



## **Humanitarian Aid Decision**

23 02 01

**Title:** Humanitarian aid in favour of the people of Timor-Leste and Indonesia victims of natural disasters or affected by internal conflict

**Location of operation:** SOUTH EAST ASIA

**Amount of decision:** 2,000,000 euro

**Decision reference number:** ECHO/-XA/BUD/2004/02000

### **Explanatory Memorandum**

#### **1 - Rationale, needs and target population:**

##### **1.1. - Rationale:**

#### **Nutritional impact of the drought in Timor-Leste and the eastern part of Indonesia.**

The population of Timor-Leste has not recovered from high prevalence of acute malnutrition caused by the two year drought that affected the country between 2001 and 2003. In August 2004, an ECHO funded nutritional survey carried out by EPICENTRE<sup>1</sup> on the western districts of Liquisa, Bobonaro and Cova Lima found that the proportions of global acute malnutrition (wasting) were 14,5 % for the lowlands and 12,9 % for the highlands. Other nutritional surveys carried out in other districts found that wasting prevalence ranged from 12% to 19%:

	<b>Wasting %</b>		
	<b>Total</b>	<b>Moderate</b>	<b>Severe</b>
UNICEF MICS - 2002 (Country level)	12.0	9.9	2.1
GTZ Survey – 2003 (East: Baucau & Viqueque)	19.0	13.7	5.3
Demographic Health Survey – 2003 (Country level)	12.0	9.3	2.7
Oxfam Survey – 2004 West: Oecussi	17.8	14.1	1.7
CARE/Epicentre survey 2004 West: Liquica, Bobonaro & Covalima	LL : 14.5 HL : 12.9	12.1 10.9	2.4 2.0

<sup>1</sup> Assessment of nutritional status and vaccine coverage in Timor-Leste. Liquiça, Covalima and Bobonaro districts. Christine Dubray and Angela M.C. Rose, August 2004.

These results show that the nutritional situation is serious at country level and critical in the western and eastern districts. No information is available concerning the central districts.

The drought also affected West Timor (Indonesia). Nutritional data gathered by ECHO partners implementing the Decision ECHO/IDN/210/2003/02000, showed that wasting is over 10% in some of the refugee camps but the information is not statistically representative. CARE Netherlands has informed ECHO that it is currently carrying out a nutritional survey in the area. Depending on the results of the survey, further humanitarian aid might be needed in 2005 once ongoing nutritional projects are finished.

EPICENTRE's survey found that vaccine coverage was extremely low in the three surveyed districts. Only 6,9 % of the surveyed children in the highlands were fully vaccinated (15,8 % in the lowlands) and only 10,3 % were vaccinated against measles (25,1 % in the lowlands).

### **Displacement as a result of internal conflict in Indonesia**

On February 2001, some 180,000 Madurese were displaced from Central Kalimantan to Madura Island<sup>2</sup> in East Java. The displacement was originated by clashes between immigrant Madurese and indigenous Dayaks that resulted in at least 450 Madurese deaths<sup>3</sup>. Data collected by the Government at the beginning of 2004 showed that some 130,000 IDPs (Internally Displaced People) remained in Madura at that time.

In June 2004, an OCHA led UN inter-agency mission assessed the situation of the IDPs in Madura and found that living conditions in the camps and private houses were below standard and that "the IDPs in Madura were in a worse condition than anywhere else in the country". The mission reported that there was a caseload of 120,000 IDPs and that virtually all of them "desperately want to return" but lacked the necessary funds. The mission recommended "to support the return process in a low-key manner in order to avoid a recurrence of the violence that erupted in February 2001". In the months that followed OCHA's mission, the Government started to distribute a return assistance package (some EUR 300 per person) that prompted the return of some 57,500 people. It is foreseen that the Government's assistance will continue until December 2004. The impoverished status of the IDPs makes additional humanitarian assistance necessary in order to sustain livelihoods of both IDPs deciding to return and those deciding to remain in Madura after December 2004.

The ongoing conflict in Aceh has caused a fivefold increase on the influx into Malaysia of persons of concern to UNHCR seeking protection (from 3,000 at the beginning of 2003 to 15,000 at the beginning of 2004). As of October 2004, the number of Acehnese registered with UNHCR and in possession of temporary protection documentation was approximately 10,000. Since the break-down in the peace negotiations in 2003 and the continued crack-down on illegal migrants/asylum seekers, UNHCR has witnessed a major increase in the protection needs of asylum seekers. As of September 2004, there were over 150 Acehnese in detention, awaiting deportation/refoulement. UNHCR believes that there are thousands of Acehnese asylum seekers scattered throughout Malaysia who are in need of protection but are too worried about their physical security to risk approaching UNHCR.

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<sup>2</sup> OCHA Consolidated Appeal Process 2004

<sup>3</sup> According to an International Crisis Group report of June 2001 (Communal Violence in Indonesia: Lessons from Kalimantan), estimations range from 456 (police) to 5,000 (Madurese leaders).

## 1.2. - Identified needs:

### **a) Nutrition**

Taking into account both the findings and the recommendations of the EPICENTRE survey and the causes of malnutrition identified by CARE in the areas targeted by this Decision, the following needs should be addressed:

- Medical and nutritional treatment of severely acute malnourished
- Supplementary feeding for the moderately acute malnourished.
- Better nutritional practices among malnourished population.
- Safe water supply to malnourished children households.
- Better quantity and quality of food intake in malnourished children households.

### **b) Health**

Given that vaccine coverage in Timor-Leste is very low, a “catch up” immunisation campaign for all antigens for all children under five years old needs to take place as soon as possible. This needs to be followed by a survey to assess coverage and evaluate effectiveness.

### **c) Assistance to victims of internal conflict**

The condition of Madurese IDPs is very poor according to an OCHA assessment of June 2004. The temporary shelter provided to them in 2001 has deteriorated to the point of not being acceptable for human accommodation and they suffer from scarcity of food and income generation opportunities. As a consequence of the lack of income they are not able to pay the fees required for health services and lack therefore access to basic health care.

An additional consequence of the poor conditions in which IDPs are living is that many of the Madurese that are returning to Central Kalimantan are unable to recover their livelihoods if they are not provided with initial assistance in addition to the Government’s package. Their specific needs include, according to needs assessments undertaken by CARE Netherlands and OXFAM Great Britain, shelter for those who have lost their houses, food security, income generation activities and provision of safe water supply and sanitation to the return sites.

### **d) Protection for Acehese refugees in Malaysia**

Acehese asylum seekers and refugees are in need of protection from UNHCR in order to avoid being treated as illegal immigrants by the Malaysian Government, which has not signed the major international instruments relating to refugees. As according to UNHCR the Government of Malaysia is expected to conduct a major crackdown on illegal migrants in January 2005, asylum seekers are in need of a rapid processing of their refugee claims so they can be granted either temporary protection documentation or afforded individual refugee status.

### 1.3. - Target population and regions concerned:

#### a) Nutrition

Nutritional actions funded by this Decision in Timor-Leste will target some 4,781 malnourished children (WFH Z score < - 2) between 6-59 months of age and 8,188 pregnant and lactating mothers in 14 subdistricts of Liquica, Covalima and Ainaro Districts.

#### b) Health

Health actions funded by this Decision in Timor-Leste will target some 25,000 children in all Districts of the country.

#### c) **Assistance to victims of internal conflict**

This component of the Decision will target:

- Some 30,000 people in Central Kalimantan, including Madurese returnees, local Dayaks and people from other local minority indigenous groups.
- Some 25,000 people in Madura island, including Madurese IDPs and host population.

#### d) **Protection for Acehese refugees in Malaysia**

The Decision will target some 12,000 Acehese asylum seekers and refugees living in Malaysia.

### 1.4. - Risk assessment and possible constraints:

Further nutritional funding will be needed in 2005 in order to respond to the current nutritional crisis in Timor-Leste. Ongoing nutritional actions, either funded by ECHO under this or previous Decisions or funded by other donors, do not cover all of the country's potential nutritional needs, as the situation has not been assessed in all of the country's districts and the implementing capacity available in place is currently limited.

In Aceh, the election of a new president in Indonesia has not had any impact on the humanitarian actors' access to the victims of the conflict so far. Under the present conditions the delivery of humanitarian assistance in respect of humanitarian principles is not feasible. However, the possibility of an opening was not discarded by some of the humanitarian actors that a recent ECHO mission encountered in Jakarta. If full access is granted to humanitarian actors in 2005, humanitarian aid in support of the victims of the conflict is likely to be needed.

## **2- Objectives and components of the humanitarian intervention proposed:**

### 2.1. - Objectives:

Principal objective:

To provide protection and assistance to the Timor-Leste and the Indonesian population victims of natural disasters or affected by internal conflict.

### Specific objectives:

- To decrease the mortality rate of children of Timor-Leste caused by acute malnutrition and low vaccination cover.
- To sustain the livelihood security of returnees, internally displaced and other conflict affected population in Indonesia.
- To provide effective protection and prevent refoulement of Indonesian refugees living in Malaysia

### 2.2. - Components:

#### 2.2.1. To decrease the mortality rate of children in Timor-Leste.

- Supplementary feeding for acutely malnourished children and for pregnant and lactating mothers.
- Medical and nutritional treatment and follow up for severely acute malnourished children.
- Safe water supply and hygiene education in communities affected by acute malnutrition.
- Establishment of kitchen gardens in order to increase vegetable consumption at household level.
- Vaccination of 25,000 children.
- De-worming and distribution of Vitamin A to children under-five years old.

#### 2.2.2. To sustain the livelihood security of returnees, internally displaced and other affected population in Indonesia.

- Increasing food and income security for Madurese returnees and local conflict affected population in Central Kalimantan.
- Providing shelter to Madurese IDPs and returnees and to ethnic minorities and Dayaks in Central Kalimantan.
- Providing safe water supply to return sites in Central Kalimantan.
- Providing psychosocial support to children affected by the conflict in Central Kalimantan.
- Providing access to health services to Madurese IDPs in East Java.
- Assessing the constraints preventing the return of the Madurese IDP caseload and promoting reconciliation meetings with host populations.

#### 2.2.3. To provide effective protection and prevent refoulement of Indonesian refugees living in Malaysia

- Providing protection documentation for Acehnese asylum seekers determined to be in need of asylum.

### **3 - Duration foreseen for actions within the framework of the proposed decision:**

The duration for the implementation of this decision will be 14 months. Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 01/01/2005 in order to enable support to some humanitarian operations scheduled to start on that date.

The start date of this Decision is 01/01/2005.

If the implementation of the actions envisaged in this decision is suspended due to *force majeure* or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the decision.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedures established in the general conditions of the specific agreement will be applied.

#### 4 –Previous interventions/decisions of the Commission within the context of the crisis concerned herewith

List of previous ECHO operations in INDONESIA/MALAYSIA/EAST TIMOR				
Decision number	Decision type	2002 EUR	2003 EUR	2004 EUR
ECHO/IDN/210/2002/01000	Non Emergency	1,540,000		
ECHO/IDN/210/2002/02000	Non Emergency	2,000,000		
ECHO/IDN/210/2003/02000	Non Emergency		1,840,000	
ECHO/IDN/210/2003/01000	Non Emergency		1,660,000	
ECHO/TMP/210/2003/01000	Emergency		2,000,000	
ECHO/-XA/BUD/2004/01000	Non Emergency			1,750,000
	<b>Subtotal</b>	3,540,000	5,500,000	0
	<b>Total 2002+2003+2004</b>	3,540,000	5,500,000	0

Dated : 18/11/2004  
Source : HOPE

## 5 - Other donors and donor co-ordination mechanisms

Donors in INDONESIA/MALAYSIA/EAST TIMOR the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	0	ECHO	5,323,333		
Belgium	0	Other services			
Denmark	0				
Finland	0				
France	0				
Germany	400,000				
Greece	0				
Ireland	0				
Italy	0				
Luxembourg	0				
Netherlands	0				
Portugal	0				
Spain	0				
Sweden	0				
United Kingdom	0				
Subtotal	400,000	Subtotal	5,323,333	Subtotal	0
		Grand total	5,723,333		

Dated : 18/11/2004

(\*) Source : ECHO 14 Points reporting for Members States. <https://hac.cec.eu.int>

Empty cells means either no information is available or no contribution.

## 6 –Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: 2,000,000 euro

6.2. - Budget breakdown by specific objectives

<b>Principal objective:</b> <i>To provide protection and assistance to the Timor-Leste and the Indonesian population victims of natural disasters or affected by internal conflict.</i>				
<b>Specific objectives</b>	<b>Allocated amount by specific objective (Euro)</b>	<b>Possible geographical area of operation</b>	<b>Activities</b>	<b>Potential partners<sup>4</sup></b>
<p>Specific objective 1:</p> <p>To decrease the mortality rate of children of Timor-Leste caused by acute malnutrition and low vaccination cover.</p>	900,000	<p><u>Nutrition:</u> Districts of Liquiça, Cova-Lima and Ainaro</p> <p><u>Immunisation:</u> All country</p>	<ul style="list-style-type: none"> <li>- Supplementary feeding for malnourished children and pregnant/lactating mothers.</li> <li>- Medical and nutritional treatment for severely acute malnourished children.</li> <li>- Safe water supply and hygiene education in communities affected by malnutrition.</li> <li>- Establishment of kitchen gardens to increase vegetable consumption at household level.</li> <li>- Vaccination of 25,000 children.</li> <li>- De-worming and distribution of Vitamin A to children under-five years old.</li> </ul>	<ul style="list-style-type: none"> <li>- CARE - AUT</li> <li>- UNICEF BEL</li> </ul>
<p>Specific objective 2:</p> <p>To sustain the livelihood security of returnees, internally displaced and other conflict affected population in Indonesia.</p>	930,000	<p>Provinces of Central Kalimantan and East Java</p>	<ul style="list-style-type: none"> <li>- Increasing food and income security for Madurese returnees and local conflict affected population in Central Kalimantan.</li> <li>- Shelter for Madurese, ethnic minorities and Dayaks in C. Kalimantan.</li> <li>- Safe water supply for return sites in Central Kalimantan.</li> <li>- Psychosocial support to children affected by the conflict in Central Kalimantan.</li> <li>- Providing access to health services to Madurese IDPs in East Java.</li> <li>- Assessing the constraints preventing the return of the Madurese IDP caseload and promoting reconciliation meetings with host populations.</li> </ul>	<ul style="list-style-type: none"> <li>- CARE NEDERLAND (FORMER DRA)</li> <li>- OXFAM - UK</li> </ul>
<p>Specific objective 3:</p> <p>To provide effective protection and prevent refoulement of Indonesian refugees living in Malaysia</p>	170,000	<p>Malaysia</p>	<ul style="list-style-type: none"> <li>- Providing protection documentation for Acehnese asylum seekers determined to be in need of asylum</li> </ul>	<ul style="list-style-type: none"> <li>- UNHCR - BEL</li> </ul>
<b>TOTAL</b>	<b>2,000,000</b>			

<sup>4</sup> CARE OSTERREICH, (AUT), OXFAM (GBR), Stichting CARE Nederland, UNICEF, UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES - BELGIUM

## 7 –Evaluation

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

[http://europa.eu.int/comm/echo/evaluation/index\\_en.htm](http://europa.eu.int/comm/echo/evaluation/index_en.htm).

## 8 –Budget Impact article 23 02 01

	CE (in Euro)
Initial available appropriations for 2004	472.000.000
Virement Commission	-3.700.000
Supplementary budgets	
Transfers	
<b>Total available appropriations</b>	<b>468.300.000</b>
Total executed to date (as at 15/11/2004)	450.784.311,78
Available remaining	17.515.688,22
<b>Total amount of the Decision</b>	<b>2.000.000</b>

## COMMISSION DECISION

of

**on the financing of humanitarian operations from the general budget of the European Union in SOUTH EAST ASIA**

### THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,  
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid<sup>5</sup>, and in particular Article 14 thereof,

Whereas:

- (1) The population of Timor-Leste suffers from high prevalence of acute malnutrition caused by protracted drought.
- (2) Recent surveys have found that vaccine coverage in Timor-Leste is very low.
- (3) A United Nations assessment has found that the living conditions of Madurese internally displaced people living in East Java have seriously deteriorated.
- (4) The Madurese population returning to their areas of origin in Central Kalimantan lack sufficient means to restore their livelihoods.
- (5) Ongoing conflict in Aceh has resulted in an increased influx of asylum seekers to Malaysia.
- (6) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 14 months.
- (7) It is estimated that an amount of 2,000,000 euro from budget line 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to over 100,000 people, taking into account the available budget, other donors' interventions and other factors.

HAS DECIDED AS FOLLOWS:

#### *Article 1*

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of 2,000,000 euro for humanitarian aid operations in favour of the people of Timor-Leste and Indonesia victims of natural disasters or affected by internal conflict by using line 23 02 01 of the 2004 budget of the European Union.

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<sup>5</sup> OJ L 163, 2.7.1996, p. 1-6

2. In accordance with Article 2 of Regulation (EC) No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:
  - To decrease the mortality rate of children of Timor-Leste caused by acute malnutrition and low vaccination cover.
  - To sustain the livelihood security of returnees, internally displaced and other conflict affected population in Indonesia.
  - To provide effective protection and prevent refoulement of Indonesian refugees living in Malaysia

The amounts allocated to each of these objectives are listed in the annex to this decision.

#### *Article 2*

The Commission may, where this is justified by the humanitarian situation, re-allocate the funding levels established for one of the objectives set out in Article 1(2) to another objective mentioned therein, provided that the re-allocated amount represents less than 20% of the global amount covered by this Decision.

#### *Article 3*

1. The duration for the implementation of this decision shall be for a maximum period of 14 months, starting on 01/01/2005.
2. Expenditure under this Decision shall be eligible from 01/01/2005.
3. If the operations envisaged in this Decision are suspended owing to *force majeure* or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the implementation of this Decision

#### *Article 4*

This Decision shall take effect on the date of its adoption.

Done at Brussels,

*For the Commission*

*Member of the Commission*

## Annex: Breakdown of allocations by specific objectives

<b>Principal objective :</b> To provide protection and assistance to the Timor-Leste and the Indonesian population victims of natural disasters or affected by internal conflict.	
<b>Specific objectives</b>	<b>Amount per specific objective (Euro)</b>
To decrease the mortality rate of children of Timor-Leste caused by acute malnutrition and low vaccination cover.	900,000
To sustain the livelihood security of returnees, internally displaced and other conflict affected population in Indonesia.	930,000
To provide effective protection and prevent refoulement of Indonesian refugees living in Malaysia	170,000
<b>TOTAL</b>	<b>2,000,000</b>

Grants for the implementation of humanitarian aid within the meaning of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid are awarded in accordance with the Financial Regulation, in particular Article110 thereof, and its Implementing Rules in particular Article168 thereof.<sup>6</sup>

Rate of financing: In accordance with Article169 of the Financial Regulation, grants for the implementation of this Decision may finance 100% of the costs of an action.

Humanitarian aid operations funded by the Commission are implemented by NGOs and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) (in conformity with Article 163 of the Implementing Rules of the Financial Regulation) and by United Nations agencies based on the Financial and Administrative Framework Agreement (FAFA). The standards and criteria established in Echo's standard Framework Partnership Agreement to which NGO's and International organisations have to adhere and the procedures and criteria needed to become a partner may be found at

[http://europa.eu.int/comm/echo/partners/index\\_en.htm](http://europa.eu.int/comm/echo/partners/index_en.htm)

<sup>6</sup> Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, , OJ L248, 16/09/2002 and No 2342/2002 of 23 December 2002, OJ L 357 of 31/12/2002.