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**POLITIQUE ET ACTIVITES DE L'OIM
CONCERNANT LES PERSONNES DEPLACEES DANS LEUR PROPRE PAYS**

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POLITIQUE ET ACTIVITES DE L'OIM CONCERNANT LES PERSONNES DEPLACEES DANS LEUR PROPRE PAYS

I. INTRODUCTION

1. *Dans le monde entier, les personnes déplacées à l'intérieur de leur propre pays comptent aujourd'hui parmi les plus vulnérables. Forcées de quitter leurs foyers à la suite de conflits armés, de violations flagrantes des droits de l'homme et d'autres circonstances traumatisantes, elles continuent presque toujours, dès l'instant où elles ont été déplacées, à souffrir d'un manque de sécurité, de graves privations et de traitements discriminatoires. Alors qu'il existe un système établi de protection et d'assistance internationales pour les personnes qui ont fui leur propre pays, c'est avant tout à l'Etat concerné qu'incombe la responsabilité de remédier à la situation des déplacés internes, chose qu'il se révèle le plus souvent incapable de faire ou à laquelle il se refuse, ce qui pose par conséquent la question d'une intervention nécessaire de l'extérieur.*¹

2. Déplacés au gré de circonstances qui mettent en péril leur propre vie ou leurs moyens d'existence, les déplacés internes ont de tout temps été relativement négligés par la communauté internationale parce que, n'étant pas sortis de leurs frontières, ils sont restés sous la tutelle des autorités nationales, à qui incombe la responsabilité première de leur apporter assistance et protection. Cela étant, dans la majorité des situations qui entraînent des déplacements internes de populations, les autorités nationales ne sont pas en mesure de fournir l'assistance requise, à moins qu'elles ne le veuillent tout simplement pas. C'est pourquoi, de plus en plus souvent, l'Organisation des Nations Unies et d'autres acteurs internationaux sont amenés à intervenir dans de telles situations. L'Organisation internationale pour les migrations (OIM) est l'un de ces acteurs et elle a entrepris un certain nombre de programmes qui sont censés répondre aux besoins de ces personnes et aider les gouvernements à gérer le problème.

3. Selon la définition qu'en donne le Représentant du Secrétaire général des Nations Unies chargé de la question des personnes déplacées dans leur propre pays ("le Représentant"), les p.d.i. sont *des personnes ou des groupes de personnes qui ont été forcés ou contraints à fuir ou à quitter leur foyer ou leur lieu de résidence habituel, notamment en raison d'un conflit armé, de situations de violence généralisée, de violations des droits de l'homme ou de catastrophes naturelles ou provoquées par l'homme ou pour en éviter les effets, et qui n'ont pas franchi les frontières internationalement reconnues d'un Etat. (1998)*

4. Les deux éléments clés de cette définition sont d'abord le caractère forcé des mouvements et ensuite le non-franchissement des frontières nationales. Au-delà de ces caractéristiques essentielles, cette catégorie est extrêmement vaste. Les estimations relatives à l'ampleur des déplacements internes sont fluctuantes, tant il est vrai que le nombre précis des personnes concernées est impossible à établir, compte tenu des va-et-vient qu'entraînent les situations de conflit et les différences de jugement auxquelles peut donner lieu l'interprétation de la définition susmentionnée et de la durée pendant laquelle elle est supposée s'appliquer aux personnes

¹ Francis M. Deng, Représentant du Secrétaire général des Nations Unies, chargé de la question des personnes déplacées dans leur propre pays, Avant-propos de la publication de Save the Children "War Brought Us Here", Save the Children, 2000 (traduction française officielle donnée par l'OIM).

concernées. En outre, dans certaines situations, l'impossibilité d'entrer en contact avec les populations déplacées fait qu'il faut se contenter d'estimations grossières. Quoiqu'il en soit, le chiffre d'environ 25 millions de personnes déplacées par les conflits dans 47 pays différents a été donné pour la fin de 2001.² On estime que 75 à 80 pour cent du chiffre total des déplacés internes sont des femmes et des enfants.

II. MANDAT DE L'OIM

5. L'OIM est attachée au principe selon lequel les migrations qui s'effectuent en bon ordre et dans le respect de la dignité humaine sont bénéfiques aux migrants et à la société. Elle agit avec ses partenaires de la communauté internationale en vue de contribuer à relever les défis de la migration sur le plan pratique, de promouvoir le développement économique et social par le biais de la migration, de favoriser la compréhension des questions de migration et de veiller au respect de la dignité humaine et au bien-être des migrants.

6. Pour faire en sorte que les personnes ayant besoin d'une aide à la migration puissent émigrer en bon ordre, l'OIM assure différentes fonctions, en particulier celles "du transfert organisé des réfugiés, des personnes déplacées et d'autres personnes ayant besoin de services internationaux de migration" (Article 1, paragraphe 1 b), de la Constitution de l'OIM). Il semble que la Constitution de l'OIM soit le seul instrument donnant spécifiquement mandat à une organisation intergouvernementale de s'occuper des "personnes déplacées". Pour l'OIM, l'expression "personnes déplacées" comprend de manière plus générale les personnes ne répondant pas à la définition du terme "réfugié" au sens de la Convention, mais ayant dû quitter leurs foyers pour différentes raisons, telles que des conflits armés, une situation de violence généralisée, des catastrophes naturelles et/ou provoquées par l'homme, ou le non-respect des droits de l'homme. Les personnes déplacées à *l'intérieur de leur propre pays*, entrent dans cette catégorie, puisque les raisons de leur déplacement sont les mêmes; la seule différence tient bien entendu au fait qu'elles n'ont pas franchi une frontière internationale.³

7. La question des p.d.i. est également examinée par l'OIM du point de vue des migrations internes. L'OIM a compétence pour s'occuper des migrations internes, surtout si l'on considère l'interdépendance étroite entre les problèmes que posent les migrations internes et ceux que posent les migrations internationales. Il est généralement admis que la migration interne n'est que la première étape de la migration internationale, laquelle s'effectue précisément par étapes successives ou à titre secondaire. D'autre part, si les déplacés internes ne franchissent pas les frontières du pays, c'est peut-être qu'ils n'en ont pas eu la possibilité: ils peuvent s'être trouvés trop éloignés pour accomplir le voyage d'une traite; ils peuvent ne pas avoir eu les moyens

² Global IDP Database (Base de données mondiale sur les p.d.i.), d'après des renseignements réunis à partir de différentes sources publiques. Dans les cas où le contact n'a pas pu être établi avec les populations déplacées et où il a fallu se contenter d'une estimation grossière, la base de données a calculé une valeur moyenne entre les estimations hautes et les estimations basses disponibles. Pour plus de détails, voir www.idpproject.org/global-overview.htm

³ Aux fins des opérations qu'elle déploie, l'OIM a parfois élargi cette définition des déplacés internes à d'autres catégories de personnes telles que les soldats qui, une fois démobilisés, doivent se réinsérer dans la vie civile, dans leur communauté d'origine, ou encore les personnes rentrées au pays qui, après un séjour à l'étranger, sont retournées dans leur propre pays mais n'ont pas pu regagner leur lieu de résidence originel.

financiers ou simplement la force d'accomplir un long voyage; ou ils peuvent s'être trouvés piégés dans une zone de combat. La référence qui est faite dans la Constitution de l'OIM aux "personnes déplacées" englobe tout à la fois ceux qui entreprennent une migration à l'intérieur de leur pays et ceux qui sortent des frontières.

8. L'engagement de l'OIM dans la fourniture d'une aide aux personnes déplacées à l'intérieur de leur propre pays a toujours été clairement affirmé et a d'ailleurs été sanctionné par des résolutions qu'ont votées les organes directeurs de l'Organisation. En adoptant les Eléments d'une plate-forme de la région latino-américaine concernant ses aspirations au sein de l'OIM, le Comité exécutif a souligné que *la coopération et l'assistance technique axées sur le problème des personnes déplacées à l'intérieur des frontières* était un domaine d'action prioritaire pour l'Organisation dans cette région (résolution No 87 (LXXXVI) du 25 mai 1994). De même, le Conseil de l'OIM, lorsqu'il a examiné les activités de l'OIM en Afrique (résolution No 859 (LXV) du 25 novembre 1992), a spécifiquement invité l'Organisation à *étudier activement de quelle manière elle peut aider les pays africains à résoudre les problèmes relatifs aux déplacements massifs de populations, et à travailler avec les organismes internationaux compétents, et en particulier ceux du système des Nations Unies, pour aider au retour et à la réintégration des personnes déplacées.*

9. En outre, un document du 9 mai 1995 intitulé "Planification stratégique de l'OIM: Cap sur le vingt-et-unième siècle" décrit les objectifs de l'Organisation en précisant que l'un de ces objectifs est *d'entreprendre des programmes ayant pour but de faciliter le retour et la réintégration des personnes déplacées et autres migrants, en tenant compte des besoins et des préoccupations des communautés locales.* Ce document, dont les grandes lignes ont été approuvées par le Conseil de l'OIM le 29 novembre 1995, reconnaît clairement que les catégories de personnes auxquelles l'OIM peut venir en aide englobent les personnes déplacées n'ayant pas franchi une frontière internationale et précise que la compétence de l'OIM pour ce qui est de venir en aide aux personnes ayant besoin d'une assistance internationale *a depuis longtemps été explicitement reconnue par les Etats Membres comme portant sur l'aide à apporter aussi bien dans les pays d'origine qu'en dehors de ceux-ci.*

10. A sa quatre-vingt-treizième session en mai 1997, le Comité exécutif de l'OIM a examiné pour la première fois la politique et les pratiques de l'OIM à l'égard des personnes déplacées dans leur propre pays. Le document MC/EX/INF/54, décrivant la politique de l'OIM dans ce domaine et résumant chacun de ses programmes dans le monde en faveur des p.d.i., a servi de base de discussion pour ce faire. Ce document contenait un ensemble de principes généraux et de lignes directrices à l'intention du personnel de l'Organisation s'occupant de déplacés internes, lesquels principes et lignes directrices ont été largement approuvés par les délégations. Ces principes généraux et ces lignes directrices découlaient en grande partie des thèmes développés dans les Principes directeurs des Nations Unies relatifs au déplacement de personnes à l'intérieur de leur propre pays (Principes directeurs), encore en cours d'élaboration à l'époque, tandis que d'autres étaient propres à l'OIM. Le débat au sein du Comité exécutif sur le thème des p.d.i s'est poursuivi en 1998 (voir MC/EX/INF/57).

11. Sur la base de ce mandat, l'OIM a conclu des accords de coopération bilatéraux avec de nombreux Etats, invoquant spécifiquement la participation de l'OIM aux efforts déployés pour venir en aide aux personnes déplacées.⁴

III. PRINCIPES DIRECTEURS RELATIFS AU DEPLACEMENT DE PERSONNES A L'INTERIEUR DE LEUR PROPRE PAYS ET ACTIVITES DE L'OIM

12. Les Principes directeurs, qui ont été mis au point en collaboration avec des juristes et en consultation avec différentes institutions des Nations Unies, d'autres institutions internationales et des organisations non gouvernementales (ONG), traitent des besoins spécifiques des déplacés internes dans le monde. Ils précisent les droits et les garanties relatifs à la protection des personnes contre les déplacements forcés, et à leur protection et leur assistance durant les déplacements, de même que lors du retour, de la réinstallation ou de la réintégration. Ils ont été présentés à la Commission des droits de l'homme lors de sa cinquante-quatrième session, en avril 1998: la Résolution 1998/50, adoptée par la Commission à l'unanimité, prend note des Principes directeurs et invite le Représentant à rendre compte régulièrement de leur diffusion et de leur mise en œuvre.

13. Les Principes directeurs reflètent le droit humanitaire et les normes internationales en matière de droits de l'homme, avec lesquels ils s'accordent, en réaffirmant les normes pertinentes dans un contexte de déplacements internes, en clarifiant les zones d'ombre et en comblant les lacunes détectées dans le dispositif de protection. L'instrument qui contient les Principes directeurs, en soi, n'a pas force obligatoire. Il est plutôt censé guider les différents acteurs présents sur la scène des déplacements internes. En revanche, bon nombre des normes citées dans ces Principes directeurs ont force de loi dans la mesure où elles réaffirment des normes légales internationales énoncées dans des traités et des conventions. Les Principes directeurs représentent la fusion en un document unique des droits et des normes pertinents et y sont présentés de telle sorte qu'ils s'appliquent précisément à la situation des déplacements internes. En conséquence, ils constituent un instrument pratique de mise en œuvre et il convient de s'en inspirer étroitement dans tout programme mis sur pied en faveur des p.d.i., et dans toute initiative axée sur la question des déplacements.

14. L'OIM s'est engagée à promouvoir et à respecter les Principes directeurs dans son action et à en assurer la plus large diffusion possible. En 2002, elle a participé à l'atelier de "formation de formateurs" consacré à la diffusion des Principes directeurs, organisé à l'initiative du Bureau de

⁴ Administration intérimaire de l'Afghanistan, 19 avril 2002; Angola, 7 décembre 1994; Argentine, 8 mars 1990; Arménie, 13 octobre 1994; Azerbaïdjan, 8 décembre 1999; Bangladesh, 2 février 1998; Bélarus, 22 juillet 1998; Bénin, 22 novembre 2001; Bosnie-Herzégovine, 21 juin 1995; Bulgarie, 12 novembre 1999; Cap-Vert, 29 novembre 2001; Croatie, 2 février 1998; République tchèque, 15 octobre 1997; Timor oriental, 20 mai 2002; Estonie, 23 octobre 2001; Georgie, 6 septembre 1994; Haïti, 28 décembre 1995; Indonésie, 4 octobre 2000; Iran (République islamique d'), 5 septembre 1995 and 16 novembre 2001; Jordanie, 8 février 1994; Kazakhstan, 13 janvier 1998; Kirghizistan, 9 février 1998; Lettonie, 3 février 1997; Lituanie, 13 février 1998; Mozambique, 28 septembre 1995; Nigéria, 1 août 2002; République de Moldova, 21 mars 2002; Fédération de Russie, 13 février 1992; Rwanda, 14 janvier 1995; Sénégal, 22 décembre 1998; Slovaquie, 17 mai 1996; Slovénie, 19 décembre 2001; Sri Lanka, 26 juin 2001; Soudan, 13 octobre 1998; Tadjikistan, 26 novembre 1993; Turkménistan, 10 juin 1998; République-Unie de Tanzanie, 3 octobre 2002; Yémen, 7 janvier 2001; Yougoslavie, septembre 1994.

la coordination des affaires humanitaires (OCHA). Par la suite, elle a co-organisé avec l'OCHA un atelier national qui s'est tenu en Indonésie également à propos des Principes directeurs, à l'intention de l'Equipe de pays des Nations Unies et des fonctionnaires gouvernementaux. Elle a entrepris d'inclure dans ses programmes de formation, à l'intention de son propre personnel, une formation spécifique sur la question des déplacés internes et sur les Principes directeurs, et a l'intention de poursuivre ce travail de formation avec ses partenaires où et quand cela s'imposera.

15. Dans le cadre du travail d'élaboration de projets en faveur des p.d.i., l'Unité des situations d'urgence et d'après-conflit de l'OIM est chargée de veiller à ce que les propositions de projet qu'elle formule s'accordent bien avec les Principes directeurs.

IV. ASSISTANCE DE L'OIM

16. Les besoins des personnes déplacées varient grandement avec l'urgence de la situation. Lorsque la cause du déplacement a occasionné des mouvements soudains et désordonnés, la population déplacée peut, par exemple, être installée dans des camps d'accueil provisoires, auquel cas il faut répondre rapidement à ses besoins essentiels. Le retour et la réintégration des personnes déplacées dans leurs lieux d'origine n'est pas à envisager aussi longtemps qu'une solution n'a pas été apportée au problème qui a occasionné leur déplacement, ou du moins que la situation ne s'est pas détendue au point qu'elle ne constitue plus une menace. Les activités de l'OIM sont spécialement conçues pour répondre aux besoins spécifiques des personnes déplacées à l'intérieur des frontières dans des circonstances données.

17. Lorsqu'elle vient en aide aux déplacés internes, l'OIM met sur pied tout un ensemble d'activités. On en trouve des exemples dans la Constitution même de l'Organisation, et plus précisément dans l'article 1, paragraphe 1 c) : " ... le recrutement, la sélection, la préparation à la migration, les cours de langue, les activités d'orientation, les examens médicaux, le placement, les activités facilitant l'accueil et l'intégration, des services de consultation en matière de migration, ainsi que toute autre assistance conforme aux buts de l'Organisation", en plus du transfert des personnes, qui constitue l'activité la plus visible au niveau des mouvements. Les types d'activités que l'OIM entreprend dans les situations d'urgence et d'après-conflit ont été présentés en détail au Conseil de l'OIM en juin 2002 (MC/INF/249).

18. En général, la contribution de l'OIM à la quête de solutions aux problèmes que rencontrent les personnes déplacées à l'intérieur de leur propre pays s'articule en deux axes: l'aide aux Etats et l'aide aux individus.

19. L'assistance que rend l'OIM aux Etats se traduit par des mesures de coopération technique au niveau du renforcement des capacités des Etats, de façon à ce qu'ils puissent gérer efficacement le problème des déplacements internes, ainsi que d'autres questions migratoires. Par le biais d'activités telles que l'échange de savoir-faire, les ateliers, les services consultatifs, la formation de fonctionnaires, la fourniture d'équipements techniques et de systèmes de gestion de l'information, les programmes de coopération technique de l'OIM contribuent à renforcer les capacités institutionnelles requises pour gérer le problème des déplacements internes.

20. L'assistance fournie à un Etat peut se résumer comme suit:

- Collecte rapide de données, analyse des flux migratoires et détection rapide: l'OIM surveille et analyse les tendances et les priorités humanitaires dans la mesure où elles se rapportent aux migrations, ainsi que les besoins qui peuvent se présenter en la matière et les répercussions des migrations.
- Documentation: l'OIM contribue de différentes manières au renforcement ou à la création de systèmes nationaux d'information sur la population: installation ou développement d'un équipement informatisé de collecte de données en vue de son transfert à l'organisme gouvernemental compétent ou à l'institution nationale compétente; centralisation, organisation et structuration de la documentation des institutions gouvernementales; études de projets relatives aux personnes déplacées, formation du personnel local à l'utilisation, à la gestion et à l'interprétation des informations recueillies.
- Services consultatifs et coopération technique: par l'intermédiaire de ses experts, l'OIM aide les gouvernements à formuler des politiques et une législation en matière migratoire, et à développer et renforcer des systèmes de gestion des migrations; elle organise des ateliers de renforcement des capacités, assure des séances de formation pour la gestion des situations de crise et donne des conseils sur les projets relatifs aux personnes déplacées.

21. L'aide assurée en faveur des individus concerne principalement les domaines suivants:

- Hébergement d'urgence et assistance matérielle.
- Soins de santé: les services médicaux sont assurés à différents stades de l'assistance, en ce compris des programmes psychosociaux en réponse aux traumatismes apparus dans la phase d'après-conflit. L'OIM fournit en outre du personnel et du matériel médical et paramédical ou aide à l'acquisition de médicaments et de fournitures médicales.
- Transports: de tout temps, les transports ont figuré parmi les services principaux de l'OIM. La Constitution de l'Organisation parle de "transfert organisé" de personnes déplacées, ce qui comprend le transport, ainsi que les activités précédant le départ et celles liées à la réinstallation.
- Retour, réinstallation et réintégration: l'OIM raccompagne les personnes déplacées à l'intérieur des frontières jusque dans leur lieu d'origine et assure à ces personnes une assistance immédiate devant leur permettre de se réinstaller plus facilement. En coopération avec ses partenaires sur le terrain, elle fournit des "bagages" de réintégration qui comprennent des ustensiles et produits de base destinés à faciliter les choses pour les personnes qui rentrent chez elles, en plus d'une formation professionnelle de courte durée, de services de conseils, de services de placement et d'autres activités de stabilisation des populations telles que des projets de développement communautaire à petite échelle.
- Activités rémunératrices: l'OIM fournit une formation et des fonds d'amorçage censés faciliter le lancement d'activités génératrices de revenus pour les personnes qui sont réticentes à se réinstaller ou à regagner leur région d'origine, ou qui ne le peuvent pas.

22. Conformément à l'énoncé de politique de l'OIM en matière de sexospécificité, selon lequel *l'OIM veille à ce que les besoins particuliers de toutes les femmes migrantes soient pris en considération et qu'il en soit effectivement tenu compte dans les projets et les services de l'Organisation*,⁵ l'OIM accorde une attention particulière aux besoins spécifiques des femmes déplacées à l'intérieur de leur propre pays, surtout lorsqu'il s'agit de chefs de ménage.

V. PARTENAIRES D'OPERATIONS DE L'OIM

23. Le besoin d'une coopération étroite avec d'autres organisations internationales est évoqué à l'article 1, paragraphe 2 de la Constitution de l'OIM, qui stipule que l'Organisation coopère étroitement avec les organisations internationales gouvernementales et non gouvernementales concernées par les questions de migration, de réfugiés et de ressources humaines, et que cette coopération s'exerce dans le respect mutuel des compétences des organisations concernées.

24. Dans le cas de la protection des personnes déplacées à l'intérieur des frontières et de l'aide qui doit leur être apportée, la coordination entre les organisations internationales reste essentielle pour répondre efficacement aux besoins de ces personnes, sans que l'assistance ait à souffrir de lacunes ou que des chevauchement d'activités soient à déplorer.

25. L'OIM est en faveur d'une coordination et d'une coopération étroites avec les institutions des Nations Unies comme avec les organisations internationales, gouvernementales et non gouvernementales. Cela se reflète dans un certain nombre d'accords interinstitutions auxquels l'OIM est partie et qui traitent spécifiquement de la collaboration dans le domaine de l'aide aux p.d.i. En voici quelques exemples:

- Accord de coopération entre le Fonds des Nations Unies pour la population et l'OIM, en date du 11 décembre 1996;
- Mémoire d'accord entre l'OIM et le Centre international pour le développement des politiques migratoires (CIDPM), en date du 15 janvier 1997;
- Mémoire d'accord entre le Haut Commissaire des Nations Unies pour les réfugiés et l'OIM, en date du 15 mai 1997;
- Accord entre l'OIM et la Communauté des pays de langue portugaise, en date du 5 décembre 1997;
- Addendum sur un cadre de coopération opérationnelle au Mémoire d'accord entre le Programme des Nations Unies pour le développement (PNUD) et l'OIM, en date du 17 juin 1998;
- Mémoire d'accord sur des relations de travail concertées entre la Commission internationale catholique pour les migrations (CICM) et l'OIM, en date du 11 novembre 1998;
- Cadre de coopération entre l'ONUSIDA et l'OIM, en date du 20 septembre 1999;
- Mémoire d'accord entre l'OIM et la Société iranienne du Croissant-Rouge, en date du 16 novembre 2001.

⁵ Approuvé par le Conseil de l'OIM dans sa résolution No 932 (LXXI) de novembre 1995.

26. Dans la pratique, l'OIM compte de nombreux autres partenaires sur le terrain, aux côtés desquels elle œuvre en faveur des p.d.i., mais en l'absence d'un accord formel interinstitutions. Par exemple, dans de nombreux pays, l'OIM œuvre aux côtés du CICR dans différentes situations où des personnes ont été déplacées à l'intérieur de leur propre pays à la suite de conflits armés ou de troubles internes. Le Programme alimentaire mondial (PAM) est lui aussi un partenaire régulier de l'OIM, par exemple lorsque l'OIM distribue des colis de vivres du PAM aux p.d.i.

27. L'OIM a également conclu un certain nombre d'accords avec des agences partenaires concernant le personnel susceptible d'intervenir dans les situations de crise, de manière à réagir rapidement, efficacement et avec le personnel le plus qualifié possible. A ce jour, des accords officiels ont été conclus avec le PNUD, le Conseil danois pour les réfugiés et le Conseil norvégien pour les réfugiés. Il existe également un accord entre le Département du développement international du Gouvernement du Royaume-Uni de Grande-Bretagne et d'Irlande du Nord et l'OIM concernant l'amélioration de l'état de préparation aux situations d'urgence et la capacité de réaction en vue de venir en aide aux réfugiés et aux personnes déplacées à l'intérieur de leur propre pays moyennant un accord de confirmation portant sur le détachement de personnels extérieurs qualifiés pour intervenir dans les situations de crise. L'OIM a en outre prêté/détaché deux membres de son personnel au Centre logistique commun des Nations Unies par l'intermédiaire de son dépositaire, le Programme alimentaire mondial, et elle a entrepris de négocier un accord définitif portant sur le prêt d'un membre du personnel de l'OIM.

28. L'OIM assure également une étroite coordination avec l'Organisation des Nations Unies et d'autres institutions par l'intermédiaire du Réseau interinstitutions des Nations Unies sur le déplacement de personnes à l'intérieur de leur propre pays, créé par le Comité permanent interorganisations (IASC) en septembre 2000, et chargé de procéder à des enquêtes sur différents pays comptant des populations de déplacés internes, afin de formuler des propositions en vue d'apporter une meilleure réponse interorganisations à leurs besoins. Récemment, ce réseau a proposé la création, au sein de l'OCHA, d'une unité de coordination des activités des Nations Unies concernant les déplacés internes. L'OIM a détaché des membres de son personnel à cette unité qui est devenue opérationnelle au début de 2002. En outre, l'OIM est un membre actif de la Coalition de protection de l'Unité chargée des déplacés internes, dont la tâche est d'améliorer la qualité et l'efficacité de la protection pratique apportée sur le terrain et de conseiller l'Unité dans ses efforts visant à améliorer le cadre de protection générale des p.d.i. La participation de l'OIM aux processus globaux interorganisations des Nations Unies assure également la bonne coordination de ses activités avec celles des autres organisations et évite les doubles emplois.

VI. CONCLUSION

29. L'OIM est l'une des institutions participant à l'effort d'assistance aux déplacés internes et est l'une des rares organisations dont le mandat évoque spécifiquement les déplacés internes. Elle utilise ce mandat pour fournir un large éventail d'activités d'assistance aux individus, comme d'assurer des transports et de répondre aux besoins élémentaires en matière de nourriture, de logements et de fournitures diverses. Elle exécute en outre des projets destinés à assurer le succès du retour et de la réintégration des déplacés internes lorsque les conditions le permettent, par exemple au moyen d'une formation professionnelle destinée à aider les intéressés sur le long terme et à faire en sorte que les retours et les réinstallations restent viables avec le temps. Les gouvernements sont eux aussi bénéficiaires des programmes de l'OIM, laquelle assure le

renforcement des capacités nationales requises pour gérer ou prévenir les déplacements internes. Dans l'accomplissement de ses activités, l'OIM reste consciente de son rôle par rapport aux autres organisations internationales et soucieuse de coopérer, estimant que la coopération et la coordination des activités sont le seul moyen de satisfaire rapidement et de manière diligente les besoins des personnes déplacées à l'intérieur de leur propre pays.

Annexe

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”.¹

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.

¹ 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.² 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.

² “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,³ 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

³ 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.⁴

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.

⁴ 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 million⁵ 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

⁵ 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.