



**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
BUREAU FOR DEMOCRACY, CONFLICT, AND HUMANITARIAN ASSISTANCE (DCHA)  
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

**Indonesia – Complex Emergency**

Situation Report #1, Fiscal Year (FY) 2003

June 5, 2003

*Note: the last situation report for FY 2002 was dated August 20, 2002.*

**BACKGROUND**

Since 1999, conflict and population displacement have occurred in the regions of the Maluku, Kalimantan, Sulawesi, Aceh, Timor, and Papua (known as Irian Jaya prior to receiving limited autonomy in 2002). The conflict has been exacerbated by Indonesia's recent economic and political crises, including slow economic growth, high inflation rates, currency instability, and charges of government corruption. Conflict is also fueled by tensions between local populations and transmigrants relocated in the past by the Government of Indonesia (GOI) from overcrowded to less populated areas, separatist movements, a lack of resource distribution, and real or perceived social inequities in past government policies. According to U.N. Office for the Coordination of Humanitarian Affairs (UN OCHA), approximately 700,000 internally displaced persons (IDPs) remain in Indonesia. Some IDPs are living in emergency shelters and public facilities, while others are housed with host families or integrated into local communities. Since 1999, the GOI has been providing limited emergency assistance to IDPs, including varying levels of shelter, education, medical assistance, and food. IDPs also receive assistance from international non-governmental organizations (NGOs) and U.N. agencies.

To date in FY 2003, the United States Government (USG) provided more than 12.5 million in emergency assistance to those affected by the complex emergency in Indonesia, channeled through the U.S. Agency for International Development's Office of U.S. Foreign Disaster Assistance (USAID/OFDA), the USAID/Office of Food for Peace (USAID/FFP), the USAID/Office of Transition Initiatives (USAID/OTI), and the USAID/Indonesia/Office of Conflict Prevention and Response (USAID/I/OCPR).

NUMBERS AT A GLANCE		SOURCE
<b>Internally Displaced</b>	Total: 700,000 (Estimate)†	UN OCHA/GOI
Aceh	21,252	UN OCHA/GOI and WFP*
Central Sulawesi	10,600	
East Nusa Tenggara	54,500	
Madura Island, East Java	125,000	
Maluku	232,755	
North Maluku	49,480	
North Sulawesi	2,865	
North Sumatra	122,265	
Papua	16,870	
West Kalimantan	11,094	

† Refer to the U.N. Consolidated Inter-Agency Appeal for Indonesia, Mid-Term Review dated May 2003. Figure is based on joint UN OCHA and GOI reports from March 2003 to May 2003 and includes small numbers of IDPs in provinces not listed.

\* The number of IDPs in Aceh refers to an UN OCHA report dated May 29, 2003. The World Food Program's (WFP) report dated March 25, 2003, listed updated IDP numbers only in select provinces. Numbers for North Sumatra, Papua, and West Kalimantan refer to WFP's report dated October 29, 2002.

**Total FY 2003 USAID/OFDA Assistance to Indonesia .....\$3,092,497**  
**Total FY 2003 USG Humanitarian Assistance to Indonesia.....\$12,553,197**

**CURRENT SITUATION**

**Internally Displaced Persons.** Indonesia is experiencing ongoing tensions and conflict in several provinces. According to UN OCHA, as of May 2003, there are approximately 700,000 IDPs throughout the region, a reduction from a peak of 1.4 million IDPs reported by WFP in June 2002. The GOI has also revised the way in which it counts IDPs, resulting in lower numbers than before. As local communities host IDPs for several years in some cases, municipal government budgets are

strained, and communities and infrastructure relating to water, sanitation, health, and education are adversely affected.

Insecurity is the greatest impediment to IDPs returning to their place of origin or to permanent resettlement in their current location. Many IDPs have been living in temporary accommodations, and most are dependent on host communities, government support, or humanitarian organizations. Humanitarian assistance focuses on food

security, health, shelter, water and sanitation, and restoring basic livelihoods.

The GOI is addressing many aspects of the humanitarian crisis but continues to rely on international organizations and donors to help meet the immediate needs of the affected populations. On September 5, 2002, WFP signed a letter of understanding with the GOI for a new Protracted Relief and Recovery Operation (PRRO) targeting 2.1 million beneficiaries with food assistance for the following 18 months.

The GOI is working on various scenarios to manage the large number of IDPs. In September 2001, the GOI enacted a new policy on the handling of internally displaced persons/refugees in Indonesia, which also included a new means of reporting of IDP figures. The GOI identified three options as well as implementing ministries for those options: the return of IDPs/refugees to their place of origin; providing IDPs/refugees the opportunity to start anew in their current community with assistance and facilitation from the GOI; and resettlement of IDPs through a relocation program. As part of the policy, the GOI determined that IDPs receiving government assistance to resettle would not be included in official IDP figures. While the GOI stipulated that implementation of these policies should be completed by December 1, 2002, those goals have not yet been met.

WFP provided assistance to 112,400 IDPs or returnees in North Maluku, Madura, East Java, Central Sulawesi, and West Kalimantan Regions in October 2002. During 2003, WFP plans to provide food assistance to 2.25 million beneficiaries in Indonesia, including 250,000 IDPs.

On November 19, 2002, UN OCHA launched a \$72.8 million Consolidated Inter-Agency Appeal (CAP) to foster longer-term solutions for recovery and peace in Indonesia. In February 2003, UN OCHA revised the CAP upwards to \$82.9 million, focusing on areas affected by violence and disasters, but later revised the requirement to \$55.4 million. The CAP also requested assistance for populations that were not displaced but have been severely affected by the conflicts. The CAP is based on the premise that the GOI is ready to change its focus from humanitarian relief efforts to capacity building, enabling a better response to crises and current emergencies. As of June 5, 2003, 35.7 percent of the CAP had been met.

## REGIONAL SITUATIONS

**Aceh.** On December 9, 2002, the GOI and the separatist opposition group, the Free Aceh Movement (GAM), signed a “Cessation of Hostilities Framework Agreement” (CoHA) and established a Joint Security Committee (JSC) to monitor the security situation in Aceh and to designate certain areas “Peace Zones.”

Part of the CoHA included a demilitarization phase, calling for the GAM to surrender 20 percent of its weapons to the Center for Humanitarian Dialogue (also known as the Henri Dunant Center), a USAID/Indonesia-supported Swiss NGO overseeing the peace process. The first phase of the demilitarization process began on February 9, 2003. The level of violence had fallen sharply after the signing of the CoHA. However, following a March 3, 2003 attack on the JSC offices in Takengon, central Aceh, the JSC withdrew its international peace monitoring teams to Banda Aceh.

Five months after the signing of the CoHA, the GOI and GAM could not agree on the terms of the peace talks. On May 19, 2003, President Megawati Sukarnoputri declared martial law in Aceh Province and stated that a military offensive against the GAM would begin immediately and last initially for six months. The GOI also announced that it intends to move 200,000 Acehnese to government-controlled IDP camps in Aceh to lessen the number of civilian casualties from the fighting.

With the resumption of fighting in May 2003, the GOI stated that a humanitarian component would be integrated into its military operation against the GAM. Specific humanitarian activities remain to be organized.

According to UN OCHA in May 2003, approximately 21,252 IDPs remained in Aceh with humanitarian needs in the areas of health, education, food, and agriculture.

On May 27, 2003, at the request of the GOI, the World Bank suspended a \$7.5 million development assistance program in Aceh due to the increasing level of insecurity in the province.

**North Sumatra.** According to WFP by October 2002, approximately 122,265 IDPs had fled Aceh to North Sumatra, an increase from 94,411 IDPs in June 2002. A U.N. Inter-Agency Humanitarian Assessment Mission dispatched to Aceh and North Sumatra in December 2002 reported that immediate assistance was still required in Aceh in order to bolster the peace process.

Likewise, as non-Acehnese IDPs in North Sumatra would not be able to return to Aceh safely in the short term, the U.N. Inter-Agency Humanitarian Assessment Mission recommended that humanitarian assistance should continue in the health, education, food, and agricultural sectors, targeting IDP families affected by conflict, especially women-headed households. Natural disasters further impacted IDPs when severe flooding displaced more than 4,000 people in Aceh and North Sumatra in November 2002.

**Maluku.** Following the signing of the February 2002 peace accord in Maluku, the GOI has focused on the return of IDPs to their villages of origin. Limited returns and inter-community reconciliation have begun, especially on the islands of Seram, Buru, and the outer islands. According to WFP, the number of IDPs

decreased in Maluku from 256,204 in June 2002 to 232,755 in March 2003. Due to a significant decrease in sectarian violence, on March 3, 2003, the GOI lifted the state of emergency it had imposed in 2002 on Maluku Province due to continued Muslim-Christian fighting in Ambon.

**North Maluku.** Despite periodic violent incidents, the overall security situation in North Maluku continues to stabilize, increasing the numbers of IDPs who have been able to resettle or return to their places of origin. As of May 2003, UN OCHA reports 49,480 IDPs remain in North Maluku. The Consortium for Assistance to Refugees and the Displaced in Indonesia (CARDI), a group of international NGOs, supports agricultural activities in North Maluku as the region continues to be plagued by food insecurity.

**Central Sulawesi.** Following the GOI-brokered Malino Peace Agreement in December 2001 in Central Sulawesi, approximately 70 percent of the 124,000 IDPs returned to their places of origin. The return process was hampered from June until August 2002 by violence related to a series of sniper attacks, causing further displacements and delaying returns. By the end of 2002, however, the security situation in the province had improved, making the return and resettlement of IDPs possible.

According to UN OCHA, as of May 2003, the number of IDPs in Central Sulawesi's remains 10,600. Current humanitarian needs center on facilitating the returns of IDPs by providing opportunities for livelihoods to the returnees.

**North Sulawesi.** In North Sulawesi the number of IDPs decreased from 36,667 IDPs in October 2002 to 2,865 IDPs in May 2003 as reported by UN OCHA.

**Papua.** On January 27, 2003, President Sukarnoputri issued a decree dividing Papua into three separate provinces. The GOI's initiative was in response to Papua's continuing separatist movements spearheaded by the Free Papua Movement (OPM). While violent incidents continue, according to WFP, the number of IDPs in Papua remains at 16,870.

**West Timor.** Due to insecurity, West Timor has been under a U.N. Phase 5 security restriction, which requires the withdrawal of all U.N. staff, since November 2002. NGOs operate in the region at their discretion.

According to WFP, the number of IDPs in East Nusa Tenggara, which includes West Timor, remains at 54,500 in March 2003. A serious food insecurity and nutritional crisis continues to affect much of the population in West Timor due to sparse rainfall and subsequent crop losses in 2002. Ongoing drought conditions may result in another poor harvest in 2003. USAID/OFDA is responding to this emergency situation through support to therapeutic feeding centers and agricultural recovery activities in the hardest hit areas.

On December 30, 2002, the U.N. High Commissioner for Refugees (UNHCR) stated that following the independence of East Timor in September 2002, more than 220,000 of the approximately 250,000 people who had fled their homes from East Timor to West Timor due to the 1999 violence had returned to East Timor.

By UNHCR definition, the remaining 30,000 people would no longer be considered refugees. UNHCR stated that it would phase out its involvement during 2003, ending its repatriation efforts.

**Madura Island, East Java.** As of May 2003, according to UN OCHA, Madura Island has 125,000 IDPs. The ethnic conflict in Kalimantan sets the native Dayaks in opposition to the immigrant Madurese. A Dayak purge in 2001 drove Madurese in Central Kalimantan to Madura Island.

**West Kalimantan.** Following a GOI initiative providing an incentive package to IDPs to voluntarily relocate to designated settlement areas, the number of IDPs in West Kalimantan declined to 11,094 in October 2002. This is a reduction of approximately 25 percent from the number of IDPs in June 2002.

#### USG HUMANITARIAN ASSISTANCE

On October 3, 2002, U.S. Ambassador Ralph L. Boyce redeclared a disaster for the ongoing complex emergency in Indonesia. In renewing the disaster declaration, which was originally issued in May 1999, U.S. Ambassador Boyce cited the continuing political and economic crises, as well as the widespread population displacement and urgent humanitarian needs.

In response to the ongoing humanitarian crisis in Indonesia, USAID/OFDA continues to monitor developments in the affected provinces, conduct needs assessments in areas where the humanitarian situation is most dire, and provide emergency relief assistance where required and appropriate.

In FY 2003, USAID/OFDA has provided assistance to Indonesia through several grants. CARE received \$790,000 for therapeutic feeding centers in West Timor, and Church World Service (CWS) received \$350,000 for projects to help IDPs recover their livelihoods in Central and Southeast Sulawesi. In addition, the International Rescue Committee/Consortium for Assistance to Refugees and the Displaced in Indonesia (IRC/CARDI) received \$380,000 for water and sanitation programs in North Maluku and Aceh. International Medical Corps (IMC) also received \$590,000 to provide primary health care for IDPs in Maluku and West Kalimantan, and Mercy Corps International received \$150,000 to provide shelter, water, sanitation, and seeds in Central Sulawesi. World Vision received \$330,000 for basic shelter projects in Madura Island and \$250,000 for community rehabilitation programs in conflict affected areas of North Maluku.

To date in FY 2003, USAID/OTI funded \$2 million in assistance to Indonesia through USAID/Indonesia. USAID/OTI's program areas included civil society, civil/military relations, community stabilization, and democracy and governance. USAID/I/OCPR continued many of USAID/OTI's program areas and contributed more than \$2.8 million toward the projects, for a total of \$4.8 million.

To date in FY 2003, USAID/FFP contributed \$4.6 million to the WFP PRRO providing approximately 24,000 MT of P.L. 480 Title II emergency food commodities to populations in need.

At this time, the State Department's Bureau of Population, Refugees, and Migration (State/PRM) is not planning any funding for Indonesia during FY 2003.

#### **USAID/INDONESIA PROGRAMS**

The USAID bilateral program in Indonesia complements emergency programs with assistance for democracy reform, health, population, nutrition, crisis mitigation, strengthened local government, economic growth, natural resource management, and energy sector reform. For more information, see the following website: <http://www.usaid.gov/country/ane/Indonesia.pdf>.

#### **OTHER DONOR SUPPORT<sup>1</sup>**

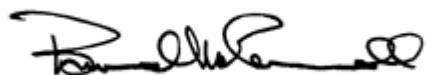
Other donor contributions for humanitarian assistance in Indonesia total nearly \$16 million. The largest other donor is Japan with \$6.4 million. Australia is the next largest donor with \$3.3 million in assistance, followed by Sweden with \$1.6 million in contributions.

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<sup>1</sup>Other donor figures represent UN OCHA Total Humanitarian Assistance reported contributions for Indonesia in calendar year 2003 as of June 5, 2003.

## U.S. GOVERNMENT HUMANITARIAN ASSISTANCE TO INDONESIA

<i>Agency</i>	<i>Implementing Partner</i>	<i>Sector</i>	<i>Regions</i>	<i>Amount</i>
<b>FY 2003</b>				
<b>USAID .....</b>				<b>\$12,553,197</b>
<b>USAID/OFDA .....</b>				<b>\$3,092,497</b>
	CARE	Emergency feeding project (Therapeutic Feeding Centers)	West Timor	\$787,958
	CWS	IDP livelihoods recovery	Central and Southeast Sulawesi	\$348,054
	IRC/CARDI	Water/Sanitation and hygiene	North Maluku	\$171,280
	IRC/CARDI	Water/sanitation and non-food relief items	Aceh	\$213,146
	IMC	Primary health care for IDPs and conflict-affected communities	Maluku	\$425,685
	IMC	Primary health care and water/sanitation for Madurese IDPs	West Kalimantan	\$168,591
	Mercy Corps Int.	Shelter, water/sanitation, seeds/tools, non-food relief items	Central Sulawesi	\$146,943
	Mercy Corps Int.	Basic shelter, water/sanitation, non- food relief items, basic livelihoods	Maluku	\$251,033
	World Vision	Basic shelter	Madura Island	\$326,880
	World Vision	Community rehabilitation for conflict affected areas	North Maluku	\$252,927
<b>USAID/FFP .....</b>				<b>\$4,629,000</b>
	WFP	24,000 MT of P.L. 480 Title II emergency food commodities to PRRO	Countrywide	\$4,629,000
<b>USAID/OTI .....</b>				<b>\$2,000,000</b>
	USAID/Indonesia	Civil society, civil/military relations, community stabilization, democracy and governance, and local media	Countrywide	\$2,000,000
<b>USAID/I/OCPR .....</b>				<b>\$2,831,700</b>
	USAID/I/OCPR	Civil society, civil/military relations, community stabilization, and assistance to IDPs and returnees	Countrywide	\$2,831,700
<b>Total USG Humanitarian Assistance to Indonesia in FY 2003 .....</b>				<b>\$12,553,197</b>



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\*USAID/OFDA situation reports and fact sheets can be obtained from the USAID web site at  
[http://www.usaid.gov/hum\\_response/ofda/publications/situation\\_reports/index.html](http://www.usaid.gov/hum_response/ofda/publications/situation_reports/index.html).