STANDING COMMITTEE ON PROGRAMMES AND FINANCE

Twentieth Session

IOM FRAMEWORK FOR ADDRESSING INTERNAL DISPLACEMENT

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Introduction

1.   The scale of internal displacement has risen to unprecedented levels. Over 40 million people are currently displaced by conflict inside their own countries, a number that represents 62 per cent of the total number of displaced persons worldwide. In addition, disasters displace an average of 26 million people annually.[1]

2.   The course of internal displacement is set to continue given the increased frequency, intensity and duration of contemporary conflicts, a general lack of political solutions to resolve the drivers of displacement, and the rising risks associated with environmental degradation, climate change and other sudden-impact or slow-onset disasters. Internal displacement has become an increasingly global and protracted phenomenon that requires concerted global attention.

3.   The contemporary landscape of internal displacement is also changing. Protracted displacement has increasingly become the norm, while factors such as population growth in disaster-prone areas, persisting drivers of displacement and shortfalls in aid funding have reached new heights. At the same time, new and innovative technologies have a dynamic impact on mobility. They influence how at-risk and affected populations prepare for and respond to a crisis, and spur innovations that enhance the delivery of assistance and enable more self-reliant coping strategies. The landscape is further shaped by a growing body of normative and legal instruments, tools and platforms and by the array of actors addressing internal displacement. There is also an increased understanding of – and ability to attain data on – the specific protection and assistance needs of displaced populations and the impacts on affected communities throughout a crisis.

4.   While the landscape presents both challenges to and opportunities for addressing internal displacement, the persistence of the phenomenon points to the limitations of current approaches. Despite the significant achievements of humanitarian reforms to date, States and the assistance community recognize that much more remains to be done. At the base of this recognition, there is ongoing consensus that responding to internal displacement extends beyond the capacity of any single entity: a collective response that embraces a holistic, contextually flexible and multidisciplinary approach is required.

5.   IOM is a key and consistent actor within this collective response. Established in 1951, IOM is uniquely mandated, through its Constitution, to assist displaced persons. The Organization is increasingly called upon to respond to the mobility dimensions of a crisis, and its work on internal displacement in crisis, post-crisis and at-risk contexts represents a significant bulk of its activities. In 2016, IOM operations reached more than 19 million internally displaced persons (IDPs) and provided over 6 million people with host community support across 31 countries.[2] This makes IOM one of the largest actors on internal displacement issues globally. Its activities aim to address the root causes of displacement and to strengthen the resilience of individuals, communities and States to withstand external shocks, while also

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[1]   In 2015, the number of people internally displaced by disasters reached 19.2 million in 113 countries (Internal Displacement Monitoring Centre (IDMC), *Global Report on Internal Displacement 2016* (2016)). Since 2008, an annual average of 26.4 million people have been displaced by disasters (IDMC, *Global Estimates 2015: People displaced by disasters* (2015)).

[2]   Information on these operations can be found in a complementary report, IOM Internal Displacement Activities Worldwide.

providing rapid, effective and timely needs-based humanitarian assistance that transitions strategically into its recovery and development initiatives.

6.   The IOM Framework for Addressing Internal Displacement builds upon the previous IOM document that addressed this matter.[3] It responds to changes in and the expansion of IOM policies and operations over the years, and lays out IOM's strategic role in the current global humanitarian and development landscape. The principles of engagement, commitments, approach and operational objectives contained in this Framework set the foundation and direction for all aspects of IOM's work on internal displacement. The goal of the Framework is to support operational effectiveness across the Organization in the identification and implementation of responses to internal displacement and as part of its coordinated partnerships.

Context

Internal displacement

7.   The internationally recognized Guiding Principles on Internal Displacement[4] define IDPs as:

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

8.   This definition carries two defining characteristics of IDPs: they are compelled to move in anticipation of or in response to particular risks; and they remain within national borders. Internal displacement is dynamic in nature: anyone can be, or become, another category of mobile population. Refugees, for instance, often begin as IDPs; while returning refugees may become IDPs if they are unable to return sustainably to their communities of origin.

9.   Across different internal displacement contexts, IDPs and affected communities have particular protection and assistance needs that change throughout the duration of the displacement and the recovery phase. In most contexts, women and children make up the vast majority of IDPs. While many IDPs live in camps and camp-like settings, an increasing number live outside camp settings, particularly in urban areas: living with host families, in rental accommodation or makeshift shelters. IDPs have both immediate and longer-term protection needs.[5] Furthermore, they often face discrimination, exploitation and severe deprivation, which may additionally increase their vulnerability to trafficking and the risk of recruitment by armed groups. They can also face insecurity, increased levels of domestic and community violence, and sexual and gender-based violence.[6] In situations of armed violence, they often tend to remain close to or become trapped in conflict zones. During a crisis, IDPs may move many times, making it increasingly difficult for them to find durable solutions, leading to even further

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[3]   Internally displaced persons: IOM policy and activities (document MC/INF/258 of 18 November 2002).

[4]   United Nations, 1998 (E/CN.4/1998/53/Add.2).

[5]   Protection needs of IDPs include, for example, the restoration of their dignity, support for mental well-being, protection from the risks of further violence, family tracing and reunification services, social network support, and assistance to replace (and in some instances to obtain for the first time) the documentation needed to access public services, such as education and health care.

[6]   International Federation of Red Cross and Red Crescent Societies, *Unseen, unheard: Gender-based violence in disasters – Global study* (Geneva, 2015).

protracted displacement and potentially to aid dependency. Returning to their community of habitual residence may no longer be an option for those displaced, and, at the same time, integration may also be difficult, even if they have spent many years in the same host community.

10.   Beyond the individual, internal displacement contexts also pose significant challenges for host communities and host families in rural and urban areas and for communities of origin and return (hereafter referred to collectively as "affected communities"). The rights and needs of IDPs are best protected and sustainably served when adequate support systems are in place in the affected communities. However, there are rarely sufficient resources to host, return and integrate IDPs locally or elsewhere, with local authorities often struggling to meet the influx of demand for housing, schools and access to services, among other requirements.

Multilateral responses to internal displacement

11.   Although national authorities have the primary responsibility to assist and protect those displaced within their borders, sometimes States are considerably weakened and unable – or in some cases unwilling – to provide adequate support. Unlike the protection regime established for refugees under the 1951 Convention relating to the Status of Refugees, the international regime for IDPs is made up of non-binding frameworks and policies that recognize the primacy of States and call on international support, as required.

12.   The 1998 Guiding Principles on Internal Displacement remain the most important international framework for the protection of IDPs. While not legally binding, they consolidate international legal norms found in existing treaties and conventions, including international human rights law and international humanitarian law.[7] Through its 30 guiding principles, the instrument sets out measures to prevent displacement, including the right to protection from arbitrary displacement and to assistance and protection for those displaced. It also upholds the right of IDPs to find durable solutions,[8] and calls on international organizations to provide support to national authorities in responding to and preventing internal displacement.

13.   Global and regional responses covering the assistance, protection and recovery needs of IDPs are further embodied in the following instruments:

(a)   Principles on housing and property restitution for refugees and displaced persons (the "Pinheiro Principles"),[9] which facilitate the right of return;

(b)   African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (the "Kampala Convention"), which entered into force in 2012 and is the first binding international convention containing State obligations and rights of IDPs;

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[7]   IDPs are protected, without discrimination (including discrimination on the grounds of displacement), by all the existing and legally binding international human rights instruments and customary law. Moreover, during situations of armed conflict, IDPs enjoy the same rights as other civilians under international humanitarian law as provided by legally binding instruments (e.g. the Geneva Conventions of 1949) and customary law.

[8]   The Guiding Principles cover three solutions, namely return, integration, or resettlement in another part of the country. In 2010, the Inter-Agency Standing Committee clarified that durable solutions for IDPs can be achieved through: sustainable reintegration at the place of origin (referred to as "return"); sustainable local integration in areas where IDPs take refuge (local integration); or sustainable integration in another part of the country (settlement elsewhere in the country). See the *IASC Framework on Durable Solutions for Internally Displaced Persons* (Washington, D.C., The Brookings Institution – University of Bern Project on Internal Displacement, 2010).

[9]   United Nations, 2005 (E/CN.4/Sub.2/2005/17).

(c)   International Conference on the Great Lakes Region Protocol on the Protection and Assistance to Internally Displaced Persons and Protocol on the Property Rights of Returning Populations (2006), which are the first instruments to carry legal requirements for the domestication of the Guiding Principles on Internal Displacement in national legislation;

(d)   Secretary-General's Decision No. 2011/20 – Durable Solutions: Follow-up to the Secretary-General's 2009 report on peacebuilding, in which the Secretary-General of the United Nations outlines the structures and processes for developing and implementing respective strategies on durable solutions.

14.   The cluster approach, which resulted from the 2005 humanitarian reform process of the Inter-Agency Standing Committee (IASC), remains the central mechanism for the international community to deliver humanitarian aid in situations of internal displacement. Based on the principle of shared responsibility according to the organizational strengths and mandates of the United Nations and non-UN, governmental and non-governmental actors, the cluster approach assigns specific agencies the responsibility to coordinate particular sectors of assistance; for instance, IOM was assigned as the co-lead of the Global Camp Coordination and Camp Management (CCCM) Cluster. The Transformative Agenda of 2011 further focused on improving the humanitarian architecture through improvements in three areas of emergency response: leadership, coordination and strategic systems, with accountability to affected populations being an overarching issue.

IOM Framework for Addressing Internal Displacement

Principles of engagement

15.   States hold the primary responsibility for protecting the rights of those displaced and addressing internal displacement within their jurisdiction. In this regard, IOM supports national and local authorities, upon their request, to prepare for, respond to and resolve displacement through advisory services, technical cooperation and the direct delivery of assistance.

16.   IOM programmes and activities on internal displacement are developed in accord with its policies and frameworks and take into account humanitarian principles; adopt a rights-based approach reflecting actual and documented needs; mainstream protection and gender aspects; ensure accountability to affected populations; and are in line with prevailing normative and legal frameworks, including international human rights law, international humanitarian law, the Guiding Principles on Internal Displacement and relevant IASC-endorsed standards and practices, such as the IASC Protection Policy.[10]

17.   IOM delivers people-centred assistance to all those affected by internal displacement, further supporting the resilience and self-reliance of IDPs as a way of upholding their dignity and fostering their empowerment and participation in the decisions that affect their lives.

Commitments

18.   IOM is committed to the principle that humane and orderly migration benefits migrants and society. It acts with its partners in the international community to assist in meeting the

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[10]   Inter-Agency Standing Committee Policy on Protection in Humanitarian Action (2016).

operational challenges of migration, encourage social and economic development through migration, advance understanding of mobility issues, work towards effective respect for the human rights of migrants and uphold the human dignity and well-being of all mobile populations, which includes IDPs.

19.   IOM is committed to assisting governments, communities and individuals to build resilience and prevent and limit displacement where possible; to prepare for and respond to displacement in a timely and effective manner; to support solutions and minimize the duration of displacement when it does occur; and to work towards longer-term recovery and development goals.

20.   IOM is committed to maintaining its operating model as a cost-effective proximity organization. With 95 per cent of IOM staff located in more than 400 Field Offices, IOM is engaged with governments and communities long before and well after a crisis has occurred. On-site at the front lines during a crisis, it delivers direct assistance to affected populations, recognizing however the value and comparative advantages that local organizations provide to elements of IOM's response, wherever suitable. As crisis phases are rarely linear and needs occur in parallel, its business and operating model enables the Organization to maintain the operational flexibility and nimbleness required to mount effective responses, while planning and implementing longer-term development-oriented transition and recovery activities.

21.   IOM is committed to undertaking and further building upon the institutional measures necessary to align itself with the commitments contained in the Grand Bargain on humanitarian financing, launched in May 2016 at the World Humanitarian Summit, held in Turkey, Istanbul, and to which it is a signatory. IOM is undertaking actions that will further strengthen its approach to internal displacement under all 10 of the Grand Bargain workstreams, including: greater transparency; more support and funding tools for local and national responders; increasing the use of cash-based programming; including people receiving aid in making decisions that affect their lives (participation revolution); and increasing collaborative humanitarian multi-year planning and funding. While IOM's unique operational approach relies, to the extent possible, on direct implementation and close proximity to affected populations, the Organization is committed to channelling resources to local responders, wherever suitable, in order to deliver its relief activities, and to building the capacity of front-line responders and the local authorities and civil society organizations it partners with.

Foundation for action: relevant IOM policies and operational frameworks

22.   IOM's holistic and multisectoral approach to the mobility dimensions of crises is firmly established in its Constitution, various Resolutions adopted by its governing bodies and other strategic documents, such as the IOM Migration Governance Framework.[11] The Organization's actions on internal displacement are further shaped by the Secretary-General's Decision No. 2011/20 and by its responsibilities within the cluster approach, notably as co-lead of the Global CCCM Cluster, in which IOM specifically takes the lead in natural disasters.

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[11]   More specifically: the IOM Constitution, Article 1.1(a), (b) and (c); Executive Committee Resolution No. 87 of 25 May 1994; Council Resolution No. 859 of 25 November 1992; document MC/EX/INF/54 of 13 October 1997; document MC/EX/INF/57 of 30 April 1998; document MC/INF/258 of 18 November 2002; and the Migration Governance Framework, Principle 1 on adherence to international standards and fulfilment of migrants' rights, and Objective 2 on effective responses to the mobility dimensions of crises.

23.   IOM's protection, rights-based and principled approach is grounded in the following policies:

- **The human rights of migrants – IOM policy and activities** (MC/INF/298 of 12 November 2009), which outlines IOM's commitment to ensure that the human rights of all the categories of persons within the IOM mandate are respected and upheld. IOM's internal policy on protection further affirms its commitment to a rights-based approach in all policies, strategies, projects and activities (C/106/INF/9 of 7 September 2015, paragraphs 13 and 14).[12]

- **IOM's humanitarian policy – Principles for Humanitarian Action** (C/106/CRP/20 of 12 October 2015), which affirms the centrality of protection in IOM's humanitarian action and adheres to the IASC definition of protection: "all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law."[13] It also identifies the specific vulnerabilities and protection risks that result from the interplay of individual characteristics (e.g. age and sex), pre-crisis features of the local context (e.g. patterns of marginalization), external disruptive factors related to forced migration (e.g. family separation) and the specific environments where people live (e.g. camps) (paragraph IV.4 of the Principles for Humanitarian Action).

- **Guidance note on how to mainstream protection across IOM crisis response** (IN/232 of 20 January 2016). All IOM programmes, at both the strategic and operational levels, must follow this instruction, compliance with which is mandatory. Protection mainstreaming is defined as "the inclusion of humanitarian protection principles into the crisis response by ensuring that any response … is delivered according to needs, prioritizes safety and dignity, is grounded on participation and empowerment of local capacities and ultimately holds humanitarian actors accountable vis-à-vis affected individuals and communities" (paragraph 8).[14]

24.   IOM's strategic planning and activities on internal displacement are further guided by operationally focused frameworks. The Migration Crisis Operational Framework (MCOF) sets out measures at the individual, community and State levels, across 15 sectors of assistance, to be undertaken at the request of and with the consent of States to prepare for, respond to and recover from different types of crisis, including those that have triggered mass movements of IDPs.[15] It also identifies IASC members with expertise and leadership in the various sectors to facilitate strengthened partnerships. The Progressive Resolution of Displacement Situations Framework is an inclusive multisectoral approach that draws on mobility to mitigate the impacts of prolonged displacement. It uses incremental measures to strengthen coping capacities, foster self-reliance and create conducive environments, while addressing the root causes of displacement. The Framework builds upon key mobility principles and understandings, according to which: rights are inalienable; the status of affected persons constantly fluctuates; entitlements and benefits should be portable; and mobility is both an essential coping mechanism and a means to a durable solution.

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[12]   IOM also published the manual *Rights-based approach to programming* (2015), which is a conceptual framework and methodological tool for integrating rights, norms and standards derived from international law into programmes, policies and practices.

[13]   Protection of Internally Displaced Persons: Inter-Agency Standing Committee Policy Paper (1999). The definition was originally adopted by participants at a workshop on protection held by the International Committee of the Red Cross in 1999.

[14]   This definition is based on that used by the Global Protection Cluster.

[15]   The Migration Crisis Operational Framework is contained in document MC/2355 of 15 November 2012.

25.   An IOM briefing paper on accountability to affected populations[16] takes stock of the Organization's relevant policies, activities and direction in this area. It highlights the short- and longer-term steps to institutionalize and operationalize an accountability to affected populations framework across the Organization and within all activity areas. In humanitarian settings, accountability to affected populations includes such measures as taking account of, giving account to and being held to account to affected populations through engagement and two-way communications, thus empowering populations as rights-holders and decision makers. Within the IASC, IOM is the lead organization in the prevention of sexual abuse and exploitation. In line with the Organization's Gender Equality Policy, IOM activities are gender-responsive and promote gender equality. Through its actions, IOM aims to empower women and other potentially marginalized groups and minorities.

26.   The present Framework and IOM's engagement on internal displacement fall under, and contribute to, the operationalization of the IOM Migration Governance Framework, in particular Principle 1 on adherence to international standards and fulfilment of migrants' rights, and Objective 2 on effective responses to the mobility dimensions of crises, and pertain to all aspects of implementation of MCOF with respect to IDPs and affected communities.

Strategic approach

27.   For IOM, the challenges and opportunities of the current global landscape of internal displacement necessitate strategic approaches that are contextual, comprehensive, collaborative, evidence-based and innovative.

28.   **Contextual approaches**. Individuals and families move in reaction to an immediate threat or pre-emptively based on the perceived risks associated with remaining. Several factors influence decisions on when and how to leave and where to go; and, once displaced, on whether to remain within a certain area, move elsewhere or return. These largely contextual variables may pre-date the crisis or emerge or change during displacement, and also affect the options for solutions and sustainability of recovery. Different population groups, particularly children, women, the elderly, people with disabilities and those who are vulnerable because of their ethnic or religious identity, sexual orientation or gender identity, also have context-specific vulnerabilities and needs that can change throughout their displacement experience.

29.   IOM's contextual approaches are grounded in the understanding that rights are inalienable, that the status of people on the move – or at risk of moving – is fluid, and that the vulnerabilities and needs of affected persons must be addressed inclusively, on a needs-first basis whenever possible and regardless of status. Based on MCOF, IOM conducts strategic and contextual analyses of displacement situations, uses innovative displacement tracking methodologies, applies inclusive participatory processes, and regularly updates its programmes according to changing vulnerabilities and needs. This enables IOM to adopt a holistic and inclusive approach with respect to all aspects of displacement. In addition to providing protection and assistance during a crisis, IOM's contextually based approaches aim to help people to remain in their communities wherever possible; to protect vulnerable groups from the impacts of displacement at all stages of a crisis, for instance upholding the best interests of the child; and to minimize the impact of displacement on the communities it affects.

30.   **Comprehensive approaches**. Traditional responses to internal displacement primarily focused on providing protection and assistance to IDPs within humanitarian emergency contexts. Although such emergencies are increasingly becoming protracted crises, the

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[16]   IOM approach: Accountability to affected populations (AAP). Internal briefing note (May 2016).

humanitarian community has maintained the majority share of assistance delivery. In recent years, there has been a rise in multilateral agreements – for example, the Sendai Framework for Disaster Risk Reduction 2015–2030 (2015), the 2030 Agenda for Sustainable Development (2015) and the Paris Agreement on climate change (2015) – that have expanded the scope for action on internal displacement, particularly with respect to preparedness, prevention and development.[17] The 2016 World Humanitarian Summit also underscored the importance of addressing the root causes of displacement and placed specific emphasis on transcending the humanitarian–development divide, through the signing of a Commitment to Action to implement a "new way of working". It aims not only to meet humanitarian needs, but also to reduce them over time.[18] IOM welcomed this initiative, given the Organization's long-term emphasis on the need to bridge the gap between humanitarian and development aid, and given the complementarity of the Commitment to Action and IOM's transition and recovery work.

31.   In addressing the mobility dimensions of crises, IOM tailors implementation modalities according to the 15 sectors of assistance of MCOF and cross-cutting priorities, taking into account the different needs before, during and after internal displacement. The 15 sectors extend beyond the traditional humanitarian sectors to include peacebuilding, development and migration management perspectives at all levels and cover areas such as counter-trafficking, community stabilization, housing, land and property, diaspora resource mobilization and disaster risk reduction. Before or once a crisis occurs, IOM starts to prepare the ground to reduce the risk of protracted displacement and to work towards durable solutions and longer-term transition and recovery programming. Applying the MCOF approach to strategic planning helps to ensure coherence between the actions, impacts and results of activities undertaken within and across the sectors of assistance throughout a crisis response. Likewise, as a multidisciplinary actor present throughout the crisis continuum, IOM aims to help promote this coherence among its partners.

32.   **Collaborative approaches**. Responding to internal displacement, including by mitigating drivers such as slow-onset disasters, requires the combined efforts and engagement of States, international, regional, local and civil society organizations and the private sector. The IASC provides the structure for the collective response of key humanitarian actors. The Grand Bargain commitments further seek to better empower local and national first responders as key and principled partners, given their critical contextual insight, access to populations and stake in local responses and recovery. As the role of non-humanitarian actors, as well as longer-term assistance requirements, are increasingly understood in the context of internal displacement, stronger partnerships are being forged across various disciplines. The private sector and diasporas are also increasingly engaging in prevention, relief and development work. In particular, collaborative approaches are at the core of the "new way of working" contained in the Commitment to Action, as it brings humanitarian and development partners together towards collective outcomes and aims to build new partnerships and collaboration (e.g. the private sector, local actors and multilateral development banks).

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[17]   The New York Declaration for Refugees and Migrants, the outcome document of the United Nations General Assembly high-level plenary meeting on addressing large movements of refugees and migrants (19 September 2016) also called for reflection on strategies to ensure adequate protection and assistance for IDPs and for the prevention and reduction of internal displacement.

[18]   The Commitment to Action on Transcending Humanitarian–Development Divides – Changing People's Lives: From Delivering Aid to Ending Need was adopted by the heads of the Food and Agriculture Organization, IOM, the Office for the Coordination of Humanitarian Affairs, the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund, the United Nations Development Programme, the United Nations Population Fund, the World Food Programme and the World Health Organization on 23 May 2016. It was also co-signed by the Secretary-General of the United Nations and endorsed by the World Bank.

33.   IOM has been part of the IASC since its establishment in 1992,[19] and participates in all humanitarian country teams and United Nations country teams. Part of the global cluster system since its inception in 2005, IOM leads numerous country-specific CCCM and shelter clusters in conflict and disaster settings. It contributes to strategic global-level discussions through its participation in the Global Emergency Shelter, Protection, Health, Early Recovery and Logistics Clusters. Under the Grand Bargain, it has committed to a continued expansion of its programming and related capacity-building in support of national responders; and to introducing new policies and guidelines to facilitate the channelling of financial resources to its civil society and non-governmental organization partners. IOM is further deepening its partnerships with the private sector and diasporas, forming new platforms and investing in innovative opportunities that help streamline and tailor its responses.

34.   **Evidence-based approaches**. Using data and analysis to understand mobility in crisis situations is a major priority; and effective and results-oriented responses rely upon successfully adapting assistance to the changing needs of affected populations and intentions of return.

35.   Impartial, objective and evidence-based assessments drive IOM's programming decisions. IOM's Displacement Tracking Matrix (DTM) is the largest source of primary data on internal displacement. Using a range of methods and technologies, including geographic information systems, it provides the aid community and government partners with timely and continuous feedback on the extent of displacement, as well as the changing needs and locations of IDPs, and increasingly on their access to durable solutions. With this information, programmes are adapted to changing needs and displacement dynamics. In coordination with experts in the fields of gender-based violence, child protection and counter-trafficking, IOM has developed critical protection risk indicators that have been integrated into DTM assessments. The indicators relate, among other things, to gender-based risks linked to site layout and infrastructure; women's participation in camp governance structures; knowledge and availability of services relating to gender-based violence; unaccompanied and separated children; and proxy indicators of human trafficking.

36.   **Innovative approaches**. Innovation comes from breaking away from conventional thinking, exploiting new technologies and methods, and investing in the development of new approaches. It can promote more informed early warning, lead to quicker and more targeted responses and broaden the possibilities for finding durable solutions and resolving displacement, among many other possibilities.

37.   With 95 per cent of IOM staff posted in field locations, IOM's policies and approaches are informed, tested and applied from the ground up. The Organization innovatively draws on mobility principles to build self-reliance among displaced populations. It designs mobile applications to strengthen network alliances with diasporas, expand the footprint of new enterprises, and promote investment and crowdfunding opportunities that help promote durable solutions. IOM has also incorporated solar energy in shelter assistance, and leads efforts to promote the use of solar energy in a variety of interventions, including water and sanitation projects. It also exploits modern technologies to facilitate two-way communications with communities. Through private sector partnerships, it uses a spatial visualization platform with location intelligence capabilities for analysing DTM data and human mobility trends; invests in predictive analytics models for emergencies and disasters; and continuously explores ways to help the right information reach the right partners at the right time in an emergency.

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[19] Previously a standing invitee, IOM became a full member of the IASC on 1 November 2016, following the Organization's formal entry into the United Nations system as a related organization on 19 September 2016.

Operational objectives

38.   The Guiding Principles on Internal Displacement centre on efforts to prevent conditions that might lead to internal displacement and to minimize its adverse effects when it does occur; to provide protection and assistance to IDPs during displacement; and to promote durable solutions. In line with these goals, IOM consolidates its comprehensive and diverse programming on internal displacement under the following operational objectives: (a) bolster preparedness and resilience-building and address root causes; (b) provide protection and assistance through timely and effective humanitarian responses; (c) support and pursue durable solutions and sustainable recovery.

39.   **Bolster preparedness and resilience-building and address root causes**: IOM collaborates with national and local authorities on preparedness and prevention, including disaster risk reduction plans, planning for mass evacuations, disaster management, and support for strategic, contextual and contingency planning in a crisis (e.g. planned relocations). In order to help mitigate the root causes of displacement and to minimize the impacts of external shocks, IOM activities cover conflict sensitivity, risk analysis, disaster risk reduction and resilience-building and provide support for States and communities to establish community-level resilience strategies. As the majority of persons displaced by disasters, environmental degradation and climate change typically remain within State borders, IOM is also developing programmes relating to climate change and environmental sustainability. It is applying its stabilization and development principled programming in at-risk contexts and in order to create environments conducive to return so as to reduce the risk of renewed displacement.

40.   **Provide protection and assistance through timely and effective humanitarian responses**: At the onset of an emergency, IOM deploys rapid response teams – drawing also from its roster of experts located worldwide and its standby partnership agreements – to provide surge support to country offices within 72 hours of the start of a crisis. This ensures emergency-related administrative, financial and operational responses are timely and appropriately delivered. Funding mechanisms, such as the IOM Migration Emergency Funding Mechanism and the Rapid Response Transportation Fund[20] enable the Organization to bridge funding gaps between the start-up of emergency operations and the subsequent receipt of donor contributions, which are used to replenish the funds. These funding mechanisms give IOM a high degree of flexibility to provide urgent life-saving humanitarian assistance and to adapt its responses in volatile situations.

41.   During an emergency response, IOM actions cover, but are not limited to, camp management and emergency shelter assistance, and displacement tracking. Its shelter activities include non-food item distribution, the provision of emergency shelter kits and tents, shelter repairs and upgrades, shelter construction, cash-based assistance and shelter training. IOM humanitarian activities for IDPs additionally support other sectors such as water, sanitation and hygiene, food security, logistics and protection for displaced persons. IOM also provides direct health services, monitors public health risks and provides support to local health systems, notably in hard-to-reach areas and within the dynamics of population movements.

42.   IOM further supports national and local authorities to protect IDPs, including from gender-based violence and child abuse, neglect and exploitation (with specific focus on

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[20]   The Rapid Response Transportation Fund was established in late 2000 to facilitate joint operations between IOM and UNHCR for the safe and expedient movement of persons of concern. Over the years, the Fund has enabled IOM to respond rapidly and efficiently to emergency humanitarian transportation requirements in close collaboration with UNHCR.

unaccompanied or separated children); to counter human trafficking in crisis settings; to provide mental health and psychosocial support; and to carry out humanitarian evacuations of trapped and endangered populations. IOM also focuses on the protection of land and property rights of IDPs and affected communities. In the early stages of an emergency, IOM builds field practitioners' capacity to identify, prevent and mitigate gender-based violence risks. Other activities include small-scale, camp-based initiatives to strengthen women's participation in camp governance structures, to develop guidance on how to support women's engagement, and to reduce the risk of gender-based violence in camps and camp-like settings. IOM also supports national and local authorities to develop and implement policies and programmes to provide redress to IDPs and others whose rights have been violated during a crisis.

43.   **Support and pursue durable solutions and sustainable recovery**. Beyond life-saving emergency assistance, IOM actively pursues solutions for displaced persons through concrete stability, transition and recovery programming. The Organization works closely with communities of origin and destination, as well as with civil society and non-governmental organizations, in order to collectively identify priorities for addressing and progressively resolving internal displacement. By carrying out activities in accordance with its Progressive Resolution of Displacement Situations Framework, IOM builds resilience, self-reliance and coping capacities; and supports affected individuals, communities and local authorities to confront future shocks, prevent further displacement and effectively make the transition to recovery, stability and development.

44.   IOM's actions to promote community participation help to reduce vulnerabilities, bolster social cohesion, enhance governance and restore trust among community members, local authorities and IDPs. At the same time, transition and recovery assistance provide for income generation and livelihoods. Activities in this area include cash-for-work initiatives (e.g. debris removal), sustainable resource management, vocational training and counselling and job referral services. All of these activities take into account opportunities for empowering women. Other activities focus on providing transport and planned relocations; small-scale community prioritized development projects (e.g. transitional shelter and water, sanitation and hygiene facilities for returning IDPs, markets); and capacity-building for local actors to "build back better". Assistance efforts further support the rehabilitation and recovery of infrastructure (e.g. schools, clinics, roads) and the delivery of essential services (e.g. electricity, health care). IOM also provides technical expertise and programming on housing, land and property, in areas ranging from resolving land and property disputes to increasing access to land or land tenure security and to advising on and administering restitution and reparations programmes.

Conclusion

45.   Internal displacement has reached such levels that it now constitutes a global crisis. Given lacklustre political solutions, an unprecedented number of crises, the degree of protracted displacement, and the increase in the risks associated with environmental degradation, climate change and other slow-onset disasters, the phenomenon of internal displacement is set to continue. Responding to the protection and assistance needs of IDPs and supporting affected communities is fundamental; however, resolving the global phenomenon of internal displacement also depends upon efforts to prevent displacement from occurring, whenever possible, and to minimize the duration of displacement when it occurs. While States and the international community are increasingly equipped to deal with internal displacement, greater, more innovative and more holistic investments and burden-sharing are still needed.

46.   IOM's business model and the way in which its crisis and post-crisis programming is structured have enabled it to firmly establish a holistic approach to internal displacement. IOM is a leading actor in emergency responses, engaging actively in the cluster system. It serves as a primary source of objective and impartial data on displacement. Its work in preparedness, disaster risk reduction and resilience help to prepare States and communities for and minimize the impacts of a crisis. As soon as a crisis occurs, IOM starts to prepare the ground for durable solutions and the progressive resolution of displacement, as well as for longer-term transition and recovery.

47.   As an organization that delivers direct assistance before, during and after crises and that lends its expertise and experience across the mobility dimensions of crises, IOM will continue to have a leading and multidisciplinary role to play within the collective response to the multifaceted phenomenon of internal displacement.

48.   This IOM Framework for Addressing Internal Displacement outlines the main tenets of the Organization's response to internal displacement. Aligned with prevailing external normative and legal instruments within the humanitarian architecture, and grounded within the Organization's own robust set of dedicated and evolving policies and frameworks, it sets out IOM's ongoing principles, commitments, approach and operational objectives in relation to the changing and dynamic global landscape of internal displacement. It provides the foundation and direction forward on the Organization's engagement on internal displacement in all its aspects. On this platform, the Organization will continue to speak up for and work for the world's most vulnerable mobile populations.