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THE
PROTECTION
OF INTERNALLY
DISPLACED
PERSONS
BY NRC:

PLATFORM,
CONCEPTS
AND STRATEGIES

By Jan Borgen, Legal and Policy Adviser



FLYKTNINGERÅDET
NORWEGIAN REFUGEE COUNCIL

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THE PROTECTION OF INTERNALLY DISPLACED PERSONS BY THE NORWEGIAN REFUGEE COUNCIL:

PLATFORM CONCEPTS AND STRATEGIES

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I. INTRODUCTION

This text repeats *in extenso* the text of a policy document produced by the Norwegian Refugee Council (NRC) for use by the organisation itself.

NRC would strongly argue, however, that the policy and strategy described here can be applied by other non-governmental organisations (NGOs), as well. It is mainly a question of organisational policy priority. Too few humanitarian NGOs are concerned with protection issues. They often leave it to human rights groups.

It is therefore recommended that other organisations consider whether they shall make use of the recommendations and conclusions mentioned in this document.

NRC has exhibited a steadily increasing concern for internally displaced persons, both with regard to humanitarian aid and protective measures, and on refugee policies.

In the future, the NRC measures for legal and general protection will have to become more goal oriented. The role and working methods of NRC regarding internally displaced persons must be defined more precisely. For this purpose, a platform is required (see Chapter III) and strategies which can realise some of the aims of the platform (see Chapter VIII-XIII). Clarification of some concepts is necessary (see Chapter VII).

II. RESPECT FOR HUMAN RIGHTS AS A FUNDAMENTAL

It is fundamental to all governmental and non-governmental work for internally displaced persons to understand that human rights violations (but also other circumstances) are both a *cause* of people being displaced from their homes; and also what people experience as a *consequence* of displacement.

If states were to respect and secure human rights, this would contribute to:

- prevention of displacement and flight
- protection against the consequences of various types of violation experienced by displaced people, and
- facilitation of return

Among the rights which are frequently violated during flight are: the right to life and physical integrity (prohibition of torture and inhumane treatment, etc.); the right to humanitarian aid, food

and health; the right to freedom of movement; the right to return to place of origin; the right to family unity; non-discrimination and equality before the law; the right to legal status, etc.

These rights are internationally recognised. Most countries have bound themselves to respect and secure these rights.

For the NRC and other organisations, these rights give information on the minimum standards for humane treatment and thereby indicate how the NRC should organise its protective activities.

III. PLATFORM OF THE NORWEGIAN REFUGEE COUNCIL REGARDING INTERNALLY DISPLACED PERSONS

The following should form a basis for the work of the NRC regarding internally displaced persons. The NRC will:

(1) Develop and apply comprehensive strategies in its work for the protection of internally displaced persons and refugees in the same area.

In the areas where the NRC is currently working, there are both internally displaced persons and refugees. Normally, a country that has many internally displaced persons also produces refugees. Measures to coordinate the work for both these groups can, therefore, prove necessary.

(2) Promote the human rights of internally displaced persons

It is essential that human rights be promoted in a positive manner, through information and other forms of awareness raising work.

Awareness raising is an important task, making the internally displaced persons aware of human rights. This strengthens their will and ability to act on the basis of these rights vis-à-vis the responsible authorities.

On every occasion, when the NRC is in contact with the authorities or the parties to a conflict (legal or de facto authorities), the NRC should inform the authorities of their obligation to treat the population in a humane manner and should also refer to the relevant provisions of human rights treaties.

Furthermore, influencing other humanitarian organisations to become aware of the rights of internally displaced persons is pivotal. This applies especially to resident representatives from UNHCR, DHA, UNDP, UNICEF etc. One part of this is the shedding of light on the human rights aspects of humanitarian aid, especially in conflict situations.

(3) Prevent violations

«Preventive protection» must be a part of the work of the NRC. This includes passive and active monitoring of the human rights situation in the respective countries.

Primarily, passive monitoring entails continuous reporting of the general human rights situation to the international community. Further, it entails a role in international work for the reporting of potential human rights or humanitarian crises, at an early stage (early warning).

Active monitoring involves a more direct form of reporting of violations, specific incidents of which the NRC has been informed. Information on such incidents should be transmitted to the authorities or organisations (inter-governmental or non-governmental) who are in a position to act on the basis of the information.

In some situations it can also be appropriate to participate in conflict resolution through cooperation with international and local organisations.

(4) Promote physical protection

Humanitarian aid to an area can improve the physical protection of the population. To a certain extent, the presence of international organisations prevents human rights violations.

Based on this aim, there should be a more planned and systematic organisation of humanitarian work in different phases of the «flight cycle»: flight, the emergency and stabilizing phase, and the return and re-habilitation phase. The need for protection is vast in all three phases.

(5) Seek solutions which promote protection

When working for internally displaced persons, one should strive to achieve temporary or lasting solutions. A distinction can be made between the alternative solutions «permanent settlement», «return» and «resettlement».

- Measures which promote the right to stay in one's place of domicile. Seek to moderate the factors which force displaced persons (and other types of refugees when the factors are identical) to leave their place of domicile.

- Measures to promote the right to return. Return to the place of domicile if this is where the rights and protection would be best attended to.

- Measures that promote the right to seek residence in a safe place. The NRC will not rule out the possibility that aid for temporary evacuation can increase their protection.

The work to find solutions not only has a practical/operational side, it also requires that the refugee policy be organised in such a manner as to enable solutions in each individual case - through the authorities in the country in question, UNHCR, DHA etc.

(6) Cooperation with UNHCR and other international humanitarian organisations

Cooperating with the UN humanitarian organisations is important to strengthen their protective potential. Especially, high priority should be given to operative cooperation with the UNHCR. This would spur a common understanding of the protection needs of the internally displaced persons.

Based on the wish that the UN should give due consideration to the division of work and coordination, the NRC will continue to participate in the discussion on the various roles which the humanitarian agencies of the UN system (UNHCR, DHA, UNDP etc.) ought to play. Similarly, the NRC and other non-governmental organisations should take an initiative to coordinate the cooperation between the UN and the organisations.

(7) Cooperation with human rights organisations and the human rights mechanisms of the UN

Cooperation with local human rights groups is significant for the understanding of the human rights situation of internally displaced persons. This cooperation should be strengthened. Cooperation with international, non-governmental human rights organisations should also be initiated. In particular, the NRC should find a strategy for «quiet channeling» of information regarding violations to organisations such as Amnesty International, the Human Rights Watch groups, and the International Commission of Jurists, who have the publication of information on human rights violations as a main task.

The NRC should also seek similar forms of information cooperation with the various mechanisms for human rights monitoring which have been established by the UN, hereunder the Human Rights Commission, country rapporteurs and thematic rapporteurs. Cooperation with the Secretary General's Special Representative on Internally Displaced Persons, will be particularly important.

(8) Show leadership and initiative

In its work for internally displaced persons, the NRC must continue to take initiatives directed at other humanitarian organisations, both in projects and in policy formation.

International focus and mobilization is pivotal to progress in aid and protection work.

(9) Keep a high professional and refugee policy profile

Information to the Norwegian population and authorities must be given priority. This will contribute to a continued effort on Norway's part to work actively for internally displaced persons in international fora.

In influencing refugee policies, the NRC must seek to contribute to the elevation of the protection for internally displaced persons as an issue on the international agenda. The NRC must influence the development of improved international legal protection for internally displaced persons - both when it comes to the legal standards, rights and implementation mechanisms. Here, cooperation with Norwegian authorities, UNHCR and the Human Rights Commission is essential.

(10) Security routines for working in conflicts

The increase in the number of internally displaced persons is proportional to the spread of internal, especially ethnic, religious and national conflicts. An increasing involvement in the protection of internally displaced persons in such situations, makes it necessary to attend to the security of the personnel for whom the NRC bears responsibility. Humanitarian aid workers have a right to legal protection.

IV. THE WORK OF THE NORWEGIAN REFUGEE COUNCIL - STATUS

At this point it seems appropriate to give an overview of the NRC's activities for internally displaced persons during the last couple of years.

1. Aid

- Organisational development (financial aid to the organisation of internally displaced persons, CON-DEG - Guatemala)
- Coordination work (support to local organisations - Guatemala, Colombia, Peru and Mozambique)

- Human rights training (financial aid to the work of the Church - Guatemala)

- Legal aid: identity documentation (financial aid to local organisations - El Salvador and Guatemala)

- Legal aid: legalizing of cooperatives and production communities, land distribution (financial aid - El Salvador)

- Integrated local community work in areas controlled by the military (through local NGOs and projects within health, training and agriculture - Guatemala)

- Psycho-social work for internally displaced persons (financial support to local organisations - El Salvador)

- Return work (supporting the work of local organisations - El Salvador); work in Mozambique is being planned

- Emergency aid preparedness to seek to prevent flight across the border - Afghanistan;

- Knowledge and information services: a project to improve knowledge of the situation of internally displaced persons in Peru and Colombia (financial support to studies and lobbying, carried out by local organisations, with the aim of attracting more attention to the situation of the internally displaced), dissemination of information on abuses - personnel to the UNHCR in Bosnia.

- Seconding of personnel to various UN organisations: to strengthen the personnel preparedness of the UN in the area - Guatemala, Somalia, Iraq.

The current aid programme has three main characteristics. First is the conviction that aid to the organisations of the internally displaced will strengthen their capacity, as far as is possible, to handle their own problems. The internally displaced know their own needs best but often require help to assert themselves as a social power and to assert political and legal claims towards the responsible authorities.

Organisational aid supports a democratic right: the right to participate in decisions which affect oneself. The right to organise (participate) is both, in itself, an acknowledged right and a precondition for the exercise of other human rights.

Second is «the role of observer». It is anticipated that the presence of the NRC in areas with internally displaced persons will contribute to the strengthening of protective measures against violence and harassment. Contact with the internally displaced persons makes it more difficult

for the authorities and others to commit violations without repercussions.

Third is personnel support to the UN, to strengthen the international presence and capacity in the various areas.

2. Work to influence refugee policy

The NRC seeks to influence the Norwegian authorities to give priority to questions concerning the protection of internally displaced persons. Furthermore, the NRC gives support to the UN Special Representative on Internally Displaced Persons, Mr Francis Deng. The NRC has sought to contribute to the strengthening of Mr Deng's mandate and will cooperate with him to help him exercise his mandate in the best possible manner.

Alone, or representing the International Council for Voluntary Agencies, the NRC undertakes lobbying vis-à-vis UNHCR and DHA. The question of the legal status of internally displaced persons is being analysed, with financial support from the Norwegian Foreign Ministry.

It is characteristic of the work on development of international strategies for aid to and protection of internally displaced persons, to focus on the human rights dimension.

V. THE CONCEPT OF «INTERNALLY DISPLACED»

1. Precise and pragmatic use of the concept

There is no generally accepted definition of internally displaced persons. The NRC can, therefore, choose its own working definition. The NRC must avoid any definition which becomes too broad or too narrow.

In two connections especially, it is necessary to define precisely what is understood as the target group of internally displaced persons.

Firstly, when the NRC plans and implements projects in the field on behalf of the internally displaced, it must have a clear conception of *who should benefit from the project*.

Secondly, when the NRC gives its opinion on internally displaced persons in its information, counselling and lobbying activities, it is a *precondition for objectivity and credibility* that the language used is precise.

Simultaneously, the term «internally displaced

persons» must be *functional*. It should increase the understanding of the needs of the internally displaced on the part of the authorities and others, and also be adequate for the practical work of the NRC.

Pragmatism is, therefore, important when identifying those who are internally displaced. This should be based on a broad understanding of the problem of «displacement». It is «displaced persons» as such who need humanitarian and human rights aid and whom we would like to bring into focus. Traditionally, a distinction is nevertheless made between internally and externally displaced people, hereunder «Convention refugees», based on the principle of state sovereignty under international law - not on a presumption that needs depend simply on which side of the border a person is situated. Often, it is only coincidence which determines whether or not one is in exile.

The advantage of placing the main emphasis on «displaced» rather than «internally» is, amongst other things, that it enables the inclusion in the definition of persons who return to their country from a life in exile but who have not yet reached their domicile and who are therefore still to be considered as «displaced». The precondition here is that they still have a need for protection.

2. Emphasis on causes

The working definition refers to the *causes* of «displacement». It is suggested that the definition is based on a definition proposed by CIREFCA in 1989, which is in turn based on the criteria of the Cartagena Declaration on refugees of 1984:

displaced persons are those who have been forced to leave their homes «because their lives, security or freedom is endangered by general violence, massive human rights violations, on-going conflicts or other circumstances which seriously disrupt the public order but who have remained within their own country.»

It is common knowledge that most internally displaced persons flee from ethnic or national unrest, or armed conflict.

The definition is not quantitative: it can be used for people who have been displaced in large groups, in small groups or even one by one. A definition which was only valid for large groups, because of interpretation difficulties, would be much too restrictive and would prove difficult to apply in practice.

The main emphasis of the definition is on, so-called, man-made disasters. However, it is a fact that flight often has very complex causes. For pragmatic and operational reasons, other situations can therefore not be excluded, e.g. in each single

case one must consider whether famine or environmental deterioration, combined with political factors as mentioned above, cause displacement which requires international protection and aid. This is, at intervals, pointed out by, amongst others, Norway and the DHA. There are numerous, documented examples of serious human rights violations against people who have fled because of a combination of natural and political causes.

3. Emphasis on protection

This shows that the *consequences* of displacement are an important consideration when identifying internally displaced persons. If what is required to help these people is socioeconomic development, not emergency aid or protection, it is strictly speaking not expedient for the NRC to define them as internally displaced and thereby not within its target group.

It is therefore important for the NRC to emphasize *the need for protection as a premise* when planning and carrying out operations and projects. The very motive for action on behalf of internally displaced persons shall be that their native country is *not capable of or not willing to* respect their human rights, or to give them the aid they require. Internally displaced persons must be seen as a high risk group, victims of a spectrum of human rights violations, or other catastrophes and in need of international protection.

The view given in this chapter is, to a large extent, concurrent with that voiced by Mr Francis Deng, the UN Special Representative on Internally Displaced Persons, in his 1993 report. He, too, recommends a flexible and open definition.

VI. «PROTECTION» IN INTERNATIONAL PRACTICE

The concept of «protection» also requires precise definition. The natural starting-point is the manner in which the concept is being used in *international practice*. The term is in common usage in interaction between states and in international organisations and this is a good indication of how the NRC should itself understand and use the concept.

The NRC, like inter-governmental organisations, has an international human rights responsibility. *It is the responsibility of the NRC to attempt to ensure that the treatment of internally displaced persons is in accordance with internationally recognized human rights.*

Clearly, the protection of human rights is primarily a national and a local issue. Governments have primary responsibility for protection and hindrance of abuses.

Nevertheless, there is no doubt that international protection is a well founded supplement to national protection. There is no unambiguous protection concept in international law, or in international practice. The concept has slightly differing connotations in different situations, even though the spotlight is always on *the physical integrity, rights and interests of the individual*.

On the basis of the aims and means used in protection work carried out by international organisations and bodies, a systematic presentation of the concept is nevertheless possible. This presentation gives an indication of the international trends and perspectives on human rights law and politics.

1. The aim of protection work

«*Prevent*»: to an increasing extent international practice emphasises the prevention of violations; anticipates that violation and other types of power abuse occur; positively arranges for the realisation of human rights. This is a relatively new human rights strategy within the UN.

«*Moderate, monitor, correct*»: another aim is to react to violations, to bring them to a halt. This is still the core of international protection practice. The form of international reaction depends on the extent of the violations. Reactions are political or legal. Economic or military sanctions are less frequent. Passive or active monitoring of the human rights situation is being used to an increasing extent.

«*Compensate, repair, reconstruct*»: the aim is to correct, retrospectively, the situation for the victims of the violation or the situation in the country as such. Certain judicial and quasijudicial procedures are established to give compensation to the victims. Focus on reconstruction of a country is a completely new approach within the UN system (cf. Namibia and Cambodia).

2. Means: indirect and direct

In UN practice, the term «international protection» is understood in a broad sense (indirect protection) and in a more specific sense (direct protection).

«*Indirect protection*»: activities that seek to promote the realisation of human rights in a positive manner. This includes the development of rights and standards: education, training, research; the spreading of information and financial support, or

counselling services offered to authorities and organisations.

These activities are directed towards the future, the aim is «prevention». It is a precondition for the functioning of human rights in practice, that the internally displaced are familiar with their rights and that the authorities understand which rights they are obliged to respect and secure in legislation, administrative practice and legal practice.

To some extent conflict resolution, early warning and material aid are also aspects of indirect protection.

«Direct protection»: actions or procedures which literally seek to offer vulnerable individuals protection against danger or injury, i.e. defending or supporting individuals, or groups. The aim is to make sure they receive humane treatment.

These activities are directed against actions which have been committed or are being committed. Among the numerous methods of the UN are urgent actions (appeals, telegrams, etc.) on behalf of the victims, investigating commissions 'on the spot'; political condemnation of violations («mobilizing shame»).

Quasi-judicial protection means that one intervenes with the security or judicial authorities of a country to secure the fair treatment of individuals or groups. Such procedures are often based on a previous hearing of appeal in individual cases.

Furthermore, an active international presence can be a physical protection - moderating the use of force, harassment or inhumane treatment.

In accordance with the UN's more offensive peace-keeping and peace-making strategies, it has become more topical than ever to use armed force to deter, and if necessary fight threats to the security of individuals - civilians or relief workers.

Military intervention for humanitarian purposes, is for many justifiable when cruelty reaches such a level as to shake «the conscience of mankind».

3. Human rights, protection and aid

Four aspects of the relation between human rights, protection and aid will be touched upon. Firstly, humanitarian aid is the confirmation of international society that the individuals who are being given assistance have the right to have their financial, social, cultural, civil and political rights respected. UN practice always emphasizes that the implementation of economic, social and cultural

rights, on the one hand, and civil and political rights on the other, are two sides of the same coin.

Rather recent, but none the less important, is the consideration of humanitarian material aid as a contribution to the realisation of socio-economic rights (food, housing, health services etc.). This is an aspect of which the NRC should become more conscious in its work.

Secondly, it is becoming increasingly common to consider international material aid as the key to the performance of protection work. The offer of aid makes it acceptable for the authorities to allow organisations to exercise some form of protection activity within the borders of the country. This is a strategy employed by UNHCR and ICRC.

Thirdly, aid can consist of assisting authorities in the development of long-range programmes for protection. The UN has a programme for technical assistance in the human rights field, which Norway is supporting financially.

Fourthly, humanitarian aid must not and can never be a substitute for political initiatives. If the protection of the population mainly depends on political action, the aid must not interfere with the politics (cf. comments on peace-making and peace-keeping activities above).

4. The significance for the NRC

Chapter IV on the work of the NRC shows that the organisation's understanding of the protection concept is to some extent based on the understanding established in the UN and in international practice. However, the NRC still needs to become more conscious of how protection is being practiced internationally.

The NRC must, much more systematically, emphasise the purposes and instruments of protection work and the relationship between aid and protection, as these issues have been developed in international practice. The NRC cannot copy everything which is being done by other organisations. However, within the limits of the possible, more ambitious goals could be set and one could employ a wider range of instruments.

VII. THE LEGAL STATUS OF INTERNALLY DISPLACED PERSONS

Apart from a stronger awareness on the part of the NRC regarding the content of the concepts

'internally displaced' and 'protection', increased attention to the 'legal status' of internally displaced persons within international law is also required.

Attention to the basis of the legal protection of internally displaced persons, gives the protection efforts of the NRC a stronger force. Strategies of the NRC, which build on the methods and principles of international law will result in better protection work. This is the 'recipe' followed by the most important human rights organisations and ICRC; and can and should also be followed by humanitarian organisations.

1. Insufficient legal protection

Ideally, a system for the protection of human rights should consist of standards for protection and humane treatment (rights), and of international mechanisms which seek to enforce these rights (implementation of rights).

A system of legal protection of internally displaced persons should then, in principle, consist of rights and implementation mechanisms which: 1) prevents flight (taking into account the causes of flight); 2) strengthens protection (legal protection adjusted to the flight situation), and 3) promotes return or other safe solutions.

Such a system does not exist today. The needs of internally displaced persons have not been given an independent place in international agreements or international mandates.

No international legal instruments exist specifically for the protection of internally displaced persons. One is left to invoke rights which are partly stipulated in international human rights instruments - the Universal Declaration of 1948, the two UN Covenants on civil and political rights and socio-economic rights of 1966 respectively, etc. - and partly in the international humanitarian law of armed conflicts.

The UN Refugee Convention of 1951 has no stipulations directed at internally displaced persons.

Furthermore, no international organisation has an explicit mandate to protect internally displaced persons. Even if the operations of, for example, UNHCR, UNDP and UNICEF were coordinated, there would still be large holes in the protection work.

As a group, the internally displaced do not, therefore, enjoy any recognition or legal status under international law.

However, individually they are, as previously mentioned, in principle protected under various legal instruments and organisations/bodies; though

in such a manner that, in practice, the protection is very weak. The legal protection which does exist is fragmented and ill-suited to the needs of internally displaced persons and their situation (cf. the preconditions: prevention, protection and solution).

In practice, internally displaced persons risk being the subjects of discrimination, assassination, «disappearances», general violence and harassment, torture and other forms of maltreatment, starvation, military attacks etc. Some indigenous peoples or minorities, are the victims of genocide.

It is important to note that the violations not only include actions by the authorities but can also be a consequence of the situation per se (e.g. when the structure of state authority has collapsed).

Only a fraction of the approximately 25 million internally displaced persons who need protection get anything that could be described as 'protection'. The explanation for this is that international law has not developed in step with the situations which are causing mass displacement. Internal armed conflicts, complex situations (political and economic crises, population pressure, environmental deterioration, which together lead to internal unrest and tension), collapse of the authority structures, etc., are situations which are badly covered by international law. At the basis of this situation, lies the fear of interfering in internal relations.

2. The legal protection depends on the situation

a) The level of legal protection of internally displaced persons is at its highest when there is «peace» and when a state of emergency has not been declared. Then, the obligations of, for example, the UN Covenant on Economic, Social and Cultural Rights and the UN Covenant on Civil and Political Rights are in force unabridged.

b) If a state of emergency has been declared in the country and this is not by its nature an armed conflict, the state can derogate from a great many of its obligations under the human rights instruments. Only a very few «absolute rights» remain, amongst these are the right to life, the prohibition of torture, and certain guarantees of legal protection in judicial proceedings. However, these rights do not give sufficient protection, since they do not take into consideration the needs and problems which occur in situations of internal disturbances and tension. They are ill-suited to limit confrontations between the authorities and opposition groups within the state.

c) When the situation has developed into an armed conflict (civil war), Common Article 3 of the 1949 Geneva Conventions and the Additional Protocol II

to the Geneva Conventions secure a few rights and standards.

d) Should the war become international (conflict between two states), the level of protection is high in the sense that all stipulations of the Geneva Convention on the Protection of Civilians then come into force.

It is, therefore, in situations characterized by a state of emergency, or internal disturbances and tension that considerable humanitarian and human rights problems occur. In such situations there is a considerable need to develop a legal foundation for protection and aid.

3. The NRC can encourage the observance of rights

The NRC activities in the field should encourage the establishment of minimum standards for the treatment of internally displaced persons.

These activities would, thus, focus on making the authorities in the area observe the minimum standards for humane treatment of the population. It is important that the NRC makes practical use of existing human rights instruments, through explicit reference to these instruments in its interaction with the authorities and the parties to the conflicts.

Another form of active monitoring is described in Chapters XII and XIII.

A more passive form of monitoring human rights situations involves strengthening, in a positive manner, the legal status of internally displaced populations vis-à-vis the authorities (see Chapter X).

VIII. DISSEMINATION OF INFORMATION

Knowledge of the situation, needs and rights of internally displaced persons is minimal. There is hardly any systematic information on displaced people. Therefore, there is a great need for the production of such information.

NRC action plans should emphasize preparation of information material on internally displaced persons. The material should be based on the NRC experience from the field but can also be based on experiences of its member organisations. In addition, working with the press in regions with internally displaced persons must be given priority in action plans.

To promote the awareness of the legal protection of refugees and internally displaced persons, the

NRC has recently begun to prepare an introductory leaflet on this topic; a manual for internal use but also meant for member organisations, the authorities, schools etc. The manual should promote knowledge of the significance of human rights protection for displaced persons in various types of situations.

Furthermore, plans are made for a report with the working title «Survey of internally displaced persons around the world» - a profile of who the internally displaced persons are, in which country/region and for what reason they are displaced, which humanitarian and human rights needs they have, what international organisations and NGOs today do/do not do for them. With time, this could develop into a periodic production and preferably in the form of country reports with statistics.

IX. OPERATIONAL GUIDELINES

It is recommended that some general guidelines for the NRC's operations for internally displaced persons be formulated. Either in project work or emergency aid/preparedness such guidelines can form a useful check list. This is due not least to the fact that the work is normally carried out in situations of internal disturbances, or conflicts. The guidelines should be adjusted to the specific situation prevailing in the country concerned. The guidelines suggested here contain criteria for the work, operational principles, and principles for the application of human rights.

1. Criteria for the operational work for internally displaced persons

- Is the refugee situation connected with internal displacement? Which comprehensive strategy would this indicate?
- Should the main emphasis in the work be on the flight situation (hinder violations and further flight) or on return and rehabilitation?
- Or is the main emphasis put on purely preventive efforts?
- Direct or indirect protection? (human rights reporting, passive monitoring, human rights teaching etc.)
- Other criteria...

2. Principles for the implementation of operations

a) General:

- Free choice to seek asylum: the internally displaced must not be hindered in becoming refugees, if it is necessary to cross an internationally

acknowledged border to enjoy protection and receive humanitarian aid;

- Protection; solution oriented intervention; unimpeded access, security, operational coordination and sufficient resources. These are some of the preconditions for operations.
- Which is the lead international agency?
- Cooperation with UNHCR or other international organisations - a necessity?

b) To operationalize protection and human rights, the following fundamentals must exist:

Phase 1. In the flight period

- unhindered access to all places where aid/protection is necessary
- secure road connection for the convoys; acceptance of armed UN forces to secure the convoys?
- efficient physical protection of the population; secure safe zones; monitoring to prevent human rights violations
- unconditional and effective protection of relief workers
- procedures for reporting of breaches of human rights

Phase 2: Return, rehabilitation, re-integration, re-construction

- clear guarantees that the internally displaced can return home safely and free from persecution and human rights violations
- unobstructed freedom of movement - also for relief workers
- procedures for reporting of breaches of human rights
- is the work in the country supported both by the authorities and the opponent party in a peace treaty?

3. Principles for the Application of Human Rights

- NRC operations must avoid undermining the human rights of the target group, i.e. not do anything which has negative consequences for them. For example, due consideration must be taken of the participation of the target group in the projects and of nondiscrimination between the target group and the local community. Human rights «impact analyses» are a necessity;
- promote human rights in a positive manner: teaching human rights, provide social services with a legal aspect (legal aid services) etc.
- cooperate with «like-minded organisations» with a human rights approach, locally and internationally
- act in such a manner that the presence of the NRC actively gives the refugees a physical security against potential violations

- active and/or passive monitoring of the human rights situation
- arrange for groups of refugees to move to safe areas.

X. HUMAN RIGHTS EDUCATION AND LEGAL AID

One purely preventative task (indirect protection) in the field, is the promotion of human rights awareness of the population through informal education and training.

Such awareness initiatives and also support to legal aid projects can be a forceful measure to help people and local communities to secure the respect of the rights themselves. This educates people to take responsibility for their own legitimate social, economic and political demands.

Most internally displaced persons, inclusive returnees:

- are unaware of their rights
- lack formal schooling/education
- easily become victims of power abuse and exploitation
- have no access to lawyers (or other form of legal aid services) and are too poor to pay for such services

If one is formally or actually denied, or cut off from, access to legal procedures (administrative or judicial remedies) one is, in reality, denied legal protection.

For this reason, organizing both (informal) human rights teaching and various types of legal aid, are important requirements.

The most important legal aid services include:

- information on the rule of law and human rights
- assistance in finding a lawyer
- legal aid in family issues or questions regarding local conditions
- legal aid in negotiations with the authorities
- assistance to solve conflicts and disagreements with the authorities

The NRC should more actively consider providing financial and other types of aid to human rights education, awareness and legal aid work.

Training seminars should be organized for groups of people, local voluntary organisations (if possible in cooperation with local lawyers), and 'barefoot lawyers' appointed by the local community.

XI. STRATEGY FOR COOPERATION WITH INTERNATIONAL HUMAN RIGHTS ORGANISATIONS

An important NRC strategy will be the development of closer cooperation with international, non-governmental human rights organisations. Until now, the NRC has only had sporadic contact with some of these organisations (Amnesty International, American Watch, Asia Watch, Minority Rights Group etc.).

The NRC and human rights organisation can cooperate to develop procedures for giving warning of potential humanitarian crises, and for reporting of human rights abuses (see Chapters XII and XIII).

Furthermore, the NRC has a professional interest in cooperating with these organisations, since they have at their disposal a wealth of information, experience and contacts which could prove useful in developing better protection strategies within the NRC.

Not least, it is important to ally with human rights organisations in activities directed at shaping public opinion. These organisations are also an important support in international lobbying work, such as, for example, in the UN Human Rights Commission.

XII. STRATEGY FOR EARLY WARNING

The NRC should be more conscious of the role of early warning in situations which can develop into humanitarian crises.

The purpose of international warning systems is to enable the UN, donor countries and humanitarian organisation to act quickly and effectively. In other words, the information forms the basis for action.

Experience shows that preventive measures have the best chances of success if applied at an early stage, but generally, do not get attention and resources until later.

The NRC can make a small, but important, contribution to the efforts of the international community to develop more effective mechanisms to warn of humanitarian catastrophes. The interna-

tional need for early warning procedures and «early attentiveness» is urgent, and it was acknowledged long ago that humanitarian organisations will have to play an important part.

The reason for this is that these organisations have first-hand proof of human rights violations, through eye-witness reports and field offices.

Large organisations such as Amnesty International, Human Rights Watch and the International Red Cross, as well as many smaller organisations in the field of both human rights and humanitarian work, have already, to a certain extent, practised early warning of humanitarian catastrophes. Without, however, any consequences worth mentioning.

The explanation for this lies in the fact that not enough has been done to create an efficient network. A network of organisations is a prerequisite for creating proper warning procedures. Furthermore, the distribution of responsibility between «informers» and «actors» must be clarified. «The informers» are the bodies which first warn of possible crises. «The actors» are the bodies who act on the basis of this information.

International Alert is an organisation which specializes in creating a network of organisations and has invited the NRC to cooperate in Mozambique, amongst other places.

Through participation in networks with other non-governmental organisations and with the organisations and bodies of the UN, NRC can:

- contribute to the warning of the refugee flows
- prepare the ground for early international political alertness
- mobilize international emergency aid preparedness

Early emergency aid and protection requires planning also in acute cases.

The DHA (the UN Secretariat's Department for Humanitarian Affairs) has been given a central role in the UN system to develop procedures for early warning. Otherwise, UNHCR, FAO and UNICEF have warning systems, but these are also rather incomplete.

The use of the information is decisive: what sort of information shall NRC «look for» and gather in the field, from whom shall the information be collected, and to whom shall it be passed?

The NRC must take on some form of information analysis to be able to draw conclusions on what should be done and who should act on the basis of the information. This means that NRC, and especially the Overseas Department (and the field

offices) as well as the Standby Emergency Department will need a conceptual basis for the analysis of causes, push factors, who are the most vulnerable among the displaced etc. In turn, this demands that the field representatives and other people stationed abroad have a minimum knowledge of human rights.

This shows that there is a great demand for a strategy document which answers the following questions:

- 1) What is early warning and why is it important?
- 2) Which early warning systems exist internationally?
- 3) What would generate a warning?
- 4) How shall the information be applied? How will the refugee flows be predicted?
- 5) How does one make an early warning system operational?
- 6) Can conflict solution be included in the strategy?

XIII. STRATEGY FOR REPORTING ON HUMAN RIGHTS ABUSES

Human rights reporting is the most widespread means used by human rights organisations to promote «direct protection» (see Chapter VI). Without doubt, this is one of the most effective means. Information is the single most important product of many voluntary organisations, because authorities deny or at least hide violations.

Reporting on human rights conditions directs the attention to authorities, or other parties, who do not fulfil their international commitments. Reporting of abuses to agencies which can act on the basis of the information, serves to put pressure on those responsible, so that the abuses cease or the number of such abuses is reduced.

Reporting is a strong signal to the responsible authorities that they are not forgotten but, on the contrary, are being observed.

The reporting procedures look much like the procedures for early warning. However, whilst the purpose of early warning (and conflict resolution) is prevention/anticipation, the aim of reporting abuses is that they should be reacted against.

The purpose of a NRC reporting practice should

not (at least not initially) be that the NRC itself shall publicly condemn the abuses. However, the NRC can supply international rights organisations, which are more accustomed to dealing with «public protest» than the NRC, with confidential information on incidents of abuse, received centrally, or by the field offices.

Information can also be channeled to the various monitoring mechanisms of the UN.

In principle, the NRC acts solely as an intermediary but does not thereby rule out the possibility that it could act as the «last link».

The abuses which are being reported can have taken place during flight, during return or after the return.

One important aspect is, also, to monitor and report on the situation of local organisations and of problems encountered with regard to the relief supplies.

The NRC is not unfamiliar with reporting but it has not been used systematically or employed regularly as an instrument, either by the field offices or centrally. It is especially important to standardize reporting vis-à-vis Amnesty International, the Human Rights Watch Groups, the International Commission of Jurists, etc.

In countries with which the NRC is familiar, it has, via the International Council for Voluntary Agencies, good opportunities to inform the UN, OAS, OAU and other inter-governmental monitoring agencies of the actual situation in the country.

Latin-Americans make more use of international and regional machinery to report human rights abuses in their countries. This has put a noticeable pressure on military regimes and dictatorships. In Africa, however, there are few Africans who make use of the opportunities, because, amongst other things, Africans have not organized themselves to the same extent to defend and promote human rights.

Therefore, it is not always natural, nor possible, to have fixed reporting routines, because of a lack of local cooperation partners (organisations). A local network is often a prerequisite for a good reporting system, however, this does not apply unconditionally.

XIV. STRATEGY FOR COOPERATION WITH UNHCR, DHA AND THE UN COMMISSION FOR HUMAN RIGHTS

1. UNHCR

Since UNHCR does not have a general mandate for the internally displaced but is given such competence, ad hoc, in specific situations, it is important for the NRC to be familiar with the limitations of the work of the UNHCR for the internally displaced.

This will facilitate the clarification of how the UNHCR and the NRC can cooperate in this area. Information should be exchanged more frequently between the NRC and the UNHCR. This can be used to develop 'principles' for protection work for internally displaced persons.

It is interesting to note the UNHCR's Excom Conclusion 68 (1992). The Conclusion supports «stronger measures which include early warning, training, counselling services and promotion of rights and development, in accordance with the mandate and responsibilities, within an inter-agency, inter-governmental and non-governmental framework to prevent conditions which cause refugee flows.»

In the operational area, the NRC can strengthen the support to the UNHCR in various ways:

- Evaluate the need for protection for returnees and internally displaced
- Participate in measures for the return and re-integration of these two groups
- Strengthen the operational capacity and personnel capacity of the UNHCR, etc.

The NRC should, with the UNHCR, discuss Norway's potential to contribute to the protection of internally displaced, in such a manner that this can form a basis for policy recommendations to the Norwegian Foreign Ministry.

A general problem, which the NRC and other NGOs still are actively seeking to solve, in cooperation with some governments, is that no international institution is taking responsibility for the internally displaced.

In the absence of a special international agency for this group, the NRC will endeavour to persuade UNHCR to take on more tasks and a larger responsibility.

2. DHA - coordination

UNHCR, UNDP, WFP, FAO etc. have particular mandates and work tasks. To promote an efficient *division of work* between the organisations and the UN programmes, NRC must effectively contribute to the development of adequate coordination mechanisms, supported by the Department for Humanitarian Affairs (DHA).

The Inter-Agency Standing Committee (IASC) in Geneva has a working group on internally displaced persons of which the International Council for Voluntary Agencies (ICVA) is a member. This working group has started the discussion on ways of coordinating the work between the UN's operational organisations and bodies. The working group emphasises that the international community creates a more «coherent and predictable aid mechanism». In particular, it is important that ICVA participates actively in this working group to voice the NGO perspective.

Furthermore, NRC should consider using the LINK model (Mozambique) also in other areas and thereby contribute to the establishment of working groups (consisting of the UN resident representatives, donor countries and humanitarian organisations) to discuss the working conditions, projects etc.

3. UN Commission on Human Rights

A clear emphasis in the UN human rights bodies on questions connected to refugees and other displaced persons is a critical factor in the work to promote protection of these target group. These bodies, and especially the Human Rights Commission hold a key position in a comprehensive approach to causes of flight.

The UN Human Rights Commission monitors the human rights situation through its working groups, country rapporteurs and thematic rapporteurs.

The NRC should support the mechanisms of the Commission and especially the UN Special Representative on Internal Displaced Persons. The NRC should cooperate with him to exchange information and experiences.

SUMMARY

1. The Norwegian Refugee Council's work for internally displaced persons should be based on human rights in letter, principles and methods. Knowledge about the rights of the internally displaced is therefore a prerequisite in all areas of the NRC's activities.

2. The Norwegian Refugee Council will draw up action plans and strategy documents based on the Platform for Internally Displaced Persons.

3. The Norwegian Refugee Council emphasises the following elements in the understanding of «internally displaced persons»:

1) In evaluating who should be considered as internally displaced, CIREFCA's 1989 proposal for a definition, offers some guidelines.

In each case, considerable discretion should be shown and, here, the need for protection must be central.

2) Repatriated refugees who have not yet reached their own home region can also be "internally displaced" if they need protection and aid.

3) Where the reasons for flight are complex (e.g. both political and other factors) it will be decisive for the commitment of the NRC whether the persons in question have a specific need for protection as a consequence of massive human rights violations.

4. The Norwegian Refugee Council seeks to adjust its activities to the understanding of the protection concept established in international practice - with regard to the purposes and means of the protection, and to the relationship between aid and protection.

The NRC must develop several work methods for indirect and direct protection. This makes demands on the information, counselling, project and preparedness work of the organisation.

5. The Norwegian Refugee Council will work to make Norway and other countries exert a more active pressure on governments which are responsible for people who are being forced away from their homes as a consequence of abuses of international law (human rights and humanitarian law).

The Norwegian Refugee Council will work to make the Norwegian authorities contribute to:

- strengthen legal protection of internally displaced persons
- strengthen and consolidate the norms and mechanisms for the national and international

implementation of this legal protection

The Norwegian Refugee Council will strive to make the authorities give special priority to the right to humanitarian aid and the prohibition of starvation, and to ensure that the right of relief workers to protection is being strengthened internationally.

6. The Norwegian Refugee Council will seek to use, or refer to, the human rights regulations in its relations with the displaced population, local authorities and organisations.

7. The Norwegian Refugee Council will emphasize the production of information about internally displaced persons which, amongst other things, will be based on experience in the field.

It will be sought to start a report called «Survey of internally displaced persons around the world».

8. The Norwegian Refugee Council will prepare guidelines for the protection work for internally displaced persons in each operation, based on the criteria and principles described in this document.

The guidelines must be adjusted to the concrete situation. They will be taken into account in the planning phase, in the implementation phase and in the phase of result evaluation.

9. The Norwegian Refugee Council will prepare guidelines for its education, training and legal aid projects in accordance with statements set out in this document.

10. The Norwegian Refugee Council will contact relevant international human rights organisations in order to map possible cooperation partners in projects and in policy formulation work.

11. The Norwegian Refugee Council will analyse the preconditions of an early warning capacity and, amongst other things, seek the advice of its member organisations and International Alert.

12. The Norwegian Refugee Council will consider the conditions for starting human rights reporting from Guatemala, Mozambique and Afghanistan. Thereafter, a special reporting strategy based on this document will be prepared.

13. The Norwegian Refugee Council will escalate the cooperation with UNHCR, DHA, UN Human Rights Commission etc. in connection with the cooperation tasks mentioned in this document.

The Norwegian Refugee Council will give priority to the support of the UN Special Representative on Internally Displaced Persons and strive to make Norwegian and other countries' authorities do the same.

PREVIOUS PUBLICATIONS

- 1/1992: REPATRIATION DURING CONFLICT
- 1/1993: RAPPORT FRA KOSOVO
- 2/1993: REFUGEES IN THE MIDDLE EAST
- 3/1993: ETHNIC CONFLICTS AND REFUGEES
IN THE FORMER SOVIET UNION
- 4/1993: SOCIO-ECONOMIC EFFECTS
OF TRAINING PROGRAMMES
FOR REFUGEES
- 5/1993: PREPARED FOR RETURNING?
AN EVALUATION OF
NORWEGIAN REFUGEE COUNCIL'S
VOCATIONAL TRAINING PROGRAMMES
FOR REFUGEES IN MALAWI

NORWEGIAN REFUGEE COUNCIL

The Norwegian Refugee Council's aim is to give support to refugees, regardless of race, religion, nationality and political view, to participate in international efforts for the benefit of refugees and to contribute to greater understanding of the needs and plight of refugees.

MEMBER ORGANISATIONS

- CARE Norway
- Caritas Norway
- International Partnerships YWCA - YMCA
 - The Jewish Community in Norway
- United Nations Association of Norway
- Norwegian Section of Service Civil International
 - Norwegian Church Aid
- The Norwegian Public Health Association
- Norwegian Organisation for Asylum Seekers
 - Norwegian Red Cross
 - Norwegian People's Aid
- Norwegian Women's Public Health Association
 - ORT Norway
- Norwegian Save the Children
- Norwegian Students and Academics International Assistance Fund (SAIH)



FLYKTNINGERÅDET
NORWEGIAN REFUGEE COUNCIL

P.O. Box 6758 St. Olavs plass, 0130 Oslo
Tel.: +47 22 11 65 00 - Fax.: +47 22 11 65 01

PERSONELL TO NORMED IN RWANDA

15TH AUGUST - 31ST DECEMBER 1995.

MEDICAL DIRECTOR	MR. TOR HARALD KRISTIANSEN
HEAD NURSE/ADMIN	MR. TOR EILIF EMAUS
GENERAL SURGEON	
GENERAL/ORHTO. SURGEON	
GENERAL PRACTICIAN	MR. OLAV KLEPP
GENERAL PRACTICIAN	MR. OLE EIGIL OMUNDSEN
DENTIST	MR. FARAMARZ DADKAH-JAZI
ANESTHESIA NURSE	MR. HARALD FRETLAND
LAB. TECHNICIAN	MS. BODIL TONHEIM
X-RAY TECHNICIAN	MR. KNUT KORSVIK
OT NURSE	MS. TOVE BRUN GULLHAV
OT NURSE	MS LENA BYE
WARD NURSE	MS. ANNA MØRSETH
WARD NURSE	MS. ELSE RØSLAND
WARD NURSE	MR. ÅGE WIBERG BØYUM
ICU NURSE	MS. ÅSE KORSVIK
ICU NURSE	MS. AUDHILD ROGSTAD
ICU NURSE	MS. SYNNØVE MADSEN
PHARMACIST	MS. ELLEN ØYEHAUG
DRIVER/PARAMEDIC	MR. BJØRN SVEEN

NURSE ASSISTANT

MS. GERD MIDTLIEN

NURSE ASSISTANT

MS. TORILL SORMERUD

NURSE ASSISTANT

MS. TONE AUSTERUD

NURSE ASSISTANT

MS. MARGOT THANKE

NURSE ASSISTANT

MS. INGER HAGEN

NURSE ASSISTANT

MS. IDA MARTINSEN

NURSE ASSISTANT

MS. SISSEL KVINEN

NURSE ASSISTANT

MS. SYNNOVE FJELLDALLEN

Under henvisning til ovenfor anmodes FN-delegasjonen om å overbringe brev med følgende innhold til DPKO (Dr Deckner):

United Nations
Department of Peace-keeping Operations
Field Administration and Logistics Division

Att. Dr A Deckner

Received from
Dr. Sundvoll
14/8/95 WML

**UNAMIR. REQUEST FOR FIELD HOSPITAL. STATUS OF PERSONNEL
PROVIDED BY THE NORWEGIAN REFUGEE COUNCIL.**

Reference is made to Letter of Assist (LOA) between the United Nations and Norway signed on 25 July and August 1995.

According to para 12 of the LOA, status of the personnel provided by the Norwegian Refugee Council is subject to further clarification by the UN Department of Legal Affairs. Pending such clarification, the Ministry of Foreign Affairs may inform the Department of Peace-keeping Operations that the Norwegian Government considers it a precondition for the provision of the field hospital and its personnel that the hospital and the personnel are considered to be part of the civilian component of UNAMIR, and furthermore, that the personnel will be accorded status as if employed by the Norwegian Government.

Noreg

UNITED NATIONS



NATIONS

UNES

FIELD ADMINISTRATION AND LOGISTICS DIVISION

FACSIMILE TRANSMISSION

RECEIVED

12 AUG 1995

OFFICE OF THE SRSG

UNAMIR

Outgoing FaxNo.: MIR - 311	Date: 11 AUGUST 1995
To: OUZIEL-CAO UNAMIR	From: H. MEDILI/DIRECTOR FALD/DPKO/UNHQ
Fax: 963-3090	Fax: 212 963-2116
Number of transmitted pages: 1	Ref.:
Subject: NORMED FIELD HOSPITAL	

IMMEDIATE

1. WITH REFERENCE TO OUR FAX MIR 310 DATED 10 AUGUST 1995, PLEASE BE INFORMED THAT NORMED PERSONNEL WILL ARRIVE WITH FLIGHT SABENA SN 563 AT KIGALI 05:45 LOCAL TIME SATURDAY THE 12TH.
2. MEDICAL DIRECTOR THOR CHRISTIANSEN WILL ARRIVE WITH FLIGHT UY 803, 09.15 LOCAL TIME SUNDAY 13TH.
3. MR VILHELMSSEN WILL ACCOMPANY THE EQUIPMENT SCHEDULED TO ARRIVE 14:00 GMT ON 13TH.
4. THE STATUS OF NORMED PERSONNEL IS CLARIFIED WITH HQ'S OFFICE OF LEGAL AFFAIRS. THE PERSONNEL WILL BE CONSIDERED "EXPERTS ON MISSION" WITHIN THE MEANING OF ARTICLE VI SECTIONS 22 AND 23 AND ARTICLE VII SECTION 26 OF THE CONVENTION ON PRIVILEGES AND IMMUNITIES OF THE UNITED NATIONS.

FC
CAO
CCPOoriginal
legal
affairs

CAO FMO ALOPS / MOKON

Drafted/Cleared by: A. DECKNER	Authorized by: <i>D Beissel</i> D. BEISSEL, DEPUTY DIRECTOR
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Article VI of the Convention on the Privileges and Immunities of the United Nations

EXPERTS ON MISSIONS FOR THE UNITED NATIONS

Section 22. Experts (other than officials coming within the scope of article V) performing missions for the United Nations shall be accorded such privileges and immunities as are necessary for the independent exercise of their functions during the period of their missions, including the time spent on journeys in connection with their missions. In particular they shall be accorded:

- (a) immunity from personal arrest or detention and from seizure of their personal baggage;
- (b) in respect of words spoken or written and acts done by them in the course of the performance of their mission, immunity from legal process of every kind. This immunity from legal process shall continue to be accorded notwithstanding that the persons concerned are no longer employed on missions for the United Nations;
- (c) inviolability for all papers and documents;
- (d) for the purpose of their communications with the United Nations, the right to use codes and to receive papers or correspondence by courier or in sealed bags;
- (e) the same facilities in respect of currency or exchange restrictions as are accorded to representatives of foreign governments on temporary official missions;
- (f) the same immunities and facilities in respect of their personal baggage as are accorded to diplomatic envoys.

Section 23. Privileges and immunities are granted to experts in the interests of the United Nations and not for the personal benefit of the individuals themselves. The Secretary-General shall have the right and the duty to waive the immunity of any expert in any case where, in his opinion, the immunity would impede the course of justice and it can be waived without prejudice to the interests of the United Nations.

UNITED NATIONS  NATION

POSTAL ADDRESS: ADDRESS POSTALE: UNITED NATIONS, N.Y.
CABLE ADDRESS: ADRESSE TELEGRAPHIQUE: UNATIONS NEWY

REFERENCE:

Subject: Request for Field Hospital 25 July 1995

Dear Col Nordbo:

I have the honour to request a Level II Field Hospital for U August through December 1995 including personnel and material to provide UNAMIR (for details, please see attachment). This Letter of Assist is based on the agreement of your government to accept reimbursement at a later stage.

Please return a copy of this Letter of Assist (LOA) to the Field Administration and Logistics Division (FALD). Department of Peace-keeping Operations, with annotations thereon showing an estimated date of arrival, cost of the services, and estimate shipping and related charges. The annotated documentation will constitute your acceptance of this order and provide the basis for the settlement of your government's invoices. To enable prompt settlement, please indicate the requisition and LOA numbers cited below on all documents. Invoices should show freight and handling costs separately.

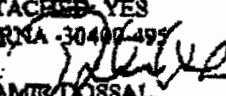
I take this opportunity to thank your government of its continued support.

Yours truly,

Permanent Mission of Norway
to the United Nations


Hocine Medili
Director

Field Administration and Logistics Division
Department of Peace-keeping Operations

REQUISITION NO: MIR/HQ/95-13	Letter of Assist NO:	Norway/UNAMIR Assist 95-287 (UNO)
REQUISITION ATTACHED: YES	EST. COST: USD 2,000,000.00	
ACCOUNT CODE RNA: 30400-499	ESTIMATED SHIPPING COSTS: USD 400,000	
CERTIFIED BY: 	SPECIAL CONDITIONS ATTACHED? YES	
NAME IN PRINT: AMIR DOSSAL	DELIVERY REQUIRED BY: 14 AUGUST 1995	
CHEF, FMSS/FALD		
AWARD STATEMENT COMPLETED? YES		

ETS

3/19

Attachment to LOA Norway/UNAMIR 95-287

1. Norway is requested to provide additional personnel, at least two additional physicians (one general practitioner and one general practitioner with surgical experience/surgeon).
2. UN will do its utmost possible to meet the suggested deadlines for payment but cannot guarantee the particular dates.
3. Based on an LOA the UN cannot pay directly to Apotekernes Fellesinkjop or any other organization but can only make payment to the Government of Norway who then will pay the company.
4. Norwegian Refugee Council is asked, in addition to the listed supplies and equipment, to take one field ambulance completely equipped into theater together with 30 blood conserves (red cells: 10 A neg., 10 B neg., 10 O neg.). One refrigerator for blood should belong to the provided equipment.
5. The Field Hospital will be part of UNAMIR and not count as an additional NGO.
6. The hospital will be under administrative supervision of UNAMIR's Chief Administrative Officer (CAO) and under medical technical supervision of UNAMIR's Chief Medical Officer (CMedO) and under operational command of UNAMIR's Force Commander.
7. There will be no payment by Administration UNAMIR to the personnel provided by the Norwegian Refugee Council.
8. Local staff will be hired by Administration UNAMIR, therefore reducing the calculated total costs.
9. Resupply of medicine and medical consumables will be performed by Administration UNAMIR, therefore reducing the calculated total costs.
10. Shipment back to Norway will be by surface, therefore reducing the calculated total costs.
11. Norwegian Refugee Council is requested to evaluate the possibility for the UN to rent the equipment. A rental of the equipment is UN's preferred option. If rent is possible the calculated costs will be reduced accordingly.
12. The status of personnel provided by the Norwegian Refugee Council is subject of further clarification by UN's Office of Legal Affairs.
13. A advanced recce party is requested to visit the mission area as soon as possible, deployment of the main body is requested as soon as possible.

4/19