



Humanitarian Aid Decision

23 02 01

Title: Humanitarian aid in favour of the people of Timor Leste affected by the internal crisis

Location of operation: East Timor

Amount of Decision: EUR 1,500,000

Decision reference number: ECHO/TMP/BUD/2007/01000

Explanatory Memorandum

1 - Rationale, needs and target population.

1.1. - Rationale:

Four years after Timor Leste gained full sovereignty in 2002, the apparent stability that the country seemed to enjoy has given way to civil strife and communal violence, leading to the displacement of large numbers of people throughout the country.

The crisis began with the dismissal in March 2006 of 594 soldiers, representing 35% of the Timorese army. The tensions gradually unfolded, with demonstrations demanding the removal of elected leaders and turning into riots. Gangs with guns and machetes terrorised the population of the capital Dili and occupied government buildings, looting and burning houses, shops and warehouses, murdering people, and attacking security forces.

Divisions that formed during the 24-year occupation of Timor Leste by Indonesia and were carried over after the independence of Timor Leste are the main reason for the crisis. Tensions between the Timorese political leaders are continuing, and the political situation is expected to remain unstable until the next presidential and parliamentary elections provisionally scheduled to take place in March and April 2007. A perceived regional division between the Lorosaes (Easterners) and the Loromonus (Westerners) in the country adds further complexity to the situation.

There are several additional underlying causes for the crisis that all fuel the general discontentment and encourage criminality. Prevailing poverty results in general food insecurity and widespread malnutrition, with 45% of Timorese children below five years of

age being underweight¹. Access to basic social services like health care, water and sanitation and education is very limited, particularly outside the capital. Demographic factors including a fertility rate of 7 children per woman and a population growth of 3.2%², both among the highest in the world, are obstacles to the development of the country.

In view of the dramatic security situation and following an official request by the Government of Timor Leste (GoTL), some 2,500³ foreign troops from Australia, Portugal, New Zealand and Malaysia arrived in May 2006. A United Nations Integrated Mission in Timor Leste⁴ (UNMIT) was voted in August and a 950-strong⁵ international police force, which is planned to increase to 1,600 policemen, arrived in Timor Leste. Although these international forces have contributed to restoring a certain level of order in Dili, sporadic acts of violence show that they are still unable to restore the security.

At the height of the crisis in April and May 2006, an estimated 140,000 people (i.e. 15% of a total population of 900,000 people⁶) fled from their homes to improvised Internally Displaced People (IDP) camps. An estimated 40,000 people have returned home since, partly due to the efforts of the GoTL and the humanitarian actors to support IDPs' return, resettlement and reintegration through community dialogue. The beginning of the rainy season, making living conditions in some camps very difficult, is another factor enticing IDPs to return.

However, the GoTL estimates that there still are about 100,000 IDPs in the country, about 30,000 in camps in Dili, and the other 70,000 - mainly Easterners – outside the capital.

It is expected that the majority of IDPs will remain displaced for some time and that many of those that have fled to the districts will permanently resettle in the East, since they fear continuing violence in Dili or are unable to return to their homes, which have been destroyed or damaged. Unresolved property disputes, the perceived division between Easterners and Westerners as well as the lack of progress with reconciliation are additional contributory factors.

1.2. - Identified needs:

Non-Governmental Organizations (NGO's) and United Nations (UN) agencies that were already in Timor Leste before the crisis organized themselves to cover the initial emergency needs at the onset of the crisis: distribution of food and non-food items, water trucking in the camps, mobile health clinics, emergency shelters. A strong interest from the donor community enabled humanitarian actors to continue addressing the needs of the IDPs during the following months.

The coordination of the humanitarian response among NGO's and UN agencies is good, facilitated by the presence before the crisis of a small humanitarian community with strong ties. Coordination takes place under the leadership of the Ministry of Labour and Community

¹ Source: Consolidated Appeal Process (CAP), January 2007

² Source: Consolidated Appeal Process (CAP), January 2007

³ Approximately 2,000 Australian Forces, 330 Malaysian Forces, 160 New Zealand forces, 120 Portuguese police

⁴ The UNMIT has the following mandate: "to facilitate the provision of relief and recovery assistance and access to the Timorese people in need, with a particular focus on the segment of society in the most vulnerable situation, including internally displaced and women and children"

⁵ Source: Minutes of Humanitarian Aid Coordination Meeting, 15 December 2006

⁶ Source: Census 2004

Reinsertion (MTRC), which organizes weekly coordination meetings with all humanitarian stakeholders.

An estimated 30,000 persons are currently living in very basic conditions provided in the IDP camps in Dili. Specific humanitarian needs that need to be continuously addressed include provision of safe water, water and sanitation facilities, emergency and transitional shelter, protection, basic health care, food and non-food items. In these camps vulnerable groups including elderly people, women and children, are of particular concern.

Out of the estimated 70,000 people that have fled from Dili to seek refuge in the districts, more than 8,000⁷ are currently living in camps in the districts of Baucau, Liquica and Ermera. Their humanitarian needs are the same as the ones of the IDPs living in the camps in Dili.

Relatives, friends and local communities are hosting the majority of the people who fled from Dili to the districts. These people, who have been equally affected by the crisis and the shortage of food, have received rather limited humanitarian assistance compared to the IDPs in the camps, because they are more difficult to identify, and because of access and security constraints. The already low food security level of the host communities has significantly deteriorated because of the interruption of the support that was coming from relatives having an income in Dili before the crisis, and because of the drain caused by additional mouths to be fed and taken care of.

A sustained process of assistance and rehabilitation measures for all displaced people, whether they are currently staying in camps or with host communities, is necessary, with the objectives of enticing their return, helping their reintegration in the communities, and restarting an economic life.

The UN and the main humanitarian organizations active in Timor Leste have recently launched a Consolidated Appeal Process (CAP) for USD 16.6 million.

1.3. - Target population and regions concerned:

The estimated 100,000 displaced people and their host communities throughout the country will be the main beneficiaries of the Decision.

However, the majority of the Timorese population – already among the poorest people in Asia – have already been affected by the crisis, which, given its scale, has shaken the whole country and severely worsened their living conditions.

Therefore, the provision of humanitarian aid under this Decision may be extended to people who, although not displaced, have been directly affected by the crisis.

1.4. - Risk assessment and possible constraints:

The international and Timorese police and military forces have not proved able to contain the violence so far. There are many unsafe areas in the capital Dili, where frequent clashes happen. IDP camps are regularly attacked and violence between gangs of youths continues on an almost daily basis. The humanitarian workers are not completely safe either, as evidenced by the stabbing to death of a UN interpreter on 10 December 2006.

⁷ Source: CAP Appeal, Draft, January 2007

This adverse security situation is likely to continue in the run-up to the elections in mid 2007 due to political tensions, increasing inter-gang rivalry, criminality, a general climate of impunity, and weaknesses of the judicial system.

A worsening of the security situation would have a negative impact on the capacity of humanitarian actors to reach and provide assistance to the displaced and affected communities, especially in the districts.

2 - Objectives and components of the humanitarian intervention proposed: ⁸

2.1. - Objectives:

Principal objective: To provide support to the people of Timor Leste affected by the internal crisis.

Specific objective: To respond to the humanitarian needs of the population of Timor Leste affected by the internal crisis.

2.2. - Components:

The activities funded under this Decision include the following:

- camp management
- provision of safe water supply (water distribution, water treatment, restoration of water systems) and activities restoring minimal sanitary and hygiene conditions
- provision of food⁹ and non-food items
- protection, in particular for vulnerable IDP populations
- basic health care and psycho-social support
- provision of emergency and transitional shelter, and support to small-scale rehabilitation of houses and public infrastructures destroyed or damaged during the crisis
- livelihood and food security activities to facilitate the return, re-integration or resettlement of IDPs and enable communities affected by the crisis to regain a certain level of security
- specific actions such as logistics and coordination of the provision of humanitarian assistance

⁸Grants 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.

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 DG 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://ec.europa.eu/echo/partners/index_en.htm

⁹ Activities related to food under this Decision are expected to be complemented by additional programs targeting global food insecurity and malnutrition in Timor Leste, under a global food aid decision being currently prepared by DG ECHO

Timor Leste is a country regularly affected by natural disasters. In particular, some improvised IDP camps are vulnerable to torrential rains and consequent flooding. As much as possible, disaster preparedness and disaster risk reduction components will be mainstreamed in the activities planned under this Decision.

All activities will be implemented in close coordination with local authorities and local civil society.

3 - Duration expected for actions in the proposed Decision:

The duration for the implementation of this Decision shall be 15 months. Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 01 January 2007.

Start Date: 01 January 2007.

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.

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

List of previous DG ECHO ¹⁰ operations in East timor				
Decision Number	Decision Type	2005 EUR	2006 EUR	2007 EUR
ECHO/TMP/BUD/2005/01000	Non Emergency	2,500,000		
ECHO/TMP/BUD/2006/01000	Emergency		3,000,000	
	Subtotal	2,500,000	3,000,000	0
	Grand Total	5,500,000		

Dated : 11 January 2007
Source : HOPE

¹⁰ Directorate-General for Humanitarian Aid - ECHO

5 - Overview of donors' contributions

Donors in East timor the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	4,000,000		
Belgium		Other services			
Cyprus					
Czech republic					
Denmark					
Estonia					
Finland					
France					
Germany	450,000				
Greece					
Hungary					
Ireland	750,000				
Italy	100,000				
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands					
Poland					
Portugal	16,026				
Slovakia					
Slovenie					
Spain					
Sweden	1,120,761				
United kingdom					
Subtotal	2,436,787	Subtotal	4,000,000	Subtotal	0
		Grand total	6,436,787		

Dated : 11 January 2007

(*) 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 1,500,000

6.2. - Budget breakdown by specific objectives

Principal objective: <i>To provide support to the people of Timor Leste affected by the internal crisis</i>				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners¹¹
<p>Specific objective 1:</p> <p>To respond to the humanitarian needs of the population of Timor Leste affected by the internal crisis</p>	1,500,000	Timor Leste	<ul style="list-style-type: none"> - camp management - provision of safe water supply and activities restoring minimal sanitary and hygiene conditions - provision of food and non-food items - protection - basic health care and psycho-social support - provision of emergency and transitional shelter, and support to small-scale rehabilitation of houses and public infrastructures destroyed or damaged during the crisis - livelihood and food security activities to facilitate the return, re-integration or resettlement of IDPs and enable communities affected by the crisis to regain a certain level of security - specific actions such as logistics and coordination of the provision of humanitarian assistance 	<ul style="list-style-type: none"> - CARE – AUT - CONCERN - IRL - CR-AUT - IOM - NRC - Plan UK - TGH - UN - FAO-I - WVD
TOTAL:	1,500,000			

¹¹ CARE OESTERREICH - VEREIN FÜR ENTWICKLUNGSZUSAMMENARBEIT UND HUMANITÄRE HILFE, CONCERN WORLDWIDE, (IRL), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), NORWEGIAN REFUGEE COUNCIL (NOR), OSTERREICHISCHES ROTES KREUZ (CROIX ROUGE), (AUT), PLAN INTERNATIONAL (UK), TRIANGLE Génération Humanitaire, (FR), UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, WORLD VISION, (DEU)

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 DG 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://ec.europa.eu/echo/evaluation/index_en.htm.

8 - Budget Impact article 23 02 01

-	CE (EUR)
Initial Available Appropriations for 2007	485,000,000
Supplementary Budgets	-
Transfers	-
Total Available Credits	485,000,000
Total executed to date (by 11/01/2007)	225,435,695
Available remaining	259,564,305
Total amount of the Decision	1,500,000

COMMISSION DECISION
on
the financing of humanitarian operations from the general budget of the European Communities 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 aid¹², and in particular Article 14:

Whereas:

- (1) The dismissal of 594 soldiers from the Timor Leste army in March 2006 triggered a civil and political crisis, resulting in an escalation of civil violence, leading the President of Timor Leste to call for foreign forces to help reinstate law and order.
- (2) A major part of the population of the capital Dili fled from their homes to seek safety in camps and with families and relatives. An estimated 100,000 people are still in camps or with host communities in the capital Dili and in the districts.
- (3) Assessments conducted by humanitarian organisations have shown that internally displaced people, their host communities and other vulnerable populations directly affected by the crisis are in urgent need of humanitarian assistance.
- (4) Humanitarian aid operations financed by this Decision should be of a maximum duration of 15 months.
- (5) It is estimated that an amount of EUR 1,500,000 from budget line 23 02 01 of the general budget of the European Communities is necessary to provide humanitarian assistance to the 100,000 people displaced by the crisis, their host communities, and the Timorese population directly affected by the crisis, taking into account the available budget, other donors' contributions and other factors;
- (6) The present decision constitutes a financing decision in the sense of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002¹³, Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002¹⁴ and Article 15 of the Internal Rules of the Implementation of the General Budget of the European Communities¹⁵.

¹²OJ L 163, 2.7.1996, p. 1-6

¹³ OJ L248, 16.9.2002, p.1

¹⁴ OJ L 357, 31.12.2002, p.1. Regulation as last amended by Regulation (EC, Euratom) N°1248/2006, OJ L 227, 19.8.2006, p.3.

¹⁵ Commission Decision of 6.2.2006, SEC (2006) 131

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 1,500,000 for humanitarian aid operations in favour of the people of Timor Leste affected by the internal crisis by using line 23 02 01 of the 2007 general budget of the European Communities.
2. In accordance with Article 2 of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objective:

To respond to the humanitarian needs of the population of Timor Leste affected by the internal crisis.

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

Article 2

1. The duration for the implementation of this decision shall be for a maximum period of 15 months, starting on 1 January 2007.
2. Expenditure under this Decision shall be eligible from 1 January 2007.
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 3

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

Done at Brussels,

For the Commission

Member of the Commission