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PERSONAS DESPLAZADAS INTERNAMENTE:

POLÍTICAS Y ACTIVIDADES DE LA OIM

CONTENIDO

	<u>Página</u>
I. INTRODUCCIÓN	1
II. MANDATO DE LA OIM	2
III. PRINCIPIOS RECTORES SOBRE EL DESPLAZAMIENTO INTERNO Y ACTIVIDADES DE LA OIM	3
IV. ASISTENCIA DE LA OIM.....	4
V. ASOCIADOS OPERATIVOS DE LA OIM	6
VI. CONCLUSIÓN	8
 ANEXO - ACTIVIDADES DE LA OIM	
I. ÁFRICA	1
Angola	1
Etiopía	2
Liberia	3
Sierra Leona	4
Sudán	4
Uganda	5
II. AMERICA LATINA	6
Colombia	6
El Salvador	8
Guatemala	8
Honduras	9
Nicaragua	10
III. EUROPA	11
Armenia	11
Azerbaiyán	12
Croacia	13
Federación de Rusia	14
Yugoslavia	15
IV. ASIA	15
Afganistán	15
Indonesia	18

PERSONAS DESPLAZADAS INTERNAMENTE: POLÍTICAS Y ACTIVIDADES DE LA OIM

I. INTRODUCCIÓN

1. *Las personas desplazadas internamente están entre los seres más vulnerables del mundo de hoy. Obligadas a abandonar sus hogares a raíz de conflictos armados, de graves violaciones de los derechos humanos y otros acontecimientos traumáticos, casi siempre sufren después de desplazarse, de la inseguridad, de graves privaciones y de discriminación. Si bien existe un sistema establecido de protección y asistencia internacional para las personas que huyen a través de las fronteras, la responsabilidad de encarar el sufrimiento de los desplazados internos recae primero y principalmente en el Estado concernido, que a menudo no está en condiciones o no desea ocuparse de estas personas, planteándose así la necesidad del interés y acción externos.*¹

2. Las PDI, desplazadas debido a circunstancias que ponen en peligro su vida o sus medios de sustento, han sido tradicionalmente dejadas de lado por la comunidad internacional porque permanecían dentro de su propio país y porque incumbía a las autoridades nacionales la responsabilidad primordial de proveerles asistencia y protección. Al mismo tiempo, en la mayoría de situaciones que daban lugar a PDI, las autoridades nacionales no estaban en condiciones o simplemente no deseaban proveerles la asistencia requerida. Por consiguiente y con mayor frecuencia, son las Naciones Unidas y otros interlocutores internacionales quienes se ocupan del fenómeno del desplazamiento interno. La Organización Internacional para las Migraciones (OIM) es uno de estos interlocutores y ha iniciado una serie de programas con miras a ayudar a satisfacer las necesidades de estas personas y a prestar asistencia a los gobiernos, a fin de encarar este problema.

3. En la definición del Representante del Secretario General de las Naciones Unidas sobre Personas Desplazadas Internamente (“El Representante”) se considera PDI a *la persona o grupos de personas que si bien no han cruzado una frontera internacional se ven obligadas a huir o a escapar de su hogar o lugar de residencia habitual como resultado de un conflicto armado, de situaciones de violencia generalizada, violaciones de los derechos humanos o de catástrofes naturales o provocadas por el ser humano.* (1998)

4. Los dos elementos clave en la definición son en primer lugar, el desplazamiento forzado y segundo, el hecho de que permanecen dentro de las fronteras nacionales. Más allá de estas características esenciales, la categoría es sumamente amplia. Las previsiones sobre el alcance del desplazamiento interno varían, puesto que es imposible establecer una cifra exacta dada la miríada de situaciones conflictivas y la percepción imprecisa de quién entra en esta definición y durante cuánto tiempo. Es más, en algunas situaciones, al no poder llegar hasta las poblaciones desplazadas, sólo se pueden establecer estimaciones aproximadas de la cifra total. Sin embargo, hacia finales de 2001 se esbozó la cifra aproximada de 25 millones de desplazados debido a situaciones de conflicto en 47 países.² Se estima que entre el 75 y 80 por ciento del total de desplazados internos son mujeres y menores.

¹ Francis M. Deng, Representante del Secretario General de las Naciones Unidas sobre Personas Desplazadas Internamente, prefacio a la publicación de Save the Children “War Brought Us Here”, Save the Children, 2000.

² La base de Datos Global sobre PDI, se basa en información puesta a disposición por diversas fuentes públicas. Cuando no se puede aportar asistencia humanitaria a las poblaciones desplazadas sólo se puede establecer una previsión aproximada; la Base de Datos Global sobre PDI ha calculado una cifra promedio utilizando las previsiones mayores y menores. Para más detalles, véase www.idproject.org/globaloverview.htm

II. MANDATO DE LA OIM

5. La OIM está consagrada al principio de que la migración en forma ordenada y en condiciones humanas beneficia a los migrantes y a la sociedad. La Organización trabaja con sus asociados de la comunidad internacional para ayudar a encarar los crecientes desafíos que plantea la gestión de la migración a nivel operativo, fomentar la comprensión de las cuestiones migratorias, alentar el desarrollo social y económico a través de la migración, y velar por el respeto de la dignidad humana y el bienestar de los migrantes.

6. Con miras a asegurar la migración en forma ordenada de personas que necesitan asistencia para la migración, la OIM se ocupa de diversas funciones, en particular, “del traslado organizado de los refugiados, personas desplazadas y otras necesitadas de servicios de migración...” (inciso b) párrafo 1 del Artículo 1 de la Constitución de la OIM). La Constitución de la OIM parece ser el único tratado que provee un mandato específico sobre “personas desplazadas” a una organización gubernamental internacional. Para la OIM el término “personas desplazadas” comprende ampliamente a las personas que están fuera de la definición convencional de refugiado, pero que tuvieron que abandonar sus hogares debido a factores como conflictos armados, violencia generalizada, catástrofes naturales o provocadas por el hombre, o violaciones de los derechos humanos. Las personas desplazadas *internamente* figuran en esta categoría puesto que las razones de su desplazamiento son las mismas; la única diferencia es, por supuesto, que no cruzan una frontera internacional.³

7. La OIM también examinó la cuestión de las PDI desde la perspectiva de la migración interna. La OIM tiene las competencias para encarar la migración interna, particularmente en razón de la estrecha interdependencia entre los problemas de migración interna y de migración internacional. Por lo general, se acepta que la migración interna casi siempre constituye solo la primera etapa de una migración internacional escalonada o secundaria. Quizás por razones que están fuera de nuestro control, estas personas desplazadas no logran cruzar las fronteras: es decir, que a veces están demasiado lejos para hacer el viaje en una sola etapa; carecen de los recursos financieros y capacidad física necesarios para un largo viaje; o quedan atrapados en zonas de combate. La referencia en la Constitución de la OIM a “personas desplazadas” comprende tanto a quienes migran internamente como a quienes lo hacen a nivel internacional.

8. La participación de la OIM en el suministro de asistencia a personas desplazadas internamente también se ha puesto de relieve y aprobado específicamente en virtud de resoluciones de los órganos rectores de la Organización. Al adoptar los Elementos de una Plataforma de Aspiraciones de la Región Latinoamérica en la OIM, se puso de relieve que *la cooperación y asistencia técnica para la atención de los problemas de los desplazados internos* era una esfera prioritaria para la Organización en esa región (Resolución N° 87 (LXXXVI) del 25 de mayo de 1994). Igualmente, el Consejo de la OIM, al considerar las actividades de la OIM en África (Resolución N° 859 (LXV) del 25 de noviembre de 1992) exhortó específicamente a la Organización a que *examine activamente cómo puede ayudar a los países africanos a resolver sus problemas relacionados con los desplazamientos masivos de personas, y a que trabaje con los organismos internacionales pertinentes, en particular con aquellos del sistema de las Naciones Unidas, para prestar asistencia en el retorno y la reintegración de personas desplazadas.*

³ Con fines operativos, a veces la OIM ha incluido en la definición de las PDI a soldados que, una vez desmovilizados, deben ser reintegrados en la sociedad civil en su lugar de origen, así como a retornantes que, tras haber huido a otro país, retornan a su propio país pero no pueden retornar al lugar donde residían originalmente.

9. Más adelante, en un documento del 9 de mayo de 1995 que lleva por título “Planificación Estratégica de la OIM: hacia el Siglo XXI” se describen los distintos objetivos de la Organización y se especifica que uno de esos objetivos es *emprender programas que faciliten el retorno y la reintegración de personas desplazadas y otros migrantes, teniendo en cuenta las necesidades y preocupaciones de las comunidades locales*. Ese documento, cuyas amplias directrices fueron aprobadas por el Consejo de la OIM el 25 de noviembre de 1995, reconoce claramente que entre las categorías de personas a las que la OIM puede proveer asistencia están las personas desplazadas que no han cruzado una frontera internacional y señala que *los Estados Miembros de la OIM han reconocido explícitamente desde hace mucho tiempo la necesidad de prestar asistencia tanto en los países de origen, como fuera de ellos*, por lo cual incumbe a la OIM ayudar a las personas que necesitan asistencia internacional.

10. En su Nonagésima Tercera Reunión, celebrada en mayo de 1997, el Comité Ejecutivo examinó por primera vez la política y práctica de la OIM con relación a las personas desplazadas internamente (PDI). La base para las deliberaciones fue el documento MC/EX/INF/54 en el que se describía la política de la OIM en este ámbito y se resumía cada uno de los programas realizados en favor de las PDI en todo el mundo. El documento contenía una serie de principios y directrices operativos para el personal de la OIM que se ocupaba de los desplazamientos internos y que suscitó un amplio apoyo por parte de las delegaciones. Estos principios generales y directrices operativas se extrajeron en gran parte de los temas que figuran en los principios rectores sobre desplazamiento interno de las Naciones Unidas (Principios Rectores) que estaban siendo elaborados en ese entonces, mientras que otros ya eran específicos a la OIM. Las deliberaciones sobre la temática de las PDI prosiguieron en el Comité Ejecutivo de 1998 (véase el documento MC/EX/INF/57).

11. Sobre la base de ese mandato, la OIM ha suscrito acuerdos bilaterales de cooperación con varios Estados, que específicamente estipulan la participación de la OIM en la prestación de asistencia a personas desplazadas.⁴

III. PRINCIPIOS RECTORES SOBRE EL DESPLAZAMIENTO INTERNO Y ACTIVIDADES DE LA OIM

12. Los principios rectores, que fueron desarrollados en colaboración con expertos jurídicos y en consulta con varios organismos de las Naciones Unidas y organizaciones internacionales y no gubernamentales, encaran las necesidades específicas de las PDI en todo el mundo. Identifican los derechos y garantías pertinentes para proteger a las personas del desplazamiento forzado y

⁴ Administración Interina de Afganistán, 19 de abril de 2002; Angola, 7 de diciembre de 1994; Argentina, 8 de marzo de 1990; Armenia, 13 de octubre de 1994; Azerbaiyán, 8 de diciembre de 1999; Bangladesh, 2 de febrero de 1998; Belarús, 22 de junio de 1998; Benin, 22 de noviembre de 2001; Bosnia y Herzegovina, 21 de junio de 1995; Bulgaria, 12 de noviembre de 1999; Cabo Verde, 29 de noviembre de 2001; Croacia, 2 de febrero de 1998; República Checa, 15 de octubre de 1997; Timor Oriental, 20 de mayo de 2002; Estonia, 23 de octubre de 2001; Georgia, 6 de septiembre de 1994; Haití, 28 de diciembre de 1995; Indonesia, 4 de octubre de 2000; Irán (República Islámica del), 5 de septiembre de 1995 y 16 de noviembre de 2001; Jordania, 8 de febrero de 1994; Kazajstán, 13 de enero de 1998; Kirguistán, 9 de febrero de 1998; Letonia, 3 de febrero de 1997; Lituania, 13 de febrero de 1998; Mozambique, 28 de septiembre de 1995; Nigeria, 1º de agosto de 2002; República de Moldova, 21 de marzo 2002; Federación de Rusia, 13 de Febrero de 1992; Rwanda, 14 de enero de 1995; Senegal, 22 de diciembre de 1998; Eslovaquia, 17 de mayo de 1996; Eslovenia, 19 de diciembre de 2001; Sri Lanka, 26 de junio de 2001; Sudán, 13 de Octubre de 1998; Tayikistán, 26 de Noviembre de 1993; Turkmenistán, 10 de junio de 1998; República Unida de Tanzania, 3 de octubre de 2002; Yemen, 7 de enero de 2001; Yugoslavia, 14 de septiembre de 1994.

para su protección y asistencia durante el desplazamiento, así como durante el retorno o reasentamiento y reintegración. Estos principios fueron presentados a la Comisión de Derechos Humanos en su Cincuagésimo Cuarto Período de Sesiones en abril de 1998: entonces la Comisión adoptó unánimemente la Resolución 1998/50, en la que tomaba nota de los principios rectores y solicitaba al representante que informara periódicamente sobre su difusión y puesta en práctica.

13. Los principios rectores son el reflejo de los derechos humanos internacionales y del derecho humanitario, y son consecuentes con los mismos, y a que vuelven a enunciar normas pertinentes en el contexto del desplazamiento interno, aclarando las zonas oscuras y encarando las brechas identificadas en materia de protección. El instrumento que contiene los principios rectores no tiene un carácter obligatorio de por sí, más bien sirve de orientación a los diversos interlocutores concernidos por el desplazamiento interno. Ello no obstante, muchas de las normas contenidas en el mismo tienen un carácter jurídicamente obligatorio, puesto que son reformulaciones de normas jurídicas internacionales acuñadas en tratados y convenciones. Los principios rectores han sido consolidados en un solo documento de derechos y normas pertinentes y reformulados para ser concretamente pertinentes a la situación del desplazamiento interno. Por tanto, constituyen un instrumento práctico para la aplicación que debe seguirse a la letra en todos los programas que benefician a las PDI y en todos los empeños por encarar la cuestión del desplazamiento.

14. La OIM ha decidido promover y respetar los principios rectores en su labor y difundirlos lo más ampliamente posible. En 2002, la OIM participó en un taller de formación de instructores sobre la difusión de los principios rectores, organizado por la Oficina de las Naciones Unidas para la Coordinación de los Asuntos Humanitarios (OCAH). Luego, conjuntamente con la OCAH, la OIM organizó un taller nacional en Indonesia sobre los principios rectores destinado al equipo de las Naciones Unidas en el país y a los funcionarios gubernamentales. La OIM está incorporando la cuestión de las PDI y los principios rectores en los programas de capacitación de su personal y tiene la intención de seguir capacitando a sus asociados, cuándo y dónde quiera que corresponda.

15. En el desarrollo de proyectos para PDI, la Unidad de la OIM para Situaciones de Emergencia y Posconflicto tiene por cometido asegurar que las propuestas de proyecto de la OIM sean consecuentes con los principios rectores.

IV. ASISTENCIA DE LA OIM

16. Las necesidades de las personas desplazadas varían según la urgencia de la situación. Cuando la causa del desplazamiento ha dado lugar a desplazamientos repentinos y desordenados, la población desplazada puede, por ejemplo, ser instalada en campamentos temporales de acogida, lo que requiere una respuesta rápida a sus necesidades esenciales. El retorno y reintegración de personas desplazadas a su lugar de origen no es previsible, salvo si la causa del desplazamiento ha sido remediada o, por lo menos, mitigada de tal manera que ya no constituya una amenaza. Las actividades de la OIM se adaptan para responder a las necesidades específicas de las personas desplazadas internamente en circunstancias determinadas.

17. Al prestar asistencia a las personas desplazadas internamente, la OIM lleva a cabo toda una serie de actividades. Los ejemplos de estas actividades se citan en el inciso c) del párrafo 1 del Artículo 1 de la Constitución de la OIM como sigue: "... en materia de reclutamiento, selección, tramitación, enseñanza de idiomas, actividades de orientación, exámenes médicos, colocación, actividades que faciliten la acogida y la reintegración, asesoramiento en asuntos migratorios, así como toda otra ayuda que se halle de acuerdo con los objetivos de la Organización", además de encargarse del traslado de las personas, lo que constituye la actividad más visible en cualquier movimiento de personas. En la reunión del Consejo de la OIM en junio de 2002, se hizo una presentación sobre los tipos de actividades que la OIM realiza en situaciones de emergencia y posconflicto (véase el documento MC/INF/249).

18. En general, la contribución de la OIM con miras a resolver los problemas que afectan a las personas desplazadas internamente pueden dividirse en dos categorías: primero, la asistencia que se presta a los Estados y luego la asistencia que se presta a las personas individualmente.

19. La asistencia que la OIM presta a los Estados reviste la forma de cooperación técnica para el fortalecimiento institucional de los Estados a fin de que encaren eficazmente el problema del desplazamiento interno, así como otras cuestiones migratorias. A través de actividades como el intercambio de pericia, la organización de talleres, el suministro de servicios de asesoramiento, la capacitación de funcionarios, el suministro de equipos técnicos y de sistemas de gestión de la información, los programas de cooperación técnica de la OIM ayudan a consolidar las capacidades institucionales necesarias para encauzar el problema del desplazamiento interno.

20. La asistencia que se presta a los Estados puede esbozarse como sigue:

- Rápido acopio y análisis de datos sobre las corrientes migratorias y alerta temprana: la OIM supervisa y analiza las tendencias y prioridades humanitarias en lo que atañe a la migración, así como las necesidades y efectos que ello tiene en la migración.
- Documentación: la OIM contribuye de diversas maneras a fomentar o crear sistemas de información nacional para la población: mediante la instalación o desarrollo de bases de datos computadorizados que pone a disposición del organismo gubernamental competente o de la institución nacional que se ocupa de la migración; la centralización, organización y estructuración de la documentación de las instituciones gubernamentales; la realización de estudios de proyectos para personas desplazadas; y la capacitación de personal local para que sepan utilizar, administrar e interpretar la información acopiada.
- Servicios de asesoramiento y cooperación técnica: gracias a sus expertos, la OIM ayuda a formular políticas y legislaciones migratorias; a desarrollar y consolidar sistemas de gestión de la migración; organiza talleres de fortalecimiento institucional y se ocupa de ejercicios de capacitación para la gestión en situaciones de emergencia; y asesora en materia de proyectos para personas desplazadas.

21. La asistencia que se presta a las personas individualmente abarca los siguientes ámbitos:

- Alojamiento de emergencia y asistencia material.
- Atención de salud: servicios médicos provistos en las distintas etapas de la asistencia, que incluyen programas sicosociales para encarar los traumas consecutivos a los conflictos. La OIM también provee personal médico y paramédico y se encarga de la compra o suministro de medicinas y material médico.

- Transporte: tradicionalmente éste es uno de los principales servicios que presta la OIM. En la Constitución de la OIM se habla del "traslado organizado" de personas desplazadas, que comprende el transporte así como las actividades previas a la partida y relativas al reasentamiento.
- Retorno, reasentamiento y reintegración: la OIM retorna a las personas desplazadas internamente a su lugar de origen y les provee asistencia inmediata en sus empeños de reasentamiento. En cooperación con su asociados en el terreno, la OIM ofrece cajas de herramientas de reintegración que comprenden suministros básicos para apoyar su retorno, capacitación profesional a corto plazo, asesoramiento y orientación para encontrar empleo, así como otras actividades de estabilización de la población tales como el desarrollo de proyectos comunitarios en pequeña escala.
- Generación de ingresos: la OIM ofrece capacitación y capital de simiente para actividades generadoras de ingresos destinadas a personas desplazadas que no pueden o no quieren reasentarse o retornar.

22. De conformidad con su enunciado de políticas de género, la OIM *está consagrada a asegurar que se identifiquen, incorporen y encaren las necesidades de todas las mujeres migrantes en los proyectos y servicios de la OIM*⁵. La Organización concede particular atención a las necesidades específicas de las mujeres desplazadas internas, particularmente de las mujeres que son cabeza de familia.

V. ASOCIADOS OPERATIVOS DE LA OIM

23. La necesidad de una cooperación estrecha con otras organizaciones internacionales figura en el párrafo 2 del Artículo 1 de la Constitución de la OIM que estipula que la Organización cooperará estrechamente con las organizaciones internacionales, gubernamentales y no gubernamentales, que se ocupen de migraciones, refugiados y de recursos humanos y que, en el desarrollo de dicha cooperación, se respetarán mutuamente las competencias de las organizaciones concernidas.

24. En el caso de la protección de las personas desplazadas internamente o de la asistencia de las mismas, la coordinación entre las organizaciones internacionales sigue siendo esencial para encarar eficazmente las necesidades de esas personas, sin que subsistan brechas en la asistencia o que haya una superposición de actividades.

25. La OIM está a favor de una estrecha coordinación y cooperación con los organismos de las Naciones Unidas, así como con otros interlocutores internacionales gubernamentales y no gubernamentales. Ello queda claramente reflejado en diversos acuerdos interinstitucionales suscritos por la OIM, que consideran específicamente la colaboración en el ámbito de la asistencia a PDI. Entre los ejemplos cabe mencionar:

- Acuerdo de Cooperación suscrito entre el Fondo de Población de las Naciones Unidas y la OIM del 11 de diciembre de 1996;

⁵ Corroborado por el Consejo de la OIM en virtud de su Resolución N° 932 (LXXI) de noviembre de 1995.

- Memorándum de Entendimiento suscrito entre la OIM y *International Centre for Migration Policy Development* (ICMPD) del 15 de enero de 1997;
- Memorándum de Entendimiento suscrito entre el Alto Comisionado de las Naciones Unidas para los Refugiados y la OIM del 15 de mayo de 1997;
- Acuerdo suscrito entre la OIM y la Comunidad de países de habla portuguesa el 5 de diciembre de 1997;
- Marco de cooperación operativa, como Addendum al Memorándum de Entendimiento, suscrito entre el Programa de las Naciones Unidas para el Desarrollo (PNUD) y la OIM del 17 de junio de 1998;
- Memorándum de Entendimiento sobre relaciones de trabajo cooperativas, suscrito entre la Comisión Católica Internacional de Migración (CCIM) y la OIM del 11 de noviembre de 1998;
- Marco de cooperación entre ONUSIDA y la OIM, suscrito el 20 de septiembre de 1999;
- Memorándum de Entendimiento suscrito entre la OIM y la Sociedad de la Media Luna Roja Iraní el 16 de noviembre de 2001.

26. En la práctica, la OIM tiene muchos otros asociados en el terreno con quienes trabaja en el ámbito de PDI, pero con los cuales no ha concluido aún un acuerdo interinstitucional oficial. Por ejemplo, en muchos países, la OIM trabaja conjuntamente con el CICR sobre cuestiones de PDI, cuando los desplazamientos se produjeron a raíz de conflictos armados o de luchas intestinas. El Programa Mundial de Alimentos (PMA) también es un asociado regular de la OIM, por ejemplo cuando la OIM distribuye los paquetes de alimentos de esa organización a los PDI.

27. La OIM también tiene una serie de arreglos con organismos asociados en cuanto a la contratación de personal en situaciones de emergencia para asegurar una respuesta rápida, eficiente y con el personal más calificado para dicha situación de emergencia. Hasta la fecha se han suscrito acuerdos oficiales con el PNUD, el Consejo de Refugiados de Dinamarca y el Consejo de Refugiados de Noruega. También existe un Acuerdo entre el Departamento de Desarrollo Internacional del Gobierno del Reino Unido de Gran Bretaña e Irlanda del Norte y la OIM para mejorar la disponibilidad institucional en situaciones de emergencia y la capacidad de respuesta de cara a refugiados y personas desplazadas internamente a través de un acuerdo permanente de adscripción de personal calificado externo de emergencia. La OIM también ha adscrito dos miembros del personal al Centro Conjunto de Logística de las Naciones Unidas, a través del Programa Mundial de Alimentos y actualmente está negociando un acuerdo definitivo para prestar al personal de la OIM.

28. La estrecha coordinación con las Naciones Unidas y otros organismos también es posible a través de la Red entre organismos de las Naciones Unidas sobre desplazamientos internos establecida por el Comité Permanente entre Organismos (IASC) en septiembre de 2000, que tiene por cometido realizar revisiones en determinados países con poblaciones desplazadas internas y formular propuestas para una mejor respuesta interinstitucional a sus necesidades. Recientemente, esta Red propuso la creación, en el seno de OCAH, de una Unidad para coordinar las actividades de las Naciones Unidas con relación a las PDI. La OIM ha adscrito personal a esta Unidad, que comenzó a operar a principios de 2002. Es más, la OIM es un miembro activo

de la Coalición de Protección de la Unidad de PDI que tiene por finalidad mejorar la calidad y eficacia de la protección práctica en el terreno y de asesorar a la Unidad en sus empeños por mejorar el marco general de protección de las PDI. La participación de la OIM en los Procesos de Llamamientos Unificados de las Naciones Unidas también garantiza que todas sus actividades estén bien coordinadas con las demás organizaciones, evitándose así cualquier duplicación.

VI. CONCLUSIÓN

29. La OIM es una de las organizaciones que se ocupa de prestar asistencia a las PDI y una de las pocas cuyo mandato hace referencia específica a las personas desplazadas. La OIM utiliza este mandato para proveer toda una gama de asistencia a estas personas, a saber, transporte, responder a sus necesidades básicas en materia de alimentos y albergue, y proveerles suministros. También se preocupa de la realización acertada de proyectos relacionados con el retorno y reintegración, cuando las condiciones así lo permiten, y que comprenden por ejemplo la capacitación profesional para ayudar a estas personas de cara al futuro y asegurar que su retorno o reasentamiento sea sostenible a largo plazo. Los gobiernos también benefician de los programas de la OIM que consolidan sus programas nacionales para encauzar o prevenir los desplazamientos internos. En la realización de estas actividades, la OIM es consciente del papel que desempeñan otras organizaciones internacionales y está a favor de la cooperación y coordinación puesto que considera que es el único medio para asegurar que se satisfagan rápida y eficazmente las necesidades de las personas desplazadas internamente.

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”.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.