

JAKARTA (regional)

COVERING: Indonesia, Timor-Leste, Association of Southeast Asian Nations



ICRC / JAR_2013

ICRC regional delegation ICRC office

KEY RESULTS/CONSTRAINTS

In 2013:

- ▶ in Indonesia, the authorities and the ICRC continued discussions on formalizing the ICRC's presence and scope of activities there, with visits to detainees and cooperation with detaining authorities remaining on hold in the process
- ▶ the joint Indonesia/Timor-Leste ministerial commission made no progress in addressing the issue of persons unaccounted for in connection with the 1975-99 situation in East Timor
- ▶ in Timor-Leste, families of missing persons found some closure upon the recovery of their relatives' remains and/or through the construction of memorials
- ▶ while continuing to enhance their family-links capacities through training initiatives, the Indonesian and Timorese Red Cross Societies moved slowly towards establishing/offering services at the border between the two countries
- ▶ the Indonesian authorities/armed forces and other key actors built up their knowledge of humanitarian principles and IHL and other applicable norms, as well as their incorporation in military decision-making, at ICRC sessions/events

EXPENDITURE (in KCHF)	
Protection	1,031
Assistance	-
Prevention	1,832
Cooperation with National Societies	617
General	-

3,480

of which: Overheads 212

IMPLEMENTATION RATE	
Expenditure/yearly budget	82%

PERSONNEL	
Mobile staff	8
Resident staff (daily workers not included)	52

The ICRC established a presence in Indonesia in 1979 and in Timor-Leste following its independence in 2002. Regionwide, the ICRC supports the National Societies in boosting their emergency response capacities. The ICRC cooperates with the authorities to improve penitentiary standards, while seeking to visit detainees and monitor conditions. It works with the armed forces (and the police in Indonesia) to promote the inclusion of IHL and other applicable norms in their training. It maintains dialogue with ASEAN and other regional bodies and conducts activities with universities to further IHL instruction. In Timor-Leste, it provides support to families of missing persons.

YEARLY RESULT

Level of achievement of ICRC yearly objectives/plans of action

MEDIUM

PROTECTION	Total
CIVILIANS (residents, IDPs, returnees, etc.)	
Red Cross messages (RCMs)	
RCMs collected	45
RCMs distributed	35
People located (tracing cases closed positively)	7
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)	
ICRC visits	
Detainees visited	339
Number of visits carried out	1
Number of places of detention visited	1
Restoring family links	
RCMs distributed	1

CONTEXT

Indonesia continued to play a key role in international affairs, including within the Jakarta-based Association of Southeast Asian Nations (ASEAN). It hosted several important multilateral conferences, such as the Fifth Ministerial Conference of the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime.

Social, economic, ethnic and religious tensions continued to cause sporadic outbreaks of violence – including attacks on ambulances and health workers – in parts of the country, such as Papua. Owing to various restrictions, these places remained inaccessible for most international humanitarian organizations, including the ICRC. The country had to cope with numerous natural disasters, which varied in scale. Migrants continued to pass through Indonesia, with some 200 people reportedly arrested per month and several more missing at sea. The 2014 elections loomed large on the socio-political landscape.

Timor-Leste entered an adjustment period following the 2012 elections and the withdrawal of the UN integrated mission in early 2013, but was generally stable. The new leadership occupied itself with issues related mainly to poverty reduction and consequences of the past situation and conflict. Thousands of families were still seeking information about relatives unaccounted for, but neither the Indonesian nor the Timorese side took steps to discuss and/or adopt mechanisms to address the issue.

ASEAN continued to promote cooperation on regional concerns, such as disaster management, migration, peacekeeping and mine action.

ICRC ACTION AND RESULTS

In Indonesia, discussions with the Ministry of Foreign Affairs to finalize an agreement on the basis and scope of ICRC action in the country and to formalize the organization's presence made little progress. Pending the conclusion of such an agreement, ICRC operational activities, including for detainees, remained on hold. The delegation worked on enhancing mutual understanding with the Indonesian authorities and relevant stakeholders through regular dialogue and activities, many of which were organized jointly with local actors.

The ICRC endeavoured to address the issue of people who went missing during the past situation in East Timor. Some families of persons unaccounted for in Timor-Leste found closure after the recovery of their relatives' remains and/or the construction of memorials. The ICRC reviewed the provision of psychological support to the families and, finding that the project did not fully respond to the families' expectations, adjusted its response. To help resolve more cases, the Indonesian and Timor-Leste police, other partners and the ICRC sought to reinforce standards/practices concerning exhumation and identification of human remains through co-organized training events and regular dialogue. The Timor-Leste Red Cross and the ICRC prepared a list of missing persons' cases for possible follow-up with the authorities; data on priority cases were checked and verified.

The Indonesian Red Cross Society and the Timorese Red Cross moved slowly towards establishing family-links services at the border between their countries. With ICRC assistance, they boosted their capacities in this field, as well as in emergency preparedness

and in promoting IHL and humanitarian principles. Through its participation in a range of international events, including those held in line with the Health Care in Danger project, the Indonesian Red Cross Society deepened its understanding of priority humanitarian concerns and developed its approach accordingly.

Facilitating their participation in local and regional ICRC training courses and briefings, the ICRC fostered knowledge of humanitarian issues and of IHL and other international norms among diplomats, government officials, members of the armed forces/police (including counter-terrorism personnel), peacekeepers, academics, Islamic organizations and other civil society representatives.

The ICRC worked with the Indonesian Red Cross to promote domestic IHL implementation, collaborating with parliament and government departments on an emblem law, on national guidelines for health services in conflict and other situations of violence and on rules of engagement for the military/police. It helped the military incorporate IHL in their operational decision-making during training sessions with senior officials and legal advisers.

The National Societies, education officials and teachers of both countries continued to cooperate with the ICRC to implement the Exploring Humanitarian Law programme. Following the conclusion of the pilot phase in 11 Islamic schools in Indonesia, 20 teachers and a project-testing working group recommended the implementation of the programme. Programme testing continued in Timor-Leste, with the National Society/ICRC providing implementation support for the Education Ministry.

The ICRC maintained regular dialogue with ASEAN on issues of mutual interest.

CIVILIANS

Families of persons unaccounted for in East Timor find closure

In Timor-Leste, thousands of families continued to seek information on relatives who went missing in relation to the 1975–99 situation and conflict in East Timor.

Under a pilot project initiated in 2011, 289 families received help to cope with the loss of relatives whose remains had not been found or buried. A review of the project in late 2012 revealed that for these Timorese families, psychological support provided during group activities mattered least. They valued more the referrals and practical assistance that enabled them to bring up their legal or economic concerns with pertinent authorities and organizations or to recover their relatives' remains (see below). They appreciated most the cash grants for activities that helped them find closure: organizing commemorative ceremonies and building memorials. It was decided therefore to modify the project to provide only referrals/practical assistance and cash grants in the future. Two memorials were completed within the year.

One Timorese family recovered a relative's remains, after nearly 30 years without news, thanks to cooperation between the Timor-Leste police forensic unit, the Victorian Institute of Forensic Medicine (VIFM) and the ICRC.

To support the resolution of other cases of persons unaccounted for and prevent future cases, the Timor-Leste police forensic unit and VIFM – along with the forensic arm of the Indonesian police and the International Forensics Team on Timor-Leste (composed

of VIFM and other partners) – bolstered their standards and practices concerning human remains management, including in relation to migrants and victims of disasters, through regular dialogue and strengthened cooperation with the ICRC and the respective National Societies.

They also exchanged best practices by co-organizing/participating in local/regional events and seminars/workshops: for instance, with ICRC support, Indonesian and Timorese police officers participated in a regional meeting of medico-legal institutes held in Malaysia, and some 30 Timorese forensic and investigative specialists took part in a local workshop where they discussed mapping and management of mass graves. During the Indonesian National Police's hosting of the 5th International Conference of the Islamic Countries Organization for Forensic Medicine, it included such subjects in the programme as working with international forensic missions and families of missing persons as well as an ICRC workshop on managing human remains in armed conflicts and disasters.

Progress remains slow on joint mechanisms for addressing the issue of persons unaccounted for

The joint Indonesia/Timor-Leste ministerial commission took no steps to address this issue; no progress was made in either the repatriation of remains of deceased members of armed forces (discussed in 2012) or the cases of 90 missing minors (submitted to the authorities and followed up since 2010), although meetings were held on these matters. A draft law establishing a mechanism to assist the families of missing persons remained pending at the Timor-Leste parliament, despite the sustained advocacy of the ICRC and other organizations.

Meanwhile, Timorese Red Cross/ICRC teams continued checking and verifying their information on persons unaccounted for, including data on priority cases in the Lautem and Manufahi districts, so as to finalize the cases for follow-up with the authorities.

People relocated to Atauro Island, Timor-Leste between 1981 and 1984 as a consequence of the past situation received 1,019 attestations in support of their claims for government compensation.

People affected by the past situation also learnt more about humanitarian action, including the Movement's work, at information sessions organized by the Timorese Red Cross with ICRC support.

Dispersed family members maintain contact through Red Cross family-links services

Families contacted relatives detained abroad through Movement services: for instance, one family in Indonesia sent RCMs, video messages and parcels to a relative at the US internment facility at Guantanamo Bay Naval Station in Cuba, while 18 people made an ICRC-sponsored visit to nine Indonesian relatives detained in the Philippines.

Families of migrants reported missing during sea transit through Indonesia filed 22 tracing requests for their relatives.

The Indonesian and Timorese National Societies and the ICRC sought to enable families separated at the border between the two countries to re-establish contact, but met a number of obstacles. On the Timorese side, the radio programme launched in 2012 by the National Society failed to produce tangible results, none of those being sought coming forward. Owing to internal constraints, the Indonesian Red Cross postponed planned coordination meetings aimed at helping the National Society branches involved resolve issues with the transmission of RCMs across the border.

While solutions for services at the border were being explored, National Society volunteers and staff, including those from Indonesian Red Cross branches at the border and from six key branches of the Timorese Red Cross, enhanced their abilities to restore family links through various training initiatives and, for Indonesian Red Cross members, internships at their headquarters. The Indonesian Red Cross participated in Movement meetings and in a regional conference on restoring family links for migrants (see *Iran, Islamic Republic of*).

Vulnerable communities benefit from Indonesian Red Cross/ICRC health outreach projects

In remote areas in Papua, 407 individuals, including women and children, had eye examinations, 232 received eyeglasses and 76 underwent ICRC-sponsored ophthalmic surgery through joint initiatives of the Dian Harapan hospital, the National Society and the ICRC.

Indonesian stakeholders consider measures to protect health services

The Indonesian Red Cross lobbied for protection for health care services, exchanging views on the issue with volunteers and members of the armed/security forces at a workshop in Papua.

CIVILIANS	INDONESIA	TIMOR-LESTE
Red Cross messages (RCMs)		
RCMs collected	17	28
RCMs distributed	29	6
Reunifications, transfers and repatriations		
People transferred/repatriated	1	
Tracing requests, including cases of missing persons¹		
People for whom a tracing request was newly registered	22	
	<i>of whom women</i>	4
	<i>of whom minors at the time of disappearance</i>	10
People located (tracing cases closed positively)	2	5
Tracing cases still being handled at the end of the reporting period (people)	37	2,569
	<i>of whom women</i>	354
	<i>of whom minors at the time of disappearance</i>	618

In the framework of the Health Care in Danger project, it also participated in discussions at a regional experts' workshop (see *Iran, Islamic Republic of*) and a dedicated meeting of Movement partners in Geneva, Switzerland.

The National Society incorporated the issue of safe delivery of health care in its recommendations to the Health Ministry on national guidelines for health crisis management in conflict situations. The national IHL committee and academics, with ICRC encouragement, considered ways to adapt national regulations to provide better protection for health personnel. The Indonesian armed forces provided operational perspectives on the subject at various round-tables.

PEOPLE DEPRIVED OF THEIR FREEDOM

Detainees in Indonesia receive no ICRC visits

People deprived of their freedom in Indonesia had received no ICRC visits since March 2009, as all of the ICRC's activities for detainees (e.g. local training seminars and technical/structural support in the fields of health, water and habitat) had been on hold pending a new agreement to formalize the ICRC's presence in the country (see *Authorities, armed forces and other bearers of weapons, and civil society*).

Nonetheless, with ICRC support, two representatives from the Indonesian corrections service attended a regional seminar on rehabilitating water systems in prisons (see *Bangkok*).

In Timor-Leste, 52 former detainees/internees or their families received attestations from the ICRC, which facilitated their registration as war veterans and determination of their eligibility for pensions and compensation. While one partial visit took place in 2013, regular visits to inmates in Timorese detention facilities were postponed to 2014.

AUTHORITIES, ARMED FORCES AND OTHER BEARERS OF WEAPONS, AND CIVIL SOCIETY

Influential Indonesian actors learn more about IHL and the ICRC

Discussions between the Indonesian Foreign Affairs Ministry and the ICRC on an agreement formalizing the ICRC's presence and scope of activities made no headway, preventing the implementation of detention-related activities. It therefore remained essential to ensure understanding of humanitarian principles, IHL and other international norms, and the ICRC's mandate and activities among the authorities, armed forces, National Society and other stakeholders.

Cooperation to this end with the Foreign Affairs Ministry resulted in over 80 diplomats and 60 private-sector stakeholders enhancing their knowledge of IHL at jointly organized briefings.

Moreover, during ICRC-backed courses/presentations, some 1,000 military/security personnel, 1,600 peacekeepers and 200 officers, including 20 commanders assigned to sensitive areas, learnt more about humanitarian norms governing their duties and about other IHL-related topics, such as sexual violence in armed conflict and other situations of violence. Senior military officers took IHL courses in San Remo, as well as at a decentralized version held in Indonesia. For the first time, 20 officers of the police counter-terrorism unit attended an ICRC seminar on law enforcement. Some 20 police officials from 12 countries, including two from Indonesia, discussed public order management at an ICRC workshop.

Timorese military training on IHL, provided by the Australian Defence Force, included ICRC input.

Indonesian military to draft new detention guidelines with ICRC assistance

Some 15 senior officers and 40 legal experts and instructors from the Indonesian military enhanced their capacities to instruct ground units on IHL compliance following ICRC training in incorporating humanitarian norms in operational decision-making. The training was organized through the Indonesian armed forces' IHL working group and Legal Development Agency.

The Agency established a working group, which included the ICRC, to draft new guidelines for military detention. This followed from an Agency-requested ICRC workshop where some 60 military judges, legal officers and commanders responsible for detention facilities discussed internationally recognized standards, including those applicable to military forces with law enforcement responsibilities.

The Indonesian police, with ICRC input, developed a training curriculum for peacekeepers.

Authorities work on laws/policies for implementing IHL

The Indonesian authorities requested and received National Society/ICRC advice on weapon-related treaties, but the country abstained from voting on the Arms Trade Treaty. The authorities announced that the country would not ratify the Rome Statute in the near future.

Nevertheless, Indonesian authorities, through their national IHL committee, pursued domestic IHL implementation, with parliament receiving National Society/ICRC input on a draft emblem law and on adherence to the International Voluntary Principles on Security and Human Rights. The authorities also reviewed domestic laws covering cultural property and protection of medical services (see *Civilians*), and drafted new rules of engagement for domestic military/police operations.

Indonesian authorities and academics also received further input at seminars organized with the Ministry of Law and Human Rights, a regional teaching session (see *Philippines*) and a regional meeting of national IHL committees (see *Beijing*). Timor-Leste authorities attended the last two events.

Academics promote humanitarian principles

Indonesian Islamic organizations and academic institutions promoted the compatibility of IHL and Islam at briefings/events, including a conference organized by the Universitas Muhammadiyah Yogyakarta, the NGO Dompot Dhuafa and the ICRC, at which some 40 scholars from five countries contributed their views for publication in a forthcoming book. Students from 14 Islamic schools participated in an IHL-related poster-making contest organized by Dompot Dhuafa/ICRC.

Students in Indonesian Islamic schools stood to learn humanitarian principles through the Exploring Humanitarian Law programme, after 20 trained teachers and a working group completed its pilot and recommended its implementation, having found no incompatibility with their curriculum. The National Society, supported by ICRC-trained volunteers/facilitators, worked on adapting the programme for selected Youth Red Cross units in public schools.

Schoolchildren in 13 Timorese schools participated in programme testing, which met some delays in connection with translating the materials into the local language. The Education Ministry, with ICRC support, incorporated the programme in the national curriculum, continued drafting supplementary materials and, with the National Society, monitored implementation in two districts.

Students refined their understanding of IHL under the tutelage of ICRC-trained lecturers and at university-organized events, such as moot court competitions, including a regional contest (see *Beijing*), and a national debate.

Some 60 media representatives enhanced their understanding of IHL protection for journalists at Movement seminars, including one that incorporated first-aid training. Indonesians across the archipelago accessed information on humanitarian concerns and ICRC activities via online media in Bahasa Indonesia.

ASEAN takes further steps to establish Mine Action Centre

ASEAN leaders adopted the terms of reference establishing a regional Mine Action Centre, proposed in 2012 by the Cambodian government with ICRC advice. ASEAN and the ICRC maintained regular contact on other issues of mutual interest, such as peacekeeping, migration and disaster management, although a formal cooperation agreement between the two organizations remained pending.

RED CROSS AND RED CRESCENT MOVEMENT National Societies strengthen operational/institutional capacities

The Indonesian and Timorese Red Cross Societies strengthened their capacities to respond to humanitarian needs (see *Civilians*) and to promote IHL and humanitarian principles, and pursued organizational development initiatives, supported by the ICRC and other Movement partners.

The Indonesian Red Cross worked on contingency plans and operational procedures for situations of violence, incorporating the Safer Access Framework to enhance volunteer/staff security. It organized an event for 3,000 volunteers from across Indonesia, at which the ICRC provided input on water and sanitation, communication and cooperation. At a regional meeting of legal advisers (see *Beijing*), the National Society shared updates on its progress in promoting domestic IHL implementation. Together with the National Post Office and the ICRC, it supported Movement action through funds raised through the sale of special edition postage stamps.

The Timorese National Society, tasked by the government to deliver first aid in emergencies, trained volunteers at two branches in disaster preparedness and received guidance in restoring family links (see *Civilians*).

Both National Societies discussed Movement coordination with their South-East Asian peers at their annual leaders' summit (see *Bangkok*). The Indonesian Red Cross and the ICRC signed a cooperation agreement in May.

MAIN FIGURES AND INDICATORS: PROTECTION		Total		
CIVILIANS (residents, IDPs, returnees, etc.)				
Red Cross messages (RCMs)			UAMs/SCs*	
RCMs collected		45		
RCMs distributed		35		
Tracing requests, including cases of missing persons			Women	Minors
People for whom a tracing request was newly registered		22	4	10
People located (tracing cases closed positively)		7		
Tracing cases still being handled at the end of the reporting period (people)		2,606	363	629
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)¹				
ICRC visits			Women	Minors
Detainees visited		339		25
Number of visits carried out		1		
Number of places of detention visited		1		
Restoring family links				
RCMs distributed		1		
People to whom a detention attestation was issued		52		

* Unaccompanied minors/separated children

1. Timor-Leste