

Global IDP
PROJECT

Training workshop on protection of IDPs and the UN Guiding Principles on Internal Displacement

Jakarta, Indonesia 28 February – 1 March 2002



NORWEGIAN
REFUGEE COUNCIL

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Introduction

The Global IDP Project of the Norwegian Refugee Council (NRC) organizes training workshops on protection and the UN Guiding Principles on Internal Displacement for NGOs, government staff, UN staff and the IDPs themselves. Since 1999, workshops have been held in Angola, Burundi, Colombia, Georgia, India, Liberia, the Philippines, Sierra Leone, Thailand, Uganda and in Jakarta, Indonesia on 28 February - 1 March, 2002.

In Indonesia, the Norwegian Refugee Council provides support to internally displaced persons through a consortium comprised of the Danish Refugee Council, the International Rescue Committee and Stichting Vluchteling: the Consortium for Assistance to Refugees and Displaced in Indonesia (CARDI). The consortium strives to include protection aspects in its programme, and felt a need to better understand the concept of protection as such, as well as the potential use of the Guiding Principles in such protection work. CARDI and the Global IDP Project therefore invited a number of humanitarian NGOs to discuss protection and the Guiding Principles in a structured workshop addressing questions such as what is protection, which are the different ways of doing it and how can we better include protection concerns in our relief programmes.

The main objectives of the workshop were:

- To contribute to humanitarian actors' conceptual understanding of protection
- To discuss different methods of carrying out protection
- To analyze the protection component in our relief programmes for IDPs
- To familiarize participants with the Guiding Principles on Internal Displacement as a protection tool.
- To explain and discuss basic international human rights and humanitarian law concepts as covered by the Guiding Principles.
- To look at the current state of implementation of the Guiding Principles in Indonesia and to identify ways to more fully implement them.

A total of 43 participants, representing 18, national and international NGOs as well as two representatives of OCHA Jakarta attended the event, held at the Hotel Atlet Century Park in Jakarta. Some 10 participants had travelled from some of the most displacement affected provinces to attend the workshop (Aceh, North Sulawesi, Maluku and North Maluku).

The workshop methodology combined a number of presentations with extensive group work, group presentations and plenary discussions. Each session was initiated with a thematic presentation based on NRC's training modules on the content and use of the Guiding Principles. Next, participants were divided up into groups and handed group assignments. Once back in plenary, a rapporteur from each group summarized the group findings, followed by a plenary discussion on the topic addressed.

The Resident Representative of NRC in Geneva, Elisabeth Rasmusson, and the Field Representative of CARDI, Hervé de Baillenx opened the workshop. In their opening remarks, both stressed the need to bridge the traditional divide between human rights and humanitarian action. For this purpose, the UN Guiding Principles have proven a useful tool.

Protection by humanitarian actors

During the first session, the somewhat ambiguous and sometimes unclear meaning of protection was discussed. It was agreed that protection is something much broader than physical safety provided by armed actors. Some people associate protection with more traditional human rights activities, such as documentation and dissemination of information on human rights violations, while others think of protection as a very broad concept, encompassing all humanitarian and human rights activities. Participants were introduced to a commonly used definition of protection elaborated in an ICRC workshop back in 1999:

“All activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law (i.e. human rights, humanitarian law and refugee law).”

It was acknowledged that this definition is so broad that it is almost un-operational, but it should be remembered that the definition is the product of the effort of a large number of NGOs and agencies with very different views and mandates. To make it more concrete, three categories of protection activities were suggested: 1) responsive, 2) remedial and 3) environment building activities. The first encompasses activities that prevent or put an end to on-going violations. The second aims to restore the victims' dignity through reparation or rehabilitation. The third category includes activities that build a general environment conducive to respect for human rights and humanitarian law. The characteristics of each category were illustrated through examples of protection activities addressing the issue of torture.

Who should be involved in protection activities?

Next, participants discussed who should actually implement protection activities. It was acknowledged that a number of international organizations have an explicit mandate to promote and provide protection, particularly the UN High Commissioner for Human Rights (UNHCHR), the

UN High Commissioner for Refugees (UNHCR) and the International Committee of the Red Cross (ICRC). However, the traditional “protection agencies” mentioned above are not always present in all countries affected by internal displacement. In Indonesia for example, UNHCHR is not present at all and UNHCR has only limited involvement with IDPs. Also, security concerns often limit UN presence in many provinces, which diminishes these agencies' direct access to the displaced. Lastly, the UN agencies' more “diplomatic” mandates sometimes prevent them from addressing sensitive protection issues with the authorities. It was therefore argued that the protection needs of IDPs and other vulnerable groups cannot be sufficiently addressed unless non-traditional protection organizations – including humanitarian relief organizations – also take responsibility for increased protection measures.

This position is reflected in the UN Guiding Principles on Internal Displacement. The second day of the workshop was dedicated to the Principles but because of its relevance to the discussion, participants were introduced to Guiding Principle No 27 already during this session:

Guiding Principle No 27

“International humanitarian organizations and other appropriate actors when providing assistance should give due regard to the protection needs and human rights of internally displaced persons and take appropriate steps in this regards. [...]”

It was suggested that this particular phrasing stems from the notion that humanitarian organizations have not always made full and efficient use of very important protection related information that they come across when delivering humanitarian assistance. The Principle should be seen as an attempt to break down any barrier between protection and humanitarian assistance.

Participants define protection

The definition of an IDP and the issue of who should be doing protection were discussed in smaller groups, which then reported back into the

plenary group. One group felt that the reference to the rights of the individual in the definition of protection needed to be broadened to also include the rights of “communities and vulnerable groups”. Also, they suggested that there be a reference to the Guiding Principles in the definition of protection. They therefore came up with a slightly modified version of the definition of protection:

“All activities aimed at obtaining full respect for the rights of individuals/communities/vulnerable groups in accordance with the letter and spirit of the relevant bodies of law (i.e. human rights, humanitarian & refugee law) & humanitarian principles (i.e. the Guiding Principles on Internal Displacement) by governments and human rights & humanitarian actors” (Group 1)

Other groups felt that the reference to international human rights, humanitarian and refugee law in the definition made it too general and they therefore suggested the inclusion of national law and also local and cultural norms.

Four ways of doing protection: denunciation, persuasion, capacity building and substitution

Once participants had gained a better understanding of the concept of protection they were introduced to four different methods of implementing protection activities:

Denunciation

Organizations often denounce violations through documentation and dissemination of information. Most of these denunciations are public, and organizations are often using the media to disseminate the information. However, there are also “official” complaints, which refers to confidential complaints submitted to regional and international human rights bodies with an explicit mandate to process such complaints. The public denunciation has the advantage of drawing international attention and putting pressure on the State. “Official complaints” benefit from the fact

that governments, as State parties to international conventions, have already accepted the validity of the complaints process.

Persuasion

This method is an effort to convince the authorities to address the violations by a) describing the situation (reports, meetings, etc), b) point out authorities’ legal obligation, and c) suggest remedial action. For persuasion to be effective the authorities must enjoy a minimum of political will and power to implement changes and/or confront structures constituting obstacles to rights (military justice systems, etc.). Using a confidential procedure when reporting violations to the government can promote continued access to both the victims and the authorities. It also allows national authorities to dissociate themselves from violations by local authorities.

Capacity Building

This method aims to empower existing national and/or local institutions through project-oriented cooperation (often through training). Thereby, the protection activities almost become a joint venture with the authorities and a close relationship is often developed, which allows for a common assessment and analysis of weaknesses to be addressed. As a partner to the activity, the authorities are more likely to ensure the sustainability of the achievements. However, through a very close collaboration with a state institution organizations could be perceived as too close to a malfunctioning institution, which might end up paying lip service to the common protection objectives.

Substitution

Sometimes a humanitarian player steps in and takes over – substitutes – the protection responsibility of the state. A humanitarian organization might for example distribute food, provide basic health care or construct vital infrastructure (wells, latrines etc.). Also, material support to a non-existing or poorly functioning justice system is a common protection activity. This method is justified when there has been a complete or partial break down of the State and resources are extremely scarce. In some cases of State disintegration the international community has

substituted entire national justice systems with International war crimes tribunals, which would be an extreme case of protection through a substitution methodology.

What determines your choice of method?

Next, a plenary discussion ensued on the reasons for choosing one or another of the four methods presented above. It was agreed that the following factors determine your choice:

- The attitude of the authorities:
- The objective of your intervention:
- Your organization’s mandate and comparative advantages

In each situation we have to assess whether the reaction on part of the authorities will be to try to fulfill their obligations, deny their obligations or be unable to fulfill them. The choice of method is also influenced by the objective of your intervention. We have to ask ourselves if we want to prevent violations, put an end to them, repair the damage caused by them or punish the perpetrators in order to avoid impunity and repeated violations.

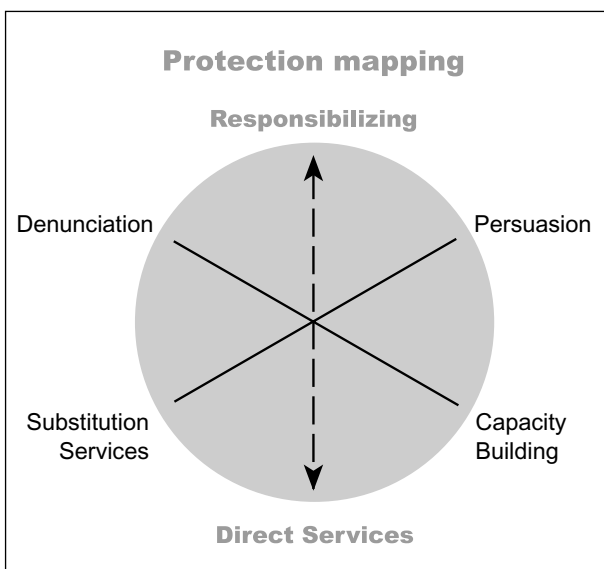
The preferred mode of action is also influenced by our organizational mandates and the comparative advantages of each organization. An increasing number of organizations have already included protection as a core activity in their programmes. Others might be less explicit about their commitment to protection but are effectively implementing activities providing protection to vulnerable groups. It was further suggested that direct access to victims and to the authorities are among the most important comparative advantages an organization can enjoy. Additionally, staff’s skills and experience in protection also determines an organization’s capacity to include protection activities in their programme.

Lastly, the workshop also discussed how all four methods could be effectively combined. Examples were given of protection issues, which

have been addressed using all four methods (e.g. anti-personnel mines, prison conditions). It was however suggested that it might be difficult for one and the same organization to combine more “confrontational methods”, such as denunciation, with methods of persuasion and capacity building.

Programme analysis from a protection perspective

Once participants had gained a better understanding of the different methods of implementing protection activities a protection mapping exercise was introduced.¹ For the purposes of this exercise the four modes of action discussed in the workshop were placed on a graph (Protection Map, see below) and divided into two strategies. One strategy was referred to as “responsibilizing” and covered those methods that are aiming to induce government action: denunciation and persuasion. The other strategy involves the provision of “direct services”. This strategy uses modes of action in which organizations are actively doing what should be the authorities’ responsibility: capacity building and substitution.



¹ The workshop used a mapping exercise developed by ICRC and others during the *Fourth workshop on protection for human rights and humanitarian organizations* (16-18 February 2000).

Each organization was then asked to make a list of their current programme activities and determine where each activity would fit into the Protection Map. Next, they were asked to identify gaps on the map and suggest new activities, which could make the map more complete and give the programme more of a protection profile. As additional guidance, participants were provided with examples of where well-known NGOs and UN agencies would be positioned on the map.

It was clear from the Protection Maps drawn up by the groups that few of the participating organizations are doing, or are foreseeing getting involved in, public and direct denunciation. Some NGOs reported doing some indirect denunciation through dissemination of information.

Persuasion however, was used by many of the participating organizations. The groups concluded that a persuasion methodology is not only used in formal meetings and reports, but is rather something that NGOs rely on in a more or less constant dialogue with the authorities.

Many of the participating organizations felt that they are heavily involved in protection through different kinds of capacity building activities. However, few of them work directly with the authorities. They rather aim to strengthen local NGOs, which often work with (or substitute for) the Indonesian authorities. In general, international NGOs reported quite limited direct collaboration with state institutions.

Most organizations placed some of their protection activities in the fourth and last field on the map: substitution. Some ventured into this area only when necessary. As an example, one organization mentioned the periodic short-term need to provide life saving medical support in some remote regions.

In conclusion, the groups felt that the mapping exercise provided a useful opportunity to analyze in a structured manner (modes of action) what kind of protection activities their organizations are doing and which methods they are not using

at all. Secondly, the exercise invited them to reflect on the need to modify certain activities without necessarily changing from one mode of action to another. It was agreed that in order to maximize our protection impact we need to ask ourselves: who are we educating/providing capacity building, whom are we delivering food and non-food items to, which local organizations are we working with and in which communities are we carrying out projects.

It was clear from the mapping exercise that most activities fall in the three categories referred to as persuasion, capacity building and substitution, while only limited activities could be classified as denunciation. Also, some organizations found themselves too focused on a “direct services” strategy (bottom half of the map) and expressed an interest in shifting their focus more towards a “responsibilizing” strategy (upper half of the map).

The UN Guiding Principles as a protection tool

Introduction and legal background

On the second day of the workshop, the UN Guiding Principles on Internal Displacement were discussed and applied to the Indonesian context. In a brief introduction, participants received information on the mandate of the Special Representative of the Secretary General, Mr. Francis Deng, and the background to the development of the Principles. Next, the basic legal sources of the Principles as well as the Indonesian government's international human rights and humanitarian law commitments were reviewed.

During the plenary discussion, some participants expressed a need to better understand the basic concept of a "right". A spontaneous discussion ensued on States' obligation to respect their citizen's human rights. Also, the difference between a common crime carried out by an individual and a human rights violation perpetrated by a State agent was clarified. Similarly, the relation between national legislation and international conventions was briefly addressed. As an important lesson learned, this session showed that humanitarian actors need to better understand the concept of a right before they are ready to benefit from the wealth of protection principles contained in human rights and humanitarian law instruments.

Definition of an IDP

During this session the workshop discussed the definition of an internally displaced person in the UN guiding Principles and in Indonesia. First, it was made clear that the definition in the Principles is a descriptive definition, while some countries have decided to develop a legal definition of an IDP. Such legal definitions normally entitle the displaced to special socio-economic benefits not enjoyed by other citizen. A descriptive definition, like the one used in the UN Guiding Principles, only identifies a vulnerable group – the displaced – but does not entitle IDPs to any special legal rights.

The wording of the definition in the Principles was looked at in detail and the core elements of

the definition were discussed: 1) IDPs have been forced to flee and, 2) IDPs have not crossed an internationally recognized border. Furthermore, the causes listed in the Guiding Principle definition were grouped into four categories of displacement:

- Conflict-induced
- Development-induced
- Natural disasters
- Human made disasters

It was discussed how development projects generally contribute to the fulfillment of rights but sometimes displace large populations at the same time. Such development-induced displacement falls within the definition of the Principles when the project causing the displacement cannot be considered of "compelling and overriding public interest".

Participants did not know of any legal nor descriptive IDP definition used by the Indonesian authorities. It was pointed out that the definition of an IDP in Indonesia is complicated by the fact that Bahasa Indonesia uses the same word for an internally displaced person as for a refugee (*pengungsi*). Also, as a result of the government-induced economic migration programme (transmigration), displaced communities are often mixed with economic migrants, further complicating the definition of an IDP.

Protection from and during displacement, return or resettlement

Most of the second day of the workshop was dedicated to the concrete protection provisions in the Guiding Principles. The workshop looked at protection from displacement, during displacement and during return or resettlement. The discussion was structured around five themes:

- Non discrimination
- Movement related rights
- Physical security
- Special needs of the internally displaced
- Right to return or resettlement

Some of the key Principles falling under each of these themes were highlighted. Fundamental human rights, humanitarian and refugee law concepts such as freedom of movement, right to life/physical security, right to a livelihood and the right to return were briefly explained. Next, each working group was assigned a number of Guiding Principles and asked to assess how well these are being implemented in Indonesia and to identify how they could be better adhered to in the Indonesian context.

Non-discrimination

On the issue of discrimination it was acknowledged that there could be some situations of discrimination against IDPs in Indonesia, particularly of displaced female heads of household, whom often find it difficult to collect their entitlements as IDPs. Local authorities often insist that entitlements are only handed out to male heads of household. However, throughout the workshop, participants seemed equally concerned about the need to not discriminate against host and neighboring communities when attending to the needs of IDPs. The importance of not over-compensating IDPs, to the detriment of local population, was stressed repeatedly throughout the workshop.

Movement related rights

IDPs have been forced to leave, so their right to freedom of movement has been violated by definition. Participants also reported some restrictions on freedom of movement of those already displaced. This was particularly mentioned in relation to collective settlements of IDPs in Aceh, where the Indonesian army strictly guards some IDP camps. There can of course be a need for physical protection of collective IDP settlements, but free movement in and out of the camp must be guaranteed.

Physical security

Some workshop participants work directly with national organizations which often receive detailed accounts of how IDPs and the general population's right to physical security is violated by both the State forces and non-state actors. Such violations reportedly include extra-judicial executions, torture, disappearances and indis-

criminate attacks on civilians and their property. In addition, participants expressed concern about recruitment of minors by both State and non-state actors. Children as young as 9 years were apparently involved in the communal violence in the Maluku and young children are reportedly used as paid informants by the army in Aceh.

Special needs of the internally displaced

This category of IDP-needs deals with rights such as the right to food, health care and housing. But also rights such as the right to property and personal identification documents. The rights to food, shelter and health care has so far been more or less respected in the Indonesian context, but participants were concerned that the government's eagerness to quickly end the current IDP situation (see *Protection concerns related to the Government's IDP policy*) could lead to sudden and severe limitations of these rights. On the other hand, IDPs' right to protection of property has not been fully upheld. Workshop participants described how many abandoned houses along the main roads in Aceh have been destroyed or turned into military posts.

Right to return or resettlement

So far, only a limited number of IDPs have either returned or been resettled, and those processes have not always been successful. Participants described how, for example, IDPs in North Sulawesi have been sent to North Maluku without sufficient coordination between the local authorities in the respective provinces. Commitments made by the local government in one province are often not upheld in the areas of return or resettlement. This is often due to lack of coordination, either between provincial departments, between provinces, or between the national and provincial levels of authority. Also, the provincial autonomy laws leave it to the provincial governments to decide how to tackle the issue, with only vague general guidelines from the central level. Thus, responses to IDP issues can vary greatly from one province to another, to the point that, different departments belonging to different ministries can be in charge of displacement in different provinces.

Protection concerns related to the Government's IDP policy

In September of 2001, the Government of Indonesia (GoI) issued a document titled National Policies on the Handling of Internally Displaced Persons/Refugees in Indonesia. This 3-page document describes, in very general terms, how the GoI is planning to solve the situation of 1.3 million IDPs in Indonesia. Given the short time-frame (until end of 2002), and the lack of a detailed strategic implementation plan, many national and international agencies are concerned that IDPs' rights will not be fully respected during the proposed process. The policy and its potential consequences were discussed during the workshop.

Participants expressed concerns on several levels. One major concern is that no public implementation strategy has been developed, leaving provincial authorities and agencies without any guidance on how to initiate the process of, either return, resettlement or integration. Lack of such guidance, combined with a tight deadline, opens up the door for hasty, arbitrary and misguided decisions. Participants described how, for example, a number of IDPs who fled to North Sulawesi were sent back to North Maluku without coordination between the two provincial governments, leaving them with very limited support in their areas of return. Other participants reported that distribution of food and non-food items had been suddenly withdrawn from an IDP settlement and electricity and water cut off in order to make the displaced return or resettle.

The issue of coordination is further complicated by the fact that different government agencies are responsible for IDPs in different provinces. The recently approved autonomy laws add to this very complex administrative situation. Some participants expressed concern that such an unclear administrative picture is not conducive to effective coordination and strict control of resources recently allocated for IDPs. According to participants, corruption is a huge obstacle to efficient response to IDPs in Indonesia. Therefore, many feared that new resources for IDPs will be siphoned off if the IDP policy is not made more concrete and transparent.

It was agreed that both the NGOs and the UN agencies need to probe into the government's concrete plans for addressing the IDP situation. Both UN agencies and NGOs should offer technical support to the elaboration of an implementation strategy, respectful of the UN Guiding Principles. This support should be offered both on the national and on the provincial level. Unfortunately, the authorities have so far not actively sought the support of, and coordination with, the NGOs and the UN agencies on the issue of the new IDP policy. However, in May 2002 a workshop co-organized by OCHA and BAKORNAS will address strategies to better attend to the rights and needs of IDPs.

- 1) Humanitarian actors in Indonesia (and elsewhere) have an important role to play in the protection of IDPs. In order to do so, they would benefit from increased familiarity with basic rights and protection concepts.
- 2) Protection should not be the exclusive responsibility of traditional protection agencies. All the humanitarian NGOs participating in the workshop are currently involved in the protection of IDPs in one way or another. Such a role for humanitarian agencies is encouraged by the UN Guiding Principles (GP No.27).
- 3) Workshop participants primarily use methods of persuasion, capacity building and substitution when implementing protection activities. Organizational mandates and comparative advantages, as well as the attitude of the authorities, often determine their choice of method.
- 4) Given that NGOs cannot physically protect IDPs, one way of maximizing protection of the most vulnerable is to ask ourselves: who are we educating/providing capacity building, to whom are we delivering food and non-food items, which local organizations are we working with and in which communities are we carrying out projects.
- 5) Participants found the UN Guiding Principles to be a useful tool to address IDP protection concerns in Indonesia. Principles related to non discrimination, freedom of movement, physical security, right to a minimum standard of living and right to return or resettlement were used to assess the situation of displaced persons in Indonesia.
- 6) Looking at the Indonesian IDP situation through the lens of the Guiding Principles, participants found that:
 - displaced female heads of household often find it difficult to collect their IDP entitlements
 - in some situations, IDPs consider their freedom of movement restricted
 - IDPs, like others², are reportedly subject to extra-judicial executions, torture, disappearances, indiscriminate attacks, recruitment of minors and destruction of property
 - right to food, shelter and health care has so far been relatively well respected
 - more needs to be done to facilitate return, resettlement or integration
- 7) The Gol's IDP Policy was not seen as a comprehensive policy feasible to implement in the given time-frame, but rather as emerging from a desire to quickly end a deplorable situation. So far, the policy has not been widely explained and discussed.
- 8) Participants were also concerned that no implementation strategy for the Gol IDP Policy has been developed and disseminated amongst local authorities. NGO and UN efforts to stimulate such a process have so far not been successful.
- 9) Participants expressed concern that in a worst-case scenario, humanitarian assistance to the displaced could be suddenly cut, or drastically reduced, making return or resettlement far from safe and voluntary.
- 10) It was agreed that workshops and seminars like this provide an important opportunity to gain a common understanding of the situation and to coordinate interaction with the authorities and the displaced communities. To turn some of the findings into action, it was agreed that a follow-up meeting, involving CARDI, OCHA and other interested agencies should be held as soon as possible.

² It is important to keep in mind that conflict-affected communities that have not been displaced are equally subject to the above mentioned violations. However, some violations, such as forced return or resettlement particularly affect IDPs.

Annex I:

National policies on the handling of internally displaced persons/refugees in Indonesia³

1. Introduction

Various conflicts in our homeland since the multi-dimensional crisis and the struggles for reform have resulted in waves of IDPs/refugees⁴ being dispersed throughout Indonesia.

The numerous efforts by the central/local government, together with the Indonesian people and international community have until now failed to provide adequate solutions. Concurrent with the improving of the social and political situation of the nation and the moving forward of the economy, it is felt that now is the appropriate time to immediately finish the management of IDPs/refugees in Indonesia.

It is necessary to find breakthroughs, without sacrificing humanitarian principles, to immediately end the problems of IDPs/refugees.

2. Current conditions

The total number of IDPs/refugees, present in 20 provinces, is 286,944 families or 1,337,503 persons, according to the reports of the governors in their capacity as the heads of the Executive Coordinating Unit for Disaster Management and the Handling of IDPs (Satkorlak PBP). The number is changing all the time and tends to increase.

The huge number of IDPs/refugees in turn has created other, more complex problems. It is deemed necessary to sharpen the preventive and remedial efforts, to be conducted in a synergic and coordinated way, accompanied by firm actions.

The majority of IDPs/refugees are sheltered in emergency tents, barracks, dormitories, meeting halls, stadiums, and other public facilities. The rest stay in homes of families or their own accommodation. The Government and the people have provided emergency assistance for almost three years, in the form of food, clothing, shelter (barracks/tents), medicines and health services, clean water, sanitation, educational and religious services, etc.

Although the Governor, as head of the Satkorlak PBP, is entrusted with full responsibility for handling the problems, the central Government continues to provide special assistance, including food and shelter from the Ministry of Social Welfare; medicines and health services from the Ministry of Health; emergency shelter, clean water, sanitation, building materials as stimulants, and infrastructure at relocation sites from the Ministry of Housing and Regional Infrastructure; construction aid and new relocation facilities, including allowance money, from the Ministry of Manpower and Transmigration; as well as other programme or activity assistance from other government ministries or offices. Meanwhile, the local government may also explore and receive assistance from the communities and from national and international organizations.

3. Current problems

The handling of IDP/refugee problems has become more complex. It is not only a humanitarian concern, but also linked to political, economic, social, cultural, religious and security affairs. The longer the IDP problem remains unsolved, the more complex it will become, and in the end it will threaten the government process and national development. Disharmony and lack of coordination among government officials, on the other hand, and between them and national and international organizations, and community potentials, have caused moral and material lost opportunities.

Jealousy and dissatisfaction between IDPs/refugees and local communities have occurred, caused by a feeling of injustice, which tend to cause new problems and conflicts. These must be avoided and eliminated.

³ Document included in the United Nations 2002 Consolidated Appeal for Indonesia. Government policy document issued by the Coordinating Minister for Social Welfare, Yusuf Kalla, on 18 October 2001. Unofficial translation provided by OCHA.

⁴ The Indonesian term *pengungsi* is used to signify both internally displaced persons and refugees.

A sizeable amount of funds has so far been disbursed, along with time and energy, which should be used for other poor communities, who represent a larger percentage.

4. Policies and strategy

National policies

Accelerating the handling of IDPs/refugees is done through 3 (three) consecutive priority patterns with IDPs/refugees in the shelter sites, as follows:

Pattern 1 (Return): To return the IDPs/refugees to their normal life, which means the IDPs/refugees return to their places of origin in peace. This can be achieved with a strong willingness on the part of the IDPs/refugees, the readiness of the local communities to accept their return, and facilitation support by the Government. The most important effort needed to achieve this is to create a feeling of security and comfort, as well as the strengthening of reconciliation guided by relevant government officials. Necessary funding includes stimulant assistance for every IDP/refugee to restart his life and renovations of facilities in their places of origin. Implementers: Ministry of Social Welfare, local government.

Pattern 2 (Empowerment): To give the IDPs/refugees opportunity to start a new life within an existing community, with assistance and facilitation from the Government, whether in terms of employment or facilities to make it easier for them to earn a living. It is necessary to provide the IDPs/refugees with skills or capital to enable them to stay on their feet. Implementers: State Minister for Cooperatives and Small-Medium Enterprises, Ministry of Manpower and Transmigration, local government.

Pattern 3 (Resettlement): To resettle the IDPs/refugees to a new site through a relocation programme, by insertion or local transmigration. This will require a significantly higher budget to clear land, build houses, build public facilities, provide farming tools and equipment, and an allowance for a period of time. A pattern supported by agricultural or plantation programmes has a very good prospect for the IDPs/refugees in the future. Implementers: Ministry of Manpower and

Transmigration, Ministry of Housing and Regional Infrastructure, local government.

The handling of IDPs/refugees is expected to be completed by the end of December 2002.

Management strategy

In principle, the handling of IDPs/refugees is to be conducted and is the responsibility, through a "one-gate" policy, by the Governors as heads of Satkorlak PBP in their respective provinces. If several provinces are affected, then efforts will be facilitated by Bakornas PBP. The technical ministries/offices at the central level, through the coordination of Bakornas PBP [National Coordination Agency for Disaster Management and the Handling of Displaced Persons], will act as the Technical Manager/Supervisor in their respective sectors.

The aim is to terminate assistance in the form of rice and side-dish money by the end of December 2001, and to empty emergency barracks/shelters in accordance with the implementation of Patterns 1 and 2.

5. Budget

To implement the above-mentioned programmes a budget is needed to achieve all its objectives, which would need to be flexible to suit the conditions of the different regions.

The estimated budget cost for the handling of IDPs/refugees according to Patterns 1, 2 and 3 in the main areas is attached.⁵

Several countries, international organizations and United Nations agencies are willing to assist this programme.

6. Closing

Through the above policies and strategy, it is hoped that the fundamental handling would end the problem of IDPs/refugees. Follow-up guiding efforts will be implemented through usual channels of various government programmes to enrich the life of the people toward a better, prosperous living.

⁵ Not attached to document received by OCHA.

Annex II:
Protection workshop participants list

<i>No</i>	<i>Name</i>	<i>Organization</i>	<i>Position</i>
1	Mr. Hervé de Baillenx	CARDI Jakarta	Country Director
2	Ms. Linda Carol North	CARDI Jakarta	Finance Controller
3	Ms. Rachel Schiller	CARDI Jakarta	Grants Manager
4	Ms. Lizha	CARDI Jakarta	Finance Assistant
5	Ms. Helena Sidabutar	CARDI Jakarta	Office Manager
6	Mr. Aitor Sanchez Lacomba	CARDI Aceh	Field Coordinator
7	Mr. Fadhil	CARDI Aceh	Field Monitor
8	Mr. Yudhiansyah	CARDI Aceh	Field Monitor
9	Mr. Branco Kalesaran	CARDI Manado	Field Coordinator
10	Mr. Thibaut Portevin	CARDI Ternate	Field Coordinator
11	Mr. Raineer	CARDI Ternate	Program Manager
12	Ms. Ulva Takke	CARDI Ternate	Program Manager
13	Ms. Rachel McKinney	CARDI Ternate	Education Consultant
14	Mr. Eddie Melantunan	CARDI Ambon	Field Monitor
15	Mr. Udin Lating	CARDI Ambon	Field Monitor
16	Mr. Didik	Church World Services	Program Officer
17	Mr. Edi Yuwono	Church World Services	Program Officer
18	Ms. Silvy Wantania	Church World Services	Program Manager
19	Ms. Lisanne Baumholz	ICMC	Program Manager
20	Ms. Natalia Jacobs	ICMC	Program Officer
21	Mr. Peter Thomas	ICMC	Training Specialist
22	Ms. Geni Achnas	TIFA Foundation	Program Manager
23	Ms. Natalia Hera	TIFA Foundation	Program Assistant
24	Mr. Andrias KC Keihulu	MSF Belgium	Asst. Medical Coordinator
25	Ms. Surya Maulidina	MSF Belgium	Asst. Head of Mission
26	Ms. Mieke Kooistra	Health Net International	Country Representative
27	Ms. Theresia Wuryantari	Oxfam	Info & Communication Officer

28	Ms. Myrna Suryawinata	UN OCHA	Info & Advocacy Assistant
29	Mr. Samsudin Berlian	UN OCHA	Info & Advocacy Officer
30	Ms. Ria Fitriana	International Relief Development	Program Development Officer
31	Ms. Marissa Feraras Soto	Peace Brigade International	Volunteer
32	Mr. Shane Guthrie	Peace Brigade International	Volunteer
33	Mr. Alphinus Kambodji	Save Children UK	Health & Education Specialist
34	Mr. Rully N. Amarullah	Nurani Dunia	Executive Director
35	Mr. Jumei E. Susetyo	Nurani Dunia	Executive Officer
36	Ms. Livia Iskandar	National Commission on Violence against Women	Coordinator for Services for Survivors
37	Ms. Sondang Sidabutar	Indonesian Study for Traumatic Stress	Psychologist
38	Mr. Patrick Tarigan	Catholic Relief Services	Emergency Response Officer
39	Mr. Karn Sermchaiwong	IRC Thailand	Protection Program Manager
40	Mr. Patrick Saez	ICRC	Protection Coordinator
41	Mr. Maulana Mahendra	Yayasan Baris Baru	Info & Communication Officer
42	Ms. Ines Handayani	Yayasan Aksara	Research Officer
43	Veny Apriola		Note Taker

Annex III: **Agenda**

Day One

- 9:00 - 9:30 Opening Session
- 9:30 - 10:30 Introduction: Protection by Humanitarian Actors
Plenary discussion
- 10:30 - 10:45 Coffee Break
- 10:45 - 12:30 Four ways of doing protection: Denunciation, Persuasion, Capacity Building
and Substitution
Plenary discussion
- 12:30 - 13:30 Lunch
- 13:30 - 15:00 “Protection Mapping”: Introduction + Group Work
- 15:00 - 15:15 Coffee Break
- 15:15 - 16:30 Cont. Protection Mapping: Introduction + Group Work
- 16:30 - 17:30 The governments’ IDP policy and protection needs

Day Two

- 9:00 - 11:00 Introduction to the UN Guiding Principles on Internal Displacement
and to the int’l community’s response to IDPs
- 11:00 - 11:15 Coffee Break
- 11:15 - 12:30 Definition of an Internally Displaced Person
Plenary discussion
- 12:30 - 13:30 Lunch
- 13:30 - 15:45 Protection from and during displacement
Group work
- 15:45 - 16:00 Coffee Break
- 16:00 - 17:00 Reporting back from group work + discussion
- 17:00 - 18:00 Workshop conclusions and closure

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