

# **Country Operations Plan**

**Country: Indonesia and Singapore**

**Planning year: 2002**

## Executive Summary

### (a) Context and Beneficiary Population

UNHCR offices in East Timor, Indonesia, Malaysia, the Philippines, and its NGO representation in Singapore (and coverage of Brunei Darussalam) strive to promote respect and understanding of and appropriate responses to all aspects of international refugee law. This includes the promotion of accession to the 1951 Convention relating to the Status of Refugees and related instruments, development of appropriate refugee legislation, ensuring access to refugee determination procedures and the establishment of an effective refugee protection framework, including durable solutions and preparedness to respond to large scale influxes.

Indonesia is in transition to a democratic society and continues to de-centralize its decision-making and to strengthen regional autonomy. Related to this transition is the evolving security situation in the different regions of the country. As of July 2002, an estimated 1.2 million persons are internally displaced as a result of economic, political, religious or ethnic tensions.

The UNHCR presence in the province of West Timor remains suspended following the murder of three UNHCR staff in September 2000. After the murders and other violence, staff were evacuated and West Timor was designated by UNSECOORD as a Security Phase V area. Since the imposition of this security phase only time-limited *ad hoc* operations have been undertaken to promote voluntary repatriation. These operations have been undertaken in coordination with the Government inter-ministerial body "Satgas". UN access to West Timor in 2002 is contingent on a lowered security phase. A UN Security Assessment Mission is scheduled to visit West Timor in July 2001.

The UNHCR Regional Office in Jakarta (RO) continues to provide protection for *individual cases* in Indonesia through status determination, limited assistance and facilitation of solutions (primarily resettlement). For *East Timor refugees* in 2002, UNHCR will continue to support the Government of Indonesia's (GoI) plan to seek durable solutions, i.e., local sustainable integration in Indonesia and limited residual voluntary repatriation to East Timor with a planned activity phase-out by mid-2002. *External relations* play a fundamental role to promote solutions for refugees and awareness building for the Indonesian public. The UNHCR Office will continue to advocate for *accession* to the 1951 Convention and legislation to improve the general understanding to the plight of refugees among the general public as well as policy-makers and influential actors. The Office will continue *Emergency Management Training* at the regional, country and sub-regional levels to *strengthen the capacity* of governments to respond to population displacements within the region, and will promote protection and solutions for refugees.

Three primary areas of engagement provide the framework for UNHCR's work in Indonesia:

- i) **Timor operation.** While direct protection is hindered due to the UN and UNHCR's lack of access to the refugee population, UNHCR will continue to support the Government's local settlement programme, with gradual hand-over to development agencies by June 2002. From January 2002 to the phase-out, UNHCR expects to provide a contribution to support the local settlement of up to 28,000 refugees in West Timor and other parts of Indonesia as well as facilitating limited residual voluntary repatriation. Finding a solution for East Timorese refugees will continue to be within core operational parameters for UNHCR.
- ii) **Involvement with individual cases.** As Indonesia has not acceded to the 1951 Convention and lacks domestic refugee legislation, UNHCR will continue its direct protection support and provide limited assistance to approximately 1,400 UNHCR-recognised refugees. Given the absence of local integration possibilities, resettlement is

sought for the majority of these persons. Ideally, the long-term response to individual cases would be accession to the 1951 Convention and subsequent implementation of appropriate domestic refugee legislation.

- iii) Population displacement:** Indonesia's 1.2 million displaced persons continue to be a concern to the Government and the UN agencies. UNHCR continues, in a limited manner, to support the UN family's response to internal displacement through technical inputs. The UNHCR Office will further improve its regional early-warning capacity within UNHCR's global parameters related to emergencies and internally displaced persons. The Office also plans to implement emergency management training, develop contingency plans with local and regional partners and organize human rights/refugee law training for police forces.

Intricate situational linkages condition the pursuit of UNHCR's objectives in Indonesia and the broader region. UNHCR will continue a situational approach between UNHCR Indonesia and UNHCR East Timor. It is largely expected that before end-2002 UNTAET will transfer its responsibilities to a democratically-elected Government in East Timor at which time UNHCR will work with the emerging new government and promote its bi-lateral relations with Indonesia in the areas of refugee-related work. In the Southeast Asian context, the UNHCR Office will continue to work with the UNHCR Offices and the Governments of the Philippines, Malaysia and Singapore (and monitor Brunei) on issues related to irregular movers, standardization of refugee reception, assistance and durable solutions as well as early-warning and preparedness. Finally, the Office will coordinate its emergency preparedness strategy with the UNHCR Regional Office/Tokyo's E-e Center.

UNHCR continues to coordinate its activities with other UN Agencies and has been involved in the development of the Common Country Assessment (CCA) and UN Development Assistance Framework (UNDAF). In particular, UNHCR continues to work closely with the Resident / Humanitarian Coordinator, UNDP, OCHA, UNICEF, WHO and WFP and encourage their operational activities to respond to all vulnerable populations in Indonesia, including refugees. Within the UN system, UNHCR is recognised as having a lead role in responding to refugee situations supported by OCHA for coordination and within the UN Resident and Humanitarian Coordinator's overall role in Indonesia. Within the Asia and Pacific, UNHCR will more closely liaise with regional institutions including the Asian Development Bank (ADB), the Asia Pacific Consultations for Refugees, Displaced Persons and Migrants (APC), and the E-Center. Close cooperation with international NGOs will continue, and efforts will be increased to develop contacts with national NGOs.

**(b) Selected Programme Goals and Objectives**

|  |  |
|--|--|
| <b>Name of Beneficiary Population #1:</b> East Timorese Refugees   |  |
| <b>Main Goal (s):</b> Support Gol's pursuit of durable solutions for East Timorese refugees  |  |
| <b>Principal Objectives</b>  | <b>Related Outputs</b>   |
| <ul style="list-style-type: none"> <li>Through support to Indonesian Government, promote and facilitate permanent solutions for East Timorese refugees between January - June 2002, after which time UNHCR's activities will be phased out.</li> </ul> | <ul style="list-style-type: none"> <li>Contribute to a component of the Government's second year (of total three year plan) to provide local settlement opportunities for up to 50% of the remaining caseload (2002 planning figure is 28,000 persons).</li> <li>Promote residual voluntary repatriation to East Timor.</li> </ul> |

|   |   |
|---|---|
| <b>Name of Beneficiary Population #2:</b> Individual asylum-seekers and refugees  |   |
| <b>Main Goal (s):</b> Provide direct protection and limited assistance for asylum-seekers and refugees  |   |
| <b>Principal Objectives</b>   |   |
| <ul style="list-style-type: none"> <li>• Ensure protection of those persons who justifiably seek asylum in Indonesia and Singapore and facilitate an appropriate durable solution.</li> <li>• Ensure non-refoulement</li> </ul> | <b>Related Outputs</b> <ul style="list-style-type: none"> <li>• Provide access to refugee status determination in a timely manner.</li> <li>• Pursue resettlement for recognized refugees, while encouraging international burden sharing.</li> </ul> |

|  |  |
|--|--|
| <b>Name of Beneficiary Population #3:</b> Indonesian refugees in Papua New Guinea  |  |
| <b>Main Goal (s):</b> Monitor the situation in Irian Jaya to facilitate return from PNG or for possible population displacements to PNG  |  |
| <b>Principal Objectives</b>  |  |
| <ul style="list-style-type: none"> <li>• Through monitoring and close contact with authorities, determine if the residual refugee caseload is able to return to Indonesia from Papua New Guinea</li> <li>• If appropriate, facilitate voluntary repatriation.</li> </ul> | <b>Related Outputs</b> <ul style="list-style-type: none"> <li>• UNHCR will monitor and report in regular situation reports.</li> <li>• Voluntary repatriation from PNG.</li> <li>• Preparedness should a displacement become more likely.</li> </ul> |

|  |  |
|--|--|
| <b>Name of Theme #1:</b> Accession to the 1951 Convention on Refugees and Statelessness as well as related Protocols and development of implementation activities.   |  |
| <b>Main Goal (s):</b> The Republic of Indonesia accedes to the 1951 Convention and related Protocols   |  |
| <b>Principal Objectives</b>  |  |
| <ul style="list-style-type: none"> <li>• Asylum-seekers and refugees have access to national refugee status determination (RSD) through the accession to the international refugee instruments and concomitant passing of related refugee legislation (RSD, provision for local integration, limited material assistance)</li> </ul> | <b>Related Outputs</b> <ul style="list-style-type: none"> <li>• Accession</li> <li>• Support to the preparation for basic national legislation including RSD and durable solution procedures.</li> <li>• Refugee law courses held in University Law Schools</li> </ul> |

|   |  |
|---|--|
| <b>Name of Theme #2:</b> Prevention, early warning and technical assistance   |  |
| <b>Main Goal (s):</b> Identify, monitor and address primary factors in conflict-prone areas (prevent population displacement)   |  |
| <b>Principal Objectives</b>   |  |
| <ul style="list-style-type: none"> <li>• Asylum-seekers and refugees have access to national RSD through accession to the international refugee instruments and concomitant passing of related refugee legislation (RSD, provision for local integration, limited material assistance)</li> </ul> | <b>Related Outputs</b> <ul style="list-style-type: none"> <li>• Accession</li> <li>• Support to the preparation for basic national legislation including RSD and durable solution procedures.</li> <li>• Refugee law courses held in University Law Schools</li> </ul> |

|  |  |
|--|--|
| <b>Name of Theme #3:</b> External Relations  |  |
| <b>Main Goal (s):</b> An effective external relations strategy contributes to the achievements of UNHCR goals in Indonesia through the promotion of general awareness among the general public, officials and influential thinkers |  |
| <b>Principal Objectives</b>  |  |
| <ul style="list-style-type: none"> <li>• Informed public supportive of protection and solutions goals</li> </ul>   | <b>Related Outputs</b> <ul style="list-style-type: none"> <li>• Continuous positive information exchange between UNHCR and media</li> <li>• Brochures, posters and other PI materials targeting general public are produced and disseminated</li> <li>• Journalists are provided with information</li> </ul> |

|  |   |
|--|---|
|  | <p>regarding the situation of East Timorese and other urban refugees, from UNHCR's perspective</p> <ul style="list-style-type: none"> <li>• Information campaign to refugees allows an ongoing free and informed choice regarding durable solutions</li> <li>• Refugee awareness workshops are provided to journalists</li> </ul> |
|--|---|

|  |  |
|--|--|
| <b>Name of Theme 4:</b> Emergency Management Training  |  |
| <b>Main Goal (s):</b> Develop Government and civil society capacity to manage sudden massive population movements.   |  |
|  |  |
| <b>Objectives:</b>   | <b>Related Outputs</b>   |
| <ul style="list-style-type: none"> <li>• Governments will be prepared to appropriately respond should any population displacements occur.</li> <li>• Emergency management and contingency preparedness will be conducted at the regional, country and district levels</li> </ul> | <ul style="list-style-type: none"> <li>• Emergency management follow-up training (including contingency planning) is conducted with government and NGO officials as well as other UN agencies at the regional, country and district levels.</li> <li>• Capacity building of local institutions is conducted to ensure minimum standards could be met in an emergency situation.</li> <li>• One national training institute will be identified jointly by participating countries to be UNHCR's long-term partner for emergency management training.</li> </ul> |