

## **ANNEX 1: LOGISTIC AND ADMINISTRATIVE SUPPORT FOR ECHO PROGRAMMES: PROBLEMS AND RECOMMENDATIONS**

This Annex is based on the report of the *ECHO's lessons learned Seminar (November 2000)*, and the *Analysis of ECHO evaluations 1996-1999 written by Telford, J, Eykenaar, J and Hummelink, M, 2000*.

### **The main problems identified and recommendations were the following:**

1. ECHO lacks a rapid response emergency team.

This could be solved by setting up of an emergency team.

2. ECHO lacks procedures and policy guidelines for emergency situations. Lighter decision procedures should be developed.

3. Lack of logistical emergency preparedness.

This results in problems

- with the setting up field offices,
- with national staff recruitment,
- with the purchase and supply of office equipment
- with obtaining means of transport and communication.
- by the absence of an imprest account.

This could be solved by including - as a standard - logistic officers in the ECHO field team, who can serve as "fixers". ECHO could develop and store "emergency logistical kits" that can be dispatched immediately after the outbreak of the crisis. Such an arrangement - if it had been in place - would have greatly assisted the East Timor operation.

4. Deficient management of EC Imprest Accounts. There is an insufficient experience with such accounts, and the procedures are cumbersome. The instructions are only available in French, and it seems impossible to grant authorising powers to ECHO field experts.

It is recommended that the imprest procedures should be streamlined, and that a clear manual is produced. The problems with the Imprest Account could also be solved by sending ECHO officers to the field as authorising officers.

5. Linking Relief and Rehabilitation to Development (LRRD).

ECHO and most of its partners have organisations that are not designed for rehabilitation aid. The successful ones in rehabilitation are therefore still the exception instead of the rule. This is due to:

- short programming cycles
- it is based on grant aid as opposed to credits
- local capacities are often under-valued
- there is often shunning of formal linkage with authorities

ECHO's comparative advantages in LRRD lie in:

- the protection of the rights of the vulnerable.
- ECHO has experience with disaster preparedness awareness and preparation, and this should receive larger priority.
- ECHO arrives first and stays longer and can help other budget lines (sister organisations) to establish. Unfortunately there is still little experience of such collaboration. The ECHO East Timor intervention scores positive in this aspect.

## **ANNEX 2: REFERENCES**

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**ANNEX 3: ABBREVIATIONS**

ACF:	Action Contre la Faim (French NGO)
ADB:	Asian Development Bank
AIDS:	Acquired Immune Deficiency Syndrome
ALA:	Asia & Latin America
AMI:	French NGO
AusAID	Australian Agency for International Development
CARE:	International NGO
CESVI:	Italian NGO
CNRT:	Conselho Nacional Resistencia Timorese / National Council of Timorese Resistance
DEPSOC:	Social Welfare Department (West Timor)
DHS:	Division of Health Services
EC:	European Community
ECHO:	European Community Humanitarian Office
EE:	East Timor Evaluation
ET:	East Timor
ETTA:	East Timor Transitional Administration
EU:	European Union
FPA:	Financing Partnership Agreement
GOI:	Government of Indonesia
HIV:	Human Immunodeficiency Virus
ICRC:	International Committee of the Red Cross
IDP:	Internally Displaced Person
IHA:	Interim Health Authority
IMR:	Infant Mortality Rate
INTERFET:	International Forces for East Timor
IOM:	International Organisation for Migration
IRC:	International Refugee Committee
LRRD:	Linking Relief Rehabilitation and Development
MDM:	Médecins du Monde (French/Portuguese NGO)
MMR:	Maternal Mortality Rate
MSF:	Médecins sans Frontières (NGO)
NGO:	Non Governmental Organisation
OCHA:	Office for Coordination of Humanitarian Affairs
PKF:	Peace Keeping Force
PMU:	Project Management Unit
PWJ:	Peace Winds Japan (NGO)
R/P:	Repatriation/Protection
RELEX:	External Relations (EC)
S/R:	Shelter/Rehabilitation
SATGAS:	Task Force for support to Refugees (West Timor)
SATLAK:	District mechanism for coordination of assistance (West Timor)
SAKTORI:	Provincial mechanism for coordination of assistance (West Timor)
SCF:	Save the Children Fund (NGO)
SWAP:	Sector-Wide Approach
TA:	Technical Assistance
TB:	Tuberculosis
TFET:	Trust Fund for East Timor
UN:	United Nations
UNDP:	United Nations Development Programme
UNHCR:	United Nations High Commissioner for Refugees
UNICEF:	United Nations Children's Fund
UNSECOORD:	United Nation Security Coordination
UNTAET:	United Nations Transitional Administration for East Timor

UNV: United Nations Volunteers  
W&S: Water and Sanitation  
WB: World Bank  
WFP: World Food Programme  
WHO: World Health Organisation

**ANNEX 4: TERMS OF REFERENCE**

EUROPEAN COMMISSION  
HUMANITARIAN AID OFFICE (ECHO)

Advisor Evaluation

***TERMS OF REFERENCE***  
***FOR THE EVALUATION OF ECHO'S HUMANITARIAN AID***  
***IN FAVOUR OF THE TIMORESE POPULATION***

**ECHO/EVA/210/2000/01015**

Name of firm: Quest Consult.  
Name of consultant: Mr. Robert SOETERS

**1. ACTIONS TO BE EVALUATED**

- Region and country : **EAST TIMOR AND WEST TIMOR**
- Period covered: **July 1999-Dec 2000**
- Sectors to be evaluated: **health, food & nutrition**
- Decision(s):
  - ECHO/IDN/210/1999/02000 for an amount of 2,000,000 EURO in 1999.
  - ECHO/IDN/210/1999/03000 for an amount of 3,000,000 EURO in 1999.
  - ECHO/IDN/210/1999/04000 for an amount of 9,400,000 EURO in 1999.
  - ECHO/IDN/210/1999/05000 for an amount of 300,000 EURO in 1999.
  - ECHO/IDN/210/2000/01000 for an amount of 3,180,000 EURO in 2000.
  - ECHO/IDN/210/2000/02000 for an amount of 867,000 EURO in 2000.
  - ECHO/IDN/210/2000/03000 for an amount of 2,000,000 EURO in 2000.
  - ECHO/IDN/210/2000/04000 for an amount of 7,890,000 EURO in 2000.

**2. INTRODUCTION**

For a long time a forgotten crisis, the situation of East Timor dramatically made headlines in the Summer of 1999 when the 800,000 indigenous inhabitants were called upon to decide between independence and autonomy within Indonesia.

While the indigenous inhabitants opted massively for independence, settlers into the province fought violently against the decision, as did those who had aided the authorities during the 24 years of Indonesian rule.

There was therefore a massive exodus of those seeking to avoid the fighting, into the hills of East Timor and into West Timor. Many East Timorese with Indonesian connections together with other settlers and Indonesian loyalists fled to Indonesia. Since October 1999, some 170.000 of the approximately 300.000 refugees in West Timor have returned home. The plight of the remaining refugees, mingled with militia members, is precarious;

In the past 18 months ECHO has taken eight separate decision to cover the crisis in both East and West Timor for some 29.25 M EURO.

As UNTAET (United Nations Transitional Administration for East Timor) progresses and a nascent state slowly appears, it is appropriate to analyse if ECHO's activities were well targeted, are still needed, and, if so, where.

This evaluation must therefore examine the situation in East Timor in the light of what has happened to date as well as examine the correct approach for the Commission as a whole in the future, taking into account the ongoing international interest in the area as evidenced by the regular "donors" conferences.

### **3. CONSULTANT'S ROLE**

Evaluation of humanitarian aid is a very important task for the European Commission, not only because of the considerable funds allocated to that purpose, but also because of its constant concern to improve the quality of its humanitarian aid and to use the credits allocated in an optimal way. During the course of the mission, whether on the ground or while the report is being drawn up, the consultant must demonstrate common sense as well as independence of judgement. He must provide answers that are both precise and clear to all points in the terms of reference, while avoiding the use of theoretical or academic language.

This evaluation is part of a global evaluation that should be carried out by a team of **three** experts with both experience in the humanitarian field and in the evaluation of humanitarian aid. These experts must agree to work in high-risk areas. Solid experience in relevant fields of work to the evaluation is also required. Excellent knowledge of English is compulsory and knowledge of Portuguese is obligatory for at least one member of the team. Knowledge of Bahasa-Indonesian would be an advantage.

The team members are responsible for the following sectors:

**Mr. Michael Atkinson**, team leader

- Responsible for the synthesis report
- Rehabilitation, repatriation, shelter and LRRD

**Mr. Robert Soeters**

- Health, Food and Nutrition

**Mrs. Pam Minnigh**

- Water & Sanitation

### **4. PURPOSE OF THE EVALUATION**

The purpose of this evaluation is set out under points 4.1 to 4.8 below:

- 4.1. to assess the suitability of the operations in favour of the Timorese inhabitants, and the level at which the programmes in the various sectors of activity concerned have been implemented and monitored;
- 4.2. to assess the degree to which the objectives pursued have been achieved and the effectiveness of the means employed;
- 4.3. to quantify the impact of the operations in terms of outputs;

- 
- 4.4. to analyse ECHO's role in the decision-making process as well as in other activities for which Commission services are responsible;
  - 4.5. to check the European Commission's visibility in the regions benefiting from the aid as well as amongst the authorities, international community and partners;
  - 4.6. to analyse the link between emergency, rehabilitation and development;
  - 4.7. to analyse the extent to which Human Rights concerns have been addressed as far as ECHO's mandate is concerned;
  - 4.8. to establish precise and concrete proposals on the future funding of ECHO with a view to improving the effectiveness of future operations. The evaluation should cover the situation of the entire population in East Timor and identify those in need of humanitarian assistance in West Timor.

## **5. SPECIFIC EVALUATION OBJECTIVES**

To this end, the consultant will develop the issues below for **his own sector defined in chapter 3**, and cover all points in his evaluation report. He will only take into account the new facts since the beginning of the operations. These specific issues must be studied in each sector evaluated as well as in the synthesis report.

- 5.1. A brief description of the operations and analysis of their context:
  - The political and social-economic situation and humanitarian needs.
  - The analysis of the region's present condition in political and socio-economic terms, should include an overview which permits situating the operations financed by ECHO. This analysis should be both quantitative and qualitative and contain information on the various economic sectors such as social and economic policies in force, the levels of income and its distribution among the refugee population, displaced or other; sanitation and medical policies, access to foodstuffs, etc.
  - The second part of the analysis should be devoted to identifying vulnerable groups and localising them, as well as giving an estimate of their needs by category.
  - The evaluation should also permit an appreciation of the capacities both of the local population and of local public authorities to deal with problems pinpointed.
- 5.2. Analysis of the **relevance** of the objectives of the operations, of the choice of the beneficiaries, and of the deployed strategy, in relation to identified needs.
- 5.3. Examination of the **co-ordination** and **coherence** for each of the sectors concerned with:
  - other donors and international operators, as well as with local authorities;
  - other European Commission services that might be operating in the same zone with projects that are similar or related to the operations. The projects identified should be described with their cost and with the aid elements they include;
  - the extent of the effectiveness of ECHO's co-ordination with the other actors;
- 5.4. Analysis of the **effectiveness** of the operations in quantitative and qualitative terms for each of the sectors;
- 5.5. Analysis of the **cost-effectiveness** of the operations. The cost-effectiveness has to be established, notably, on the basis of the quantitative elements that have been identified under point 5.4.
- 5.6. Analysis of the **efficiency** of the implementation of the operations. This analysis should cover:
  - the planning and mobilisation of aid;

- the operational capacities of the partners;
    - the strategies deployed;
    - major elements of the operations such as: staff, logistics, maintenance of accounts, selection of recipients, suitability of the aid in the context of local practices, etc.;
    - management and storage of merchandise and installations;
    - quality and quantity of merchandise and services mobilised and their accordance with the contractual specifications (including packaging conditions, the origin of merchandise and the price);
    - the systems of control and auto-evaluation set up by the partners.
- 5.7. Analysis of the **impact** of the operations. This analysis should be based on the following non-exclusive list of indicators, bearing in mind that consultants might well add others:
- contribution to the reduction of human suffering;
  - creation of dependency on humanitarian aid;
  - effect of humanitarian aid on the local economy;
  - effect on the incomes of the local population;
  - effect on health and nutritional practices;
  - environmental effects;
  - impact of humanitarian programmes on local capacity-building
- 5.8. Analysis of the **visibility** of the European Commission;
- 5.9. Analysis of the integration of “**gender issues**” (social, economic and cultural analysis of the situation of both women and men) in the intervention;
- 5.10. Analysis of the measures taken to assure the **security of aid workers**, both ex-patriate and local: means of communication placed at their disposal, specific protection measures, emergency evacuation plan;
- 5.11. Analysis of the feasibility of setting up development and/or co-operation policies which could eventually replace humanitarian aid as provided to date, if so this should include a suggested timetable for such a replacement;
- 5.12. On the basis of the results of the evaluation, the consultant will draw up operational **recommendations** on the needs of a humanitarian nature that might be financed by the European Community. These recommendations may also cover, if necessary, other domains than humanitarian aid, such as rehabilitation or development co-operation;
- 5.13. Analysis of the **methodology of programme planning** used by ECHO for the Operations for the Timorese population should be included in the synthesis report;
- 5.14. A drawing up of “**lessons learned**” which must also include the role of ECHO and other services of the Commission in the decision making process and monitoring.

## **6. WORKING METHOD**

For the purpose of accomplishing their tasks, consultants may use information available at ECHO, via its correspondents on the spot, in other Commission services, the local Commission Delegation, ECHO partners on the spot and at their headquarters, aid beneficiaries, as well as local authorities and international organisations.

The consultant will analyse the information and incorporate it in a coherent report that responds to the objectives of the evaluation.



## **7. PHASES OF THE EVALUATION**

The evaluation will last **34 days**, beginning with the date of signature of the contract by the last party and ending no later than **30/04/2001** with the acceptance of the final reports.

- 7.1. A **briefing at ECHO** with the responsible staff for **2 days** during which all the documents necessary for the mission will be provided. The day after the consultant will submit by e-mail to ECHO "Evaluation" a concise report of the briefing listing any clarifications to the terms of reference which will have to be taken into consideration during the mission;
- 7.2. A **briefing with the Commission delegation** in Jakarta.
- 7.3. The **mission to the area concerned** will last **20 days**. The consultant must work with the Commission Delegation on the spot, the ECHO correspondent in Dili, the ECHO partners, local authorities, international organisations and other donors;
- 7.4. The consultant should devote **the first day of his mission** to the area concerned to preliminary and preparatory discussions with the ECHO correspondent and local ECHO partners;
- 7.5. The **last day of the mission** should be devoted to a discussion with the correspondent and ECHO partners for observations arising from the evaluation. The team will discuss the schema and the content of the synthesis report;
- 7.6. The **draft report** should be submitted by electronic transmission (Word 7.0 format or a more recent version) to ECHO "Evaluation" in Brussels at least ten days before its presentation and discussion during the debriefing;
- 7.7. A **debriefing** at ECHO of **2 days**. The day after the consultant will submit by e-mail to ECHO "Evaluation" a concise report of the debriefing listing the points which he will have to take into consideration in amending his draft report;
- 7.8. Once the necessary amendments to the draft report, have been incorporated, the **revised text** will be resubmitted to ECHO "Evaluation", which should mark its agreement within 15 days or request further amendments;
- 7.9. Submission of the **final report** which should take account of any remarks, which may be made after the submission of the revised report.

A **visit to the headquarters of the partners** can be organised as needed before or after the mission to the area concerned.

## **8. REPORT**

- 8.1. The evaluation will result in the drawing up of **4 reports** (1 per sector and 1 synthesis report) written **in English**, of a maximum length of 15 pages including the evaluation summary which should appear at the beginning of the report.
- 8.2. The evaluation report is an extremely important working tool for ECHO. The report format appearing under points 10.2.1 to 10.2.5 below must, therefore, be strictly adhered to:

### **8.2.1. Cover page**

- title of the evaluation report:
- “Country, Operations, sector - partners - 2000.”;
- period of the evaluation mission;
- name of the evaluator;

- Indication that the report has been produced at the request of the European Commission, financed by it and that the comments contained therein reflect the opinions of the consultants only.

## 8.2.2. Table of contents

### 8.2.3. Summary (*see form in annex*)

The evaluation summary which should appear at the beginning of the report.  
evaluated operations (5 lines max)

date of evaluation:

consultant's name :

purpose & methodology (5 lines max.):

main conclusions (+/- 20 lines)

- Relevance
- Effectiveness
- Efficiency
- Co-ordination, coherence and complementarity
- Impact & strategic implications
- Visibility
- Horizontal Issues

recommendations (+/- 20 lines)

lessons learned (+/- 10 lines)

8.2.4. The **main body** of the report should start with a section on the method used and should be structured in accordance with the specific evaluation objectives formulated under point 5 above (10 pages maximum)

### 8.2.5. Annexes

- list of persons interviewed and sites visited;
- terms of reference;
- abbreviations;
- map of the areas covered by the operations financed under the operations.

8.3.1. If the report contains confidential information obtained from parties other than the Commission services, this information is to be presented as a separate annex.

8.4. The report must be written in a direct and non-academical language.

8.5. Each report shall be drawn up in 20 copies and delivered to ECHO.

8.6. The report should be submitted with its computer support (diskette or CD ROM, Word 7.0 format or a more recent version) attached.

**SUMMARY FRAMEWORK FOR THE EVALUATION OF ECHO'S  
HUMANITARIAN AID  
IN FAVOUR OF THE TIMORESE POPULATION**

The summary should provide clear and concise information about the key findings of the evaluation. Its structure must follow the main criteria commonly used for the management and evaluation of aid interventions. All subsections must be addressed. If not, a justification should be given.

To better understand this document, details on each criterion are provided in the attached annex.

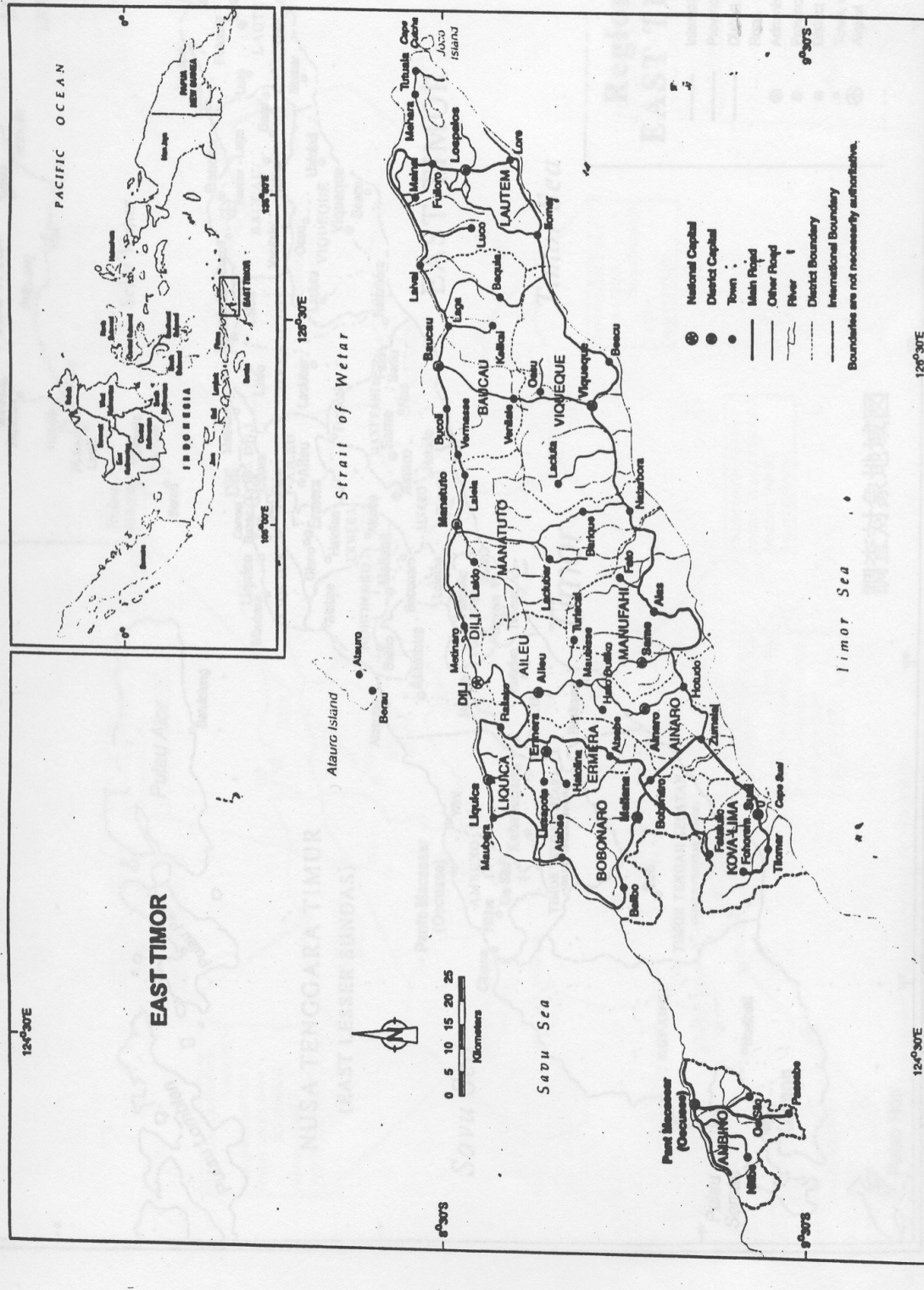
<p><b>SUBJECT OF THE EVALUATION :</b></p> <p>Country of operation (<i>or region</i>) :.....</p> <p>Name of partner (<i>main partners</i>) : .....</p> <p>Operation contract n° (<i>Decision n°</i>) : .....</p> <p>Dates &amp; duration of the operation (<i>period covered</i>) :</p> <p>Amount : .....EURO</p> <p>Sector(s) concerned and description (max. 5 lines) : .....</p>
<p><b>DESCRIPTION OF THE EVALUATION</b></p> <p>Dates for the evaluation (from - to):</p> <p>Report n° (to be filled in by ECHO) :</p> <p>Name of consultant:</p> <p>Purpose &amp; methodology (5 lines max.)</p>
<p><b>CONCLUSIONS (+/- 25 lines)</b></p> <p><i>Relevance</i></p> <ul style="list-style-type: none"> <li>- Needs assessment, identification of beneficiaries, problem analysis, methods used for needs assessment.</li> <li>- Understanding of the context and analysis of the humanitarian situation .</li> <li>- Relevance and feasibility of the intervention strategy: general objective(s), project purpose, results, activities and means, timetable, external factors, community participation, protection systems, ....</li> </ul>
<p><i>Effectiveness</i></p> <ul style="list-style-type: none"> <li>- Analysis of the attained results and the level of achievement of the project's purpose; adaptation to changes in the situation.</li> <li>- Cost-effectiveness.</li> </ul>
<p><i>Efficiency</i></p> <ul style="list-style-type: none"> <li>- Partner's operational management, organisation and implementation (technical competence, staff, effectiveness of monitoring and co-ordination), quality of products.</li> <li>- Administrative management ( costs, budget management).</li> </ul>
<p><i>Co-ordination, coherence and complementarity</i></p> <ul style="list-style-type: none"> <li>- Coherence et complementarity with interventions of other donors and Commission services.</li> <li>- Co-ordination arrangements in the field (other humanitarian agencies, local authorities, member states and others, co-operation with ECHO).</li> </ul>
<p><i>Impact &amp; strategic implications</i></p> <ul style="list-style-type: none"> <li>- Analysis of the operation's impact (measures utilised)</li> <li>- Analysis of other effects, including sustainability (dependence, environment, gender, ...).</li> <li>- Perspectives, link between emergency, rehabilitation and development.</li> </ul>
<p><i>Visibility</i></p> <ul style="list-style-type: none"> <li>- Visibility (beneficiaries, partners, local authorities)</li> <li>- Means used and effects.</li> </ul>
<p><i>Horizontal issues</i></p> <p>Gender ; LRRD ; human rights; security of humanitarian staff.</p>
<p><b>RECOMMENDATIONS (+/- 20 lines)</b></p>
<p><b>LESSONS LEARNED (+/- 10 lines)</b></p>

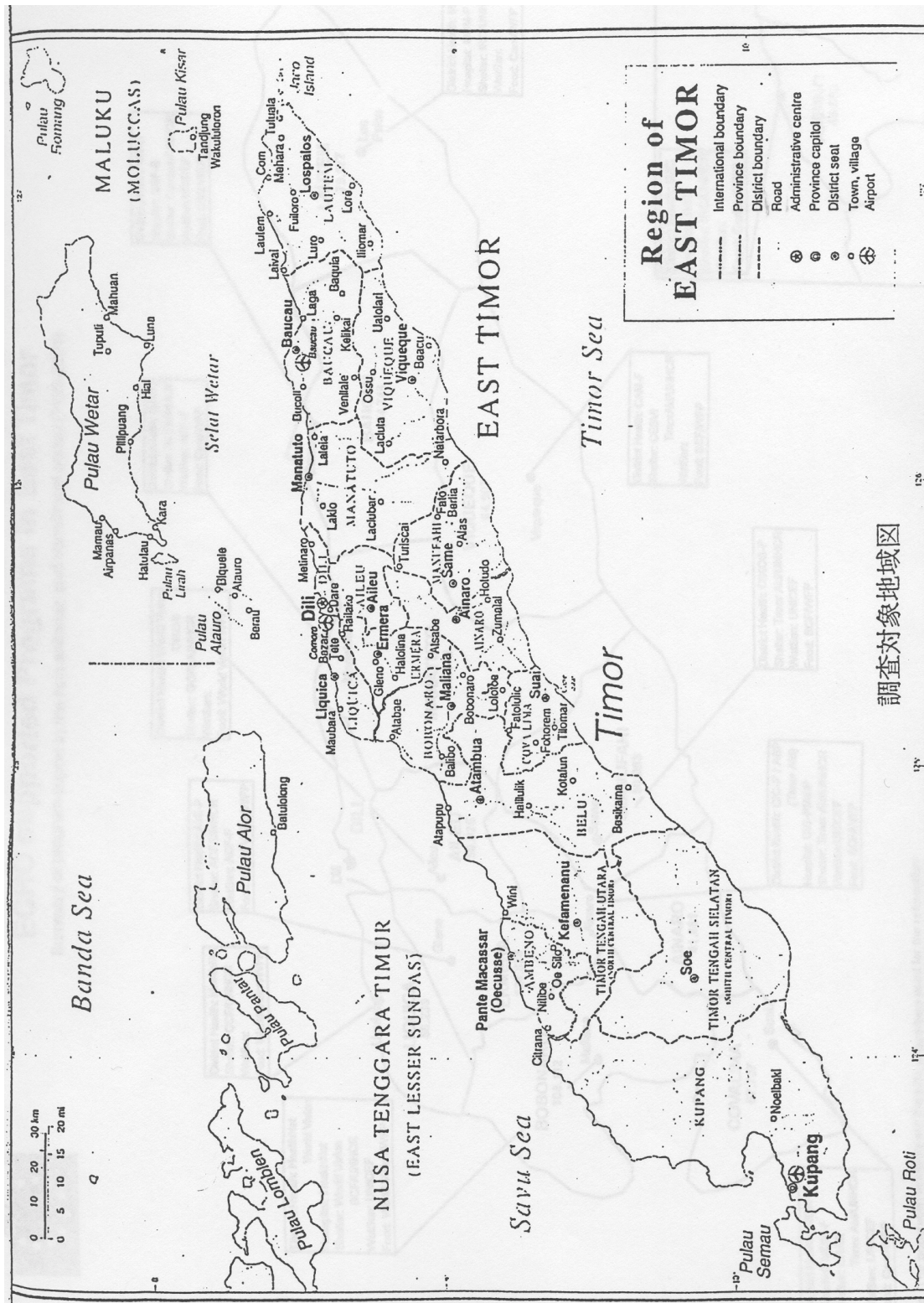
## SUMMARY FRAMEWORK FOR THE EVALUATION OF OPERATIONS ANNEX

<p><b>Relevance</b> <i>(Appraisal of the intervention's objectives. Justification of objectives in relation to the problems and needs)</i></p>
<p><u>Needs assessment</u> Identification of the beneficiaries (type, number, localisation, socio-economic information, ...) ? Description of the beneficiaries' problems ? Analysis of their needs ? Identification of the priority needs (in relation to the political and humanitarian context, and to ECHO's intervention strategy) ? Methods used to assess the needs (participatory consultations, norms used to identify humanitarian emergency, technical assessment, ...) ?</p>
<p><u>Context and humanitarian situation</u> Understanding of the country's overall situation (political, social, economic, security) and constraints ? Knowledge and analysis of the humanitarian situation ? Knowledge of the national authorities' strategies (in particular concerning disaster preparedness)? Partner's experience ? Knowledge of the local capacity to respond to the humanitarian situation ? Description of other interventions addressing the humanitarian situation ?</p>
<p><b>Co-ordination, coherence et complementarity</b> <i>(Efficient account taken of connected interventions)</i></p>
<p><u>Coherence and complementarity</u> with present and future interventions of other donors ? other Commission services ?</p>
<p>Organisation set in place for field <u>co-ordination</u> : ministries and local authorities, other humanitarian agencies (UN, NGOs), direct link with beneficiaries, co-operation with ECHO correspondent and delegation, ... ?</p>
<p><b>Effectiveness</b> <i>(level of achievement of the intervention's objectives)</i></p>
<p><u>Results</u> Attained results (qualitative et quantitative) ? Results' contribution to the project purpose (beneficiaries reached ? means of measurement, ...) ? Account taken of the situation's evolution ? Effectiveness of modifications ? Project cost in comparison with the level of achievement of the project purpose ?</p>
<p><u>Monitoring</u> Measurement systems put in place ?</p>
<p><u>Factors of success/ failure</u> Description of success strategies ? Analysis of weakness and recommendations ?</p>
<p><b>Efficiency</b> <i>(Economic quality of the transformation of means into results and achievements)</i></p>
<p><u>Partner's operational management / organisation &amp; implementation</u> Technical competence : planning (respect of timetable, management system, ... ), mobilisation capacity ? Logistics management ? Appropriate quality and quantity of products delivered ? Transport, distribution and storage systems ... ? Respect of local habits ? Technical aspects specific by sectors ? Personnel : Competence of employed personnel ? Organisation in the field ? Personnel security measures ? Communication ? ... Monitoring : quality of the monitoring ? Auto-evaluation ? Quality control ? Quality of the reporting ? ... Co-ordination : quality of the co-ordination ?</p>
<p><u>Administrative management</u> Costs ? Budget management ? Supply policy ? ...</p>
<p><b>Impact &amp; strategic implications</b> <i>(Effects deriving from the intervention. Changes in the situation</i></p>

<i>after the intervention)</i>
<u>Impact</u> Analysis of the impact ? Measures used ? Contribution to the reduction of human suffering ? Dependence on humanitarian aid ? Effects on the local population's income ? Effects on gender aspects ? environment ? strengthening of local capacities ? Other effects ?
<u>Perspectives &amp; viability</u> Perspectives for the future ? Emergency, protracted crisis, rehabilitation ? Opportunity to initiate development operations ? Respect of the Madrid Declaration principles ?
<b>Visibility</b> ( <i>Means of communicating about ECHO's presence and actions</i> )
Means used ?
Visibility » achieved ?
<b>Horizontal issues</b> (...)
Gender : were the gender aspects appropriately taken into account in the design phase and during the implementation of the project ?
LRRD :
Human rights :
Security of the humanitarian staff :
<b>RECOMMENDATIONS</b> (+/- 20 lines)
<b>LESSONS LEARNED</b> (+/- 10 lines)

ANNEX 5: MAPS OF THE AREAS COVERED BY THE OPERATIONS FINANCED BY ECHO

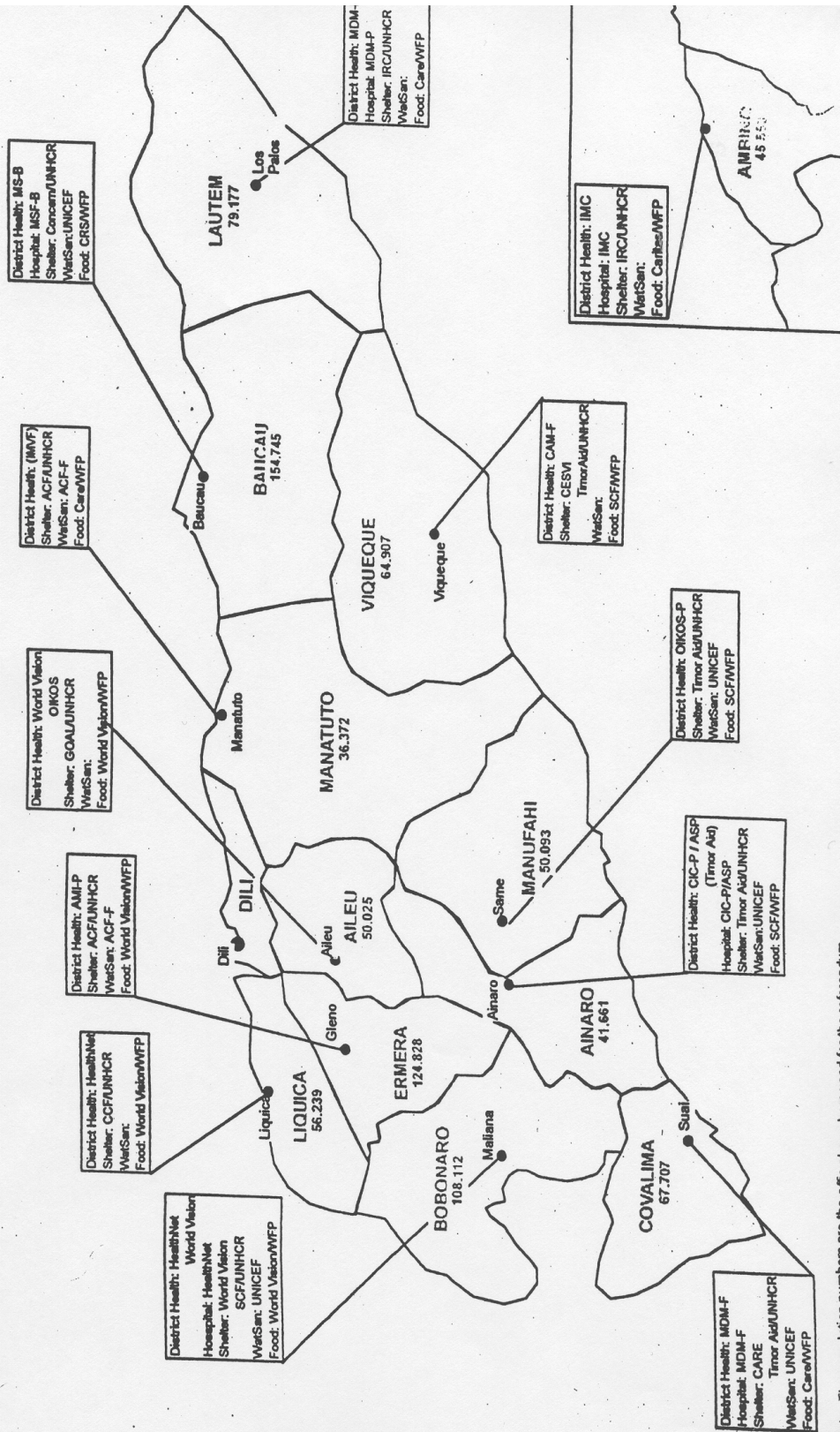






# ECHO supported Programs in East Timor

Summary of program support in the humanitarian and transitional period (1999-2001)



Note: The population numbers are the official numbers used for the referendum