

# PROFILING INTERNALLY DISPLACED PERSONS IN PAPUA NEW GUINEA



International Organization for Migration in collaboration with the Government of Papua New Guinea

2017



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Cover photo: Internally displaced persons in Madang Province © IOM/Muse Mohammed

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<sup>1</sup> See: Survey team. P. 24

## Glossary<sup>2</sup>

<b>Demography</b>	The study of human populations, especially with reference to size and density, distribution and vital statistics.
<b>Disaster</b>	An event associated with the impact of a human-induced or natural hazard which causes a serious disruption in the functioning of a community or society, causing widespread human, material or environmental losses which exceed the ability of the affected community or society to cope using only its own resources.
<b>Forced migration</b>	A general term used to describe a migratory movement in which an element of coercion exists, including threats to life and livelihood, whether arising from natural or man-made causes.
<b>Internally Displaced Persons (IDPs)</b>	Persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations or generalized violence, or natural or human-made disasters, and who have not crossed an internationally recognized State border.
<b>IDP profiling</b>	A collaborative process in which data on individuals or groups who have been internally displaced is collected, with the purpose of informing advocacy on their behalf, improving protection and assistance interventions and, ultimately, finding a durable solution to displacement.
<b>Vulnerable groups</b>	Any group or sector of society that is at higher risk of being subjected to discriminatory practices, violence, natural or environmental disasters, or economic hardship, than other groups within the State; any group or sector of society (such as women, children or the elderly) that is at higher risk in periods of conflict and crisis.

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<sup>2</sup> See: [www.iomvienna.at/sites/default/files/IML\\_1\\_EN.pdf](http://www.iomvienna.at/sites/default/files/IML_1_EN.pdf)

## Executive summary

This profiling report presents the findings of a survey conducted in provinces hosting internally displaced persons (IDPs) in Papua New Guinea (PNG). IDP profiling is a collaborative process that aims to improve the availability and quality of information on IDPs that can be used both for country operations and to monitor global trends. Data was collected through structured interviews with IDP households and key informants as well as observations in displacement sites. Key informants from the community were identified and interviewed to gather information from and about people staying in IDP settlements.

Both natural and man-made hazards have caused displacement and the findings indicate obstacles preventing durable solutions to the displacement. A significant proportion of the IDPs continue to experience challenges including limited access to livelihoods, lack of adequate standard of living, lack of safety, security and freedom of movement.

This report recommends community based planning activities to identify and work towards durable solutions. A community approach will encourage the participation of the affected people in identifying priority areas of need, ensuring sustainability and facilitating the achievement of durable solutions. A key priority is to address the livelihood needs that current present a major obstacle to durable solutions. Additionally, in line with the State's obligation to protect their citizens on the basis of international human rights precepts, this report further recommends the development and implementation of a policy for the protection of IDPs in Papua New Guinea, in order to ensure that the displaced enjoy their basic rights and fundamental freedoms on the same basis as other citizens.

Key words: Displacement; Internally Displaced Persons; Papua New Guinea

# I INTRODUCTION

## I.1 Introduction and background

Natural and human-induced hazards can have a tremendous impact on societies, and the impact of disasters is often particularly severe in developing countries. Like other nations, Papua New Guinea has witnessed disasters that have culminated in loss of life, property destruction and the displacement of its citizens.

Papua New Guinea is exposed to a variety of natural hazards, such as earthquakes, tsunamis, volcanic eruptions, cyclones, droughts, landslides, and floods. The occurrence and intensity of many of these hazards is exacerbated by environmental degradation processes such as deforestation, desertification, biodiversity loss, pollution and soil erosion. In combination with social factors such as poverty, conflict and inequality, these events and processes result in frequent disasters<sup>3</sup>.

Displacement in Papua New Guinea occurs largely as a result of natural disasters, tribal fights over land and/or the economic situation of families. Tribal fights over land in Papua New Guinea are quite common and driven by complexity of tenure relationships, overlapping land rights, migration due to economic or environmental factors and cultural differences. Displacement in Papua New Guinea appears to be protracted, with households living in temporary living situations for more than a year. These populations are more vulnerable to development challenges as they have less access to basic services such as protection, which increases the risk of human trafficking and people smuggling. Women and girls are especially susceptible to abuse, from both within their communities and outside. In Papua New Guinea, internal displacement has also ignited conflicts. In a context with no policy or legislation addressing the needs of IDPs, host communities react violently to displaced populations competing for resources and land.

The specific needs and human rights concerns of IDPs persist during and beyond the initial crisis period associated with a conflict or natural disaster. Displaced people seeking durable solutions — whether returning to their homes, settling elsewhere in the country or striving to integrate locally —

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<sup>3</sup> Indigenous Knowledge for Disaster Risk Reduction: Documenting Community Practices in Papua New Guinea, IOM, 2015. Available at: <https://environmentalmigration.iom.int/sites/default/files/PNG%20indigenous%20knowledge%20report%20print.pdf>

may continue to face challenges and require support until they achieve a durable solution to their displacement (University of Bern, 2010).

As per the IASC Framework on Durable Solutions for Internally Displaced Persons, a durable solution is achieved when IDPs enjoy four essential conditions without discrimination: (i) Long-term safety, security and freedom of movement; (ii) An adequate standard of living, including access to adequate food, water, housing, health care and basic education; (iii) Access to employment and livelihoods; (iv) Access to effective mechanisms that restore IDPs' housing, land and property rights. In a number of contexts, it will also be necessary for IDPs to benefit, without discrimination, from the following to achieve a durable solution: (i) Access to and replacement of personal documentation; (ii) Voluntary reunification with family members separated during displacement; (iii) Participation in public affairs at all levels on an equal basis; (iv) Effective remedies for displacement-related violations, including access to justice (IASC Framework on Durable Solutions for Internally Displaced Persons, 2010).

In partnership with the Government of Papua New Guinea and development actors, IOM conducted a profiling exercise of IDPs in the country, in order to better understand the current situation of displaced populations in Papua New Guinea, and to inform strategy development and planning towards durable solutions to this displacement. Data collected through the survey enables IOM, government and partner stakeholders to gain a better understanding of household responses to disasters. It enables the identification of household needs, welfare, living standards and an analysis of vulnerability levels. IDP profiling also provides information that can be used for advocacy by all stakeholders involved in humanitarian and development work in Papua New Guinea. Furthermore, the data will guide decision makers and enable the planning of evidence-based, sustainable interventions.



## **1.2 Objectives**

### **1.2.1 Overall objective**

The overall objective of the profiling was to identify the numbers, locations and humanitarian needs of IDPs in Papua New Guinea.

### **1.2.2 Specific objectives**

The specific objectives were:

1. To identify the number of IDPs in IDP settlements in Papua New Guinea;
2. To determine the socio-demographic characteristics of the IDP population;
3. To identify specific needs of the IDPs in terms of food security, water and sanitation, health, education, livelihoods, shelter and protection;
4. To identify IDPs' perceptions and intentions of return and other durable solutions; and
5. To identify recommendations for actions that will improve the conditions of IDPs.

## **1.3 Methodology**

IDP profiling data was collected by IOM, government stakeholders at national and sub-national levels between 17 February and 9 March 2017. Field data collection was conducted in ten provinces, namely Autonomous Region of Bougainville (ARoB), East New Britain (ENB), Eastern Highlands (EHP), Jiwaka, Madang, Morobe, National Capital District (NCD), Oro, Simbu and Southern Highlands (SHP). Data was collected by administering structured questionnaires to randomly selected individual households and purposefully selected key informants<sup>4</sup>. Ten per cent of IDP households were interviewed in each IDP settlement, and as a result 425 households were interviewed during the survey. Respondents were either the head of the household or their spouse. Seventy-four community key informants were interviewed, two from each of the 37 settlements across the ten provinces. The questionnaires gathered quantitative and qualitative data regarding household demographics, displacement issues, food security, water, sanitation, health, education, livelihoods, income, shelter, protection as well as vulnerabilities, assistance and intentions for the future.

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<sup>4</sup> Key informant interviews are usually conducted with a small number of pre-selected individuals, identified as being likely to possess relevant information as a result of their personal characteristics or position in the community. Interviews included both men and women of different ages and diverse backgrounds. See: Guidance Note 8, Profiling Internally Displaced Persons. Available at: <http://www.unhcr.org/4794a4b82.pdf>

Statistical Package for Social Sciences (SPSS) and content analysis were used to analyse the profiling data.

#### **I.4 Limitations of the IDP profiling**

The profiling provides a snapshot of the displacement situation in Papua New Guinea at the time of the data collection. Following a desk review of the internal displacement situation in Papua New Guinea the profiling was limited to ten of the 22 provinces, targeting those highly impacted by displacement. Security reasons slowed down the data collection process in Eastern Highlands province due to tribal fighting.

## 2 MAIN FINDINGS

This chapter presents the main findings from the IDP profiling exercise. It also provides insights into the contextual factors that contribute to the households' vulnerabilities and explains the impact of these factors on the IDPs' lives.

### 2.1 Demographics and displacement issues

#### 2.2 Demographic variables

Findings have been analysed by the location of IDPs and cause of displacement. This analysis helps to identify location-specific characteristics and assess how living conditions vary by location. The demographic variables (2.1.1) include information on age, gender and number of IDP individuals and households as well as the gender of heads of households. Data collection relating to the displacement dynamics (2.1.2) includes causes of displacement and challenges experienced.

##### 2.2.1 Demographics

The profiling identified a total of 44,547<sup>5</sup> IDPs from 8,405 households in the 37 locations across ten assessed provinces<sup>6</sup>. Although females (51%) constitute a higher proportion of the IDP population than males (49%) across the surveyed provinces most IDP households are headed by men (80%) while 20 per cent are headed by women. As the survey targeted household heads, or alternatively their spouses, men constituted a larger proportion of surveyed respondents (63%) compared to women (37%). A tenth of IDP households were headed by elderly persons<sup>7</sup> during the survey period.

##### 2.2.2 Displacement dynamics

Thousands of Papua New Guineans have lived in displacement for over a decade without a durable solution. The Highlands region recorded the highest percentage of IDPs (43%) followed by Momase (30%), New Guinea Islands (24%) and Southern (4%). Survey findings show that a total of 32,125 individuals (72%) were displaced by natural hazards such as flooding and volcanoes and 12,423 individuals (28%) experienced displacement due to effects of human-induced hazards such as tribal and ethnic clashes. The majority of IDP households have been displaced once while one-fifth of

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<sup>5</sup> 75,449 IDPs tracked between 2005 and 2016 across 13 provinces. Ten provinces reached through profiling IDPs. IOM Papua New Guinea Displacement Tracking Matrix

<sup>6</sup> See: IDP profiling map on page 6.

<sup>7</sup> An elderly person is defined as someone aged 65 and over. Papua New Guinea 2011 National Report. P. 20. Available at: <http://sdd.spc.int/en/resources/document-library?view=preview&format=raw&fileId=218>

households reported of suffered from multiple displacements. The highest numbers of IDPs were displaced by volcanoes (17,657) while others experienced internal displacement induced by flooding (11,720), ethnic clashes (5,687), tribal conflicts (5,581), drought (1,287), land disputes (1,155), cyclone (965), landslides (376) and rising sea level (119). Figure 1 below shows the frequency of causes of displacement reported by the surveyed IDP communities.

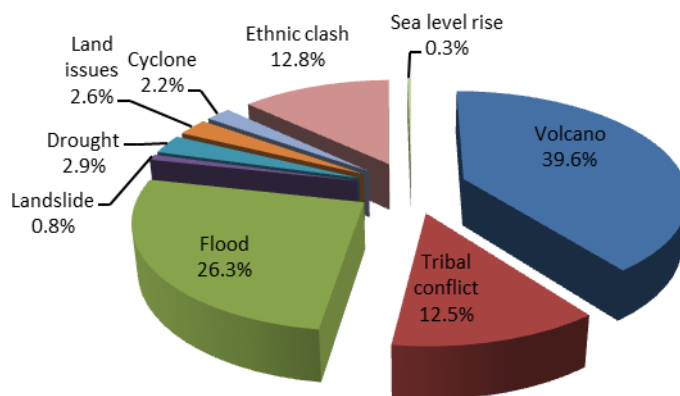


Figure 1: Percentage of IDPs by cause of displacement

Volcanoes displaced more people compared to other disasters. Papua New Guinea has the highest percentage of population exposed to severe volcanic risk<sup>8</sup>. The country has 16 active volcanoes and 22 dormant volcanoes<sup>9</sup>. Of the 16 volcanoes, six of them are classified as high-risk volcanoes, meaning they have had an explosive eruption in the recent past and are considered at risk of future explosions. The six high-risk volcanos in Papua New Guinea are Rabaul in East New Britain, Ulawun and Pago in West New Britain, Karkar and Manam in Madang, and Mount Lamington in Oro province<sup>10</sup>.

A provincial analysis of displacement data shows that Jiwaka recorded the highest number of IDPs (11,171) displaced by flooding (98%) and tribal conflict (2%). In this province, the majority of affected individuals were women and girls (55%), with men and boys constituting less than half (45%) of the

<sup>8</sup> See: Center for Excellence in Disaster Management and Humanitarian Assistance. Available at: <http://www.cfe-dmha.org>

<sup>9</sup> See: PNG Government Improves Disaster Preparedness Funding. IRIN. Available at: <http://www.irinnews.org/report/98433/papua-new-guinea-government-improves-disaster-preparedness-funding>

<sup>10</sup> See: Center for Excellence in Disaster Management and Humanitarian Assistance. Available at: <http://www.cfe-dmha.org>

displaced population. East New Britain recorded the second highest number of IDPs (10,426), while Madang (7,769), Morobe (5,687) and Southern Highlands (5,310) ranked third, fourth and fifth in terms of IDP population, respectively. Figure 2 below shows the number of IDPs by province and cause of displacement.

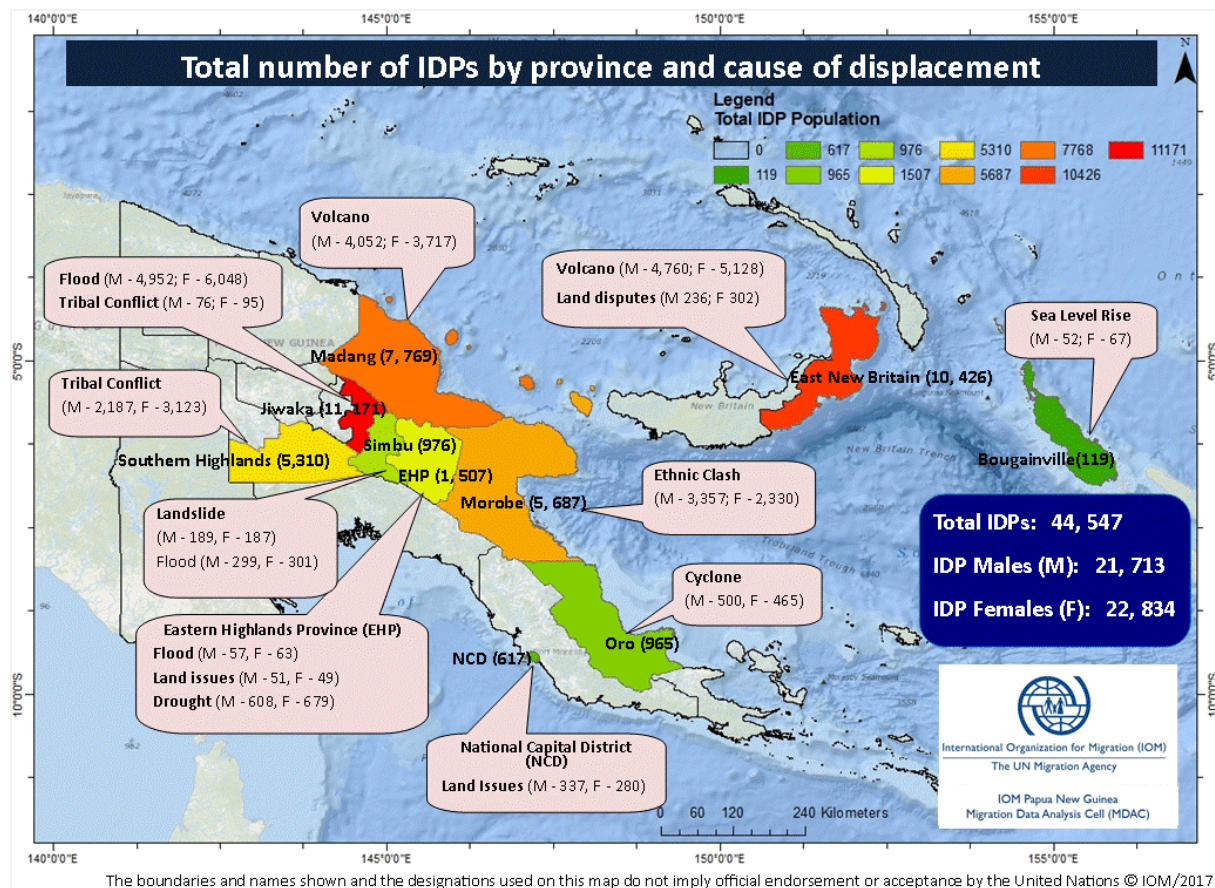


Figure 2: Total number of IDPs by province and cause of displacement

Volcanoes displaced 17,657 (40%) of the IDPs in East New Britain (9,888) and Madang (7,769) provinces. In Madang province, IDPs were displaced by the Manam volcano between October and November of 2004 and are currently living in care centres. In East New Britain, IDPs were displaced due to the volcanic eruption in Rabaul in 1994. While IDPs were resettled with support from the government, they report facing challenges in achieving a true durable solution, including access to livelihoods and documentation to prove land ownership.

Displacements caused by flooding, tribal conflicts and landslides were only recorded in the Highlands region. Flooding displaced 11,720 IDPs (26%) in Jiwaka (11,000), Simbu (600) and Eastern Highlands (120) provinces. Displacement induced by tribal conflicts affected a total of 5,481 IDPs (12%) in Southern Highlands (5,310) and Jiwaka (171). Ethnic clashes were the reason for displacement in

Morobe (5,687) while drought displaced 1,287 people in Eastern Highlands. Conflicts over land resulted in the displacement of 617 people in National Capital District, 538 people in East New Britain province, and 100 people in Eastern Highlands province. Other causes of reported displacement include a cyclone in Oro (965), landslides in Simbu (376) and the rising sea level in the Autonomous Region of Bougainville (119).

As disaster and displacement often disrupt the normal functioning of society, IDPs experience major challenges including limited or no access to potable water for drinking purposes, lack of decent shelter, sanitation facilities, food and non-food items, and income and livelihood sources. A significant number of IDPs households reported overcrowding and emerging disputes over land that sparked conflicts among IDP and host communities. Education for children in displaced households was also affected and resulted in children failing to attend school during both the disaster and post-disaster periods.

## 2.3 Food Security

As shown in Figure 3, households largely rely on subsistence farming (43%) as their main source of food. The survey found that a significant proportion of IDPs (largely those from Madang and East New Britain provinces) do not have access to adequate land for farming and this has negatively impacted the food security situation of the IDP households.

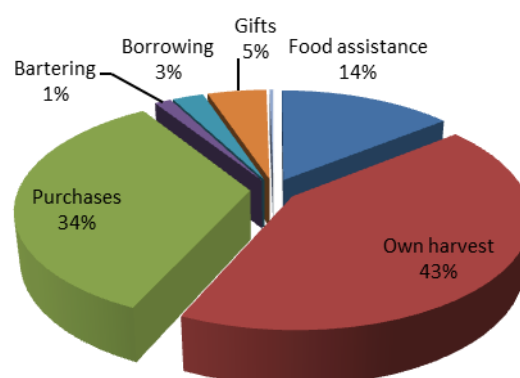


Figure 3: Main sources of food for the household

Households also rely on purchases (34%) to buy groceries items such as oils, rice and canned fish. Fourteen per cent of households reported reliance on food assistance, five per cent on gifts and

three per cent on borrowing as their main source of food. In the surveyed provinces, such assistance is received from relatives and friends referred to as “wantoks”, as well as from host communities.

An analysis of the daily meal consumption of households in the pre-disaster and post-disaster periods shows a 24 per cent increase in the number of households consuming one meal per day after their displacement (Figure 4). The number of households consuming two meals per day increased by 19 per cent during the periods under comparison and is likely a result of the 43 per cent drop in the number of households consuming three meals per day. Figure 4 below shows changes in the number of daily meals consumed by households over time.

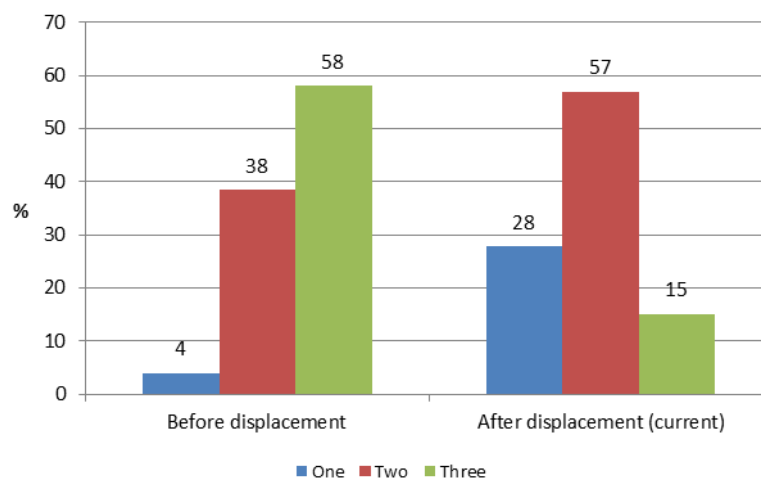


Figure 4: Number of households consuming one, two or three meals per day before and after displacement

Households are displaced from their places of origin and are allocated small plots of land. Coupled with an increasing population in IDP settlements, access to farmland becomes increasingly limited and food insecurity continues to grow. Observations and discussions with communities also revealed that a significant number of children from IDP settlement are malnourished and that nutrition interventions are a priority need in these areas.

## 2.4 Water and Sanitation

### 2.4.1 Water

Rainwater and unprotected wells are the main sources of drinking water among IDP households throughout the year. Findings show that unprotected wells (24%) are used more than other sources, followed by ponds, rivers, streams or lakes (18%) during the dry season. During the wet season, use

of rain water harvested at community or household level increases while the use of unprotected wells decreases slightly. Figure 5 below shows the different drinking water sources used by IDP households.

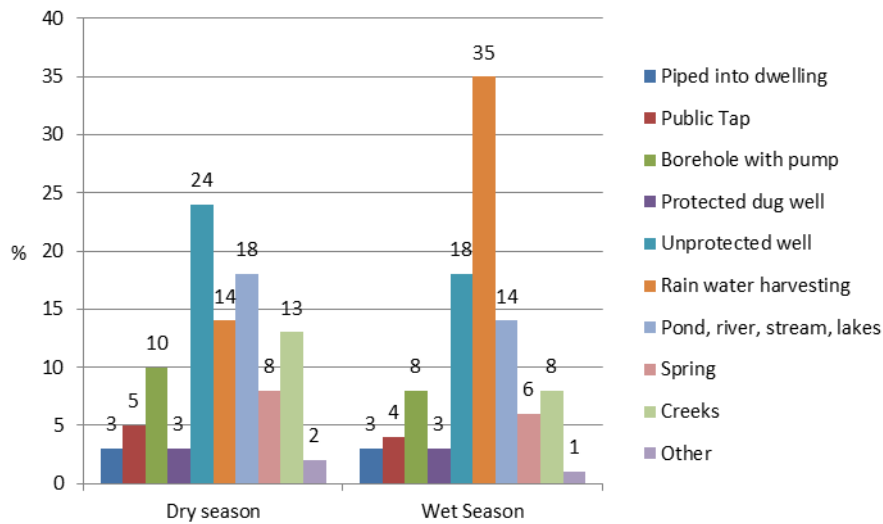


Figure 5: Sources of drinking water reported by IDP households from displacement locations

Only about 14 per cent of IDPs mentioned other sources of water, such as boreholes, tap water, springs, protected wells, springs and creeks. Other sources reported include the sea and purchasing of water from neighbouring areas largely for communities in the National Capital District. Discussions with community members revealed that most households do not treat their water before drinking, regardless of the source used. The majority of households walk to the nearest water source. A few others paddle across a river or the sea, or use public transport (trucks) to fetch water.



## 2.4.2 Sanitation



Pit latrines in selected IDP settlements © IOM/Peter Murodera

Unimproved pit latrines, bush system and the sea are used by the majority of households as sanitation facilities. A few households use sea shore toilets, flush toilets and ventilated improved pit latrines. The digging of pit latrines is a challenge in some coastal communities due to the high water table. Households in high water areas such as East New Britain reported that their toilets occasionally filled up with water and became unusable, making households resort to the bush. Regarding protection issues, findings show that two out of five IDP households do not feel safe using the sanitation facilities at night largely due to lack of safety and lighting in the community.

## 2.5 Health

Health facilities used by members of IDP communities include aid posts, health centres and hospitals. Aid posts and health centres are located closer to the surveyed IDP communities than the hospitals. Consequently, more than half of households access aid posts and health centres at a walking distance of 5km or less. In the event that households must access hospital health services, the majority (65%) must travel a distance of more than 10 km. Access to available aid posts is by walking (96%) and use of road transport (4%). To access a health centre, 62 per cent of households

walk, 37 per cent use public transport and one per cent use boats, canoes or dinghies. Respondents reported they reached the hospital by walking (13%), road transport (86%) and boats, dinghies or canoes (1%). Figure 6 below shows the various types of health facility access by distance from the community.

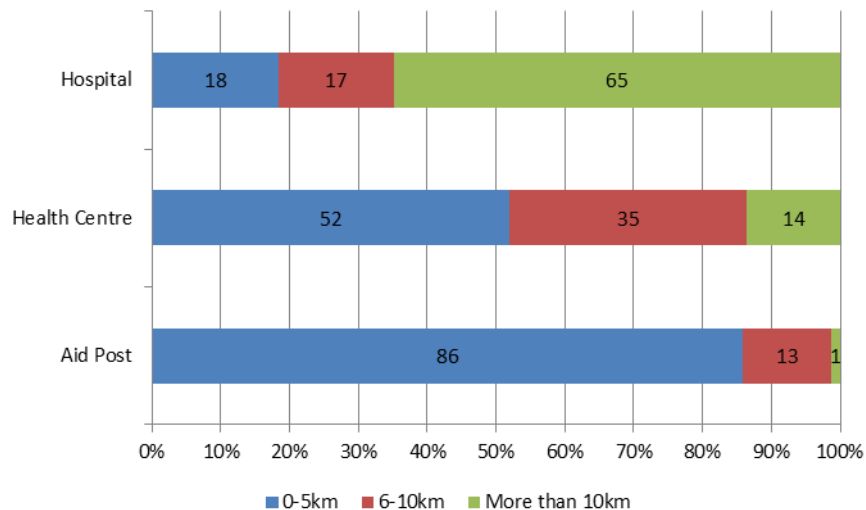


Figure 6: Type of health facility access by distance reported from displacement locations

## 2.6 Education

The 425 surveyed households include a total of 1,041 children (49% females and 51% males) of school going age. Among these children 36 per cent attend elementary school<sup>11</sup> while 48 per cent and 15 per cent attend primary<sup>12</sup> and secondary<sup>13</sup> school respectively. Twenty-nine per cent of households reported having children of school going age (51 females and 62 males) who were not attending school during the time of the survey. Main reasons given included unaffordable fees, the need for children to work to support the family, and the school being too far. Additional reasons given during the survey contributing to children’s absence from school include lack of uniforms, early marriage, teenage pregnancy, illness, disability, orphanhood, lack of interest to attend school among children and lack of safety in the community due to tribal conflicts.

<sup>11</sup> Elementary Education is the first stage of formal education. It consists of an Elementary Preparatory Grade, Elementary Grade 1, and Elementary Grade 2 in the language of the child’s community. These three years of education prepare a child for entry into primary school at Grade 3. Lower primary education comprises Grades 3 to 5, upper primary Grades 6 to 8. See: [http://www.education.gov.pg/quicklinks/elementary\\_syllabus.html](http://www.education.gov.pg/quicklinks/elementary_syllabus.html)

<sup>12</sup> Primary Education begins at Grade 3 and finishes in Grade 8. It caters for the 9 to 14 year age group. See: [http://www.education.gov.pg/quicklinks/primary\\_syllabus.html](http://www.education.gov.pg/quicklinks/primary_syllabus.html)

<sup>13</sup> Secondary Education is a school in the formal education system that has grades 9 to 12. Secondary Education is the next level of (upward) progression after Upper Primary. See: [http://www.education.gov.pg/quicklinks/secondary\\_syllabus.html](http://www.education.gov.pg/quicklinks/secondary_syllabus.html)



School children from IDP households in Madang province © IOM/Muse Mohammed

To walk to the nearest school, children attending elementary school travel a distance of 0-5km (98%) and 6-10km (2%). Children attending primary school cover distances of 0-5km (82%), 6-10km (16%) and more than 10 km (2%) while those attending secondary school travel 0-5km (14%), 6-10km (33%) and more than 10km (53%). Means by which children access schools are as follows:

- Elementary – walking (100%)
- Primary – walking (97%) and public transport (3%); and
- Secondary – walking (10%), public transport (88%) and boat, canoe or dinghy (2%).

## 2.7 Livelihood

Household livelihoods<sup>14</sup> and income are used as a framework for vulnerability analysis. Households derive livelihood from a variety of sources. The profiling collected information about how displacement impacts household livelihoods.

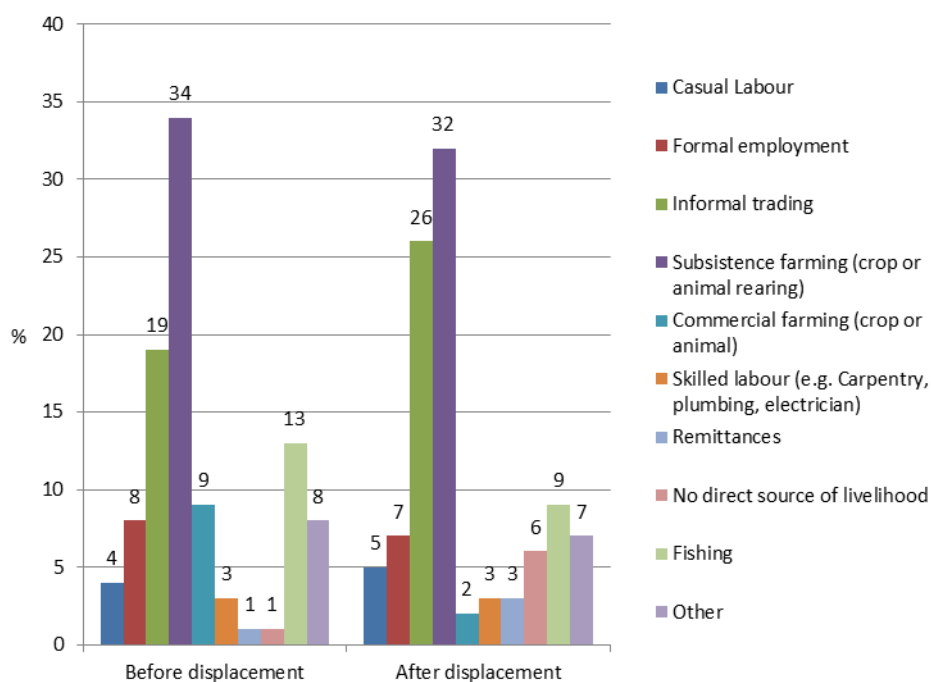


Figure 7: Main sources of livelihood

Subsistence farming was recorded as the main livelihood source for IDP households both before (34%) and after displacement (32%). This category is followed by informal trade, including trade in garden produce, cooked food, fruits, betel nut and cigarettes. Reliance on informal trade recorded a seven per cent increase between the periods preceding and following displacement. Discussions with locals from surveyed communities revealed that a significant proportion of households earn less than 20 kina profit a day from informal trade. They reported that the amount of money earned was inadequate to meet household needs such as grocery/store items.

<sup>14</sup> A livelihood comprises of the capabilities, assets (including both material and social resources) and activities utilized by a household for a means of living.



Informal trade through selling betel-nut and cooked food in one of the IDP settlements © IOM/ Peter Murodera

Data collected during the profiling shows that displacement impacted household sources of livelihood.. This is noted by the seven per cent decrease in households' reliance on commercial farming as a source of livelihood. Interviewed households in East New Britain province reported that they owned large pieces of land where they used to grow crops such as copra and cocoa to sell. Following relocation, households were left with very small pieces of land not suitable for commercial farming. Fishing as a livelihood was also negatively impacted, recording a four per cent decrease due to households being relocated from volcano affected coastal areas to the mainland. Households also reported reliance on different livelihood sources, namely casual labour, formal employment, skilled labour, remittances, and other sources such as assistance from relatives.

Table 1 below shows the main household expenses in the month prior to the survey.

Table 1: Main household expenses

Main household expenses	Frequency
Food	39%
Education	22%
Health	14%
Household assets	9%
Travel	7%
Social expenses	1%
Other	7%

## 2.8 Land ownership and shelter

Land is a symbol of wealth in Papua New Guinea and confers power and status on those who own it. Ownership of land enables households to have access to multiple income sources and improves their food security. The survey differentiated between access to land and land ownership. Here, ‘access to land’ includes households renting a piece of land or using a piece of land without having legal rights over the land. Land ownership refers to households who have been allocated pieces of land by the government and are in possession of documentation as proof. Figure 7 below shows land ownership among IDP households before and after displacement.

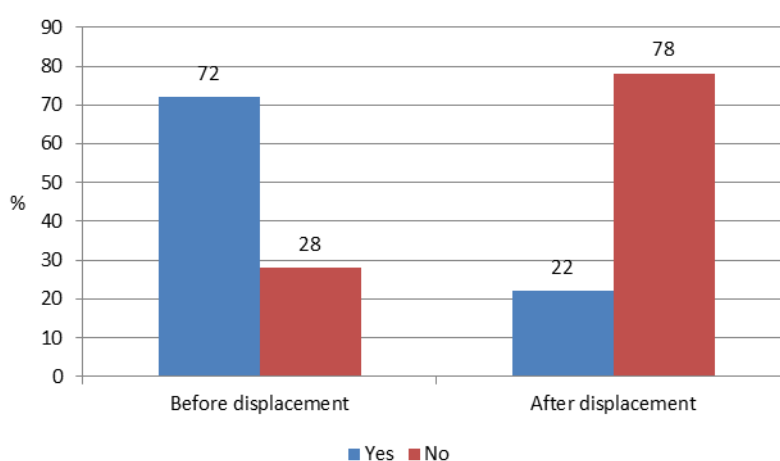


Figure 8: Land ownership before and after displacement

The survey found that the majority of households (72%) owned land before displacement and 22 per cent currently own land. The majority of households reside on government land (68%). Households reported staying on customary (15%) and private land (15%) while two per cent reported residing on land disputed between local communities and the state. The following constitute types of shelter used by households: traditional houses (39%), semi-permanent house (25%), permanent house with iron roof (8%) and makeshift structures made of various materials (28%).



Shelter in one of the surveyed IDP communities © IOM/Peter Murorera 2017

## 2.9 Protection

Protection is defined as obtaining full respect for the rights of the individual in accordance with the letter and spirit of the relevant bodies of law, namely human rights law, international humanitarian law and refugee law<sup>15</sup>. Protection is an objective which requires full and equal respect for the right of all individuals, without discrimination, as provided for in national and international law. Protection is not limited to survival and physical security but covers the full range of rights, including

<sup>15</sup> See: Protection of Internally Displaced Persons, Policy Paper Series, No. 2, 2000 and ICRC, Strengthening Protection in War: A Search for Professional Standards, 2001.

civil and political rights, such as the right to freedom of movement, the right to political participation, and economic, social and cultural rights, including the rights to education and health.

Almost half of all households (49%) reported that people did not feel safe residing in the community. Two out of five households reported not being able to move freely in the community. Disputes over land, tensions with host communities, lack of land ownership for households resettled on government land, fear of secondary displacement and law and order issues related to alcohol and drug abuse are the principal factors affecting IDPs’ safety and security. Protection related incidents recorded in the 12 months prior to the survey include physical violence and property destruction due to tribal fighting, child pregnancy, alcohol and drug abuse, and theft.

A significant number of IDPs (and mostly women IDPs) reported being at times chased away from their gardens by host communities, thereby restricting their access to their gardens. One IDP woman from East New Britain province noted, “The landowners are extending their land boundaries and taking our gardening blocks. We now live in fear because they chase us away from our gardens claiming the land is theirs.” Other respondents reported that they were not allowed to access locally available resources such as forest products which they need to construct their shelters. Tribal fighting and tensions within communities have resulted in IDPs being prevented from accessing centres providing basic social services. At times children cannot attend school and members of the community cannot access health services. To seek resolution of these issues, community members use various referral mechanisms, shown in Table 2 below.

Table 2: Referral mechanisms in place to address protection related challenges

<b>Referral mechanism</b>	<b>Percent</b>
Community Leaders/ Mediation	45
Village Court Magistrate	18
Police	17
Family Members	15
Other	5

The majority of households (98%) reported having a community leader. Findings show that community leaders (45%) are the most common referral mechanism used by members of the community to settle disputes. Community members also indicated going to village courts (18%), police (17%), family members (15%) and other mechanisms such as law and order committees, church leaders and district court to resolve their disputes.



## 2.10 Vulnerability, Assistance and Intentions for the Future



Internally displaced persons in Madang province © IOM/Wonesai Sithole

Survey findings show that elderly persons (13%), people living with disabilities (13%), women (12%), girls (12%) and pregnant women (11%) constitute more than 10% of the IDP population. Twenty-three per cent reported of hosting either a person suffering from chronic illness or a person living with disability. Lack of employment and income generating opportunities, illness, being far away from their original home, land disputes, lack of sufficient means and lack of land to cultivate crops constitute the most difficult challenges faced by the IDP communities. Others mentioned fear of

being displaced as they do not own land, lack of portable water, food shortages, limited access to building materials and lack of decent shelter, tribal fighting and transport problems.

Respondents indicated having received assistance from the government in the past, or presently receiving assistance from the government, in the form of basic social services, food and resettlement land regardless of land ownership status. The IDP households also reported receiving assistance from faith based organizations, development partners, host communities, relatives, neighbours and friends. Stakeholders who reported having provided assistance to the IDP communities are IOM, World Vision, Caritas, United States Agency for International Development, OXFAM, World Bank, Papua New Guinea Red Cross, International Committee of the Red Cross and faith based organizations namely Living Waters, Christian Renewal Church, Seventh Day Adventist, United Church in Papua New Guinea, Baptist church, Revivals and Tulele Peisa.

## 2.11 Durable solutions

Regarding their intentions for the future, 46 per cent of households reported the wish to settle in their current locations. 33 per cent wish to relocate elsewhere and 13 per cent intend to return to their previous homes.

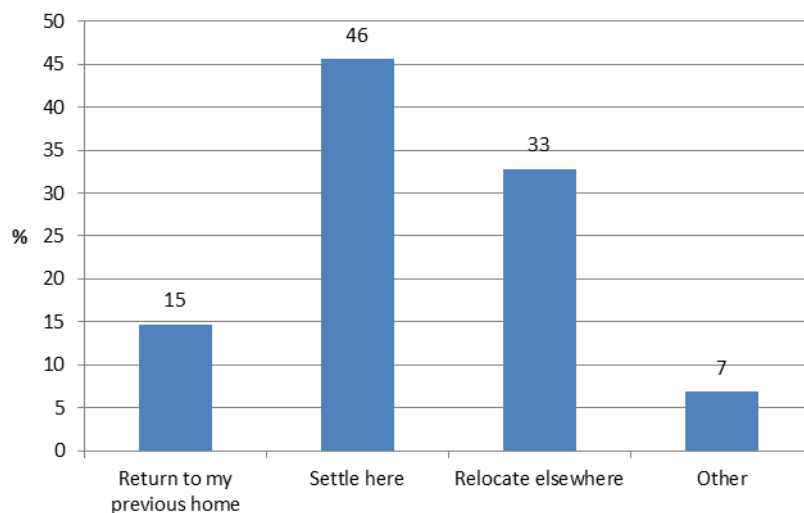


Figure 9: Intentions for the future

Other respondents reported that they did not have any fixed intention about the future. One of these respondents noted, "I am confused and do not know what to do." Another respondent stated,

“I have no plans, I am waiting for the government’s decision.” Other respondents mentioned the wish to stay or be allocated pieces of land anywhere, with the issuance of documents to prove ownership of the land. One of the survey respondents noted, “I hope the state will give us title to land and develop the community. Otherwise I wish to be relocated elsewhere”.

## 3 CONCLUSIONS AND RECOMMENDATIONS

### 3.1 Conclusions

IDP profiling is of paramount importance as it improves the availability and quality of information on IDPs through a collaborative process. Natural and man-made disasters are the major drivers of displacement in survey communities. Following displacement in Papua New Guinea, the affected IDPs have lived for several years without achieving durable solutions. Communities are disrupted and some are forced to change their livelihood strategies. Failure to cope with the effects of displacement increases the poverty and vulnerability of affected communities. These persistent needs call for a collaborative effort among state and non-state actors to ensure that those affected by displacement are quick to recover, return to their normal life, and no longer have displacement-related assistance or protection needs, and can enjoy their human rights without discrimination.

### 3.2 Recommendations

This report presents the following recommendations:

- Roll out community based planning activities to encourage community participation in identifying priority areas of need to facilitate the reintegration process and ensure sustainability.
- Prioritize skills development and livelihood diversification for IDPs in care centres in preparation for possible durable solutions. Livelihoods activities should be initiated with community involvement to ensure that the community moves towards durable solutions.
- Explore measures to ensure sustainable food security to meet household food requirements, while not creating dependency. One example could be food for assets programmes which contribute to the development of communities as well as providing immediate food assistance.
- Advocate for land access and ownership for the IDPs to enable them to develop the land and use it for agricultural production without the fear of being displaced. This measure would significantly contribute toward encouraging integration and subsistence farming hence gradually reducing dependency on food assistance. This will also create a sustainable livelihood source for the IDPs.
- Develop a policy for the protection of IDPs in Papua New Guinea. Development of an IDP policy will strengthen the government's efforts to protect citizens against arbitrary

displacement, guarantee their rights during displacement and promote the achievement of durable solutions for IDPs.

- Consider providing humanitarian assistance for IDPs living in care centres and prioritize nutrition related support for children in care centres.
- Provide water and sanitation assistance to reduce the potential health risks in IDP communities.
- Construct secondary schools in the community catchment area of selected IDP communities to reduce the distances of more than 10km covered by some children in accessing secondary or high schools.
- Build capacity among IDP households on how to construct safe and resilient shelters.
- Establish and strengthen protection committees so that community members feel safer and more protected within their communities. Conflict management should be prioritized in areas affected by tribal fighting. This will mitigate community tensions and improve the safety of IDPs. If prioritized, conflict resolution could contribute to the resolution of other challenges such food security problems resulting from reduced agricultural productivity due to conflict.
- Develop an exit strategy for care centres housing IDPs to minimize incidents of protracted displacement.
- Support IDPs to make an informed and voluntary decision regarding the durable solution they would like to pursue. Special efforts should be made to ensure the full participation of IDPs in the planning and management of their return or resettlement and reintegration. Consultations must be inclusive and involve, in full equality, all groups of IDPs, including women, youth, older persons, IDPs with special needs, and marginalized groups.

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## ANNEX I: SURVEY TEAM

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Election Amo	Disaster Officer	ENB Provincial Government	ENB
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Robin Kukuni	Technical Officer	PNG Red Cross	EHP
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