

International Recommendations on IDP Statistics (IRIS)

Draft for Global Consultations, November – December 2019

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C. ACRONYMS

CRVS	Civil Registration and Vital Statistics
CIA	conditional independence assumption
DHS	Demographic Health Survey
DRC	Danish Refugee Council
DTM	Displacement Tracking Matrix
EGRIS	Expert Group on Refugee and IDP Statistics
IASC	Inter-Agency Standing Committee
IDMC	Internal Displacement Monitoring Centre
IDP	Internally Displaced Person
IHL	International Humanitarian Law
IHRL	International Human Rights Law
IOM	International Organisation for Migration
IRRS	International Recommendations on Refugee Statistics
JIPS	Joint IDP Profiling Service
KRI	The Kurdistan Region of Iraq
LSMS	Living Standards Measurement Survey
MICS	Multiple Indicators Cluster Surveys
MOU	Memorandum of Understanding
NGO	Non-Governmental Organisation
NSDS	National Strategy for the Development of Statistics
NSO	National Statistical Office
NSS	National Statistical System
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Cooperation and Development
PIN	Personal Identification Number
RAMON	The Reference and Management of Nomenclatures
SDG	Sustainable Development Goals
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNECA	United Nations Economic Commission for Africa
UNICEF	United Nations Children's Fund
UNSC	United Nations Statistical Commission
UNSD	United Nations Statistical Division

CHAPTER 1. INTRODUCTION

A. NEED FOR RECOMMENDATIONS ON IDP STATISTICS

1. This introductory chapter aims to provide context for the Recommendations and to introduce the rationale and scope of the report itself. It will briefly present background information, identify key linkages between these Recommendations and other efforts, including the *International Recommendations on Refugee Statistics* (IRRS), and provide a summary of the Recommendations' structure and the process through which they were developed.

2. Internally Displaced Persons (IDPs) are understood to be “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 remained living in the country's internationally recognized border.”^{1,2} This definition provides the basis for compiling official statistics and for the recommendations in this report.

3. Today, IDPs account for the greatest share of displaced populations globally. Data and statistics on IDPs are necessary to inform policy responses to internal displacement. IDP data are especially helpful for providing a yardstick from which the situation of IDP populations can be monitored and the achievements of related policies and programmes measured. Yet to date, international guidance on how to best produce good quality IDP official statistics remains scarce, and much of the available data is based on operational data produced by humanitarian agencies as part of their assistance programmes, rather than official statistics. Since IDP data are collected for people impacted by conflict, disaster or violence, at the initial stage of displacement it is difficult or impossible for official statistics to be collected and operational data are often the best available, and these recommendations discuss the roles of both types of data.

4. International quality standards³ require official statistics to be consistent internally, over time and comparable between regions and countries, and allow for the organisations of a country's statistical system to make joint use of related data from different sources. The Expert Group on Refugee and IDP Statistics (EGRIS), reported on statistical quality issues in its stocktake of IDP statistics. These were presented in *The Technical Report*⁴ on Statistics of IDPs to the 49th UNSC session in 2018 where they were formally adopted.

5. Good quality statistics on displacement are a requirement for monitoring and implementing a number of international agendas and agreements. These include the:

- a) 2030 Agenda for Sustainable Development, and its commitment to leave no one behind, including IDPs;

¹ <https://cms.emergency.unhcr.org/documents/11982/44794/UN,+Guiding+Principles+on+Internal+Displacement,+1998/47806967-dd92-4d67-ad47-578aa8b5d11f>

² E/CN.4/1998/53/Add.2

³ For example see <https://ec.europa.eu/eurostat/web/quality/principle14> and https://ec.europa.eu/eurostat/statistics-explained/index.php/Beginners:Statistical_concept_-_What_are_official_statistics%3F. Official statistics are statistics produced within a national statistical system. National statistical systems include statistical organisations and units within a country that jointly collect, process and disseminate official statistics on behalf of the national government. Official statistics are usually collected within a legal framework, and in accordance with basic principles which ensure minimum professional standards, such as independency and objectivity.

⁴ <https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Technical-Report/national-reporting/Technical-report-on-statistics-of-IDPs-E.pdf>

- b) Sendai Framework for Disaster Risk Reduction 2015–2030;⁵
- c) United Nations (UN) Framework Convention on Climate Change Paris Agreement;⁶
- d) Nansen Initiative’s protection agenda for people displaced across borders by disasters;⁷
- e) Agenda for Humanity;⁸
- f) Valletta Summit action plan;⁹ and
- g) New Urban Agenda.¹⁰

6. Credible and comprehensive statistics on internal displacement are also needed for monitoring progress towards the UN Secretary General’s ambitious call to reduce new and protracted internal displacement by at least 50 per cent by 2030.¹¹ They will also be necessary to inform action under the *Global Compacts for Safe, Orderly and Regular Migration and the Global Compact Refugees*¹², though these do not explicitly address internal displacement, as well as other relevant policy processes.¹³ Even though several international initiatives supported by development partners relate to the development of IDP statistics, the ultimate responsibility will always rest with national governments.

7. A range of national and international practices exist for translating the legal definition of an IDP into measurable statistical concept. These variations reflect differences in interpretation, and ad hoc responses to practical, technical and policy challenges encountered across displacement events. Although statistics in many contexts depart from the comprehensive definition of IDPs established in the Guiding Principles on Internal Displacement, important commonalities exist. The United Nations Statistical Commission (UNSC) has recognised a need for improved practice using an internationally agreed statistical framework for this population and has asked for recommendations which provide clarity on conceptual challenges and allow for better comparability of data.

B. PROCESS OF DEVELOPING THE RECOMMENDATIONS

8. Following discussions in 2015 concerning a paper on refugee statistics,¹⁴ the 46th session of the UNSC requested a conference of experts to be organised to look into the matter in-depth. Based on the outcome of this expert conference, a technical report was submitted to the UNSC recommending that a handbook on official refugee statistics be developed.¹⁵ Further discussions at the 47th session in 2016 resulted in another decision to establish an international Expert Group

⁵ http://www.unisdr.org/files/43291_sendaiframeworkfordrren.pdf

⁶ http://unfccc.int/files/essential_background/convention/application/pdf/english_paris_agreement.pdf

⁷ <https://nanseninitiative.org/wp-content/uploads/2015/02/PROTECTION-AGENDA-VOLUME-1.pdf>

⁸ <http://www.agendaforhumanity.org/>

⁹ <http://www.consilium.europa.eu/en/meetings/international-summit/2015/11/11-12/>

¹⁰ <http://habitat3.org/wp-content/uploads/NUA-English.pdf>

¹¹ UN General Assembly, A/70/709: One Humanity: Shared Responsibility, 2016, paragraphs 81-84, available at https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/A_70_709.pdf

¹² Report of the United Nations High Commissioner for Refugees

Part II; Global compact on refugees, Reissued for technical reasons on 13 September 2018.

https://www.unhcr.org/gcr/GCR_English.pdf

¹³ The first of which occurred in Paris on 15-16 January 2018.

¹⁴ Report of Statistics Norway and the Office of the United Nations High Commissioner for Refugees on statistics on refugees and internally displaced persons, E/CN.3/2015/9

¹⁵ For more info and documentation see: <http://ec.europa.eu/eurostat/web/expert-group-on-refugee-statistics/home>

on Refugee and IDP Statistics (EGRIS), comprising participants from national authorities, and from regional and international statistical organisations as well as other technical experts.

9. The EGRIS is co-chaired by Statistics Norway, Turkish Statistical Institute, Eurostat, the United Nations High Commissioner for Refugees (UNHCR), the Joint IDP Profiling Service (JIPS), the World Bank and the United Nations Statistical Division (UNSD). The membership of the group comprises representatives from country governments, regional bodies and international agencies. Notably, the UNSC requested that the EGRIS group include IDPs within its scope of work, in addition to refugees. A sub-group of EGRIS also was established to work on the development of the Technical Report on IDP statistics.

10. UNSC tasked EGRIS with producing two documents for the 49th UNSC session in 2018, following a global consultation¹⁶. These two documents were welcomed¹⁷ and endorsed by the Commission and are;

- a) International Recommendations on Refugee Statistics (IRRS), and
- b) The Technical Report on Statistics of Internally Displaced Persons.

11. The 49th UNSC session in 2018 also made the following decisions in respect of these two documents and the way forward proposed in *Report of the Expert Group on Refugee and Internally Displaced Persons Statistics* (Decisions brought to the attention of the Council 49/115¹⁸);

- 1. “Supported the proposal to upgrade the technical report on statistics on internally displaced persons to a set of recommendations”, these are the *International Recommendations on IDP Statistics (IRIS)*, and
- 2. “Recognized the challenges in implementing the recommendations on refugee statistics and internally displaced persons statistics and expressed support for the development of a compiler’s manual to provide hands-on guidance and a refined methodology in collecting statistics on internally displaced persons”, this is to be the *Compiler’s Manual*.
- 3. Requested that the International Recommendations on Internally Displaced Persons Statistics (IRIS) and the Compiler’s Manual be submitted to the Commission at its 51st Session, in 2020;

12. Further, the UNSC members;

- 1. “Acknowledged the importance of a harmonized statistical framework on refugees and internally displaced persons statistics for comparable data within a country and between countries and international agencies, and emphasized that all data sources, including population censuses, sample surveys and administrative sources, should be used;

¹⁶ Statistical Commission, Forty-ninth session, 6–9 March 2018; Item 3 (m) of the provisional agenda Report of the Expert Group on Refugee and Internally Displaced Persons Statistics <https://undocs.org/E/CN.3/2018/16>

¹⁷ United Nations Statistical Commission, Report on the forty-ninth session (6–9 March 2018), Economic and Social Council Official Records, 2018; Supplement No. 4 <https://unstats.un.org/unsd/statcom/49th-session/documents/Report-on-the-49th-session-E.pdf>

¹⁸ Ibid pp 21.

2. Expressed the need for clear definitions of refugees, migrants and internally displaced persons and the need for national statistical capacity-building to support Member States in improving the quality and availability of statistics on refugees and internally displaced persons, and invited international and regional organizations to support Member States in this regard, at their request; and
3. Emphasized the need for better coordination of different data needs between the United Nations, Eurostat and other relevant international organizations.”¹⁹

13. The drafting of the International Recommendations on IDP Statistics (IRIS) is a result of this decision. It was developed by the EGRIS sub-group on IDP statistics led by the Joint IDP Profiling Service (JIPS) with support from Statistics Norway, UNSD and the Internal Displacement Monitoring Centre (IDMC). It comprised members representing governmental bodies including national statistical offices and agencies responsible for IDP statistics.²⁰ These representatives formally participated in the two face-to-face meetings following broad invitations put out to all countries during and after the 47th session of the UNSC in 2016. Together, they also represent a strong variety of regions and types of displacement situations.

14. The sub-group also benefited from input from technical experts from the UN Refugee Agency (UNHCR), the Mandate of the Special Rapporteur on the Human Rights of IDPs, the International Organization for Migration (IOM), the Office for the Coordination of Humanitarian Affairs (OCHA), the African Centre for Statistics of UNECA, the Africa Development Bank, the World Bank, the International Security and Development Center (ISDC), and the Platform on Disaster Displacement (PDD).

15. The International Recommendations on IDP Statistics (IRIS) is a result of a thoroughly collaborative process that built on the experience and expertise of all members of the IDP subgroup. Following consultations on the first draft developed on the basis of the Technical Report on Statistics of Internally Displaced Persons, which were reviewed and discussed in Kampala in December 2018 and in Ankara in February 2019, two sub-working groups were established to tackle more challenging topics. These included recommendations around the global coordination of IDP statistics and recommendations for measuring the outflow from the stock to complete the statistical framework for internal displacement²¹. Results from these sub-working groups were incorporated into the draft and reviewed and finalised by the EGRIS IDP sub-group and EGRIS Steering Group. Finally, in advance of submission to the UNSC in 2020, the recommendations were subjected to global consultation facilitated by UNSD.

C. RATIONALE AND SCOPE

16. The aim of this report is to provide recommendations on the production and dissemination of statistics on internal displacement. This will help to strengthen evidence-based public policy and national responses to displacement in the long-term by:

¹⁹ Ibid pp 21.

²⁰ Comprises representatives from the following national/regional statistical offices: Afghanistan, Azerbaijan, Bosnia and Herzegovina, Colombia, Côte d’Ivoire, Georgia, Kurdistan Region of Iraq (KRI), Kosovo, Mexico, Nigeria, Philippines, Somalia, Uganda, and Ukraine.

²¹ EGRIS, IDP subgroup, Terms of Reference of the technical working group to finalize the statistical measurement of solutions for the International Recommendations on IDP Statistics, January 2019

- a) Increasing the visibility of internal displacement by providing stronger evidence about it;
- b) Improving the quality, comparability, accessibility and coherence of statistics on IDPs;
- c) Better inform efforts by national authorities to ensure protection and assistance to IDPs and to enable the achievement of durable solutions;
- d) Supporting analyses of the impact of internal displacement and progress towards durable solutions for the affected populations;
- e) Systematising analyses of vulnerability data relating to displacement and better targeting of populations in need of humanitarian and development interventions in response;
- f) Supporting the inclusion of internal displacement in local and national development plans and reporting on the Sustainable Development Goals (SDGs).

17. This report remains primarily concerned with producing official statistics about IDPs but some elements are also applicable for the operational data on IDPs produced in the course of humanitarian response. Operational data often does not meet the requirements of official statistics, but in view of the lack of official statistics produced on IDPs, operational data might inform the production of new official statistics or provide the basis for its transition to official statistics. These recommendations should also help to improve the quality and coherence of operational data, to both improve their accessibility to users and to facilitate their path to becoming replaced by or transitioning to official statistics produced by national authorities.

18. Official statistics are generally accepted as those produced and published by government agencies or other public bodies such as international organizations. The OECD defines official statistics as follows; “statistics disseminated by the national statistical system, excepting those that are explicitly stated not to be official.” Eurostat has a similar definition, adding in the legal basis for collection and professional standards²². The UN does not provide a formal definition but provides the *10 Fundamental Principles of Official Statistics* adopted by the UN General Assembly in 2014 (see Chapter 7 for more details).

19. Based on the Technical Report on Statistics of Internally Displaced Persons presented to the UNSC’s 49th session in 2018, this document provides recommendations on how to improve the quality and availability of IDP statistics for consideration at the UNSC’s 51st session in 2020.

D. LINKAGES TO OTHER PRODUCTS OF THE EXPERT GROUP ON REFUGEE AND IDP STATISTICS

20. Although a separate product, this report is aligned with the International Recommendations on Refugee Statistics (IRRS), also developed by the EGRIS, as far as possible. The link between these two documents is important. This is because of similarities between the production of statistics about the populations concerned, which are often relevant in the same countries, and particularly where returning refugees may be reintegrating alongside IDPs. In addition, aligning the statistical recommendations of both populations is necessary for efficient data collection, and for producing interoperable statistics on different displaced populations to inform comprehensive policymaking and responses. Though different in terms of objectives and scope, both documents follow a similar structure and strive to harmonise concepts and definitions to the extent possible. Further, this document makes references to the

²² <https://stats.oecd.org/glossary/detail.asp?ID=4350>

Recommendations on Statistics of International Migration²³ and other broadly endorsed technical guidelines on statistical standards and definitions.

21. These recommendations build on the Technical Report on Statistics of Internally Displaced Persons endorsed by the UNSC at its 49th session in 2018, and links are referred to throughout the document, particularly in respect of country practices.

22. These recommendations also link to the Compilers Manual on Refugee and IDP Statistics which is being presented to the UNSC concurrently. It will provide more specific guidance on collecting and compiling statistics on IDPs and Refugees.

E. ORGANIZATION OF THESE RECOMMENDATIONS

23. The International Recommendations on IDP Statistics cover all main elements of a statistical framework and recommendations on how to improve it. The recommendations are as far as possible aligned with the IRRS. Chapters are as follows:

- a) **Chapter 2: The legal and policy framework** summarises the current international and regional frameworks relevant for protecting and identifying IDPs. It reviews pertinent laws and policies and touches upon challenges with and deviations from commonly used IDP definitions.
- b) **Chapter 3: Turning legal definitions into a statistical framework** draws on the legal framework chapter to define the populations in the scope of the recommendations, classifications and the measurement of stocks and flows, relevant for producing statistics about IDPs.
- c) **Chapter 4: Durable solutions and overcoming key displacement-related vulnerabilities** focuses on the analysis of IDP vulnerabilities and proposes a statistical measure for assessing progress towards durable solutions and identifying whether IDPs have overcome key displacement-related vulnerabilities.
- d) **Chapter 5: Variables and tabulations** outlines the recommended variables and tabulations for the different categories of persons that fall within the internal displacement statistical framework that should be adopted in the national context.
- e) **Chapter 6: Collecting statistics on IDPs** outlines the main types of data sources available for the production of IDP statistics, and details some issues related to the data quality and the constraints inherent to each source.
- f) **Chapter 7: Coordination of statistics at national and international levels** describes how the various data producers and users of IDP statistics can work collaboratively to enhance the quality and accessibility of IDP statistics and discusses quality measures and governance of IDP statistics.

²³ UN Statistics Division, Department of Economic and Social Affairs (1998).

CHAPTER 2. THE LEGAL AND POLICY FRAMEWORK

A. INTRODUCTION

24. Because the normative legal and policy frameworks for protecting IDPs serve as the basis for IDP statistics, this chapter summarises these frameworks. Specifically, this chapter describes international and regional standards, as well as national laws and policies (Part B); the elements of the commonly used non-statistical definitions for IDPs and departures from those definitions, and highlights challenges in operationalising existing frameworks in relation to becoming an IDP (Part C) and securing durable solutions (Part D) .

B. THE LEGAL AND POLICY FRAMEWORKS FOR PROTECTING IDPS

1. International framework

25. Internal displacement describes the situation of persons who have been forced to leave or abandon their homes, and who have not crossed an internationally recognized border.²⁴ The Guiding Principles on Internal Displacement submitted to the UN Commission on Human Rights in 1998, have been recognized unanimously by the Heads of States and Governments as “an important international framework for the protection of internally displaced persons”²⁵. The UN General Assembly has, moreover, encouraged “all relevant actors to make use of the Guiding Principles when dealing with situations of internal displacement”²⁶. The Guiding Principles set forth 30 principles²⁷ that cover the broad range of IDP assistance and protection needs required during displacement, during return, and during resettlement or reintegration. They also cover protections against arbitrary displacement.

26. Although the Guiding Principles do not explicitly refer to the need to collect data on IDPs, the Annotations²⁸ to the Guiding Principles imply a need for states to identify individuals and groups in need due to displacement, including those that may have special needs linked to their age, gender or other diversity factors.

27. The Guiding Principles do not create or confer a legal status for the internally displaced. Rather, they are based on the principle that IDPs have the same rights and obligations as other persons living in their own state. They help to identify potential needs and vulnerabilities of those who have been forcibly displaced. Although not a legally binding document, the Principles reflect and are consistent with IHRL, IHL, and refugee law by analogy, and thus codify and make explicit protection guarantees protecting IDPs that are inherent in these bodies of law.²⁹ Since they were first presented, the Guiding Principles have achieved almost universal

²⁴ E/CN.4/1993/35, 21 January 1993, Commission on Human Rights, Forty-ninth session, Chapter 33, available at: <https://goo.gl/uBDWXL> . This is adapted in Chapter 3 of this report for statistical purposes to allow for temporary border crossings (see paragraph 122)

²⁵ A/Res/60/L.1, para 132.

²⁶ A/C.3/72/L.46/REV.1, 14 November 2017, UN General Assembly Resolution, as well as previous resolutions.

²⁷ E/CN.4/1998/53/Add.2, 11 February 1998, UN Commission on Human Rights, Report of the Representative of the Secretary-General, Mr. Francis M. Deng, submitted pursuant to Commission resolution 1997/39. Addendum: Guiding Principles on Internal Displacement, available at: <https://goo.gl/GJU2Sz>

²⁸ Kälin W., “Guiding Principles on Internal Displacement: Annotations”, 2nd ed., Studies in Transnational Legal Policy 38 (American Society of International Law and Brookings Institution), 2008, pp 3-4. Available at: <https://goo.gl/UUSD4g>

²⁹ Inter-Agency Standing Committee, “Protection of Internally Displaced Persons (IASC Policy Paper)”, December 1999, available at: <https://goo.gl/iHcwzi>

recognition as the normative departure point for dealing with internal displacement.³⁰ They have also informed the development of regional and national laws on internal displacement.

2. Regional instruments

28. The most significant normative advance with respect to internal displacement since the Guiding Principles is the legally binding African Union Convention on the Protection and Assistance of Internally Displaced Persons in Africa (hereafter the Kampala Convention).³¹ The Guiding Principles are directly incorporated in many of the Kampala Convention's core provisions, such as the definition of IDPs. However, whereas the Guiding Principles merely reflect pre-existing norms of IHRL and IHL, the Kampala Convention moves to further advance international norms on internal displacement.³² Among the advances found in the Kampala Convention is the extension of responsibilities for IDP protection beyond states to the African Union, international organisations, humanitarian agencies, civil society, and non-state actors (including armed groups). The Kampala Convention also makes explicit a range of human rights violations that can cause internal displacement such as gender-based violence and other harmful practices or inhumane treatment.

29. The Kampala Convention was preceded by the 2006 Pact on Security, Stability and Development in the Great Lakes Region of Africa, which includes the Protocol for the Protection and Assistance to Internally Displaced Persons and the Protocol on the Property Rights of Returning Persons. The first Protocol served as impetus for the initiative by the African Union to draft the Kampala Convention by obliging states to incorporate the Guiding Principles in their legal frameworks.³³ It exemplifies how regional bodies advised the incorporation of the Guiding Principles into national legislation. The Organization of American States and the Council of Europe have also called upon their member states to use the Guiding Principles and incorporate them into their domestic laws and policies.³⁴

30. The need for data collection on IDPs is explicitly described in regional level instruments. The Great Lakes Protocol highlights that member states shall be responsible for assessing the needs of IDPs and provides in specific situations for the establishment of databases for the registration of IDPs.³⁵ The Kampala Convention contains a similar provision, imposing an obligation on states to assess or facilitate the assessment of the needs and vulnerabilities of IDPs and those of their host community, in cooperation with international organisations and agencies.³⁶ The Kampala Convention also requires state parties, in collaboration with

³⁰ A/RES/60/1, 2005, World Summit Outcome document, paragraph 132, available at: <https://goo.gl/i7wLoF>, as well as, for example, A/RES/62/153(2007), paragraph 10, available at: <https://goo.gl/2PGDA6>, and A/HRC/RES/6/32 (2007), paragraph 5, available at: <https://goo.gl/dXtAWh>

³¹ Adopted by the African Union (AU) Heads of State Special Summit in Kampala, Uganda, on 23 October 2009, and entered into force on 6 December 2012, and as of 15 June 2017 signed by 40 countries and ratified by 27 countries. Available at: <https://goo.gl/BrdqYX>

³² Asplet M. and Bradley M., "Strengthened Protection for Internally Displaced Persons in Africa: the Kampala Convention comes into force", 6 December 2012. Available at: <https://goo.gl/FTY6kD>

³³ 30 November 2006, International Conference of the Great Lakes Region, "Protocol on the Protection and Assistance to Internally Displaced Persons". Article 6.3. Available at: <https://goo.gl/FQUvP3>

³⁴ OEA/Ser.P/AG/doc.5232/11, Resolution 2667, (June 2011), <http://goo.gl/eQzC1q>; and Council of Europe Recommendation 6 (2006) of the Committee of Ministers to member states on internally displaced persons, available at: <https://goo.gl/W29Xxn>

³⁵ 30 November 2006, International Conference of the Great Lakes Region, "Protocol on the Protection and Assistance to Internally Displaced Persons". Article 6.3. Available at: <https://goo.gl/FQUvP3>

³⁶ Kampala Convention, Article 5(5). Available at: <https://goo.gl/BrdqYX>

international organisations, humanitarian agencies, or civil society organisations, to create and maintain an up-to-date register of all IDPs.³⁷ Collection of administrative data is treated in greater detail in Chapter 6.

3. National laws and policies

31. Another sign of international acceptance of the Guiding Principles has been the development, adoption, and implementation of numerous national laws, policies and decrees addressing internal displacement in all regions of the world—either explicitly based upon or in a manner consistent with the Guiding Principles.³⁸

32. The legal use of the Guiding Principles is also visible in court rulings such as the Constitutional Court of Colombia's decision T-025 of 2004, which formally incorporated them into the country's legal framework.³⁹ The German Government has additionally taken the official position that “the Guiding Principles can now be considered to be international customary law,”⁴⁰ and in its 2008 national policy, the Iraqi Government stated that the Guiding Principles had become part of international law,⁴¹ indicating a viewpoint that the Principles should be guidelines for rules and regulations adapted at the national level.

4. Guiding Principles' definition of IDPs

33. As noted above, the definition of IDPs found in the Guiding Principles and mirrored in regional and national frameworks is not a legal status, but rather a description to identify the category of persons of concern.⁴² Its aim was not to assign IDPs a particular legal status which could be granted (and eventually revoked). Doing so would raise issues of status determination, increase risks of excluding IDPs from benefits or not legally recognizing de facto IDPs, increase risks of any ensuing discrimination, and could lead to difficulties in determining the end of status. Instead, the Guiding Principles' definition serves to bring visibility to potential risks, needs and vulnerabilities of IDPs, and it provides a framework for protecting their rights, and enables the achievement of durable solutions. As this definition has been widely endorsed and incorporated into many national and regional normative documents, it is the most appropriate starting point for developing a framework for statistics on internal displacement. It does however need to be operationalized for use in statistical production.

34. The Guiding Principles state that IDPs are “persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalised violence,

³⁷ Kampala Convention, Article 13(1). Available at: <https://goo.gl/BrdqYX>

³⁸ See the IDP law and policy database at <http://www.globalprotectioncluster.org/global-database-on-idp-laws-and-policies/>. Examples include Uganda's “National policy for internally displaced persons, 2004”, Kenya's “Prevention, Protection and Assistance to IDPs and Affected Communities Act, 2012” and Yemen's “National Policy for Addressing Internal Displacement, 2013”.

³⁹ Brookings Institution, “The Guiding Principles on Internal Displacement: Judicial Incorporation and Subsequent Application in Colombia”, 2009. Available at <https://goo.gl/sh8CiM>

⁴⁰ A/HRC/13/21, January 2010, Report of the Special Representative of the Secretary-General on the human rights of internally displaced persons, Walter Kälin, p.5, available at <https://goo.gl/nQLg1J>

⁴¹ July 2008, Government of Iraq, national policy on internal displacement. Available at <http://goo.gl/aAGi71>

⁴² E/CN.4/1993/35, 21 January 1993, Guiding Principles Annotations. Commission on Human Rights, Forty-ninth session, Chapter 33). Available at: <https://goo.gl/uBDWXL>

violations of human rights, or natural or human-made disasters, and who have not crossed an internationally recognised state border.”⁴³

35. This notion of an IDP is based on two components: 1) that their movement is coerced or involuntary (to distinguish from economic and other voluntary migrants), and 2) that they remain within internationally recognised state borders (to distinguish them from refugees). While there is broad international agreement about a definition that includes these two core components, interpretations of the definition and practical operationalization varies from state to state.

36. Departures from the internationally accepted definition are acceptable when they broaden the definition but can become problematic when they narrow it. A law or policy may focus on a specific cause or phase of displacement, or a specific group within the overall displaced population, but the state and other entities still have responsibilities to assist and protect all IDPs under the terms of the Guiding Principles. Thus, any applied national instrument should not allow for discrimination against or inequitable treatment of others. As stated within the Guiding Principles, instruments should be applied "without discrimination of any kind such as race, colour, sex, language, religion or belief, political or other opinion, national, ethnic or social origin, legal or social status, age, disability, property, birth or on any other similar criteria".⁴⁴ Thus the elements of the IDP definition in the Guiding Principles should be considered to be the minimum requisite.⁴⁵

C. ELEMENTS OF THE DEFINITION OF IDPS IN THE GUIDING PRINCIPLES

1. *Forced or obliged to flee or leave*

37. The forced or obliged nature of a movement distinguishes persons that have a “coercive or otherwise involuntary character of movement” from those “who move voluntarily from one place to another solely in order to improve their economic circumstances”.⁴⁶ Thus the Annotations to the Guiding Principles clarify that being forced or obliged to flee is synonymous with a lack of voluntariness.

38. International criminal and humanitarian law suggest that force, or lack of voluntariness, is measured in certain circumstances by the lack of personal consent of an individual within the context of the surrounding circumstances.⁴⁷ A lack of voluntariness or obliged movement, particularly when it comes to manmade or natural hazard-induced disasters, could also be measured objectively. The inclusion of both subjective and objective elements as part of the

⁴³ UN Commission on Human Rights, Report of the Representative of the Secretary-General, Mr. Francis M. Deng, submitted pursuant to Commission resolution 1997/39. Addendum: Guiding Principles on Internal Displacement, 11 February 1998, E/CN.4/1998/53/Add.2, pg. 5.

⁴⁴ Guiding Principle 4(1). Available at: <https://goo.gl/GJU2Sz>

⁴⁵ The Guiding Principles paragraph 4 states “These Guiding Principles should be disseminated and *applied* as widely as possible.” See also p. 12 of “Protecting Internally Displaced Persons: a manual for law and policymakers (October 2008). Available at: <https://goo.gl/3xy7w5>

⁴⁶ Kälin W., “Guiding Principles on Internal Displacement: Annotations”, 2nd ed., Studies in Transnational Legal Policy 38 (American Society of International Law and Brookings Institution), 2008, pp 3-4. Available at: <https://goo.gl/UUSD4g>

⁴⁷ For a summary of case law from the ICTY on the ‘forcible’ element of forcible displacement from Article 17 of Protocol II to the Geneva Conventions, see Vincent Chetail’s summary in the chapter on “The Transfer and Deportation of Civilians” in “The Geneva Conventions: A Commentary” by A. Clapham, P. Gaeta and M. Sassoli, eds, Oxford University Press, 2015, pp. 1190-1191. Available at: <https://goo.gl/nVVd91>

analysis of what constitutes “force” highlights why both are relevant for assessing causes of displacement.

39. It is important to note that the element of force or obligation makes no reference to the lawful or unlawful nature of a movement, indicating that lawful and unlawful movements are included in the definition. Persons who are lawfully displaced, such as evacuees, evictees or otherwise relocated persons may be counted as IDPs.

2. Homes or places of habitual residence

40. This element of the definition is important in clarifying that an IDP need not be a citizen of the country concerned—habitual residency is enough. Habitual residency is determined on both an objective basis (presence over a certain period of time) and a subjective one (the “intention of remaining,” or *animus manendi*), though the definition found in the Guiding Principles does not provide a test for either basis. Legal arguments continue over the need for the subjective element to prove habitual residence.

41. Hence, non-citizens, foreigners and displaced stateless persons who have their habitual residence in the country concerned may also qualify as IDPs. Former refugees who have returned to their country of origin, having completed the formalities to formally restore with their country of origin the bond of protection (purpose of documentation) that was severed when they became refugees, and who nonetheless are unable to find a durable solution, may qualify as well.⁴⁸

42. Habitual residence also raises the question of whether pastoralists and nomads fall within the IDP definition. The fact that pastoralists can become internally displaced is reflected in the particular obligation set out in Principle 9 of the Guiding Principles, which articulates that states are under a particular obligation to protect against the displacement of indigenous peoples, minorities, peasants, pastoralists and other groups with a special dependency on and attachment to their lands. For example, the Government of Colombia recognizes indigenous communities to be victims of conflict and includes the right for reparation of the territorial rights of the indigenous groups.⁴⁹ It is also reflected in the Great Lakes Protocol on IDPs⁵⁰ and the Kampala Convention.⁵¹ One approach, supported by the UN Special Rapporteur on the Human Rights of IDPs and IDMC,⁵² describes displacement for a pastoralist as a process whereby a habitual living space on which their pastoral way of life is dependent becomes inaccessible.⁵³

3. As a result of or in order to avoid

⁴⁸ Brookings-Bern, “Protecting Internally Displaced Persons: a manual for law and policymakers”, October 2008, available at: <https://goo.gl/3xy7w5>, pp. 12-13.

⁴⁹ Article 8, Presidential Decree 4633 of 2011.

⁵⁰ 30 November 2006, International Conference of the Great Lakes Region, “Protocol on the Protection and Assistance to Internally Displaced Persons”, Article 4(1)c.. Available at: <https://goo.gl/FQUvP3>

⁵¹ Kampala Convention, Article 5(5) and 11(5). Available at: <https://goo.gl/BrdqYX>

⁵² IDMC-NRC-Nansen Initiative, “On the margin: Kenya’s pastoralists - From displacement to solutions, a conceptual study on the internal displacement of pastoralists”, March 2014. Available at: <https://goo.gl/k3k47Z>. See pp. 20-31 for the definition of internally displaced pastoralists and its analysis.

⁵³ The adapted notion of an IDP replaces the term ‘place’ with ‘living space’ in order to embrace the socio-economic environment of pastoralists who, given their mobility, do not necessarily have a home or habitual place of residence in the legal sense implied in the Guiding Principles. Academics in human geography suggest that ‘place is a tool of sociality’ and therefore also applies to nomads: ‘rather the opposite to or disruptive of place, mobility is an inherent part of how some places are defined and operate.’ See Agnew J. in Agnew J. and Livingstone D., “Handbook of Geographical Knowledge”, 2011, “Chapter 23: Space and Place”, p.25.

43. This element of the definition acknowledges that people can become internally displaced in anticipation of coercive factors, hazardous events, or life-threatening circumstances compelling them to move. These circumstances include emergency and mandatory evacuations or resettlement away from areas deemed to be unsafe or uninhabitable. Similar to the element of force, this anticipatory flight analysis is more difficult to assess in practice due to the fact that the causal event has not yet taken place. Additionally, when the pre-emptive movements are linked to slow-onset disaster situations (explained in detail below in paragraph 54), the element of compulsion may be even more difficult to demonstrate. Often, those movements are better characterised by forms of adaptive migration.⁵⁴

4. Causes

44. The Guiding Principles list a number of potential causes of internal displacement. The list, however, is not exhaustive and while some national laws and policies expand upon or specify causes of displacement for specific contexts, others have limited their scope or focus to certain specific causes of internal displacement. For example, Azerbaijan's Law on the Status of Refugees and Internally Displaced Persons⁵⁵ restricts the causes of internal displacement to military aggression, natural disaster, or technological disaster. Likewise, both the Peruvian Law Concerning the Internally Displaced⁵⁶ and the Colombian Law on Internal Displacement⁵⁷ do not include natural or human-made disasters as a cause in their definitions of internal displacement. However, it should be acknowledged that in 2018, Peru adopted a law on climate change which includes reference to forced migration due to climate change.⁵⁸

45. The explicitly mentioned causes within the Guiding Principles are:

a. Armed conflict

46. Armed conflict is a precondition to the applicability of IHL in addition to IHRL. While IHL distinguishes between international and non-international armed conflict, either form can cause internal displacement. In situations of armed conflict, forced displacement can be caused by: the secondary effect of the hostilities (general hardship, fear); the direct effect of the hostilities and humanitarian consequence of IHL violations —such as attacks against and ill-treatment of civilians, destruction of property, sexual violence, and restricted access to health care and other essential services—⁵⁹ or the explicit order or deliberate intention to displace, when forced displacement is used as a method of warfare. IHL rules protecting IDPs and preventing internal displacement are found mainly in Geneva Convention IV and Additional Protocols I and II, as well as in customary international law.

b. Situations of generalised violence

47. This category encompasses disturbances which are below the threshold of an armed conflict. It includes widespread criminal, ethnic, political, and inter-communal violence.

⁵⁴ DSWD, IOM, IDMC and SAS, "The evolving picture of displacement in the wake of Typhoon Haiyan an evidence-based overview", May 2014. Available at: <https://goo.gl/rGMqYB>

⁵⁵ May 1999, Law No. 668-1Q

⁵⁶ April 2004, Law No. 28223

⁵⁷ 1997, Law 287

⁵⁸ April 2018, Ley N. 30754, <https://busquedas.elperuano.pe/normaslegales/ley-marco-sobre-cambio-climatico-ley-n-30754-1638161-1/>

⁵⁹ ICRC Advisory Service on International Humanitarian Law, "Internally Displaced Persons and International Humanitarian Law - Factsheet", March 2010. Available at: <https://goo.gl/euTnGC>

Examples include the post-election violence in Kenya in 2007-08 and generalised violence related to gang activity or organised crime, such as those in Central America.

c. Human rights violations

48. Human rights violations are common causes of displacement. These violations may include violations of general international human rights covenants, specific international human rights treaties, or national human rights provisions.

49. For example, the Colombian Victims' Law defines “victims” as persons that individually or collectively have suffered harm due to violations of IHL or IHRL, as part of the internal armed conflict.⁶⁰ These violations include land abandonment or dispossession, terrorist attacks, threats, crimes against sexual liberty and integrity, forced disappearance, homicide, land mines, and kidnapping. According to the Colombian Single Victims' Registry, one in ten victims of internal displacement are also registered as having experienced more human rights violations, with threat and homicide of relatives being the most common.⁶¹

50. The issue of displacement caused by land acquisition and forced internal resettlement due to large scale development projects⁶² and forced eviction requires particular attention. Even though the issue is not mentioned specifically in the definition of IDPs in the Guiding Principles, displacement by large scale development projects not justified by compelling and overriding public interests is described as a form of arbitrary displacement under Guiding Principle 6 and is considered a type of human rights violation. The Great Lakes Protocol includes displacement from large scale development projects in a separate but adjacent clause to the IDP definition.⁶³ Similarly, the Kampala Convention has a specific article on “Displacement Induced by Projects”⁶⁴ that describes the steps a state must take to avoid forced displacement of persons during development, based on the UN Basic Principles and Guidelines on Development-Based Evictions and Displacement.⁶⁵

51. Furthermore, some national instruments explicitly consider IDPs to include those forcibly evicted. An example is Afghanistan's policy which defines IDPs as, “Persons or groups of persons who are displaced as a result of a development project and who have not received an adequate housing and/or land alternative or appropriate compensation allowing them to restore their lives in a sustainable manner.”⁶⁶

d. Natural or human-made disasters

⁶⁰ Article 3, Law 1448 of 2011

⁶¹ Figures by Victims' Unit, July 1st, 2017. See more figures at <https://rni.unidadvictimas.gov.co/RUV>

⁶² Large-scale development projects not justified by compelling and overriding public interests is one of the forms of arbitrary displacement prohibited under Guiding Principle 6.

⁶³ 30 November 2006, International Conference of the Great Lakes Region, “Protocol on the Protection and Assistance to Internally Displaced Persons”, Article 1(5). “*Internally Displaced Persons also mean 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 large-scale development projects...*”. Available at: <https://goo.gl/FQUvP3>

⁶⁴ Kampala Convention, Article 10. Available at: <https://goo.gl/BrdqYX>

⁶⁵ A/HRC/4/18, “Basic Principles and guidelines on development-based evictions and displacement”. Available at: <https://goo.gl/d1Mhp4>

⁶⁶ 2013, “National Policy of the Islamic republic of Afghanistan on Internal Displacement”, Article 3(1)b. Available at: <https://goo.gl/KERMW9>

52. Disasters are a major cause of internal displacement worldwide. Widely accepted definitions of the term “disaster” acknowledge that a disaster is something that results from a combination of pre-existing vulnerabilities and exposure to hazard(s), which may be “natural” (e.g. earthquakes, storms, and heavy rainfall), “human-made” (e.g. industrial accidents), or “socionatural”, which is a combination of both (e.g. floods in poorly drained urban areas or landslides on deforested hillsides). In all but the most extreme cases, it is primarily a person’s vulnerability to such hazards and their lack of capacity to prevent or cope that creates a disaster, rather than the hazard itself.⁶⁷ Usually people who are vulnerable to conflict and violence are also vulnerable to other types of hazards. In reality, displacement is often multi-causal.

53. As defined in the terminology used for disaster risk reduction,⁶⁸ “A sudden-onset disaster is one triggered by a hazardous event that emerges quickly or unexpectedly. Sudden-onset disasters could be associated with, e.g. earthquake, volcanic eruption, flash flood, chemical explosion, critical infrastructure failure.” Resulting displacement is relatively more straightforward to identify in the face of acute threats or the resulting impacts of such hazards, including emergency evacuations to remove people from immediately dangerous areas.

54. A slow-onset disaster is defined as one that emerges gradually over time. Slow-onset disasters could be associated with, for example, drought, desertification, or rises in sea-level. Displacement is more complicated to identify in such contexts, as population movements exist over a continuum between voluntary and forced movements, which evolve over time as the situation changes. Monitoring of slow-onset displacement is further complicated because various factors may combine to contribute to the displacement, making it difficult to attribute displacement to one cause.

5. Internationally recognised borders not crossed

55. The second core component of the IDP definition requires that an internationally recognised state border (a formulation deliberately chosen to guide the definition in the case of contested territories) has not been crossed. This element is crucial as it highlights the difference between an IDP and a refugee, which has critical implications for the provision of assistance and protection.

56. This component of remaining within state borders is to be understood in a broad sense. It can be the place where the displaced person finds refuge or simply stops in their migratory path. Yet, it also is met if, for example, a displaced person has to transit through a neighbouring state in order to gain access to a safer part of their own country. Venturing to another part of one’s country voluntarily and then finding oneself unable to return home because of events that make return impossible or unreasonable qualifies as well.⁶⁹ In this sense, relevant normative frameworks in some countries simply require that the displaced person is within the territory of the country (e.g. Azerbaijan⁷⁰ or Bosnia and Herzegovina⁷¹) or living somewhere else in the country (e.g. Nepal⁷²).

⁶⁷ See UNISDR terminology at <https://www.unisdr.org/we/inform/terminology>

⁶⁸ Ibid.

⁶⁹ Kālin W., “Guiding Principles on Internal Displacement: Annotations”, 2nd ed., Studies in Transnational Legal Policy 38 (American Society of International Law and Brookings Institution), 2008, pp 3-4. Available at: <https://goo.gl/UUSD4g>

⁷⁰ 1999, “Law of the Republic of Azerbaijan on Status of Refugees and Forcibly Displaced Persons (Persons Displaced Within the Country)”, Article 1. Available at: <https://goo.gl/T62ciK>

57. As explained in paragraph 41, seeking refuge abroad and then returning (voluntarily or involuntarily) to one's own country of origin, having restored the bond of protection with it but without being able to go back to one's home or place of habitual residence or otherwise achieve a durable solution due to reasons outlined in Paragraph 2 of the Guiding Principles, may still qualify as internal displacement.

58. The concepts of returning refugees and IDPs are thus not mutually exclusive, and under certain circumstances, an individual can be both a returning refugee and an IDP. The 1951 Refugee Convention refers to returning refugees under article 1C(4), where it indicates that a person ceases to be a refugee when he has voluntarily re-established himself in the country which he or she left owing to fear of persecution, or outside in a country in which he or she remains. Prior to "re-establishment" (a concept that includes length of stay and the commitment to staying and is not necessarily linked to a return to the place of origin), however, an individual could be both a returning refugee and IDP.⁷³ Some national frameworks explicitly include returnees in their IDP definition. Afghanistan's IDP policy, for instance, includes in its framework "Returnees (returning refugees and migrants deported back to Afghanistan) who are unable to settle in their homes and/or places of origin."⁷⁴

6. Other issues not explicitly mentioned in the Guiding Principles

a. Duration and timing of displacement

59. The Guiding Principles contain no specifications related to the length of time a person must be displaced in order to meet IDP criteria. Even a brief pre-emptive voluntary evacuation may qualify. However, brief evacuations may not generate particular needs or human rights concerns if the displacement is requisite, prepared for, and safely executed—especially if due attention is given to the specific needs of vulnerable populations and if homes and livelihoods are not significantly disrupted. Likewise, someone does not cease to be displaced after a set period of time. Many IDPs will remain IDPs for decades and there may be inter-generational vulnerabilities (see paragraph 61 below and Chapter 3 on classifying children of IDPs as IDP-related persons).

60. In some cases, national instruments restrict the IDP definition to specific groups by specifying a timeframe within which displacement occurs in order for IDPs to be recognised as such for the purposes of the law's provisions. For example, the Law on Refugees from Bosnia and Herzegovina and Displaced Persons in Bosnia and Herzegovina⁷⁵ states: "A displaced person is a citizen of Bosnia and Herzegovina, residing within Bosnia and Herzegovina, who has been expelled from his/her habitual residence as the consequence of the conflict, or left her/his habitual residence, after 30 April 1991."

b. Children of IDPs

⁷¹ 1999, "Law on Refugees from Bosnia and Herzegovina and Displaced Persons in Bosnia and Herzegovina", Article 4. Available at: <https://goo.gl/rPiJpe>

⁷² 2007, "Nepal National Policy on Internally Displaced Persons 2063/2007", Article 3(a). Available at: <https://goo.gl/i68FU2>

⁷³ UNHCR, "The Cessation Clauses: Guidelines on Their Application", 26 April 1999, para. 21., available at: <http://www.refworld.org/docid/3c06138c4.html>

⁷⁴ 2013, "National Policy of the Islamic republic of Afghanistan on Internal Displacement", Article 3(1). Available at: <https://goo.gl/KERMW9>

⁷⁵ 1999, "Law on Refugees from Bosnia and Herzegovina and Displaced Persons in Bosnia and Herzegovina", Article 4. Available at: <https://goo.gl/rPiJpe>

61. The definition of IDPs in the Guiding Principles does not state whether children are considered IDPs when they are born to internally displaced parents after the displacement event itself. A strict-level interpretation suggests that children born into displacement are not IDPs, since they themselves were not forced or obliged to flee. Yet, from a human rights perspective, there are strong arguments which advocate that children of IDPs should benefit from the same rights and assistance of their parents, depending on the context. However, this does not automatically mean they should be considered IDPs. While state normative practice generally tends to either not specify or not include children of IDPs in the definition, there are some exceptions.⁷⁶

c. Distance from home/place of habitual residence

62. The definition in the Guiding Principles does not specify the distance from their home or habitual residence at which an individual should be displaced in order to be recognised as an IDP. Displacement may include situations where people are rendered homeless but remain close to their original dwellings, whether due to personal choice or a lack of means or freedom to access shelter and assistance elsewhere. In many situations, displaced people may temporarily return to or regularly visit their homes. For pastoralists, there is an obligation to protect them against displacement from their habitual living spaces, this also applies to indigenous peoples, minorities, peasants, nomads and other groups with a special dependency on and attachment to their lands (see paragraph 42).

d. Location

63. People displaced within their country's official borders should be considered IDPs irrespective of their location, including if they are in territory controlled by insurgent, dissident, or occupying forces. That said, some national instruments limit which geographical locations may constitute an IDP's place of origin. For example, the 1996 Law of Georgia on Forcibly Displaced Persons-Persecuted Persons stipulated that a person had to come from one of a number of clearly defined occupied areas in order for them to qualify as an IDP. This issue was addressed when the law was reformed in 2014.

64. Moreover, IDPs live in a variety of circumstances, including in camps, informal settlements, makeshift dwellings such as tents, or with host families, and in independently rented or purchased accommodations. It is important that this variety is considered in order to decrease the risk of oversight, neglect, and discrimination between different groups of IDPs.

D. DURABLE SOLUTIONS AND THE END OF INTERNAL DISPLACEMENT

65. While the IDP definition in the Guiding Principles is well-established and helps explain when an individual or community becomes displaced, it provides little insight into the issue of when displacement ends. Principles 28-30 address the issue of durable solutions for IDPs. Consistent with the human right to freedom of movement, IDPs have the right to choose freely between return to their former homes or habitual places of residence, local integration in areas where they take refuge, or settlement and integration elsewhere in the country. Competent

⁷⁶ 2014 "Law of Georgia on Internally Displaced Persons – Persecuted from the Occupied Territories of Georgia", Article 6(2): "An underage person is entitled to an IDP status if one or both of the parents have and/or had IDP status, only based on the consent from parent(s) or his/her other legal representative." Available at: <https://goo.gl/13XAjb>

authorities are responsible for creating the conditions that allow displaced persons to rebuild their lives in any one of these locations. No one option is preferable to another.

66. The Inter-Agency Standing Committee's (IASC) Framework on Durable Solutions for IDPs aims to provide clarity on the concept of a durable solution and provides general guidance on how durable solutions are achieved and supported.⁷⁷ It is not a legally binding instrument. Like the Guiding Principles, the IASC Framework stresses that IDPs have a right to make a voluntary and informed choice on what durable solution to pursue with safety and dignity, and to participate in the planning and management of durable solutions. The IASC Framework states that a durable solution is achieved when "IDPs no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement."⁷⁸ Its definition takes the position that the end of displacement is determined not by the location of the displaced person, but rather by their level of access to their human rights.

67. How this definition should be operationalised for accounting or statistical purposes, however, is not laid out in the framework. In many cases, even once a displacement may appear to have physically ended, people can continue to experience related consequences, including discrimination and violation of human rights. These consequences can include lack of access to adequate housing, to basic services, to security, to livelihood opportunities, and to one's ability to recover personal assets. For this reason, it is necessary to consider the sustainability of the situation and IDPs' conditions when assessing the achievement of durable solutions. A mere physical return to the place of habitual residence, long-term presence in a place of refuge, or relocation to a new settlement location at the end of a physical displacement does not indicate that displacement-related needs and vulnerabilities have been overcome.

68. Accordingly, the IASC Framework proposes eight criteria that should be considered to help determine if durable solutions are achieved for IDPs based on their fundamental human rights. These eight criteria include:

1. Safety and security.
2. Adequate standard of living.
3. Access to livelihoods.
4. Restoration of housing, land and property.
5. Access to documentation.
6. Family reunification.
7. Participation in public affairs, and
8. Access to effective remedies and justice.

69. Yet when it comes to measuring the achievement of durable solutions in practice, there is still limited global use of the IASC Framework. This may be due to its qualitative nature. However, some states such as Sri Lanka⁷⁹ and Zimbabwe have included the IASC criteria into their IDP policy frameworks⁸⁰, or in their IDP legislation as in the case of Kenya.⁸¹ At the same

⁷⁷ Inter-Agency Standing Committee "Framework on Durable Solutions for internally displaced persons", April 2010. Available at: <https://goo.gl/BydBcF>

⁷⁸ Ibid., pg. 6.

⁷⁹ Sri Lanka National Policy on Durable Solutions for Conflict-affected Displacement, <http://resettlementmin.gov.lk/site/images/stories/pdf/final%20policy.pdf>

⁸⁰ The Government of Zimbabwe's Framework for the Resettlement of Internally Displaced Persons, for example, is based on the IASC Framework for Durable Solutions, in addition to incorporating the three Guiding Principles on

time, various instruments currently attempt to measure the achievement of durable solutions, highlighting the difficulties states have in operationalising such measurement.

70. The Guiding Principles and the IASC Framework provide the substantive basis for operationalising the definitions of IDPs and durable solutions for use in statistical production.⁸² As the causes and consequences of internal displacement vary, the conditions considered to be sufficient to recognize the achievement of durable solutions will vary between contexts. In the development of national statistics on internal displacement, a statistical measurement is proposed to support countries in measuring progress towards a durable solution and overcoming key displacement-related vulnerabilities, as distinct to measuring the legal achievement of durable solutions.⁸³ Defining when IDPs should no longer be counted as such for the purpose of official statistics, and measuring progress towards this end, are critical to the production of statistics on internal displacement, and in particular in measuring stocks and flows (see Chapters 3 and 4).

E. CONCLUSION

71. There is widespread, international acceptance of the IDP definition described in the preamble to the Guiding Principles. It therefore starts to provide a definition of who an IDP is for statistical purposes. In particular, two elements of the IDP definition—that of forced movement and movement within internationally recognised state borders—are required elements. However, despite the broad agreement on the definition, national practice varies from state to state. There is less agreement on when an IDP should stop being counted as displaced. Where there is a national law covering the IDP population, most states do not follow the qualitative definition and the framework proposed by the IASC for purposes of measurement. Variations in current state practices are widespread, making international comparability currently impossible.

Internal Displacement related to solutions. The Zimbabwe Framework for the Resettlement of Internally Displaced Persons, [http://www.internal-displacement.org/static_content/law-and-policy/zimbabwe/Framework for Resettlement IDPs Zimbabwe EN.pdf](http://www.internal-displacement.org/static_content/law-and-policy/zimbabwe/Framework%20for%20Resettlement%20IDPs%20Zimbabwe%20EN.pdf)

⁸¹ Kenya's Prevention, Protection and Assistance To Internally Displaced Persons and Affected Communities Act, 2012, <http://bcckenya.org/assets/documents/PrevProtAsstoInternDisPersAffComsAct56of2012.pdf>.

⁸² Efforts have been made by a multi-stakeholder group of humanitarian and development partners to develop agreed upon indicators to measure progress towards durable solutions. See more about the process here: <http://www.jips.org/en/profiling/durable-solutions>. Access the results of this work here: <http://inform-durablesolutions-idp.org/>

⁸³ Statistical Measurement of Overcoming Internal Displacement-Related Vulnerabilities, Report prepared by Lauren Herby for EGRIS IDP sub-group Solutions Working Group, August 21, 2019

CHAPTER 3. TURNING LEGAL DEFINITIONS INTO A STATISTICAL FRAMEWORK

A. INTRODUCTION

72. As discussed in Chapter 2, national and regional legal instruments tend to follow the IDP definition used in the *UN Guiding Principles on Internal Displacement*. The practical applications of the legal definition often vary,⁸⁴ in particular in determining durable solutions. This has a detrimental impact on the coherence of internal displacement statistics. While the Guiding Principles provide a legal framework, which is necessarily complex and nuanced for implementation on a case by case basis, statistical definitions require a clear and definitive explanation for broad groups of the population. They must be capable of being easily implemented and understood by data collectors in a wide variety of situations and be unambiguous to ensure global comparability. This necessarily requires a simplification of the complexities outlined in Chapter 2.

73. This Chapter presents the statistical framework for internal displacement. Part B defines the population groups within the scope of the recommendations and those groups who fall outside this scope. Part C summarises the population inflows, stocks and outflows of the statistical framework. Part D develops in more detail the elements required for defining the inflow to the IDP population, applicable to both National and International Statistical Systems, for the purpose of statistical measurement. This Chapter builds upon the core elements outlined in Chapter 2, which are in turn based on the UN Guiding Principles' definition of internal displacement. A more detailed description of how to statistically measure progress towards durable solutions and identify when key displacement-related vulnerabilities have been overcome and IDP groups can be taken out of the stock is covered in Chapter 4.

B. INTERNAL DISPLACEMENT STATISTICAL FRAMEWORK

1. Categories included the internal displacement statistical framework

74. This section outlines the different categories of persons included in the statistical framework for internal displacement, and thus falling within the scope of these recommendations. Two categories are the primary focus of these recommendations:

1. Internally displaced persons (or persons who have displacement-related protection needs and vulnerabilities), and
2. IDP-related population.

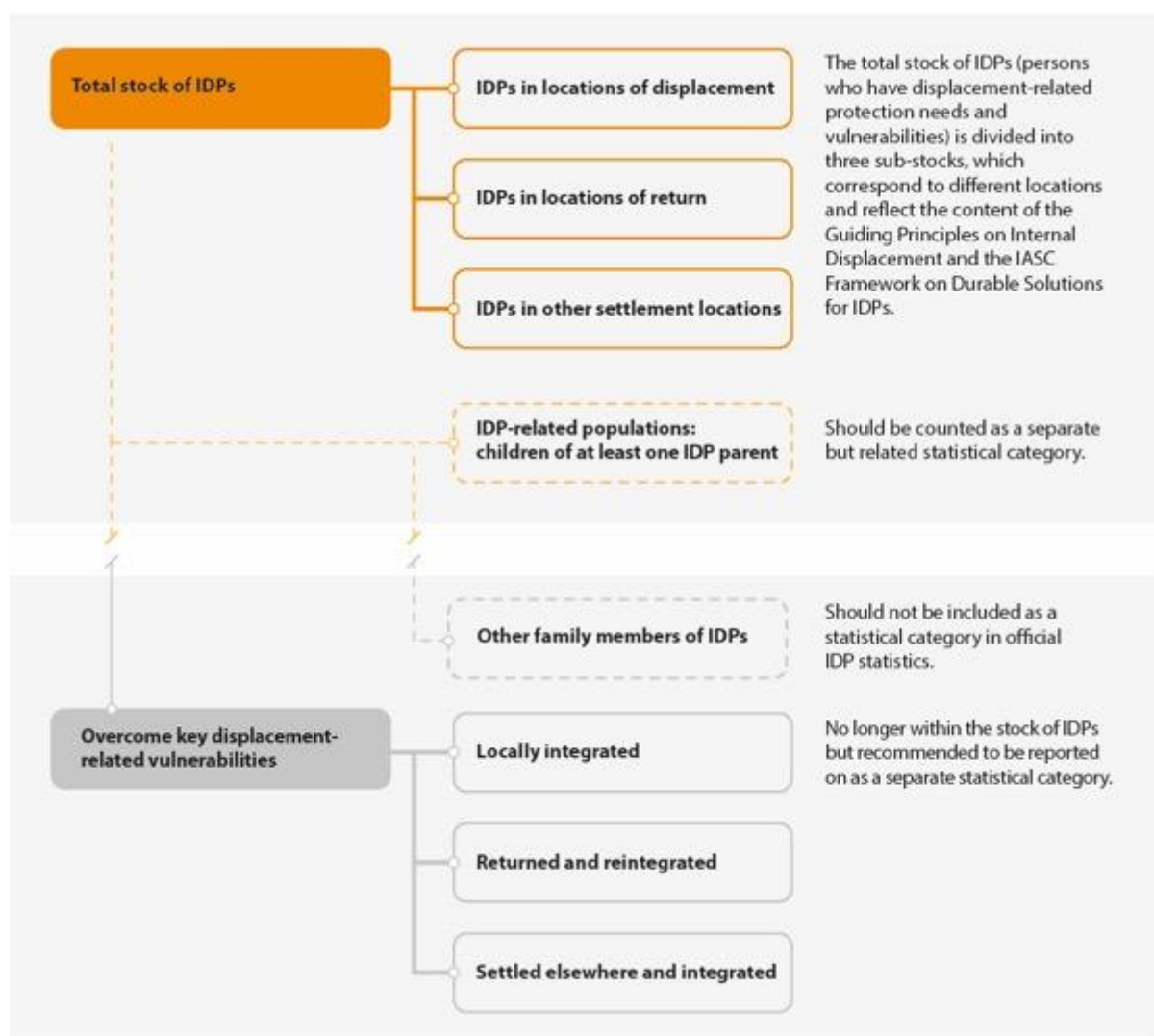
Two further categories fall within the statistical framework however, due to their specific characteristics, are not of primary concern of these recommendations. These include:

3. Other non-displaced family members of IDPs, and
4. Those who have overcome key displacement-related vulnerabilities

These categories and their relationship with one another are visualised in Figure 3.1.

⁸⁴ Although not legally binding, when generally referring to 'the legal definition' of internal displacement, this report refers to the UN Guiding Principles' definition of internal displacement as the most commonly used and overarching one.

Figure 3.1 Population categories in the statistical framework for internal displacement



a. Persons who have displacement-related protection needs and vulnerabilities

75. As described above, an IDP is defined as a person who was forced to leave his or her place of habitual residence (i.e. usual residence at the time of a displacement event) and who is found within the internationally recognised borders of the country. If the IDP went abroad following the displacement, for a temporary period of less than 12 months and/or did not establish a new country of usual residence, then they remain an IDP. The total stock of persons who have displacement-related protection needs and vulnerabilities, is divided into three sub-stocks that correspond to different locations where they may reside at the time of the data collection and reflect the content of the Guiding Principles and IASC Framework (See paragraphs 65-67):

1. IDPs who remain in locations of displacement (IDPs in locations of displacement)
2. IDPs who have returned to their place of habitual residence (IDPs in locations of return)
3. IDPs who have settled elsewhere in the country (IDPs in other settlement locations)

76. In order to measure the total stock of persons who have displacement-related protection needs and vulnerabilities, a statistical assessment of the extent to which these populations have achieved a durable solution is needed. As will be described in more detail in Chapter 4, a recommended approach is to use the IASC framework as a starting point to measure progress towards durable solutions and whether key displacement-related vulnerabilities have been overcome.

Box 3.1 Definition of persons who have displacement-related protection needs and vulnerabilities (i.e. IDPs)

A person must meet all the following criteria to be included in this category:

- Was usually resident at the place where a causing event occurred, at the time of the event;
- Was forcibly displaced, including preventative movements, by:
 - Armed conflict
 - Generalised violence
 - Violations of human rights
 - Natural or man-made disasters
 - Other forced displacements or evictions;
- Was, following this, physically living away from their dwelling in which they were living at the time of the causing event;
- Is found within the internationally recognised borders of the country where they were displaced (even if they temporarily went abroad for a period of less than 12 months since the causing event); and
- Whose displacement-related vulnerabilities have not been assessed or upon assessment it is established that they have not been overcome.

This total stock is divided into three sub-stocks that correspond to different locations where they may reside:

- IDPs who remain in locations of displacement (IDPs in locations of displacement)
- IDPs who have returned to their place of habitual residence (IDPs in locations of return)
- IDPs who have settled elsewhere in the country (IDPs in other settlement locations)

77. In some contexts, households are not always displaced as a single unit. Family members may stay behind after the event leading to displacement occurs, but then follow the originally displaced household members afterwards. In cases like this, although it can be challenging to

capture, these persons should also be included in the statistical category of persons who have displacement-related protection needs and vulnerabilities, since they were affected by the causing event even though their physical movement was delayed.

b. IDP-related populations

78. Children of at least one internally displaced parent who were born after the displacement occurred should not be included in the overall count as they did not experience the displacement themselves. However, as many children of IDPs are impacted by or exposed to protection needs and vulnerabilities directly related to their family's displacement they should be observed and counted as a separate but related statistical category: IDP-related populations (see Figure 3.1).

79. The IDP-related population group comprises those who were born after the displacement occurred to one or more parent(s) who are or were internally displaced. In practice it may be difficult to identify children who are no longer living with their parents. The age of the child is immaterial in defining the population and the descendant may be aged over 18 years. Although there are cases where countries extend a legal IDP status and/or provide specific benefits to children and offspring of IDPs, for the purpose of official statistics the definition does not pass on to subsequent generations. This separate category enables this population group to be identified for programming and policy purposes and is required to be distinguished from IDPs for statistical purposes.

c. Other non-displaced family members of IDPs

80. Other family members of IDPs not directly affected by the causing event should not be included in the stock of IDPs. However, it is recognised that the availability of official statistics on this group (especially those who are dependents living in an IDP-affected household) is often relevant for policy and programmatic purposes, hence they are included as a category in the framework but not of primary focus for these recommendations. Information about them is often collected as part of IDP-specific surveys and other data collections, because they can be difficult to distinguish from IDPs, and may be made available if needed. Those data could be reported on separately from data on the IDP-related populations as outlined below (see Figure 3.1).

d. Those who have overcome key displacement-related vulnerabilities

81. A displaced person remains of concern and within the stock of IDPs until he or she has definitively overcome key displacement-related vulnerabilities, unless a new country of residence is established or this person dies. Measuring whether these vulnerabilities have been overcome requires an assessment of their circumstances to be undertaken, and this assessment needs to be made for all three sub-stock categories of IDPs (see Chapter 4). Although no longer within the IDP statistical category, this group continues to be of interest and are recommended to be reported on as a separate category (see Figure 3.1). One reason is that it remains policy relevant to understand how their circumstances change after having overcome key displacement-related vulnerabilities. It should also be acknowledged that despite no longer being counted as an IDP for statistical purposes, in certain contexts some individuals will still self-identify as IDPs. In addition, considering that the recommended vulnerability measure has also been narrowed in scope to focus on key displacement-related vulnerabilities only (see Chapter 4, paragraph 164) and that there may also be inaccuracies in the implementation of the measure, following those who have recently overcome it may also have value in this regard.

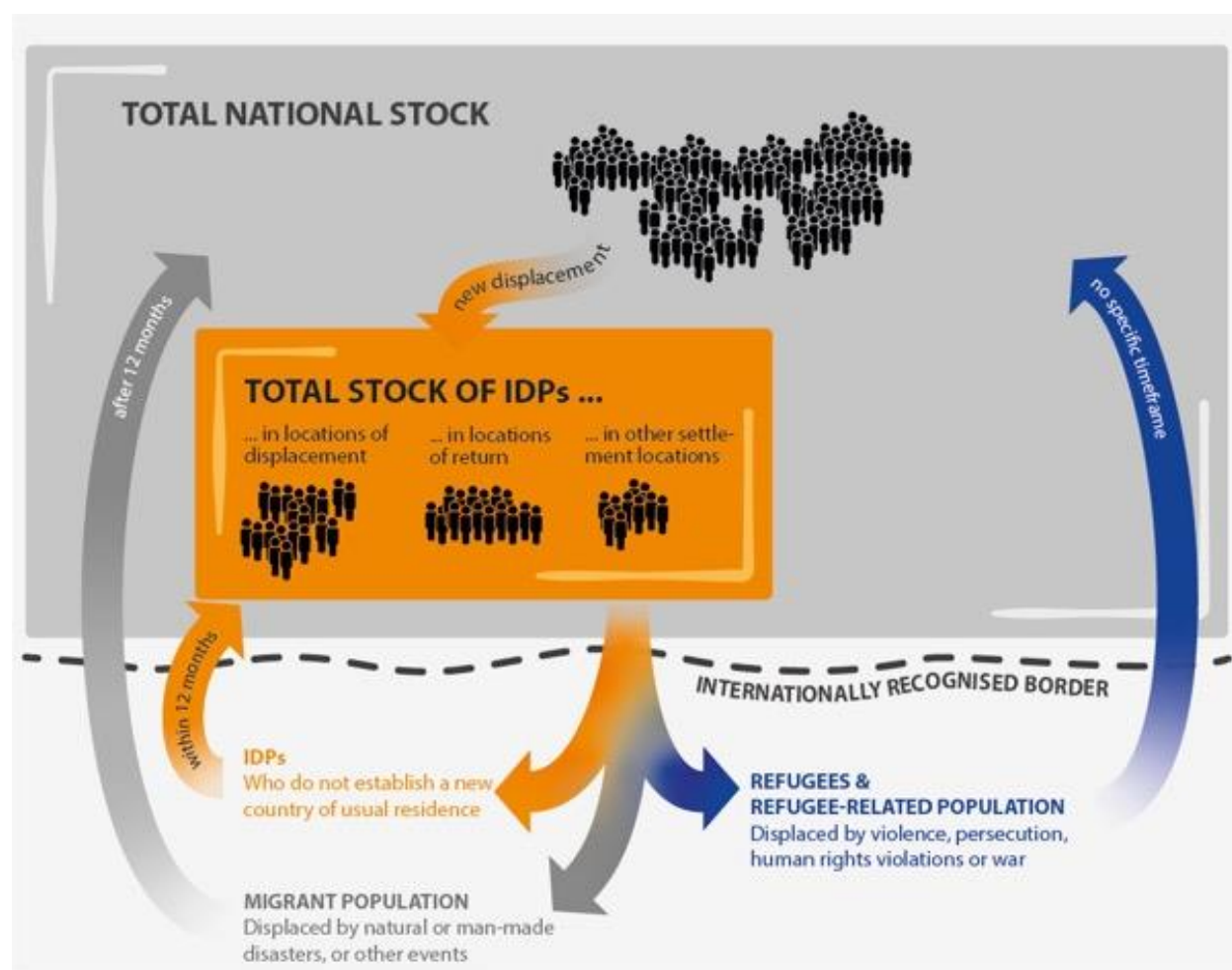
2. *Categories of displaced persons not included in the internal displacement statistical framework*

82. This section describes other displaced population groups who are not in the statistical framework on internal displacement and therefore fall outside the scope of the current recommendations. They include:

1. People who are forcibly displaced across an internationally recognised border
2. Persons returned from abroad after seeking international protection
3. Other displaced persons returning from abroad after a period of 12 months

Category 2 and 3, for different reasons, are understood to have taken up usual residence in another country before their return (see paragraphs 85-89). Figure 3.2 aims to visualise the relationship between these groups.

Figure 3.2 Forcibly displaced persons who cross an internationally recognised border and their relationship to the IDP stock



a. *People who are forcibly displaced across an internationally recognised border*

83. Displaced persons who cross an internationally recognised border are subject to different frameworks depending on the cause of their displacement. Under the 1951 *Convention Relating*

to the *Status of Refugees and the 1967 Protocol Relating to the Status of Refugees*, a refugee is someone “who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion is outside the country of his nationality, and is unable or, owing to such a fear, is unwilling to avail himself of the protection of that country”. These people are within the scope of the *International Recommendations on Refugee Statistics* (IRRS), whether or not they have applied for or been granted asylum.⁸⁵

84. Displaced persons who cross an internationally recognised border for other reasons, such as natural or man-made disasters are not covered by refugee conventions and are therefore in a different legal position.⁸⁶ This category of displaced persons differ from IDPs as they have not remained within the country’s border and instead take up residence outside the country. Statistically, this group is captured as a migrant population in the taxonomy of international inflows and outflows of people in the *Recommendations on Statistics on International Migration*, albeit without differentiating between those who were forcibly displaced and those whose decision to leave their places of usual residence was voluntary in nature (See Box 3.2).

⁸⁵ IRRS, paragraph 73-79

⁸⁶ See the Platform on Disaster Displacement (PDD) for more information on this population. The PDD is a state-led process addressing the protection needs of people displaced across borders in the context of disasters and climate change. www.disasterdisplacement.org/

Box 3.2 Statistical definition of migration

According to the United Nations' *Recommendations on Statistics of International Migration, Revision 1*, an international migrant is "any person who changes his or her country of usual residence" (United Nations, 1998). The recommendations make a distinction between short- and long-term international migrants based on a person's "country of usual residence". Specifically, a long-term migrant is defined as:

'A person who moves to a country other than that of his or her usual residence for a period of at least a year (12 months), so that the country of destination effectively becomes his or her new country of usual residence. From the perspective of the country of departure the person will be a long-term emigrant and from that of the country of arrival the person will be a long-term immigrant' (United Nations, 1998, pp 7-10).

To help in clarifying the United Nations' definition, the United Nations' Handbook on Measuring International Migration through Population Censuses provides an operational definition of an international migrant:

"A person must satisfy the following conditions to be considered as an immigrant of a country in the context of population flows:

- *entering the country by crossing the border,*
- *having been a usual resident of another country before entering or not a usual resident of the country when entering, and*
- *staying or intending to stay in the country for at least one year.*

A person must satisfy the following conditions to be considered as an emigrant of a country in the context of population flows:

- *leaving the country by crossing the border,*
- *having been a usual resident of the country, and*
- *staying or intending to stay in another country or abroad for at least one year."*

b. Persons returned from abroad after seeking international protection

85. Persons who after being forcibly displaced due to a well-founded fear of persecution, disturbed public order or violence, cross a border to seek international protection and take up usual residence in another country are refugees or asylum seekers (see paragraph 83). If they later return to the country from which they were displaced, they are considered to be returning refugees or *persons returned from abroad after seeking international protection*.⁸⁷ They may be identified by UNHCR or other actors as 'persons of concern' and are often distinguished from other returnees from abroad by being in receipt of support from humanitarian or government agencies.

86. Returning refugees may have very similar characteristics to IDPs, especially in contexts where their return from seeking international protection does not take place in safety and dignity. They can continue to face displacement-related vulnerabilities or discrimination upon their return, however they are not automatically counted as IDPs. These people fall within the scope of the *International Recommendations on Refugee Statistics (IRRS)* which recommends that they

⁸⁷ IRRS paragraph 75.

should be counted on their return to their home country as a flow and where possible as a stock.⁸⁸ They are not counted as IDPs upon return, regardless of the period of time for which they were abroad, in order to avoid double counting in official statistics. Further examples on collecting data for them are included in the Compilers Manual (see Figure 3.2). Following their return, if they are displaced again from a new causing event, they would become IDPs and therefore fall within the scope of these recommendations.

87. For returning refugees re-integration into their home country is referred to as “re-establishment” (see Chapter 2, paragraph 58). It should be noted that the collection of data about the re-establishment of returning refugees into the community following their displacement abroad is discussed in the Compilers Manual and follows a similar assessment to that described in Chapter 4 of the current recommendations. Decision makers are interested in both groups and many of the same vulnerabilities will often apply. Analysis that enables comparison between IDPs, returned refugees and local non-displaced populations provide strong evidence for comprehensive displacement policies and responses. It is therefore recommended, in contexts where both population groups can be found, to include both groups when conducting surveys or other vulnerability-focused data collection activities about displacement.⁸⁹

c. Other displaced persons returned from abroad after a period of 12 months

88. If the person displaced by a disaster was temporarily abroad for a period of less than 12 months and did not establish a new usual country of residence, then they should be included in the scope of the IDP statistics (see paragraph 117). However, if they move abroad and stay for period longer than 12 months and therefore are understood to have established a new country of usual residence, these persons may later return to their countries of origin but may be unable to return to their place of habitual residence within that country due to the original or another causing event (e.g. town destroyed by an earthquake). As the migration resulted in the person taking up a new country of usual residence, then the person cannot be considered as an IDP on the grounds that he or she has changed their country of usual residence and has not been displaced since their return to their country of habitual residence.

89. As for refugees, other internationally displaced persons who return from abroad after a period of more than 12 months, can be counted as IDPs only if they suffer a new displacement after returning to their habitual country of residence. These population groups, however, may still suffer from similar vulnerabilities to IDPs and live in similar situations, and therefore can be assessed in a coordinated manner with IDP communities and refugee returnee communities, although are not included statistically in the IDP stock.

C. DEFINING THE STOCKS AND FLOWS OF INTERNALLY DISPLACED PERSONS

90. Population statistics are most commonly produced as stocks and as flows. The population stock gives the size of membership of the population at a specified point in time, called a reference date. A flow is the measure of the change of the membership of the population over a defined period of time. As a report by the Expert Group on Refugee and IDP Statistics (EGRIS) to UNSC noted in 2016: “The production of statistics on [displaced people] requires a clear

⁸⁸ IRRS paragraph 109 and 121-125

⁸⁹ See example from Hargeisa, Somalia: <https://www.jips.org/uploads/2018/10/Profiling-Report-Somalia-Hargeisa-2015.pdf>

distinction between stocks and flows.”⁹⁰ Confusion of stock and flow data is common and can lead to significant errors that result in an inaccurate assessment of the scale of displacement within a country. For example, populations may be displaced more than once and thus summing the various flow statistics derived from one or successive events does not produce the total number of IDPs nor the total flow. It is therefore important to understand the differences between these types of data, and how they can be interpreted and used.

1. Stocks

91. In the context of internal displacement, the **stock of people with displacement-related protection needs and vulnerabilities** therefore refers to the total number of internally displaced persons in a specified location, at a defined moment in time. A person belongs to this population when he or she meets the criteria defined above (see Box 3.1) at a precise reference date, regardless of when they acquired those characteristics or how often they have been displaced within the timeframe. At the national level, this total stock is divided into three sub-stocks that correspond to different locations where they may reside in a country:

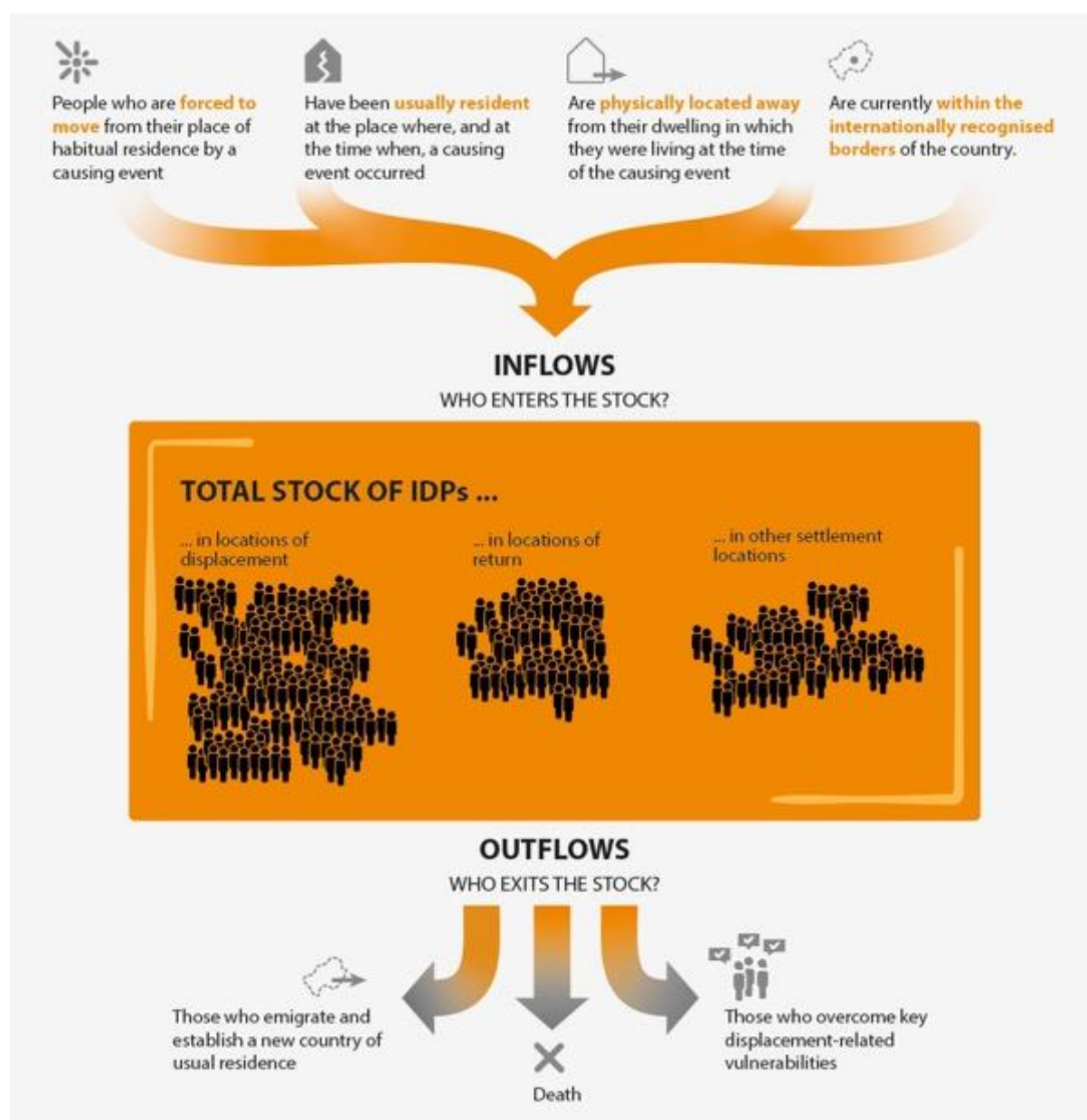
- IDPs who remain in locations of displacement (IDPs in locations of displacement)
- IDPs who have returned to their place of habitual residence (IDPs in locations of return)
- IDPs who have settled elsewhere in the country (IDPs in other settlement locations)

This three-part sub-stock classification serves to obtain working/operational figures for internal displacement in situations where it is important to distinguish, for example, between IDPs in locations of displacement and those in locations of return.

This is visualised in Figure 3.3 below, alongside the associated inflows and outflows described in the following paragraphs.

⁹⁰ UN, Report of Statistics Norway, the Turkish Statistical Institute, Eurostat and UNHCR on progress in the work on statistics on refugees and internally displaced persons, 2016, paragraph 13, available at goo.gl/9FpI

Figure 3.3 Inflows and outflows of the stock of Internally Displaced Persons



2. Flows

92. In contrast, a population flow is a dynamic measure counting how many people acquired (or lost) certain characteristics within a particular time period. The important factor is the time period covered, one month or (more often) one year is used. Flows have a directional component; they can be counted as inflows (persons entering the population stock of interest) and outflows (persons leaving the population stock of interest). The difference between inflows and outflows is called a net-flow, and this can have a positive (more inflows than outflows) or negative (less inflows than outflows) value.

93. Therefore, the stock of IDPs will increase or decrease over time based on the net-flow obtained by comparing inflows (people who become displaced) and outflows (people whose

displacement can be considered to have ended or who have left the population by death or emigration).

a. Inflows

94. The inflow of IDPs in a particular time period refers to the number of persons who become IDPs, who were not IDPs previously. A flow of new displacements may follow a specific displacement event, but because flows refer to a specific reporting period, they can also reflect a number of displacement events which occurred in a country or region within the stated reference period. As described in further detail in Part D of this Chapter the IDP inflow constitutes people who were forced to move from their place of habitual residence by a causing event, have been usually resident at the place where the causing event occurred, were physically located away from their dwelling, and are currently within the internationally recognised borders of the country.

95. The birth of a child to displaced parents is not considered an inflow to the IDP stock. As explained above (paragraph 78), a child born to one or more IDP parent should be allocated to the stock of the *IDP-related population*. The practice of incorporating births into IDP stock registries is not recommended, as it increases the stock number even though new displacements are no longer taking place.⁹¹

b. Outflows

96. The outflow from the stock of persons who have displacement-related protection needs and vulnerabilities are those who have emigrated, died or have overcome key displacement-related vulnerabilities. Additional outflow from the sub-stock of IDPs in locations of displacement are those IDPs who have returned to their place of habitual residence (IDPs in locations of return) and those who have chosen to settle elsewhere in the country (IDPs in other settlement locations).

Death:

97. The death of a person who has displacement-related protection needs and vulnerabilities or an IDP-related person would lead to a reduction in the stock of the respective population.

Leaving country of displacement:

98. The emigration of a person who has displacement-related protection needs and vulnerabilities or IDP-related persons would also lead to a reduction in the stock of the respective population. Leaving the country of displacement should be aligned with the statistical definition of migration (see Box 3.2).

99. This emigration can take place with the intention to seek asylum in another country, where he or she would form part of the refugee stock if the reason for migrating was to escape from a “well-founded fear of persecution”⁹². Alternatively, the IDP might emigrate to establish a place of usual residence in another country for other reasons, such as economic migration or family reunification, in which case they will be considered to have migrated (see paragraphs 83-84).

⁹¹ Colombia has recently mitigated this issue by counting the cumulative stock of IDPs and disaggregating stock numbers into years so that, when disseminated, it is possible to see how flow counts have decreased overtime.

⁹² IRRS, 2018 paragraph 28

Overcoming key displacement-related vulnerabilities:

100. When a person who has displacement-related protection needs and vulnerabilities has overcome key displacement-related vulnerabilities, this will also lead to a reduction in the total stock. An assessment must be conducted to determine this and should be applied to persons independent of their place of residence (i.e. persons in all three sub-stocks): IDPs in locations of displacement, IDPs in locations of return and IDPs in other settlement locations. For the purposes of official statistics, only those who have overcome key displacement-related vulnerabilities according to the measurement are taken out of the overall stock of persons who have displacement-related protection needs and vulnerabilities (see Chapter 4). The assessment should also take place for the IDP-related persons and similarly would lead to a potential reduction in the total stock of this population group.

D. DEFINING THE INFLOW: FOUR CONDITIONS

101. There must be a clear distinction between the population who has been internally displaced by force, and other members of the population who have moved voluntarily within the borders of a country in order to produce unambiguous statistics about them. Based on the Guiding Principles' definition and their Annotations, there are four conditions that are necessary for a person to become an IDP (see Chapter 2, paragraphs 37-58).

102. Nationality is irrelevant for identifying IDPs. A person included in IDP statistics can be a national, stateless person, or foreigner as long as the place they fled from at the time of the displacement was their place of usual residence, and that they continue to reside within the internationally recognised boundaries of the country. Their legal citizenship status in the country is irrelevant to their identification as an IDP for the purpose of statistical measurement.

103. The date that the displacement causing event occurred is also not relevant for the purposes of compiling stocks of IDPs, although it is relevant for calculating flows measured over a defined period of time and for this reason is often captured in operational statistics (see Chapter 2, paragraph 59).

104. The qualifying conditions for being included in the inflow to the stock of people who have displacement-related protection needs and vulnerabilities (see paragraph 94) are described in detail below. For different reasons, each one requires further elaboration here for statistical purposes:

1. Be forced to move from their place of habitual residence by a causing event,
2. Have been usually resident at the place where, and at the time when, a causing event occurred,
3. Be physically residing away from the dwelling in which they were living at the time of the causing event, and
4. Be currently within the internationally recognised borders of the country.

1. Be forced to move from their place of habitual residence by a causing event

105. He or she was obliged to leave the place where he or she resided or considered home as a result of, or in order to avoid the effects of one or more causing events. The main causing events

are listed below (this is not an exhaustive list and should be read in conjunction with the legal outline in Chapter 2, paragraphs 45-54).

- i. Armed conflict,
- ii. Generalised violence,
- iii. Violations of human rights,
- iv. Natural or man-made disasters, or
- v. Other forced evictions or displacements.

106. A person can be considered an IDP as long as he or she was at direct risk of experiencing the causing event, regardless of whether or not he or she experienced the event itself. Preventive displacements, such as evacuations, also constitute internal displacement (see Chapter 2, paragraph 43).

107. Some causing events are difficult to verify in an objective manner. In order to capture preventive movements (i.e. “in order to avoid the effects of” an event), or displacement due to less easily verifiable causes such as certain human rights violations, the overall recommendation for identifying IDPs for the purpose of official statistics is to use the IDPs’ subjective perception of the causing event based on self-declaration. Practically, the part of the Guiding Principles definition referring to “in order to avoid a displacement causing event” is often not of statistical concern, as the event may have already occurred by the time data is collected and people would have already had to move by that time.

108. Persons who move voluntarily from one place to another solely in order to improve their economic or domestic circumstances should not be included in IDP statistics. Poor economic circumstances by themselves are not considered as causing a forced movement, however, it is often difficult to distinguish this from economic deprivation caused by a slow onset disaster which impacts people’s livelihoods. For the purposes of official statistics, it is necessary to consider the overarching cause of the displacement; for example, in areas impacted by slow onset disasters economic deprivation can be disaster-induced, therefore the slow onset disaster is to be considered as the primary cause for displacement. In addition, in order to eliminate uncertainty around defining the overarching causes of displacement, the responsible statistical bodies should identify areas of the country which have been impacted by slow onset disasters, such as droughts, rising water level or climate change induced loss of livelihood. National mapping authorities (with support from regional statistical authorities if needed) may be able to provide satellite imagery as supporting evidence of a slow onset disaster. These affected areas should be clearly identified and declared as areas impacted by slow onset disasters in advance of collecting IDP statistics, and routinely updated.

2. Have been usually resident at the place where, and at the time when, a causing event occurred

109. Displaced persons must have been usually resident in the location within the country where the causing event or the threat of the causing event took place, at the time that the causing event occurred. This is referred to in legal terms as their place of habitual residence (see Chapter 2, paragraph 40). People may become displaced during a causing event or in response to it by not being able to return or no longer having access to their place of habitual residence at the time of

the displacement (see Chapter 2, paragraph 43). This means that a person can become an IDP as a result of a causing event if he or she tries to return to his or her habitual place of residence but were unable to do so, even if he or she was not physically present at the time when the event occurred.

110. For statistical purposes, the usual place of residence is defined as the place where the person is living at the time of data collection corresponding to the place where the person has lived or intends to live for at least a 12-month period (see Box 3.3).⁹³ Thus, a person's place of usual residence can change. In situations of internal displacement, this may be difficult to apply especially when people have been forced to move repeatedly and/or frequently within a relatively short time frame. The intention to remain where they are located at the time of data collection is the important factor in determining usual residence in statistical terms and this will rely on the respondent's subjective answer.⁹⁴ Therefore IDPs living in temporary accommodation or shelters should be allocated to the geographical place where they are found living at the time of data collection.

111. The concepts of habitual and usual place of residence are distinct. An IDP may be displaced on multiple occasions and may have had several usual residences over a given time period, but their place of habitual residence is the place where they were usually resident at the time of their initial displacement which serves as a statistical definition of habitual residence (see Box 3.3). Data should be collected for statistical purposes, for both usual place of residence at the time of the data collection and for the place of habitual residence.

⁹³ See Recommendations on Statistics of International Migration, Revision 1 (1998). UN Statistics Division, Department of Economic and Social Affairs, page 9, paragraph 33.

⁹⁴ This is analogous to homeless persons in a population census where homeless persons are usually allocated to the place where they are found at the time of data collection.

Box 3.3 Usual Residence and Habitual Residence

‘Place of usual residence’ and ‘place of habitual residence’ are distinct terms and they must be clearly distinguished for statistical purposes.

For statistical purposes, the **usual place of residence in the country is where the person is living at the time of data collection**. The definition of usual place of residence as per the *UN Principles and Recommendations for Population and Housing Censuses* should be used, in order to comply with international standards. This definition is generally used for the purpose of distinguishing the usual residents of a household from visitors staying with the household at the time of enumeration.

“In general, usual residence is defined ... as the place at which the person lives... and has been there for some time or intends to stay there for some time. It is recommended that countries apply a threshold of 12 months when considering place of usual residence according to one of the following two criteria:

The place at which the person has lived continuously for most of the last 12 months (that is, for at least six months and one day), not including temporary absences for holidays or work assignments, or intends to live for at least six months;

The place at which the person has lived continuously for at least the last 12 months, not including temporary absences for holidays or work assignments, or intends to live for at least 12 months.”

The definition of the **habitual place of residence** is discussed in Chapter 2 (paragraph 40). According to the legal definition, the place of **habitual residence is where the person was residing at the time of their initial displacement (i.e. their usual place of residence pre-displacement)**. The place of habitual residence for IDPs is therefore static, whereas the place of usual residence, as for other population groups, is subject to change.

112. If a person had been absent from his or her habitual place of residence for more than one year prior to the causing event, for statistical purposes he or she will not have been identified as usually resident at that place at the time of the causing event. The person would, therefore, not be considered to be an IDP. However, if a person had been absent from his or her habitual place of residence for less than one year prior to the causing event, statistically he or she will be understood to be usually resident in that location at the time of the causing event and therefore is counted as an IDP.

113. In the case of pastoralists or nomads the concept of habitual place of residence must be replaced with habitual living space or area, from where they gain their livelihood or graze their animals. In the case of displacement of a nomadic population, the habitual residence is the traditional lands that can no longer be accessed due to the causing event/phenomenon. Therefore, pastoralist and nomads that can no longer access their traditional lands due to a displacement causing event are to be considered IDPs.

3. Be physically living away from the dwelling in which they were living when the causing event occurred

114. As a consequence of, or in order to avoid the impact of the causing event, persons will have been forced to physically flee or not be able to return to their home or place of habitual residence. Thus, simply experiencing harm or loss of property alone does not constitute the grounds for a person to be counted as an IDP, they also need to flee from the location. How far a person has to move however, in order to become an IDP and be included in the IDP inflow, is not specified; it is sufficient to simply be forced to leave one's home.

115. Internal migration statistics usually pertain to people who have moved from one administrative area to another, but people can be forcibly displaced from their homes and property, and subsequently find shelter in the same local area. They may be housed in evacuation shelters, tents or with neighbours in the same administrative area. The geographic criteria of the concept of displacement therefore goes beyond that of internal migration to include those displaced and remaining in the same administrative area and even those within very close proximity to their former home. A displaced person would need to have been forced to move from the dwelling where they lived at the time of the displacement event. The important distinguishing feature is that the move from the dwelling is caused by a forced displacement rather than a voluntary move. The implications for different data sources are outlined in Chapter 6.

4. Be currently within the internationally recognised borders of the country

116. An IDP is found within the internationally recognised state borders of the country in which the displacement took place, i.e. country of habitual residence. Statistically this means that the country of usual residence (see Box 3.4) of the IDP continues to be the country concerned.

117. In some circumstances the causing event may result in IDPs crossing an internationally recognised border in search of refuge, but these border crossings may not result in those people establishing a new country of usual residence. In view of the uncertainty of their circumstances and in line with existing statistical definitions (see Box 3.4), IDPs who cross an internationally recognised border but who subsequently return within a 12 month period without establishing a new usual residence abroad, should continue to be considered as IDPs; their country of habitual residence will continue to be their country of usual residence (see also Chapter 2, paragraph 56). Alternatively, IDPs who cross an internationally recognised border, return only after 12 months and/or have established a new country of usual residence, should not be automatically considered to be IDPs.

118. In the case of pastoralists or nomadic populations who are displaced across international borders, they are not considered to have established a new country of usual residence due to the very nature of their way of life, and so the same rule as for nomads within the country of residence applies (paragraph 113), i.e. if they can no longer access their traditional lands due to a displacement causing event and are forced to cross a border, they should still be considered to be IDPs. Significantly, for pastoralist and nomadic populations the key criterion remains access to their traditional lands/routes not the length of time for which they cross an internationally recognised border.

Box 3.4 Statistical Definition of Country of Usual Residence

According to the *United Nations' Recommendations on Statistics of International Migration, Revision 1* a person who moves to another country for a period of at least a year (12 months) takes up a new country of usual residence, so that the country of destination effectively becomes his or her new country of usual residence.

The *United Nations' Handbook on Measuring International Migration through Population Censuses* provides some examples of exceptions to this recommendation and establishes where there has been no change in the country of usual residence or where additional criteria need to be considered in order to effectively determine usual country of residence. These include:

- People who have resided in a number of countries before the most recent move to a country (paragraph 25)
- People whose country of usual residence cannot be established without ambiguity, e.g. diplomats, armed forces, nomads and border workers (paragraph 33)
- People who maintain two or more residences in different countries in a given year, e.g. students and seasonal workers (paragraph 34) or distribute time equally between two countries (paragraph 35)

According to the recommendations outlined here, IDPs who temporarily cross a border and do not establish a new country of usual residence, also fall within these exceptions.

E. RECOMMENDATIONS SUMMARY

119. This chapter has outlined the statistical framework for internal displacement describing the different categories of persons included. It further presents statistical definitions of IDP inflows, stocks and outflows based on the Guiding Principles on Internal Displacement and the IASC Framework on Durable Solutions for IDPs and detailing more concretely the different elements included in the statistical measurement of the inflow to the IDP population.

120. An important aspect of these recommendations to note is the relationship between the definitions of the inflows, outflows and stock statistics in the framework. The statistical measurement of IDP inflow follows the Guiding Principles definition of IDPs strictly; the stock of persons with displacement-related protection needs and vulnerabilities is divided into three location-based sub-stocks (IDPs in locations of displacement, IDPs in locations of return and IDPs in other settlement locations); and determining the outflow (thereby completing the stock measurement) would need to include an assessment of the key displacement-related vulnerabilities faced by the population concerned alongside other more straightforward outflow categories (death and emigration).

121. It is recommended that National and International Statistical Systems follow the framework and the statistical definitions provided in this chapter for the production of official statistics on internal displacement.

CHAPTER 4. DURABLE SOLUTIONS AND KEY DISPLACEMENT-RELATED VULNERABILITIES

A. INTRODUCTION

122. In Chapter 3 the conditions of becoming an IDP in statistical terms and stocks and flows of IDPs were specified. This chapter will present which criteria and indicators should be used to measure the progress IDPs have made towards achieving a durable solution and to determine when key displacement-related vulnerabilities have been overcome. It outlines which criteria need to be in place for all IDPs (those in locations of displacement, those in locations of return and those who have settled elsewhere) to statistically be taken out of the stock of persons who have displacement-related protection needs and vulnerabilities.⁹⁵ This chapter first outlines the relevant resources that have informed the recommendations, details the different vulnerability criteria (and sub-criteria) related to displacement and assesses the reasons and possibilities for comparative analysis with other populations groups (Part B). It then outlines in Part C how these should be used to measure progress towards durable solutions in IDP contexts, and in Part D outlines the scope and methodology for a composite measure to identify when key displacement-related vulnerabilities have been overcome. Finally, in Part E presents the summary of outlined recommendations.

B. DEFINING CRITERIA FOR THE TWO MEASURES

1. Relevant resources

123. The IASC Framework and its eight criteria is the key guidance document addressing the main aspects of vulnerabilities related to forced displacement. The Durable Solutions indicator library that operationalises these criteria into measurable indicators (and experience from the process of developing it) has provided further guidance to shaping these recommendations. Further, the specification of proposed disaggregation of SDG indicators have also helped provide preliminary guidance on developing these recommendations.

a. IASC Framework on Durable Solutions for IDPs

124. The starting point for monitoring progress towards durable solutions, and therefore also the key elements of displacement-related vulnerabilities, is the IASC Framework on Durable Solutions for IDPs⁹⁶. It provides guidance on the characteristics that determine the extent to which durable solutions for IDPs have been achieved and a definition of a durable solution (Chapter 2, paragraph 68).

125. According to the IASC Framework, displacement ends when IDPs have secured a durable solution to their displacement. This is achieved when “IDPs no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement.” Furthermore, this can be achieved through:

⁹⁵ These recommendations are based on the work of a dedicated sub-group including results from an expert consultant who tested the draft measure on three available datasets to provide guidance for these recommendations and the relevant sections of the Compilers Manual. However, due to lack of available data, the measure proposed should not be considered final at present. Further testing is needed on future datasets produced through implementation of these recommendations, to inform future refinement of the measure.

⁹⁶ Inter-Agency Standing Committee “Framework on Durable Solutions for internally displaced persons”, April 2010. Available at: <https://goo.gl/BydBcF>

- a) Return to their place of habitual residence and reintegration into the community.
- b) Local integration in their new place of usual residence, or
- c) Settlement elsewhere in the country in a sustainable manner.

‘Reintegration’, ‘integration’ and ‘sustainability’ entail that IDPs are not discriminated against and are not facing any specific protection or assistance needs in relation to their displacement. They are expected to be able to exercise their rights in the same way as the usually resident population, regardless of the settlement options (i.e. physical locations) chosen. When this occurs, they should no longer be considered to be IDPs.

126. The IASC Framework also outlines a set of eight criteria that should be used to determine and measure the progress towards durable solutions (see Figure 4.1). The criteria provide a useful starting point for defining these characteristics in a context-specific way. Yet in practice, operationalising these eight criteria in statistical terms and concretely measuring if and when a durable solution has been achieved, is complex and practice has varied significantly.

b. Durable Solutions indicator library and analysis guide

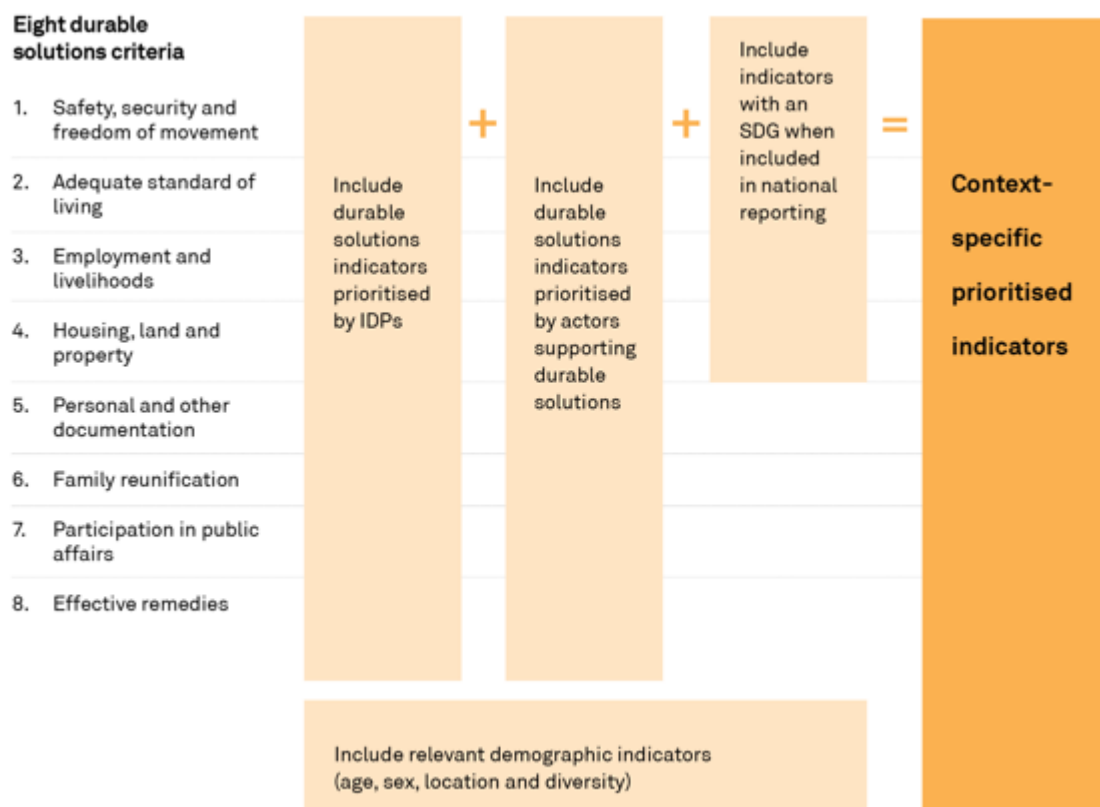
127. In 2015, an interagency process was established to operationalise the IASC Framework. Under the leadership of the Mandate of the UN Special Rapporteur on the Human Rights of IDPs, a group of development, humanitarian and peacebuilding actors started work on developing and testing indicators and guidance for comprehensive durable solutions analysis in internal displacement situations and to measure progress over time.⁹⁷ The work, coordinated by the Joint IDP Profiling Service, resulted in a library of standardised indicators and guidance for the operationalization of the eight IASC criteria and can serve as a unified starting point for statistical analysis on various characteristics of displacement related vulnerabilities.

128. Each of the eight criteria are broken down to several indicators. For example, access to adequate standard of living can include indicators on food security, access to water, energy, health care, sanitation, and education, among others. According to the guidance, the approach for indicator selection is illustrated in Figure 4.1 below and includes:

1. Selecting the indicators that are aligned with the SDG indicators and are relevant to the IDP population in the context concerned. This reduces the burden on statistical offices and increases the likelihood that the data can be collected.
2. Ensuring that all eight criteria are considered, even if some elements are additional to the SDGs.
3. Reflect upon the national/local context and where possible select the indicators in consultation with displaced communities, as well as governments and other stakeholders working to support durable solutions.

Figure 4.1 IASC Durable Solutions Criteria: Proposed process for identifying context specific core indicators

⁹⁷ For more information on this process, please see: <https://www.jips.org/tools-and-guidance/durable-solutions-indicators-guide/>. For results of the work see: <http://inform-durablesolutions-idp.org/>



c. SDG indicators

129. In the years leading up to 2030, the SDGs will play an important role in policy discussions. During the 2020 Comprehensive Review of the SDG indicator framework, a specific indicator on refugees was included in the framework but there is no specification for other forcibly displaced populations, including IDPs. However, the issue cuts across many SDGs, and multiple indicators can be disaggregated by migratory status and, more specifically, by displacement status. When SDG indicators are collected as part of statistics on forced displacement it is recommended that countries use the SDG framework and metadata in developing the statistics.

130. The Inter-Agency and Expert Group on SDG Indicators accepted the proposal of EGRIS members to recommend disaggregation by forced displacement categories for 12 priority SDG indicators, as well as further broken down by age and sex whenever possible.⁹⁸ In order to ensure availability of minimum quality statistics on refugees and IDPs, it is recommended that national statistics providers include statistics on these priority indicators in the reporting plans for the 2030 Agenda. However, governments should not feel limited to this priority list, and data collection on additional indicators is encouraged.

Table 4.1 Recommended SDG Indicators to be disaggregated by forced displacement by priority policy areas

Policy Area 1: Basic needs and living conditions

⁹⁸ <https://unstats.un.org/sdgs/iaeg-sdgs/disaggregation/>

2.2.1	Prevalence of stunting (height for age < - 2 standard deviation from the median of the World Health Organization (WHO) Child Growth Standards) among children under 5 years of age
3.1.2	Proportion of births attended by skilled health personnel
6.1.1	Proportion of population using safely managed drinking water services
11.1.1	Proportion of urban population living in slums, informal settlements or inadequate housing
Policy Area 2: Livelihoods and economic self-reliance	
1.2.1	Proportion of population living below the national poverty line, by sex and age
4.1.1	Proportion of children and young people (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex
7.1.1	Proportion of population with access to electricity
8.3.1	Proportion of informal employment in non - agriculture employment, by sex
8.5.2	Unemployment rate, by sex, age and persons with disabilities
Policy Area 3: Civil, political and legal rights	
1.4.2	Proportion of total adult population with secure tenure rights to land, (a) with legally recognized documentation, and (b) who perceive their rights to land as secure, by sex and type of tenure
16.1.4	Proportion of population that feel safe walking alone around the area they live
16.9.1	Proportion of children under 5 years of age whose births have been registered with a civil authority, by age

131. A second initiative, the Expert Group meeting on Improving Migration Data in the Context of the 2030 Agenda,⁹⁹ has identified another 12 indicators which they recommend be disaggregated by migratory status.

132. Both selected lists of SDG indicators are a useful resource for identifying indicators to measure the characteristics of IDPs within the criteria set forth by the IASC Framework.

d. IRRS indicators

133. The indicator library presented in the IRRS can also be consulted as a relevant resource for IDP protection needs and vulnerabilities.¹⁰⁰ These indicators reflect the integration and wellbeing of refugees and asylum seekers along legal, economic, social, and cultural dimensions. Further, they are divided into core, non-core, and additional variables and are aligned to the SDGs as far as possible.

2. Displacement-related vulnerability criteria

⁹⁹ For more information, see <https://unstats.un.org/unsd/demographic-social/meetings/2017/new-york--egm-migration-data>

¹⁰⁰ IRRS, Chapter 5, paragraph 320 to 445

a. Criteria and sub-criteria

134. For the purpose of statistically measuring displacement-related vulnerabilities, sub-criteria were specified for each of the eight IASC criteria as is shown in Table 4.2 below. The first four criteria of the IASC Framework are relevant in all contexts and should therefore always be included. The last four should be considered and can be included if deemed relevant for the specific displacement context.¹⁰¹ Therefore all eight criteria are included in recommendations to measure progress towards durable solutions (see paragraph 146). Regarding the development of the composite measure for overcoming key displacement-related vulnerabilities, a smaller set of criteria are chosen, including the four deemed to always be relevant in displacement contexts. Given the prevalence of challenges linked to lack of documentation in many displacement settings, it is also recommended to include the fifth criteria on access to personal and other documentation in any statistical measure that can result in taking IDPs out of the stock. This measure therefore prioritises five of the eight criteria (see paragraph 164).

Table 4.2 IASC Durable Solution criteria and identified sub-criteria

Criteria	Sub-criteria
1. Safety and security	1.1 Victims of violence
	1.2 Freedom of movement
	1.3 Protection mechanisms
	1.4 Disaster risk reduction
2. Adequate standard of living	2.1 Food security
	2.2 Shelter and housing
	2.3 Medical services
	2.4 Education
3. Access to livelihoods	3.1 Employment and livelihoods
	3.2 Economic security
4. Restoration of housing, land and property	4.1 Property restitution and compensation
5. Access to documentation	5.1 Documentation
6. Family reunification	6.1 Voluntary reunification
	6.2 Reunification and tracing services
7. Participation in public affairs	7.1 Public affairs
	7.2 Right to vote
	7.3 Right to engage in public service
8. Access to effective remedies and justice	8.1 Remedies and justice

¹⁰¹ IASC framework p.38

b. Selecting indicators

135. For each sub-criterion, there are many different indicators which can be chosen, although a final list has not yet been agreed. The indicators selected in each national context should, as far as possible, be aligned with already tested and standardized indicators. The Durable Solutions indicator library referred to above provides a thorough overview of potential options (see paragraph 127-128). Where relevant, they should also mirror the SDG indicators recommended to be disaggregated by different categories of displacement. Indicators selected should be carefully chosen to ensure they are relevant for all three sub-stocks of the displaced population: IDPs in locations of displacement, IDPs in locations of return and IDPs in other settlement locations.

136. For the purposes of statistical measurement, to make it as unbiased and cost efficient as possible, the following aspects should be taken into account when selecting the indicators:

1. *Commonly used:* It is an advantage if the indicator in question is collected for other purposes as well to facilitate population group comparison and to incorporate displacement analysis into existing larger data collection processes. SDG indicators are a good example here as most surveys and censuses will cover a number of these at least up until 2030.
2. *Tested and evaluated.* Linked to the previous point, it is also an advantage to select indicators or questions which have been tested and satisfy quality criteria. This is the case for most of the indicators and related questions asked in standard household surveys, for example on education, food security or employment.
3. *Covering the population in question:* There are several potential indicators which may be relevant in the context, but do not cover all of the population in question. For instance, school enrolment is widely recognised as a good indicator for measuring access to education, but it would not give any information on IDP households which do not have children.

137. A preliminary proposal of indicators for the sub-criteria has been developed by the EGRIS' IDP subgroup, taking into consideration the above listed aspects. The aim of this work was to provide a short, manageable list of one or two indicators per sub-criteria. However, given the limited availability of data, particularly for the sub-criteria which experts determined to be displacement-specific, it is too preliminary to recommend a final list of indicators for each sub-criterion at this stage. Further testing is required to detail out this proposal. As this work progresses, information will be added to the Compilers Manual, including implications for target setting based on different types of indicators (see paragraph 166). Once finalized an updated version of these Recommendations could be considered. In the meantime, countries and international organisations should use the durable solutions indicator library as a reference and starting point for indicator selection and should as far as possible follow principles described here (see paragraphs 135-137).

c. Comparative analysis with other population groups

138. Given the focus on 'displacement-related' protection needs and vulnerabilities in the definition of durable solutions, a comparative analysis to related data collection and analysis

processes is critical. Theoretically, in order to determine whether a specific vulnerability is displacement-related, the current situation of IDPs should be compared to their situation before forced displacement impacted their lives. However, in many cases this will be very difficult or even impossible due to the limited availability of data, amongst other reasons. A rights-based approach was also considered whereby vulnerability levels would be compared to a rights-based standard/target. This approach was not chosen however, as it does not take into account the situation of other population groups which is key for sustainable (re-)integration of IDPs. A different approach was required.

139. An alternative option, recommended here, is to compare the situation of IDPs to that of other population groups in the county to make an assessment of whether the vulnerabilities they suffer from are related to their displacement or not. This could entail a comparative analysis with the general/national population (see paragraph 140) or a sub-set thereof (see paragraphs 141-143).

140. In most cases for official statistical purposes, the specific population group of concern is compared to the general/national population of the country (i.e. data collected is compared to the national average). Assuming efforts are made to select indicators to facilitate this (see paragraph 137), it can be assumed that data are likely to be available for the general/national population through the National Statistical System. In larger countries, comparison to the regional average could be deemed more appropriate.

141. Often in official statistical practice, the group of concern is compared not only to the national average, but also to a sub-group of the general population who is assumed to be better off. For example, unemployed persons are compared to employed persons, and single-parent families are compared to two-parent families. Incorporating this practice into the work on IDP statistics, suggests that IDPs should be compared to all those who have not been displaced. By doing this, no assumptions are made about the socio-economic situation pre-displacement and the target is simple and easy to understand, however it might be difficult to disaggregate available national data accordingly.

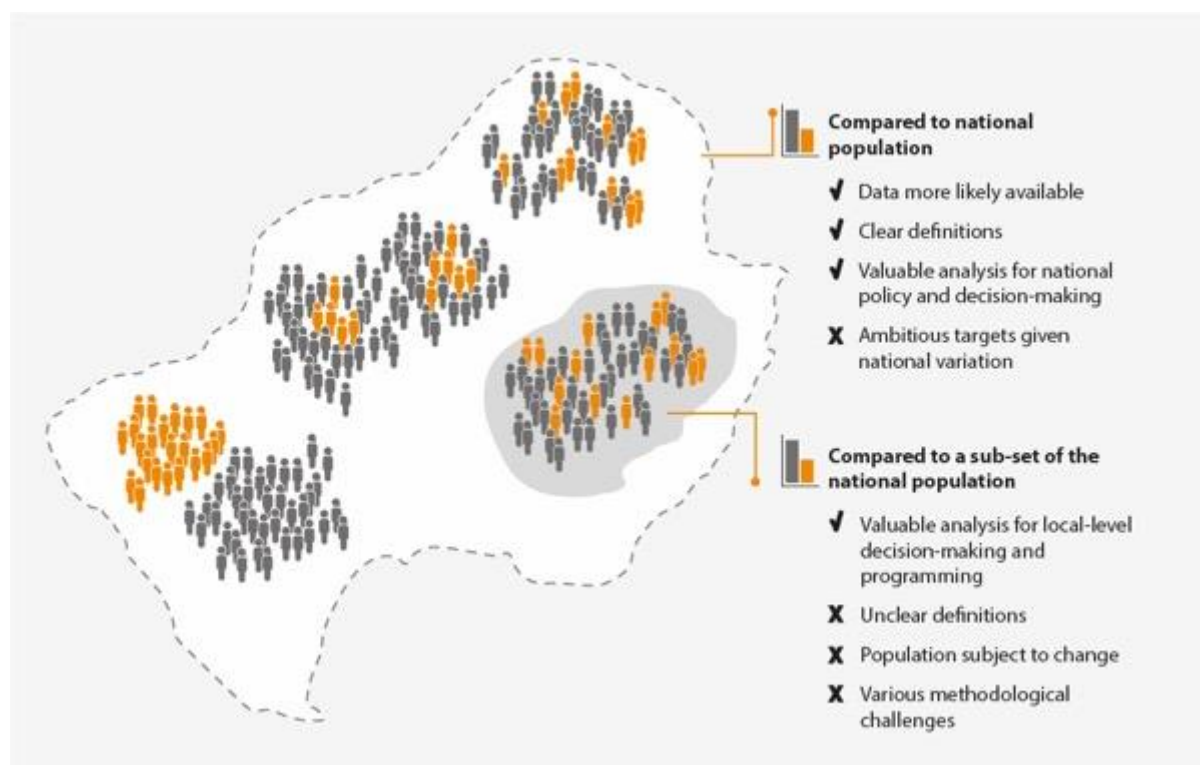
142. Given the specificities of different displacement contexts, it can also be valuable to compare the vulnerability situation of IDPs with that of a different sub-set of the general population, commonly referred to as the 'host community' by governments, humanitarian and development organisations responding to internal displacement. This can provide valuable analysis for local-level decision-making and programme design, however for the purposes of official statistics there are some challenges associated with this method.

143. The first challenge is that the host population has so far not been defined and different approaches are taken in practice. Although some efforts have been recently made to develop a definition of the host population, these have not been orientated for statistical purposes and therefore remain lacking in this regard.¹⁰² Common approaches include: identifying non-displaced households which live in close proximity of IDPs or within the geographic area where IDPs reside; identifying non-displaced households within these geographic areas which have similar living conditions to the IDPs; specifying a more literal meaning of hosting by identifying non-displaced households who physically host IDPs in their own homes; or identifying populations living in the surrounding area of IDP camps and settlements. The definition of host population is further complicated in fluid displacement situations where, because of the

¹⁰² UNHCR paper of host populations

population movement itself, the host population is also subject to change. Further challenges concern methodological considerations around sampling, such as sample sizes and selection.

Figure 4.2 Illustrating pros and cons for identifying comparative population group



144. Overall, for the purpose of official statistics it is recommended to use the general/national population as a comparison group when analysing the displacement-related vulnerabilities of IDPs. It is also recommended for this approach to be used for setting targets and thresholds to be incorporated into the implementation of efforts to measure progress towards durable solutions, as well as the composite measure for overcoming key displacement-related vulnerabilities as outlined below (see paragraphs 146-169). Key reasons for this are that for the purpose of official statistics, information about the general population is more likely to be available and that it makes data collection and analysis simpler. In specific circumstances, a comparison with a different sub-set of the national population (e.g. the non-displaced or ‘host population’) may also be considered although this will require clear and coherent definitions to be developed and shared. The later approach is often considered to be as the most relevant and feasible approach for operational purposes (see Chapter 6, Section C and Chapter 7, paragraphs 344-361). See Figure 4.2 for an illustration of these options.

C. MEASURING PROGRESS TOWARDS DURABLE SOLUTIONS

145. As described in Chapter 2 (paragraph 65-70), durable solutions to internal displacement are complex and are therefore also challenging to measure.¹⁰³ There is currently no standardised methodology or practice but a clear and growing recognition of the need to establish one. Central

¹⁰³ Similar debates have developed around measuring integration of migrants and refugees. See Council of Europe, 1997, Measurement and indicators of integration: https://www.coe.int/t/dg3/migration/archives/documentation/Series_Community_Relations/Measurement_indicators_integration_en.pdf

to the definition of durable solutions is that achieving them happens through a process that takes time and the engagement of a multitude of stakeholders. Therefore, it is of critical policy relevance to develop a common set of recommendations for countries and international organisations to measure *progress made towards* durable solutions.

1. Outline of the progress measure

146. The backbone of the progress measure recommended here lies in the eight IASC criteria, and 18 sub-criteria outlined above (see Table 4.2). These can be used to monitor a displacement situation in a country over time and identify progress made towards durable solutions. If deemed relevant in specific displacement contexts, other elements can also be included. As mentioned above, a final indicator list has not yet been agreed. However, it is recommended to keep the indicator list per sub-criterion minimal taking into consideration the likely burden on National Statistical Systems.

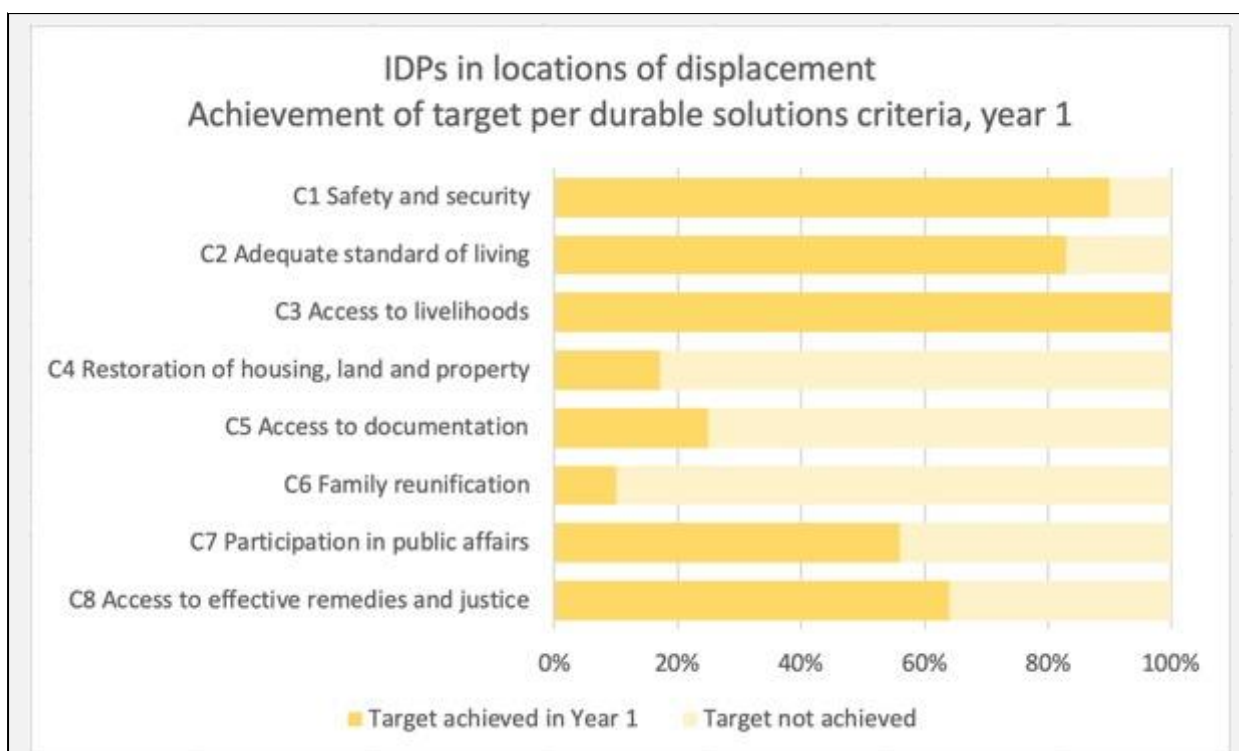
147. In line with the IASC Framework, the measure applies to IDPs in areas of displacement (measuring local integration), IDPs in areas of return (measuring reintegration) and IDPs in other areas (measuring integration in other settlement locations).

148. Progress of the population against each of the sub-criteria (or associated indicators) should be measured against a target and over time. Based on analysis above (paragraphs 138-144), it is proposed that the target used is the average situation of the general/national population in relation to each sub-criterion (or associated indicator(s)) at the given time. Where the national context determines an alternative approach be taken, a sub-set of the general population who live in the same geographic areas as the displaced population, can be used instead.

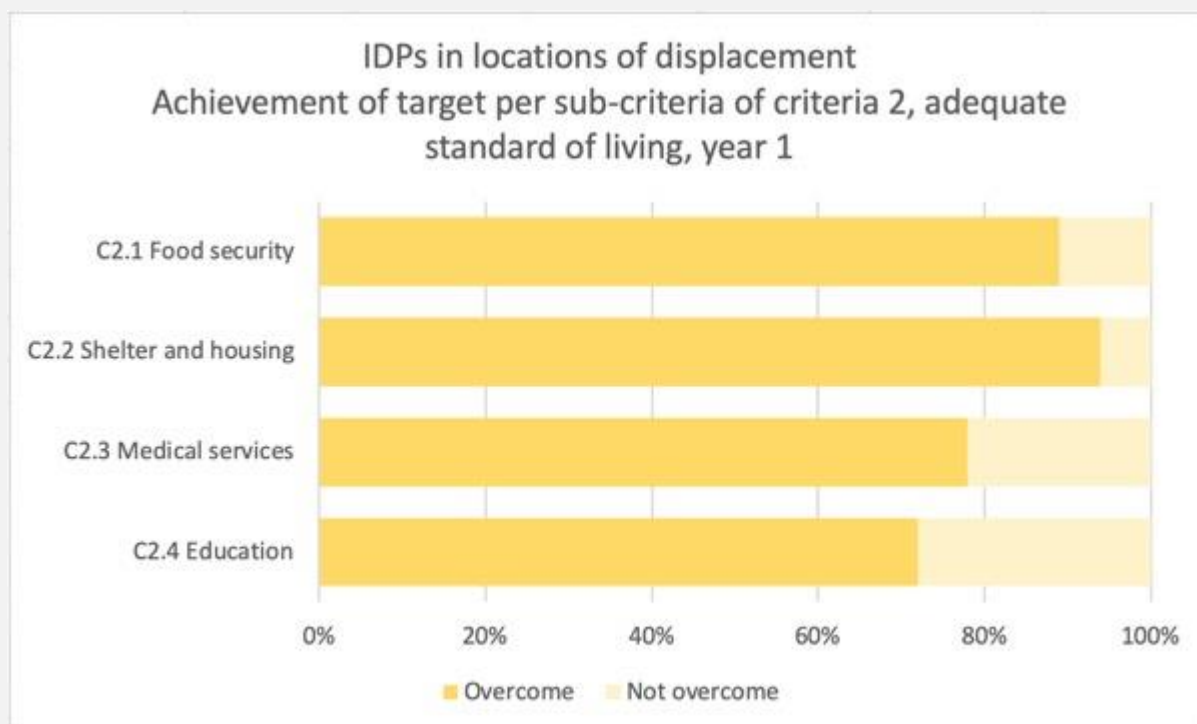
149. After establishing these targets, which will differ by country and by sub-criterion, the measure can be used to assess the share of the IDP population that has overcome the specific vulnerability described by each sub-criterion or demonstrate in which aspect of vulnerability they are better or worse off. This should be implemented through a layered methodology whereby equally weighted indicator values combine to calculate scores for individual sub-criterion, which are in turn combined to calculate scores for each criterion. The overall analytical result is thereby produced as a measure of progress of the population covered against each of the eight criteria over time.

150. To demonstrate the possible analytical results of this progress measure, a fictitious example is presented in Figure 4.3 below.

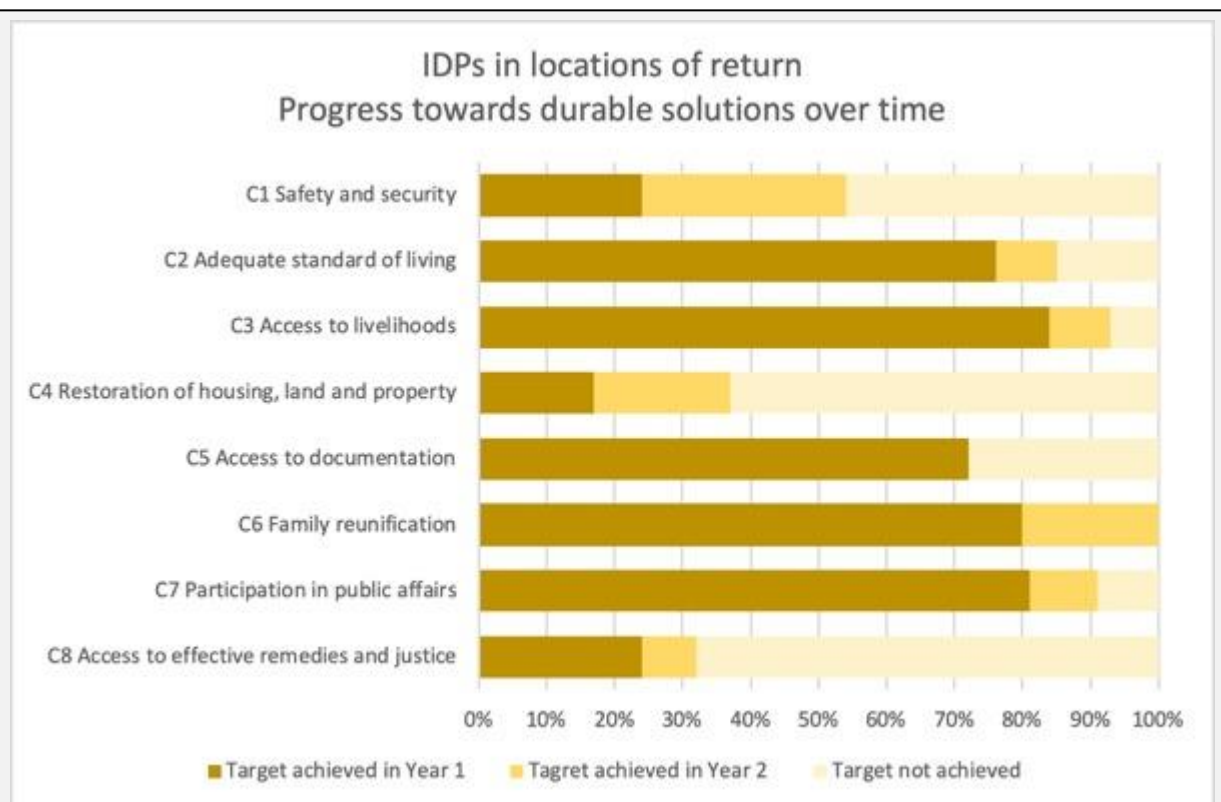
Figure 4.3 Demonstrating analytical outputs of measuring progress towards durable solutions



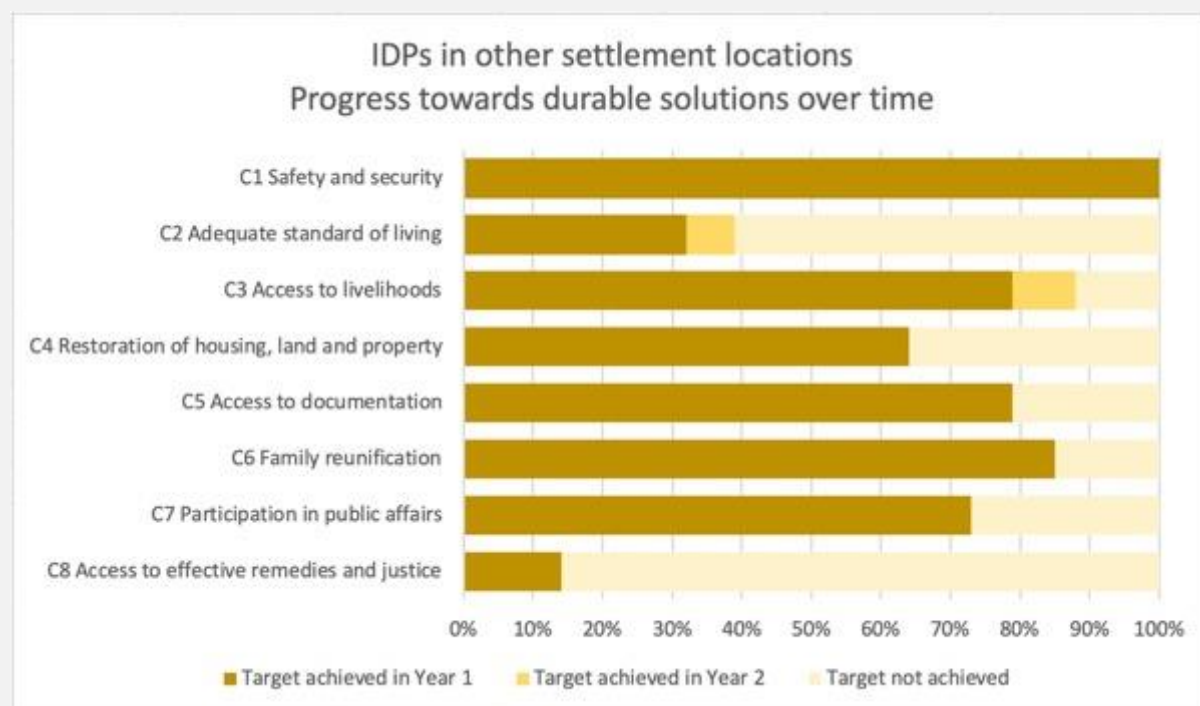
The figure shows the share of IDPs in locations of displacement having achieved the defined target in each of the eight durable solutions criteria at one point in time.



The figure shows calculation of criteria 2, adequate standard of living, from the figure above. It represents the share of IDPs in locations of displacement having achieved the defined target in each of the sub-criteria of criteria 2 in one point in time.



The figure shows the share of the IDPs in locations of return having progressed towards achieving the defined target in each of the eight durable solutions criteria between two points in time.



The figure shows the share of the IDPs in other settlement locations having progressed towards achieving the defined target in each of the eight durable solutions criteria between two points in time.

2. Uses of the progress measure

151. As demonstrated in Figure 4.3, the overview provided by these analytical results can provide important evidence for decision makers working on displacement-related policy development and implementation, or displacement-sensitive development planning processes at national or local levels. The measure allows users to understand at a glance in which aspects of vulnerability IDPs are struggling compared to others and in which they are doing relatively well. If this measure is used periodically, over time it will be able to demonstrate progress made and/or where progress is stalled. Based on either output (snap-shot or longitudinal analysis), efforts can be made to prioritise investments and target interventions to improve conditions for displaced persons taking into consideration the broader context/communities within which they are living. In this way, the measure can become a useful tool for monitoring progress towards durable solutions for IDPs.

152. Various efforts have been made in different contexts to implement similar approaches,¹⁰⁴ but methods taken have varied and are usually not integrated into national statistical systems. By using the more standardized approach proposed here, it is foreseen that analysis will be improved and use of results for policy and practice strengthened.

153. When implemented nationally, results will also help to complement population statistics on IDPs to provide a more nuanced evidence-base for policy and international dialogue concerning internal displacement. By showing progress made across a standardised group of displacement-related vulnerabilities over time, even in contexts where the stock figure of IDPs has increased, the results of the progress measure will be valuable to inform both policy processes and action.

154. It is important to underline, however, that as long as the choice of indicators for the sub-criteria remain unaligned and unstandardized, direct comparison of results across countries is not possible or recommended. Interest to develop a recommended list of standardised indicators for each sub-criterion remains high amongst the members of the Expert Group on Refugee and IDP Statistics, therefore as mentioned above (paragraph 137) this is planned to be incorporated into the Compilers Manual and the future expected revision of these recommendations.

a. Data disaggregation

155. As mentioned above (paragraph 147), the durable solutions progress measure can be applied to all three IDP sub-stocks/classifications: IDPs in areas of displacement (measuring local integration), IDPs in areas of return (measuring reintegration) and IDPs settled elsewhere in the country (measuring integration in other settlement locations). Further disaggregation, depending on limitations of the data sources used, by relevant demographic characteristics is also recommended as this will allow for results to describe the situation of different subgroups and provide more possibilities (for example) for age- or gender-sensitive national action to address displacement.

156. Disaggregation by sex and age, for instance, may indicate which groups within the broader IDP population are most vulnerable. If feasible, analysing data with respect to other characteristics, such as geographic region, type of area (urban/rural, camp/non-camp), ethnicity, religion, disability, education level or length of displacement might also give additional valuable information.

¹⁰⁴ Link to some examples – Somalia/Mogadishu, Sudan/El Fashir, Colombia, Iraq etc.

157. When data availability allows, comparison between relevant subgroups of the displaced population and their equivalent in the general population can also provide useful information. An example can be to consider differences between the men and women in the IDP population and the men and women in the general population, respectively. Chapter 5 of these recommendations provides a suggested list of variables and tabulations which will cover some of the disaggregation elements discussed here. As will be further discussed in Chapter 6 (Table 6.1 and paragraph 200, 221-223), population coverage and confidentiality concerns need to be considered, particularly when analysing such disaggregation.

D. COMPOSITE MEASURE FOR OVERCOMING KEY DISPLACEMENT-RELATED VULNERABILITIES

158. In addition to the progress measure outlined above, the IASC Framework also provides a basis for determining the “achievement of durable solutions”, namely when all displacement-related protections need and vulnerabilities (detailed in the eight criteria) have been overcome. As described above (paragraph 125) physical movement alone, whether return or settlement elsewhere, does not constitute a durable solution, instead a vulnerability analysis covering all eight criteria would need to be conducted to make such a determination.

159. Currently no definitive guidance on identifying the end of displacement exists. Because there is no internationally accepted operational or statistical definition for removing persons reaching a durable solution from the IDP stock, practice is varied. In some cases, returns or camp departures are removed from the stock; in others, flow data on returns is published; in yet other cases, extensive vulnerability analysis is utilised; and in many cases the IDP stock is effectively never reduced. The following recommendations assume, that the absence of simple and methodologically sound guidance on how to measure the achievement of durable solutions, has contributed to different ad hoc approaches being developed and growing confusion on the issue.

160. These recommendations recognise that developing a statistical measure for such a vastly complex phenomenon is complicated. It must balance the need for a statistical measure to contain the relevant substantive issues, remain, globally relevant for a wide range of displacement contexts and be realistic in terms of implementation. In light of this, instead of developing a comprehensive durable solutions measure, these recommendations propose a preliminary composite measure to assess whether key displacement-related vulnerabilities have been overcome. This measure should be used for all IDPs (i.e. IDPs in locations of displacement, IDPs in locations of return and IDPs in other settlement locations), in order to remove those whose key displacement-related protection needs and vulnerabilities have been overcome from the total stock. The following paragraphs contain more information about this measure, which will require further testing, analysis and refinement in the coming years.

1. Scope of the composite measure

161. The composite measure aims to assess whether key displacement-related vulnerabilities have been overcome. Based on resulting analysis the total stock of IDPs can be reduced. The measure can also be used to reduce the stock of IDP-related populations.

162. The following aspects have been taken into account in recommending the statistical measure:

- In line with the nature of statistical measures for complex social phenomena, it aims to provide a practical assessment that closely relates to the phenomenon it aims to measure

by incorporating key features and statistically measurable aspects of that phenomenon. Therefore, the composite measure recommended is intended to capture progress towards durable solutions by measuring the extent to which an IDP population has overcome key-displacement related vulnerabilities and therefore statistically measuring the an important outflow. To limit the scope, and achieve a practical measure, five of the eight IASC criteria have been selected.

- The measure assesses the overall situation of the IDP population and is not intended to assess the “displacement status” of individuals even though it is based on information provided by individuals and households. This means that results should only be shown at an aggregate level or with major breakdowns such as sex, age or geography whilst respecting all relevant data protection and confidentiality regulations. That the measure should not be used to assess individual/household displacement status also means that results should not be used for programming purposes at an individual level, but rather to inform policy making and resource allocation at the national or local levels. Whilst results of the measure may lead to shifts in programming and support to IDPs overall, it should not directly affect support to the individuals who provided the information.
- Given the resource and capacity limitations that impact many statistical offices, the measure is simple while still covering the key displacement-related vulnerabilities.
- As a statistical measure the key source of information for it is expected to be quantitative information collected through methods which representatively cover the population in question. Qualitative data may be considered in some cases where other options are not available or where there are substantive gains to selecting this option. Data quality aspects need to be considered, however.
- Objectivity of the measure is key and subjective elements have therefore been minimised as far as possible. This does not mean that subjective measures should not be considered, but that they are more suited to be included in complementary analysis efforts undertaken by operational partners and researchers.

163. In its current form, given the lack of data available for testing and refinement, not all aspects of the composite measure have been adequately tested. Until this is detailed out, it is not expected that the measure will be comparable across countries. Further testing, consultation, development and analysis will be required to complete and refine the measure however members of the Expert Group decided to put it forward in its preliminary form primarily because development was stalled due to lack of available data for testing. It is expected that, following the acceptance of these recommendations by the UNSC and work at national level to implement the recommendations, more data from various displacement contexts will become available which can feed into future planned refinement of the measure. This in turn will lead to better international comparability of results. These improvements will be incorporated into future revisions of these recommendations and the associated Compilers Manual.

2. Outline of the composite measure

a. Prioritised criteria and sub-criteria

164. Whilst the backbone of the progress measure is all eight durable solutions criteria (paragraph 146), the composite measure to assess overcoming key-displacement related vulnerabilities has a narrower scope and is based on a sub-set of these. It selects five of the IASC

criteria which are determined to be relevant in every displacement context. These include the four criteria prioritised by the Framework itself (safety and security, adequate standard of living, access to livelihoods, restoration of housing land and property) and one additional criterion (access to documentation). A total of 10 sub-criteria have been developed to structure the measure (see Table 4.3).

Table 4.3 Criteria and sub-criteria included in the composite measure

Criteria		Sub-criteria
1. Safety and security	1	1.1 Victims of violence
	2	1.2 Freedom of movement
2. Adequate standard of living	3	2.1 Food security
	4	2.2 Shelter and housing
	5	2.3 Medical services
	6	2.4 Education
3. Access to livelihoods	7	3.1 Employment and livelihoods
	8	3.2 Economic security
4. Restoration of housing, land and property	9	4.1 Property restitution and compensation
5. Access to documentation	10	5.1 Documentation

165. Depending on the situation (relevance, context and data availability), the remaining three IASC criteria and related eight sub-criteria¹⁰⁵ can be included in the measure, however it is recommended to restrict the scope to avoid over-complicating the measure.

b. A simple, layered methodology

166. The methodology used for calculating the composite measure is a simple pass/no pass (or binary) scenario at sub-criteria level that is then accumulated to produce a score at criteria level, and ultimately an overall score for the measure. This calculation needs to be conducted at household level to assess the vulnerability situation of a specific household (according to all five vulnerability criteria). To determine if a sub-criterion has been overcome or not, for each household, a target needs to be set and to do so the type of indicator used (i.e. binary, continuous or categorical) needs to be taken into account. It is foreseen that target setting will be more complex with categorical or binary indicators, depending on different national contexts. If all sub-criteria receive a 'pass' mark, then that criterion (or the associated displacement-related vulnerability) has been overcome. For criteria with multiple sub-criteria, all sub-criteria would need to receive a 'pass' mark for the criteria to be overcome. All of the five key-displacement-related vulnerabilities (the five criteria) need to achieve a 'pass' mark for the composite measure to be fulfilled.

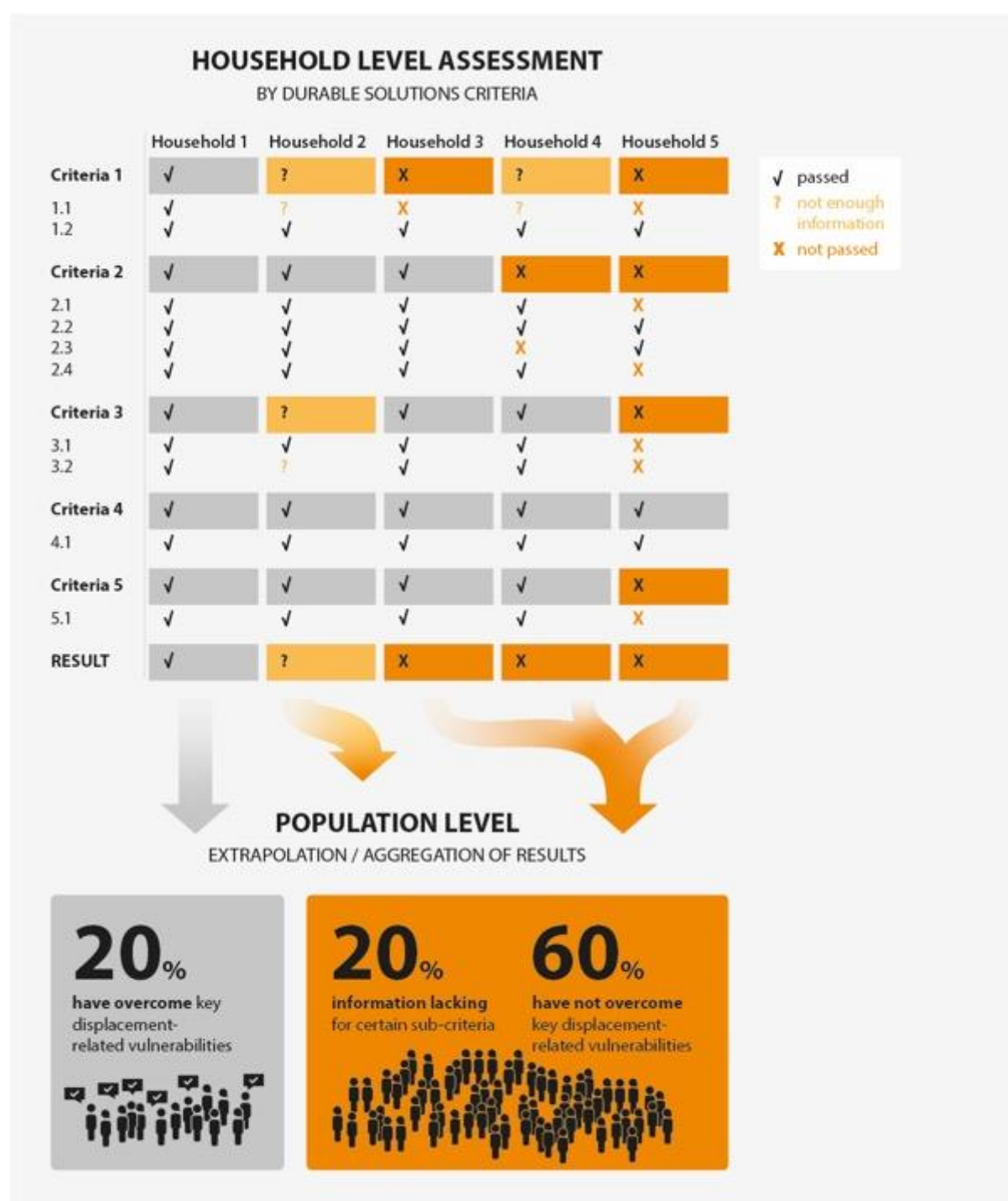
¹⁰⁵ Note that two of the additional sub-criteria are part of the core criteria "Safety and security" as illustrated in table 4.2.

167. Results from the household level are then aggregated or extrapolated, depending on the data source used, for population level results. To properly assess how many have achieved all five (or more) criteria, data across criteria should ideally come from the same data source or be linkable across sources with a unique identifier in order to capture the same individuals or households across criteria. While there are probability methods which could help to analyse the situations where this is not feasible, those are complicated and in most cases beyond the scope of work of the NSS. The associated implications for data sources to be used for assessing when key displacement-related vulnerabilities have been overcome are elaborated in Chapter 6 (see paragraphs 209-210, 232-237, 255-256) and the Compilers Manual.

168. There may be situations where data are not available for all criteria or sub-criteria. In this case the composite measure cannot be fully implemented, and a complete assessment cannot be made on whether the population have overcome key-displacement related vulnerabilities. The share of persons in this situation should be specified so that it is clear that there is uncertainty as to whether they may have overcome the vulnerabilities or not.

The methodology outlined in paragraphs 166-168 is visualised in Figure 4.7.

Figure 4.4 Methodology for the composite measure



c. Setting targets

169. For the composite measure to be used, targets need to be set to identify when to allocate a ‘pass’ or ‘no pass’ mark per sub-criteria or indicator, as described above (see paragraph 166). Overall, for the purpose of official statistics, and because it is the approach often taken in this context, it is recommended to use the general/national population as the comparison group when deciding on the targets or thresholds for scoring each sub-criteria, and to use the average of the general/national population as the target. Key reasons for this are that for the purpose of official statistics, information about the general population is more often available therefore making data

collection and analysis simpler (see paragraphs 138-144). In specific circumstances, thresholds can be set through a comparison with the average situation of a subset of the general population as it may be considered more relevant and feasible for operational purposes in the context, although (as for the progress measure) this will need to be accompanied by a clear and coherent definition of the methodology used.

E. RECOMMENDATIONS SUMMARY

170. This chapter has outlined a statistical approach for measuring progress towards durable solutions and whether key-displacement related vulnerabilities have been overcome. Two measures have been proposed:

1. The durable solutions progress measure is designed to show the change in the share of IDPs who have overcome vulnerabilities linked to the criteria of the IASC Framework on Durable Solutions for IDPs over time. Therefore, this measure will be able to show whether progress is being made in overcoming the different vulnerabilities, and cumulatively, the progress made towards the achievement of durable solutions.
2. The composite measure is designed to specify whether all key displacement-related vulnerabilities have been overcome and thus, whether or not persons with displacement-related protection needs and vulnerabilities can be taken out of the total IDP stock.

171. A critical element of both measures concerns how the targets for each sub-criterion are defined. As outlined above, a comparative approach against the general/national population is recommended. If determined relevant by the national context a sub-set thereof can be used for this purpose.

172. Moving forward, it is recommended that these two measures are used for production of official statistics on internal displacement. Over time, as new data are collected and more testing conducted in different national contexts, the recommended progress and composite measures can be further refined, including a list of agreed indicators and other relevant guidance.

CHAPTER 5. VARIABLES AND TABULATIONS

A. INTRODUCTION

173. This chapter outlines the recommended variables and tabulations for the different categories of persons that fall within the internal displacement statistical framework that should be adopted in the national context. The lists presented build on the content of Chapters 3 and 4; they are for basic tabulations only and are not exhaustive. The specific variables and tabulations to be produced will depend on the priorities in the national context. The possibility of producing them also rests on the type of information collected, available data sources as well as the statistical capacity of the country.

174. Regarding the categories of primary concern, it is recommended to distinguish between persons with displacement-related protection needs and vulnerabilities (including the three sub-stocks of IDPs in locations of displacement, locations of return and other settlement locations) and IDP-related populations (see Chapter 3, paragraphs 78-79). IDP-related populations (i.e. children of at least one IDP parent born after displacement) are an important category, but as most tabulations proposed will be the same for this group as for the IDPs, separate tabulations will not be shown for them unless there are differences in specifications. All recommended tabulations should therefore also be created for this group.

175. Regarding the other categories within the statistical framework, two different approaches are taken, given they are not of primary concern to the recommendations. For other non-displaced family members of IDPs who reside with them, specific tabulations are not included however, depending on the national context, the tabulations presented below for IDPs and IDP-related populations could be applied (see Chapter 3, paragraph 80). For persons who have overcome key-displacement related vulnerabilities, specific mention is made as relevant in the different sections.

176. The chapter is divided into four sub-sections covering: part B covers the basic classificatory variables, part C covers inflows and outflows, part D covers stocks and part E covers key indicators.

B. BASIC CLASSIFICATORY VARIABLES

177. The following variables are recommended as the basis for collecting and compiling IDP statistics. Recommendations on collecting data can be found in Chapter 6.

- a) Age or date of birth
- b) Sex
- c) Place of birth
- d) Date of first displacement
- e) Date of most recent displacement
- f) Main reason for initial forced displacement;
 - i. Armed conflict,
 - ii. Generalised violence,
 - iii. Violations of human rights,
 - iv. Natural or man-made disasters, or
 - v. Other forced evictions or displacements
- g) Main reason for most recent forced displacement;
 - i. Armed conflict,

- ii. Generalised violence,
- iii. Violations of human rights,
- iv. Natural or man-made disasters, or
- v. Other forced evictions or displacements
- h) Number of forced displacements
- i) District/Administrative area of place of habitual residence
- j) District/Administrative area of current place of usual residence (i.e. IDPs in locations of displacement, IDPs in locations of return and IDPs in other settlement locations)
- k) Whether one or both parents are/were IDPs
- l) Type of habitation (camp/settlement/own home/rented accommodation/ hosted by friends/relatives)

178. For the IDP-related populations (children of IDPs born in displacement), variables a) to c) and j) to l) in the list above are most relevant.

C. FLOWS OF IDPs AND IDP-RELATED POPULATIONS

179. The most basic flow statistics relate to movements in and out of stock.

1. Basic inflow statistics

180. For the inflow statistics it is important to distinguish between IDPs and IDP-related populations, since the second category will not have been forced to flee themselves but will add to the population when they are born as children to the IDPs. The basic inflow statistics include:

a. Basic inflow statistics for IDPs

- i. Total number of persons in a country who were forcibly displaced for the first time, during a specified period of time, by sex and age.
- ii. Total number of persons in a country who were forcibly displaced for the first time, during a specified period of time, by sex and reason for displacement.
- iii. Total number of persons in a country who were forcibly displaced for the first time, during a specified period of time, by sex and current place of usual residence (province/district).
- iv. Total number of persons in a country who were forcibly displaced for the first time, during a specified period of time, by sex and place of habitual residence (province/district).

b. Basic inflow statistics for IDP-related persons

- i. Total number of children born to at least one IDP parent after the parents' last displacement during a specified period of time, by sex and age.
- ii. Total number of children born to at least one IDP parent after the parents' last displacement during a specified period of time, by sex and parents' place of habitual residence (province/district).

- iii. Total number of children born to at least one IDP parent after the parents' last displacement during a specified period of time, by sex and current place of usual residence (province/district).

2. Basic outflow statistics

181. The basic outflow statistics include:

- i. Total number of IDPs who have died or emigrated during a specified period of time, by sex and age.
- ii. Total number of IDPs who have overcome all key displacement-related vulnerabilities during a specified period of time, by sex, age and current place of usual residence.
- iii. Total number of IDPs who have overcome all key displacement-related vulnerabilities during a specified period of time by habitual place of residence, current place of usual residence and main reason for initial displacement.

182. Similar tabulations will apply for IDP-related persons (i.e. children born to at least one IDP parent after the parents' last displacement) where return means return to parents' place of habitual residence.

3. Basic flow statistics between IDP sub-stocks

- i. Total number of IDPs who have moved from the sub-stock of IDPs in locations of displacement to IDPs in locations of return and others settlement locations, during a specified period of time.

D. STOCKS OF IDPs AND IDP-RELATED PERSONS

183. The most basic statistics to be derived are the counts of IDPs and IDP-related persons. The corresponding basic statistics include:

1. Basic stock statistics

a. Basic stock statistics for IDPs

- i. Total number of IDPs in a country, by sex, age and current place of usual residence (province/district).
- ii. Total number of IDPs in a country, by sex, place of habitual residence and current place of usual residence (province/district).
- iii. Total number of IDPs in a country by reason for displacement and current place of usual residence (province/district).
- iv. Total number of IDPs in a country by years since initial displacement.

b. Basic stock statistics of IDP-related persons

- i. Total number of IDP-related persons in a country, by sex and age.

- ii. Total number of IDP-related persons in a country, by sex and current place of usual residence (province/district).
- iii. Total number of IDP-related persons in a country, by sex and parents' place of habitual residence (province/district).
- iv. Total number of IDP-related unaccompanied and separated children under 18, by sex and age.

c. Basic stock statistics of persons who have overcome key-displacement related vulnerabilities

- i. Total number of persons who have overcome key displacement-related vulnerabilities in a country, by sex and age.
- ii. Total number of persons who have overcome key displacement-related vulnerabilities by sex and current place of usual residence (province/district).

2. Basic progress statistics

a. Basic progress statistics for IDPs

184. The basic statistics for capturing progress towards durable solutions for IDPs, include:

- i. Total number of IDPs who have achieved the defined target for each of the different durable solutions criteria and related sub-criteria during a specified period of time by current place of usual residence.
- ii. Total number of IDPs who have achieved the defined target for each of the different durable solutions criteria and related sub-criteria during a specified period of time by habitual place of residence and current place of usual residence.

b. Basic progress statistics for IDP-related populations and persons who have overcome key-displacement related vulnerabilities

185. The same tabulations will apply for IDP-related persons (i.e. children born to at least one IDP parent after the parents' last displacement) where return means return to parents' place of habitual residence. The same tabulations also apply to persons who have overcome key-displacement related vulnerabilities, as it is still relevant to measure their progress across all eight durable solutions criteria.

E. KEY INDICATORS OF THE STOCK OF IDPs AND IDP-RELATED PERSONS

186. Basic indicators for stock of IDPs include:

- i. Percentage of the total population who are IDPs.
- ii. Proportion of women among all IDPs.
- iii. Proportion of children among all IDPs.
- iv. Proportion of IDPs who were first displaced in the last 5 years.

- v. Proportion of IDPs who were first displaced in the last 10 years.
- vi. Proportion of IDPs who were first displaced over 10 years ago.
- vii. Proportion of IDPs who were displaced more than once, whose first displacement was during the last 5 years.
- viii. Proportion of IDPs who have returned to their habitual place of residence and have not yet overcome key displacement-related vulnerabilities (IDPs in locations of return)
- ix. Proportion of IDPs who have settled elsewhere in the country and have not yet overcome key displacement-related vulnerabilities (IDPs in other settlement locations)
- x. Proportion of IDPs in locations of displacement and who have not yet overcome key displacement-related vulnerabilities (IDPs in locations of displacement).

187. Similar tabulations will apply for IDP-related persons (i.e. children born to at least one IDP parent after the parents' last displacement) where return means return to parents' place of habitual residence. Tabulations i to ii, and viii to x apply. Tabulations i and ii also apply to persons who have overcome key displacement related vulnerabilities.

F. RECOMMENDATION SUMMARY

188. This chapter has outlined the recommended variables and tabulations for the different categories of persons that fall within the internal displacement statistical framework that should be adopted in the national context. It is recommended that National and International Statistical Systems follow the framework and the recommended tabulations provided in this chapter for the production of official statistics on internal displacement.

CHAPTER 6. COLLECTING STATISTICS ON IDPs

A. INTRODUCTION

189. This chapter discusses the sources of IDP data for use in official statistics. Data on IDPs are often collected in challenging circumstances, as the people concerned have been forced to flee their homes. After a displacement causing event, the first collectors of displacement data may be the humanitarian agencies who form part of the first response. As the displacement situation becomes more stable, or the displaced people move into more settled locations, it becomes easier to collect data which meet the standards usually applied to official statistics. This chapter discusses the various data sources available for collecting IDP statistics and makes recommendations for improving the supply of data about IDPs.

190. Part B of this chapter describes and discusses the various primary data sources which may be available for IDP statistics, while Part C describes operational data collected as part of humanitarian operations and their potential uses for official statistics. Part D covers the integration of data derived from several sources to improve the quality and quantity of IDP statistics. Part E discusses advantages and disadvantages of the different sources. Finally, Part F draws broad conclusions from the chapter and its recommendations.

B. OVERVIEW OF IDP DATA SOURCES

191. Data on IDPs are collected by a variety of agencies; national authorities, international organisations and non-governmental organisations (NGOs) using administrative sources, surveys, censuses, new data sources and from other field based operational methods. Some of the data are suitable for use as the basis for official IDP statistics, but each source has its own challenges and advantages.

192. Sources of IDP data can vary significantly from one country or context to another. For the purpose of official statistics, the main data sources traditionally include population and housing censuses, sample surveys, and administrative sources. Population movement tracking systems, “big data,” and qualitative sources are also relevant for capturing IDP data, however they are used less often for the production of official statistics. These other sources may be used in combination with more traditional quantitative data and result in more extensive data being available. Data from various sources may be integrated to provide better coverage and more extensive information about IDPs, this is discussed in more detail in the IRRS (2018).

193. The IRRS (2018) describes extensively the key data sources of data on refugees and the advantages and limitations of each source in detail¹⁰⁶. Most of what is described there also applies to data about IDPs, and the general descriptions will therefore be shorter in this report. Where there are specific considerations about IDP populations, these are discussed below in this chapter.

194. The concepts and classifications set out in Chapters 3 and 4 are discussed in relation to the sources of data for the identification, numerical estimation and analysis of the characteristics of IDPs and related populations. Because of the complexity of the legal definitions of IDPs (see Chapter 2), simplification will be needed to arrive at a workable sequence of questions in surveys and censuses. This will be further developed and over time included in the Compilers Manual.

¹⁰⁶ See IRRS, Chapter 4

195. Quality in all elements of official statistics production is key to get reliable and trustworthy numbers. A general and short overview of key quality considerations in IDP statistics is presented in Table 6.1. A more general discussion on quality considerations in Official Statistics will be presented in Chapter 7.

Quality Aspect	IDP-Specific Challenges
Confidentiality	Information on IDPs can be particularly sensitive in countries or regions where displacement is related to conflict or political unrest. If details of identifiable persons or groups are made publicly available, or if treated without thorough safety precautions, sensitive information can expose IDPs to further vulnerabilities or danger. Microdata access can present particular problems for vulnerable groups. <i>See also IRRS on confidentiality.</i>
Coverage	Covering the whole IDP population is important, but can be a challenge, especially in situations where there is limited or no access for data collectors due to security or other reasons. The population should be covered as fully as possible (either through full count or a representative sample), but safety for IDPs and data collectors must also be prioritised. Where data has not been able to be collected from some areas the published data must clearly state the limitations.
Representativity	It can often be a challenge to ensure that data is representative of the total IDP population, including certain subgroups therein such as women, linguistic, ethnic or religious minorities etc. Limitations to access is often the main barrier, but IDPs may also be excluded systematically because of difficulty of identifying IDPs living among the general population, or because their housing or temporary settlements are not included in sampling frames.
Timeliness	In many contexts, the IDP population changes rapidly for a variety of reasons (e.g. new displacement, further movements of IDPs). The data are therefore quickly outdated, and thus a fast, yet quality-assured dissemination of statistics is particularly important.
Periodicity	The usefulness of the data on the IDP population flows will depend on how often the data are collected and published compared to the mobility of the population; the more often data are collected, the more useful the data is to users.
Comparability	In order for data to be comparable over contexts and time, the same definitions, questions and survey methodology need to be used. International standards have not previously been available therefore the different organisations involved in data collection and analysis have not standardised their definitions and concepts.
Impartiality	Official statistics should be free from political influence. IDP displacement contexts can be highly political. The entire statistical process should be well documented and include publicly accessible metadata. Quality assurance reports should also be available to users.
Transparency	Statistics gain credibility and trust if they are produced with well-documented process that is accessible to the general public. Improved metadata and accessibility of the results are needed for IDP statistics.

Table 6.1 Key quality considerations in IDP statistics

1. The population and housing census

a. Introduction

196. National population and housing census (hereafter census) is a complete enumeration of a country's population that usually follows international and regional standards and

recommendations. *The Principles and Recommendations for Population and Housing Censuses, Revision 3* state that, ‘The population census should include every person present and/or residing within its scope, depending upon the type of population count required’¹⁰⁷.

197. Censuses enumerate the entire population, including those who are temporarily in a country either applying the *de jure* (usually resident population) or *de facto* (present at the time of the census) methodology for enumeration. Whereas household sample surveys frequently omit those living in camps, informal settlements and those without a permanent home from their coverage due to limited sample frames, censuses should cover these population groups. This makes the census the primary source of complete data on the entire population.

198. Furthermore, censuses collect information about the basic socio-economic characteristics of the population as well as their housing conditions.

199. Censuses are usually conducted every 10 years and provides thus a snapshot of the population in a given moment in time.

b. Possibilities in utilising the census for estimating IDP numbers

200. The unique benefit of a population and housing census, despite infrequent conduct, is that it “represents the entire statistical universe, down to the smallest geographical unit, of a country or region.” They are therefore a potentially valuable source of data on displacement as well and allows for comparisons of IDPs to be made with the general population or with a sub-set of the population.

201. In addition to potentially providing numbers on the magnitude of internal displacement as well as basic socio-economic characteristics of IDP populations, censuses can potentially provide a complete sampling frame for further and more in-depth studies. However, there are also several limitations to utilizing censuses for estimating IDP numbers. This is the case both for measurement of inflow and outflow of IDPs of the stock, or in other words, identifying who are considered to have become an IDP and who has overcome key displacement-related vulnerabilities. It is largely an issue of cost and space availability, but access, security concerns and unwillingness to identify as an IDP also play a role.

i. Identifying those who have been internally displaced

202. In the IDP context, it is key to identify everyone who at one point has been forced to flee, as specified in earlier chapters, and who still has key displacement related vulnerabilities. This also includes capturing those who have returned to their habitual place of residence or settled elsewhere, but still face key displacement-related vulnerabilities, as well as those who have been forcefully displaced within the boundaries of the smallest administrative area of their habitual place of residence. These points make identifying IDPs more complex than identifying refugees.

203. Some countries have already included questions on internal displacement in population censuses to identify IDPs resident in the country at the time of the census. This inclusion of questions on internal displacement in population censuses showcases that many countries have prioritized introducing such questions despite there being limited space in the census. These examples also offer a range of options to inform the development of a standardized set of questions for identifying inflow of IDPs in future censuses and examples of such are put forward

¹⁰⁷ United Nations 2015, Page 3, para 1.10: https://unstats.un.org/unsd/publication/seriesM/Series_M67Rev3en.pdf

in the Technical Report on Statistics of Internally displaced Persons¹⁰⁸. However, these examples are usually limited to adding responses to existing migration questions, which gives limited opportunity for fully identifying those who have not moved administrative area, but who remain in the vicinity of their former homes (see Chapter 3, paragraphs 114-115). In many cases the ones who have settled elsewhere or returned are not captured either. These limitations will be discussed further below.

204. Some of the UN regional recommendations on censuses are already including advice about collecting data on IDPs, for example the *Economic Commission for Europe's Recommendations for the 2020 Census of Population and Housing*¹⁰⁹. These recommendations emphasise the need to measure the magnitude of displacement and suggest that the date of arrival and the place of previous residence should be included in the questioning. The identification of IDPs furthermore relies on the inclusion of a question about the reason for internal migration in the census, together with an answer option of forcible displacement. However, the UNECE definition is restricting IDPs to nationals or citizens, and to their dependents including children born after the displacement. In addition, in order to be classified as an IDP in the UNECE Recommendations, people need to have moved administrative area (from the smallest civil division), which will exclude those who have been displaced, but stayed within the boundaries of the smallest administrative area of their habitual place of residence. IDPs who have settled elsewhere after their first displacement and those who have returned to their habitual place of residence, might also not necessarily be covered according to this approach, because only the most recent move will be identified.

205. Although some countries have incorporated questions on internal displacement in their censuses, as seen above, in most censuses, it is currently not possible to identify IDPs as a separate group for the purpose of data analysis. UN's *The Principles and Recommendations for Population and Housing Censuses, Revision 3* do not include questions for identifying IDPs in its recommended core questions.

206. The recommendations propose the following core topics for geographic and internal migration characteristics:

- (1) Place of usual residence (paras. 4.52-4.57)
- (2) Place where present at time of census (paras. 4.58-4.63)
- (3) Place of birth (paras. 4.64-4.71)
- (4) Duration of residence (paras. 4.72-4.74)
- (5) Place of previous residence (paras. 4.75-4.76)
- (6) Place of residence at a specified date in the past (paras. 4.77-4.81)

207. Although not specified in the recommendations as of today, the above core questions on place of usual residence, duration of residence and place of previous residence at a specified date in the past may all support the identification of IDPs within the population, if they are coupled with a question about the reason for the move, with forced displacement as an answering option, similarly to what is recommended in the UNECE Recommendations. This approach will help identify IDPs who report that they have moved within the time specification made in the census and that their reason for migration is forced displacement. However, there are limitations to identifying all IDPs using this approach as well, as it will typically not capture:

¹⁰⁸ See Technical Report on Statistics of Internally Displaced Persons, p. 38, table 4.2

¹⁰⁹ https://www.unecce.org/fileadmin/DAM/stats/publications/2015/ECECES41_EN.pdf

- 1) Place of habitual residence
- 2) Those who within the period specified by the census have returned to their habitual place of residence
- 3) Those who within the period specified by the census have moved one or several times after their initial displacement
- 4) Those who have moved within the administrative area used in census specifications

208. These points show that there might be an undercount of those displaced if taking the above approaches. An alternative approach can however be considered in contexts where it is important to gain complete insight in the number of persons who have become internally displaced, or if it is expected that a large share of IDPs have either returned to their habitual place of residence, settled elsewhere or been displaced within the smallest administrative area of their habitual place of residence. Such an approach may be to specifically ask whether the person has ever been forcefully displaced.

ii. Identifying those who have overcome key displacement related vulnerabilities

209. As was shown above, it is not straight forward to identify IDPs in censuses. Measuring key displacement related vulnerabilities can be even more challenging since it requires questions to be included on all the 10 sub-criteria identified. Although a certain share of them are naturally covered in census questionnaires, others are not, and it will be a decision of the country in question to add questions on these topics too.

210. What is typically covered in a census are questions linked to some aspects of IASC criteria 2 (adequate standard of living), 3 (access to livelihoods) and 5 (access to documentation). It is less common that questions are included on criteria 1 (safety and security) and 4 (restoration of housing, land and property). There are examples of the latter as well however, where the census in Kosovo for instance included a set of questions on restoration of housing land and property.

c. Recommendation for utilising censuses for measuring IDP numbers in the future

211. The above discussion shows that identifying all aspects of IDP situations is not straightforward, and adding a question on reason for the move to already existing census questions on internal migration does not necessarily suffice to capture the whole picture, because the last move of an IDP is not always the most relevant one. If the entire IDP population is important to capture to for example create a complete sample frame, it is therefore recommended to ask a specific set of questions on forced displacement. This is particularly the case if i) IDPs have started to return to their places of habitual residence and it is expected that they still have key displacement related vulnerabilities, ii) IDPs are expected to have settled elsewhere after their initial displacement, but still have key displacement related vulnerabilities, iii) there are concerns about multiple forced displacements, iv) displacements are expected to have happened within the smallest administrative area proposed by the census, or v) displacement might be for a combination of reasons. Suggested here is the following set of questions:

FORCED DISPLACEMENT

Has *(NAME) ever been forced to flee? (potentially adding reason)

- If yes; when was this?
- If yes; where did you move from?/Where did you reside before you were forcibly displaced?
- If yes; where did you move to? (Within country borders/abroad)?

212. A question on current residence is usually included in all censuses and can be used in combination with the above questions to identify movements and current situation.

213. If the above approach is not possible to take, it is recommended, in line with the recommendations provided in IRRS, to include a question on “reason for migration” as an additional core topic in the Principles and Recommendations of Population and Housing Censuses by the United Nations Statistics Division. It should also be adapted to include internal moves and include IDPs as a category within the response category of forced displacement in order to identify probable IDPs. Suggested question and answering options are the following, but countries should adapt to relevant categories and language:

MAIN REASON FOR MIGRATION

What was the main reason* (NAME) came to live in this location?

- Employment (including military service)
- Education or training
- Marriage, family reunification or family formation
- Forced displacement (IDPs, refugees, asylum seekers, temporary protection, etc.)
- Other reason

214. The topic “Main reason for migration”, should refer to the main reason that drove the respondent to undertake the most recent migratory move. In the IDP context this will often not capture those who have settled elsewhere or have returned to place of habitual residence, but it may add more households to a sampling frame and help better understand the situation, particularly of more recent forced migration. It is recommended that only one main reason for migration be recorded. In addition, this question should be tested and revised accordingly.

215. Persons living in IDP camps, reception centres, temporary structures and collective accommodation should be covered in all census enumerations. The questionnaires used for both regular dwellings and collective accommodation in which IDPs and IDP-related populations are likely to be accommodated should include all the questions recommended above which can help to identify IDPs.

216. In order to identify whether all, or just a selection of household members have been forcibly displaced, the questions should ideally be asked for all household members. Migration questions are sometimes not asked to all household members, particularly children, which will limit their usefulness in estimating total stocks and flows of IDP populations.

217. If space allows and the IDP population constitutes a substantial part of the population, it should be considered if questions linked to all key displacement-related vulnerabilities (i.e. the five priority criteria) can be included.

218. To ensure the maximum use of available census data, detailed geographically referenced data should be collected and made available, while protecting the security and confidentiality of respondents (see Chapter 7). Geospatial information would enable the analysis of the spatial distribution of the IDPs and the integration of data with other sources.

219. If census data help provide a relatively good overview of the IDP population, they should be used to update the sampling frames for household surveys. This updating should include information about the numbers of displaced persons in each locality or enumeration areas, in order to support the design of samples which will improve the precision and accuracy of survey-based estimates for IDPs and IDP-related populations. However, these frames should be updated regularly using other sources to include recent population movements.

2. Sample household surveys

a. Introduction

220. Sample surveys are conducted much more frequently than censuses. Most national statistical systems use national household sample surveys as a major tool for collecting detailed statistical information on persons, households and communities. There is usually a large general household survey conducted at least every 3 to 5 years, using a probability sample of the population living in households.¹¹⁰

221. Sample surveys allow estimates to be made about the population and about subsets of the population with a known probability of accuracy, and they can provide extensive information about the socio-economic conditions of the respondents.

b. Possibilities in utilising household sample surveys for estimating IDP numbers

222. More detailed questions about displacement movement patterns and characteristics of the situations of IDPs can usually be asked in surveys than in censuses, and with this potentially more accurately specify inflow and outflow of IDPs to the stock as well as flows between the different sub-stocks of those with displacement related protection needs and vulnerabilities (i.e. those who are still residing in their place of displacement, those who have settled elsewhere and those who have returned to their habitual place of residence).

223. If the general population and IDPs are included in the scope of the survey, then the characteristics of IDPs can also be compared with those of the general population or comparison groups. This may be particularly important in measuring the progress made towards reaching durable solutions and to assess whether key displacement-related vulnerabilities have been overcome.

224. For the purpose of official statistics, there are two possibilities for collecting survey data from IDPs. The first is to use an existing national multi-topic household survey, to which IDP specific questions are added. Adding a module to an existing national household sample survey has several advantages, including: (a) they are conducted regularly across many countries, and often have a common core of questions to support international comparisons; (b) they are often administered or coordinated by NSOs; (c) they use relatively large sample sizes, which may yield a sufficient number of IDPs depending on their prevalence in the population and sampling approach; (d) they have national coverage and representation; (e) the surveys already collect key

¹¹⁰ Also see Chapter 4, section C.2. in the IRRS

data and contextual questions; and (f) their dissemination mechanisms and access protocols for wider use of the data are already established.

225. The alternative is to design a specialised survey of the IDP population. However, there are several challenges related to utilizing household sample surveys, both national and IDP-specific, to measure IDP stocks and flows and the value of a survey as a source of official statistics about IDPs depends on its design. This includes the survey's coverage, the ability to develop a nationally representative sample of IDPs, the expected sampling errors surrounding the estimates, the ease of identification of eligible members of the population and the behaviour and characteristics of the IDP population. The design must also take account of resource constraints and security considerations.

i. Identifying those who have been internally displaced

226. In contrast to the census, where the entire country is included in the coverage, a sample household survey does not by definition guarantee the inclusion of IDPs, and in many contexts special care needs to be taken in order to include a sufficient and representative sample of the IDP population.

227. For surveys to include IDPs in their sample, it is key that the sampling experts know where IDPs reside. Furthermore, an up-to-date sampling frame is necessary when drawing a probability sample, which ensures that every person in the resident population has a known probability of being selected. If IDPs are omitted from the frame, then they will be underrepresented in any survey-based estimates of the population size. Camps are often omitted from sampling frames and surveys as they are treated as 'institutional buildings' in a similar way to hospitals or boarding schools. They must be included in frames if the IDP population is to be fully represented in the statistics.

228. Furthermore, it is important to take into consideration that with highly mobile populations such as IDP and IDP-related populations in some contexts, especially in ongoing crisis situations, distributions of the target population may change rapidly. This impacts on the adequacy of sampling frames as the numbers of IDP households identified at the time of the design and selection of the sample, and at the time of the interview may differ considerably.

229. In an ideal scenario, an up to date sampling frame which identifies all IDPs (and all three sub-categories) exists. This could for instance be from a census (if complete, see section on census above) or from administrative data. If this does not exist, or if the existing sample frame needs to be updated, data sources could be combined, or an exercise could be conducted ahead of sampling where IDPs are identified. A last option, which may create bias and under-coverage, is to identify IDPs through the survey itself.

230. With the above discussion in mind, the exercise of including IDP-related question to a national multi-topic survey, is not necessarily simply a matter of adding additional questions to an existing survey, because the number of IDPs in the overall population might be low, or because IDPs tend to be clustered in certain locations. This implies that existing sampling schemes for national household surveys may not select a sufficiently large sample or may omit certain groups of IDP populations, such as those who are camp-based or residing in temporary settlements. The sampling methodology must thus be modified to ensure it represents the IDP population with the required precision and takes IDPs circumstances into account. There is, however, interest from international agencies and countries to do this and a few examples of where displacement related questions have been included in national household surveys exist.

231. Where it is not feasible or appropriate to include IDP topics in general surveys, for example if the proportion of the IDPs in the population is low, IDP-specific surveys may be a good alternative. A targeted survey design would oversample areas where IDPs are more prevalent, use information drawn from other sources, or through enumeration if data are not good enough, to develop a sampling frame for IDPs. Care must be taken to also include those IDPs who are living with and among the host population, who may not be easily identifiable.

ii. Identifying those who have overcome key displacement related vulnerabilities

232. To measure those who have overcome key displacement-related vulnerabilities using a household sample survey, there are especially two considerations that need to be assessed, given that a sufficient inclusion of IDPs in the sample has already been secured so as to provide estimates with required confidence for IDPs (see the discussion paragraphs 226-229). These considerations are (a) the possibility to include questions related to all the five criteria for overcoming key displacement-related vulnerabilities, and (b) to be able to compare the situations of the IDPs to that of the general population to provide a benchmark for when the IDPs can be statistically assessed to have overcome the specific criteria (see Chapter 4).

233. Adding questions to identify IDPs who have overcome key displacement-related vulnerabilities to already existing household sample surveys might be cost-effective. Furthermore, a national survey has, in theory, potential to cover other aspects of the IASC Framework, such as described in the discussion around the wider assessment of IDPs progress towards durable solutions. However, it is likely that there will be constraints related to the amount of IDP-related questions imposed by the feasible length of the questionnaire. The detailed design of the module will depend on the country's needs and priorities, and the characteristics of the population.

234. A survey with national coverage will enable comparisons between IDPs and the general population as required for measuring the progress of IDPs towards durable solutions and who has overcome key displacement-related vulnerabilities (see Chapter 4). In some cases, depending on the sampling approach, comparison with the IDP host communities may also be possible.

235. A survey targeted specifically towards IDPs will often allow for more in-depth questions on their situation and living conditions, increasing the possibility to assess the five key criteria for overcoming displacement-related vulnerabilities, as well as the inclusion of further IASC Framework criteria to measure progress towards durable solutions. Conducting separate surveys, is however often quite costly and time consuming, as all preparations, field work and analyses are conducted for this purpose alone. In countries where there are limited financial and human resources available, it may be more feasible to combine it with other surveys.

236. Conducting an IDP specific sample survey furthermore complicates the task of comparing the situations of the IDPs to that of the general population to assess who has overcome the key displacement-related vulnerabilities as well as to measure the progress towards durable solutions. Maintaining question content which is comparable or aligned to those used in national general surveys may enable comparisons to be made with other groups in the population. Alternatively, a separate non-IDP sample could be included as part of the design for comparative purposes.

237. When measuring change in a group of individuals, as is recommended for the measurement of progress towards durable solutions, a panel approach is often preferred as the estimate of change is free from sampling errors, although non-sampling errors may be increased

due to the complexity of the operation, as household members have to be tracked over space and time and panel attrition may introduce bias. Where national priorities, capacity and conditions allow, panel surveys should be considered for collecting information about IDPs' integration and absorption into communities.

c. Recommendation for utilising sample surveys for measuring IDP numbers in the future

238. In order to enhance the quality of survey data on IDPs, the involvement of NSOs in the design of the survey is highly recommended. NSOs have expertise in conducting household surveys and have a nationwide network of local offices, and well-trained staff and field workers. NSOs can help ensure that the survey meets national and international quality standards to enable the results to be published as official statistics and to enhance the quality of the data and its protection under the appropriate statistics laws.

239. Sampling frames for surveys where information on IDPs is needed should include camps, reception centres, informal settlements and collective accommodation (institutions). The coverage of IDP populations in surveys can be improved by oversampling the areas in which IDPs are clustered. Specialist sampling advice should be sought, particularly when conducting surveys of IDPs for the first time to ensure that the resulting sample of IDPs is adequate to produce meaningful results.

240. With highly mobile populations such as IDP and IDP-related populations in some contexts, especially in ongoing crisis situations, distributions of the target population may change rapidly. This impacts on the adequacy of sampling frames as the numbers of IDP households identified at the time of the design and selection of the sample, and at the time of the interview may differ considerably. Sampling frames can be improved by utilizing alternative data sources, displacement tracking tools and satellite imagery to supplement existing frames, and by adding questions to national population censuses to help with identifying areas where IDPs are clustered. It is recommended that the time between updating of household listings and selection and the conduct of the survey fieldwork is minimised.

241. In order to increase the general information about displaced persons, and to include them as a population group in survey results, a set of screening questions might be added to national household surveys. Such screening questions can be similar to the ones recommended for the population and housing censuses (see paragraphs 211-219). The IRRS recommends core topics for identifying refugees in household surveys and censuses; IDPs could also be identified by using a similar screening question. This will be developed further in the next 1-2 years and, when ready, made available in the Compilers Manual.

242. To measure IDPs' living conditions globally, and particularly whether they have overcome key displacement related vulnerabilities, a core module will be developed and proposed as a standard approach for periodic use in existing national multi-topic household surveys such as the Living Standards Measurement Survey (LSMS), Demographic Health Survey (DHS), Multiple Indicators Cluster Surveys (MICS) or other multi-purpose surveys.

243. In order to maximize the quality, utility and comparability of data collected globally, it is recommended that the model questionnaire to be recommended is used to develop, design and test national survey instruments, particularly related to questions on key displacement related vulnerabilities.

244. Maintaining consistency in questions over time also allows for the creation of time-series for IDP statistics.

3. Administrative data and registers

a. Introduction

245. Data produced as a by-product of registration, known as administrative data¹¹¹, is usually collected by national authorities and in some contexts by agencies providing support directly to eligible individuals. Sources of administrative data can be divided into a) Civil registers, which are usually separate registers of a persons' vital events, such as birth, marriage, divorce and death, b) Population registers, which typically are a combination of different civil registers, and which in some countries also include information about migration patterns, and c) Other registers, in this context referring to IDP-specific registers.

b. Possibilities in utilising administrative data and registers for estimating IDP numbers

246. Registers are usually maintained and updated for administrative purposes, but they can also be a good source of data for the compilation of statistics.¹¹² Civil and population registers tend to be maintained by national governments, while IDP-specific registers also can be maintained by UN agencies or by NGOs. In some countries where the incidence of IDPs is of particular importance, special administrative IDP-specific registers or multiple-source-databases, aiming for a comprehensive data coverage of their IDP population have been established. Registration in these systems is often linked to beneficiaries accessing government services and support, with those registered eligible for certain IDP-specific services and benefits. They should not be established for the sole purpose of producing statistics.

247. The potential for utilising administrative data as source for official statistics on IDPs is big, however there are several challenges that arise both when it comes to identifying IDPs and to record who has overcome key displacement-related vulnerabilities, as will be addressed below.

1. Identifying those who have been internally displaced

248. Efforts are currently underway to improve the coverage and quality of civil registration in a number of countries, as this is seen as a more cost-effective way of collecting and maintaining population information, as well as due to their important legal functions. IDPs are however not always included in these registers, and if they are, it is often not possible to identify them as IDPs in the data, because movement patterns are typically not captured.

249. In countries where the civil registration systems are well functioning, most IDPs would have had their vital events registered before displacement. After a displacement it may however be difficult to access existing records and certificates of vital events, as well as to register new vital events. If IDPs are not able to access the registration system after displacement, this affects the quality of the statistics.

¹¹¹ Also see Chapter 4, section C.3. paragraphs 196 to 216 and D.1-D.3. paragraphs 217-260 in the IRRS

¹¹² A register has been defined in RAMON as a, "database which is updated continuously (often for administrative purposes, such as population registers or building registers) and from which statistics can be extracted / aggregated/computed."

http://ec.europa.eu/eurostat/ramon/nomenclatures/index.cfm?TargetUrl=DSP_GLOSSARY_NOM_DTL_VIEW&StrNom=CODED2&StrLanguageCode=EN&IntKey=16702785&RdoSearch=BEGIN&TxtSearch=register&CboThe me=&IsTer=&IntCurrentPage=1&ter_valid=0

250. Whereas civil registrations most often do not track movements and are therefore typically not able to identify IDPs, population registers have the potential to include movements and therefore also have a larger potential for identifying IDPs. In cases where population registers are well developed, these registrations often record places of residence and changes of such, including records of when the changes were made, which can be useful for identifying IDPs moving following a causing event at a particular place and time. However, in cases where it may be possible to link a person's moves from one area to another, the feasibility of assessing the movements alone to identify a forcefully displaced person will depend on the context as those not forcibly displaced could have similar patterns of movement as those who have been forcibly displaced.

251. The potential for identifying IDPs based on their registered movements in the population system also depends on the person or household's place of residence being registered and regularly updated. As for the case of civil registers, it may also be difficult to access records and register new places of residence, especially if a new place of usual residence has not been established.

252. Furthermore, today very few countries keep such advanced population registers that also include records of residences and changes in such. In most countries with IDP populations, these types of population registers do not exist.

253. A third possible source of administrative data on IDPs is, as noted above, IDP-specific registers, which in some countries are being maintained. In countries where IDP-specific registers exist, they are typically the main source of information on these populations, especially when it comes to measuring the total number of IDPs. Some of these registers can provide data on core demographic characteristics such as sex and age, and may also contain information on education, health, housing, livelihoods and other variables, depending on the purpose of the register.

254. As IDP registers often depend on the population of IDPs to come forward and register, self-selection bias exists as an inherent risk. Biases also exist due to barriers to registration for certain groups. In some cases, displaced persons may not want to, or be unable to register leading to their underrepresentation in the system. There are sometimes adverse protection implications for IDPs, who may not be willing to come forward to the authorities. On the other hand, there may also be over-coverage as non-eligible people are registered to more easily access services and benefits which may come with being an IDP. Verification is often, but not always done, and is important to ensure that misuse does not happen.

ii. Identifying those who have overcome key displacement related vulnerabilities

255. How to identify who has overcome key displacement related vulnerabilities will depend on the register and what it covers. A civil and a population register will often not cover such aspects, but an IDP specific register may at least cover some elements if not all¹¹³.

256. In IDP-specific registers, determining whether or not someone no longer should be eligible and thus no longer be included in the register may be determined by national legislation. In these cases, a statistical copy of the administrative register can be established and maintained

¹¹³ There are several countries where the Government maintains IDP specific registers for the purposes of providing services etc. These include Bosnia and Herzegovina, Colombia and Ukraine. Colombia is probably the country which most actively has used these records for statistical purposes, and particularly to assess whether displacement related vulnerabilities have been overcome. See the Technical Report for more information on this.

where those who are identified as having overcome key displacement related vulnerabilities can be marked as such and therefore be taken out of the count of IDPs for statistical purposes.

c. Recommendation for utilising administrative data for measuring IDP numbers in the future

257. General population registers and, if possible, civil registration, should be designed or modified to include and identify IDPs. This is in accordance with the “Principles and Recommendations for Vital Statistics Systems, Revision 3” which states that while statistics should refer to the usually resident population, it is legitimate to include in the population register persons who are not usual residents but care must be taken to identify the correct population of reference.¹¹⁴ To ensure good coverage, the registration centres should be easily accessible to these populations. On-line registration systems may make it easier to collect documentation on an IDP’s legal status and citizenship if internet facilities and access to them can be assured, however basing a system on online access alone may disadvantage IDPs.

258. The numbers of administrative databases where IDPs can be identified should be maximised, either by including a specific variable or by authorising the linkage between different databases to a central database identifying IDPs for statistical purposes. It should however be kept in mind that the more registers are linked, the higher the possibility that the timing of their updates may be a risk factor for the quality of the information. Care should be taken to synchronize the operation of updating across all registers concerned.¹¹⁵

259. With many different register holders, among several national and international actors, the importance of using common terminology, definitions, classifications and even variable naming conventions is important, to allow for interoperability between statistical producers.

260. A common Personal Identification Number (PIN) for individual IDPs should exist ideally at the national level to facilitate the exchange of information and to avoid duplicates. This PIN should be included in all databases to be used for IDP statistics.

261. Persons should be considered as the standard registration unit for statistical purposes in administrative databases, and family ties should be registered in a way that would make it possible to construct each family as a statistical unit.

262. Additional socioeconomic information on IDP and IDP-related populations should be collected by the responsible authorities, if their quality can be assured within the resources available.

263. There should be an exchange of administrative IDP data between agencies and the statistical body responsible. Data sharing procedures should observe each country’s legal constraints and be in accordance with the United Nations’ *Fundamental Principles of Official Statistics (UNFPOS)*. Formal agreements on data exchange such as memoranda of understanding should be endorsed by the relevant agencies. In the IDP context it is particularly important to ensure confidentiality of data.

¹¹⁴ https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/CRVS/M19Rev3-E.pdf

¹¹⁵ https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/CRVS/M19Rev3-E.pdf

264. Data derived from registers of IDPs should therefore be used for statistics in compliance with legislation related to privacy and data protection. This protection should be guaranteed by the national statistical authority responsible in the country, which is usually an NSO or its equivalent. It may be necessary to revise legislation on this in some countries to enable this access. Revising statistical legislation usually takes several years to accomplish and taking steps to build trust and cooperation between agencies is also required with or without legislation.

4. Alternative data sources

265. Significant expectations and methodological efforts are currently being channelled into the possible use of alternative large-scale data sources (e.g. big data) for statistics in general. Enormous amount of unstructured data can be found on the web, for example internet traffic data (e.g. from Google, Facebook and other social media) as well as through GPS/mobile phones. These data can, if legally downloaded and systemised, provide a rich data source which may be used for validation or triangulation with other data sources. They can be used for inferring displacement and producing displacement metrics through indirect inference and proxy indicators, using SIM card data, social media user-location data, satellite imagery analysis, statistically modelled data, etc. They have potential for future applications in providing information or supporting estimations about characteristics, habits, needs, location and movement trends of groups and individuals. They can also identify trends and correlations that are not immediately obvious from traditional data sources.

266. Many NSOs are now looking into how big data can be accessed and utilised as a source for official statistics. After the legal difficulties of accessing the data, one of the major challenges is to ensure that the data used are representative of the actual target group. Not only are IDPs potentially less likely to have access to the technology that produces big data like credit cards or mobile phones compared to the general population, but if one sub-group of IDPs is more likely to have access to technology than another (for instance, women versus men, young versus old or some ethnic/religious minorities), then data coverage can be skewed towards a certain group's experience.

267. One of the major obstacles is that data are controlled by global commercial operations, who may not provide data access or metadata to explain the information collected. In addition, the sources may not be sustainable as data sources could become inaccessible or withdrawn with little notice, due to commercial considerations or bankruptcies. However, some electronic data is in the hands of governments, who provide bank cards to IDPs in receipt of financial assistance. Data about where this money is withdrawn may prove to be a useful source of data about IDP movements.

268. There are also significant legal concerns regarding how the data are obtained and shared, by and between private companies and between the companies and government bodies.

269. It is hoped that big data can improve the cost efficiency of statistics production, reduce respondent burden, and develop new statistical products. Experiments with big data show that the costs incurred can outweigh the benefits. The potential for using big data is however developing fast, and innovations in the area should be monitored to identify areas that can benefit the development of IDP statistics.

270. How big data can be used depends on the data source and which information it contains, and the quality of its metadata. Some types of big data provide good methodological information

and are of sufficient quality to be used in official statistics. Satellite images might, for instance, be useful to measure migration patterns, to identify new settlements for sampling purposes, while records from phone operators might be used, provided that all or most households have access to personal phones. As a third useful form, geo-tagging can be helpful for identifying whether a dwelling is located in an at-risk area or to check its access to public services when examining adequate standards of living.

271. Population Movement Tracking Systems, while these are often not part of official statistics, they are relevant and essential for the provision of inflow figures in some circumstances providing that quality conditions are met. They can also contribute to a sampling frame for IDP populations within the region.

C. OPERATIONAL DATA COLLECTED FOR HUMANITARIAN PURPOSES

1. *Differences between operational data and official statistics*

272. Official statistics are produced using scientific and professional methods, based on the *Fundamental Principles of Official Statistics* (see Chapter 7, Box 7.2). The statistics are published by the NSO or by statistical units within government ministries that form part of the NSS. The NSS comprises agencies regulated by national statistics laws and other relevant statistical regulations and standards.

273. Operational data can be collected by a range of organisations including government ministries, and humanitarian and development actors. Some, but not all, use professional and scientific methods. Operational data tend to be timelier than official statistics, but they may not be subjected to the same rigour and validation. While operational data may not at times meet the highest quality standards, they may be the only type of IDP data available where there has been a recent displacement event, or where national statistical systems are not functioning or lacks significant capacity. Operational data are not always released publicly, and if they are, there are likely to be inconsistencies when compared with official statistics. They are, however, sometimes used as the basis for international statistics and global estimates, where no alternative exists.

274. In situations of human rights violations, it may not be possible to share operational data with the government authorities for reasons of protecting vulnerable individuals or risking the identification of individuals to the authorities. Similar confidentiality requirements to those contained in the UN Fundamental Principle of Official Statistics should be observed (see Chapter 7, Box 7.2). This may limit the usefulness of the data as potential official statistics or inputs for data integration projects. There is now also a trend of collaboration between producers of official and operational statistics, see more on this in Chapter 7.

*Table 6.2 Differences between operational data and official statistics*¹¹⁶

¹¹⁶Source: Rationale for the group of provision of statistics - EASO

	Official statistics	Operational statistics
Basis	Legislative; enforced compliance; Regulation, convention, technical guidelines;	Working arrangement, compliance through added value and common benefit; Handbook, operational definitions, guides, practice
Quality	Harmonisation through standards, revision cycle; Validated, accurate, reliable, Ground truth; Periodicity/timeliness: variable, provision lag;	Harmonisation through cooperation and coordination; Actionable, granularity based on need; Periodicity, timeliness: common, frequent, timely;
Practice	Working groups, practice on communalities; Non-core business of provider (NSO/NSI for EU); Implemented with delay;	Networks, coordination, meetings, online exchange; Provider is key stake holder, their daily business; Flexible implementation;
Outputs	Statistical reviews / yearbooks / official databases; Evidence basis for policy formulation and evaluation;	Situational awareness / snapshots / online portals; Evidence for early warning and preparedness; actionable insight delivered to stakeholders;

2. Description of quantitative operational data sources

275. Operational data, like administrative data, are not primarily collected for the purpose of producing official statistics, but to help better inform the targeting of support. They are not available to all users or disseminated under the same conditions as official statistics. Their primary purpose is for humanitarian decision making, however they can be used in the process of producing official statistics, depending on their methodology and other quality considerations (See Chapter 7) such as augmenting sampling frames and be triangulated with other sources. The most common data collection mechanisms include population movement tracking systems, surveys and registration/enrolment systems.

276. In absence of other options, population movement tracking systems can be used and are often the main source of operational data in IDP contexts. They are produced in emergency situations, when conditions are unsuitable for the production of official statistics. The methodology used to produce them will vary depending on needs and possibilities but may also include traditional data collection methods described above. If the methodology used is available and the quality standards of official statistics are met, they may be potential sources of official statistics, provided that the data can be shared. A key example of such tracking systems is IOM's Displacement Tracking Matrix (DTM)¹¹⁷. Other population movement tracking initiatives can be deployed by various humanitarian actors, such as UNHCR. OCHA also plays a role in managing movement tracking systems aimed at building consensus on IDP estimates for humanitarian response. These systems are designed to capture cases of displacement through physical population movements, and especially when large populations are involved that are easily identifiable. These systems can provide IDP data about the magnitude of major displacements.

277. Surveys are another type of data collection mechanism that is used by humanitarian agencies as a source of data on IDPs. Surveys, often referred to as 'needs assessments' or undertaken as part of a broader 'profiling exercise' are data-collection exercises usually conducted at a single point in time to gain an understanding of the IDP population or wider situation, i.e. providing a 'snapshot'. They can capture data in order to identify the magnitude of displacement, displacement-related needs, vulnerabilities and protection risks, as well as the intentions of the population vis a vis options for solutions. In many cases, surveys also capture data on non-displaced populations living in similar locations and thus allow for population group

¹¹⁷ <https://displacement.iom.int/>

comparison. Depending on their scope, surveys can be sample-based and include a baseline assessment or aim for complete coverage. Such surveys could be carried out periodically and after substantial changes in the context and are used in both cyclical emergency and protracted crisis situations. A key example of such surveys are those supported by the Joint IDP Profiling Service (JIPS)¹¹⁸. Similar to population movement tracking systems, if the methodology used is available and the quality standards of official statistics are met, they may be potential sources of official statistics, provided that the data can be shared.

278. Registration/enrolment systems are also used as a source of operational data in IDP contexts and are often integrated into aid delivery systems. The key aspect of these systems is to record basic data on the characteristics and assistance needs of IDPs in order to inform programmatic targeting and delivery of humanitarian assistance. A key example of such registration systems is WFP's SCOPE¹¹⁹ linked to delivery of food assistance.

3. Description of qualitative operational data sources

279. In IDP contexts, qualitative data typically includes key informant interviews and focus group discussions. Rapid assessments or the gathering of community information are sometimes also used. However, responses typically cannot be proven to be representative of the displaced population. The results can be useful in designing data collection methodologies and in framing relevant questionnaire content. They are also often used for operational purposes as they can give a snapshot of the situation. They are also a useful approach when there are areas which can't be accessed because of security concerns or other reasons.

280. Qualitative data are not used for official statistics compilation because of their non-representative nature, but they can be a valuable source for control and verification. They can provide further endorsement of the results obtained from other official sources. In IDP contexts they can test responses to sensitive issues, supplement quantitative information on security concerns, living conditions or integration. These insights could be used in future questionnaire design and testing. Qualitative data can also explain statistical findings and add value to the analysis of data.

4. Quality considerations for operational data

281. Many of these sources can potentially be used as additional inputs to official statistics. For example, the quantitative data may supplement or enhance survey information. However, the data may not be accessible to the statistical authorities or considered for the production of national official statistics as they were not produced through a body mandated by the NSS for this purpose.

282. In order for operational data to be useful for official statistics, they need to be shared with the national agency responsible for producing official statistics. To be suitable for publication as official statistics they would need to be endorsed following a quality assessment by the relevant statistical authorities. The national statistical office is usually the endorsing government agency. For these data to be assessed they need to be accompanied, among other things, by good metadata about how the data were collected, the methodologies used, the classifications used and the processing of the results.

¹¹⁸ <https://www.jips.org/profiling/about-profiling/>

¹¹⁹ <https://docs.wfp.org/api/documents/7e86e5a6a70447aba713e3cd4e759d8d/download/>

D. DATA INTEGRATION

1. Considerations for IDP statistics

283. Data collected in different ways tend to give different parts of the IDP story. Where it is possible to combine data from different sources, integrated data can give a more comprehensive picture. Typically, administrative data could be combined with survey data, or two administrative sources combined¹²⁰.

284. The integration method which can be applied depends on the specific data environment prevailing in a given country. In a few countries, IDPs can be identified and matched deterministically in databases via unique individual numbers in order to obtain a detailed picture on their socioeconomic characteristics. In the absence of an integrated administrative data infrastructure, probabilistic linkage and statistical matching offer alternative solutions.

285. Probabilistic matching can be considered under three conditions. Firstly, the datasets to be joined should contain records about the same individuals. Secondly, whether or not probabilistic matching will produce reliable individual-level matches depends on the discriminatory power of the variables available and used for statistical purposes. Third, the legal basis and any privacy concerns have been resolved.

286. For IDP statistics, it may be possible to join administrative data on residence status with survey data on socioeconomic characteristics, and this may be possible even where datasets share only a small fraction of observations. Statistical matching is expected to provide a practical solution in the foreseeable future. It is less problematic with respect to confidentiality concerns, since only distributional information is transferred without attempting to identify identical units using sensitive information.

287. However, based on the conditional independence assumption (CIA), explanatory power with respect to the target variable is crucial and requires careful assessment on a case by case basis.

2. Data matching approaches

288. There are several approaches to this based on the level of access and the type of variables involved. The most advanced and accurate method is a direct linkage between individuals or households contained in two or more datasets. By using a common identification variable or variables, persons or households can be linked together one by one. This is most commonly used in administrative registers, as surveys and censuses rarely contain identification variables. In countries where unique identification numbers (PIN numbers) exist for the population, and the same number is used in many registers, this type of linkage can be done.

289. Identification numbers are sometimes included in surveys¹²¹. One should, however, be cautious as this potentially can impact on people's willingness to respond and undermine confidentiality assurances.

¹²⁰ This is discussed in the IRRS in more detail (paragraph 229 onwards) and shows how interoperable data on IDPs and refugees can be used to add to statistics on displaced persons, both at the national and international levels.

¹²¹ An example of this can be taken from the Kurdish Region of Iraq, where the identification number from the Public Distribution System is an identifier that can be used to link data on IDP households from different data sources such as registers and surveys, in order to identify households and link their data together.

290. Alternatively, when available, the names of individuals and other characteristics can be used to link individuals together. This type of linkage is usually time consuming and challenging as names are often not properly recorded or spelled in a unified manner. Probabilistic methods can be used to improve the percentage of successful linkage, but this is technically demanding. This approach should only be considered if linkage at the individual level is really needed, an example might be where two registers are to be linked together permanently. Confidentiality agreements must also be observed when considering this approach.

291. A less demanding approach, which is not carried out at the individual level, is to make a comparison of the summaries of the results of analysis of the different data sources available. If this method is used, then the types of questioning used to obtain the data from respondents must be taken into consideration. When comparing surveys for example, if different question wording has been used, then it is likely that respondents will have understood the questions differently, which will influence results.

292. When planning an IDP specific survey, it is helpful to use identical question formats to those used in a recently conducted surveys, in order to make comparisons. Similarly, if it is intended to track changes over time in the same population, then identical question formats for at least some of the content is required.

E. SELECTING BETWEEN TYPES OF DIFFERENT DATA SOURCES

1. Assessing advantages and disadvantages of data sources

293. The main displacement-related data sources which can be used for production and dissemination of official statistics as well as the movement tracking system, are presented in the table below (Table 6.3). For each of the sources, the table indicates whether or not they are able to provide estimates of the stocks or flows of IDP populations, and in what circumstances. Other operational data sources, 'big data,' and qualitative data have not been included in the table because they either are too diverse in content to properly assess as a whole or they are rarely used for the production of official statistics.

294. If necessary, triangulation and comparisons between sources should be used when assessing their appropriateness for use; the likely data coverage, timing of the data collection and the estimated sampling and non-sampling errors should be considered in making the selection.

Table 6.3 Summary sheet of the main displacement related data sources

Source	Coverage	Provides Inflow figures	Provides Outflow Figures	Provides Stock Figures
Census	Complete (The whole population) Only every 10 years	Yes, if specified questions are included (time period of inflow needs to be specified)	Not alone; some of key displacement related vulnerability criteria will be covered, but usually not all.	Not unless linked with other sources
National General Household Survey	Provides estimates for the national population and for regions and sub-regions depending on sample size. Camps may be excluded from	Yes, with representative sample frame and identification questions in survey.	Yes, if all key displacement related vulnerabilities are included	Yes, possible if sample design and sample size is adequate to capture IDPs with sufficient precision.

Source	Coverage	Provides Inflow figures	Provides Outflow Figures	Provides Stock Figures
	coverage.			
IDP-Specific Survey	Usually area based. The whole IDP population, only possible if sample size and frame used is adequate.	Yes, with representative sample frame and identification questions in survey.	Yes, if all key displacement related vulnerabilities are included and there is a reference population to compare with.	Yes, possible if sample design and sample size is adequate to capture IDPs with sufficient precision and IDP questions can be compared with population overall/hosts.
Population Register	Complete for the eligible national population in question.	Partially if IDPs are identifiable and internal migration is reliably included with dates.	No, will normally not cover outflow.	Only if combined with other sources which provide missing information.
IDP-Specific Register	Complete if everyone comes forward to register.	Yes, if regularly updated and complete.	Potentially yes, if all key displacement related vulnerabilities are covered.	Yes, if complete and if those who have overcome key displacement related vulnerabilities are flagged.
Population Movement Tracking Systems ¹²²	Area-based, good coverage possible for the area monitored	Partially, as it covers movements, but may be inaccurate in numbers and also reason for migration.	Usually not as key displacement related vulnerability questions will not be asked to a representative sample.	Generally, not, but in some challenging situations can be used to estimate stocks.

295. As can be seen in Table 6.3., there is potential among several of the sources to provide insight on the flow and stock of internal displacement. The most flexible data source is the household survey which, if a sufficiently good sampling frame can be established and the needed aspects of displacement are included, can provide a good overview of the IDP population by sub-category and key displacement related vulnerabilities.

296. A census and an IDP specific register do also have similar potentials, but it will be more costly and time consuming to include all aspects in both of them. An additional challenge in the IDP specific register will be to keep all information on the IDPs updated. The population movement tracking system and other more operational and new data sources do also have potential depending on their methodology and approach, particularly if combined or integrated with other data sources.

2. Overcoming displacement related vulnerabilities

297. Table 6.4. below provides a more detailed overview of the different key data sources and whether they cover the different elements of key displacement-related vulnerabilities. It also includes the three, remaining displacement-related vulnerabilities that are also included in the progress measure towards durable solutions. At present, most data sources do not cover all these aspects. Moving forward, there is a potential for this information to be collected as part of general and IDP specific surveys. For this to happen in a coordinated way, a set of indicators and related questions need to be developed based on the 10 identified sub-criteria for overcoming key displacement related vulnerabilities as well as sub-criteria related to the three remaining criteria for measuring progress towards durable solutions (see Chapter 4, Table 4.2).

¹²² Also see Displacement Tracking Matrix for specific information about this tool <https://displacement.iom.int/>

298. As specified earlier, censuses and IDP registers could also cover many aspects, but it will be a consideration of importance against other elements for the census and a question of costs and maintenance for the IDP specific registers. For the latter, as has been specified earlier, such a register should not be established for statistical purposes, but if it is established for administrative purposes, the information can also be used for statistical assessments.

299. Sources can also be combined, either by ensuring a sampling frame that is updated and of sufficient quality or to assess whether key displacement related vulnerabilities have been overcome.

Table 6.4 Data sources and use in analysis of displacement related vulnerabilities

	Population Census	Surveys		Registers		Population Movement Tracking systems
		General surveys	IDP-specific surveys	Population registration	IDP registration	
Comparative analysis between IDPs and the non-displaced population	✓	✓	~	✓	✗	✗
Basic demographics	✓	✓	✓	✓	✓	~
IASC CRITERIA						
1 Victims of violence and freedom of movement	~	~	✓	✗	~	~
2 Food security, shelter and housing, medical services, and education	✓	✓	✓	✗	~	~
3 Employment and livelihoods, and economic security	✓	✓	✓	~	~	✗
4 Property restitution and compensation	~	~	✓	✗	✓	✗
5 Documentation	✓	✓	✓	✓	✓	~
6 Family reunification	~	~	✓	~	~	✗
7 Participation in public affairs	~	~	✓	✗	✗	✗
8 Effective remedies	~	~	✓	✗	✗	✗
<div> <div>✓ Today often fully covered, or expected to be fully covered in the future, using source alone</div> <div>~ Partially covered today, or expected to be partially cover in the future, using source alone or in combination with other sources</div> <div>✗ Not covered today, and not expected to be covered in future</div> </div>						

F. RECOMMENDATIONS SUMMARY

300. As seen in this chapter, several data sources have the potential to be utilised in the production of official statistics of IDPs. Each of the sources have their own advantages and

limitations when it comes to identifying IDPs in the data, and to identify who have overcome the key displacement-related vulnerabilities and therefore no longer are part of the stock.

301. The chapter has put forward several recommendations as to how the current data collection methods within the NSS can be improved to measure the stocks and flows of IDPs in each of the sources presented. Building on the discussions in section B, section E highlighted that the most flexible data source in this context is the sample household survey. This can be further improved by including IDP related questions more frequently in general household surveys.

302. Measures should also be taken to include IDP-related variables in censuses and administrative data sources. Although census and administrative data sources might not in all contexts be suitable or able to measure the inflow of IDPs to the stock, or to capture the end of displacement, these sources have the potential to serve as complete sample frames for sample household surveys on the subject.

303. The potential role of operational data as a source for official statistics was also explored. In the early stages of displacement, operational data might be the only data available, due to the rapidly changing and challenging environments that often prevail in displacement contexts. In some contexts, a lack of a functioning or highly resource- and capacity constrained statistical system may also result in operational data being the only possible source for IDP statistics. For operational data to be considered as a source for official statistics, quality in all processes and transparency in the production of such data are key, and an assessment of the quality of the data should be carried out by the NSO or other relevant statistical units within the NSS.

304. The chapter has furthermore emphasized the need and potential for integrating different data sources to provide a complete picture of the IDP stocks and flows. Measures should be taken to facilitate integration, such as introducing a national PIN in data collection on individuals, streamlining questions across data collection tools, and at the same time ensure measures are taken to respect confidentiality of the data.

CHAPTER 7. COORDINATION OF STATISTICS AT NATIONAL AND INTERNATIONAL LEVELS

A. WHY COORDINATION IS NEEDED

305. The production of good quality official statistics requires effective coordination among and between national, sub-national and international actors, to ensure that estimates are coherent and comparable from one source to another, and to maintain trust in data by users and data providers, including the public. Without coordination, collection of IDP statistics is likely to be more unplanned, ad hoc and less comprehensive and efficient, creating gaps in coverage and results that are less likely to meet the quality standards set for official statistics.

306. There are important benefits to a well-coordinated system of national statistical collection. Coordination helps prevent or limit the duplication of data collection efforts. This is particularly useful in difficult collection environments or where resources are limited. Coordinated collection also helps ensure consistent adherence to definitions, standards and methodologies in line with the requirements for official statistics.

307. In helping capture the most accurate picture of internal displacement, national coordination can help facilitate more coherent policy development, guide the investment of resources and the implementation of responses, and strengthen the evaluation of existing policies.

308. Effective national coordination is also a prerequisite for international coordination. The collection of accurate, timely and reliable IDP statistics at the national level, in line with accepted standards, allows for comparison as well as for stronger aggregation and reporting at the international level. This facilitates the identification of broader global or regional trends that can inform public discourse, underpins effective policy-making, planning and response, and supports resource mobilisation. In turn, international coordination can support stronger national coordination by aligning efforts to improve IDP statistics through technical cooperation, peer exchanges, capacity development, and building agreement on common standards, classifications and methodologies.

309. This chapter will focus on the different principles and mechanisms for the coordination of IDP statistics, and in doing so will discuss quality standards and the role of coordination with regards to operational data, as it relates to official statistics. It will outline national and international coordination approaches and describe the role coordination has in the production of IDP statistics. Finally, it makes recommendations on coordination to facilitate the collection of improved IDP official statistics. Recommendations on the appropriate links between official statistics and operational data are also made in this Chapter, and the way in which operational data can contribute to new official statistics about IDPs is discussed.

Box 7.1 Statistical Coordination and Quality Principles

The coordination of IDP statistics covers several different aspects which map onto quality concepts. The most significant are as follows:

Meeting data needs and building trust in data. Citizens, civil society, governments and partners all require evidence. Governments and partner agencies support for IDPs depend on good data for planning and implementation of policies and programs. Yet different data producers have varying data needs according to their mandates and responsibilities, and they use different methodologies for collecting it. This results in the data being less interoperable and more difficult to use for official purposes. Effective coordination can help identify synergies, improve coherence of data sources, fill data gaps, facilitate consensus on factual issues and support the development of evidence-informed policies.

Timing/Timeliness. The value of statistics depends on when they are made available. During and following a displacement crisis, data are required quickly in order to help governments and humanitarian partners respond in a timely way. In a protracted situation, the needs are different. Governments need data and statistics to formulate evidence-based policies aimed at supporting durable solutions. Information and evidence should be timely to support the planning and budgeting cycles of governments and other actors.

Cost-efficiency. Coordination improves efficiency by helping governments and partners to pool resources for data collection, processing, analysis and dissemination.

Comparison. Coordination also enables identification of relevant groups for comparisons, facilitating comparative analyses between IDPs and other relevant groups such as the entire national population, host community, urban population or people living in poverty, in order to create coherent policies and deliver services across different segments of society.

Data sharing and laws. Data sharing is an important element of statistical coordination. It must be done lawfully and in line with statistical ethics, including in order to avoid undermining public trust. Where data sharing can be done lawfully, confidentially, and within the spirit of statistical principles, this can facilitate more complete coverage, and stronger analysis, as well reducing the burden on surveyed populations and data collectors. Procedures for anonymisation of data must ensure confidentiality and the protection of data providers.

Quality. To maintain trust in statistics, the quality of all statistics also needs to be assured by the statistical authorities. Quality assurance identifies areas of improvement and drives up standards (see Section B below for further details on statistical quality standards).

B. NATIONAL COORDINATION OF IDP STATISTICS

310. At the national level, there are different processes required to produce and disseminate official statistics about IDPs. This section begins by outlining the role of the National Statistical System (NSS), whose members are responsible for collecting, processing and disseminating official statistics. It then goes on to discuss operational data which is collected by humanitarian agencies as part of their regular activities, and the circumstances when some of this data might be useful as an input to official statistics about IDPs. It is recognised that much of this operational data is out of scope and intended for internal use by the humanitarian agencies themselves. Not all operational data should be considered as potential official statistics, as they

have many other uses including planning the humanitarian operations of the agencies that collect them.

311. The production of official statistics and data about IDPs is not always well coordinated, particularly as it has not been common to produce official statistics about IDPs. Further, official statistics, which can take time to produce, are often not able to meet the immediate planning and response needs of Governments and partners at the onset of a displacement crisis. In cases where official statistics about IDPs do not exist, operational data produced by humanitarian agencies can be a useful complement. They should, however, not be considered a long-term substitute for official statistics, although they may provide input to new series.

1. National statistical systems

312. Official statistics are produced by a variety of government bodies, ministries, departments and agencies. These bodies together comprise the National Statistical System (NSS). NSS usually, but not always, has a national statistical office that has overall responsibility for official statistical standards. Where there is no such body the responsibility for statistical standards usually falls under the auspices of another named national authority. The NSO may be established as an independent agency¹²³ or be part of regular government structures. While the NSO can be integral to the strength and functioning of the NSS, this depends on the ability of the NSO to maintain standards and professional independence and on having in place statistical laws and regulations which are able to be implemented and that are enforced. The rights and safeguards of data providers (particularly as they concern respondent confidentiality)¹²⁴ are also incorporated into statistical acts (see next section). This is particularly important when dealing with data belonging to vulnerable groups, especially those who have suffered human rights violations.

313. The production of official statistics from all sources including censuses, surveys and administrative data, should be guided by and adhere to a set of national standards agreed for official statistics. These are based on the *UN Fundamental Principles of Official Statistics* (UNFPOS or ‘the Fundamental Principles’) discussed below (see paragraph 319 and Box 7.2) and can also be based on a number of regional standards which relate to the UNFPOS and can provide additional guidance for statistical producers in the NSS.

314. The OECD describes a national statistical system as “the ensemble of statistical organisations and units within a country that jointly collect, process and disseminate official statistics on behalf of national government” (OECD, 2002). This ensemble may include a large number of government ministries, departments, or agencies involved in the production of official statistics, including custodians of administrative datasets that contribute to official statistics. The purpose of a national statistical system is to serve the needs of “the economy and the public with data about the economic, demographic, social and environmental situation” (United Nations, 2014).

315. In practice and particularly in contexts where IDP statistics are most needed, many NSOs have insufficient resources and status in their respective countries, undermining their ability to enforce the recommendations of the Fundamental Principles and statistics laws outside

¹²³ Independent agencies are established to ensure its professional independence from government. It usually has an independent governing board and reporting arrangements which differ from government departments. Funding is provided by governments and in some cases augmented by development partners.

¹²⁴ A generic law for official statistics has been developed by the UN for reference
https://www.unece.org/fileadmin/DAM/stats/publications/2016/ECECESSTAT20163_web.pdf

of their own organizations. This means full NSS coordination activities, including regular meetings between the involved institutions, are not always able to function effectively.

316. In many countries National Strategies for the Development of Statistics (NSDS), or other multi-annual plans for developing the statistical system, play an important role in statistical coordination. They are often aligned to national development plans which are part of the national policy cycle. Where countries plan to mainstream statistics on internal displacement, the NSDS or statistical plan can set out the strategy for doing this by setting statistical priorities in the coming years and by allocating the resources required to develop capacity for producing them. They generally involve all relevant statistical partners. Through a NSDS or similar plan, all organisations in the NSS plan to collect, process, and disseminate official statistics on behalf of the national government. The NSDS or multi-year Statistics Plan also sets the goals for where the NSS should be in five-to-ten years and sets its priorities and processes for getting there. It is developed among relevant stakeholders through a collaborative process, focusing on assessing user needs and finding ways to meet them.¹²⁵

317. In contexts where displacement is an issue, inclusion of IDP statistics into NSDSs or similar plans (such as the annual statistical programme) can help mainstream the production of official IDP statistics and improve their quality and availability, even when the primary focal point for data production is not yet part of the national statistical system. The NSDS can also develop statistical policy for the development of new series, including technical committees overseeing the development of IDP statistics (though where possible, existing statistical coordination mechanisms should be used, to facilitate mainstreaming of IDP issues see paragraph 358).

2. Meeting statistical quality standards

318. For statistics to be useful, estimates about IDPs must meet the needs of their users and meet minimum quality standards. These must be based on systematically applied definitions, international standards and robust methodologies, and the relevant international standards should be observed. The results must be available for use by being accessible and interpretable by all of their users and potential users. Data need to be of sufficient quality to be used as a basis for decision-making, and to maintain the trust of users in the products. Each country will have its own quality standards based on international tools and recommendations that will be used for official statistics, and some of these may be adapted to meet specific thematic series.

319. All member states of the United Nations have adopted *The Fundamental Principles of Official Statistics (UNFPOS)*¹²⁶ (see Box 7.2: The Fundamental Principles of Official Statistics). In addition to meeting these requirements, official statistics on IDPs will require a statistical quality assessment to ensure that the statistical products about this population are fit for purpose and meet the standards set by the national statistical authorities.

¹²⁵ <http://www.paris21.org/NSDS>

¹²⁶ UN Fundamental Principles of Statistics (last endorsed in 2014);
<https://unstats.un.org/unsd/dnss/gp/fundprinciples.aspx>

Box 7.2 The Fundamental Principles of Official Statistics¹²⁷

Principle 1. Official statistics provide an indispensable element in the information system of a democratic society, serving the Government, the economy and the public with data about the economic, demographic, social and environmental situation. To this end, official statistics that meet the test of practical utility are to be compiled and made available on an impartial basis by official statistical agencies to honour citizens' entitlement to public information.

Principle 2. To retain trust in official statistics, the statistical agencies need to decide according to strictly professional considerations, including scientific principles and professional ethics, on the methods and procedures for the collection, processing, storage and presentation of statistical data.

Principle 3. To facilitate a correct interpretation of the data, the statistical agencies are to present information according to scientific standards on the sources, methods and procedures of the statistics.

Principle 4. The statistical agencies are entitled to comment on erroneous interpretation and misuse of statistics.

Principle 5. Data for statistical purposes may be drawn from all types of sources, be they statistical surveys or administrative records. Statistical agencies are to choose the source with regard to quality, timeliness, costs and the burden on respondents.

Principle 6. Individual data collected by statistical agencies for statistical compilation, whether they refer to natural or legal persons, are to be strictly confidential and used exclusively for statistical purposes.

Principle 7. The laws, regulations and measures under which the statistical systems operate are to be made public.

Principle 8. Coordination among statistical agencies within countries is essential to achieve consistency and efficiency in the statistical system.

Principle 9. The use by statistical agencies in each country of international concepts, classifications and methods promotes the consistency and efficiency of statistical systems at all official levels.

Principle 10. Bilateral and multilateral cooperation in statistics contributes to the improvement of systems of official statistics in all countries.

320. Chapter 6 of the *IRRS* (paragraphs 592 to 608) describes further alternative quality frameworks in some detail. Several groupings of nations, such as the OECD, African Union, Latin America and the Caribbean and the European Union have adopted regional quality frameworks which meet their specific needs based on the UNFPOS¹²⁸. Many countries already have statistical quality assessment frameworks and quality assurance procedures in place in their

¹²⁷ Resolution adopted by the Economic and Social Council on the recommendation of the Statistical Commission, 46th plenary meeting, 2013

¹²⁸ A few examples: European Statistics Code of Practice (adopted in 2011); <http://ec.europa.eu/eurostat/web/quality/european-statistics-code-of-practice>, African Charter on Statistics (adopted in 2009); <https://www.au.int/web/en/treaties/african-charter-statistics>, Code of good practice in statistics for Latin America and the Caribbean (Adopted in 2011); <http://repositorio.cepal.org/handle/11362/16423>, ASEAN Community Statistical System (ACSS) Code of Practice (Adapted in 2012); <http://www.asean.org/wp-content/uploads/images/resources/Statistics/2014/Code%20of%20Practice-ADOPTED-CLEAN.pdf>

national statistical systems, which might be used or extended for IDP statistics. Where countries are intending to mainstream IDP statistics, these should be a candidate for an assessment under the national quality framework. Any national quality framework should also take account of these *International Recommendations on IDP Statistics*.

321. In addition to establishing standards through quality frameworks, statistical laws, regulations and codes of practice are also required for the production of official statistics. National legislation, regulations and codes of practice cover the rights and obligations of the bodies comprising the NSS. These should cover all the agencies who together produce national official statistics as part of the NSS, and the data sources involved, including surveys, censuses and administrative data.

a. Statistics legislation and regulation to protect official statistics

322. Countries adopt statistics laws to protect official statistics and data providers. A few countries, including those emerging from conflict, do not yet have statistical laws to protect data, and these countries may have large displaced populations who urgently need their data protected as a prerequisite for better statistics about IDPs. Statistics laws can regulate the following aspects of the NSS by;

1. Protecting the confidentiality of individual data,
2. Defining the rights and responsibilities of the producers of official statistics,
3. Protecting the professional independence of statistical agencies,
4. Establishing professional ethics based on the Fundamental Principles of Official Statistics,
5. Setting user representation mechanisms,
6. Clarifying the mandate for data collection,
7. Mandating the NSO (or relevant authority) to coordinate the statistical system,
8. Statistical programming and coordination, and
9. Clarifying relationships with the international statistical community.

323. A well-functioning system for the production of statistics requires a stable and transparent legal basis which can guarantee the independence, integrity and accountability of statistical authorities according to the Fundamental Principles. The statistics law should define the mandates of the various statistical agencies including the role of the NSO, which gains its power and authority from these laws. Statistics laws determine the basic principles and standards concerning the production and organization of official statistics. They regulate the organisation, duties, and authority of statistical agencies and enable NSOs to compile and assess the quality of data and official statistics. The statistics law also enables the production, publication and dissemination of statistics and protects the confidentiality of individuals' data and from political interference.

324. Laws supporting data collection about displaced persons and the release of information about them should be in place to: (a) promote public confidence in the arrangements – and to

publicise that there are legal constraints that determine what can and cannot be done; (b) ensure mutual understanding between NSOs, ministries and researchers; (c) provide consistency in the way data and research proposals are treated; and (d) establish a basis for dealing with breaches in the law and to prevent breaches from happening (Box 7.3 Laws protecting official statistics and *IRRS paras 527 to 534*). While these laws protect official statistics, operational data collection is not protected in the same way but is protected under the ethical policies of the humanitarian agencies involved. It may be advisable for any operational data which is likely to become part of official statistics in the future to start to be collected under the provisions of the statistical law in the country concerned, with the consent and protection of the statistical authorities.

Box 7.3 Statistics Laws and Regulations on coordination

National statistics laws

The law should define the national coordinating role as regards all activities for the development, production and dissemination of all official statistics. As the statistics law should cover and regulate not only the NSOs, but also all institutions and agencies that make up the official national statistical system, this is particularly important for IDP statistics, where a number of government institutions tend to be involved in production of statistics, in addition to national and international organisations.

Census laws

The legal basis for the census may be included in the statistics laws or may also be separately legislated for to regulate the conduct of individual censuses. The legal basis fixes the primary administrative responsibility, helps to obtain the necessary funds, and determines the general scope of, and the timing of the census. Census laws should not have strict provisions such as the details of the information to be collected or the structure of the census organization. The census laws should include the obligations of the respondents, and the confidentiality of the individual information collected. At the regional level, there may be census recommendations or regulations.

Laws and regulations concerning administrative data on IDPs

Ministries, departments or agencies are usually the competent authorities for maintaining administrative registers of IDPs. Often, their legal basis and rationale do not include statistical requirements. Moreover, there is often a problem of legal precedence between the law which governs statistics and laws concerning data protection by government ministries. This can make collaboration between NSOs and relevant agencies problematic, undermine the mandate of NSOs and interrupt the production of statistics. It is important that this is clarified in the law.

Legislation enabling access to administrative data for statistical purposes, with the relevant caveats protecting confidentiality, supports the production of IDP statistics. For countries in the EU, Article 24 of Regulation (EC) No. 223/2009 on European statistics gives NSOs access to administrative data sources from within their respective public administrative system, where these data are necessary for the development, production and dissemination of European statistics, in order to reduce the burden on respondents. This provision also enables the compilation of IDP statistics. Outside the EU, national laws may not establish the right of access to administrative data for statistical purposes. Even where this legal provision exists, many producers of official statistics face challenges when trying to access administrative registers. An important concern, due to the sensitivity of records on IDPs, is to adhere to standards on confidentiality as discussed below.

b. Protecting privacy and confidentiality of data

325. Data sharing is essential to the production of IDP statistics, particularly where administrative or operational data are a source. However, a major barrier to sharing IDP data are their extreme sensitivity, especially for particularly vulnerable groups in conflict situations. The

sharing or disclosure of data on displaced persons should not jeopardize their safety or lead to a violation of their human rights. Therefore, statisticians should take appropriate measures to prevent data from being published or otherwise released in a form that would allow any subject's identity to be disclosed or inferred. The privacy and confidentiality of data providers is protected by statistics laws in the case of data collected by NSOs and members of the NSS but may also be protected by the laws which apply to particular government ministries, departments and agencies (see Box 7.3 Laws protecting official statistics).

326. "Privacy" can be described as a data provider's right to decide what information is made available, when it is to be released and to whom it is released (United Nations, 2003). Data "confidentiality", on the other hand, is a property of data, usually resulting from legislative measures, which prevents it from unauthorized disclosure. Ensuring confidentiality is the appropriate response from a statistical agency when it obtains private data (United Nations, 2003). These two terms complement each other, since a breach of data confidentiality can result in an intrusion on the rights of privacy of the data provider.

327. In order to ensure that these two concepts of privacy and confidentiality are properly practiced in statistical production and dissemination, there are national statistical laws which protect statistical data, and certain principles and guidelines that should be observed, including:

1. Principle 6 of the United Nations' *Fundamental Principles of Official Statistics*, which states that "[i]ndividual data collected by statistical agencies for statistical compilation, whether they refer to natural or legal persons, are to be strictly confidential and used exclusively for statistical purposes" (United Nations, 2014).
2. Clauses 4.5 and 4.6 of the International Statistical Institute's [*Declaration on Professional Ethics*](#), which require statisticians to keep identities and records confidential, whether or not confidentiality has been explicitly pledged, and to take appropriate measures to prevent the disclosure or inference of identities (ISI, 1985).
3. Principle 5 of *The European Statistics Code of Practice* adopted by the Statistical Programme Committee on 24 February 2005 states that "[t]he privacy of data providers, and the confidentiality of the information they provide and its use only for statistical purposes, must be absolutely guaranteed" (Eurostat, 2011)

328. Data confidentiality should be preserved by ensuring that the risk of direct or indirect identification of individuals or disclosure is managed by agreed rules such as de-identification (modifying data by removing any identifiers) or anonymization (removing or altering information, or collapsing detail to ensure that no person or organisation is likely to be identified in the data). However, the applicability of these confidentiality rules can differ from one source to the next and are specific to each individual or organizational source. In addition to the rules, related parties may also benefit from other methods which preserve confidentiality, such as data reduction (the method that maintains the confidentiality of respondents by selecting appropriate aggregations or in manner of presentation of data) or by data modification methods (the method that maintain respondent confidentiality by altering the identifiable data in a small way without affecting aggregate results in a significant way).

329. The release of microdata on displaced persons should be consistent with legal and

administrative arrangements to protect the confidentiality of the microdata (UNECE, 2007).¹²⁹ Legal arrangements to protect confidentiality should be in place before any microdata are released, and these arrangements should be complemented by administrative measures to regulate access to microdata and to ensure that individual data cannot be disclosed (UNECE, 2007). However, in the absence of legislation, some other form of authorisation which legally protects the privacy and confidentiality of the data provider is essential, through complete data anonymisation and with a data sharing agreement or an enforceable memorandum of understanding between the parties concerned. The reputation of the NSO is at risk if there is not some form of authority and control relating to the release of microdata, even when anonymised. It is also important that the legislation or authorisation regarding the release of microdata covers what can and cannot be done and for what purposes; conditions of release; and consequences if conditions are breached. In the case of data sharing between international agencies there should be a data protection policy which observes the UNFPOS and does not disclose individuals' details. International and humanitarian agencies should ensure that their data protection policies¹³⁰ meet the higher confidentiality requirements of statistical microdata outlined in UNFPOS.

330. The United Nations *Statistics Quality Assurance Framework* (UN-SQAF: 2017)¹³¹ includes a generic statistical quality assurance framework for a UN agency, and this clarifies the confidentiality obligations of UN agencies in respect of data subject to national confidentiality rules.

“The individual data collected about natural persons and legal entities, or about small aggregates that are subject to national confidentiality rules, are to be kept strictly confidential and are to be used exclusively for statistical purposes or for purposes mandated by legislation.

Good practices include:

Putting measures in place to prevent the direct or indirect disclosure of data on persons, households, businesses and other individual respondents

Developing a framework describing methods and procedures to provide sets of anonymous micro-data for further analysis by bona fide researchers, maintaining the requirements of confidentiality” (UNSD:2017 page 20)

331. Where data is collected by producers other than the NSO within the NSS, microdata sharing between the producer and the NSO will be required for the validation stages of statistical production. Where there are protection concerns, this could be done jointly in a protected data enclave. This validation is an essential component of maintaining the quality of statistics in order to detect and reduce duplication of records. This can be enabled through a formal agreement or a Memorandum of Understanding on the sharing and use of the data, together with secure technical infrastructure to house the shared data. All data sharing agreements must make reference to clauses on protection of personal information, as per privacy and data security requirements, and all applicable laws, including statistics laws. Security measures, such as an audit trail, should be implemented in order to ensure the proper access to and management of the

¹²⁹ See Principle 3 of *Managing Statistical Confidentiality and Microdata Access – Principles and Guidelines of Good Practice* (UNECE, 2007).

¹³⁰ <https://data2.unhcr.org/en/documents/download/44570>

¹³¹ <https://unstats.un.org/unsd/unsystem/Documents-March2017/UNSystem-2017-3-QAF.pdf>

data. Regular meetings between data sharers allow for mutual consultation and agreements on nomenclature, and methodology to derive concepts and to discuss data issues before publication of the results.

332. The release of microdata for further analysis on displaced persons should be consistent with legal and administrative arrangements to protect the confidentiality of individuals (UNECE, 2007). Legal arrangements should be set out in the statistics law and complemented by administrative measures to regulate access to microdata and to ensure that individual data cannot be disclosed. In situations where there is no suitable law in place to protect data, data should not be released without taking extensive legal advice. In some circumstances of extreme sensitivity, data enclaves are recommended, and these are described in the *IRRS* paragraphs 584-585.

c. Independence

333. The independence of a statistical agency is necessary for the credibility of official statistics. To ensure its independence, a statistical agency, whether it is a line ministry or NSO, should be separate from the parts of government that carry out policymaking, administrative, regulatory, or enforcement activities. It should have the authority to make decisions about the content, methods, and dissemination of statistics. It should be impartial and avoid the appearance that its collection, analysis and reporting processes might be manipulated for political purposes or to benefit special interests. It should be entitled to comment on the erroneous interpretation or misuse of statistics by governments or others.

d. Publication and dissemination of official statistics

334. Dissemination is the time when the statistical product is released to users, and their needs are satisfied, either fully or partially. It represents one of the most important activities of the national statistical system. Dissemination should be viewed as the link between data availability and the use of statistics for policymaking purposes. Statistical data producers should have consulted widely on users' requirements for displacement statistics in the planning stages.

335. Dissemination should be guided by a number of principles including those established in the *Fundamental Principles of Official Statistics*, such as objectivity, impartiality, confidentiality, privacy, timeliness and accessibility. For IDP statistics data protection concerns are particularly important, and in conflict situations this is strongly emphasised.

336. Statistical authorities should have a publicly available dissemination policy that includes IDP statistics. The dissemination policy should include information about data access conditions, the range of publications and data available, the support which users can expect, and the availability of metadata. If there are charges for publications, this should be made explicit. The dissemination strategy should take into account the range of likely users. Metadata should be available using non-proprietary software, and a contact person identified and publicised to support users.

337. The websites of NSOs should include IDP statistics where these are not currently included. IDP publications and statistical databases should be placed on national statistics websites and the statistical literacy of users of IDP statistics should be developed. As IDP statistics are not widely available in all countries, new users and the media may need training about the concepts and definitions used.

338. The organisation responsible for disseminating IDP statistics should publish a release calendar, which establishes the dates for public releases of data and publications. Publications should be regular and timely, the frequency of publication will depend on national circumstances, but in all cases, users should be able to anticipate releases and know the periodicity and timing of future releases.

339. A range of materials should be considered for publications including: (a) regular statistical reports; (b) statistical abstracts; (c) thematic reports on IDP statistics; (d) microdata (see paragraph (328 for special conditions which might apply to IDP statistics); (e) online data (databases, data-cube applications); (f) maps; (g) geospatial analysis; (h) visualisations; and (i) digital geographic data for dissemination. Paper and electronic versions should be available to cover a range of user circumstances. To fully exploit IDP statistics, official statistics should be linked to other data sources within national statistical systems (see Chapter 6 paragraphs 288-292 on data matching approaches).

340. All users should have equal access to statistical releases at the same time. Privileged pre-release access to statistics has to be limited and controlled. Where the principle of equal access has not been met, information about the early access to the statistics must be publicised. (*See IRRS paras 544 to 563 for more information*). The time lag between data collection and the publication should be minimized. Statistics should be easily accessible to all persons and to support this metadata should be available using non-proprietary software, and a contact person identified and publicised to support users.

341. Data releases should be accompanied by press releases and meetings with media representatives to maximise public awareness. Statistical booklets should be available to inform the wider public of the salient facts. National databases should always contain the latest version of the most currently published data available. Users should be able to download individual datasets by extracting data directly from the database, but this should be balanced by the need to adhere to legislation and ethics relating to the protection of privacy and confidentiality of data providers.

342. IDP related metadata, such as IDP specific definitions, classifications and similar should be included in the general metadata system of the NSS. To enable users to interpret data on IDPs, the statistical authorities should provide additional information on metadata, which includes information about definitions, classifications, methodologies, legislation and standard code lists. Where quality assessments have been carried out, quality statements should be publicly available with data releases and publications.

343. The primary publisher of official statistics within the NSS will depend on the country's statistical governance arrangements and will vary from country to country.

3. Operational data for responding to displacement crises

a. Principles underlying the collection of operational data

344. *The Guiding Principles on Internal Displacement* state that national authorities bear the primary duty and responsibility for providing protection and humanitarian assistance to IDPs within their jurisdiction.¹³² Yet in many instances there is a lack of clarity as to which institutions

¹³² <http://www.unhcr.org/protection/idps/43ce1cff2/guiding-principles-internal-displacement.html>

are mandated to deal with internal displacement, and as to how they are to respond comprehensively.

345. The guidelines *Addressing Internal Displacement: A Framework for National Responsibility* specify that a national institution should be designated as a focal point for responding to displacement. The focal point is responsible for “ensuring sustained attention to the problem and also facilitating coordination within the government and with local and international partners” through all phases of displacement response, from prevention to durable solutions.¹³³ Countries that have not adopted a national law or policy on internal displacement are less likely to have appointed such an institution. In addition to national level coordination, sub-national, regional, and local authorities can play an essential role in responding to internal displacement. These authorities are often the first point of contact with IDPs and are often the ones IDPs turn to first for assistance.

346. In addition, national and international organisations are essential partners to governments in responding to displacement situations, including in the development of statistics. In international responses to humanitarian crises, the “Cluster Approach,”¹³⁴ is often used. Each cluster is chaired by an international or UN agency at the global level and may be co-chaired at the national/local levels by NGOs as well. Their goal is to ensure that all the relevant organizations working in a specific field (such as protection, health, shelter, etc.) coordinate among themselves the delivery of assistance. Clusters are designated by the Inter-Agency Standing Committee (IASC) which is the primary mechanism for inter-agency coordination of humanitarian assistance and includes UN agencies and NGO networks generally involved in humanitarian response, as well as the World Bank. Clusters typically generate substantial amounts of operational data to inform humanitarian response, which can be relevant for the development of official statistics.

347. At country level, the Humanitarian Coordinator is responsible for establishing appropriate sectors and sectoral groups, appointing cluster leads and ensuring that humanitarian actors build on local capacities and develop and maintain appropriate links with authorities, institutions, civil society, and other stakeholders. When the national authorities are in a strong position to lead the humanitarian response, the role of the Humanitarian Coordinator may be to organise international humanitarian responses in support of the government’s efforts, as is typically the case with disasters. In conflict situations, however, coordination and relationships between the authorities and international humanitarian actors may be different.

348. The governments and organisations involved in the response to displacement, generate data using different tools such as surveys, key informant interviews, registration, flow monitoring and specialized mapping tools. As operational conditions can be challenging¹³⁵, with rapidly changing environments, limited access to the displaced and fluid population movements, it is not always possible or relevant to follow standards set for official statistics, nor is it always

¹³³ Brookings Institution, “A Framework for National Responsibility,” Benchmark 7, p. 18. Designating a national institutional focal point to coordinate and facilitate the provision of protection and assistance for IDPs is a legal obligation for States that have ratified the Great Lakes Protocol on IDPs and the Kampala Convention.

¹³⁴ IASC guidance note on use of the cluster approach:

[https://www.humanitarianresponse.info/system/files/documents/files/IASC%20Guidance%20Note%20on%20using%20the%20Cluster%20Approach%20to%20Strengthen%20Humanitarian%20Response%20\(November%202006\).pdf](https://www.humanitarianresponse.info/system/files/documents/files/IASC%20Guidance%20Note%20on%20using%20the%20Cluster%20Approach%20to%20Strengthen%20Humanitarian%20Response%20(November%202006).pdf)

¹³⁵ <https://www.unhcr.org/statistics/unhcrstats/598088104/obtaining-representative-data-idps-challenges-recommendations.html>

feasible to involve members of the NSS. Compiling and establishing inter-cluster or inter-sectoral population data is often coordinated through the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) via a “Humanitarian Profile.”¹³⁶ The Profile provides inter-sectoral humanitarian population figures. These include estimates of the number of people affected by a given emergency, as well as the number in need of, targeted by and reached with humanitarian assistance. Within the Humanitarian Profile different groups affected by a humanitarian crisis are identified, such as the displaced, non-displaced, injured, missing, and dead. IDPs are a subset of the displaced group and are further separated out by the context in which they live (e.g. camp or camp-like settings and private or individual accommodations). Both government and humanitarian organisations contribute to the Humanitarian Profile, and the responsibility for overseeing these efforts is usually passed on to the government over time.

349. Because of the nature of internal displacement, it might not be possible to involve members of the NSS immediately in data activities. In some cases, not even the Government broadly is involved. Just after a major crisis, it is often the clusters, or OCHA, who take on the responsibility of coordinating data activities. For most disasters and especially for smaller or medium sized events, governments tend to do the data collection and coordination (see preceding section above for more detail).

b. The challenges in collecting operational data on IDPs

350. The phase of a crisis and how the response to a displacement situation is conducted has implications for the coordination of operational data. In displacement situations associated with conflict, and where part or all of the territory of a country may be difficult to access, collecting data can be challenging. Some international or national aid agencies might also have access to different parts of a territory, producing estimates for the area they cover. The compilation of partial figures from the various groups can help to produce national or regional estimates. However, it should be recognised that there will be some contexts where this is not possible or timely.

351. The challenges faced in coordinating production of operational IDP data are numerous and involve accommodating the mandates of different organisations which often have diverging definitions, different geographical areas of focus, and different intended uses of the data collected, making comparability of data difficult in practice. The adequacy of coverage of the displaced population is a particular quality concern for IDP data, for example how the government determine whether or not and why IDPs should be registered.

352. How useful operational data are for statistics can be determined by assessing their quality using a quality assessment framework used by the national statistical authorities or other recognised tool for example The United Nations *Statistics Quality Assurance Framework* (UN-SQAF: 2017)¹³⁷, or other regional or international tools (see paragraphs 320-321).

c. Coordinating official statistics and operational data

353. In theory, once a response to a crisis is being led by government, some operational data collected by the humanitarian partners could potentially inform the development of official statistics. Often, the data are derived from operational activities and may not be capable of

¹³⁶ Humanitarian Profile: <https://www.humanitarianresponse.info/en/programme-cycle/space/document/humanitarian-profile-support-guidance>

¹³⁷ <https://unstats.un.org/unsd/unsystem/Documents-March2017/UNSystem-2017-3-QAF.pdf>

meeting quality criteria or may be unsuitable or not required for official statistics. Although only some operational data are relevant as potential input to official statistics, establishing a coordination process to facilitate consensus on sources and methodologies can support a more coherent approach to producing such data. IDP data producers, including those involved in operational data which could potentially be used for official statistics, should make efforts to adhere to these recommendations in order to be coherent in the definitions, concepts and methods used.

354. It may be expedient to start a new series of official statistics independently from previous operational data sources, although some operational data may be suitable as inputs to official statistics, but this decision will be made by the statistical authorities.

355. Currently many overlapping surveys and other data collection activities are undertaken by different agencies. Pooling resources and conducting joint assessments where possible can lead to improvements in the data and are less burdensome on IDPs. There are examples of broad involvement and good cooperation already such as Kurdistan Region of Iraq, Côte d'Ivoire, Colombia, Somalia, Azerbaijan and Bosnia and Herzegovina. When survey data are collected in an emergency context, the national or local IDP coordination agreement can decide on the topics to be included. Many national displacement mechanisms, such as national commissions on displacement or task forces, outline how data on IDPs should be collected and used, even though data production itself is often not a core competency for these actors. When such bodies are established, they should be led by or co-led by a government partner working with humanitarian or development agencies, and where surveys are conducted to inform the situation and its response, then the body should have oversight of the survey in consultation with the statistical authorities.

356. In most countries the NSO has the statutory role in coordinating official statistics production across all the areas of responsibility of different ministries and agencies. It has the responsibility for overall statistical standards, and standards for IDP statistics should be included in these responsibilities. Other Government agencies who have a role in planning and implementing public policy on IDPs might have a better understanding of the situation. These other agencies and ministries may be well placed to compile and produce IDP statistics, but this will vary according to the situation and statistical governance of individual countries. Ideally these other agencies should be part of the NSS.

357. Many countries have a statistical governance system that already includes coordination committees which may be subject matter specific or more generally relate to a broader range of official statistics. These may play a role in quality assurance or in harmonising classifications and standards across the system, they may also have a role in planning and in making capacity improvements. Most countries also have a compendium or database of standard definitions, classifications and concepts to ensure harmonisation of official statistics. Where these committees and compendia exist, they should be expanded or augmented to cover IDP statistics as part of mainstreaming and harmonising IDP statistics.

358. It is recommended that for the production of IDP statistics, existing statistical coordination mechanisms should be used where possible. Nevertheless, in some contexts it might be relevant that IDP dedicated coordination mechanisms are established, led by the relevant actor within the NSS. Such coordination mechanisms may be charged with establishing completely new series of official statistics and may consider taking oversight of progress in developing these new series. As far as is feasible, all producers of IDP data should be included in the development of new series, including humanitarian agencies, and other relevant stakeholders. In cases where a

transitional process from operational data to the publication of official statistics is undertaken, these coordination mechanisms should oversee the transitional processes as well until the establishment of regular production of official statistics.

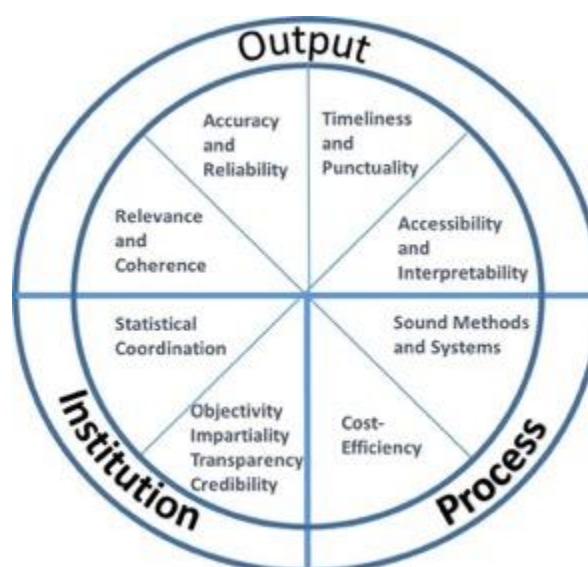
359. Coordination mechanisms for the production of IDP statistics might focus on:

- i. Initiating assessments of needs for IDP statistics among users and potential users,
- ii. Including IDP statistics in NSDS or similar multi-annual or annual statistics plans.
- iii. Developing methodologies for data collection and processing,
- iv. Establishing IDP classifications and definitions in any Statistical Compendia or other core reference materials for the NSS in accordance with these recommendations,
- v. Developing joint work plans for improving IDP statistics,
- vi. Specifying statistical capacity development needs, and taking steps to obtain these from governments and development partners,
- vii. Reporting on progress in establishing IDP statistics,
- viii. Joint data collection activities,
- ix. Agreeing statistical outputs, including indicators and publications, and
- x. Joint data quality assessments, including the development of IDP specific quality checklists, in addition to using national data quality guidelines.

360. In those cases where operational data on IDPs are planned to become official statistics, they should be the subject of a quality assurance plan. This plan should call for periodic reviews particularly after any re-engineering or major changes to the statistical production processes have taken place. For countries adapting their procedures to meet these recommendations on IDP statistics, a quality review both prior to and after the adoption of these recommendations is ideal. The results of quality assessments should be made available to users, to support the interpretation of the results. Corrective actions should be planned with the statistical authorities concerned.

361. The UN SQA tool is briefly described below and can provide a potential tool for the statistical authorities to assess the adequacy of IDP statistics, if national quality tools are not already in place. It is recommended that any coordination committees (see paragraph 357-358) established to review the quality of IDP data, derived either from official statistics sources or from operational data review the outputs using these or similar quality frameworks (see paragraph 319).

Figure 7.1 UN-SQAF Quality Dimensions



Box 7.4 UN-SQAF Output Quality Dimensions

<i>Relevance:</i>	Extent to which output meets the needs of users, both internal and external.
<i>Accuracy:</i>	Extent to which the data estimate correctly or describes characteristics they are designed to measure.
<i>Reliability:</i>	Closeness of initial estimate to subsequent releases for the same time period.
<i>Coherence:</i>	Consistency between estimates from the same and different data sources.
<i>Timeliness:</i>	Time period between the availability of the output and the event described by the output.
<i>Punctuality:</i>	Adherence to the published output schedule.
<i>Accessibility:</i>	How readily the outputs and metadata can be discovered, located or accessed and are the media used appropriate to users' needs.
<i>Interpretability:</i>	Ease of understanding and using the output, including the adequacy of the metadata including definitions of concepts, target populations, indicators and other terminology.

C. INTERNATIONAL IDP STATISTICS COORDINATION

1. International organisations involved in coordinating IDP data

362. Coordination of statistics at the international and national levels feed into one another. Coordination at the international level requires effective coordination of IDP statistics at the national level, as this is where statistics are produced. An aim of international and regional statistical coordination is to support countries in producing quality official statistics that are comparable across countries and over time. Coordination also helps to align the way in which the

international community defines and measures internal displacement and improves the quality of international statistics.

363. The UN Statistical Commission is the highest body of the global statistical system and plays the leading role in statistical coordination. It oversees the work of the UN Statistical Division, which itself has oversight of the Committee for the Coordination of Statistical Activities (CCSA) which in 2005 adopted the *Principles Governing International Statistical Activities*. The Committee, which has over 40 members, aims to foster international coordination on statistics, focussing on six main activities:¹³⁸

- a) Efficient functioning of the statistical system
- b) Common standards and platforms
- c) Development of methodologies
- d) Inter-institutional support
- e) Outreach
- f) Advocacy for statistics

364. For international statistics on internal displacement, there is currently limited national official statistical data available on which to base global estimates. In addition, there is currently no custodian agency for international statistics on IDPs (see paragraph 380).

365. UNHCR primarily collects data on refugees either alone, or in collaboration with governments and other partners, but also on IDPs assisted or protected by the organisation. In its IDP data, UNHCR only includes conflict-generated IDPs to whom the agency extends its protection and assistance.¹³⁹

366. IOM also collects data on IDPs in various countries, sometimes in collaboration with partners and governments, primarily through their Displacement Tracking Matrix (DTM). This approach usually includes people displaced due to both conflict and disaster, and in some countries the DTM has a broad geographical coverage. DTM uses a modular system, as does UNHCR, which comprises different tools and methods that can be implemented in various combinations according to the practical requirements of a given context, as opposed to one standardised methodology. As a result, the DTM uses slightly different methodologies and specifications in different country contexts, although it mostly relies on community level key informant interviews.

367. Other UN agencies collect data on IDPs, in the context of their general operational planning and programming information. For example, UNICEF and notably the World Food Programme both collect data which cover IDP populations in the course of delivering their programming for children and for food distribution respectively. The UN Country Teams, with their focus on development programming and planning, can also be collectors of data which cover IDPs, particularly in countries with protracted displacement crises. Several international NGOs, such as REACH, DRC and NRC, for example, collect data at the national level specifically on IDPs often on behalf of UN agencies, primarily through needs assessments and protection monitoring systems while many others collect it as part of their wider data collection efforts to understand population needs that result from the crisis and inform programmatic

¹³⁸ https://unstats.un.org/unsd/acsub-public/workpartner_ccsa.htm

¹³⁹ This includes people in “IDP-like situations”, referring to a descriptive term of groups remaining in their country of nationality or habitual residence and face protection risks similar to IDPs, but who for practical or other reasons cannot be referred to as such.

interventions.

368. The Joint IDP Profiling Service was established by a group of UN and NGO partners in 2009 to support governments, humanitarian and development actors to produce good quality data and analysis of internal displacement at the country level.¹⁴⁰ By investing in the production of guidance and the delivery of direct technical support and capacity building, a large part of JIPS' work focuses on the coordination of national data production processes with the aim of strengthening consensus and improving coordination of national evidence-based response. JIPS' work has been recognised and endorsed by several UN General Assembly and Human Rights Council resolutions which encourage governments, humanitarian and development partners to request their support services as needed.¹⁴¹ JIPS has no global coordination role.

369. The Internal Displacement Monitoring Centre (IDMC), established in 1998, collates and analyses data on displacement from multiple sources to produce global estimates on displacement.¹⁴² IDMC aims to monitor the situation of IDPs in all kinds of displacement situations in line with the Guiding Principles and the Kampala Convention definitions. Some countries provide their national figures on internal displacement to IDMC, but the global estimates produced build on various other data sources at national and international levels. Non-comparable and incomplete data for many countries remains a challenge in providing quality estimates and analysis of internal displacement.¹⁴³ IDMC's mandate to provide global estimates and analysis, and to create and update a global database has been recognised and endorsed by several UN General Assembly and Human Rights Council resolutions which encourage governments, humanitarian and development actors to share data with them.¹⁴⁴

370. Reporting requirements under ongoing international processes also hold the potential to generate useful IDP statistics. These processes include the 2030 Agenda for Sustainable Development, the Sendai Framework for Disaster Risk Reduction, and the United Nations Framework Convention on Climate Change. Work to implement the Global Compacts on Refugees and Migration may also generate useful IDP data. The organisations working on international coordination of IDP statistics should be cognisant of the data produced under these processes, and, where relevant, ensure they link into coordination mechanisms associated with these processes.

371. At the regional level there are also organisations and processes which could be involved in strengthening coordination of statistical collection. Of these, the African Union Kampala Convention, described in Chapter 2 of this report, is perhaps the most advanced in development of IDP policies and response. In April 2017, a Conference of State Parties in Africa adopted a Plan of Action for its implementation. One of the elements of the Plan covers the establishment

¹⁴⁰ See www.jips.org for more information.

¹⁴¹ UN General Assembly Resolutions A/C.3/68/L.63/Rev.1 from November 2013, A/RES/70/165 from December 2015 and A/C.3/72/L.46/REV.1 from November 2017 on the Protection and Assistance of IDPs, as well as the UN Human Rights Council Resolution A/HRC/2-/L.14 from June 2012 and A/HRC/RES/32/11 from July 2016 on the Human Rights of IDPs.

¹⁴² See <http://www.internal-displacement.org/> for more information.

¹⁴³ See for example IDMC Global Report on Internal Displacement (2018), part 3: Inside the GRID, for an explanation of major data gaps and challenges: <http://www.internal-displacement.org/global-report>

¹⁴⁴ https://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/72/182, and from UNGA, the Human Rights Council: http://ap.ohchr.org/documents/dpage_e.aspx?si=A/HRC/RES/32/11. By the time the IRIS is presented there will also be a new UNGA resolution so the footnote can be updated in November.

of mechanisms for monitoring and reporting on situations of internal displacement.¹⁴⁵ The plan is still under development, but more coordination and standardisation of reporting requirements for State Parties to the Convention would help in obtaining better official statistics on internal displacement on the continent.

372. Other regional organisations of States – such as the OECD, the European Union, the Pacific Community, ASEAN and others – as well as inter-governmental bodies such as the UN Regional Commissions also have potential to strengthen regional-level coordination of statistical collection, including on IDPs.

373. This is not intended as an exhaustive list of all actors or processes at the international or regional level which may intersect with or affect the coordination of IDP statistics. But in painting a broad picture of the main stakeholders involved, it becomes clear that the varying levels of coordination among different international actors collecting IDP data at the national level, as well as ad hoc coordination internationally, can result in competing sources of IDP data and therefore challenges in collating and analysing it. Recommendations on improving this situation are outlined below.

2. Principles relevant for international compilation

374. With so many international agencies involved in collecting, collating and disseminating IDP statistics and data it is important to consider the *UN Principles Governing International Statistical Activities*. Of particular relevance is Principle 4 which states that “Concepts, definitions, classifications, sources, methods and procedures employed in the production of international statistics are chosen to meet professional scientific standards and are made transparent for the users.” This includes making metadata accessible and documenting how data were collected. Good practices published in these principles include the following:

- a) Adopting a quality assurance framework for the organisation (see also UN Statistics Quality Assurance Framework applicable to all UN agencies¹⁴⁶).
- b) Striving continuously to improve the quality and transparency of statistics by introducing methodological and systems innovations.
- c) Enhancing the professional competency of staff by encouraging them to attend training courses, to publish scientific papers and to participate in seminars and conferences.
- d) Documenting and publishing concepts, definitions, classifications and metadata used by the organisation.
- e) Documenting how data are collected, processed and disseminated by the organisation (including information about editing mechanisms applied to country data and aggregation methods to calculate regional and global estimates).

¹⁴⁵ https://www.au.int/web/sites/default/files/newsevents/conceptnotes/32304-cn-concept_note_-_cosp_meeting_2017.pdf

¹⁴⁶ <https://unstats.un.org/unsd/unsystem/Documents-March2017/UNSystem-2017-3-QAF.pdf>

- f) Giving credit, in the dissemination of international statistics, to the original source and using agreed quotation standards when reusing statistics originally collected by others

375. Much IDP data necessarily originates from non-official data. There are recommended practices on the use of non-official sources in the CCSA's *Recommended Practices on the Use of Non-Official Sources in International Statistics*¹⁴⁷. The Recommendations recognise that official statistics are the best source but advise that 'there are instances when international organizations need to use non-official sources to fill gaps or to improve data quality and comparability'. This is particularly relevant for IDP statistics where official data often do not exist, or where new series are being introduced. The following practices are the recommended uses of non-official data at the international level:

- a) To give background or context to data from official sources.
- b) To assess data received from official sources on their plausibility.
- c) To apply transformations to national official data in the interests of international comparability or for the purpose of producing new indicators.
- d) To construct international data series in fields which are not covered by existing official sources.
- e) To impute national data where national official data do not exist or are of proven poor quality;
- f) To impute missing values within an official national time series;

376. The *Recommended Practices on the Use of Non-Official Sources in International Statistics*¹⁴⁸ also emphasise the following good practices:

- a) Documenting how data are collected, processed and disseminated, including information about editing mechanisms applied to country data.
- b) Giving credit, in the dissemination of international statistics, to the original source and using agreed quotation standards when re-using statistics originally collected by others.

3. *Compiling statistics for international comparisons*

377. Official statistics at the international level are statistics produced by a UN agency or other international organisation that have been made available to the relevant national organisations for verification and are considered acceptable by those (national) organisations¹⁴⁹. They utilise official statistics from the national level that have been provided by an NSO or other organisations in the NSS but will modify them to harmonise the data across countries or to

¹⁴⁷ <https://unstats.un.org/unsd/ccsa/documents/practices.pdf>

¹⁴⁸ <https://unstats.un.org/unsd/ccsa/documents/practices.pdf>

¹⁴⁹ In "the absence of a comment by the relevant national organisation when given ample opportunity to do so is interpreted as the statistics being acceptable to that organisation. A data value that is disputed by a national organisation is not considered official but can be disseminated along with official values provided it is accompanied by appropriate metadata to inform users of the dispute". Where "data were acquired from other sources or estimated by the international agency, the national agency to whose activities the statistics are relevant" should be asked for the approval of the estimate.

correct evidently erroneous values¹⁵⁰. Also, in the absence of a national source, the UN agency or other international organisation may estimate the data using a model. Therefore, international official statistics are not simply the reproduction of official statistics at the national level.

378. Where they are available, official statistics should be used by international agencies as the basis for their compilation. Where there are gaps in official statistics, then other sources may be used, and in the case of IDP statistics the gaps are many and results based on operational data are often used. Operational data producers should make efforts to implement the relevant recommendations contained in this report in order to improve the coherence and quality of their data as appropriate.

379. The *UN Quality Assurance Framework* provides recommendations on competing estimates produced by international organisations;

“Within international organisations, or within UN agencies at least, there should be one and only one definitive source of data for any given indicator or statistics. This does not preclude the possibility of an earlier estimate being produced by another agency provided that the estimate is acknowledged as preliminary and not definitive. Nor does it preclude the possibility of an agency republishing data that it has acquired from another organisation, or reconfiguring the data for agency specific classifications, provided it does not change the data and provided it acknowledges the original definitive source”.

380. In some cases, international agencies have been appointed as the official custodians of international statistics on a given topic. At the time of developing these recommendations no custodian agency of international statistics on IDPs exists. Given the nature of IDP statistics this role would require significant and relevant expertise, capacity and resources. A recommendation on this is made below (paragraph 398-399).

D. RECOMMENDATIONS SUMMARY

381. This chapter has described the coordination mechanisms for the collection of IDP statistics and operational data at national levels, and the more limited mechanisms for international and regional coordination. Coordination mechanisms should aim to help different actors collecting data to meet international and national statistical standards and to improve the quality of official statistics. The process must be transparent in order to build trust among the involved parties. The recommendations below, and indeed the entire EGRIS process, is intended to strengthen coordination on this issue, to produce the most accurate and comprehensive IDP statistics possible.

1. *Recommendations for national statistics*

a. *National coordination of IDP statistics*

382. The NSS should be mandated to produce IDP statistics under the relevant statistics legislation, regulations and quality standards. Entities or agencies within the NSS should be identified to coordinate the development, production, and dissemination of official IDP statistics at the national and local levels, and to liaise with international organisations. Different agencies may be responsible for various parts of the production process, for examples the producers and publishers of the results may be different bodies.

¹⁵⁰ Committee of the Chief Statisticians of the UN System (CCS-UNS), UN Statistical Quality Assurance Framework 16/09/2016 p.8

383. IDP statistics should be included in NSDSs or other multi-annual statistical plans to help mainstream the production of official IDP statistics and improve their quality and the availability. Inclusion of IDP statistics in national statistical plans will strengthen links with national governments and their use for national policy-making.

384. Statistics on internal displacement should be mainstreamed into the regular statistical publications and should be integrated into the statistics of other sectors, such as health, education, employment, social security, protection and gender. This will make it possible to pool resources for data collection and include collection of displacement statistics in existing data collection systems, such as Health Management Information Systems and Education Management Information Systems, regular household surveys and population registers.

385. IDP statistics should be included in existing national statistics coordination mechanisms or, if needed and relevant, IDP-specific coordination mechanisms might be established in order to improve the quality of IDP data to meet the UNFPOS and national and/or international quality standards for official statistics and to strengthen IDP statistics. These coordination mechanisms should endeavour to include producers of both official statistics and relevant operational data that may contribute to official statistics.

386. The coordination of IDP statistics may require an MOU, or other agreement between the statistical authorities and the relevant humanitarian focal points (e.g. information management working groups under clusters, UN country teams, or humanitarian country teams) to facilitate processes around data sharing where this is possible and desirable. It should cover confidentiality, harmonising, and joint data production, as well as sharing of capacity and resources.

387. It may be necessary to improve the human resources, business processes and the technological capacity of statistical units responsible for producing IDP statistics in both ministries and NSOs. Donors providing capacity building support to national authorities should consider adding IDP statistics as a priority for modernisation.

388. In circumstances of conflict or a major disaster, it may not be possible for the NSO or a member of the NSS to coordinate the collection and production of statistics. In this case humanitarian agencies may be responsible for collecting or coordinating data and making the results available until such time as the national government does have capacity.

389. In collecting and processing any operational data intended for dissemination or publication, agencies should adhere, as far as possible, to the Recommendations provided in this document and to the Fundamental Principles, particularly in relation to openness of data collection and processing, and interoperability across time and geography. However, actors involved in the collection of IDP statistics and data should recognise that operational and official statistics play complementary, yet different roles, and thus should not always aim for convergence, particularly when the data is intended for internal or non-statistical purposes.

390. All agencies involved in the production of official statistics should follow the UNFPOS and relevant national data protection and statistical standards, and legislation. UN agencies should be aware of the relevant statistics quality standards applicable to them¹⁵¹ in the UN_SQAF. National statistical legislation should meet international statistical recommendations. In doing so it should resolve legal barriers to data sharing between agencies and the national

¹⁵¹ <https://unstats.un.org/unsd/unsystem/Documents-March2017/UNSystem-2017-3-QAF.pdf>

statistical authority, whilst protecting data providers and the confidentiality and privacy of information about individuals. Laws should include making provision for statistical agencies to access data from administrative records, where such provisions do not exist. It should be noted that the law should not make provision for the statistical authorities to share individual record data with other authorities.

b. Dissemination

391. Official IDP statistics should be published, disseminated, and made accessible to all users on an equal basis. The websites of NSOs should include IDP statistics where these are not currently included. IDP publications and statistical databases should be placed on national statistics websites. National databases should always contain the latest version of the most currently published statistics available. The organisation responsible for disseminating IDP statistics should publish a release calendar, which establishes the dates for public releases of data and publications.

392. Support should be provided to users, and a variety of formats should be used on the dissemination platform. Efforts should be made to increase the accessibility of the results by promoting innovative visualization techniques to present statistical information in a user-friendly manner. This is particularly important where new statistical series are being introduced for the first time, such as those about IDPs. Further recommendations relating to dissemination policy can be found in paragraphs 333 to 342).

393. The confidentiality of the data provided by IDPs should be given very high priority, and individual data should not be released to any user without having undergone very thorough anonymisation and other forms of data protection, and additional consideration being given to protecting vulnerable groups in conflict situations. Users may be able to download individual datasets by extracting data directly from the databases, but this should be balanced by the need to adhere to legislation and ethics relating to the protection of privacy and confidentiality of data providers. In some situations, special data protection measures may be needed, and data enclaves might be considered. Context specific provisions for data protection and sharing are usually included in the microdata dissemination policy of the NSO/NSS.

2. Recommendations for improving international and regional statistics

a. International statistics coordination

394. Giving priority to IDP statistics in national statistical systems should be highlighted by regional and international statistics authorities, in order to support mainstreaming of IDP statistics into national work programmes and National Statistical Development Strategies. Efforts should be made to engage ministers and senior officials at the international and regional levels to elevate IDP statistics as a priority.

395. International agencies collecting operational IDP data should work to better coordinate their activities (with government where relevant, other local actors, and among themselves) at the field level, including to avoid duplication and overburdening of respondents. In coordinating at the international level, actors should aim for better interoperability of data, alignment of methodologies and information-sharing (including of metadata), and work to implement agreed upon standards as outlined in these recommendations. The coherence of international estimates relating to IDPs published by international agencies could be improved by the publication of clear metadata along with estimates and adherence to relevant recommendations in the IRIS. The

production of IDP statistics at international level should be based on the United Nations' Principles Governing International Statistical Activities.

396. As part of the public dissemination of IDP statistics, governments should make IDP statistics, including metadata available to the relevant international partners, but must also ensure that individual data collected about people and legal entities that are subject to national confidentiality rules, are used exclusively for statistical purposes or for purposes mandated by legislation (see paragraph 325 to 332).

397. At both the national and international level, international actors should aim to coordinate on the provision of technical support and capacity building activities. This should include helping the NSS manage and meet public demands for data, for example through the creation of accessible online databases or websites. It should also include providing training on effective ways to present technical analysis of statistics, to facilitate engagement and demand for this kind of data.

398. A custodian of international statistics on IDPs should be identified as more countries implement these recommendations in the production of statistics on IDPs. The decision to allocate this responsibility should be taken through a timely, consultative and transparent process.

399. When a custodian of international statistics on IDPs is appointed, it should commit to the following roles and responsibilities:

- Be the custodian of standards outlined in these recommendations and further elaborated in the associated Compilers Manual. This includes adhering to the recommendations linked to the custodian role, as well as advocating for and supporting others to adhere to the standards, and promoting methodological developments that meet emerging needs and take into account general improvements in relevant data collection and processing methods;
- Collect and publish national official IDP statistics (agreed upon indicators with detailed, accompanying metadata) on an online platform at regular intervals;
- When possible, make non-confidential microdata available, including through global publication on an online platform at regular intervals;
- Provide capacity-building as needed and be the custodian of capacity-building materials related to the implementation of these recommendations.

400. Given the nature of statistics on IDPs and the demanding role outlined above, a formalized support group of agencies or organizations could be established to share expertise and provide support to the lead custodian agency.

401. As a follow up to the adoption and publication of these recommendations, members of the EGRIS should brief relevant stakeholders, to raise awareness of the IRIS recommendations and help create demand for more and better quality official IDP statistics. This should include senior government officials, the Committee for the Coordination of Statistical Activities, regional bodies, UN agencies and international NGOs which collect operational data but are not directly focussed on collecting IDP statistics. It should also include actors involved in implementing other international processes, such as the Agenda for Sustainable Development, the Sendai Framework for Disaster Risk Reduction, the United Nations Framework Convention on Climate Change, and the Global Compacts on Refugees and Migration.

