

# TIMOR OPERATION

## AT A GLANCE

### Main Objectives and Activities

Protect and assist East Timorese refugees in West Timor and other parts of Indonesia; attain durable solutions based on their freedom of choice; meet the emergency needs of internally displaced persons (IDPs) in East Timor; help both refugees and IDPs to return to their home areas and support their initial reintegration; and ensure an effective transition to longer-term community rehabilitation, reconciliation and development.



### Impact

- Through its protection and assistance activities, UNHCR contributed to the well being and safety of East Timorese refugees in West Timor and of IDPs in East Timor.
- UNHCR's efforts helped 127,500 persons return voluntarily to East Timor and benefit from initial reintegration assistance.
- UNHCR alerted the international community to the need to support sustainable reintegration of returnees in East Timor, to enable them to contribute fully towards the development of their country.
- UNHCR has urged the Indonesian Government to find lasting solutions, through local integration, for those who choose to remain in Indonesia.

### Persons of Concern

HOST COUNTRY/ TYPE OF POPULATION	TOTAL IN COUNTRY	OF WHICH: UNHCR-ASSISTED	PER CENT FEMALE	PER CENT < 18
Indonesia	162,000	153,070	-	-
Returned in 1999	127,500	84,970	-	-

Note: The number of beneficiaries in West Timor had not yet been verified through a registration process.

### Income and Expenditure (USD)

WORKING BUDGET*/***	INCOME FROM CONTRIBUTIONS	OTHER FUNDS AVAILABLE**	TOTAL FUNDS AVAILABLE	TOTAL EXP.*/**
24,109,195	35,187,177	0	35,187,177	26,283,859

\* Includes costs at Headquarters.

\*\* Includes opening balance and adjustments.

\*\*\* Does not include USD 2.6 million allocated from the Emergency Fund.

## WORKING ENVIRONMENT

### The Context

In the aftermath of the August 1999 referendum, when the majority of East Timorese voted for independence from Indonesia, anti-independence groups unleashed a violent campaign that resulted in killings and massive destruction of property. As a result, more than 75 per cent of the population was displaced and more than 70 per cent of East Timor's private housing, public buildings and utilities were destroyed. Some 200,000 persons fled or were deported to West Timor and other areas of Indonesia. In addition, an estimated half a million people fled to remote areas in East Timor.

Following the deployment of a multi-national force in October 1999, security was restored in many areas of East Timor and refugees began to return home. From October to December, close to 85,000 refugees repatriated from camps in West Timor and elsewhere in Indonesia, under UNHCR auspices. A further 42,500 refugees repatriated spontaneously. However, thousands of refugees remaining in West Timor continued to be intimidated and misinformed by pro-Indonesian militias and other groups opposed to independence.

UNHCR established a presence in East Timor in June 1999, and remained during the crisis period. UNHCR subsequently extended its presence to monitor and assist displaced persons not only in East Timor (Dili, Batugade, Baucau, Maliana, Oecussi and Suai) but also in West Timor, where the Office took the lead role in the co-ordination of humanitarian assistance.

### Constraints

Security conditions in the camps in West Timor made access to the refugees difficult for protection and assistance purposes. Voluntary repatriation proved particularly problematic due to physical and psychological intimidation by militia members present among the refugees. Volunteers for repatriation often had to be extracted from these camps with the assistance of local police and military forces. Security constraints made planning for protection and durable solutions very difficult, as they precluded a sufficiently accurate or comprehensive assessment of the refugees' needs and real desires for their future.

### Funding

The requirements for this operation were fully funded thanks to the generous response of donors.

## ACHIEVEMENTS AND IMPACT

### Protection and Solutions

UNHCR's protection activities in West Timor were geared towards obtaining unimpeded access to the refugees, ascertaining their independent choice with regard to their future and helping to effect those choices. A Memorandum of Understanding concluded in October 1999 with the Government of Indonesia spelled out the basis for co-operation on UNHCR's protection activities.

UNHCR continued its efforts to improve co-operation with the Indonesian authorities in order to ensure the refugees' security and facilitate the repatriation of those who wished to return home. Security was improved by the provision of Indonesian military and police escorts for repatriation convoys and the constant presence in the camps of UNHCR staff. However, the Government only partially made good on its undertaking to safeguard the civilian character of the camps by disarming and separating the military and paramilitary elements. At the end of the year, refugees in camps continued to suffer intimidation and threats by militia and their political supporters warning against return to East Timor.

At the same time, many refugees were worried about their safety in East Timor and feared acts of individual revenge. This particularly applied to former members of the army and police and of the various militia groups. Whenever possible, UNHCR provided protection counselling to these sensitive cases and liaised with United Nations Transitional Administration in East Timor (UNTAET) before they repatriated with UNHCR's assistance.

The vast majority of those able to return to East Timor have reintegrated in safety and dignity. A small minority, nevertheless, has been subjected to harassment and extra-judicial punishment by the local communities due to their alleged participation in violent crimes or their real or perceived links to militias, pro-Indonesian political groups or the Indonesian Army (TNI).

UNHCR continues to monitor closely the situation of returnees in these and other vulnerable categories (minority groups, transmigrants, persons in mixed marriages, persons known to have voted for integration with Indonesia) and liaises with both the UNTAET and local National Council of Timorese Resistance (CNRT) authorities in order to ensure the

safety and well-being of these persons and their successful reintegration.

### Activities and Assistance

**Community Services:** Counselling, training and outreach programmes were implemented in West Timor by UNHCR's community services staff and implementing partners. Activities carried out included the identification and analysis of the needs of vulnerable groups, and women's workshops. In East Timor, UNHCR also completed a needs assessment and initiated a number of counselling and other activities designed to help particularly vulnerable individuals such as unaccompanied minors and trauma victims. UNHCR co-operated closely with the International Committee of the Red Cross (ICRC) in the tracing and reunification of separated families.

**Domestic Needs/Household Support:** Some beneficiaries, especially the IDPs who fled to the mountains of East Timor in September 1999, had no personal belongings whatsoever. UNHCR procured blankets, plastic sheets, water containers, kitchen sets, mats, sarongs and mosquito nets for nearly 90 per cent of the target population.

**Education:** Prior to the crisis, school supplies were provided to the children of IDPs in East Timor.

**Food:** From June to August 1999, complementary food supplies were provided to 34,000 IDPs in selected areas of East Timor through the Church network and NGOs. In West Timor, UNHCR co-ordinated WFP, the Government of Indonesia and NGOs in the provision of food for the refugees, but lacked adequate resources to monitor the level of such assistance.

**Health/Nutrition:** UNHCR provided basic health kits for local clinics, arranged and financed returnee convoys in West Timor and strengthened health posts in East Timor.

**Income Generation:** Twenty IDP families in East Timor benefited from this sector before the crisis.

**Legal Assistance:** In order to give refugees the means to exercise a free and informed choice regarding their future, UNHCR embarked on an intensive mass information campaign. The campaign used radio and video programmes in the refugees' main languages, information sheets, newspaper campaigns and cross-border visits by refugees and local journalists to provide accurate

information on conditions prevailing in East Timor and to inform the refugees about their rights and options. The legal assistance budget also covered geographical information services, including maps of beneficiary locations and various databases, as well as related equipment and supplies. Registration materials for 50,000 people were positioned in preparation for the anticipated registration of refugees in West Timor.

**Operational Support (to Agencies):** Under this sector, UNHCR funded emergency deployment of United Nations Volunteers (UNVs) and implementing partners' staff with expertise in logistics, telecommunications, public information and field monitoring. As most communication facilities in East Timor had been destroyed, satellite communication equipment was installed. Radio, telephone and e-mail systems were also established in both East and West Timor. The salaries of implementing partners, office rental and equipment were also covered.

**Sanitation:** In East Timor, UNHCR helped communities hosting IDPs (mainly churches and schools) to construct latrines and trenches for waste disposal. Sanitation facilities were also constructed to facilitate the departure and reception of returnees. Education campaigns on sanitation were carried out in selected camps in West Timor.

**Shelter/Other Infrastructure:** Despite restrictions on access to the refugee camps in West Timor, UNHCR introduced improvements to the camp structures. The Fatululi Transit Centre in Kupang was made fully operational for repatriating refugees. In East Timor, since most buildings were destroyed, UNHCR established facilities for the reception of the returnees, arranged permanent accommodation for UNHCR staff and renovated a building to ensure an uninterrupted office presence in Dili. The very substantial shelter programme provided materials for up to 18,000 housing units (out of a total of 35,000 targeted). Roofing sheets, timber, cement, nails and tools were procured for distribution to the most needy families, to enable them to reconstruct their houses themselves.

**Transport/Logistics:** Considerable logistical resources were needed to guarantee access to refugees and IDPs, as well as the transport, warehousing and distribution of relief and shelter items. Nearly 400 metric tons of relief supplies were airlifted to Darwin. These and other supplies - including six warehouses, 53 trucks, 57 light vehicles, eight forklift trucks, and eight motor-

cycles - were then taken by sea or air from Darwin and Surabaya to Dili and Kupang. The transport/logistics sector also funded air transport for the initial return of refugees from Australia, West Timor and other parts of Indonesia; the establishment of primary and secondary distribution points for shelter materials and warehousing; and logistics support for eight implementing partners in East Timor, including the salaries of logistics staff.

**Water:** To support the repatriation operation and ensure an adequate reception for returnees, water systems were developed and extended in relevant areas. Ten water trucks were procured and technical expertise provided.

## ORGANISATION AND IMPLEMENTATION

### Management

A total of 135 posts were approved for the Timor Operation as of the end of 1999, including 49 international and 86 national staff. Prior to the establishment and filling of these posts, a total of 91 international staff were deployed. These included 14 UNVs. Some of these deployments continued beyond the end of 1999.

The emergency response, the repatriation of refugees and the establishment of the UNHCR Offices required strong co-ordination mechanisms. Measures to achieve co-ordination included setting up a Timor Task Force in Geneva. This proved effective, although resources should ideally have been deployed more quickly. Communication with offices in the field was difficult in the beginning, especially with East Timor where communications had been destroyed. The rapidly changing situation in the field required a constant review of operational policy, which at times made it difficult to deliver an effective and co-ordinated response.

### Working with Others

UNHCR participated in regular OCHA co-ordination meetings, which were held weekly in Jakarta, Kupang, Atambua and Dili. UNHCR should have been a more forceful co-ordinator in West Timor. Instead, an unstructured approach was often adopted, and agencies not funded by UNHCR, particularly those involved in technical fields, were sometimes reluctant to be overseen by UNHCR.

In East Timor, work to protect vulnerable returnees proceeded smoothly in partnership with the International

Force in East Timor (INTERFET), UN Peace Keeping Forces and UNTAET's Civilian Police Force in East Timor. UNHCR chaired a regular meeting with NGO partners, but NGO co-ordination remained an area in need of improvement.

## OVERALL ASSESSMENT

In East Timor, UNHCR's programme succeeded in providing emergency assistance, onward transportation and initial reintegration assistance to returnees and IDPs. In West Timor, UNHCR helped refugees to return to East Timor and worked closely with the Indonesian authorities to ensure the security of the returnees and that return was voluntary. In light of its experience during the Timor Emergency Operation, UNHCR has learned that emergency teams deployed to the field should be composed of core staff as well as specialised staff to manage the supply chain, telecommunications, electronic data processing and finance. Emergency teams should also comprise more senior and experienced staff.

By the end of 1999, an exit strategy for the Timor operation had not been discussed in any detail, as the emergency operation was still in place and repatriation only partially completed. Mid-2001 has been identified as the period for the planned phasing out of activities in both East and West Timor. The exit strategy will need to be guided by the following strategic goals for the East Timorese: voluntary repatriation, sustainable reintegration of those who have returned and local integration for those who choose to remain in Indonesia.

### Offices

#### INDONESIA

Jakarta  
Atambua  
Betun  
Kefamenanu  
Kupang  
Surabaya

#### EAST TIMOR

Dili  
Batugade  
Baucau  
Maliana  
Oecussi  
Suai

#### AUSTRALIA

Canberra  
Darwin

### Partners

#### EAST TIMOR NGOs

Caritas Indonesia  
 Jesuit Refugee Service  
*Action Contre la Faim*  
 Concern Worldwide  
 Danish Refugee Council  
 Goal  
 International Rescue Committee  
 Timor Aid  
 Peace Winds Japan  
 Save the Children Fund  
 National Refugee Council

#### Other

United Nations Volunteers

#### INDONESIA NGOs

Caritas Indonesia  
*Yayasan Pembinaan Masyarakat Desa*  
*Perkumpulan Keluarga Berencana*  
*Indonesia*  
 Indonesia Red Cross  
 American Refugee Committee  
 Community and Family Services  
 International  
 National Refugee Council

#### Other

United Nations Volunteers

#### AUSTRALIA NGOs

Danish Refugee Council

### Voluntary Contributions (USD)

Donor	Income	Contribution
Australia	5,223,248	5,223,248
Canada	204,082	204,082
Denmark	1,709,813	1,709,813
Finland	365,003	365,003
France	267,603	267,603
Germany	830,486	830,486
Ireland	269,012	269,012
Japan	7,636,887	7,636,887
Luxembourg	260,392	260,392
The Netherlands	2,284,900	2,284,900
New Zealand	549,123	549,123
Norway	639,706	639,706
Portugal	400,000	400,000
Republic of Korea	100,000	100,000
Spain	465,905	465,905
Sweden	319,290	319,290
Switzerland	328,947	328,947
United Kingdom	323,934	323,934
United States of America	12,000,000	12,000,000
European Commission	961,735	1,007,049
<i>Refugiés du Monde (FRA)</i>	9,768	9,768
<i>España con ACNUR (SPA)</i>	32,231	64,462
Private Donors Australia	654	654
Private Donors France	8	7
Private Donors Japan	4,450	4,450
<b>TOTAL</b>	<b>35,187,177</b>	<b>35,264,721</b>

## Financial Report (USD)

Programme Overview	Current Year's Projects notes	
Opening Balance	0	(1)
Income from Contributions	35,187,177	(1)
Other Funds Available	0	
Total Funds Available	35,187,177	(5)
Expenditure	26,283,859	(1) (5)
Closing Balance	8,903,318	(1) (5)
<b>Expenditure Breakdown</b>		
Protection, Monitoring and Coordination*	1,632,251	
Community Services	6,521	
Domestic Needs / Household Support	2,378,288	
Education	0	
Food	33,378	
Health / Nutrition	50,640	
Income Generation	0	
Legal Assistance	58,631	
Operational Support (to Agencies)	159,567	
Sanitation	0	
Shelter / Other Infrastructure	1,609,120	
Transport / Logistics	3,258,962	
Water	16,616	
Instalment with Implementing Partners	3,297,293	
Transit	15,317	
<b>Sub - total Operational</b>	<b>12,516,585</b>	
Administrative Support*	580,906	
<b>Sub - total Disbursements/Deliveries</b>	<b>13,097,491</b>	(3) (5)
Unliquidated Obligations	15,786,368	(5)
<b>TOTAL**</b>	<b>28,883,859</b>	<b>(3) (5)</b>
<b>Instalments with Implementing Partners</b>		
Payments Made	3,297,293	
Reporting Received	0	
Balance	3,297,293	
Outstanding 1 January	0	
Refunded to UNHCR	0	
Currency Adjustment	0	
<b>Outstanding 31 December</b>	<b>3,297,293</b>	
<b>Unliquidated Obligations</b>		
Outstanding 1 January	0	
New Obligations	26,283,859	(1) (5)
Disbursements	13,097,491	(5)
Cancellations	0	
<b>Outstanding 31 December</b>	<b>13,186,368</b>	<b>(5)</b>

\* Includes costs at Headquarters.

\*\* The difference in expenditure in comparison to UNHCR's Official Accounts is due to an allocation from the Emergency Fund of USD 2,600,000.

Figures which cross reference to accounts

- (1) Annex 1 to Statement 1
- (3) Schedule 3
- (5) Schedule 5
- (6) Schedule 6

