

# **Workshop on the Guiding Principles on Internal Displacement Amman, 10-12 November 2003 Report**

## **Objectives, planning and preparation**

1. Following a request by the UN Office for the Humanitarian Coordinator in Iraq, the Norwegian Refugee Council (NRC) sent two trainers, Christophe Beau and Greta Zeender to facilitate a training on the Guiding Principles on Internal Displacement (GP) in Amman. The objective of the workshop was to raise awareness on the Guiding Principles among humanitarian workers in charge of assistance and protection programmes on behalf of Internally Displaced Persons (IDPs) in Iraq. It also aims at promoting a common understanding of protection issues affecting IDPs in Iraq among participants and at discussing collaborative arrangements in the humanitarian community with regard to IDP protection in Iraq.

2. The workshop was funded by UNOPS. Travel costs for the two trainers from NRC were covered by IOM based on an agreement signed between two agencies on 6 November 2003. Acknowledgement should also be given to donors of the Global IDP Project, which contributed to the salary costs of the two trainers during the training preparation and delivery. The programme of the 2,5 day workshop was prepared in close consultation between the Global IDP Project and the members of the IDP working group, comprising IOM, UNAMI, UN-Habitat, UNHCR and UNOPS (see annex 1). It was mainly based on the modules designed by the Global IDP Project, which provide a comprehensive review of the GP. The modules and all other handouts prepared for the workshop were translated into Arabic by UNOPS and distributed in the form of booklets to participants. The IDP working group and the Global IDP Project also agreed to hold a final session on coordination and information sharing among all relevant actors.

3. A total of 44 representatives of various agencies that maintain a presence in Iraq attended the workshop. The majority of the participants were local staff members of intergovernmental agencies in northern Iraq (see annex 2). IOM also sent two international staff members currently relocated in Jordan for security reasons. Another 12 participants came from international NGOs with a presence in Iraq. Members of the IDP working group attended the workshop as observers.

## **Presentations and discussions during the workshop**

4. The workshop opened with an introduction to the crisis of internal displacement in the world and the international response to it. The genesis, objectives and status of the GP were explained to participants. The presentation also provided an overview of mandates and responsibilities of key international actors with regard to the protection of IDPs in countries where national authorities prove unable or unwilling to fulfill their responsibility towards this segment of their population: the Representative of the UN Secretary-General on IDPs, the Emergency Relief Coordinator, and the Resident/Humanitarian Coordinator. Participants were also made familiar with the structure of the response of all relevant international agencies and institutions to the protection needs of IDPs, based on the «collaborative approach ».

5. Participants discussed the definition of an internally displaced person as provided by the GP. Discussions among participants held in smaller groups on how this definition applies to

the case of Iraq helped to identify the various communities forcibly displaced as a result of violence and war in the country. However, several participants highlighted the need to prioritise the assistance and protection response to those IDPs in need and that criteria for determining levels of vulnerability among the IDP population were required. Female heads of households, IDPs living in collective settlements, displaced children in urban areas, and ethnic minorities, such as Romas, were mentioned by the participants as vulnerable segments of the IDP caseload in Iraq.

6. The ICRC mission in Jordan was invited to give a presentation of the role of the ICRC with regard to IDP protection and the sources of the GP in international humanitarian law (IHL). Mr. Muin Ibrahim Kassis, head of the Communication and Dissemination Department, discussed the position of the ICRC regarding the GP and insisted that the GP were not binding as such, but that they were occasionally used by the ICRC, in particular when they helped addressing problems where IHL is implicit or not applicable, such as return of IDPs or property recovery. He concluded his presentation by identifying current challenges to the protection of IDPs, such as implementation of existing rules, access to the victims, safety of humanitarian workers, consistent assistance response and coordination between humanitarian agencies.

7. Day 2 of the workshop started with a session devoted to the protection of IDPs from arbitrary displacement and during displacement. Participants were asked to reflect on the notion of protection and were made familiar with the notion of protection and examples of protection activities implemented by humanitarian agencies. Following a brief presentation of the GP providing for the protection against arbitrary displacement, participants identified the various needs of IDPs while being displaced and guiding principles stating the rights of IDPs in relation to those needs.

8. Group discussions gave participants the opportunity to examine the situation of IDPs in Iraq in terms of physical security, measures in place to minimise the adverse effects of displacement, access to documentation, and living conditions (subsistence, education, and employment). For each of these topics, participants were asked to identify the main sources of threats and risks affecting IDPs and to identify actors who play – or could play - a role in protecting these rights. Groups also suggested measures to address the problems identified. For example, the adoption of a national policy on return and resettlement and awareness activities on human rights were mentioned as contributions to prevent further displacement in Iraq. Tensions among IDPs, between host communities and IDPs, as well as domestic violence in IDPs households were connected to poor shelter conditions in collective settlements.

9. International standards applying to the planning and implementation of durable solutions to internal displacement were discussed in detail with the participants on the basis of the selected case studies taken from recent developments in Iraq: UNHCR assisted return in villages in northern Iraq, Marsh Arabs willing to return or resettle, and property claims of Kurdish IDPs. The policy of forced return in IDP camps in Northern Caucasus (Russian Federation) was used as a basis for discussion on criteria relating to voluntary return.

10. Concerns of participants with regard to return, resettlement and (re)integration of IDPs in Iraq were further discussed in smaller groups. Capacity building activities were seen as essential contributions to ensuring safety conditions in resettlement and return areas: training of security forces, advice to authorities in relation to legislation and policy, and sectoral

support in shelter, water and other essential services such as education and health care were among the examples mentioned. The participation of IDPs in existing return or resettlement programmes was also reviewed. The role of community and religious leaders was identified as a key contribution in involving IDPs in decisions affecting their future. Discussions also raised the lack of policy and legal framework providing for the settlement of property disputes affecting IDPs and returnees as main challenge facing the return of IDPs. NGOs were suggested to closely monitor the process leading to the adoption of such a framework.

11. The conclusive session, held on day 3, was devoted to discussions on coordination among relevant actors and information sharing. Each organisation represented in the workshop was asked to brief the participants on their activities and their relations with other relevant actors with regard to information. An open discussion in plenary, facilitated by the acting UNOCHI IDP focal point, Mr. Malil Allaouna, helped to identify the main concerns of UN agencies and NGOs working in Iraq. In particular, the lack of international staff within Iraq was seen as a source of additional pressure on national staff still active in the country, while coordination between UN agencies in Jordan and NGOs working in Iraq was considered as in need of improvement. NGO participants also expressed their need to be better informed on focal points for protection within UN and other international agencies. Participants also called for a strengthened hand-over process between UNOPS, which planned to terminate its IDP-related programmes end of November 2003, and national and local authorities in northern Iraq.

### **Recommendations relating to training and capacity building**

12. The Norwegian Refugee Council wishes to share the following recommendations with regard to training and the dissemination of the Guiding Principles, based on discussions with participants and the members of working group.

- The IDP working group should further encourage all relevant actors (authorities, international organisations, NGOs and local communities) to use the GP on the ground through the support to field-based dissemination and promotion of the GP.
- Training workshops with authorities, NGOs, and IDP communities at the local level should be held, with a focus on protection problems and challenges in areas under their responsibility. The aim should be to raise awareness of international standards relating to the protection of IDPs and facilitate the conclusions of concrete recommendations relating to the responsibilities and contributions of all actors locally.
- A seminar on internal displacement in Iraq should be held at the central or governorate level, with the participation of the CPA, the governing council, the ministry of displacement and migration to be created, and any other relevant actors. The objective of this seminar should be to help authorities to design a political and legal framework for a response to internal displacement in Iraq in line with international protection standards.

Geneva, 17 November 2003

## **Annex 1: Agenda Training Workshop on the UN Guiding Principles on Internal Displacement for Iraq**

### **Day One**

8 h 30 – 9 h 00	Registration of participants
9 h 00 - 9 h 30	Opening statements by UN representatives and Iraqi authorities
9 h 30 – 10 h 00	Presentation of agenda and participants (by NRC)
10:00-10:30	Introduction to the Guiding Principles (by NRC, Christophe Beau)
10:30-10:45	Coffee Break
10:45-12:30	Definition of an Internally Displaced Person (by NRC, Christophe Beau)
12:30-14:00	Lunch
14:00-15:00	Definition of an Internally Displaced Person (Cont.)
15:00-15:15	Coffee Break
15:15-17:00	Legal Origins of the Guiding Principles and the role of ICRC (by ICRC)

### **Day Two**

9:00-10:30	Protection from and during Displacement (by NRC, Greta Zeender)
10:30-10:45	Coffee Break
10:45-12:30	Protection from and during Displacement (Cont.)
12:30-13:30	Lunch
13:30-15:00	Return and Resettlement (by NRC, Christophe Beau)
15:00-15:15	Coffee Break
15:15-16:30	Return and Resettlement (Cont.)

### **Day Three**

9:00-10:15	Definition of roles in regard to IDP protection, reporting and coordination in practice
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10:15-10:30	Coffee Break
10.30-12:30	Current mechanisms of IDP protection in Iraq (by UNAMI) Conclusions and recommendations - Closure
12:30-13:30	Lunch
13:30	End of workshop

## Annex 2: List of participants

	Last name	First name	National / International staff member	Title	Organization	UN/NGO
1	Reza	Mahmoud Iskandar A	Nat	Diyala	ACF	NGO
2	Al - Attiya	Khoulud	Nat		ACTED	NGO
3	Al-Badri	Barbara	Nat		CARE	NGO
4	Tomislav	Zulim	Int	Head of Mission	DRC	NGO
5	Cremonese	Marina	Int	Program Assistant	DRC	NGO
6	Mohan	Ali Shalan	Nat		Dunia	NGO
7	Robb	Vicki	Int	International Program Director	LIFE For Relief International	NGO
8	Sassi	Jomana	Int	Coordinator, Amman	Mercy Malaysia	NGO
9	Woods	Jenty	Int	Program Coordinator	OXFAM	NGO
10	Talib	Natheer	Nat	Coordinator, IDP Program	Premiere Urgence	NGO
11	Hamoudi	Ali Samih	Nat	Coordinator	Premiere Urgence	NGO
12	Martin	Baptiste	Int	Project Manager	Premiere Urgence	NGO
13	Lanyon	Andrew	Int	Liaison Officer	World Vision	NGO
14	Al Hanawandi	Rafid	Nat	OIC Baghdad, Senior IDP Officer	HABITAT	UN
15	Hayder	Mustafa Saaid	Nat	Administrative Associate, Erbil	HIC - JHIC	UN
16	Karomi	Hala S.	Nat	Survey Training Assistant, Erbil	HIC - JHIC	UN
17	Qadyr	Ibrahim	Nat	RDBMS developer, Erbil	HIC - JHIC	UN
18	Khadum	As'ad	Nat	Baghdad IDP assistant	IOM	UN
19	Conchon	Arnaud	Int	Baghdad and Upper South IDP Program Officer	IOM	UN
20	Jaf	Kamaran	Nat	Central Region, IDP assistant	IOM	UN
21	Rex	Alamban	Int	Central Coordination IDP Program Officer	IOM	UN
22	Khalaf	Hala	Nat	Administration Assistant	UNAMI	UN
23	Wilk	Wojtek	Int	HAO, Baghdad/Hilla	UNAMI	UN
24	Al-Omari	Midhat	Nat	Program Officer, Baghdad	UNHCR	UN
25	Abdul Qader	Ferhad	Nat	OIC, Erbil	UNHCR	UN
26	Abdulla	Nabil	Nat	Baghdad	UNHCR	UN
27	Ismail	Olushola	Nat	FO Mosul	UNICEF	UN
28	Dunne	Judith	Int	Victim Assistance Coordinator	UNMAS	UN
29	Abdulrahman	Avan A.	Nat		UNOPS	UN
30	Ali	Faiza A.	Nat		UNOPS	UN
31	Ali	Bushra H.	Nat		UNOPS	UN

32	Dowod	Zeki B.	Nat		UNOPS	UN
33	Hasan	Gaylan I.	Nat		UNOPS	UN
34	Mohammed	Dakhaz R.	Nat		UNOPS	UN
35	Mohmood	Senik T.	Nat		UNOPS	UN
36	Muhammed	Nigar S.	Nat		UNOPS	UN
37	Qader	Brzo Aziz	Nat		UNOPS	UN
38	Sabry	Shukry A.	Nat		UNOPS	UN
39	Saeed	Dorayd E.	Nat		UNOPS	UN
40	Sharif	Shawnim S.	Nat		UNOPS	UN
41	Yacoub	Araz A.	Nat		UNOPS	UN
42	Latif	Amanj	Nat		UNOPS	UN
43	Akyol	Hazme	Int	Diyala focal point	WFP	UN
44	Shaham	Yahya	Nat	Ninewa	WFP	UN
45	Shabaan	Ridhab Tahir	Nat	Diyala	WFP	UN
46	Ghanem	Buthaina	Int	Public Health Officer	WHO	UN
	<b>FACILITATORS</b>					
	Beau	Christophe	Int		NRC	NGO
	Zender	Greta	Int		NRC	NGO
	<b>OBSERVERS - OBSERVERS - OBSERVERS</b>					
1	Kapopo	Robert	Int	Human Settlements Officer, Erbil	UN-HABITAT	UN
2	Sacco	Esteban	Int	IDP Project 3NG	UNOPS	UN
3	Vuco	Ivana	Int	IDP Project 3NG	UNOPS	UN
4	Allaouna	Malik	Int	HAO, Central Region	UNAMI	UN
5	Ghelani	Reena	Int	Protection Officer	UNHCR	UN
6	Keating	Maria	Int	Senior Coordinator, Baghdad	UN-HABITAT	UN
7	Timonen	Annika	Int	Project Officer	IOM	UN
8	Saldan	Enkhtuya	Int	Program Management Officer, Baghdad	UN-HABITAT	UN
9	Hummelen	Remmeult	Int	Program Management Officer, Erbil	UN-HABITAT	UN