

THE CONGRESS OF LOCAL AND REGIONAL AUTHORITIES

Recommendation 437 (2019)¹ **The role of local and regional authorities in protecting internally displaced persons (IDPs)**

1. The issue of population displacement is a global phenomenon which has reached an unprecedented scale in recent years. In 2018 alone, 28 million people from 148 countries were internally displaced. However, despite the ever-growing number of internally displaced persons (hereafter “IDPs”) in the world, their plight sometimes tends to be overshadowed by the refugee and migration crisis.

2. IDPs are, according to the 1998 United Nations Guiding Principles on Internal Displacement, those who have been “forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border”. They have the right to seek safety in another part of their country, to leave their country, to seek asylum in another country, the right to recognition everywhere as a person before the law, the right to health care, to education, to employment, to security, to liberty of movement, and the right to be protected against forcible return to, or resettlement in, any place where their life, safety, liberty and/or health would be at risk.

3. In Europe, over the past decades, more than 4 million people have been displaced inside their own countries due to armed conflicts and violence. In addition to the IDPs affected by earlier conflicts in Europe, which include Azerbaijan, Armenia, Bosnia and Herzegovina, Cyprus, Georgia, Kosovo,² North Macedonia, Russian Federation and Turkey, more recently there have been 1.7 million IDPs in Ukraine following the illegal annexation of the Crimean Peninsula of Ukraine by the Russian Federation and the areas affected by foreign military intervention in the eastern part of the country.

4. Alongside armed conflicts, heightened vulnerability and exposure to sudden-onset hazards are a real risk. Wildfires have been a particularly visible expression of this (Greece) and as has the risk of being displaced by floods, particularly in cities (France). Globally, there have been 17.2 million new disaster displacements in 146 countries. In Europe, three quarters of the population are estimated to live in urban areas vulnerable to natural hazards. Consequently, for local and national governments in Europe, disaster displacement needs to be a component of risk reduction and response strategies. This is also in line with the United Nations Sustainable Development Goal 13, which calls for urgent action to combat climate change and its impacts.

5. Internal displacements are, first and foremost, a human rights issue. They should be addressed as such. IDPs are currently facing administrative obstacles preventing their full inclusion. They also encounter issues regarding employment, housing, education, and health – to cite only a few. The access to these basic services is unequal, and IDPs are disproportionately affected. The authorities have a primary duty and responsibility to provide protection and humanitarian assistance to IDPs within their jurisdiction, and IDPs have the right to request and receive protection and assistance from these authorities.

6. In its Recommendation Rec(2006)6 on internally displaced persons, the Committee of Ministers of the Council of Europe asked member States to make sure that IDPs are provided with the necessary documents to exercise their rights, and are properly informed. Even though they have been displaced, IDPs remain nationals of the state in which they live. Hence, they are entitled to the same human rights as other citizens, as enshrined in national, regional and international legislation.

7. A 2018 report adopted by the Parliamentary Assembly of the Council of Europe (PACE), reminded member States that the fundamental human rights of IDPs and their families should be kept in mind when relocating them. PACE deplored the fact that the humanitarian situation of most IDPs in Europe had been negatively affected by the fact that underlying conflicts are protracted and by forced displacements, and underlined that the human rights and humanitarian needs of IDPs should be a central point in all international efforts to monitor and mediate those conflicts.

8. In 2018, the Congress of Local and Regional Authorities of the Council of Europe issued a “Human rights handbook for local and regional authorities”, which sets out the rights of IDPs and the obligation of local and regional authorities to ensure these rights. The Congress acknowledged the crucial role of local and regional authorities in facilitating IDPs’ integration and participation in public and political life. More specifically, in its Recommendation 419 (2018) on voting rights at local level as an element of successful long-term integration of migrants and IDPs in Europe’s municipalities and regions, the Congress considered voting rights to be an efficient tool for the integration of IDPs.

9. In light of the above, the Congress calls on member States of the Council of Europe to:

a. respect the rights of IDPs who should be able to enjoy their rights as citizens of their countries but above all as human beings, and assemble all resources to provide them with protection and humanitarian assistance in their new environment, but also guarantee their right to return to their place of origin in safety and with dignity;

b. co-operate with local and regional authorities in the planning, implementation and follow-up of initiatives and policies regarding IDPs, making sure that the financial support allocated to local and regional authorities is transparent, fair, and based on declared needs;

c. raise public awareness on the plight of IDPs and build a positive discourse regarding their situation in order to achieve social cohesion and prevent discriminatory speech;

d. provide more flexible legislation that allows IDPs to fully exercise their voting rights, as these are a natural starting point for successful integration in the life of their community;

e. provide legislative support to policy development aiming to improve the living conditions of IDPs by facilitating their access to housing as well as to other basic services and infrastructure such as health or education;

f. keep track of new displacements in order to know exactly how many IDPs live in a given area and adapt policies in consequence, by creating a check-list in order to build an

evidence base including different categories such as data and analysis, capacity and participation, and incentives and political will;

g. aim, at the international level, at close co-ordination with other member States and at sharing good practices regarding the situation of IDPs.

1. Debated and adopted by the Congress on 29 October 2019, 1st sitting (see Document [CG37\(2019\)09](#), explanatory memorandum), co-rapporteurs: Marianne HOLLINGER, Switzerland (L, ILDG) and Oleksandr SIENKEVYCH, Ukraine (L, ILDG).

2. All reference to Kosovo, whether to the territory, institutions or population, in this text shall be understood in full compliance with United Nations Security Council Resolution 1244 and without prejudice to the status of Kosovo.