



**Emergency Humanitarian Aid Decision**

**23 02 01**

Title: Emergency Humanitarian aid in favour of the people of Timor Leste affected by internal conflict.

Location of operation: EAST TIMOR

Amount of Decision: EUR 3,000,000

Decision reference number: ECHO/TMP/BUD/2006/01000

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**Explanatory Memorandum**

**1 - Rationale, needs and target population.**

1.1. - Rationale:

Four years after Timor Leste achieved independence in 2002, the apparent stability that the country seemed to enjoy has suddenly given way to civil strife and communal violence.

The crisis began with the dismissal in March 2006 of 591 soldiers, representing 35% of the Timorese army. From late April to June 2006, the tensions have gradually unfolded, with demonstrations demanding the removal of elected leaders and turning into riots, gangs with guns and machetes terrorising the population of the capital Dili and occupying government buildings, looting and burning houses, shops and warehouses, murdering people, and attacking security forces. The unrest has allowed a lingering civil and political crisis to surface at a wider scale.

On 30 May 2006, President Xanana Gusmao declared a state of emergency for 30 days, assuming direct control of the armed forces. The Prime Minister and the Foreign Minister have both resigned. Tensions between the most prominent actors of the Timorese political scene are continuing. The political situation is expected to remain instable until the next presidential and parliamentary elections in mid 2007. In addition, a contention between the Lorosaes (Easterners) and the Loromonos (Westerners) in the country, a previously unknown factor contributing to the crisis, has appeared, adding further complexity to the situation.

In response to the latest round of violence, the Government of Timor Leste officially requested international support. Despite the arrival of some 2,500<sup>1</sup> foreign troops from Australia, Portugal, New Zealand and Malaysia in May, which has contributed to restoring a certain level of order in Dili, the security situation remains tense and volatile. The economy in Dili and beyond is halted.

The immediate result of these violent events is that the population of Dili has been fleeing their homes and moved to the relative safety of improvised Internally Displaced People (IDP) camps. Camps have sprung up quite anarchically around churches, convents and other places, like schools, international agencies, diplomatic compounds and posts of security forces. As of 15 June 2006, 35 IDP camps in Dili counted 68,296 persons<sup>2</sup>. In addition, another 70,000 people<sup>3</sup> are estimated to have fled Dili to stay in camps or with relatives or friends. One can assume that half of the capital's population has been displaced.

## 1.2. - Identified needs:

Non-Governmental Organizations and United Nations agencies that were already in Timor Leste organized themselves to cover the first emergency needs: distribution of food, water trucking in the camps, mobile health clinics, emergency shelters. However, they quickly became overwhelmed by the scale of the crisis: by mid June, the massive flow of IDPs had reached nearly 140,000 people, i.e. 15% of the total population of Timor Leste, which is estimated at 900,000 people.

68,296 persons have moved to live under basic conditions provided by the improvised IDP camps in Dili. Specific humanitarian areas that need to be immediately addressed include food, emergency shelter, protection, health, water and sanitation, and non-food items. In these camps, vulnerable groups including elderly people, women and children are of particular concern.

An estimated 70,000 people have fled from Dili to seek refuge in the districts. Of these 70,000, a population of 6,000 to 7,000<sup>4</sup> is currently living in nine camps established in the districts of Baucau, Liquica and Ermera. Families and friends are hosting the remaining part of the displaced population. These persons, who have been equally affected by the crisis and the shortage of food, have received very limited humanitarian assistance so far, because of security constraints. Although their needs will have to be better assessed once the security situation allows, they are expected to be the following: provision of food and non-food items, emergency shelter, health, protection, and water and sanitation.

In addition, it is estimated that more than 4,000 houses (out of an estimated total of 20,000 in Dili) and many business shops, public buildings and essential utilities have been looted or

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<sup>1</sup> Approximately 2,000 Australian Forces, 330 Malaysian Forces, 160 New Zealand forces, 120 Portuguese police

<sup>2</sup> Source: camp registration from the Inter-agency Humanitarian Coordination Group (HCG): UN agencies, CONCERN, CARE, WorldVision, Cruz Vermelha Timor Leste, Plan International, Catholic Relief Services, CARITAS, OXFAM

<sup>3</sup> Source: estimation from the HCG, based on information from Government (district and sub-district administrations) and other sources (local and international NGOs and community-based organizations)

<sup>4</sup> Source: estimation as of 15 June 2006 from the HCG, still to be confirmed, based on information from Government (district and sub-district administrations) and other sources (local and international NGOs and community-based organizations)

burned in Dili<sup>5</sup>. Two large government warehouses have been looted. This implies a lengthy need of humanitarian support, a sustained process of assistance for at least 800 families, and rehabilitation measures to entice the return of IDPs and restart an economic life.

The coordination of the humanitarian response among Non Governmental Organizations and UN agencies is good, facilitated by the presence before the crisis of a small humanitarian community with strong ties. An inter-agency Humanitarian Coordination Group (HCG) which includes UN agencies and local and international non-governmental organizations was established in the early days of the crisis to plan and coordinate humanitarian assistance activities. The HCG has been meeting on a regular basis since 1 May under the leadership of the Ministry of Labour and Community Reinsertion.

The UN have issued an inter-agency Flash Appeal for USD 18,882,168, for which they have already received commitments for USD 4,134,815 from the Central Emergency response Fund (CERF).

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

Although the majority of the Timorese population – already among the poorest people in Asia – has already been affected by the current crisis, the inhabitants of Dili have borne the brunt of nearly all the violence, looting and fighting. Hence, Dili inhabitants represent the major part of the IDP population.

Humanitarian programmes under this Decision will be focusing on the IDP population in and outside IDP camps. This population is currently estimated at 140,000 people. Other potential beneficiaries, pending further assessment of the humanitarian needs of IDPs outside Dili, are the hosting families of IDPs.

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

Despite the presence of some 2,500 foreign troops, there are many unsafe areas in the capital Dili. In some cases military escorts are still needed for the distribution of food and non-food items, and to facilitate the work of the teams providing other humanitarian assistance. There is a risk that this situation further deteriorates, which would have an immediate impact on the capacity of humanitarian actors to provide assistance to IDPs.

So far, the security situation outside of Dili has not allowed a satisfactory assessment of the needs of the population that has fled to the districts. There is a risk that the districts remain unsafe, making access to the IDPs and provision of humanitarian assistance difficult.

The IDPs live in fear as they see themselves as potential targets of violence. They are particularly sensitive to rumours of violence, which remind them of the deadly weeks of the 1999 upheaval. This dissuades their return and makes their return and reintegration process likely to be a lengthy one. The political situation is expected to remain volatile until next elections in mid 2007. Therefore, the current situation may continue for months, and additional resources may be needed to address the humanitarian needs of the affected population.

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<sup>5</sup> Source: UN Inter-agency Appeal

## **2 - Objectives and components of the humanitarian intervention proposed:** <sup>6</sup>

### 2.1. - Objectives:

Principal objective: To save and preserve the life of the population of Timor-Leste affected by internal conflict.

Specific objectives:

- To provide emergency support to the people of Timor Leste affected by the internal conflict

### 2.2. - Components:

- Food
- Emergency Shelter
- Protection
- Water and sanitation
- Non-food items
- Health Care
- Rehabilitation
- Specific actions such as logistics, and potentially needs assessments.

## **3 - Duration expected for actions in the proposed Decision:**

The duration of humanitarian aid operations shall be maximum 6 months from their start date.

Expenditure under this Decision shall be eligible from 1 June 2006.

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 humanitarian aid operations.

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 procedure established in the general conditions of the specific agreement will be applied.

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<sup>6</sup> 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 Article 110 thereof, and its Implementing Rules in particular Article 168 thereof (Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, OJ L248 of 16 September 2002 and No 2342/2002 of 23 December 2002, OJ L 357 of 31 December 2002).

Rate of financing: In accordance with Article 169 of the Financial Regulation, grants for the implementation of this Decision may finance 100% of the costs of an action.

#### 4 - Previous interventions/Decisions of the Commission within the context of the current crisis

##### List of previous DG ECHO operations in EAST TIMOR

Decision Number	Decision Type	2004 EUR	2005 EUR	2006 EUR
ECHO/TMP/BUD/2005/01000	Non Emergency		2,500,000	
	Subtotal	0	2,500,000	0
	Grand Total		2,500,000	

Dated : 14/06/2006

Source : HOPE

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

##### Donors in EAST TIMOR the last 12 months

1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	2,500,000		
Belgium		Other services			
Cyprus					
Czech republic					
Denmark					
Estonia					
Finland					
France					
Germany	50,000				
Greece					
Hungary					
Ireland					
Italy					
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands					
Poland					
Portugal	14,007				
Slovakia					
Slovenie					
Spain					
Sweden	52,214				
United kingdom					
Subtotal	116,221	Subtotal	2,500,000	Subtotal	0
		Grand total	2,616,221		

Dated : 14/06/2006

(\*) Source : DG ECHO 14 Points reporting for Members States. <https://hac.ec.europa.eu>  
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: EUR 3,000,000

### 6.2. - Budget breakdown by specific objectives

<b>Principal objective:</b> To save and preserve the life of the population of Timor-Leste affected by internal conflict			
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Potential partners<sup>7</sup></b>
Specific objective 1: To provide emergency support to the people of Timor Leste affected by the internal conflict	3,000,000	Timor Leste	- PLAN INTERNATIONAL UK - UN - UNHCR - BEL - UN - WFP-PAM - WORLD VISION DEU
TOTAL: 3,000,000			

<sup>7</sup> PLAN INTERNATIONAL (UK), UNITED NATIONS - WORLD FOOD PROGRAMME, UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES - BELGIUM, WORLD VISION, (DEU)

**7 - Budget Impact article 23 02 01**

-	CE (EUR)
Initial Available Appropriations for 2006	470,429,000
Supplementary Budgets	-
Transfers	-
<b>Total Available Credits</b>	470,429,000
Total executed to date (by 19/06/2006)	359,767,000
Available remaining	110,662,000
<b>Total amount of the Decision</b>	3,000,000

**COMMISSION DECISION**  
**of**  
**on the financing of emergency humanitarian operations from the general budget of the**  
**European Union in**  
**EAST TIMOR**

**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>8</sup>, and in particular Article 13 thereof,

Whereas:

- (1) The dismissal of 594 soldiers from the Timor Leste army in March 2006 triggered a wider civil and political crisis, resulting in an escalation of civil violence, riots, murders, looting and attacks on security forces, leading the President of Timor Leste to call for foreign forces to help reinstate law and order and to declare a State of Emergency on 30 May 2006.
- (2) A major part of the population of the capital Dili fled their homes to seek safety in camps and with families and relatives.
- (3) Assessments conducted by humanitarian organisations have shown that internally displaced people and their hosting families are in urgent need of food and relief assistance, shelter, protection, health care, water and sanitation.
- (4) Humanitarian aid operations financed by this Decision should be of a maximum duration of 6 months.
- (5) It is estimated that an amount of EUR 3,000,000 from budget line 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to the 140,000 Internally Displaced People and their hosting families, taking into account the available budget, other donors-contributions 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 EUR 3,000,000 for emergency humanitarian aid operations to provide the necessary assistance and relief to internally displaced people and their hosting families in EAST TIMOR by using line 23 02 01 of the 2006 general budget of the European Union.

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OJ L 163, 2.7.1996, p. 1-6

2. In accordance with Article 2 (a) of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:

- To provide emergency support to the people of Timor Leste affected by internal conflict.

The total amount of this decision is allocated to this objective.

#### *Article 2*

1. The implementation of humanitarian aid operations funded by this Decision shall have a maximum duration of 6 months from their starting date.
2. Expenditure under this Decision shall be eligible from 1 June 2006.
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 humanitarian aid operations.

#### *Article 3*

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

Done at Brussels,

For the Commission

Member of the Commission