

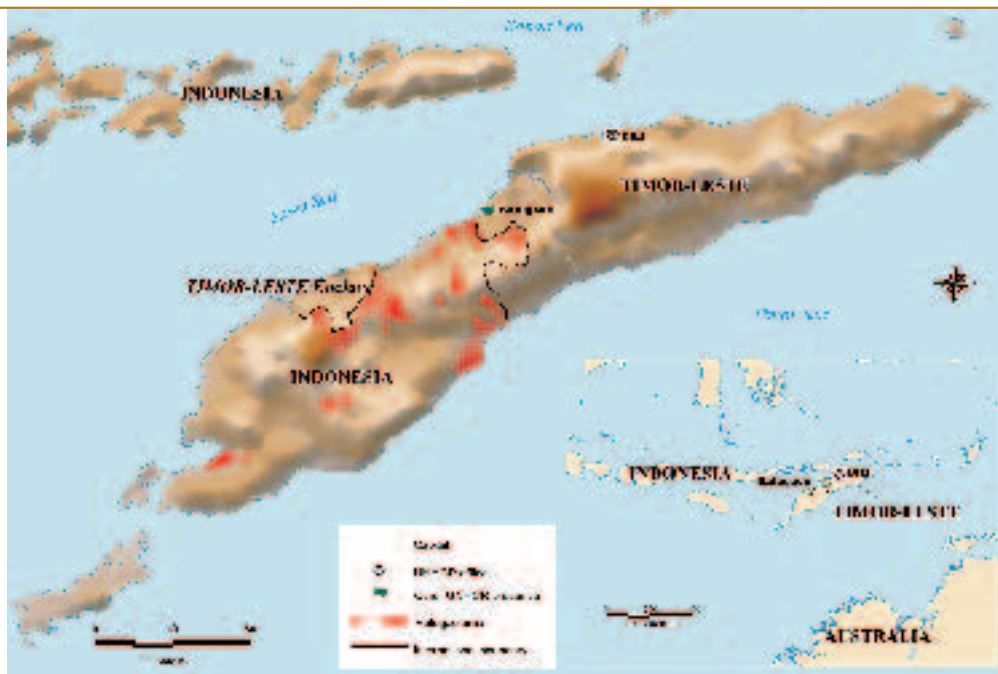
Indonesia

Main objectives

UNHCR's objectives in 2002 were to promote and facilitate permanent solutions for the remaining refugees from Timor-Leste; implement timely and effective refugee status determination procedures; provide adequate humanitarian assistance for those in need and find durable solutions for recognised refugees; improve contingency planning and emergency management by authorities at all levels; and contribute to the reform of the Indonesian police force (in order to reduce instances of mistreatment of refugees and IDPs).

Impact

- Over 31,000 refugees from Timor-Leste were repatriated during the course of 2002, bringing the total number of returnees since October 1999 to nearly 225,000.
- Following a review of the security and legal framework in Timor-Leste, UNHCR formally declared cessation of refugee status for refugees from Timor-Leste at the end of December 2002. UNHCR believes that some 28,000 former refugees from Timor-Leste remain in West Timor.
- Of 4,323 separated children from Timor-Leste, 2,131 were reunited with at least one parent and 1,373 cases were closed for reasons other than reunification, leaving 819 registered with UNHCR at the year's end.
- The backlog of asylum-seekers applying for refugee status was reduced over the course of the year from 806 to 240. More than 430 people were resettled under UNHCR's mandate in 2002.
- A directive signed by the General Director of Immigration in September formally recognised UNHCR's protection mandate and guaranteed



non-refoulement and non-detention of persons under its mandate.

- Almost 10,000 police officials, including anti-riot police, were trained on human rights and refugee law as well as community policing methods in the volatile locations of West Papua, Aceh and South Sulawesi.

Working environment

The context

Although West Timor remained under security phase V (compulsory evacuation), which was declared in September 2000 following the murder of three staff, UNHCR has been continuing to facilitate repatriation movements through support for reconciliation meetings and "go and see" visits. The Government of the Republic of Indonesia has supported these repatriation efforts as the preferred solution for the remaining refugees; however, local settlement options were also considered for those choosing not to return. Following an indication of willingness by seven local communities on Sumba Island to receive 300 refugee families, a pilot project has been planned jointly with UNDP to relocate 70 families to the Denduka community. However, the families

concerned have so far been reluctant to take up this opportunity.

During 2002, only 120 people approached UNHCR in Jakarta in search of protection. This is in sharp contrast to the previous year, when 2,429 sought asylum. The decline is largely attributable to the stringent immigration restrictions put in place by the Australian authorities as well as the fall of the Taliban regime in Afghanistan.

Constraints

The continued maintenance of security phase V in West Timor restricted the ability of UNHCR and other agencies to pursue activities related to voluntary repatriation and local settlement. As the Indonesian Government and the United Nations could not agree on the actual security situation, Phase V remained in force. In spite of this constraint, UNHCR undertook ad hoc time-limited missions to support its programmes in West Timor.

Despite the Indonesian Government's support for the Timor-Leste repatriation process, refugees remained hesitant to return for a number of reasons. This included: the delay in compensating former Indonesian civil servants; the continuing misinformation and intimidation by pro-Indonesia groups; inadequate assistance and a lack of employment and educational opportunities in Timor-Leste; the high cost of living compared to

Indonesia; and the absence of an amnesty for members of militia groups formerly involved in violent opposition to East Timorese independence.

The local settlement programme on Sumba Island could not progress due to the reluctance of host communities to hand over scarce resources to the remaining former refugees, and the reluctance of the former refugees to move to another island.

Funding

Due to the serious funding shortage affecting UNHCR in 2002, planned activities had to be prioritised in the second half of the year to adjust to limited resources. This had an impact on humanitarian assistance for individual refugees, emergency management, contingency planning, and public awareness activities. It should be noted, however, that activities related to Timor-Leste refugees (budgeted under the Supplementary Programme), though beset by difficulties, were not inhibited by a lack of funding.

Achievements and impact

Protection and solutions

The Indonesian Government and UNHCR agreed on a strategy paper on separated children in mid-2002. This important paper outlined general principles and specific procedures. However, implementation was

Persons of Concern				
Main Origin / Type of Population	Total In Country	Of whom UNHCR assisted	Per cent Female	Per cent under 18
Timor-Leste (Refugees)	28,100	-	-	-
Asylum-seekers	240	240	26	24

Income and Expenditure (USD) Annual Programme and Supplementary Programme Budgets					
	Revised Budget	Income from Contributions ¹	Other Funds Available ²	Total Funds Available	Total Expenditure
AB	6,090,591	2,872,748	3,049,611	5,922,359	5,909,060
SB	5,000,555	1,572,866	2,597,385	4,170,251	540,000
Total	11,091,146	4,445,614	5,646,996	10,092,610	6,449,060

¹ Includes income from contributions restricted at the country level.

² Includes allocations by UNHCR from unearmarked or broadly earmarked contributions, opening balance and adjustments. The above figures do not include costs at Headquarters.

delayed as no internal implementing directive had been issued by the year's end, giving clear instructions to local authorities to collaborate with UNHCR.

As a result of the sharp fall in the number of asylum-seekers reaching Indonesia, UNHCR was able to substantially reduce the backlog of asylum applications from 806 to 240 over the course of the year. More than 430 refugees were resettled in 2002. UNHCR pursued a number of initiatives to improve the situation of refugee women. Unfortunately budget cutbacks in the second half of the year necessitated the postponement of several workshops (rescheduled for 2003). Field testing of the revised Guidelines on Sexual and Gender-Based Violence (SGBV) took place in Jakarta in late 2002.

More than 1,500 officials from governments, UN agencies and NGOs participated in training activities in emergency management, contingency planning and humanitarian principles. 75 persons in three countries were trained to facilitate contingency planning. Contingency planning manuals were drafted by UNHCR counterparts in Malaysia and are ready for publication in the Philippines. A Technical Working Group consisting of emergency managers from four countries was formed in February 2002. A Centre for IDP/Refugee Studies was established in a major university outside Jakarta and its staff received the necessary training. The Centre was commissioned by Indonesia's Disaster Management Board to conduct a national study on social conflicts.

Activities and assistance

Community services: UNHCR assisted in the family reunification of separated children in Indonesia and Timor-Leste. Therapeutic mental health activities were promoted and seminars on SGBV organised. An emphasis was placed on women's activities to increase their role in decision-making. In addition, 2,000 magazines on refugee women and 2,000 booklets on refugee children were distributed through the University of Indonesia Foundation and the Women's Rights Commission.

Domestic needs/household support: All recognised refugees received the monthly subsistence allowance of approximately USD 66 per adult and USD 33 per child. Sanitary materials were also distributed on a monthly basis to women of reproductive age. Chil-

dren under five received supplementary nutrition.

Education: A wide range of educational courses and skills training was offered with the aim of improving refugees' capacity to integrate in a country of resettlement. This included: on-the-job training for refugee teachers (50 per cent female), self-help education, primary education, alternative schooling (primary and other), vocational training, basic household life skills for women, English as a Second Language, computer literacy, sports and Arabic. More than 60 per cent of refugees were engaged in various activities offered throughout the year. 125 refugees participated in vocational training programmes, and 258 refugees were involved in self-help educational programmes. At the end of the year, there were 16 children enrolled at Indonesian primary schools, with 17 other children attending English courses. Over the course of the year a total of 195 children and 59 refugee volunteers participated in alternative schooling. This figure includes many children who were subsequently resettled.

Health/nutrition: The number of refugees in need of medical attention, especially in the area of mental health, increased significantly. The suicide of an Afghan asylum-seeker early in April and threats from several others to follow his example exposed the anxiety and frustration experienced by this population. As a result of these events, an emergency procedure was established to provide psychiatric assistance to refugees and asylum-seekers showing signs of mental instability. An average of 309 persons per month benefited from a referral service.

Legal assistance: A mass information campaign in support of voluntary repatriation was organised in West Timor, as well as careful explanation of the implications of the cessation of refugee status for former refugees from Timor-Leste. Almost 10,000





A refugee woman in Timor-Leste ready to return home. UNHCR / M. Kobayashi

police officers (including the anti-riot force) were trained in basic human rights and community policing.

Operational support (to agencies): UNHCR provided financial support to implementing partners to cover the bulk of their administrative costs. These costs included the rental of premises, procurement of supplies, staff salaries and benefits, as well as their audit costs.

Shelter/other infrastructure: Feasibility studies undertaken on the island of Sumba for the local settlement project concluded favourably, but work on infrastructure could not commence as the refugees were unreceptive to the idea of relocating to another island. During the preparatory stage of the project, UNHCR gave support to provincial government officers (to travel to Denpasar and Jakarta to attend meetings; and for the translation of documents for the relevant information campaign).

Transport/logistics: A total of 40,951 food packages were distributed to returnees in transit areas in Kupang, Atambua and Betun in West Timor. Some 430 refugees received a resettlement grant upon departure for resettlement to a third country.

Organisation and implementation

Management

UNHCR maintained one office in Indonesia in 2002: the Regional Office in Jakarta. The Regional Office supports UNHCR activities in Timor-Leste, Malaysia, Singapore, the Philippines and Brunei. There were a total of 42 staff working in Indonesia in 2002. These included 17 international staff (two of whom were UNVs), and 29 national staff. The UNHCR Audit Service conducted an audit of the operations in Indonesia in December 2002. The majority of its recommendations have subsequently been implemented.

Working with others

In 2002, UNHCR worked with five partners, three of which provided services to urban refugees, while the other two were responsible for activities related to the repatriation and local settlement of refugees from Timor-Leste. UNHCR was part of the UN co-ordination mechanism and participated in regular meetings. The Office worked closely with IOM on individual asylum-seekers and refugees. Co-operation between UNHCR and the Indonesian Government continued to improve in 2002, relations having been seriously affected by the Atambua tragedy in September 2000. In general, there was close co-operation between UNHCR and the all the relevant governmental, UN and NGO bodies.

Overall assessment

The strategy of support for activities conducive to repatriation and reconciliation among the refugees from Timor-Leste proved to be effective, resulting in the repatriation of more than 31,000 refugees during 2002. The joint UNHCR-UNDP efforts in support of the Indonesian Government on a community-based local settlement plan were, however, not as effective as expected. This project foundered mainly due to the diverse agendas and internal constraints experienced by the different actors involved in the process. Not least of these was the pressure on the Government to find a quick and easy solution. In view of the lack of progress made on the repatriation and local settlement of the remaining refugees, it might be necessary to bring forward the exit strategy for UNHCR in West Timor.

In respect of individual asylum-seekers and refugees, the review of partnership arrangements in 2001 bore fruit in 2002 with better assistance services to the refugees. The increase in mental problems and psychiatric cases – usually aggravated by delays and waiting for a solution – was adequately managed. All detected cases were receiving specialised counselling and medical treatment at the end of the year. Unfortunately, some of the efforts initiated in September 2002 to promote an environment free of sexual and gender-based violence among the refugee population had to be postponed to 2003 due to the financial constraints facing UNHCR during the last quarter of the year.

Offices

Jakarta

Partners

Government Agencies

Co-ordinating Ministry for People's Welfare
 Department of Foreign Affairs
 District Co-ordinating Board for Disaster Management
 General Directorate of Immigration
 Ministry of Justice and Human Rights
 Ministry of Manpower and Transmigration
 Ministry of Settlements and Regional Infrastructure
 National Co-ordinating Body for Disaster Management and Internal Displacement
 Provincial Co-ordinating Board for Disaster Management
 Provincial Government of Nusa Tenggara Timur

NGOs

Bandung School for Social Work
Bangun Mitra Sejati
 Indonesian Red Cross
 Jesuit Refugee Services

Others

IOM
 OCHA
 UNAIDS
 UNDP
 UNICEF

Financial Report (USD)

Expenditure Breakdown	Current Year's Projects			Prior Years' Projects		
	Annual Programme Budget	Supplementary Programme Budget	Total	Notes	Annual Programme Budget	Notes
Protection, Monitoring and Co-ordination	802,462	0	802,462		25,424	
Community Services	39,348	30,232	69,580		16,111	
Domestic Needs / Household Support	327,506	0	327,506		31,597	
Education	48,764	0	48,764		5,301	
Health / Nutrition	96,780	0	96,780		17,481	
Legal Assistance	1,878,956	40,379	1,919,335		544,768	
Operational Support (to Agencies)	220,290	75,644	295,934		60,956	
Shelter / Other Infrastructure	0	8,946	8,946		487	
Transport / Logistics	12,025	35,287	47,312		165	
Transit Account	24,939	0	24,939		(117,497)	
Instalments with Implementing Partners	464,154	265,001	729,156		(497,679)	
Sub-total Operational	3,915,225	455,490	4,370,714		87,115	
Programme Support	1,814,723	0	1,814,723		6,915	
Sub-total Disbursements / Deliveries	5,729,948	455,490	6,185,438	(3)	94,031	(5)
Unliquidated Obligations	179,112	84,510	263,622	(3)	0	(5)
Total	5,909,060	540,000	6,449,060	(1) (3)	94,031	
Instalments with Implementing Partners						
Payments Made	2,684,164	314,171	2,998,335		53,511	
Reporting Received	2,220,010	49,170	2,269,180		551,189	
Balance	464,154	265,001	729,155		(497,679)	
Outstanding 1st January	0	0	0		609,708	
Refunded to UNHCR	0	0	0		152,211	
Currency Adjustment	0	0	0		45,685	
Outstanding 31 December	464,154	265,001	729,155		5,504	
Unliquidated Obligations						
Outstanding 1st January	0	0	0		260,404	(5)
New Obligations	5,909,060	540,000	6,449,060	(1)	0	
Disbursements	5,729,948	455,490	6,185,438	(3)	94,031	(5)
Cancellations	0	0	0		166,373	(5)
Outstanding 31 December	179,112	84,510	263,622	(3)	0	(5)
Figures which cross-reference to Accounts: (1) Annex to Statement 1 (3) Schedule 3 (5) Schedule 5						