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**INTERNALLY DISPLACED PERSONS:**

**IOM POLICY AND ACTIVITIES**

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## INTERNALLY DISPLACED PERSONS: IOM POLICY AND ACTIVITIES

### I. INTRODUCTION

1. *Internally displaced persons are among the most vulnerable people in the world today. Forced to leave their homes as a result of armed conflict, gross violations of human rights and other traumatic events, once displaced they nearly always continue to suffer from conditions of insecurity, severe deprivation and discrimination. Whereas an established system of international protection and assistance is in place for persons who flee across borders, responsibility for addressing the plight of internally displaced lies first and foremost with the State concerned, which more often than not proves unable or unwilling to do so, thereby raising the need for outside concern and involvement.*<sup>1</sup>

2. Displaced due to life- or livelihood-threatening circumstances, IDPs have traditionally been relatively neglected by the international community because they have remained within their own country and it is therefore the national authorities who have the primary responsibility for providing them with assistance and protection. At the same time, in most IDP-producing situations, the national authorities are not able or indeed may not be willing to provide the necessary assistance. Increasingly, therefore, the United Nations and other international actors are becoming involved with the phenomenon of internal displacement. The International Organization for Migration (IOM) is one such actor and has initiated a number of programmes to help meet the needs of these persons and to assist governments to manage the problem.

3. The definition offered by the Representative of the United Nations Secretary-General on Internally Displaced Persons (“the Representative”), describes IDPs as *persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border.* (1998)

4. The two key elements within the definition are firstly, forced movement and secondly, remaining within national borders. Beyond these central characteristics, the category is extremely broad. Estimates of the scope of internal displacement vary, as the precise number is impossible to establish given the flux in conflict situations and as the understanding of who falls within the definition, and for how long, is imprecise. Furthermore, in some situations, lack of access to the displaced population means that only rough estimates of the total figure can be made. However, the figure of approximately 25 million displaced due to conflict in 47 countries has been given for the end of 2001.<sup>2</sup> It is estimated that 75 to 80 per cent of the total figure of internally displaced are women and children.

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<sup>1</sup> Francis M. Deng, Representative of the United Nations Secretary-General on Internally Displaced Persons, Foreword to Save the Children publication “War Brought Us Here”, Save the Children, 2000.

<sup>2</sup> Global IDP Database, relying on information made available from various public sources. Where lack of humanitarian access to the displaced populations means that only a rough estimate can be obtained, the Global IDP Database has calculated a median figure using the highest and lowest available estimates. For details, see [www.idpproject.org/globaloverview.htm](http://www.idpproject.org/globaloverview.htm)

## II. IOM'S MANDATE

5. IOM is committed to the principle that humane and orderly migration benefits migrants and society. It acts with its partners in the international community to assist in meeting the operational challenges of migration, to encourage social and economic development through migration, to advance understanding of migration issues and to work towards effective respect of the human dignity and well-being of migrants.

6. To ensure the orderly migration of persons in need of migration assistance, IOM fulfils several functions, in particular “the organized transfer of refugees, displaced persons and other individuals in need of migration services” (Article 1, para 1 (b), IOM Constitution). The Constitution of IOM appears to be the only treaty providing a specific mandate for “displaced persons” to an international governmental organization. For IOM, the term “displaced persons” broadly includes persons who fall outside the scope of the conventional definition of refugee but who had to leave their homes due to factors such as armed conflicts, widespread violence, natural and/or man-made disasters or violations of human rights. *Internally* displaced persons are included in that category since the reasons for their displacement are the same; the only difference, of course, lies in the fact that they did not cross an international border.<sup>3</sup>

7. The question of IDPs is also considered by IOM from the standpoint of internal migration. IOM is competent to address internal migration, particularly in view of the close interdependence between the problems of internal migration and those of international migration. It is generally accepted that internal migration often constitutes only the first stage of a phased or secondary international migration. It may be for reasons beyond their control that these displaced persons fail to cross international frontiers: e.g. they are sometimes too far away to make the journey in a single stage; they may lack the financial resources and physical capabilities needed for a long journey; or they may be trapped in a combat zone. The reference in IOM’s Constitution to “displaced persons” encompasses both those who migrate internally and internationally.

8. IOM’s involvement in providing assistance to internally displaced persons has also been specifically highlighted and approved in resolutions of the Governing Bodies of the Organization. When adopting the Elements of a Platform of the Latin American Region’s Aspirations in IOM, the Executive Committee of IOM emphasized that *cooperation and technical assistance to deal with the problem of internally displaced persons* was a priority area for the Organization in that region (Resolution No. 87 (LXXXVI) of 25 May 1994). Similarly, IOM’s Council, when considering IOM activities in Africa (Resolution No. 859 (LXV) of 25 November 1992) has specifically called upon the Organization to *actively examine how it can assist African countries in solving problems related to mass displacement, and to work with the relevant international bodies, in particular those of the United Nations system, to assist in the return and reintegration of displaced persons.*

9. Further, a document of 9 May 1995 entitled “IOM Strategic Planning: Toward the Twenty-first Century” describes the objectives of the Organization and specifies that one of IOM’s objectives is *to undertake programmes which facilitate the return and reintegration of displaced persons and other migrants, taking into account the needs and concerns of local communities.*

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<sup>3</sup> For operational purposes, IOM has sometimes included in the definition of IDPs persons such as soldiers who, once demobilized, need to be reintegrated back into civil society, in their place of origin, as well as returnees who, having fled to another country, subsequently return to their own country but are unable to return to their original place of residence.

This document, whose broad guidelines were endorsed by the IOM Council on 29 November 1995, clearly recognizes that the categories of persons for whom IOM can provide assistance include displaced persons who have not crossed an international border and states that IOM's competence to help persons in need of international assistance *has long been explicitly recognized by IOM Member States to include assistance in countries of origin as well as outside them.*

10. At its Ninety-third Session in May 1997, the IOM Executive Committee considered for the first time IOM's policy and practice concerning internally displaced persons (IDPs). The basis for discussion was document MC/EX/INF/54 which described IOM's policy in this area and summarized each of its programmes around the world on behalf of IDPs. The document contained a set of general principles and operational guidelines for IOM staff involved in internal displacement which were broadly endorsed by the delegations. These general principles and operational guidelines were largely drawn from the themes in the United Nations Guiding Principles on Internal Displacement (Guiding Principles) which were still under construction at that time, while others were specific to IOM. Discussion in the Executive Committee on the topic of IDPs continued in 1998 (see MC/EX/INF/57).

11. On the basis of this mandate, IOM has concluded bilateral cooperation agreements with many States, which specifically make provision for IOM involvement in assisting displaced persons.<sup>4</sup>

### **III. GUIDING PRINCIPLES ON INTERNAL DISPLACEMENT AND IOM ACTIVITIES**

12. The Guiding Principles, which were developed in collaboration with legal experts and in consultation with various United Nations and international agencies and non-governmental organizations (NGOs), address the specific needs of IDPs worldwide. They identify rights and guarantees relevant to the protection of persons from forced displacement and to their protection and assistance during displacement, as well as during return or resettlement and reintegration. They were presented to the Commission on Human Rights at its Fifty-fourth Session in April 1998: Resolution 1998/50 was adopted by the Commission unanimously, taking note of the Guiding Principles and requesting the Representative to report back regularly on their dissemination and implementation.

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<sup>4</sup> Afghanistan Interim Administration, 19 April 2002; Angola, 7 December 1994; Argentina, 8 March 1990; Armenia, 13 October 1994; Azerbaijan, 8 December 1999; Bangladesh, 2 February 1998; Belarus, 22 July 1998; Benin, 22 November 2001; Bosnia and Herzegovina, 21 June 1995; Bulgaria, 12 November 1999; Cape Verde, 29 November 2001; Croatia, 2 February 1998; Czech Republic, 15 October 1997; East Timor, 20 May 2002; Estonia, 23 October 2001; Georgia, 6 September 1994; Haiti, 28 December 1995; Indonesia, 4 October 2000; Iran (Islamic Republic of), 5 September 1995 and 16 November 2001; Jordan, 8 February 1994; Kazakhstan, 13 January 1998; Kyrgyzstan, 9 February 1998; Latvia, 3 February 1997; Lithuania, 13 February 1998; Mozambique, 28 September 1995; Nigeria, 1 August 2002; Republic of Moldova, 21 March 2002; Russian Federation, 13 February 1992; Rwanda, 14 January 1995; Senegal, 22 December 1998; Slovakia, 17 May 1996; Slovenia, 19 December 2001; Sri Lanka, 26 June 2001; Sudan, 13 October 1998; Tajikistan, 26 November 1993; Turkmenistan, 10 June 1998; United Republic of Tanzania, 3 October 2002; Yemen, 7 January 2001; Yugoslavia, 14 September 1994.

13. The Guiding Principles reflect and are consistent with international human rights and humanitarian law, restating relevant norms in a context of internal displacement, clarifying grey areas and addressing identified gaps in protection. The instrument containing the Guiding Principles is not in itself binding, rather it has been produced as guidance for the various actors involved in internal displacement. However, many of the norms contained therein are legally binding, as they are restatements of international legal norms found in treaties and conventions. The Guiding Principles consolidate into one document the relevant rights and norms and state them in a way as to be specifically relevant to the situation in internal displacement. They thus provide a practical tool for implementation and should be closely followed in all programmes benefiting IDPs, and in all attempts to address the issue of displacement.

14. IOM has undertaken to promote and respect the Guiding Principles in its work, and to disseminate them as widely as possible. In 2002, IOM participated in a “train the trainers” workshop on dissemination of the Guiding Principles, hosted by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). IOM then co-hosted with OCHA a national workshop in Indonesia for the United Nations Country Team and government officials, on the Guiding Principles. IOM is incorporating training on IDPs and the Guiding Principles into its staff training programmes and intends to continue training with its partners as and where appropriate.

15. In the development of projects for IDPs, IOM’s Emergency and Post-Conflict Unit is tasked with ensuring that IOM project proposals are consistent with the Guiding Principles.

#### **IV. IOM ASSISTANCE**

16. The needs of displaced persons vary depending on the urgency of the situation. When the cause of displacement has given rise to sudden and disorderly displacements, the displaced population may, for example, be installed in temporary reception camps, requiring a rapid response to their essential needs. The return and reintegration of the displaced persons to their place of origin cannot be considered unless the cause of their displacement has been remedied or, at least, mitigated so that it no longer poses a threat. IOM activities are tailored to respond to the specific needs of internally displaced persons in a given circumstance.

17. In rendering assistance to internally displaced persons, IOM undertakes a variety of activities. Examples of such activities are quoted in Article 1, paragraph 1 (c), of the IOM Constitution, as follows: "... recruitment, selection, processing, language training, orientation activities, medical examination, placement, activities facilitating reception and integration, advisory services on migration questions, and other assistance as is in accord with the aims of the Organization", in addition to the transfer of persons which constitutes the most visible activity in any movement of persons. Details of the types of activities which IOM undertakes in emergency and post-conflict situations were presented to the IOM Council in June 2002 (MC/INF/249).

18. In general, the contribution that IOM makes towards the solution of the problems affecting internally displaced persons may be presented under two different headings: assistance rendered to States on the one hand, and to individual persons on the other.

19. The assistance rendered to States by IOM is in the form of technical cooperation for building the capacity of States to effectively deal with the problem of internal displacement, as well as other migration issues. Through such activities as sharing of expertise, workshops, advisory services, training of officials, supply of technical equipment and information management systems, IOM technical cooperation programmes help strengthen the institutional capacities needed to manage the problem of internal displacement.

20. The assistance rendered to the State can be outlined as follows:

- Rapid data collection and analysis of migratory flows and early warning: IOM monitors and analyses the humanitarian trends and priorities in so far as they relate to migration, as well as the needs and the effects of migration.
- Documentation: IOM contributes to the enhancement or creation of national population information systems in various ways: installation or development of the computerized data-base equipment that it makes available to the competent governmental agency or national institution concerned with migration; centralization, organization and structuring of the documentation of the governmental institutions; studies of projects for displaced persons; training of local personnel to use, manage and interpret the information collected.
- Advisory services and technical cooperation: through its experts, IOM helps governments to formulate migration policies and legislation, develop and strengthen migration management systems; it organizes workshops for capacity-building, carries out training exercises for emergency management and gives advice on projects for displaced persons.

21. The assistance rendered to individual persons is mainly in the following fields:

- Emergency shelter and material assistance.
- Health care: medical services are provided in various phases of the assistance operation, including psychosocial programmes to address post-conflict trauma. IOM also provides medical and paramedical personnel and purchases or helps in the procurement of medicines and medical supplies.
- Transport: this is traditionally one of IOM's principal services. The IOM Constitution speaks of the "organized transfer" of displaced persons, which comprises transport as well as activities prior to departure and in connection with resettlement.
- Return, resettlement and reintegration: IOM returns internally displaced persons to their place of origin and provides immediate assistance to these persons in their effort to resettle. IOM, in cooperation with its partners in the Field, provides reintegration tool kits which include the basic items to support the returnees, short-term vocational training, counselling, job referrals and other population stabilization activities such as small-scale community development projects.
- Income-generation: IOM provides training and seed money for income-generating activities for displaced persons who are unable or unwilling to resettle or return.

22. In accordance with its Gender Policy statement that *IOM is committed to ensuring that the particular needs of all migrant women are identified, taken into consideration and addressed by IOM projects and services*,<sup>5</sup> IOM devotes special attention to the specific needs of IDP women, particularly women heads of household.

## V. IOM'S OPERATIONAL PARTNERS

23. The need for close cooperation with other international organizations is mentioned in Article 1, paragraph 2, of the IOM Constitution, which states that the Organization shall cooperate closely with international organizations, governmental and non-governmental, concerned with migration, refugees, and human resources and that such cooperation shall be carried out in the mutual respect of the competences of the organizations concerned.

24. In the case of protection of, and assistance to, internally displaced persons, coordination among international organizations remains essential to effectively address the needs of those persons, without gaps in assistance or overlapping of activities.

25. IOM is committed to close coordination and cooperation with United Nations agencies as well as with other international governmental and non-governmental actors. This commitment has been reflected in a number of inter-agency agreements entered into by IOM which specifically consider collaboration in the field of assistance to IDPs. Examples include:

- Cooperation Agreement between the United Nations Population Fund and IOM of 11 December 1996;
- Memorandum of Understanding between IOM and the International Centre for Migration Policy Development (ICMPD) of 15 January 1997;
- Memorandum of Understanding between the United Nations High Commissioner for Refugees and IOM of 15 May 1997;
- Agreement between IOM and the Community of Portuguese-Speaking Countries of 5 December 1997;
- Framework for Operational Cooperation Addendum to the Memorandum of Understanding between the United Nations Development Programme (UNDP) and IOM of 17 June 1998;
- Memorandum of Understanding on Collaborative Working Relationships between the International Catholic Migration Commission (ICMC) and IOM of 11 November 1998;
- Cooperation Framework between UNAIDS and IOM of 20 September 1999;
- Memorandum of Understanding between IOM and the Iranian Red Crescent Society of 16 November 2001.

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<sup>5</sup> Endorsed by the IOM Council in November 1995 by Resolution No. 932 (LXXI).



26. In practice, IOM has many other partners at the field level with whom it works with IDPs, but a formal inter-agency agreement has not yet been concluded. For example, in many countries, IOM works alongside ICRC in IDP situations, where people have been displaced as a result of armed conflict or internal strife. The World Food Programme (WFP) is also a regular partner of IOM, for example when IOM distributes WFP food parcels to IDPs.

27. IOM also has a number of arrangements with partner agencies regarding staffing in emergency situations, to ensure that it can react quickly, efficiently and with the best qualified staff in an emergency. To date, formal agreements have been entered into with UNDP, the Danish Refugee Council and the Norwegian Refugee Council. There is also an agreement between the Department for International Development of the Government of the United Kingdom of Great Britain and Northern Ireland and IOM on improving institutional emergency preparedness and response capacity to help refugees and internally displaced persons through a standby arrangement on the secondment of qualified external emergency personnel. IOM has also loaned/seconded two staff members to the United Nations Joint Logistic Centre, through its custodian the World Food Programme, and is presently negotiating a definitive arrangement for the loan of IOM staff.

28. Close coordination with the United Nations and other agencies is also achieved by IOM through the Senior Inter-Agency Network on Internal Displacement established by the Inter-Agency Standing Committee (IASC) in September 2000, and charged with undertaking reviews of selected countries with internally displaced populations and making proposals for an improved inter-agency response to their needs. Recently, this Network proposed the establishment within OCHA of a Unit for coordinating United Nations activities regarding IDPs. IOM has seconded staff to this Unit, which became operational at the beginning of 2002. Furthermore, IOM is an active member of the Protection Coalition of the IDP Unit which is tasked with improving the quality and effectiveness of practical protection in the Field and with advising the Unit in its efforts to improve the general protection framework for IDPs. IOM's participation in the United Nations Consolidated Appeals Process also ensures that its activities are well coordinated with other organizations and that duplication is avoided.

## **VI. CONCLUSION**

29. IOM is one of the agencies involved in assisting IDPs and one of the few whose mandate refers specifically to displaced persons. IOM uses this mandate to provide a broad range of assistance activities to individual persons, such as providing transport and fulfilling their basic needs of food, shelter and supplies. It also carries out projects related to successful return and reintegration, when conditions allow, for example, vocational training to assist these people in the long term and ensure that return or resettlement remains sustainable over time. Governments are also the beneficiaries of IOM programmes which build the national capacities needed to manage or prevent internal displacement. In carrying out its activities, IOM remains cognizant of its role in relation to other international agencies and committed to cooperation and coordination as the only means to ensure that the needs of internally displaced persons are met quickly and competently.

Annex

IOM ACTIVITIES

**I. AFRICA**

**Angola**

Background and Scope of Displacement

1. There are at least 4.3 million IDPs in Angola, concentrated mainly in the capital, Luanda, and the provinces of Bié, Huila, Malanje, Benguela and Huambo. Displacement has been caused by prolonged conflict and primarily by the civil war between the Government of Angola and the National Union for the Total Independence of Angola (UNITA). This conflict began in 1975, following the Declaration of Independence from Portugal and the assumption of power by the Popular Movement for the Liberation of Angola (MPLA).

2. Some people have been displaced for over 15 years. Others were displaced more recently, since the resumption of hostilities in 1998, and then again in 2001 and early 2002 (according to OCHA, the extent of displacement was 50,000 people per month from November 2001 to January 2002 inclusive) as a result of continued conflict and increased military operations by the government forces.

3. In October 2000, the Government of Angola adopted the Norms for the Resettlement of Displaced Persons, which take into account the Guiding Principles. Following the approval and publication of the Norms by presidential decree on 5 January 2001, the Ministry of Social Affairs and Reintegration (MINARS) formed a technical working group to develop a set of legally binding operating procedures for the implementation of the Norms at the provincial level. This working group drafted a Dispatch on Standard Operating Procedures for Reception and Registration Centres, officially endorsed by the Minister for Social Affairs and Reintegration on 15 January 2002. Full resettlement and relocation of IDPs, however, has so far been hampered by difficult security and access conditions.

IOM Activities

4. In 2001, IOM was involved in two IDP projects in Angola:

- (i) Emergency assistance, including the provision of mosquito nets, blankets, buckets, roofing materials, tents, as well as building latrines and improved waste disposal, to 5,000 IDPs in Viana (Luanda Province). These IDPs had left the Provinces of Bié and Huambo at the start of fighting at the end of 1998/beginning of 1999.
- (ii) Community assistance and reintegration to IDPs in the Huambo, Ekunha and Caala Municipalities of the Huambo Province. This assistance included building rural dwellings, providing on-the-job training and tool kits for woodcutting, carpentry and building, and providing agricultural assistance through village gardens, small animals (rabbits, guinea pigs) and ploughs with teams of cattle for ploughing and breeding. The project also

promoted school and health post-conflict rehabilitation, improved and protected water supplies, and the building of village market places. The numbers assisted were:

- Resettlement: 237 ex-combatant and 38 non-combatant IDP families;
- “Food-for-Work” projects (in collaboration with WFP): 492 ex-combatant IDPs (including wives/widows of ex-combatants) and 273 non-combatant IDPs.

5. Both projects achieved their objectives; local and provincial government representatives have expressed appreciation for IOM’s involvement and requested that similar projects be continued. In the context of the evolution of the peace process in Angola, based on its previous involvement in quartering, demobilization and related areas, IOM expects to resume and expand its activities, subject to funding.

## **Ethiopia**

### Background and Scope of Displacement

6. Hundreds of thousands of civilians were affected by the border conflict between Ethiopia and Eritrea in May 1998. In April 1999, the Government announced that some 316,000 people had been displaced within the country, mainly from western, central and eastern zones of the Tigray region bordering Eritrea. In 2000, IDPs began returning to their place of origin and, by February 2002, the number of IDPs as a result of the border conflict was estimated to be approximately 75,000, mainly in the “Tigray region”.<sup>1</sup>

### IOM Activities

7. IOM Addis Ababa is part of the United Nations Country Team in Ethiopia, which works in conjunction with the Government’s Federal Disaster Prevention and Preparedness Commission (DPPC). IOM has actively participated in the following:

- Weekly Disaster Management Meetings (DMT);
- United Nations Consolidated Appeal Process for Ethiopia and the United Nations Strategic Paper since 1999. Areas of appeal included Rehabilitation and Reintegration of Returnees in South Wello, Amhara Region, and Resettlement and Rehabilitation Assistance for Displaced Persons in Ethiopia;
- Design of proposals;
- The HIV/AIDS survey being carried out on IDPs in Ethiopia, in which IOM is the lead agency, consists of two phases: phase one was the identification of the IDPs throughout the country using a mapping system; and phase two will be an in-depth study of the determinants of HIV transmission among IDPs and will also identify their specific needs for HIV/AIDS prevention and care. Eight representative groups were selected in six regions based on the following criteria: size of the displaced group, origin, and reason of displacement.

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<sup>1</sup> The “Tigray region” is in the northern part of Ethiopia, on the border between Ethiopia and Eritrea. The movement of these people has been towards the south of the border, to avoid the conflict.

8. IOM, in cooperation with a local NGO, Organization for Social Services for AIDS (OSSA), is conducting a UNAIDS-funded HIV/AIDS prevention project for approximately 65,000 displaced persons in Shakiso, south-west Ethiopia.

9. IOM is also working with WFP on a Migration Tracking Network project. Activities include a field survey and, in partnership with OCHA, the development of a database management software application. This will help provide more reliable data on population movements, as well as an information-sharing and early warning system, to enhance the ability of governments and the international relief community to provide timely assistance.

## **Liberia**

### Background and Scope of Displacement

10. The civil war in Liberia began in 1989 when Charles Taylor, leading the National Patriotic Front of Liberia (NPFL), launched an armed rebellion. In 1990, the Economic Community of West African States deployed a Nigerian-led peacekeeping mission (ECOMOG) to Liberia to restore order. However, its control was limited to the capital, Monrovia, and the remainder of the country was ruled by Taylor and other freedom fighters.

11. In 1997, Charles Taylor won a landslide victory in a presidential contest following a disarmament agreement between warring factions. In 1999, a new rebel movement, Liberians United for Reconciliation and Democracy (LURD) began fighting with Liberian security forces, and fresh waves of displacement of civilians occurred. In March 2002, humanitarian organizations estimated the total number of IDPs in the country to be about 80,000, 36,000 of whom were in Bong County (north-east of Monrovia) and 35,000 in the greater Monrovia area. Four camps were being used as “emergency influx zones”.

12. At the national level, responsibility for the coordination of humanitarian assistance and return of IDPs lies with the Liberian Refugee, Repatriation, and Resettlement Commission (LRRRC); however, progress has been hampered by inadequate technical, financial and logistical capacity. The National Humanitarian Task Force, chaired by the First Lady, Mrs. Jewel Howard-Taylor, was launched in February 2002.

### IOM Activities

13. IOM is planning a 12-month assessment mission to determine options and prospects for IDP management needs and support OCHA Monrovia to help register the IDP caseload which is now estimated at 130,000. Findings from the mission will form the basis for potential future programmes of reintegration assistance, to begin upon the immediate cessation of inter-factional hostilities in the country.

14. Projects for a demographic survey of IDPs, camp operations and management, and vocational training for IDPs in Liberian camps have been submitted to the CAP 2003.

## **Sierra Leone**

### Background and Scope of Displacement

15. As at November 2001, there remained some 247,000 registered IDPs in Sierra Leone. The cause of displacement was the armed rebellion against the Government initiated in 1991 by the Revolutionary United Front (RUF). On 7 July 1999, the Government and the RUF signed a peace accord; however, by May 2000 the peace process had broken down. On 10 November 2000, the warring parties signed a new cease-fire agreement at Abuja, which was reaffirmed in May 2001. By January 2002, over 45,000 former fighters had handed in their weapons and the United Nations Mission in Sierra Leone (UNAMSIL) declared the Government's disarmament programme to be at an end.

16. There is no "lead agency" for IDPs in Sierra Leone, but the UN Secretary General has appointed a Deputy Special Representative to act as the United Nations Resident Representative and Humanitarian Coordinator (HC). The HC is assisted by a unit from OCHA. The major government body for humanitarian affairs is the National Commission for Reconstruction, Resettlement and Rehabilitation (NCRRR).

### IOM Activities

17. IOM conducted a registration and resettlement transportation project in early 2002. A total of 5,122 IDPs were registered in accordance with the guidelines of the IDP Resettlement Committee. IOM was responsible for the registration process while food agencies identified those IDPs within the definition of the Guiding Principles. From 27 February to 2 March 2002, IOM transported 4,015 IDPs from IDP camps in Port Loko to the drop-off (distribution) points. In total, 1,261 IDPs were assisted with secondary transport to their villages.

18. In April 2002, IOM assisted 12,174 IDPs to leave camps in and around Freetown, Bo and Kenema to return to their homes in areas of northern Sierra Leone declared safe for resettlement by the Government and by UNAMSIL. Upon arrival, each family received food assistance consisting of six 50 kilo bags of bulgur wheat, two 50 kilo bags of split peas and 20 litres of cooking oil donated by the UN World Food Programme. Families also received blankets, tarpaulins, mats, lamps, cooking utensils and crockery from ICRC and the NGO Care International.

## **Sudan**

### Background and Scope of Displacement

19. An estimated four million people have been displaced as a result of more than 30 years of civil war and inter-tribal conflict. Internal strife and atrocities committed against civilians have occurred in various parts of the country, as the borders for the civil war remain fluid. The conflict involves numerous armed factions, including the Sudan People's Liberation Movement/Army (SPLM/A), which in 2001 merged with the Sudan People's Defence Forces (SPDF), the Government Army and its Popular Defence Forces composed of various tribal militias, and several individual groups of armed militias.

20. In December 1999, an agreement signed by the United Nations, the Government and the SPLM/A at a Technical Committee for Humanitarian Affairs (TCHA) meeting in Geneva, included guarantees for the protection of civilians: it binds SPLM/A to "customary human rights law" and includes a commitment by both parties not to continue illegal relocations of civilians.

21. During recent years, improved security in some areas of Sudan have allowed for the return of IDPs, and some resettlement programmes have been initiated.

#### IOM Activities

22. IOM's Emergency and Post-Conflict Unit is currently responding to OCHA Khartoum's special request for IOM to participate in the country team and to work closely with the United Nations and other partner agencies to develop and harmonize a framework in preparation for IDP returns as a result of prospective peace negotiations. IOM is also expected to form part of an OCHA-led assessment mission on reintegration and recovery that will support the development of the United Nation's strategy. Core members of the assessment mission will be UNDP, IOM, UNHCR, FAO, UNICEF, WFP, ILO and a representative agency from the NGO community.

### **Uganda**

#### Background and Scope of Displacement

23. A series of armed conflicts has led to large-scale displacement in Uganda. From 1981 to 1986 over 500,000 people were displaced in the Luwero triangle as a result of the National Resistance Army/National Resistance Movement (NRA/NRM) struggles. From 1986 to 1987, armed insurgencies caused by the Holy Spirit movement, the Lord's Resistance Army (LRA) and other rebel forces displaced over 2.7 million people in the districts of Kitgum, Gulu, Apac, Lira, Soroti, Kumi and Pallisa. Between 1994 and 2002, the Allied Democratic Forces (ADF) displaced over 400,000 people in the Rwenzori region.

24. According to OCHA estimates, there are currently some 555,000 IDPs in Uganda. There are around 400,000 in Acholi land in northern Uganda, and 155,000 in the Rwenzori region in western Uganda.

#### IOM Activities

25. IOM Kampala carried out a survey on the IDP situation and their needs to be presented to humanitarian actors in Uganda. IOM is also a partner in the setting up and definition of a National Policy on Internal Displacement for the Government, which closely reflects the Guiding Principles. The policy seeks to protect Ugandan citizens against displacement and to protect and assist IDPs during displacement, return, resettlement or local integration. It does this by clearly defining the roles and responsibilities of the Government of Uganda, humanitarian organizations, donors, the displaced community and other stakeholders, and spelling out the rights of IDPs.

26. In the northern part of Uganda, IOM currently provides assistance to the WFP in food distribution through the use of a 20-truck fleet. IOM is also partnering with OCHA and other humanitarian actors to coordinate assistance for imminent IDP returns.

27. Furthermore, IOM is developing, in partnership with other agencies and NGOs, a strategic approach to HIV/AIDS in a displacement and post-conflict setting. The proposal sets out a methodology and plan of action for a rapid, participatory appraisal of the needs of the IDP population related to HIV/AIDS in three conflict-affected regions of Uganda. The aim would be to establish detailed frameworks for HIV/AIDS preventive interventions and to contribute to the general understanding of HIV/AIDS and IDPs. The project aims to:

- summarize available information on the living conditions in the camps, relevant to the HIV/AIDS epidemic;
- provide socio-demographic information on displaced communities in the selected camps;
- determine factors contributing to the risk and vulnerability to HIV/AIDS infection;
- assess the level of knowledge, attitudes, practice and behaviour relating to prevention of HIV/AIDS and STDs;
- establish an inventory of NGOs and community-based organizations involved in HIV/AIDS programmatic interventions and service delivery within the IDP camps;
- develop a strategic plan to support other stakeholders working in the field of HIV/AIDS within IDP camps; and
- design detailed preventive interventions, guided by the findings of the needs assessment.

## **II. LATIN AMERICA**

### **Colombia**

#### Background and Scope of Displacement

28. The total number of IDPs in Colombia is uncertain. For the period between 1985 and 2001, estimates vary from over 2,000,000 people (according to the NGO “CODHES”) to 614,000 (government estimates). During the past two years some 600,000 further displacements have been estimated by NGO sources.

29. A main cause of displacement is the internal armed conflict that has occurred between government security forces, left-wing guerrilla groups and right-wing paramilitary forces for over 30 years. Displacement occurs both as a consequence of this conflict (such as to avoid recruitment of minors by the guerrilla and paramilitary groups) and as a deliberate result of threats, attacks and massacres against civilians by the protagonists of the conflict, who use displacement as a means to gain territorial advantage over each other.

30. The most significant displacement occurs from the rural areas to the cities. IOM conducted a Field Survey and Needs Assessment during the first quarter of 2001, which showed that many IDP families had been displaced at least twice and sometimes three times or more.

31. The Government of Colombia has introduced a number of laws to address the issue of IDPs. In 1997, Law 387 was enacted to provide measures to prevent displacement, as well as to protect and assist the displaced. On 12 December 2000, Decree 2569 was issued to regulate and complement the provisions of Law 387 concerning the responsibilities of the Social Solidarity Network, the agency that coordinates the national system for IDPs. Another law passed in 2000, Law 589, formally criminalizes forced displacement.

32. The Colombian administration and judiciary have been proactive in their response to the Guiding Principles. The Constitutional Court of Colombia, which frequently uses the UN Guiding Principles as a yardstick when commenting on national norms, handed down a decision in March 2001. It places them above national legislation, referring to them as “supranational legislation”. The Constitutional Court stated that the Guiding Principles clarify gaps and grey areas in existing international law and have been widely accepted by international human rights organizations, and should therefore be used as the parameters for the creation of rules and for the interpretation of Law 387 of 1997.

33. In addition, the Office of the President of Colombia cites the Guiding Principles as the inspiration for its integrated policy for IDPs. The Ombudsman’s Office included the Guiding Principles in its public awareness campaign on internal displacement. Furthermore, the Colombian Ministry of Health and the Pan American Health Organization has translated the “Handbook for Applying the Guiding Principles” into Spanish in order to promote its use in Colombia.

#### IOM Activities

34. IOM is a member of the UN Thematic Group on Displacement which meets twice monthly; it has coordinated several activities in the areas of information analysis and gender-advancement and prepared a United Nations Humanitarian Action Plan.

35. IOM coordinates with government ministries and agencies, including the Social Solidarity Network, to implement capacity-building programmes at local and national levels, with the support of a USAID-financed Post Emergency Programme. IOM has opened Field Offices for the implementation of this Programme, which operates in three departments in the south of the country (Putumayo, Caqueta and Narino) and three in the north (Valle del Cauca, Santander and Norte de Santander), and is in the process of opening an office in the Chocó region.

36. IOM’s Post-Emergency Programme activities are implemented by Governor and Municipal Offices and local NGO organizations, and aim to assist IDPs in achieving socio-economic integration. Components include income-generation, health, education, social infrastructure, housing and community organization. Examples of projects include micro-credit funding, medical services and outreach programmes, day-care and educational services, training for IDP associations, support to local alternative media, and support for the technical design of houses for IDP families.

37. 187 projects have been developed in 55 municipalities through the assistance of the Post-Emergency Programme. These projects have benefited over 137,000 persons directly, in the areas of economic development, infrastructure improvements, medical health and education programmes, and 240,000 persons indirectly, including family members, neighbours and the host



communities. The Programme focuses on the special needs of vulnerable and excluded groups, such as the African Colombian population along the Pacific Coast; indigenous groups of displaced persons in Valle del Cauca, Narino and Putumayo; and female-led households, particularly in large urban centres.

38. IOM, in conjunction with the University of Valle and the Departmental Secretary of Health, is launching the first degree course on forced displacement, aimed at strengthening the local and national capacity to put in place public policies to help IDPs and host communities. IOM is financing the design of the methodological tools and the academic contents of the course that will form part of the permanent curriculum of the University of Valle. A total of 70 students will take part in two pilot courses of 120 hours each. Four modules will be taught: basic concepts and the international legal framework for protection; presentation of tools to interpret the characteristics and context of the displacement in Colombia; practical tools for the management of forced displacement; and case studies on dealing with displacement.

## **El Salvador**

### Background and Scope of Displacement

39. As a result of the earthquakes of January and February 2001 in El Salvador, 67,797 people were registered by the Government as ‘evacuados’. These IDPs were found particularly in the departments of Usulután, San Vicente and La Libertad. The duration of displacement varied from weeks to months. Some IDPs have not yet been able to return to their homes.

### IOM Activities

40. IOM participated actively in assessing the damages and assisting the IDPs through the project of Emergency Assistance to the Displaced Families of the Earthquakes in El Salvador. The project provided temporary housing and social support to 1,238 families (5,868 persons) during the emergency period. The implementation of the project was closely coordinated with central and regional authorities.

## **Guatemala**

### Background and Scope of Displacement

41. Estimates of the displaced population in Guatemala are between 250,000 and 320,000 persons.<sup>2</sup> The IDPs are located predominantly in western Guatemala, in the departments of Alta Verapaz, Baja Verapaz, Escuintla, El Quiché, Chimaltenango, Huehuetenango, Petén, Suchitepéquez, San Marcos, Quetzaltenango, and Retalhuleu. The displacement is a consequence of decades of past conflict within the country.

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<sup>2</sup> “The Uprooted Population in Guatemala” Updated Figures and Social and Economic Situation, May 1997, published by the United Nations Population Fund (UNFPA) and the National Commission for the Attention of Returnees, Refugees and Displaced Persons (CEAR) with the support of the Technical Commission for the Implementation of the Accord on Resettlement of the Population Uprooted by the Armed Confrontation (CTEAR).

42. In June 1994, an agreement on the resettlement and economic integration of displaced peoples into Guatemalan society was signed. Two institutions were created to implement the accord: a technical commission to supervise resettlement projects (CTEAR) and a consultative assembly of the displaced (ACPD). Implementation of projects by CTEAR was to occur only after signature of the final peace accord.

43. This final peace accord was signed in December 1996 between the Government and representatives of the URNG, an umbrella organization grouping four insurgency movements. It provided for a national commission composed of government representatives and uprooted persons to design projects to assist the displaced to return home.

44. In mid-1997 the Government signed an accord with representatives of displaced persons' organizations requiring that the Government provide land and other services to the displaced. Also in 1997, a special law easing documentation procedures for the displaced was enacted for a three-year period and subsequently extended until the end of 2001.

#### IOM Activities

45. IOM conducted an investigation from July to September 2001 on the extent of the undocumented and uprooted population in five departments of Guatemala (Alta Verapaz, El Quiché, Chimaltenango, Huehuetenango, and San Marcos). A total of 28,152 people were recorded.

46. IOM submitted a Project Document to the Technical Commission for the Implementation of the Accord on Resettlement of the Population Uprooted by the Armed Confrontation (CTEAR), in order to carry out a technical support programme for this population. Activities planned include: the preparation of technical and economic feasibility studies, agrologic studies, and the legalization of community organizations in order for IDPs to have access to loans from the Trust Fund established by the Government for this population as a result of the Peace Accord. It is estimated that some 30,500 people will be assisted.

### **Honduras**

#### Background and Scope of Displacement

47. Some 50,000 IDPs were displaced in Honduras in 1998 due to the effects of the hurricane Mitch. They are located mainly in Tegucigalpa and along the Caribbean coast. Displacement was also caused by the tropical storm Katrina during 1999. The majority of people have been displaced since October 1998 and a smaller group has been displaced since November 1999.

#### IOM Activities

48. IOM worked with IDPs displaced due to the hurricane Mitch and tropical storm Katrina. In total, the IOM Mission provided direct assistance to approximately 800 families in several shelters along the Caribbean coast.

49. In Tegucigalpa there were two important programmes in operation during 2001. First, the "Exit" Programme was designed to construct permanent homes for IDPs living in temporary

shelters. Second, the Democratic and Participative Planning Programme was designed to assist these same resettled communities to organize themselves and more effectively plan and advocate their own development.

50. In the region along the Caribbean coast, IOM Tegucigalpa, through its CHAT-Shelter Programme, continued to provide assistance to populations living in several temporary shelters. This included maintenance of the shelter structures, health care, education, job training and coordination of food assistance for these families.

51. IOM has been a leader at the national level, overseeing the construction of almost all the country's temporary shelters and later providing permanent housing for an important percentage of this same population. These tasks have been closely coordinated with both municipal authorities and national Ministries (particularly Health and Education).

52. At the international level, IOM collaborated closely with several agencies, including WFP (food assistance) and UNICEF, especially with regard to activities in the temporary shelters. In 2001, IOM signed a Cooperation Agreement with UNDP in the area of Disaster Response, and IOM is coordinating the inter-agency Disaster Response Focal Group.

## **Nicaragua**

### Situation of Displacement

53. At the end of 1998, as a result of hurricane Mitch, there were an estimated 150,000 IDPs in Nicaragua. IDPs were located mainly in the Pacific region of the country and also on the North Atlantic coast. Some 142,500 homes were hit and damaged by the hurricane. Later, in August 2000, an earthquake in the Masaya zone worsened the general situation, and between 15 and 30 per cent of the existing infrastructure of this province suffered some level of deterioration forcing numerous families to move in search for better living conditions.

54. There are also a large number of IDPs in the so-called "Triángulo Minero" region due to the armed conflict which lasted over ten years. As a consequence, hundreds of families who are unable to generate income or access basic services have migrated to urban centres.

### IOM Activities

55. In 2001, IOM Nicaragua finalized a number of activities focused on capacity-building and the promotion and strengthening of the human rights of IDPs in affected regions. Examples of these efforts include:

- In Posoltega, Department of Leon, 3,500 IDPs were assisted through IOM's support of self-construction housing and psychosocial relief programmes.
- In the Provinces of Sebaco and Dario in the Department of Matagalpa, 3,000 IDPs were assisted through IOM support for municipal strengthening and site planning.
- The Department of Managua also benefited from the activities conducted by IOM to construct the infrastructure to provide social services.

56. The work in Nicaragua has had a broad scope due to the close collaboration of the IOM Mission with other United Nations specialized agencies.

### **III. EUROPE**

#### **Armenia**

##### Background and Scope of Displacement

57. According to government figures, in May 2002 there were 192,000 IDPs in Armenia. An estimated 72,000 persons were displaced as a result of military operations in areas bordering Azerbaijan due to the decade-old conflict regarding Nagorno-Karabakh. The remainder of the displaced were uprooted as a result of natural disasters (an earthquake in 1988 and subsequent mudslides).

58. In 1999, the Government formed a Department for Migration and Refugees (DMR) with a mandate to develop a unified migration policy, including internal displacement. IOM has provided policy assistance to DMR through its Capacity-Building in Migration Management Programme.

59. The Government of Armenia has translated the Guiding Principles into Armenian, published them in booklet form and disseminated them to all relevant Ministries, NGOs and educational institutions.

##### IOM Activities

60. Between 1997 and 2000, IOM conducted a Micro-Enterprise Development Project which included assistance to IDPs displaced by the 1998 earthquake. The areas covered include Gyumri city, Spitak town and Vanadzor city in Northern Armenia, and 158 households were assisted through small-business training, loans, employment generation and business advice. The project has had a high loan repayment rate and has been able to reach out to women IDPs.

61. IOM is also part of an Inter-Agency Working Group on IDPs consisting of UNHCR, the Organization for Security and Cooperation in Europe (OSCE), Norwegian Refugee Council (NRC), Council of Europe and UNDP. The Working Group was established to coordinate the IDP mapping project initiated by the NRC. Together with the IDP mapping process, the Working Group deals with a number of issues concerning legislative developments related to IDPs, refugees, migrants, and foreigners. Migration-related training activities are also covered at the Working Group meetings.

## **Azerbaijan**

### Background and Scope of Displacement

62. As at 1 January 2002, 572,012 IDPs were registered in Azerbaijan,<sup>3</sup> located in 58 regions around the country. Some 60,000 were living in 12 refugee camps divided over five regions in Azerbaijan, another 60,000 were living in underground dugout shelters, 40,000 were settled in lime-stone houses provided by UNHCR and ECHO, and the rest were mainly located in temporary accommodation such as railwagons, public buildings, hostels, sanatoria and guesthouses. Displacement has been caused primarily by the armed conflict with Armenia over Nagorno-Karabakh, in particular during 1992.

63. The governmental policy is to return IDPs to their regions of origin. In cooperation with the World Bank and UNDP, it has established a social fund to assist IDPs.

### IOM Activities

64. Key activities of IOM in Azerbaijan involving IDPs include:

(i) Inter-agency contingency planning process

65. In 2001, IOM participated in an inter-agency contingency planning process with other United Nations and international agencies in Azerbaijan, including UNHCR, UNICEF, WFP, UNDP, WHO, the World Bank, and the International Federation of the Red Cross (IFRC). The overall objective of the process was to assist the United Nations Country Team in planning a response to potential emergencies. One of the issues addressed was a possible return process for the current IDP population. So far, the Government of Azerbaijan has not responded to the proposals submitted by the inter-agency group.

(ii) Improving IDP living standards in the Nakhichevan Autonomous Republic (NAR)

66. An IOM micro-credit and community-building project, “Economic Opportunity Enhancement in Nakhichevan through Community Mobilization and Micro-Credit Schemes” began in 1998 pursuant to a tripartite agreement between IOM, UNDP and the Government of the Nakhichevan Autonomous Republic (NAR). IOM is the executing agency. This project aims to revitalize the local economy to alleviate poverty through the provision of micro-credit and employment generation that discourages economic migration.

67. The number of IDPs living in Nakhichevan is about three per cent of the total population of NAR which is currently around 350,000 persons. The IOM micro-credit scheme targets IDPs and refugees in two villages of NAR. During the project implementation, the following main needs and demands of IDPs and refugees were identified: livelihood, housing, drinking water, health services and education facilities for children.

68. Since 1999, IOM has started to provide its support to the IDP and refugee communities through provision of micro-credit for livelihood and rehabilitation/construction of irrigation and

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<sup>3</sup> National Statistical Committee, Azerbaijan.

drinking water systems for development of agricultural businesses, such as crop cultivation and animal husbandry. Recently IOM has submitted to the Social Development Fund of IDPs (SDFI) a proposal on rehabilitation of drinking and irrigation facilities in the above mentioned IDP villages.

(iii) Karabakh Coordination Centre (KCC)

69. IOM has drafted a proposal for the creation of the Karabakh Co-ordination Centre (KCC). The main goals of the proposal are:

- to prepare a coordinated Plan of Action for post-conflict interventions;
- to arrange IDP returns post conflict;
- to organize their movement and to distribute essential assistance for sustainable settlement.

70. The KCC will serve to improve coordination between the activities of State agencies, NGOs and international organizations in order to maximize the use of limited resources. The KCC aims to avoid duplication, in order to distribute work according to best competency and priority needs. The KCC creation will coordinate the organized return and the establishment of basic living conditions.

## **Croatia**

### Background and Scope of Displacement

71. According to UNHCR, 23,402 IDPs remained in Croatia as at 31 January 2002. There were 19,991, mainly ethnic Croat IDPs, who had been displaced from the Danube region, and 3,411 ethnic Serb IDPs who live in the Danube region, displaced from other parts of Croatia. Displacement was caused by the armed conflict from 1991 to 1995.

72. In May 2001, the Croatian Government introduced a plan of reconstruction, social support and economic revitalization in areas of return (“Areas of Special State Concern”). It coordinates with the Stability Pact for South-Eastern Europe a framework agreement on international cooperation towards stability and growth in South-Eastern Europe adopted by more than 40 countries on 10 June 1999.

### IOM Activities

73. IOM has developed a proposal for a Cross-Community Information Programme (CCIP) to be incorporated as an element of the Stability Pact Strategy for Return and Reintegration. It is aimed at helping refugees and IDPs make informed decisions about return to their communities of origin and facilitating integration upon return. Complementing and supporting ongoing governmental and international efforts in the areas of cross-border return, information exchange, community reintegration and revitalization, this programme will establish eight community information centres called Cross-Community Information Centres (CCICs).

74. CCICs will be equipped with computers connected to the World Wide Web through a web portal called ReturNet, and will allow potential and actual returnees to send messages and request and receive credible information on living conditions from trusted family members, neighbours and/or communities through a confidential Question and Answer (Q&A) system. The Q&A function will be the most salient tool in helping stakeholders decide on return. In addition, through specifically designed and regularly updated Municipality Web Pages integrated into the ReturNet web site, returnees and community members can research municipal services or post-return assistance offered in their places of origin by local government and national and international agencies. For those in remote areas unable to benefit from CCICs, mobile outreach assistance will provide the same Q&A services and return-related information.

## **Russian Federation**

### Background and Scope of Displacement

75. There are 140,657 IDPs officially registered in the Russian Federation. The majority fled from the Northern Caucasus (mostly from Chechnya) as the result of conflict in the region. Most fled to neighbouring republics within the Russian Federation, including Ingushetia (33,000) and the central region of the Russian Federation (15,000, in Belgorod, Voronezh, Rostov, Stavropol and Krasnodar Krai).

### IOM Activities

76. IOM Moscow implemented a project “Health Care Services for Migrants in Western Russia”, funded by ECHO. The beneficiaries included 12,000 forced migrants and IDPs (65 per cent of whom were women and children) living in temporary accommodation centres or in compact settlements in targeted regions. The activities were implemented in the Belgorod, Voronezh, Bryansk and Tambov regions and included the training of local health providers in prevention and management for priority primary health-care conditions such as vaccine-preventable diseases, tuberculosis (TB), sexually-transmitted diseases (STDs), and nutrition; strengthening the capacity of local health authorities and NGOs in order to provide services in the longer term; and provision of medical equipment and supplies to primary health facilities such as food parcels, hygiene kits, medical kits, vaccines and essential medicines.

77. Extensive needs’ assessment missions, including training needs, were carried out, revealing a total of 12,326 highly vulnerable migrants, including IDPs, in the four regions; 12 medical points primarily servicing vulnerable IDPs were identified and received assistance; 500 food parcels and 500 hygiene kits were provided for the Tambov and Voronezh Temporary Accommodation Centres; training for both health workers and community leaders was carried out; and brochures, leaflets and information on priority health care topics such as vaccine-preventable diseases, TB, STDs and nutrition were designed and distributed.

78. The main IOM project partners were the Federal Migration Service, regional administrations, local health authorities, IFRC, Russian Red Cross, UNICEF, and WHO.

## **Yugoslavia**

### Background and Scope of Displacement

79. The number of the IDPs in Kosovo and on the neighbouring borders of south-east Serbia is uncertain as no reliable statistics exist on the number of those displaced during the 1999 to 2001 conflicts. Most of the IDPs stay with host families, hence the difficulty in obtaining figures. However, it is estimated that there are between 8,000 to 10,000 Serbs displaced from Kosovo to south-east Serbia. Within Kosovo, those displaced during the 2000 and 2001 conflict in southern Serbia had already returned and their number was estimated at 5,000. The Albanians from south-east Serbia moved into Kosovo, while the Serbs in the eastern part of Kosovo moved to south-east Serbia. Small numbers of other minorities, particularly Roma, moved in both directions.

80. Currently, the only group considered still to be displaced is that of the Serbs remaining in south-east Serbia and who have plans to return to Kosovo. The majority have their homes within the eastern part of Kosovo closer to where they are currently staying.

### IOM Activities

81. The IOM Office has assisted both Serbs and Albanians affected by conflicts in the adjacent regions of Kosovo and south-east Serbia. Since the beginning of 2000 until mid-February 2002, some 1,300 IDPs have been assisted.

82. Initially, the assistance was within Kosovo, where IOM assisted in the relocation of Serb and other minority groups from areas of high risk to designated protected areas around the province. Subsequent needs required movement assistance out of Kosovo to south-east Serbia and *vice versa*.

83. IOM provided transport for the affected population with the support of military staff from the NATO-led Kosovo Force (KFOR) and has been an implementing partner of UNHCR for these movement activities. The United Nations Mission in Kosovo (UNMIK) and KFOR have been close collaborators, providing security to the returning IDPs. A number of NGOs have also been involved in the relief activities, particularly in the provision of shelter, health, water, education and social services.

## **IV. ASIA**

### **Afghanistan**

#### Background and Scope of Displacement

84. Estimates vary greatly, but as of March 2002, it was estimated that over one million people were internally displaced within Afghanistan. Over half of these were displaced prior to the recent conflict triggered by the events of 11 September 2001. The causes for the earlier displacement were the war as a result of the Soviet invasion, consecutive years of drought, and the conflict between the Taliban and the Northern Alliance. Since the establishment of the Afghan Interim Authority on 22 December 2001, approximately 155,000 IDPs have voluntarily



returned home (Integrated Regional Information Networks (IRIN) estimates). However, internal displacement continues owing to an increase in factional fighting among warlords.

85. UN estimates show that the main concentrations of IDPs are in the northern and north-eastern provinces (600,000), in the south (275,000), in the west (250-300,000), in Kabul (100,000) and in the central region (60,000).

86. Under the previous UNOCHA structure, the Regional Coordination Offices (RCOs) coordinated responsibility for IDPs. The RCOs designated local lead agencies to assume the operational coordination in the provinces. IOM was responsible for IDP coordination in the Herat and Kunduz areas.

87. On 28 March 2002, the Security Council established the United Nations Assistance Mission in Afghanistan (UNAMA). Within this framework, a sectoral coordination approach will be undertaken under the authority of the Deputy Special Representative of the Secretary-General, to coordinate humanitarian and development responses with government counterparts.

88. Regarding refugee and IDP return, the UNHCR and the Ministry for Repatriation and Reintegration will jointly assume the coordination role. It is expected that IOM will continue its role in coordinating IDP responses within this framework.

#### IOM Activities

##### *North Afghanistan*

89. According to UNHCR statistics, in March 2002 there remained approximately 200,000 IDPs in the north of Afghanistan, concentrated mainly in the provinces of Balkh, Baghlan and Kunduz.

90. IOM Mazar-e-Sharif was the UNOCHA-designated focal point for IDP returns in the North of Afghanistan, and chairs the IDP Return Task Force for the provinces of Faryab, Jawzjan, Sar-e-pol, Balkh, Samangan, Kunduz, Baghlan, Takhar and Badakshan. The Task Force has developed a coordinated approach with UN and NGO agencies regarding registration, database development, assessment of return areas, provision of return packages, transportation and community development advocacy in return areas.

91. IOM Mazar-e-Sharif cooperates closely with the Afghan Ministry of Return, UNOCHA, UNICEF, WFP, as well as NGOs, including PINF, GOAL, ACTED, Peace Winds Japan, IRC and ICRC.

92. IOM Mazar has coordinated with a number of other agencies the registration of IDPs in 19 camps in the Mazar area (some 250,000 persons); two camps in Faryab (42,000 persons); and two camps in Kunduz (35,000 persons). In the Mazar camps in particular, it became evident that many people were not IDPs within the definition of the Guiding Principles, but instead urban poor who had put up tents in the hope of receiving distributions of food and non-food items. These urban poor had been reliant on aid from humanitarian organizations which had left as a result of the events of 11 September 2001. Additional problems included militarization in the camps, tension between political/ethnic factions, and unruly mobs during distributions. IOM

worked with IRC, WFP, UNOCHA and the heads of local government administrations to form a commission to resolve these problems. A plan was devised to return the urban poor to their houses by offering one-off food assistance (IOM, IRC) and to resettle the genuine IDPs in an existing camp from which to organize their return. This proved successful and, in this way, eight camps were closed, with 4,571 IDP families returned to their places of origin.

93. Each return includes an assessment of the destination village to ensure that basic needs (access to food, shelter, water) can be fulfilled, and protection issues are evaluated and tracked so as to avoid return to insecure areas of risk to IDP families or individuals. IOM also ensured that no women returned without an accompanying relative.

94. IOM provides a standard reintegration package to returnees upon arrival in their place of origin, including 150 kilos of wheat, two plastic sheets, two jerry cans, two blankets, seven bars of soap, two mats, and a shelter kit (for war-induced IDPs) or an agricultural kit (for drought-induced IDPs).

95. IOM also provided transportation for returnees and their return packages until June 2002. IOM set up a transportation network which assisted other humanitarian agencies to transport aid to beneficiaries including IDPs, refugees or other vulnerable people. IOM maintained 100 trucks in Afghanistan and had agreements with local transport providers to ensure that up to 500 trucks were available at any given time.

96. Between 5 December 2001 and 19 March 2002, IOM Mazar returned 16,426 people to their place of origin in the provinces of Balkh, Takhar, Kunduz and Baghlan. It is planned that a further 71,693 people will be returned to various northern districts.

97. At present, IOM has seven community development projects in northern Afghanistan, funded by the Department for International Development of the United Kingdom, and three ECHO projects in Kunduz and Faryab. A new IOM programme, Community Improvement and Governance Initiative, will in its first phase inject USD 8 million into community rehabilitation and development initiatives in both north and west Afghanistan.<sup>4</sup>

#### *West Afghanistan*

98. There were over 205,900 IDPs in Herat as at March 2002. According to IOM Herat, there were approximately 170,000 IDPs in the camps of Maslakh, Minaret I and II, Shaidayee and Rawzabagh. The Maslakh camps had the largest population of IDPs (117,000), the majority of whom came from Badghis.

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<sup>4</sup> Renamed the Afghan Transition Initiative (ATI), it aims to immediately support the processes of political stabilization, recovery and development made possible by the end of the recent conflict. In order to maintain positive momentum, ATI works to support the Afghanistan Interim Authority (AIA) as it responds to the recovery and development needs of communities across Afghanistan, and supports communities to define recovery needs in cooperation with the Government. The ATI project is an integral part of the IOM Programme for Afghanistan. The objective of supporting these linkages during this transitional post-conflict period is threefold. First, to simultaneously build citizen confidence in the progress of political development while secondly, empowering citizens to address their basic community improvement needs. The third objective is to build an alliance between legitimate government structures and citizens against illegitimate self-styled leaders and warlords. The ATI programme is investing in rehabilitation and reconstruction of the public sector, which includes significant projects to revitalize local government administration, public buildings, schools, public enterprises, canals, and bridges. The programme aims to jump-start the economy, reintegrate returnees into communities, reintegrate women into society and support community-identified priorities.

99. IOM managed the camps (as of 26 March 2002, IOM was designated the focal point for all five IDP camps in Herat), organized the registration of returns, conducted the assessment of return areas (with UNHCR), and provided a return reintegration package to returnees.

100. IOM organized the voluntary return of IDPs mainly to the district of Qala e Naw (19 convoys during the period 25 February to 1 April 2002), where local and international NGOs provided further support.

## **Indonesia**

### Background and Scope of Displacement

101. In the wake of the financial crisis that struck Indonesia in 1998, religious and ethnic violence as well as renewed aspirations for separatism began to surface throughout the country, spreading rapidly from one area to another and leading to the displacement of more than half a million people in 1999. In the same year economic recession, political discontent, and separatist aspirations led to the resignation of President Suharto and triggered off a process of political transition and democratic freedom that resulted in the election of President Abdurrahman Wahid in 1999 and President Megawati Soekarnoputri in July 2001.

102. Since January 2000, the number of IDPs in Indonesia more than doubled, from 600,000 to an estimated 1.3 million<sup>5</sup> in late July 2002. Over half of the internally displaced have been forced from their homes by clashes in the Maluku archipelago, the others being displaced by the independence struggle in Aceh, the ethnic conflict in west and central Kalimantan and the interreligious violence in central Sulawesi. The main areas of displacement are in the provinces of Maluku and north Maluku (536,000 IDPs), on Sulawesi (425,000 IDPs), on Java (218,000 IDPs), in north Sumatra (122,000 IDPs), in west Kalimantan (41,000 IDPs) and in Aceh (13,000 IDPs). Other areas of displacement include west Papua (16,800 IDPs), Riau (8,000 IDPs) and Bali (3,000 IDPs).

103. The Government of Indonesia acknowledges its responsibility towards the IDPs and has shown commitment to assist them at all stages of displacement. In October 2001, it formulated a comprehensive national policy to address the problem of internal displacement in the country.

### IOM Activities

104. IOM Jakarta has recently completed an IDP assessment in west Kalimantan, requested by the Government's Disaster Management Task Force. IOM is now contributing to providing longer-term sustainable livelihood assistance to IDPs in the west Kalimantan relocation sites and to surrounding communities, and to ensure integration and equality among them. This will be achieved through implementation of a two-pronged strategy that will improve access to the sites and provide opportunities for IDPs to engage in small-scale income-generating activities. IOM is establishing a limited liability cooperative (LLC) comprised of men and women representatives from the IDP and local communities, and providing it with a mixed passenger and cargo vessel

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<sup>5</sup> These estimates are based on the United Nations WFP's register of beneficiaries of its food assistance programmes as of 26 July 2002.

reimbursable over a two-year period. This activity is being complemented by the creation of small-scale income-generating agricultural activities in the Sumber Bahagia relocation site through provision of access to credit to IDP-managed loan groups.

105. IOM has also begun working with the Department of Justice and Human Rights to strengthen their capacity in protection monitoring and reporting. A first training workshop on the Guiding Principles, protection monitoring and conflict resolution was held in Surabaya in July 2002 for officials from the three provinces dealing with the displacement of Madurese. The NGOs Oxfam and Common Ground participated with IOM. The Department of Justice and Human Rights and IOM are currently following up on the workshop results through community reconciliation activities in central Kalimantan. A protection capacity-building programme to cover all provinces concerned with internal displacement is in the final stages of development for implementation in 2003.