge with friends and relatives or host communities and managed to return within a few days or weeks. In other cases, persistent insecurity and the loss of property and traditional livelihoods forced IDPs to remain in camps or attempt, often unsuccessfully, to integrate with their host communities.

Throughout the region, relative security and better job prospects and basic services encouraged some IDPs to seek refuge in cities, where most settled in informal settlements, often squatting on private or state owned land. Protracted urban dis-

placement was a particular concern in Afghanistan, where local authorities were reluctant to recognise urban IDPs. In contrast, relatively well-off IDPs from Nepal's Terai region and southern Thailand found it relatively easy to integrate in their countries' major cities.

Over 14 million people were newly displaced by sudden-onset disasters in the same conflict-affected countries in the region. Disasters often increase the vulnerability of IDPs already displaced by conflict and violence, and in some cases it was hard to distinguish one clear cause of displacement.

## At least 1.4 million people were newly displaced in the region during 2012

### Protection issues

Armed conflict, harassment and intimidation by NSAGs and state forces, unexploded ordnance and restricted freedom of movement put IDPs at risk of injury and death. In the Philippines, counter-insurgency operations against the New People's Army (NPA) were reportedly accompanied by human rights violations, including the extra-judicial killing of indigenous people suspected of supporting the rebels. In Assam, IDPs living in camps in the Bodoland Territorial Areas District were reportedly at risk of attacks. There were concerns of a severe humanitarian crisis in Rakhine, where tens of thousands of displaced Rohingya had no access to health care, clean water, proper shelter or food. In Indonesia's Papua province, people displaced by military operations in Keerom district in July 2012 reportedly hid in the jungle for months, surviving on what little food they could collect. In Afghanistan, worrying numbers of IDPs were food insecure, with more than half spending over 90 per cent of their income on food.

In Afghanistan, Pakistan and the Philippines, displaced children were at risk of child labour, trafficking and forced recruitment. Limited livelihood options, particularly in urban areas, left displaced women and girls at risk of forced and early marriage and other forms of gender-based violence. Female-headed

households were particularly vulnerable. In Pakistan, many women hold no national identity card, which is required for female-headed households to access most humanitarian assistance. The need to ensure *pardah*, or honour, also restricts women's access to food distribution points, information and basic services.

## **In Afghanistan, Pakistan and the Philippines, displaced children were at risk of child labour, trafficking and forced recruitment**

### **Prospects for durable solutions**

Around 261,000 people were reported to have returned to their homes during 2012. The true figure, however, is thought to be higher, as people often return in small groups or individually and such movements tend to go unreported. Most returns involved people displaced for just a few weeks or months, but in the Philippines a number of IDPs living in more protracted displacement went back to their homes in Central Mindanao thanks to improved security and a government-sponsored return and recovery programme. In Pakistan, the government declared a number of areas in FATA clear of armed groups, and voluntary repatriation programmes were undertaken. Nearly 60,000 people reportedly returned in 2012, but - as was often also the case elsewhere - it was unclear whether the process was sustainable.

Persistent insecurity, damage or destruction of housing, the slow restoration of basic services and infrastructure, unresolved land and property issues and a lack of livelihood opportunities were all major obstacles to returns across the region, and in many cases prevented them outright. In Sri Lanka, the military's ongoing occupation of land in conflict-affected areas was a case in point. Throughout the region, governments continued to largely prioritise return over other settlement options such as local integration or settlement elsewhere. In countries such as Nepal or Afghanistan, where the majority of IDPs do not wish to return to their places of origin, there is an urgent need to support alternative settlement options to return, in particular, local integration.

Peace processes, which in recent years have enabled many IDPs to return, remained incomplete in many cases, and few countries made progress in ensuring accountability for displacement-related human rights abuses. Governments in Bangladesh, East Timor, Indonesia and Nepal largely failed to follow up on their commitments to ensure truth, justice and reparation for victims of conflict, including IDPs, and their families.

### **Responses**

Most governments made significant efforts, often with the support of the international community, to meet IDPs' immediate needs and so avert humanitarian crises. Responses, however, were often ad-hoc and poorly coordinated, and based on a short-term humanitarian approach. Other obstacles included poor governance and a lack of state resources.

Effective humanitarian responses were hampered by access restrictions, whether imposed by governments - as in Indonesia (Papua) - or caused by insecurity, as in Afghanistan and Myan-

mar. The Indian government still refuses to acknowledge the existence of internal displacement as a result of conflict and violence.

Many countries have yet to develop comprehensive legal frameworks or policies to guarantee IDPs' rights. Progress was made, however, in the Philippines, where congress enacted the Rights of Internally Displaced Persons Act in February 2013. In Afghanistan, the Ministry of Refugees and Repatriation initiated the development of a national policy on IDPs. Both the UN and civil society organisations criticised the ASEAN Human Rights Declaration, which was adopted in November, for a lack of transparency and consultation during the drafting process, and the fact that it challenges the principle that human rights are universal by making respect for them subject to national laws.

## **There is growing recognition that humanitarian relief alone will not address IDPs' needs, but a gap between humanitarian and development interventions remains**

The UN and the broader international community supported most governments of the region in their efforts to assist and protect IDPs. There is recognition that humanitarian relief alone will not address IDPs' needs, but a gap between humanitarian and development interventions remains. In Sri Lanka, where many UN agencies and NGOs are phasing out their humanitarian programmes, it is unclear whether the development sector will include people affected by displacement in development strategies.

A steep decline in humanitarian funding in some countries and a low level of support for early recovery initiatives in others further undermined the overall response and were major obstacles to IDPs achieving durable solutions. In Afghanistan, humanitarian funding dropped by 50 per cent in 2012. In Pakistan, the government had still not adopted an early recovery assistance framework for FATA as of the end of 2012, so limiting funds for projects in many return areas.

Countries	Number of IDPs (rounded)	Government figures	UN figures	Other figures	Comments
Afghanistan	<b>At least 492,000</b>	492,000 (MoRR/ UNHCR, January 2013)	492,000 (MoRR/UNHCR, January 2013)		Official figures do not include IDPs in urban and semi-urban areas and those in inaccessible rural locations, including large swaths of the conflict-affected south, east and south-east.
Bangladesh	<b>Undetermined</b>	667,000 (2000)			Official government information for the year 2000 states that 128,364 families were internally displaced. Calculating with an average family size of 5.2 individuals per family for Chittagong.
India	<b>At least 540,000</b>				Compiled by IDMC from various available figures.
Indonesia	<b>Up to 170,000</b>				Compiled by IDMC from various available figures.
Lao People's Democratic Republic	<b>Undetermined</b>				There was little independent access to an estimated 7,700 Hmong repatriated from Thailand and resettled in government-controlled camps since 2006.
Myanmar	<b>At least 450,000</b>		More than 125,000 in Rakhine State; 75,000 in Kachin and Northern Shan States (UN OCHA, 31 December 2012)	250,000 in south-east Myanmar (IDMC interview, February 2013)	Combination of UN and other figures.
Nepal	<b>Undetermined</b>				In 2009, international agencies estimated that up to 70,000 people displaced by the 1996-2006 conflict had not achieved durable solutions. This figure did not include people displaced in the Terai where thousands have fled their homes since 2007-2008.
Pakistan	<b>At least 758,000</b>	758,000 (FDMA, December 2012)	758,000 (UNHCR, December 2012)		Includes only those displaced in Khyber Pakhtunkhwa province and Federally Administered Tribal Areas and who meet official IDP registration criteria.
The Philippines	<b>At least 1,200</b>		1,200 (Protection Cluster, December 2012)		Includes people in government-recognised camps and relocation sites, displaced by armed conflict, clan violence and crime in 2012; but not IDPs living with hosts or people whose return or settlement elsewhere has not been sustainable.
Sri Lanka	<b>At least 93,000</b>				The figure is based on government data compiled by UNHCR, with additional information integrated by IDMC. Of the more than 93,000 IDPs, over 9,800 displaced before April 2008 were living in camps; more than 700 displaced after April 2008 were in transit situations; and more than 82,000 displaced both before and after April 2008 were staying with host communities.
Thailand	<b>Undetermined</b>				Available information suggests that up to 240,000 people may have left their homes in violence-affected southern provinces since 2004.
Timor-Leste	<b>Undetermined</b>				In 2010 the government reported that no IDPs remained, but the sustainability of some returns was uncertain.



# Afghanistan

**NUMBER of IDPs**  
At least 492,000

**PERCENTAGE**  
of total population  
At least 1.4%

**START of displacement situation:**

2001

**Human Development Index**  
175

**PEAK number of IDPs**

1,200,000 (2002)

**NEW displacement in 2012**

At least 100,400

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



With the drawdown of international military forces well underway, displacement continued to increase in 2012. The Ministry of Refugees and Repatriation (MoRR) and UNHCR put the total number of IDPs at nearly 500,000, of whom at least 100,400 were newly displaced during the year. Official figures are widely recognised to under-represent the scale of displacement as they exclude IDPs in inaccessible rural locations and urban areas.

Afghanistan has experienced numerous waves of displacement since the 1970s, caused by decades of war and insecurity, natural disasters, chronic poverty and widespread human rights abuses. Following a period of relative calm after the fall of the Taliban in 2001, conflict-related displacement has more than doubled since 2008. IDPs are highly mobile, often forced into secondary or tertiary displacement or onward migration.

Armed conflict pitting the Afghan security forces and international troops against the Taliban and other armed opposition groups was the primary cause of displacement in 2012. Civilians fled from military operations, and increasingly from attacks, intimidation and other serious abuses by armed opposition groups. General insecurity, land disputes and tribal conflict were also significant factors. An estimated 75,000 IDPs have been living in displacement since before 2003.

The National IDP Task Force, which is co-chaired by MoRR and UNHCR, collates and analyses data on displacement. It found that roughly 75 per cent of IDPs were displaced in the south, east and west of the country, with many concentrated in the provinces of Herat, Nangahar, Helmand and Kandahar. In the north, displacement has increased more than five-fold since 2010, reflecting the spread of conflict across the country.

The dynamics of displacement varied significantly across the country, between urban and rural areas and within provinces. IDPs were found to be living with relatives, in camp-like settings and dispersed in host communities. Increasing numbers fled to cities and settled alongside the urban poor in informal settlements, making it harder to identify and assist them. A growing number of urban IDPs live illegally on private or state land, in substandard accommodation and at risk of eviction.

Most IDPs continue to live in extremely vulnerable situations. Many face a range of physical threats, and struggle to meet basic needs such as food, water and shelter. Half of the IDPs surveyed for a NRC/IDMC study said they spent 90 per cent of their income on food and went into debt, driven in part by larger than average households and lower income as a result of unemployment.

Female-headed households have even fewer livelihood opportunities and are particularly vulnerable. Children, who make up an estimated 64 per cent of the IDPs, are less likely to attend school and face an increased risk of child labour and forced marriage.

According to the NRC/IDMC study, less than 25 per cent of IDPs wished to return to their places of origin, even if security improved. Prospects for sustained return to rural areas are limited by insecurity, lack of employment and access to land and basic services. Urban IDPs have sought to integrate locally, but authorities have not supported them in their efforts. With few prospects for durable solutions, protracted displacement is a growing concern.

Despite increased awareness of IDPs' plight, national and international efforts to assist them remained limited. MoRR and its provincial departments led the government's response, but this was hindered by an unclear mandate, weak capacity and a shortage of funds. There was also a lack of coordination across different government ministries. The government announced its decision to develop a comprehensive national policy on IDPs during 2012, and as of the end of the year MoRR was in the drafting process with international support. This represents a key step forward in the protection of IDPs.

Humanitarian assistance was coordinated through the cluster system and by the National IDP Task Force and its regional offices, which were established in 2008. The humanitarian community prioritised emergency food and non-food items and winter assistance for the newly displaced and some urban IDPs. The response was hampered, however, by a lack of reliable and timely data, restricted access and a steep decline in funding during the year. Better cooperation between humanitarian and development organisations is required to meet longer term needs.

Efforts to improve coordination, promote principled humanitarian action, boost winter preparedness and improve systems for monitoring IDPs helped to address some of these concerns, but major gaps in assistance and protection remain.

# Bangladesh

**NUMBER of IDPs**  
Undetermined

**PERCENTAGE**  
of total population  
Undetermined

**START of displacement situation:**

1973

**PEAK number of IDPs**

667,000 (2000)

Human Development Index  
146

**NEW displacement in 2012**

At least 5,000

## CAUSES of displacement

- x International armed conflict
- x Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



No recent information was available on the number of people internally displaced as a result of armed conflict and violence in Bangladesh. IDPs are widely dispersed, and the fact that internally displaced Bengalis are not always counted also makes estimating figures difficult.

In September 2012, dozens of people were injured and more than 100 houses and shops burned down during communal violence between Bengalis and non-Bengalis in the south-eastern Chittagong Hill Tracts (CHT) region. Around 1,000 non-Bengali families, or 5,000 people, were reported to have been internally displaced.

Tensions between Bengalis, the majority community, and non-Bengali tribal people known as *Jumma* go back to the 1970s. After independence in 1971, *Jumma* living in CHT demanded greater autonomy. The government rejected their demands, and

in 1973 armed conflict broke out between the national army and Shanti Bahini, the armed wing of the United People's Party of the Chittagong Hill Tracts (PCJSS). At the same time, the government settled Bengalis from the country's central plains in CHT.

A peace accord was signed in 1997, which provided for cultural recognition and partial self-government for the *Jumma*, the withdrawal of the army, an end to the settlement of Bengalis in CHT and the rehabilitation of the several hundred thousand IDPs. The agreement, however, was still to be fully implemented as of the end of 2012. Acts of violence and discrimination continued and land disputes remained unresolved. Neither the government's task force on returning refugees and IDPs nor the country's land commission met their objectives. The government also criticised the international community's involvement in the CHT issue and increased its control over international donations for Bangladeshi NGOs.

# India

**NUMBER of IDPs**  
At least 540,000

**PERCENTAGE**  
of total population  
Undetermined

**START of displacement situation:**

1990

**PEAK number of IDPs**

Undetermined

Human Development Index  
136

**NEW displacement in 2012**

About 500,000

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



Hundreds of thousands of people were newly displaced by armed conflict and violence in India in 2012, while many others continued to live in protracted displacement. As of the end of the year, at least 540,000 people were estimated to be internally displaced across the country.

In north-eastern Assam state in July and August 2012, nearly 500,000 people were forced to flee as a result of inter-communal violence between Bodo tribal people and Bengali-speaking Muslims. The IDPs took shelter in more than 300 camps set up on public land and in public buildings, including schools. Living conditions in camps were reportedly dire, with a lack of basic necessities and little access to health care and education services.

New clashes took place in the same area in November, at a time when the Assam state government was encouraging IDPs to return home. An unknown number of people set up makeshift camps near their home areas because continuing insecurity did not allow them to return. It was not clear whether more people were displaced in November.

Similar clashes in 1993, 1996, 1998, 2008, 2010 and 2011 reportedly displaced more than 800,000 people, of whom tens of thousands were still IDPs in 2012. In addition, about 30,000 Bru people who fled from Mizoram state to Tripura state in 1997 and 2009 remained internally displaced.

In central India, recurring armed conflict over land and mineral resources has pitted government forces and allied militias against Maoist insurgents since 2005, and ongoing clashes caused new internal displacements throughout 2012. There are, however, no estimates of the number of people affected. As in the north-east, many of those who fled their homes in previous years continued to live in situations of internal displacement during 2012.

In Jammu and Kashmir, many of those who were forced to flee their homes in the Kashmir Valley in 1990 and after because of separatist violence targeting the Hindu minority remained internally displaced in 2012. They were living in Jammu, Delhi and elsewhere in India. Supported by the government with public sector jobs, a small number returned to the Kashmir Valley during the year.

In Gujarat in 2002, and in Orissa in 2007 and 2008, more than 200,000 people fled inter-communal violence between the majority Hindu population and Muslim and Christian minorities. How many of those affected were able to achieve durable solutions during 2012 is not known. Thousands of Muslim IDPs in Gujarat continued to endure very poor living conditions, but their prospects of return remained dim as Hindu extremist groups expropriated their homes and land. Thousands of Christian IDPs in Orissa were discouraged from returning, as some returnees have been forced to convert to Hinduism. IDPs' attempts to integrate in their areas of displacement or to settle elsewhere in India have generally not been supported by the government.

Estimates of the numbers of IDPs in India are conservative

and include only those identified as living in camps. The majority, however, are thought to be living outside official camps, with many dispersed in the country's cities. Many of those who moved out of camps in 2012, including returnees, are unlikely to have found a durable solution to their displacement.

India has no national policy, legislation or other mechanism to respond to the needs of people internally displaced by armed conflict or generalised violence. Authorities, whether at the national, state or district levels, often fail to meet their responsibilities to protect and assist the displaced, in some instances because they were unaware of IDPs' rights. In cases where there was a response to a displacement situation, it generally came from state or district authorities rather than central government. These authorities were sometimes reluctant to offer support, particularly in cases where they themselves had played a role in causing the displacement.

There was no central government focal point to ensure IDPs' protection, monitor their number and needs or facilitate durable solutions through return, local integration or settlement elsewhere in the country. Some national agencies and human rights bodies, including the National Human Rights Commission and the National Commission for Protection of Child Rights, advocated on behalf of IDPs. Humanitarian and human rights organisations had only limited access to the displaced population and there was little support from international actors in the response to internal displacement due to conflict and violence.

# Indonesia



**NUMBER** of IDPs  
About **170,000**

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

**START** of displacement situation:

1999

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

Human Development Index  
121

**NEW** displacement in 2012  
At least **5,000**

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence

Thousands of people were newly displaced in Indonesia in 2012. They fled renewed sectarian and inter-communal violence in East Java and Lampung provinces, and military operations targeting the Free Papua Movement (Organisasi Papua Merdeka or OPM) in Papua province. No new displacements were recorded in the provinces of Maluku, Aceh or West Timor, which were previously affected by conflict, but tens of thousands of former IDPs there faced economic and social marginalisation and only limited access to livelihoods and basic services. For many of those living in protracted displacement, the key obstacle to achieving a durable solution was their inability to assert ownership or tenancy rights over their land and property.

In East Java, around 165 members of the province's Shia Muslim minority were driven from their homes on Madura island for a second time in August when a mob of 500 people attacked their community. Unwilling to be relocated or to convert to Sunni Islam - a condition set by Sunni local leaders for their return - they remain living in a sports centre in Sampang district. In December government aid was withdrawn, leaving many in limbo. The community had already been displaced by similar attacks at the end of 2011, after which local authorities forced them to return even though most did not feel safe to do so.

In South Lampung regency, located on the southern tip of Sumatra island, some 2,000 people were displaced in October

by violent clashes between local people and migrants from Bali in which 14 people were killed and scores of homes and vehicles destroyed. Underlying causes of the violence included economic disparities, social jealousy and negative stereotypes. A peace deal and the deployment of a 2,000-strong police force allowed most of those displaced to return shortly after the clashes, though most had to be housed temporarily in shelters amid simmering tensions.

The conflict in Papua showed no sign of abating during 2012. Thousands of people were displaced by violence in the central highlands, where Indonesian security forces are fighting OPM rebels. Papuans remain deeply frustrated by the policies of a central government that severely limits their freedom of expression, represses political dissent and has failed to raise the province's development and human security indicators - the lowest in Indonesia despite its vast natural resources.

Between June and October, thousands of people reportedly fled their homes in and around Wamena town as a result of military sweeps. Human rights violations against civilians suspected of supporting OPM rebels were also reported. Most people fled into the forest or stayed with relatives. Military operations in the gold-rich district of Paniai forced thousands of people to seek refuge in the jungle in September and October. More than 10,000 people had fled similar operations at the end of 2011. Limited access to areas of Papua affected by conflict made it difficult to assess IDPs' needs and provide assistance.

The National Disaster Management Agency is the administrative and policy-making body for people displaced both by nat-

ural disasters and "social conflicts", while the Ministry of Social Affairs is responsible for providing relief during emergencies. In May, parliament adopted a "social conflict management" law designed to fill a legislative gap in the handling of conflicts and the provision of assistance and protection to people affected.

The law is controversial as it provides for greater involvement of the military in conflict resolution. Under its provisions, local authorities are able to declare a "state of conflict" in consultation with the presidency, and to impose measures to restrict people's rights, including their freedom of movement.

Another concern is the broad definition of "social conflict", which may be interpreted to include land conflicts pitting individuals against private companies. In recent years, communities at risk of losing their land have increasingly resisted the drive to exploit Indonesia's vast natural resources. At the end of 2011, parliament adopted a law on "land acquisition for public interest", which fails to recognise and guarantee the specific land rights of indigenous people and may therefore facilitate their forced eviction.

In recent years, the UN has mainly addressed IDPs' needs through community-level reintegration and development projects aimed at improving livelihood opportunities for the most vulnerable members of the population. In 2012, the EU continued to fund a number of programmes supporting IDPs' resettlement and livelihoods and the strengthening of the capacity of local authorities in a number of provinces, including Maluku, Central Sulawesi and West Timor.

# Myanmar

**NUMBER of IDPs**  
At least  
**450,000**

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

**START of displacement situation:**

1962

**PEAK number of IDPs**

Undetermined

**Human Development Index**  
149

**NEW displacement in 2012**  
At least  
**166,000**

## CAUSES of displacement

- x International armed conflict
- ✓ **Internal armed conflict**
- x Deliberate policy or practice of arbitrary displacement
- ✓ **Communal violence**
- x Criminal violence
- x Political violence



Myanmar is undergoing major political reforms and has initiated a series of peace processes, but in 2012 it also continued to experience armed conflict and new inter-communal violence that led to significant internal displacement. As of the end of the year, the country was estimated to be hosting at least 450,000 IDPs.

In western Rakhine state, inter-communal violence broke out in June pitting ethnic Rakhine against ethnic Rohingya and other Muslim minorities, and forcing more than 100,000 people from both communities to flee. The IDPs took shelter in displacement camps in and around the state capital of Sittwe or with host communities. Following a new outbreak of violence in October, a further 36,000 fled, many seeking refuge in the same camps.

By the end of the year, more than 125,000 people were internally displaced in Rakhine state. Of that total, 115,000 were registered as IDPs while more than 10,000 were not. Humanitarian organisations and the government have provided assistance, but the camps are overcrowded and lack access to basic services. Health care, education and livelihood opportunities are also limited, and it was not safe for IDPs to leave the camps. As an indirect result of the violence, several hundred thousand ethnic Rohingya living in the north of the state lost access to the much-needed humanitarian assistance they had been receiving for years until trouble first broke out in June.

In north-eastern Kachin state and the northern part of neigh-

bouring Shan state, fighting between the Kachin Independence Army (KIA) and the Myanmar military, which began in June 2011, intensified in December 2012. The military reportedly launched airstrikes on the town of Laiza, where KIA has its main base. By the end of the year, more than 75,000 people had been internally displaced. Over 40,000 were living in areas controlled by KIA, to which UN agencies had only limited access, but they also receive some assistance from local organisations.

In the south-east, tensions between the Myanmar army and ethnic non-state armed groups (NSAGs) eased during 2012 when compared with previous years, though there were numerous ceasefire violations in the southern part of Shan state. There were no clashes in Kayah and Mon states and Bago and Tanintharyi regions, with very few isolated incidents between NSAG and Border Guard Force personalities in Kayin state that were quickly contained. As of the end of the year these areas were estimated to be hosting around 250,000 protracted IDPs who had fled their homes to escape armed conflict and human rights violations. Many among them face security risks because of the presence of landmines, and they also lack access to adequate food, clean water, sanitation, durable shelter, health services, education and livelihoods.

Efforts towards a full-fledged peace process continued as the government on either the national or state level signed preliminary ceasefire or peace agreements with the NSAGs. As of the end of the year, KIA was the only group not to have signed such an agreement. The Peace Donor Support Group and the Myanmar Peace Support Initiative were set up in 2012 with the

aim of providing assistance to conflict-affected people, including IDPs, and support for the ceasefires and ongoing peace-building efforts.

The government has also initiated a process of political reform. In parliamentary by-elections in April, candidates of the formerly banned National League for Democracy (NLD) won 43 of the 45 seats that were contested. Among the newly elected NLD MPs was the Nobel laureate Aung San Suu Kyi, who also became chair of the lower house's Committee for Rule of Law and Peace and Stability. The government continued to release political prisoners and liberalise the media, and new legislation and regulations governing demonstrations were also adopted.

In response, several countries and regional bodies including the US, Norway and the EU, have eased their sanctions on Myanmar. A number of high-level officials visited the country in 2012, including President Barack Obama, the UN High Commissioner for Refugees, Antonio Guterres, and the UN Emergency Relief Coordinator, Valerie Amos.

In 2013, it will be important to ensure that peace-building efforts are matched by an end to fighting on the ground and that the views of IDPs and a discussion of issues related to internal displacement, such as durable solutions, are included in the peace process. Increased foreign investment and the exploitation of natural resources should adhere to ethical standards, including those set out in the Extractive Industries Transparency Initiative (EITI), of which the government was intending to become a signatory.

# Nepal

**NUMBER of IDPs**  
Undetermined

**PERCENTAGE**  
of total population  
Undetermined

**START of displacement situation:**

1996

**PEAK number of IDPs**

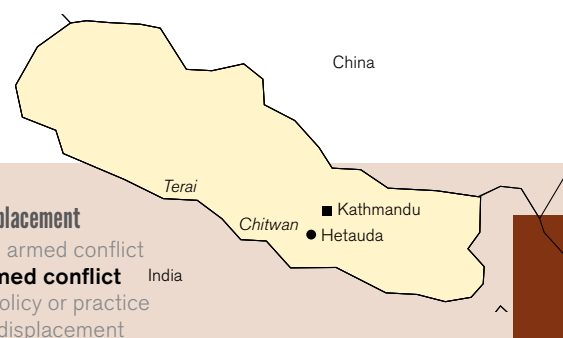
200,000 (2005)

Human Development Index  
157

**NEW displacement in 2012**  
Undetermined

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- ✓ Criminal violence
- ✓ Political violence



More than six years after the government and Maoist rebels ended their decade-long armed conflict, the peace process remains largely incomplete. Widespread impunity for perpetrators of human rights violations committed during the conflict, endless political bickering, corruption and the government's relative absence from rural areas has largely undermined state legitimacy.

Nearly all IDPs have returned, but an undetermined number, believed to be in the thousands, have been unable or unwilling to go back to their places of origin, mainly as a result of unresolved land and property issues and security concerns. Land expropriated by the Maoists has often been sold or given to landless or tenant farmers. The sustainability of returns has often been undermined by the absence of state services and a lack of livelihood assistance. Assistance provided by the government

to IDPs since 2007 has mainly focused on helping them return by covering their transportation costs.

Most IDPs no longer have assistance needs related to their displacement as they have managed to integrate locally, mainly in urban centres and cities. Some, however, particularly women and children, have struggled to find proper accommodation and access basic services. They are also more likely to be exposed to a range of threats including exploitation and sexual violence.

Since 2007, episodes of violence from separatist and criminal groups in central Terai, the region south of the Himalayan foothills, have led to the forced displacement of 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 Hetauda, Chitwan district and Kathmandu.

# Pakistan

**NUMBER** of IDPs  
**At least 758,000**  
**PERCENTAGE**  
of total population  
**About 0.4%**

**START** of displacement situation:  
**2004**  
**PEAK** number of IDPs  
**3,000,000 (2009)**  
**NEW** displacement in 2012  
**At least 412,000**  
**Human Development Index**  
**146**

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



Military operations against armed opposition groups, and local sectarian and tribal conflicts have caused displacement in Pakistan's volatile north-western region for at least eight years. The Federally Administered Tribal Areas (FATA) are currently worst-affected. As of 31 December 2012, 758,000 people were registered as internally displaced by UNHCR, more than 90 per cent of whom fled FATA for Khyber Pakhtunkhwa (KP) province. The number of IDPs peaked in 2009, at more than three million, most of them from KP's Malakand region.

According to UNHCR, 412,000 new IDPs from FATA were registered in 2012, while 59,000 people (12,600 families) - significantly less than in 2011 - returned to the area in voluntary repatriation projects, most of them to the agencies of Kurram, South Waziristan.

UNHCR carried out the registration process on behalf of KP and FATA Disaster Management Authorities, and those able to register as IDPs had most access to assistance. To be eligible, heads of household required a valid national identity card (CNIC) showing two addresses in an area which the government had officially recognised, or "notified" as conflict-affected.

Measures were taken to remove practical barriers to registration, but vulnerable IDPs from locations that were not "notified" were largely excluded from assistance. According to the IDP Vulnerability Assessment and Profiling (IVAP) project, a significant number in KP were unregistered as of the end of 2012.

Households headed by separated or widowed women faced difficulties in accessing assistance as many women did not hold their own CNIC. The need to ensure *purdah*, or honour, also restricted women's access to food distribution points, and to information and basic services whether on or off camp. Other vulnerable groups, such as the chronically ill and elderly, experienced similar difficulties as a result of their limited mobility.

Military operations in the Bara sub-division of FATA's Khyber agency led to a major influx of IDPs to Peshawar and Nowshera districts of KP in 2012. The Khyber displacement began in January and peaked in mid-March, when 10,000 families a day were arriving at Jalozai displacement camp in KP. By October, more than 280,000 Khyber IDPs had been registered.

Overall, 89 per cent of those displaced chose to live in host communities, rather than seek shelter in one of the region's three IDP camps. Most families who were able to rented houses. That said, Pakistan's total camp population was still substantial in 2012, with 85,000 IDPs, roughly half of whom were under 18, living

in Jalozai, Togh Serai and New Durrani camps in the KP area.

According to IVAP, more than 60 per cent of displaced families outside camps live below the poverty line, earning less than 5,000 rupees (\$51) a month. The rising cost of housing and competition for jobs has left IDPs in urgent need of food, rental assistance and jobs. Vulnerability has increased over time, and those displaced for longer periods have gone into debt to meet their basic needs after exhausting their other coping mechanisms. Lack of access to documentation, particularly children's birth certificates and CNICs, remains a major protection concern.

According to OCHA, more than 3.6 million IDPs have returned home to KP and FATA since 2009. The government prioritised the return of registered IDPs to "de-notified" areas where it declared military operations over. To ensure the safe and voluntary nature of the return process, the humanitarian community and local authorities were guided by a 2010 return policy framework, though restricted access to some return areas means effective monitoring has not always been possible.

While nearly all IDPs wanted to return, tens of thousands of families were still unable to do so because of persistent insecurity, damage or destruction of their housing and lack of progress in restoring basic services and infrastructure.

With support from the humanitarian community, the government has registered and assisted millions of IDPs and returnees, providing food and non-food items, temporary shelter and essential services. That said, significant limitations remain. Provincial budget allocations were not enough to meet IDPs' needs both in and outside camps, and the humanitarian community experienced a funding shortfall of \$79 million during the year.

A much-needed early recovery assistance framework to benefit FATA's returnees had not been endorsed by the federal government as of the end of 2012, and Pakistan was still to develop a comprehensive, national policy on IDPs. Host community and family networks played a major role in supporting vulnerable IDPs, including unregistered IDPs excluded from assistance.

# The Philippines

**NUMBER of IDPs**  
At least 1,200

**PERCENTAGE**  
of total population  
**Undetermined**

**START of displacement situation:**

2008

**PEAK number of IDPs**

600,000 (2008)

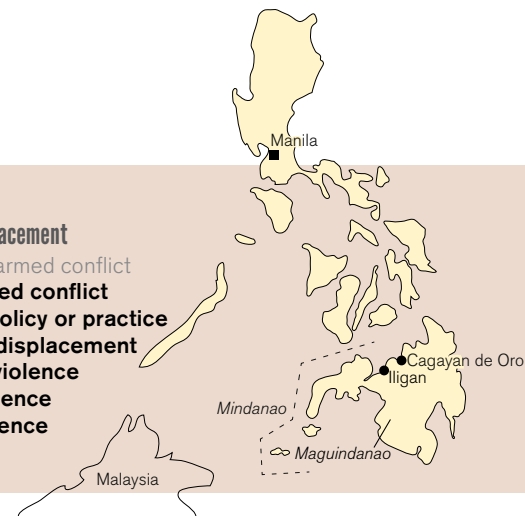
**Human Development Index**  
114

**NEW displacement in 2012**

178,000 reported

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- ✓ Criminal violence
- ✓ Political violence



An estimated 178,000 people were displaced by conflict and violence during 2012 in Mindanao in the southern Philippines, where the government has been fighting insurgent groups since the 1970s. For most, displacement was short-lived, and only a few thousand people were unable to return by the end of the year.

Armed clashes between the government and Muslim insurgents and violence between local clans were the main causes of displacement, which took place primarily in the Muslim-majority provinces of the Autonomous Region of Muslim Mindanao (ARMM). Clashes between government forces and communist rebels of the New People's Army (NPA) also forced people to flee their homes, in most cases in resource-rich indigenous territories in northern and eastern Mindanao.

Disasters are also major causes of displacement in Mindanao, affecting hundreds of thousands of people every year and often making groups already displaced by conflict and violence more vulnerable. Almost exactly a year after tropical storm Sendong devastated the northern cities of Cagayan de Oro and Iligan, typhoon Pablo struck eastern Mindanao in December 2012, killing more than 1,000 people, displacing nearly a million and affecting more than six million. The impact of both storms was made worse by environmental degradation caused by poorly regulated mining and logging activities.

IDPs and returnees in Mindanao tend to live in insecure environments prone to violence and where the rule of law is often absent. They are exposed to a range of threats, including abuses by armed groups, unexploded ordnance and gender-based violence. Military operations and counter-insurgency tactics sometimes restrict IDPs' rights, including their freedom of movement and access to food and livelihoods. Poverty is a key driver of onward migration, with people who lost their assets and livelihoods in their initial displacement forced to move again in search of work. This increases IDPs' vulnerability. Children in particular have to drop out of school, and they face a significant risk of falling prey to human traffickers or being recruited into armed groups.

The cycle of violence and displacement in many areas in Mindanao tends to have long-lasting effects, and displacement generally does not end when IDPs return. An assessment conducted in September 2012 in 33 municipalities across Mindanao identified more than 500,000 people, mainly IDPs and returnees, who still needed humanitarian and recovery assistance. Nearly half had been affected by armed conflict and most were located in Maguindanao, the province by far the hardest-hit.

Three out of four households in Maguindanao have fled twice or more in the past ten years. Many of those who returned to the province following the end of the 2008 to 2009 conflict between the government and the Moro Islamic Liberation Front (MILF) have struggled to access basic services and re-establish their livelihoods, the result both of recurrent flooding and sporadic fighting, mainly caused by clan feuds. Most received no assistance when they returned.

The government and its international partners have made significant efforts to address IDPs' immediate humanitarian needs, but a lack of funding has often undermined the effectiveness of early recovery and rehabilitation programmes. Assistance has also been hampered by weak institutions, poor capacity and a lack of downward accountability by local authorities.

In October 2012, the government and MILF signed a framework agreement which provides for the creation of the Bangsamoro, a new political entity to replace ARMM by 2016. This represents a chance to end the conflict and address the underlying causes of displacement.

Efforts to develop new legislation on displacement progressed well during the year, and in February 2013 congress enacted the Rights of Internally Displaced Persons Act. Under the new law, which provides for the protection and assistance of people displaced by both conflict and natural disasters, the Philippines Commission on Human Rights (PCHR) becomes the government's institutional focal point for IDPs.

At the end of 2012, the UN requested a total of \$100 million to fund its humanitarian and recovery programmes in Mindanao in 2013. Of the total, a third is to support its continuing operations in central Mindanao and the rest is to respond to the humanitarian needs arising from typhoon Pablo.

The UN will continue to support efforts to assist people affected by conflict and disaster in 2013, and it will also seek to strengthen its collaboration with the government and the humanitarian and development communities with the longer term aim of stabilising conflict-affected areas and facilitating durable solutions for IDPs.

# Sri Lanka

**NUMBER of IDPs**  
At least 93,000

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

**START of displacement situation:**

1983

**PEAK number of IDPs**

800,000 (2001)

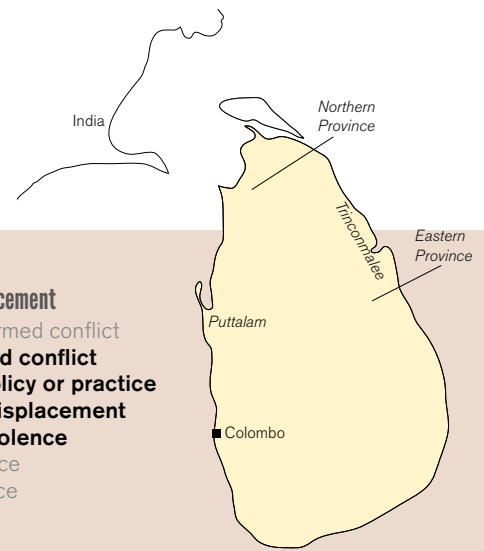
Human Development Index  
92

**NEW displacement in 2012**

-

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- ✓ Deliberate policy or practice of arbitrary displacement
- ✓ Communal violence
- x Criminal violence
- x Political violence



Hundreds of thousands of current and former IDPs in Sri Lanka remained in need of protection and assistance as of the end of 2012, more than three and a half years after government forces defeated the Liberation Tigers of Tamil Eelam (LTTE) in May 2009. More than 93,000 people were still living in camps, with host communities or in transit situations. Of more than 480,000 people who had returned to Northern and Eastern provinces, many are still to achieve durable solutions.

At the end of September 2012, the Menik Farm displacement camp, where around 225,000 Tamil IDPs were interned in June 2009, was closed. Of more than 1,300 IDPs still living in the camp in September, 560 were unable to return to their home areas because they were occupied by the Mullaitivu Security Force headquarters. Instead they were relocated, many of them against their will.

Military occupation of land is preventing around 26,000 people from returning across the north and east of Sri Lanka, and it is estimated that more than 3,000 people have been relocated, in many cases involuntarily.

Many returnees faced challenges in accessing their basic humanitarian needs such as shelter, water and sanitation during 2012. Displaced and returning communities also required livelihood assistance, social support, legal assistance and psycho-social care in recovering from the effects of the conflict. The assistance provided was inadequate to meet the needs. The presence of landmines and unexploded ordnance also continued to complicate the recovery of livelihoods. As of the end of the year, clearance operations were ongoing in both livelihood and residential areas, with 108 km<sup>2</sup> of land still in need of demining.

In December 2011 the government's Lessons Learnt and Reconciliation Commission recommended a reduction of the military presence and the demilitarisation of the administration. A year later, however, the number of troops in Northern province was still high, and the military continued to compete economically with small businesses run by conflict-affected people who were trying to become independent of aid. It also reportedly cultivated crops on land which IDPs had been told they could not return to.

The military continued to engage in activities that fall within the remit of a civil administration, including the authorisation of community meetings or events, and the registration of civilian families in many northern villages, whether they had been displaced or not. Female-headed households reported feeling particularly insecure as a result of military visits. Protracted Tamil

IDPs in the Northern Province and in Trincomalee have been unable to return to land that the military is occupying, and to date they have received no support towards a durable solution.

Land issues, which were at the core of the conflict, remained unresolved as of the end of 2012. No policy had been established to address the many and complex housing, land and property issues caused by multiple and protracted displacement. This has prevented many IDPs from achieving durable solutions.

Although they have registered as having returned to the north, many Northern Muslim IDPs continued to live in their places of displacement in Puttalam or between the two locations, the result on the one hand of there being no assistance to support returns and on the other of obstacles to local integration.

Sri Lanka still has no legislation governing IDPs' protection. A bill drafted by the National Human Rights Commission of Sri Lanka in 2008 had not been taken forward as of December 2012. The development of a policy and/or legislation on displacement is part of the government's action plan on the protection and promotion of human rights for 2011 to 2016, but the timeframe for its completion had not been met and no information as to progress was available.

The national budget prioritised defence over the ministries responsible for dealing with recovery from the war, and large-scale infrastructure projects were favoured over measures that might address the assistance needs of IDPs and returnees.

The military leadership continued to control the approval of humanitarian projects in the north through its membership in the Presidential Task Force for Resettlement, Development and Security in the Northern Province (PTF). The PTF places particular restrictions on the provision of mental health care and psycho-social activities. Because of government restrictions, no comprehensive assessment has been conducted in conflict-affected areas, and there is no comprehensive data on the needs of the most vulnerable groups. No IDP profiling has been done since 2007. The government, UNHCR and the UN Office for Project Services launched a survey of protracted IDPs in 2011, but the project was abandoned in December 2012 due to obstacles placed on it by the PTF.

At the end of the year, the UN cluster system was phased out as the international response shifted from humanitarian to development interventions, despite continuing humanitarian needs on the ground. International funding for both areas of activity was significantly reduced.



# Thailand

**NUMBER of IDPs**  
Undetermined

**PERCENTAGE**  
of total population  
Undetermined

**START of displacement situation:**

2004

**PEAK number of IDPs**

Undetermined

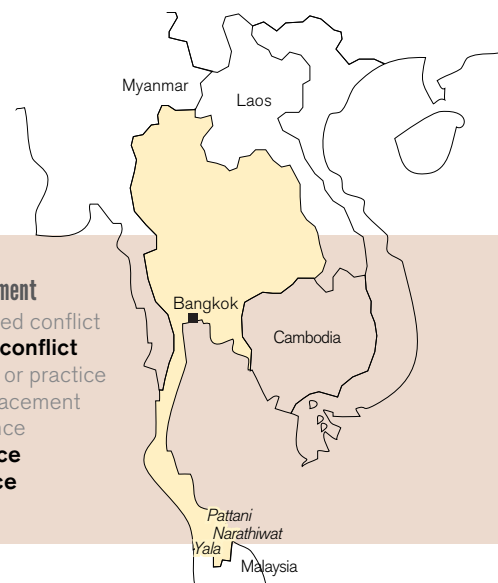
**NEW displacement in 2012**

Undetermined

Human Development Index  
103

## CAUSES of displacement

- x International armed conflict
- ✓ Internal armed conflict
- x Deliberate policy or practice of arbitrary displacement
- x Communal violence
- ✓ Criminal violence
- ✓ Political violence



The government has been confronting Malay Muslim separatist groups in southern Thailand for more than a century, and low-level violence continued to affect the provinces of Narathiwat, Pattani and Yala in 2012. By the end of year, an estimated 5,500 people had been killed and 9,700 injured since 2004. Attacks on schools and teachers, which insurgents see as symbols of Thai occupation, intensified towards the end of the year, causing a rise in transfer applications from Buddhist teachers.

The Buddhist minority has been disproportionately affected by the violence. The number of people displaced since 2004, when the violence resumed, is unknown, but available information suggests that as many as 240,000 people may have fled their homes. This would account for around 30 per cent of the Buddhist population and ten per cent of Malay Muslims.

Some IDPs fled in direct response to the violence, but many have moved because of its adverse effects on the economy and

the provision of education and social services. Most IDPs have moved to urban areas inside the affected provinces where, like the rest of the population, they remain at risk of violence. Buddhist IDPs have been more likely to leave the three provinces.

The government set up a \$39 million fund in September to purchase Buddhist land in an effort to ensure that it does not fall into the hands of groups associated with the insurgency. IDPs would be able to redeem their land should they choose to return. The government has not taken any steps to assess the extent of displacement, nor has it adopted any other measures to address the issue. It has, however, provided some assistance to victims of insurgent violence and their families.

The absence of the UN in the three provinces has seriously limited its capacity to report on human rights violations committed by any of the parties to the conflict, or on the extent and consequences of the related displacement.


# About IDMC

The Internal Displacement Monitoring Centre (IDMC) is a world leader in the monitoring and analysis of the causes, effects and responses to internal displacement. For the millions worldwide forced to flee within their own country as a consequence of conflict, generalised violence, human rights violations, and natural hazards, IDMC advocates for better responses to internally displaced people, while promoting respect for their human rights.

IDMC is part of the Norwegian Refugee Council (NRC).

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