



**The Office for the Coordination of Humanitarian Affairs (OCHA)
The Disaster Prevention and Preparedness Commission (DPPC)
The International Organization for Migration (IOM)
Pastoral Communications Initiative Project (PCI)
The Norwegian Refugee Council (NRC)**

**Workshop and Policy Forum on
The UN Guiding Principles on
Internal Displacement**

24-25 + 27 May 2004

Addis Ababa

Ethiopia

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Introduction

Representatives of national and regional governments, UN agencies, as well as international and local NGOs participated in a Workshop on May 24-25 and a Policy Forum on 28 May 2004 in Addis Ababa, on internal displacement (see Annex for the list of participants). Both events were organised by the Disaster Prevention and Preparedness Commission (DPPC), the Office for the Coordination of Humanitarian Affairs (UN OCHA), the International Organisation for Migration (IOM), the Pastoral Communications Initiative Project (PCI), with the support and facilitation of the Norwegian Refugee Council's (NRC) Global IDP Project.

The findings and recommendations made during the Workshop were presented to participants at the Policy Forum who discussed and modified them in groups and plenary.

The purpose of the meetings was to provide a forum for discussions on the United Nations Guiding Principles on Internal Displacement, IDP policy and standards in general, and in the Ethiopian context in particular, for both senior technical staff and senior officials of government, UN, other international organizations and NGOs.

Background and Objectives

In September 2003 at an IGAD sponsored Conference on IDPs in Khartoum, the governments of the region, including Ethiopia, committed to direct particular attention to the issue of internal displacement. They noted that the Guiding Principles on internal displacement developed by the UN Special Representative on internal displacement with a team of legal experts could serve as a useful tool for addressing IDP issues in the region. They committed to intensify efforts to develop policies ensuring the protection of the internally displaced and to continue creating conditions conducive for durable solutions for the displaced. They also stated their will to continue to ensure the full participation of all segments of displaced populations, in particular women and children, on issues affecting their rights and welfare.

This Workshop and Policy Forum on the Guiding Principles was part of the efforts by the Ethiopian government and the international community to advance the goals set at the IGAD conference. It was the first endeavour of this kind in Ethiopia. It aimed to increase knowledge concerning the human rights and humanitarian standards that should govern policy and practices towards IDPs in Ethiopia, and to provide concrete recommendations to the policy forum which followed the workshop.

Methodology and facilitation

The Workshop and Policy Forum were facilitated by the Norwegian Refugee Council's Global IDP Project (www.idpproject.org). Facilitators primarily used modules developed by the Global IDP Project of the NRC in collaboration with the UN Office of the High

Commissioner for Human Rights (UN OHCHR). These modules review the key standards relevant to the prevention of displacement, the protection of IDPs during displacement and the implementation of durable solutions to internal displacement. The modules have been used in over 30 workshops around the world.

The facilitators delivered sessions focusing on the origin of the Guiding Principles and the response to internal displacement at the international level, the legal origin of the Guiding Principles, the issue of protection from and during displacement, as well as durable solutions for the displaced, such as return or resettlement. Representatives from the government and international humanitarian organizations also gave various presentations, demonstrating their support to the collaborative response to internal displacement. A representative of DPPC gave an overview of internal displacement in Ethiopia and government response to it. ICRC's Legal Adviser presented a session on how humanitarian law applies to internally displaced people. UN OCHA briefed participants about the response provided by UN organizations and ICRC to IDPs, while IOM made a presentation of its pilot return project in Somali region (see Agendas, Annex 1).

The Workshop and Policy Forum both included interactive presentations and group work. Each participant received a file prepared by OCHA and containing key documents: the Guiding Principles, major human rights instruments such as the African Charter on Human and People's Rights, maps and updated statistics on internal displacement, and the IGAD ministerial declaration on internal displacement.

Participants at the Workshop and the Policy Forum included representatives from the national government and regional governments of Somali, Afar and Gambella Regions, UN and NGO representatives and local organisations. (See Annex 2 for list of participants)

Workshop and Policy Forum logistics and funding was provided by OCHA/PCI. Costs for the trainers and various training materials were covered by the Global IDP Project's core budget.

Summary of findings from the Workshop and Policy Forum

1. Defining who is an IDP in Ethiopia can be difficult due to multiple causes of displacement, principally natural disaster such as drought and floods, as well as armed conflicts and situations of violence, such as the war between Ethiopia and Eritrea and inter-ethnic conflicts. Another difficulty is the blurred distinction between forcibly displaced people, economic migrants, as well as seasonal migrants such as pastoral populations.
2. In Ethiopia, the displaced have generally remained in their region of origin and few have reached the capital. The main problems of IDPs were identified as the lack of food security, potable water in some cases, harsh living conditions in crowded camps, or with host families who themselves have little to share, the lack of opportunities for

education and for self-reliance. The need for peace and security is the main problem for the 51,000 people who have been displaced by the inter-ethnic conflict in 2003 in the Gambella Region.

3. The Federal Disaster Prevention and Preparedness Commission (DPPC) is the government body responsible for coordinating the provision of emergency assistance to IDPs, whether displaced by conflict or natural disasters, in collaboration with relevant ministries such as Health, Agriculture and Water Resources. The government maintains an early-warning system (EWS) to prevent or allow early response to drought-induced displacement. The EW system does not, however, cover conflict-induced displacement. International organisations, such as ICRC, UNICEF, WFP and NGOs provide protection and assistance to IDPs in collaboration with the DPPC, regional governments, local NGOs and IDP committees. As it appears now, there is no governmental institution clearly mandated to coordinate development and re-integration assistance to IDPs which would mirror the mechanism for emergency aid (DPPC).
4. There was a consensus among participants that IDPs generally want to return home rather than integrate locally or be resettled elsewhere. Obstacles to return vary according to the region of origin of the displaced. The main obstacle to return for IDPs from the Somali Region seems to be the lack of livelihood opportunities in areas of return. In Tigray Region, remaining IDPs cannot return due to the presence of landmines in their areas of origin, or lack of security. In Gambella Region, there is some continuing insecurity, although some of the displaced have begun to return home. IOM has planned with partners a pilot return project for several thousand displaced people from the Somali region, which uses a participatory approach and provides assistance to both returning IDPs and communities in areas of origin, to maximize the chances of successful reintegration. The return project has been planned and is being implemented under the UNDP Recovery Project for Somali Region with regional authorities and support from other UN agencies. The Ethiopian government has undertaken a resettlement programme for 2.2 million people living in drought affected areas, for which IDPs are not excluded.
5. IDPs are generally more vulnerable than other categories of disaster victims due to their displacement and lack of access to traditional coping mechanism. Also, a majority of IDPs are often women and children. In Ethiopia there are no forums where stakeholders focus on IDP activities. The risk of IDP needs ‘falling through the net’ as no UN agency is mandated to deal solely with their needs was also discussed. There is a need to ensure that non-food assistance is available and to strengthen early warning and linkages between federal and regional levels. Host communities also need assistance, as failure to provide this may create an unequal relationship between IDPs and hosts, possibly leading to rivalry over resources and hostility toward IDPs.
6. At the federal level there is no coordination mechanism dedicated particularly to IDPs; as these do not constitute their own sector, issues related to IDPs are only touched upon whenever it is felt necessary in sectoral meetings. It was agreed that the scope of IDP protection programmes should be broader to include root causes of

displacement and a definition of the scope of prevention and protection, as these are broad terms which are difficult to quantify. Generally, IDP numbers in Ethiopia are decreasing, but vigilance and preparedness is crucial as any shock may again increase numbers.

Summary of Recommendations from the Workshop and Policy Forum:

Prevention of displacement

- Involve traditional leaders in conflict resolution, in collaboration with regional authorities;
- Strengthen the early warning system to prevent displacement, based on the causes of displacement and priorities, and including flood and conflict-induced displacement;
- More specifically, strengthen the bottom up approach of the early-warning system through which information flows from grassroots, regional to federal levels, in order to prevent displacement or to better plan for rapid response in the event of displacement;
- Environmental protection should be given proactive attention in order to sustain the livelihoods of pastoralists and to help minimise negative impact of natural disasters (e.g. droughts).

Protection and assistance during displacement

- Ensure that assistance to and protection of conflict-induced IDPs is given the same level of consideration as drought-induced IDPs;
- Provide faster assessment and intervention when new displacement occurs;
- Ensure that IDPs receive a complete food basket based on assessment needs;
- Agree on minimum standards for shelter and water, similar to the standards existing for emergency food aid since early 2004;
- Strengthen the involvement of IDPs and host communities in the planning and distribution of their assistance;
- Take into account the assistance needs of host communities;
- Plan for livelihood activities, such as income generation activities, vegetable gardens, etc., in order to promote self-reliance to the extent possible, especially in areas of protracted displacement, targeting both IDPs and host communities (need to define responsibilities for these types of assistance activities);
- Take measures to mitigate environmental damage in areas of displacement;
- Fine-tune DPPC disaster policy to take IDPs into account.

Local integration and return

- Focus on conflict resolution activities to promote return, as well as good governance;
- Take measures to protect IDP integration/re-integration assets. Government should strengthen ongoing initiatives at the community level to solve property disputes, which may inhibit return and reintegration in some cases;

- Ensure that IDPs receive appropriate rehabilitation assistance based on their socio-economic requirements (such as livestock for Pastoralists);
- Involve the displaced and the receiving communities through community leaders, in the planning of their return or resettlement;
- Jointly with IDP representatives, undertake thorough assessments of social, political and physical conditions in receiving communities to make sure that IDPs can make an informed decision about their return or resettlement;
- Assist receiving areas, as well as returnees, through the rehabilitation, construction and expansion of infrastructures in those areas.

Coordination

- Strengthen the coordination of both emergency and (re-)integration IDP activities at the regional level;
- Clarify responsibilities regarding IDP (re-)integration activities at the government level, such as the food security coordination office at the federal level and bureau at the regional level;
- Ensure that national authorities establish adequate mechanisms for policy definition, resource mobilisation and technical services to support regional authorities' IDP activities (support from UN and other international bodies should make resources available to support such initiatives as per the IGAD Declaration);
- Draw lessons from the experience developed in SNNPR where coordination has now been delegated to be led by the Bureau of Rural Development and Agriculture, with secretariat support from DPPB. This may provide a model for a multi-sector coordination mechanism, whose scope ranges from emergency needs to long-term rehabilitation recovery objectives. This should also focus on IDP needs.

Detailed Results of Workshop and Policy Forum

Workshop

Patterns of displacement in Ethiopia and determining who is an IDP

Participants pointed out that defining who is an IDP in Ethiopia can be difficult, as people have been displaced due to a variety of often inter-related causes. There are about 200,000 internally displaced people in Ethiopia today. In many areas of Ethiopia, drought has been the principal cause of displacement. Among these areas, northern and eastern areas of the State have been particularly adversely affected. In Somali and Afar regions, people have been displaced by drought and conflict. Floods in Afar region in 2003, and, to a lesser extent, landslides in Amhara region, have also caused internal displacement. International conflicts - particularly the latest war between Ethiopia and Eritrea - have produced substantial internal displacements of population, as well as the deportation of both Ethiopians and Eritreans. Incursions of rebel groups from neighbouring Sudan have

also caused some displacement along the border. In 2003, inter-ethnic conflict in Gambella region forced thousands of people to leave their homes.

Specific causes must be set against a wider pattern of displacement caused by land shortage, land degradation and poverty. This contributes to the blurring of distinction between forcibly displaced people, economic migrants, as well as seasonal migrants such as pastoral populations. Displacement patterns include both short-term and long-term displacement. People, who flee close to their habitual zone of residence, and find refuge with people of similar ethnic or religious background, generally live in better conditions than those who flee far. Due to the strong tradition of hospitality in Ethiopia, many IDPs have been living for years with host families, which have endured a heavy burden as a result. All 51,000 IDPs in Gambella are hosted by communities. Many other displaced live in camps. For example, many people in the Somali region have been living in camps since 1999. Some are recognized as IDPs, while others in the camp are of Somalian nationality. The latter are not registered as IDPs, do not receive humanitarian assistance and have to share food with the recognized IDPs of their camp. In the Tigray, people displaced during the Ethiopian-Eritrean war now stay in camps and with host communities along the border, although a large portion of those originally displaced have returned to their homes with the help of a World Bank project.

Participants also discussed the situation of people of Ethiopian origin expelled from Eritrea following the war between Ethiopia and Eritrea. People in this situation are generally designated as “deportees.” Participants mentioned that another group of people from Eritrea, who came to Addis after the fall of the previous government and lived in camps in the outskirts of Addis Ababa. The camps have been dismantled during the first quarter of 2003, but there is no information on what happened to this group. (For more on causes of displacement and IDP figures in Ethiopia, see annex 4.)

Assistance and protection during displacement

Whether they live in camps or are scattered within the general population, IDPs represent one of the most vulnerable groups in Ethiopian society. Participants highlighted that the situation of many women, children, elderly, as well as sick and disabled people is particularly difficult. Displacement has been accompanied by the separation of families, the breakdown of traditional social relations and values, as well as a feeling of loss of dignity. Areas of refuge are often crowded and epidemics spread rapidly. Children generally cannot go to school. The displaced have usually lost all their assets, and have difficulty finding work and income-generating activities. Major displacements have also resulted in the degradation of the environment.

At the government level, the Federal Disaster Prevention and Preparedness Commission (DPPC) is responsible for providing emergency assistance to all IDPs, whether displaced by natural disaster or conflict. Until January 2004, DPPC also focused on longer-term rehabilitation, which is currently no longer part of its mandate. The DPPC provides shelter and relief supplies as soon as possible following disaster, in coordination with relevant Ministries such as the Ministry of Health, Agriculture, and Water Resources.

Some participants commented that there may be more focus support for people displaced by natural disasters than by conflict. International assistance to IDPs is provided by various humanitarian organizations, with sectoral focal points such as WFP for food or UNICEF for education, health, water, non food items, and mine awareness. UN OCHA is the UN coordination body for emergency assistance and protection to IDPs. A DDPC representative wished that international organizations work through the DPPC rather than bi-passing the Federal level in working within the regions, as it sometimes happens. This could help to ensure that resources are directed in a priority way to regions with largest needs.

The most pressing issue is now the protection and assistance of people displaced in Gambella region. While DPPC and ICRC are providing assistance to vulnerable populations in Gambella, there is little information on the situation of IDPs in that region.

The government and international organizations generally channel assistance through local NGOs and IDP committees, which include traditional leaders and women. Participants noted that the aid is not always distributed according to needs, but according to kinship. A participant mentioned that while UN agencies provided food to IDPs in the Somali region, the type of food distributed was inadequate, and its amount insufficient. IDPs also reportedly sell part of the portion they receive to fulfil other needs such as clothing. Participants added that IDPs need longer term assistance to rebuild livelihoods.

Assistance and protection during return

According to participants, most of the displaced would prefer returning to their former homes rather than reintegrate locally. Obstacles to return vary according to the region of origin of the displaced. The main obstacle to return for people displaced from the Somali region seems to be the lack of self-reliance opportunities in areas of return. In the Tigray region, IDPs cannot return due to the presence of landmines in their areas of origin or due to the fact that their former homes are now in the off-limit security zone between Ethiopia and Eritrea. Although some IDPs have reportedly gone back home spontaneously in Gambella region, continuing insecurity there generally prevents the majority of the displaced from returning home.

Responding to the emergency needs of the displaced has diverted much needed resources from Ethiopia's development objectives in general, and longer-term rehabilitation needs of IDPs in particular. Longer-term measures should include assisting IDPs to return to their original localities, ensuring family reunification, reconstructing houses and infrastructure, providing financial support to help them resume their lives, and fostering conflict resolution among ethnic groups.

In the Somali region, some IDPs have returned spontaneously. IOM is implementing a pilot return project for other displaced people from that region. The project involves IDPs in the planning of their return, as well as communities in areas of origin. It aims to build trust between returnees and their community of origin, by assisting the entire community rather than just the returnees, and to break structures of dependency. The return project

has been planned and is being implemented under the UNDP Recovery Project for Somali Region in coordination with regional authorities and the support of other UN agencies. One of the challenges affecting efforts to support durable solutions for IDPs is the difficulty to raise resources for IDPs’ return, which does not fit into the traditional categories of “emergency” or “development” used by donors in Ethiopia.

The Ethiopian government has undertaken a resettlement programme for 2.2 million people living in regions affected by drought. Although not explicitly targeted by this programme, IDPs are not excluded from it. However, currently, the resettlement programme does not extend to the Somali region.

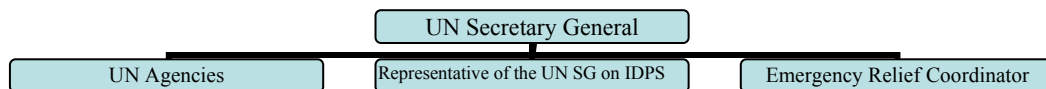
Policy Forum

The objective of the Forum was to discuss the Guiding Principles for IDP’s, adding to and modifying conclusion and recommendations from the Workshop. Sessions in plenary and in groups addressed key IDP issues in general, and how they affect the Ethiopian scenario (see Annex 1 for Policy Forum Agenda). Participants in the Forum were high level federal and regional officials and representatives from various UN agencies (see Annex 2 for list of participants). Opening statements were given by the Head of UN OCHA Ethiopia and the Commissioner for the DPPC (see Annex 3 for the Commissioner’s opening speech).

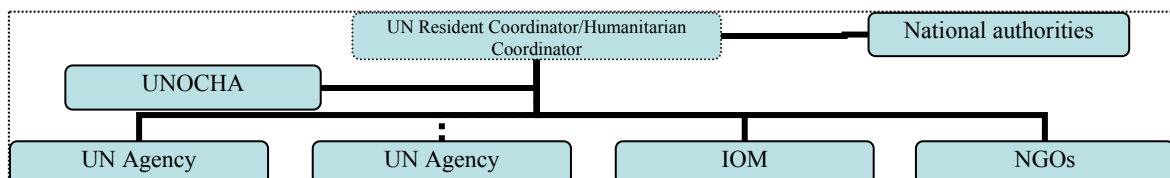
The Guiding Principles on Internal Displacement

The UN Security Council and General Assembly, regional and international organisations and authorities have endorsed, referred to and used the Guiding Principles (GP) on numerous occasions. It was suggested that the newly established African Union Peace and Security Council could also take note of and endorse the Principles. Participants discussed that while national authorities are primarily responsible for IDPs within their boundaries, the international responsibility to attend to their rights and needs is a “collaborative response” between actors; for example UNICEF might tend to education and water, WFP to food, UN OCHA to coordination needs etc. While participants expressed concern that there is no UN body mandated to work solely on IDP’s, the following charts were drawn up to present some of the key actors in charge of the protection of IDPs and explain existing coordination mechanisms at the international and national levels.

Headquarter level



National level



This policy increasingly reflects the actual working model, as the UN is attempting consistency between countries, thereby improving the predictability of responses. It is applicable to situations of conflict-induced and other human-made displacement, as well as to displacements resulting from natural disasters. Participants discussed the risks of “turf battles” between agencies, and how this may be a challenge to effective responses to IDP needs; such rivalry should however be improved by the close cooperation between the special representative on IDP’s and the Emergency Relief Coordinator.

Participants agreed that experience sharing between countries is beneficial, and that the GP are a good basis for dialogue; as they are guidelines rather than a treaty – and therefore not binding as such - they are perceived as “non-threatening”.

Definition of an IDP

The Forum discussed the current IDP situation in Ethiopia, beginning with Gambella Region which has experienced intensified clashes between Nuer and Anouak, sub-clans and highlanders. According to DPPC, the region has 51 000 IDPs; ICRC which is providing assistance to Gambella pointed out that this may well be an overestimate.

ICRC also said that the estimated IDP figure for Tigray, 57 000 – 61 000, is also too high, partly because many have returned to Gambessa, partly because many should no longer be considered IDPs as conditions prevailing in their home area are conducive to their return.

Participants agreed that with the exception of increases in numbers of IDPs in Gambella, Somali and Oromiya Regions, the overall IDP population in Ethiopia seems to be on the decrease. This brought up the need for more consistency in the response to IDP needs in Ethiopia. Currently, there is dissimilar treatment of different categories of IDP’s depending on their geographical location. WFP pointed out that since the number of IDPs in Tigray has fallen since the 1990’s, this should be reflected in Food aid assistance. While drought affected IDPs previously received “special treatment”, all IDPs are now included in the food for work programme, and WFP would like to see the 2005 operation having a common framework, rather than Somali Region being funded from the normal emergency budget and Tigray still being applied for separately; this system is increasingly difficult to maintain, as donors are less interested in such a small, chronic group of beneficiaries.

While IDPs are - more or less by definition - vulnerable as a consequence of having been displaced, some categories are more so than others. These are mainly children, women (who indeed make up the bulk of IDP populations) and also IDPs displaced very far from their home area. One group which may not necessarily be as vulnerable, but is still often collectively labelled IDPs is pastoralists. It was pointed out that pastoralists are not a homogenous group; while some are in fact IDPs, as they have lost livestock etc, some simply lead migratory lifestyles. Also, some pastoralists are settled in villages (semi-) permanently.

Participants agreed that displacement caused by floods in the Somali Region is essentially short-term and does not generate a high degree of vulnerability among communities affected, which therefore do not necessarily require a special assistance.

Protection of IDPs against arbitrary displacement and during displacement

The need to respond pro-actively to protection needs and rights of IDPs was underlined by participants. An example given was environmental rehabilitation; another was making each district food secure for livestock by creating their own fodder banks, which would help in preventing the creation of IDPs. Communities need to be trained in taking care of their environment, and they need to be able to sensitise others, as sustainability important. It is hoped the government food security initiatives will help in dealing with environmental issues. There are also measures which can be taken at the onset of a pending emergency, as in 2003 when the response to the drought was if not pro-active at least timely and helped mitigate the emergence of IDPs.

Internal displacement often leads to a disruption or loss of leadership, a vulnerability that is important. This leadership is disrupted on family and community levels, so when assistance is brought in there must be people who will take on that role.

It was underscored by participants that the scope of protection programmes should be broader to include root causes of displacement. All IDP programmes need to include a definition of the scope of prevention and protection, as these are broad terms which are difficult to quantify.

Durable solutions to Internal Displacement

It was pointed out that while IDPs are spontaneously returning to their home areas in Gambella Region, this was not brought up in the workshop. There was some discussion on whether these IDPs want to go back to areas they fled from, if they actually can, and if they have livelihood opportunities in those areas? It was said that many may not return for these reasons, and many do not want to be a burden to society. Another issue brought up was that host communities also need assistance, as failure to provide this may create an unequal relationship between IDPs and hosts, possibly leading to rivalry over resources and hostility toward IDPs. Such assistance needs guidelines, and will obviously vary between communities which host IDPs as more or less integrated community guests, and host communities living close by an IDP camp.

In relation to durable solutions the government resettlement programme was briefly discussed. While the programme does not specifically target IDP communities, some participants claimed that some IDPs had indeed been resettled. It was also said that although there is no clearly defined programme for IDP resettlement in Ethiopia, the country does need to resettle them. Also, the government is assisting in trying to find

durable solutions to displacement by supporting ongoing initiatives at the community level to solve property disputes, which is intended to facilitate return home.

Key concerns, gaps, and recommendations regarding the IDP situation in Ethiopia

Participants were divided into two groups: Group 1 discussed the prevention of displacement, protection during displacement and available coordination for different administrative levels, concentrating mainly on the situation federally and in Gambella Region. Group 2 focused on the need for coordination among all actors mandated and/or qualified to support implementation of durable solutions in assisting internally displaced, concentrating mainly on the structure found federally and in the Somali Region.

Participants agreed that relevant actors that should be involved in prevention, protection, assistance and efforts to plan and support durable solutions for IDP's in Ethiopia were: the DPPC, Ministry of Water, Ministry of Health, Ministry of Agriculture, Ministry of Education, and Ministry of Federal Affairs; the Office of Rural Development, HAPCO, Federal Police, the Crisis Management Committee, donors, UN agencies and NGOs.

It was agreed that on regional level, line ministries / sub-offices should fill the same function. On regional level, the DPPB coordinates assessments. (The exception is Tigray Region, where REST plays a strong role in coordination.) The regions do have the power to request assistance through the DPPC, copying such requests to NGOs.

Regarding coordination on the federal level, the DPPC fills this function based on such regional requests. However, NGOs sometimes bypass this federal coordination by addressing the regional authorities directly.

Major gaps identified in IDP prevention, protection and coordination:

- There is no clear mandate or accountability for prevention and rehabilitation phases of internal displacement (as opposed to the emergency phase, which falls under the DPPC);
- There is no specific policy/structure to fully and comprehensively address IDP needs and rights;
- While there is a system for early warning regarding displacement due to drought, there is no equivalent for conflict induced displacement;
- The lack of resources made available to IDPs – in particular non-food assistance;
- In Somali Region IDP issues are regularly brought up in coordination forums. This is however out of necessity, rather than for awareness-raising purposes, since in Somali Region, IDPs make up a very visible case-load of vulnerable people;
- Coordination meetings focus mostly on emergency information sharing rather than joint monitoring/evaluation and/or strategy and policy definition;
- On the federal level there is no coordination mechanism dedicated to IDPs; as these do not constitute their own sector, issues related to IDPs are only touched upon whenever it is felt necessary in sectoral meetings;

Recommendations for improved IDP prevention, protection and coordination:

- Fine-tune policies related to IDP needs and rights;
- In case of displacement, IDPs should enjoy the same rights as victims of other disasters: assessments should be undertaken, results and recommendations passed on to the DPPC, which in turn passes these on to donors and other partners;
- Clarify sector agency accountability related to displaced;
- Host communities also need assistance, and this assistance needs guidelines;
- Improve early warning systems, both on and between federal and regional levels, to predict all possibly IDP creating events;
- Increase availability of non-food assistance to IDPs;
- Coordination at regional level should be led by a task force, including DPPB, line bureaus, UN agencies, NGOs;
- Federal level coordination of IDP activities needs clarity beyond DPPC, as such mechanism should span from prevention to rehabilitation for all victims.

In conclusion, several strengths and weaknesses regarding the prevention, protection and coordination of IDPs in Ethiopia were raised both in the Workshop and in the Policy Forum. The meetings were intended as instruments to be used for more efficient strategising related to future IDP related activities, but also as stepping stones for further discussions on IDP issues. It should be kept in mind that while Ethiopia is currently seeing a long-term decrease in its IDP population country wide, the country does have chronic weaknesses, occasionally compounded by disasters, which are risks that could quickly reverse this trend. Therefore, the government, UN agencies, donors, NGOs and the IDPs themselves need a higher level of preparedness than is now the case.

Annex 1-

Workshop Agendas

24 May

8:30 – 8:45	Registration of participants
8:45 – 9:00	Opening statement by DPPC (Ato Simon Mechale, Commissioner)
9:00 – 9:15	Opening statement by UN OCHA (Paul Hebert, Head of Office)
9:15 – 9:45	Presentation of agenda and participants (by Christophe Beau, NRC)
9:45 – 10:30	Overview of internal displacement in Ethiopia and Government response (by Mesfin Shiferaw, DPPC)
10:30 – 11:00	Coffee Break
11:00 – 13:00	Background of Guiding Principles and definition of an IDP (by Christophe Beau, NRC)
13:00 – 14:00	Lunch
14:00 – 14:20	Applying international humanitarian law to situations of internal displacement (by Nerea Suero-Fontecha, ICRC)
14:20 – 15:45	Basis of the Guiding Principles in Humanitarian and Human Rights Law (by Greta Zeender, NRC)
15:45 – 16:00	Coffee Break
16:00 – 17:00	Responsibilities and actions to protect IDPs in Ethiopia (by Paul Hebert)

25 May

8:30-10:30	Protection and assistance prior to and during displacement (by Greta Zeender, NRC)
10:30 –10:45	Coffee Break
10:45 –12:30	Protection during displacement (group work)
12:30 –13:30	Lunch
13:30 –14:00	Return Process in Ethiopia (by Bill Lorenz, IOM)
14:00 –16:00	Return and Resettlement (by Christophe Beau, NRC)
16:00 –16:15	Coffee Break
16:15 – 17:30	Conclusions and recommendations to the Policy Forum (by Greta Zeender, NRC)
17:30	Closing statement
18:00	Reception

Policy Forum Agenda

27 May

- 8.30 Registration of participants
8.45 - 9.00 Opening statement by DPPC(Ato Simon Mechale, Commissioner)
9.00 – 9.15 Opening statement by UN OCHA (Paul Hebert, Head of Office)
9.15 – 9.30 Presentation agenda and participants (by UN OCHA)
9.30 – 10.00 Presentation of the Guiding Principles on Internal Displacement: rationale, genesis, legal status

10.00 – 10.30 Coffee Break

10.30 – 11.15 Definition of an IDP in the Guiding Principles

- Conclusions and recommendations regarding the IDP definition and its applicability to the Ethiopian context
- Questions and Discussion

11.15 - 12.00 Protection of IDPs from arbitrary displacement and during displacement as highlighted in the Guiding Principles

- Conclusions and recommendations regarding the protection and assistance of IDPs in the Ethiopian context
- Questions and Discussion

12.00 – 12.45 Durable solutions to internal displacement as defined in the Guiding Principles

- Conclusions and recommendations regarding durable solutions in the Ethiopian context
- Questions and Discussion

12.45 – 13.00 Preparation of working groups

- Identification of main issues to be discussed in afternoon sessions on strategies, gaps and needs based on results of the morning discussion.

13.00 – 14.00 Lunch Break

14.00 – 16.00 Working Groups

As appropriate to the topics assigned groups will:

- Refine and enhance recommendations from the Two-day Operational Workshop
- Specify relevant protection aims
- Agree on needed outcomes and indicators
- Set objectives and identify broadly defined activities to address protection, assistance and possible policy gaps.
- Discuss aspects of coordination, monitoring and evaluation process

16.00 – 16.30 Coffee break

16.30 – 17.00 Debriefing and discussions in plenary

17.00 – 17.30 concluding remarks by the government and UNOCHA

- What are the next steps?

Annex 2-

Workshop participants

24 May

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Annex 3-

“Policy Level Consultative Forum on Issues of Internal Displacement”

May 27, 2004, Addis Ababa

***Opening Statement made by H.E. Simon Mechale
Commissioner, Disaster Prevention & Preparedness Commission***

Ladies and Gentlemen,

First of all, let me take the privilege and pleasure to welcome you all and make a short opening statement to this important gathering.

The issue that lies ahead of us pertains to human displacement. Human displacement can generally have two forms: voluntary/ natural and forced displacements. The first category includes normal labour migration, voluntary resettlement, traditional movement of pastoralist communities, etc. Such movements of peoples, if carefully handled, can be positive or productive. Our agenda, however, is particularly concerned with the second category, which is forced internal displacement. Obviously, forced displacement implies the dislocation of people from their habitual places by compelling actions of man-made triggering agents like civil wars, ethnic clashes, resource-induced feuds, and natural hazards such as droughts, earthquakes, and floods, among others.

The increasing expansion of the problem of forced in-country displacements worldwide has raised concerns at a global level. Eventually, the global concerns and attention accorded to the issue have given rise to the endorsement and issuance in 1998 of the "Guiding Principles on Internal Displacement" by the United Nations Commission for Human Rights. I believe that this document, which is intended to serve as an international standard instrument for IDPs, will be elaborated and introduced to you at length during this consultative meeting.

An international conference related to IDP issues was conducted in Khartoum, Sudan, from August 30- September 2, 2003. Attended by the IGAD member states, donors representatives and pertinent international organizations, the conference was organized in two stages. The first two-day session was experts' meeting which deliberated and produced technical recommendations on the different aspects of IDP issues, with particular focus on the IGAD sub-region. Eventually, the experts level meeting paved the ground for and culminated at an IGAD inter-ministerial meeting that passed a 16-point important declaration, referred to as Khartoum Declaration.

Our country forms part of the IGAD sub-region and is always steadfast to agreed-upon international rules and standards. Therefore, not only it has due concern on IDP issues but also would do its level best to adopt the Guiding Principles in such a way that they suit to its specific conditions *and* as per the Khartoum Declaration.

Today's consultative meeting, as well as the preceding workshop conducted in the last two days have, therefore been organized as a follow up to the Khartoum conference and with a view to brainstorming on how the issues of IDP can be better addressed in our country in line with the spirit of the Guiding Principles.

As you might all know, internal displacement of people in Ethiopia is an important problem deserving more scrutiny, apprehension and clear strategic approach. In the last several decades, Ethiopia has entertained quite a—number- o f events of -displacement resulted from different triggering agents, notably wars, ethnic clashes, floods, involuntary resettlement, droughts, and landslides. The country is still hosting outstanding caseloads of IDP's at different places, mainly in Tigray and Somali national regional states.

The government, in cooperation with the international community, has been addressing the problem of internal displacement within the overall disaster management framework. And that approach, as to my observation, did address the issue fairly effectively mainly in terms of:

- preventing peoples from being displaced particularly in times of prolonged droughts, and
- addressing the emergency relief needs of the displaced.

As you are well aware, the existing approach was practiced in the country prior to the development and endorsement of the Guiding Principles Therefore, there may not be full compliance between the existing practice and what is recommended by the Guiding Principles. One of the main reasons why this workshop is organized is to create a forum whereby technical experts look into the matter carefully first and, based on their findings, the policy level panel further analyses the issue in the Ethiopian context and recommends what more improvement should be made.

In the future too, unprecedented peoples' displacements of different scales could take place anywhere and any time in our country due to any triggering factors, be it man-made or natural. Therefore, we have to strategically think ahead in terms of prevention, preparedness and mitigation measures so that the problem can be delt with more effectively and efficiently.

It is my conviction that in this panel discussion, supported by the inputs from the last two-day technical level workshop, you will come up with sound recommendations that would eventually lead to the setting up of practicable directions with respect to issues of internal displacement.

Wishing you all success in your deliberations, I now declare that the daylong consultative meeting is officially opened.

I thank you all!

Annex 4-

Displaced populations in Ethiopia

Update prepared by UN OCHA

1. The purpose of this report is to provide participants of 24 – 27 May 2004 workshop on IDPs in Ethiopia with basic update on IDPs in Ethiopia. The information includes the number of IDPs by shelter and region, the circumstances that led to their displacements, including the period, and highlight major constraints encountered in facilitating their safe and orderly return to receiving areas.
2. The main sources of data are the federal DPPC, regional DPPBs of Gambella and Somali regional states, WFP Addis Ababa and OCHA Ethiopia. The report is prepared by OCHA Ethiopia and the maps showing the distribution of IDPs temporary shelters/residences are provided by the federal DPPC Information Center.
3. Today, there are estimated to be some 201,100 IDPs in Ethiopia. These are located in Tigray, Gambella and Somali regional states. The causes of their displacement are drought and conflict. It is estimated that 66 % of the IDPs are conflict induced while the remaining 34 % are drought affected as a result of the severe 1999/2000 drought that hit many parts of the Somali region. The figure on conflict induced IDPs includes the residual caseload of 62,091 persons in Tigray affected by the Ethio-Eritrean war and about 51,000 others in Gambella who were displaced because of the recent events in the region. Summary of IDP figure in Ethiopia by region is shown in table 1 below and the map on regional distribution of IDPs in Ethiopia.

Table 1 Summary on Internally Displaced Persons in Ethiopia

Region	Drought Induced	Conflict/War Induced	Total IDPs Persons
Tigray	-	62,091	62,091
Gambella	-	51,000	51,000
Somali	69,095	18,900	87,995
Grand Total	69,095	131,991	201,086

TIGRAY REGION

4. The 62,091 conflict induced IDPs in Tigray are presently located in four zones, namely North, North West, Central and Eastern Zones of the region. The Eastern Zone hosts the highest IDP population, as it is the border with the Afar region where serious fighting took place during the Ethio-Eritrean war. The IDP caseload in Tigray could not be returned to their villages of origin because of fluid security situations and the presence of landmines in their villages of origin including their farmlands and communal grazing areas.
5. Since the IDPs are unable to be engaged in agricultural activities because of landmines and security, WFP has agreed to continue in providing emergency food assistance until end January 2005. Humanitarian assistance to this caseload will continue until landmines and unexploded ordinances are cleared. The locations of the residual caseload of IDPs in Tigray region are shown in table 2 below.

Table 2 Residual IDP Caseload in Tigray Region

IDP Shelter	Zone	Wereda	Persons	Cause	Year
Adebai	West	Kafta Humera	466	War	1998
Shiraro	North West	T. Adiyabo	6,187	War	1998
Adihagerom	North West	T. Adiyabo	3,991	War	1998
Adi Nibhit	North West	L. Adiyabo	3,222	War	1998
Badme	North West	T. Adiyabo	1,164	War	1998
Rama	Central	Mereb Lehe	4,093	War	1998
Chila	Central	T. Maychew	2,468	War	1998
Gerhu S.	Central	Ahiferom	7,362	War	1998
Idaga R.	Central	Ahiferom	3,850	War	1998
Fatsi	East	Gulumahda	7,095	War	1998
Sebeya	East	Gulumahda	4,985	War	1998
Dohan	East	Erob	9,781	War	1998
Zalambesa	East	Gulumahda	7,427	War	1998
Total			62,091		

GAMBELLA REGION

6. There are about 51,000 IDPs in Gambella region, affected by the recent conflict in the region. The IDPs are located in the outskirts of Gambella town and temporary shelters in Anyuak and Nuire Zones. The IDPs are being assisted by the federal DPPC, the regional government and the ICRC. In order to ensure improved emergency response, the regional DPPB of Gambella regional state has recently prepared a draft emergency plan of action for the federal government. The document is being reviewed by the federal DPPC.
7. The main challenges to the delivery of coordinated humanitarian assistance to the IDPs in Gambella are security for aid workers and gaining access to the IDPs. The federal parliament has established a committee that will investigate the causes of the conflict and report findings with solutions. In the meantime, several regional conferences have been ongoing in Gambella for reconciliation and peace building pending the outcomes of the investigation committee. The distribution of IDP shelters in Gambella region is shown in table 3 below and Map 2 attached.

Table 3 Locations of Conflict Induced IDPs in Gambella Region

IDP Shelter	Zone	Wereda	Persons	Cause	Year
Dima	Anywaa	Dima	4,000	Conflict	2003
Gambella	Gambella	Gambella	3,800	Conflict	2003
Abobo	Anywaa	Abobo	10,200	Conflict	2003
Gog	Anywaa	Gog	12,000	Conflict	2003
Akobo	Nuire	Akobo	15,000	Conflict	2003
Jikawo	Nuire	Jikawo	6,000	Conflict	2003
Total			51,000		

SOMALI REGION

8. The Somali region is impacted with some 87,995 drought and conflict induced IDPs. These are scattered throughout the region. The drought affected IDPs constitute 79 % of the current IDP population in the Somali region while 21 % are conflict induced. The drought affected IDPs have been in temporary shelters for the last 3-4 years including the conflict induced IDPs in Rasso area.
9. The majority of conflict induced IDPs in the Somali region are located in Bordode and Mieso areas of the Shinille Zone. The IDPs in Bordode and Mieso areas are displaced because fighting between Oromos and Somalis in December 2003. Although the figure on IDPs in the above two localities have not yet been registered by the regional DPPB and the federal DPPC, two independent missions from WFP, OCHA, SC (US), Hararge Catholic Secretariat and Shinille Zonal Administration to conflict areas have confirmed the presence of some 2,835 IDP families. The cause of conflict is reported to be claims on land ownership right. Reconciliation efforts are in progress with the involvement of community elders from both sides.
10. The most urgent issue of concern to the IDPs in Bordode and Mieso is relief assistance in food and non-food items. Critical areas of emergency need of the IDP caseload in Bordode/Mieso are contained in OCHA Ethiopia report dated 23 April 2004.
11. Regarding drought affected IDPs in the Somali region; two basic issues need to be addressed. First, the delivery of relief supplies should continue without interruption until the IDPs are returned to their villages of origin. Second, the entire drought induced IDPs have expressed their keen interest to go back home. However, the repeated requests made by the IDPs could not be acted upon by the regional government because of lack of the required resources. As a pilot project UNDP and the IOM are planning to repatriate the caseload at Fafen and Hartishiek to their areas of origin under the current UNDP recovery project. Increased donors contribution is now required for repatriation of IDPs and for durable solution and close the IDP shelters as soon as possible. The return pilot activity is hoped to provide a sound basis for plans to expand returns and reintegration to include all IDPs wanting to return to their homes in the future. The locations of the IDP shelters in the Somali region are shown in table 4 below.

Table 4 Current Locations of IDPs in the Somali Region

IDP shelter	Zone	Wereda	Persons	Cause	Year
Bordode	Shinille	Mieso	1,810	Conflict	2003
Gennod	Shinille	Mieso	3,075	Conflict	2003
Lebiley	Shinille	Mieso	7,715	Conflict	2003
Mieso	Shinille	Mieso	2,300	Conflict	2003
Rasso	Afder	West Imi	4,000	Conflict	2002

Hartishiek	Jijiga	Kebribeyah	5,140	Drought	1999
Fafen	Jijiga	Gursum	6,000	Drought	1999
Fik	Fik	Fik	1,515	Drought	1999
Hamero	Fik	Hamero	2,550	Drought	1999
Dihun	Fik	Fik	1,435	Drought	1999
Gerbo	Fik	Fik	750	Drought	1999
Segeg	Fik	Fik	1,305	Drought	1999
Aware	Degehbour	Aware	4,000	Drought	1999
Gunagado	Degehbour	Aware	6,000	Drought	1999
Danot	Warder	Danot	3,400	Drought	1999
Dennan	Gode	Dennan	14,000	Drought	1999
East Imi	Gode	Gode	7,000	Drought	1999
West Imi	Afder	West Imi	10,200	Drought	1999
Harodibe	Afder	Guredamole	5,800	Drought	1999

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Total **87,995**

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Annex 5-
Map of displaced pop in Ethiopia

