

## THEMATIC SERIES BEYOND THE NUMBERS

This thematic series presents tools and supports monitoring of progress to prevent and address internal displacement at the national and global levels.



## MONITORING PROGRESS TO REDUCE INTERNAL DISPLACEMENT

Building a global Internal Displacement Index

MARCH 2019

## ACKNOWLEDGEMENTS

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Cover photo: IDPs at NRC's distribution sites in Injil district, Afghanistan. Photo: NRC/Enayatullah Azad, July 2018

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# INTRODUCTION

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The number of people reported to have been internally displaced and the complexity of internal displacement crises across the world have increased substantially in the last decade.<sup>1</sup>

Quality information on internal displacement is not easy to come by. The lack of robust data and evidence on the drivers and impacts of conflict and disaster displacement makes it difficult for governments and aid agencies to target appropriate and effective prevention and response strategies. Yet preventing and responding to internal displacement is critical to ensure the wellbeing and protect the rights of affected people, and to achieve development commitments such as the Sustainable Development Goals (SDGs).<sup>2</sup>

For countries to include internal displacement in their development plans and their reporting on the SDGs, they need data they can trust. Several countries have invested in improving their data and statistics and committed to making progress on reducing internal displacement, for example by engaging in the development of recommendations aimed at improving IDP statistics through the work of the Expert Group on IDP and Refugee Statistics (EGRIS). Some have started including it in their progress monitoring reports on the SDGs. Afghanistan's Ministry of Economy highlights internal displacement as an impediment to economic growth and poverty reduction, linking it to the achievement of SDG 1 on poverty reduction.<sup>3</sup> The Nigerian government recognises conflict displacement as a major obstacle to the achievement of the SDGs and discusses it under SDG 4 on quality education, SDG 16 on peace, justice and strong institutions, and SDG 17 on partnerships for sustainable development.<sup>4</sup> The government of Egypt mentions it under SDG 13 on climate action, referring to the anticipated displacement of millions by sea-level rise, flooding and erosion.<sup>5</sup>

Many countries have also been increasingly open about the challenges associated with collecting, validating and

analysing data on internal displacement and applying it to policy-making and investment planning.

IDMC proposes a composite index bringing together publicly available information on the drivers and impacts of internal displacement and on the measures governments and their partners have taken against it, as a first step to facilitate progress monitoring over time at the national, regional and global levels. It will include indicators of a country's likelihood of being affected by internal displacement, of its capacity to respond to it and of the severity of existing displacement.

The index is intended as an entry point into the complexity of internal displacement for non-technical audiences, including policy makers, government representatives and other interested stakeholders. It will provide a global overview of the situation and will be systematically accompanied with country-specific information and resources for additional material helping its interpretation. The overall ambition of the index is to advocate for increased investments to prevent internal displacement, reduce its negative consequences and raise awareness on this issue before a broad audience. As a result, its methodology is designed to remain accessible to all.

This report presents the rationale and methodology of this Internal Displacement Index (IDI) and initial results for Syria and Sri Lanka. The IDI will be applied to more countries in 2019 and is intended to be updated annually. It is published with the aim of facilitating progress monitoring on internal displacement by affected governments, their partners, aid providers, development agencies, academics and other interested stakeholders.

# RATIONALE FOR A GLOBAL INTERNAL DISPLACEMENT INDEX

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Internal displacement is a global phenomenon recorded in more than 70 countries and territories affected by conflict and 185 affected by disasters. Tens of millions of people become displaced each year by conflict, disasters and human rights violations worldwide. There has been a rising trend in displacement caused by conflict and violence since 2003, with more than 11.8 million new displacements in 2017 alone. Since 2008, disasters caused by weather and geophysical hazards have

resulted in an average of 24.7 million displacements per year. These high numbers come on top of the tens of millions of people living in long-term displacement, some for decades, whose needs have gone unaddressed for extended periods of time.<sup>6</sup>

Efforts by governments, intergovernmental or non-governmental organizations to prevent and address internal displacement risk being dispersed and incoherent



*Elamegi Kankologo, 26, surrounded by her children, washes clothes in her new home in the village of Mbulungu, Kasai-Central, DRC. Elamegi and her family were some of the thousands who fled horrific violence that broke out in Mbulungu in March of 2017. When residents returned to their village, they found barely anything left. Photo: NRC/Alexis Huguet, August 2018*

without a common framework for action and accountability. There have been previous attempts to provide such a framework, most notably in 2005, when the Brookings Institution tried to answer the question of what national responsibility for internal displacement means, and how it could be promoted and supported.<sup>7</sup> The primary focus of the study was on governments, and it made recommendations in a number of vital areas, including the establishment of institutional focal points on IDPs, the development of national policies on internal displacement, data collection, awareness raising and the allocation of adequate resources. The framework did not account for the realities of displacement drivers, however. The IASC Framework on Durable Solutions outlines a set of norms and aims to provide “general guidance on the process and conditions necessary for achieving a durable solution” but is neither an operational policy instrument nor a framework for assessing progress over time, even though it made a first attempt at suggesting indicators to do so.<sup>8</sup>

No comprehensive assessment exists of how countries are addressing existing displacement and preventing and managing future displacement. There has been little analysis to date of where and how progress has been made in reducing internal displacement or what has hindered it. As a result, national governments facing internal displacement have no solid framework to assess the scale, dynamics and risk of internal displacement in their country. In addition, emergency assistance continues to focus on humanitarian response to crises, rather than preventing them and addressing their root causes.

The 2030 Agenda for Sustainable Development committed all governments to making progress towards 17 SDGs and their 169 targets, monitored through 232 indicators.<sup>9</sup> While internal displacement is considered within the 2030 Agenda, concrete approaches to measure and address it are lacking.

Given the unprecedented amount of financial, technical and statistical resources already needed to achieve the SDGs and collect related data, expecting governments to dedicate additional resources for internal displacement data collection is challenging. IDMC is ideally positioned to bridge this gap.

IDMC has, since its creation in 1998, increased the scope of its monitoring to provide more global and compre-

hensive information about internal displacement. It has been limited to reporting only two main aspects of internal displacement, however: the number of IDPs and the number of new displacements. Preventing and addressing internal displacement requires systematically recorded information on what drives and limits it, on the conditions in which people and countries are affected and on the risks of future displacement.

Building on its thematic expertise and partnerships with other data providers and governments, IDMC proposes to support progress monitoring in a transparent and practical way. Publicly available information on the drivers, impacts and risks of internal displacement, and on the measures taken by governments and their partners to prevent and address it, will be compiled from different sources and computed into a composite index that will facilitate analysis over time and across countries. The different components of this index will also be presented separately to allow the identification of gaps, challenges and opportunities for improvement.

The Internal Displacement Index will serve to raise awareness on the need to address the phenomenon comprehensively for the benefit of all, including IDPs, their hosts, the people left behind in the communities of origin, local and national governments and other affected groups. It will highlight the links between displacement drivers, policies and impacts, and will advocate for prevention along with emergency and longer-term responses.

The index will provide an easy to access entry point into further analysis of the complexities of internal displacement that can support decision-making and informed investments. It should help to indicate the global internal displacement situation and its users should know that in-depth research and engagement are needed to understand the specificities of each national context. For this purpose, country-level dashboards will be developed separately with interested governments.

The Internal Displacement Index should raise awareness on the need to address the phenomenon comprehensively and point to specific challenges facing affected countries, inviting further investigation into best practice and lessons learnt at the global level.

# REVIEW OF RELATED INITIATIVES

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The Internal Displacement Index (IDI) is not the first initiative aimed at monitoring progress to address or reduce internal displacement, its drivers or consequences. Other related projects and composite indices currently exist and present data that are relevant to the IDI. None of them comprehensively captures internal displacement and how it is affected by policies, resources and other drivers, but they can be used to identify best practice and lessons learnt for the development of the IDI.

## EXISTING FRAMEWORKS

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All UN member states committed to the 2030 Agenda for Sustainable Development and agreed to the Sustainable Development Goals (SDGs).<sup>10</sup> This unprecedented commitment explicitly refers to internal displacement in Article 14, recognising that forced displacement is one of the main threats to development. Article 23 states that IDPs must be empowered and their needs taken into account, while Article 29 commits all governments to providing humane treatment to displaced persons. Yet the global framework for monitoring progress towards these objectives, the SDGs and their 232 agreed-upon indicators, mention the impacts of disasters or conflicts on affected populations but do not explicitly refer to internal displacement.<sup>11</sup> In addition, the magnitude of this monitoring framework makes it difficult to obtain data. At the global level, only 35 per cent of all indicators have an internationally established methodology and regularly updated information for at least half of all countries.<sup>12</sup> Related initiatives, such as the SDG Index by Bertelsmann Stiftung and the Sustainable Development Solutions Network, also suffer from significant data gaps.<sup>13</sup>

Each objective of the 2030 Agenda is often complex enough to require composite monitoring tools. Target 10.7 of the SDGs aims to facilitate orderly, safe and

responsible migration and mobility of people, including through implementation of planned and well-managed migration policies. The International Organization for Migration (IOM) commissioned the development of dedicated Migration Governance Indicators (MGI) to help countries assess the comprehensiveness of their migration policy.<sup>14</sup> The MGI is a voluntary and flexible tool. It recognises that good migration policies must take into account national context and that it is therefore not possible or desirable to propose a single solution for all countries. It is also intended to assess and support the improvement of country-specific migration governance structures. Following the initial report that covered 15 countries in 2016, IOM has carried out other assessments in collaboration with governments, the results of which are published on the Migration Data Portal.<sup>15</sup>

The IASC Framework on Durable Solutions for IDPs defines key principles that should guide efforts to support IDPs to sustainably reintegrate in their area of origin or integrate in another area.<sup>16</sup> It also sets criteria to determine when these solutions have been achieved. A multi-stakeholder initiative aimed at facilitating country-level monitoring of its implementation produced the Durable Solutions Indicators Library, published in 2018.<sup>17</sup> The Library serves as a guide for countries to follow progress towards durable solutions independently. The result of their monitoring is not publicly available, however.

The Sendai Framework was adopted by members of the UN to guide the reduction of disaster risk through seven targets and four priorities for action: understanding disaster risk, strengthening disaster risk governance, investing in disaster risk reduction and enhancing disaster preparedness.<sup>18</sup> Displacement is mentioned as one of the consequences of disasters that should be prevented and addressed. Progress towards the targets



should be monitored through the Sendai Framework Monitor.<sup>19</sup> The Monitor is also designed to publish relevant data to inform governments so they can develop disaster risk reduction strategies, policy decisions and preventive measures. It includes global and country-specific indicators, which are key to understanding challenges and potential disparities at the national level. It is completed by governments themselves, which allows it to be country-owned and sustainable, using existing resources.

These frameworks and their monitoring tools all relate to internal displacement, yet none provide dedicated information that could facilitate progress monitoring and support countries' decision-making. A specific monitoring tool is therefore needed to bridge this gap. The IDI will bring together information on the policies, drivers and impacts of internal displacement to highlight their interconnection and provide governments with an overview of the situation in their country, without adding to their existing monitoring workload.

## LESSONS LEARNED

The Sendai Framework Monitor, the Durable Solutions Indicators Library and the SDG indicators require countries to enter their own data. They present very incomplete datasets, because of countries' lack of resources, capacity and/or willingness to contribute. To avoid adding a burden on governments and present a more complete dataset, the IDI will be produced by IDMC

using already existing, publicly available data. Ultimately, IDMC aims to support interested countries in designing their own monitoring dashboards and reinforcing their capacity to contribute directly to progress monitoring.

Data quality and availability, as well as the comparability across countries, are systematically listed as limitations to existing indices. This is partly explained by the complexity of some composite indices, the high number of indicators and the lack of background research to ensure the availability of data. In order to ensure a clear understanding of the IDI's value, the comparability of data across countries and the possibility of time series analyses, the IDI will rely on a small number of indicators for which data sources are widely recognised.

The IDI will inevitably feature some of the limitations that come with composite indices. It aims to raise awareness, trigger policy debate, support decision-making and promote the development of appropriate strategies to prevent and respond to internal displacement. It should be viewed, however, as an entry point for more in-depth, country-specific analyses. Some of these complementary analyses can be conducted in partnership with interested governments as part of IDMC's wider programme to monitor progress on internal displacement.

The IDI methodology presented in the following chapter builds on lessons learned from other composite monitoring tools, including the MGI, the SDG Index, the INFORM Index, the Human Development Index, the Worldwide Governance Indicators and others.



*IDP female headed households in Herat, Afghanistan, visit NRC's help desk to check their name in the data bank and get a confirmation card to collect assistance. Photo: NRC/Enayatullah Azad, July 2018*

# METHODOLOGY

The Internal Displacement Index (IDI) is intended to be an entry point into the complexity of a phenomenon that results from a combination of factors. It includes indicators of a country's likelihood of being affected by internal displacement, of its capacity to respond to it and of the severity of existing displacement.

The indicators that form the IDI were selected based on their relevance and on the availability of quality data across countries and over time. The IDI is intended to be updated annually.

For the IDI to be comparable across countries, it must and will use information available at the international level in a standardised format. Databases from multilateral organisations and international data initiatives are best suited for this purpose.

In its first edition, the IDI will be presented only for countries affected by both conflict and disaster-related internal displacement, for which data is available on the number of people displaced in the context of conflict and on the number of new displacements associated with conflict or disasters. More than 40 countries met these criteria in 2018.

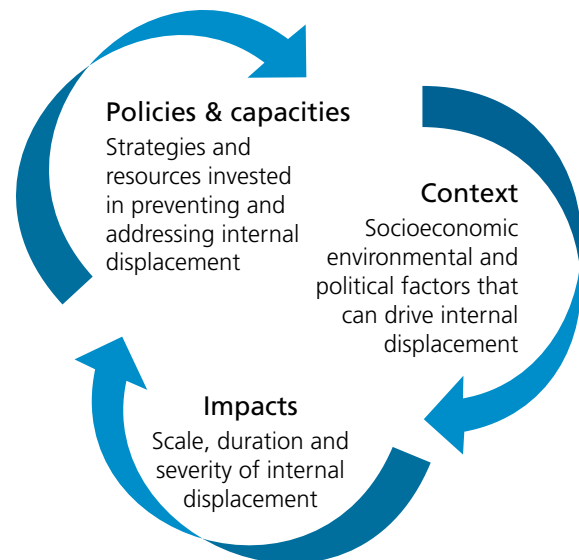
## THE INTERNAL DISPLACEMENT CYCLE

Internal displacement is not an unavoidable crisis. It can be limited by preventive measures and efficient responses. Displacement in the context of an earthquake, for instance, is not caused by the earthquake, but merely triggered by it. It is caused by the accumulated vulnerability and exposure of a population who settled in an earthquake-prone area in inadequate buildings. Its impacts are aggravated by their pre-existing deprivations and by the inadequacy of preventive or responsive measures taken by their government and its partners.

The IDI makes the case for a comprehensive approach to understanding internal displacement and acting to reduce its negative consequences. Planning emergency response is not enough if investments are not made in preventing future displacement and strengthening the country's resilience altogether. Impacts on people's wellbeing and on socioeconomic development can be limited by efficient aid, but even more so by addressing vulnerability beforehand.

The IDI highlights the links between displacement drivers, policies and impacts by bringing together information on all three in an accessible format. Together, they illustrate different components of the internal displacement cycle (Figure 1).

FIGURE 1: The internal displacement cycle



Following this approach, the IDI includes indicators on national policies and capacities to prevent and address internal displacement, indicators on the socioeconomic, environmental and political context that can drive internal displacement, and indicators on the resulting impacts.

## POLICIES AND CAPACITIES

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Policies and capacities indicators refer to the metrics used to estimate commitments, resources, plans and strategies designed by governments to prevent internal displacement and reduce its negative consequences. The IDI measures these institutional efforts by considering the publication or use by a government of quality data regarding internal displacement, and through the existence and implementation of policies on internal displacement.

### I Publication of data on internal displacement

Addressing internal displacement effectively requires prevention and response plans to be built on quality data about the scale of the phenomenon, including the number and location of IDPs. Ideally, in order to provide tailored solutions to the needs of all IDPs, this data should be disaggregated by age, sex and other relevant characteristics, as evidence shows that children, women, older people and other groups face specific challenges in their displacement.<sup>20</sup>

The publication of data on the number of IDPs by a national government is an indication of its commitment and ability to address the issue in a transparent and coordinated way. When governments are unable to collect and publish this information themselves, they can endorse and use data produced by other institutions such as the International Organization for Migration's Displacement Tracking Matrix.

This indicator serves to measure the government's capacity and political will to act on internal displacement and inform its actions. This indicator will be rated by IDMC between 0 and 1, with 1 being the best case scenario, based on a checklist of 10 minimum requirements with equal weight:

1. The government publishes or endorses data on the number of people internally displaced in the context of disasters;
2. Data on the number of people internally displaced in the context of disasters is disaggregated by location at the sub-national level;
3. Data on the number of people internally displaced in the context of disasters is disaggregated by gender;

4. Data on the number of people internally displaced in the context of disasters is disaggregated by age;
5. Data on the number of people internally displaced in the context of disasters is updated at least annually;
6. The government publishes or endorses data on the number of people internally displaced in the context of conflict or violence;
7. Data on the number of people internally displaced in the context of conflict or violence is disaggregated by location at the sub-national level;
8. Data on the number of people internally displaced in the context of conflict or violence is disaggregated by gender;
9. Data on the number of people internally displaced in the context of conflict or violence is disaggregated by age;
10. Data on the number of people internally displaced in the context of conflict or violence is updated at least annually.

### I National Policies on internal displacement

Another indication of a government's commitment to address internal displacement is the existence of dedicated policies, frameworks, strategies or plans.

This indicator will be rated by IDMC between 0 and 1, with 1 being the best case scenario, based on the following checklist of minimum requirements with equal weight:

1. Existence of a dedicated national policy on internal displacement or clear inclusion of internal displacement in broader policies, including national development plans or disaster risk reduction strategies;
2. Inclusion of internal displacement associated with both disasters and conflict or violence in these policies;
3. Inclusion of measures to prevent new internal displacements in these policies;
4. Inclusion of measures to ensure durable solutions for IDPs in these policies;
5. Inclusion of measures to mitigate the negative consequences of internal displacement for other groups including communities of refuge and origin.

### I Implementation capacity

National policies on internal displacement are not always accompanied by the necessary resources to implement

them. This crucial point will be measured by the third indicator on policies and capacities, implementation capacity.

Implementation capacity will be rated by IDMC between 0 and 1, with 1 being the best case scenario, based on the following checklist of minimum requirements with equal weight:

1. A dedicated public entity is in charge of dealing with internal displacement at the national level;
2. Public funds are allocated to the implementation of national policies regarding internal displacement;
3. IDPs can access support from the government or other aid providers.

## CONTEXT INDICATORS

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Research by IDMC and others has shown that the level of internal displacement in a country is correlated with environmental factors, socioeconomic development and governance.<sup>21</sup> Investments in environmental sustainability, inclusive and sustainable development, peace and stability can limit the likelihood, scale and impacts of internal displacement. The IDI accounts for this factor using three indicators for environmental sustainability, socioeconomic development, security and political stability. All three are composite indices produced by internationally recognised institutions.

### | Environmental sustainability

Disasters such as storms, floods or earthquakes led to 18.8 million new displacements in 2017, 1.5 times the number associated with conflict and violence.<sup>22</sup> In addition, slow-onset disasters linked to climate change or environmental degradation are suspected to displace millions, although no global figure is currently available. IDMC estimated the number of displacements in the context of the drought in Somalia to 1.3 million in 2017. Figures for other slow-onset events remain unknown.

The Environmental Performance Index (EPI) published by Yale, Colombia University and the World Economic Forum measures the effectiveness of national policies on environmental health and ecosystem vitality. It is produced every two years for 180 countries and serves as the environmental sustainability indicator for the IDI, with higher values indicating better conditions.<sup>23</sup>

### | Socioeconomic development

Studies have highlighted the links between socioeconomic development and internal displacement. IDMC published an analysis of 1,500 socioeconomic indicators in 2018, relating them to the number of new displacements caused by disasters or by conflict.<sup>24</sup> The 2018 Global Report on Internal Displacement showed that low levels of human development correlate strongly with disaster displacement risk.<sup>25</sup>

The Human Development Index produced annually by the UN Development Programme brings together indicators on income, health and education. It provides a more comprehensive measure of socioeconomic development than any single indicator and demonstrates development's relation to internal displacement. It serves as the socioeconomic development indicator for the IDI, with higher values indicating better conditions.

### | Security and political stability

The number of new displacements caused by conflict is highly correlated with governance indicators assessing political participation, accountability, political stability, violence, government effectiveness, rule of law and corruption.<sup>26</sup>

The World Bank publishes information on political stability and the absence of violence in over 200 countries as part of their research programme on Worldwide Governance Indicators. Using data from external sources including academia, civil society and multilateral organisations, this index measures perceptions of the likelihood of political instability and/or politically motivated violence, including terrorism. It is updated annually.<sup>27</sup> The political stability and absence of violence index of the Worldwide Governance Indicators is used for the computation of the IDI, with higher values indicating better conditions.

## IMPACT INDICATORS

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When an event such as a natural hazard or a conflict builds on the pre-existing vulnerabilities of a population, displacement happens. The impacts of an internal displacement crisis vary depending on the number of people affected, the severity of their situation and the duration of their displacement. The IDI measures these impacts through the



Ahmed and his son Ali (6). When the conflict started, Ahmed's family fled their home town of Taizz, eventually ending up in Sana'a in 2010. As internally displaced people that have been forced to move multiple times in search of safety, the family has nothing left of their belongings. Photo: NRC/ Becky Bakr Abdulla, August 2018

scale of displacement, a severity assessment and estimates of the economic impact of the crisis.

## I Scale of displacement

IDMC measures the scale of internal displacement based on the number of new displacements in the context of conflicts or disasters and on the number of IDPs in the context of conflicts.

The number of IDPs in the context of conflicts is reported by IDMC as a stock figure, taken as of 31 December of each year. It indicates how many people are internally displaced on that date and includes people displaced for all periods, from a few days up to several decades. Information on how long people have been displaced will be given in the IDI in the comments accompanying each country's index. The number of IDPs in the context of disasters is not currently available.

The number of IDPs is expressed as a percentage of the country's population and normalised to arrive at a value between 0 and 1. Countries with 0 IDPs will get the maximum value of 1. Countries with 40 per cent of their population internally displaced will get the minimum value of 0, based on the highest record by IDMC, in 2014, when 37.4 per cent of Syria's population was internally displaced.

$$\frac{(\text{Country's value} - 40)}{(0 - 40)} = \text{IDPs indicator}$$

For example, if the number of IDPs in a country represents 20 per cent of the national population, the country's value for the IDPs indicator will be 0.5.

The number of new displacements accounts for every movement a person has had to make because of the crisis: one IDP can be forced to move several times,

which will each be listed as separate displacements. This figure is reported as the total number of displacements recorded from 1 January to 31 December of each year. It is available both for conflicts and for disasters.

The numbers of conflict and disaster-related new internal displacements for each country will be added up and reported to the country's population before being normalised and expressed between 0 and 1. Countries with no new displacements will get the maximum value of 1. Countries with the total number of new displacements representing 25 per cent of their population will get the minimum value of 0, based on the highest record by IDMC, in 2013, when new displacements in the Central African Republic represented 21.1 per cent of the population.

$$\frac{(\text{Country's value} - 25)}{(0 - 25)} = \text{New displacements indicator}$$

Using this formula, if the total number of new internal displacements amounts to the equivalent of seven per cent of the national population, the country's value for the new displacements indicator will be 0.72.

Final values for the scale of displacement indicator are expressed between 0 and 1 as the arithmetic average of the IDPs indicator and the new displacements indicator. In the case of a country where these values are respectively 0.8 and 0.3, the scale of displacement indicator would be:

$$\frac{(0.8 + 0.3)}{2} = 0.55$$

In the case of disasters, pre-emptive evacuations are included in the number of new displacements. Although pre-emptive evacuations are a life-saving measure showing a government's capacity to address disasters, they are the result of the population's exposure and vulnerability to natural hazards. Countries where large-scale pre-emptive evacuations have significantly increased the number of new displacements and therefore lowered the indicator's score will be highlighted in the explanatory text that will accompany each country's index value.

Another caveat is that in cases where countries have recently invested in improving their data collection system, or otherwise increased the number of recorded displacements or IDPs because of additional engagement or resources, the increased figures may impact

the indicator negatively instead of reflecting a positive evolution. These cases will also be highlighted in the analysis that will accompany each country's index.

## | Severity

The severity assessment's methodology is presented in more detail in a dedicated publication.<sup>28</sup> It combines information on the number of displacements and IDPs with an assessment of the conditions in which those people live.

The severity assessment includes 24 questions aligned with the IASC framework on durable solutions for IDPs, which are answered by IDMC based on a standard methodology relying on expert opinion and secondary data analysis. The questions assess the extent to which a durable solution has been reached for IDPs, including safety and security, livelihoods, housing, services, documentation, family reunification, public affairs and access to remedies and justice.

The severity assessment rates the situation in each of these areas using a numerical value. The eight values are then combined into an arithmetic average, in which each value holds equal weight, to arrive at a single numerical value between 0 and 1, which serves as the severity indicator for the IDI.

## | Economic impacts

Internal displacement can have devastating effects on the lives of displaced people, their dependents, their hosts and those who are left behind in the community of origin. Through its impacts on health, livelihoods, security, housing and access to infrastructure, education, social life and the environment, internal displacement can damage their wellbeing and affect society as a whole.

By limiting affected people's ability to contribute to the economy and generating specific needs that must be paid for by IDPs, their hosts, their government or other aid providers, internal displacement also has a financial impact. In 2018, IDMC developed an original methodology to estimate the economic impacts of internal displacement.<sup>29</sup>

These measures assess the costs and losses associated with internal displacement's most direct consequences on health, shelter, education, security and livelihoods,

using publicly available data. The economic impact of internal displacement is expressed as a percentage of the country's GDP.

In the case of countries where data about the economic impacts of internal displacement are not available, the IDI will apply the international average cost per IDP, \$310, to the number of internally displaced people in these countries. This will be reported as a percentage of GDP.

The percentage of GDP is then normalised to arrive at a value between 0 and 1. Countries for which the economic impact of internal displacement is estimated to represent 0 per cent of the GDP will get the maximum value of 1. Countries for which this economic impact represents 30 per cent of the GDP will get the minimum value of 0, based on the highest estimate by IDMC, for South Sudan in 2016.

$$\frac{(\text{Country's value} - 30)}{(0 - 30)} = \text{Economic impacts indicator}$$

If the estimated economic impacts in a country amount to nine per cent of its GDP, the country's value for the economic impacts indicator will be 0.7.

## COMPUTING THE INTERNAL DISPLACEMENT INDEX

The IDI is made up of three indices, the policies and capacities index, the context index and the impact index. The values for all three indices are set between 0 and 1, with 1 the best and 0 the worst situation. Based on the premise that policies and capacities, contextual drivers and impacts are equally important to assess internal displacement, the three indices are allocated equal weight in the calculation of the IDI.

### | Policies and capacities index

The policies and capacities index is made up of three values of equal weight: the publication or use of quality data on internal displacement by the government, the existence of national policies on internal displacement and the level of national implementation capacity.

Values for these three indicators are given equal weight and aggregated using an arithmetic average.

$$\frac{(\text{Data value} + \text{Policy value} + \text{Implementation value})}{3} = \text{Policies \& capacities index}$$

### | Context index

The context index is made up of three values: environmental sustainability, socioeconomic development and political stability.

The IDI's environmental sustainability figure is based on the Environmental Performance Index's values. These range from 0 to 100. In 2017, the minimum value was 27.43 for Burundi, and the maximum value was 87.42 for Switzerland. The IDI's figure is gained by dividing the EPI number by 100 and are expressed as a value between 0 and 1.

The IDI's socioeconomic development value is based on the Human Development Index (HDI), developed by UNDP. The HDI expresses values in a range from 0-1. In 2017, the minimum value was 0.354 for Niger and the maximum was 0.953 for Norway. IDI's values are those of the HDI.

The security and political stability index takes its figures from the Political Stability and Absence of Violence Index in the World Bank's Worldwide Governance Indicators. Its figures are published with values ranging from 0 to 100. In 2017, the minimum value was 0 for Yemen and the maximum was 100 for Greenland. Each country's value is divided by 100 for use in the IDI.

Values for all three indices are given equal weight and aggregated using an arithmetic average.

$$\frac{(\text{Environmental sustainability Index} + \text{Socioeconomic development Index} + \text{Security and political stability Index})}{3} = \text{Context index}$$

### | Impacts index

The impacts index is made up of three values: the scale of displacement, the severity assessment and the estimated economic impact. All are expressed between 0 and 1 as explained above.

Values for all three indicators are given equal weight and aggregated using an arithmetic average and equal weight.

$$\frac{(\text{Scale of displacement} + \text{Severity assessment} + \text{Economic impact})}{3} = \text{Impacts index}$$

## I Aggregating policies and capacities, context and impact indices

The values of the policies and capacities, context and impact indices are then averaged into the Internal Displacement Index using arithmetic mean and equal weight.

$$\frac{(\text{Policies and capacities index} + \text{Context index} + \text{Impact index})}{3} = \text{Internal Displacement index}$$

**( ) / 3 = Internal Displacement Index**

IDMC will only compute the IDI for countries where data is available for all individual indicators. For countries where data gaps remain, individual indicators' values will be presented separately, along with an explanatory text highlighting these gaps and the need to collect more and better data in the future.

## I Interpreting the IDI

The IDI is intended to allow rapid evaluation of a country's overall progress or regress on internal displacement from one year to another. The 2019 IDI report will include values for 2017 and 2018. The difference between the values will highlight countries where the situation has improved or worsened in terms of the government's capacity to prevent and respond to internal displacement, the likelihood of new displacement or the increased severity of existing displacement, or a combination of these.

The policies and capacities, context and impacts indices' values, as well as each individual indicator's value, will help identify the areas that have caused a country's increase or decrease in the IDI. These changes from one year to the next will be highlighted and explained further in the narrative that will accompany each country's IDI.

These evolutions will, for instance, point to countries that have recently invested in policies, information or other resources to address internal displacement, identify those where contextual drivers of displacement are increasing or decreasing the likelihood of future crises, and reveal improvement or degradation in ongoing displacement crises across the world.

Viewed apart from data regarding previous years, a country's IDI can give a broad indication of its overall internal displacement situation compared to other countries'. Countries with higher IDI values are closer to an ideal situation where the government has full capacity to respond to crises, where the socioeconomic, environmental and political context is unlikely to aggravate displacement risk and where no internal displacement is currently being recorded. Countries close to zero would have very little capacity to address internal displacement, suffer from low socioeconomic development, political instability and unsustainable environmental practices likely to lead to displacement crises, and would be undergoing large-scale, severe internal displacement.

The IDI cannot, however, provide precise enough information to guide emergency response plans, for instance. It is not intended as an operational tool. Cross-country comparisons should also be interpreted carefully as differences between two countries for which the IDI value is close can be caused by lack of more precise, accurate or updated data.



# SRI LANKA

Despite its significant progress towards reconstruction and economic development<sup>30</sup>, Sri Lanka still faces a series of challenges associated with internal displacement as some IDPs from the 30-year civil war that ended in 2009 are yet to find durable solutions. In addition, the country is at risk of future displacement associated with disasters. Seven disasters triggered 135,000 new displacements in 2017 alone.

## POLICIES AND CAPACITIES

### | Data on IDPs

The Sri Lankan Ministry of Prison Reforms, Rehabilitation, Resettlement and Hindu Religious Affairs is responsible for collecting data on IDPs, refugees and communities displaced in the context of conflict. The data is disaggregated by location but not by age and gender. The Ministry of Public Administration and Disaster Manage-

ment releases data on evacuations to “safe locations” but not on long-term disaster displacement.

### | Policies on internal displacement

Sri Lanka adopted a National Policy on Durable Solutions for Conflict-affected Displacement in 2016<sup>31</sup>. Although the Policy was designed to set out the rights of IDPs, returnees and persons of concern associated with conflict, it recognises the need to protect the population from displacement associated with disasters. Indeed, the Policy recommends the development of a law that addresses all types of displacement. Prevention of future displacement, durable solutions, reconciliation and relations with host communities are integrated in the framework.

The 2010 National Policy on Disaster Management provides the legal basis for disaster risk management in the country and mentions IDPs in articles 13, 20 and 21.<sup>32</sup>



*An internally displaced family in a camp in Jaffna district. © IDMC/Anne-Kathrin Glatz, April 2015*

## | Implementation

The Ministry of Prison Reforms, Rehabilitation, Resettlement and Hindu Religious Affairs leads the implementation of the National Policy on Durable Solutions for conflict affected persons.

Sri Lanka's National Policy on Disaster Management is implemented by the Ministry of Public Administration and Disaster Management.

## CONTEXT

### | Environmental sustainability

With an EPI of 60.61, Sri Lanka ranks 70th of 180 included countries.<sup>33</sup> Ecosystem vitality, as well as water, forests and agriculture, are areas Sri Lanka needs to improve on to increase its EPI.

Although the majority of the population has access to drinking water, regional disparities exist and water is not always available in sufficient quantities.<sup>34</sup>

Deforestation is a challenging issue for the country, with a deforestation rate of 9.4 per cent between 1990 and 2015<sup>35</sup> due to high demand for land. Forest exploitation is the main driver of deforestation, followed by commodity- and agriculture-driven deforestation.<sup>36</sup> Deforestation also has an impact on biodiversity and Sri Lanka's endemic species.

### | Socioeconomic context

Sri Lanka is a high human development country, ranking 76 out of 189 countries assessed by UNDP in 2018, with an HDI value of 0.77.<sup>37</sup>

Life expectancy at birth was 75.5 years in 2017, while mean years of schooling remained at 10.9 years for the third consecutive year. GNI per capita increased to PPP\$11,326 in the same year. Sri Lanka's HDI increased by 23.2 per cent between 1990 and 2017.

Sri Lanka's economy is shifting towards manufacturing and services, promoting economic growth. The World Bank indicates that extreme poverty is rare, but a large portion of the population is just above the poverty line.<sup>38</sup>

## | Security and political stability

The Economist Intelligence Unit (EIU) considers Sri Lanka to be politically unstable and the World Bank's World Governance Indicators (WGI) attributes the country a value of 42.38 per cent in its Political Stability and Absence of Violence/Terrorism indicator,<sup>39</sup> ranking the country 122 out of 211 for this indicator. This shows a drop of more than four points from the previous year at 46.67.

The election of a new government in 2015 brought hope for better governance and durable solutions for IDPs. Sri Lanka faced a constitutional crisis in 2018, however, when President Sirisena dismissed Prime Minister Ranil Wickremasinghe to appoint former President Mahinda Rajapaksa to the position instead. This decision was ruled unconstitutional by the Supreme Court, after seven weeks of crisis.

Competition between the military and civilians for access to land or businesses is a notable source of tension in the country.<sup>40</sup>

Extremist groups including the Bodu Bala Sena (BBS) and the Sinhala Ravaya are targeting Muslims and Christians.<sup>41</sup>

## IMPACT

### | Scale of Displacement

Sri Lanka was hit by seven disasters in 2017, most of which were floods and landslides. These triggered 135,000 new displacements.

In addition, 42,000 people, 0.2 per cent of the national population, were still living in displacement at the end of 2017, more than eight years after the conclusion in 2009 of Sri Lanka's 30-year civil war, during which more than a million people were displaced internally and abroad.

### | Severity

IDPs in Sri Lanka are not exposed to active fighting and are generally able to access documentation, education and healthcare.

Access to remedies and justice can be problematic, however, when IDPs' land is occupied by the military.

Despite government claims that 80 per cent of occupied land has been returned, Human Rights Watch warns that the process of returns is not transparent. Moreover, the same report highlights that resettlement packages are not uniformly distributed.<sup>42</sup>

## | Economic impact

Internal displacement in Sri Lanka is estimated to have cost \$13 million in 2017, 0.015 per cent of the country's GDP. This figure is an underestimate based on the stock of IDPs associated with conflict and does not include the cost of the new displacements associated with disasters, or economic impacts on host communities.

## SRI LANKA'S INTERNAL DISPLACEMENT INDEX

The table below summarises Sri Lanka's **progress** or **regress** in the past 12 months in all these key areas. Progress was achieved in socioeconomic development, but the Context Index decreased because of the drop in the environmental sustainability and in the security and political stability performances.

The overall Internal Displacement Index registers a small regress in 2018 compared to 2017.

### POLICIES AND CAPACITIES

Publication of data	National policies	Implementation capacity	Policies and capacities Index
0.600	0.900	1	0.833

### CONTEXT

Environmental sustainability	Socioeconomic development	Security and political stability	Context Index
0.606 (-0.050)	0.770 (+0.002)	0.424 (-0.043)	0.600 (-0.029)

### IMPACT

Scale of displacement	Severity (provisional)	Economic impact (estimate)	Impact Index
0.985 (+0.036)	0.798	1 (+0.001)	0.927 (+0.012)

**IDI 2019 = 0.787 (-0.006)**

# SYRIA

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Syria's multi-sided conflict and the protection crisis which has developed as a result of it are now in their eighth year. In 2018, hostilities escalated in several areas including in Eastern Ghouta and in the South, causing casualties, large-scale displacement and destruction of infrastructures. Hostilities subsided in some areas that became relatively stable and secure. However, explosive contamination remained a concern and hostilities were still ongoing in the north-west and south-east of the country at the end of 2018.<sup>43</sup>

## POLICIES AND CAPACITIES

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### | Data on IDPs

The government of Syria does not publish data on internal displacement and NPM Initiative stopped operating in the country in December 2017.

### | Policies on internal displacement

Syria does not have a dedicated national policy on internal displacement, nor does it include internal displacement in broader policies, including national development plans or disaster risk reduction strategies.

### | Implementation

Syria's Humanitarian Response Plan is developed by the United Nations Office for the Coordination of Humanitarian Affairs in consultation with the government and sets the framework for humanitarian response to populations affected by the conflict, including IDPs.

## CONTEXT

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### | Environmental sustainability

Syria has not featured in the EPI since 2016, when it had a score of 66.91.

The conflict has a dramatic impact on the country's environmental sustainability, affecting waste management and water supply as well as damaging oil refineries, causing oil spills and fires.<sup>44</sup>

### | Socioeconomic context

Syria ranks 155 out of 189 countries assessed by UNDP's Human Development Index in 2018, with an index value of 0.536. It is categorised as a low human development country. Life expectancy at birth was 71 years in 2017, while mean years of schooling was at 5.1 years. GNI per capita decreased from PPP \$2,432 to PPP \$2,337. Syria's HDI decreased by 7.5 per cent between 1995 and 2017, with the most significant decrease since the conflict began.<sup>45</sup>

The World Bank reports that millions of people have lost their livelihoods, as well as sustained access to healthcare, education and housing during the conflict. Disruption of trade has also impacted the country's international reserves.<sup>46</sup>

### | Security and political stability

The World Bank's Worldwide Governance Index currently gives Syria a score of 0.95 out of 100 on its Political Stability and Absence of Terrorism/Violence indicator, one of the lowest scores worldwide.<sup>47</sup>

Syria descended into civil war in March 2011, during the 'Arab Spring'. Civilians are exposed to violations of international humanitarian and human rights law, to intense and widespread hostilities, including deliberate targeting of civilians and civilian infrastructure, such as schools and healthcare facilities.<sup>48</sup>

2018 saw an escalation of the hostilities in some areas which led to numerous displacements. In early 2018, Eastern Ghouta was targeted by aerial and ground offensives. In June 2018, the Government's operation to regain the South of the country pushed up to 325,000 people to flee towards Jordan or the Golan.<sup>49</sup>



*With most of the neighbourhood in ruins, tens of thousands of Syrians are still displaced with no home to return to, but hundreds have also returned to what remains of their houses or stayed all along. Photo: Karl Schembri/NRC, June 2018*

In September 2018, the announcement of a demilitarized zone in the Idlib de-escalation area contributed to a reduction in the level of hostilities.

## IMPACT

### | Scale of Displacement

Of 2,913,300 new displacements recorded in Syria in 2017, 2,911,000 were associated with conflict. This is the highest number of new displacements recorded globally in 2017. Multiple displacement is now the most common experience of displaced people in Syria, with some IDPs in the country compelled to flee as many as 25 times because a single move could not protect them in an environment of constantly shifting front lines and the ongoing breakdown of basic services.

With the effective closure of Syria's border with Turkey in 2016, people encountered increasing barriers to seeking refuge in Turkey or asylum abroad, remaining internally displaced as they sought ways to enter Turkey. Syria's southern border with Jordan was completely closed for three years up to October 2018 and remains closed to people, leading to protracted displacement in this border region.

Syria had 6,784,000 IDPs associated with conflict at the end of 2017, 37.1 per cent of the country's total population. Syria's Scale of Displacement indicator of 0.217 is the worst of all countries covered by IDMC in 2018.

### | Severity

Syria has been described as the largest protection crisis of our time, with repeated breaches of international humanitarian and human rights law by all parties to

the conflict. Proximity to armed hostilities, increased poverty, family separation and lack of civil documentation have been identified as critical factors that increase protection risks and the vulnerability of people in Syria.

Health facilities are regularly targeted and it is estimated that almost half are at best partly functional. As of October 2018, there were an estimated 1.1 million people in need in hard-to-reach areas, representing a significant reduction compared to the 2.9 million people in need in these areas in October 2017.<sup>50</sup>

IDPs living in official camp sites and those in informal settlements are suffering poor conditions. Issues include overcrowding, lack of water and sanitation facilities and difficulties accessing food and cash, pushing IDPs to resort to negative coping mechanisms.

## Economic impact

IDMC estimates the annual cost of internal displacement to be \$310 per IDP, which, applied to the number of IDPs recorded as of 31 December 2017, represents 8.5 per cent of Syria's \$24.6 billion 2014 GDP.

## SYRIA'S INTERNAL DISPLACEMENT INDEX

The table below summarises Syria's **progress** or **regress** over the past twelve months in all of these key areas.

Slight progress was achieved in security and political stability which resulted in an increased score for the overall Context Index.

A substantial increase in the number of new displacements negatively affected the Scale of Displacement and the Economic Impact indicators, which in turn lowered the Impact Index.

The overall Internal Displacement Index registered a slight regress in 2018 compared to 2017.

### POLICIES AND CAPACITIES

Publication of data	National policies	Implementation capacity	Policies and capacities Index
0	0	0.333	0.111

### CONTEXT

Environmental sustainability	Socioeconomic development	Security and political stability	Context Index
0.669	0.536	0.010 (+0.010)	0.405 (+0.003)

### IMPACT

Scale of displacement	Severity (provisional)	Economic impact (estimate)	Impact Index
0.217 (-0.265)	0.048	0.715 (-0.019)	0.326 (-0.095)

**IDI 2019 = 0.281 (-0.030)**

# WAY FORWARD

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IDMC's objective for the first year of the Internal Displacement Index's roll out is to apply the methodology presented in this paper to at least 40 countries affected by internal displacement in the context of conflict, violence and disasters, in all regions of the world.

The ultimate goal of the IDI is to help countries and their partners monitor progress in preventing and responding to internal displacement. It is therefore essential that the IDI values for each country are updated regularly, ideally on an annual basis. The current engagement of national and international institutions to improve data on internal displacement, including through the work of the Expert Group on IDP and Refugee Statistics (EGRIS) and investments to monitor progress towards the Sustainable Development Goals (SDGs), should result

in more accurate and transparent information in the coming years. The IDI's methodology will be updated accordingly to take into account these advancements.

In addition to this desk-based assessment, IDMC will conduct, in partnership with concerned governments, in-country assessments that will be tailored to each country's national context and resources. These assessments are intended to support governments in producing their own progress monitoring tools for more efficient investments on internal displacement. Three countries will pilot these in-country assessments in 2019.

Findings from these country-level assessments will help further refine the methodology for the global index to arrive at a more comprehensive and accurate picture of internal displacement.



*An internally displaced family in Caimito, Cauca, Colombia. Photo: NRC/Ingrid Prestetun, October 2015*

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The Internal Displacement Monitoring Centre (IDMC) is the leading source of information and analysis on internal displacement worldwide. Since 1998, our role has been recognised and endorsed by United Nations General Assembly resolutions. IDMC is part of the Norwegian Refugee Council (NRC), an independent, non-governmental humanitarian organisation.

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