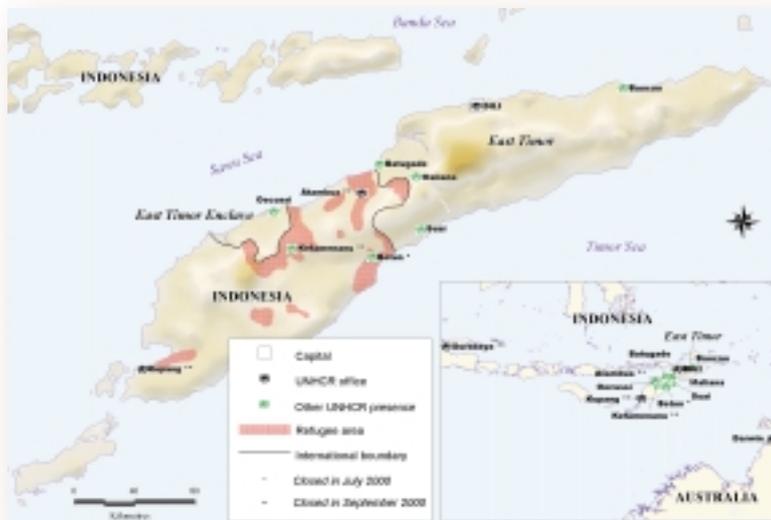


Timor Operation

AT A GLANCE

Main Objectives and Activities

Provide protection and assistance to refugees outside East Timor; bring about lasting solutions for these refugees by facilitating their voluntary return to East Timor, or local settlement or relocation elsewhere in Indonesia should they so choose; provide for the emergency needs of the internally displaced persons (IDPs) in East Timor, help them to return to their home areas and support their initial reintegration; ensure an effective transition from initial reintegration assistance to longer-term community rehabilitation, reconciliation and development; prepare a longer-term strategy to ensure that an independent East Timor enacts appropriate refugee legislation and accedes to relevant international conventions.



Main Refugee Origin/Type of Population	Persons of Concern			
	Total in Country	Of whom UNHCR assisted	Per cent Female	Per cent under 18
East Timor (Returnees)	48,500	44,300	64	45
East Timor (Returned IDPs)	5,000	-	-	-

Impact

- More than 50,000 persons voluntarily returned to East Timor and benefited from initial reintegration assistance (an estimated 90,000 still remain in West Timor, Indonesia, pending a durable solution).
- All IDPs in East Timor are assumed to have returned to their places of origin; many benefited from initial reintegration assistance provided by UNHCR.
- A total of 25,710 housing units were distributed to the most needy returnees in East Timor (longer-term development agencies able and willing to take over UNHCR's initial reintegration efforts are still to be found).
- A transitional refugee status determination procedure has been elaborated for the use of the United Nations Transitional Administration in East Timor (UNTAET).

Revised Budget	Income and Expenditure (USD)			
	Supplementary Programme Budget			
	Income from Contributions ¹	Other Funds Available ²	Total Funds Available	Total Expenditure
36,782,173	17,536,722	12,124,878	29,661,600	28,891,510

¹Includes income from contributions earmarked at the country level.

²Includes allocations by UNHCR from unearmarked or broadly earmarked contributions, opening balance and adjustments.

The above figures do not include costs at Headquarters.



WORKING ENVIRONMENT

The Context

In the aftermath of the Popular Consultation held on 30 August 1999, an estimated 290,000 persons fled from East Timor to West Timor. From the inception of the repatriation operation in October 1999 until the end of December 2000, some 175,000 persons voluntarily returned to East Timor, the vast majority with assistance from UNHCR and IOM. Of these, about 50,000 returned to East Timor in 2000, far fewer than during the previous year. It is estimated that 90,000 people remain in squalid camps in West Timor, of whom some 50,000 may yet decide to return to East Timor.

From the outset of the operation, security conditions in the West Timor camps were treacherous and drastically deteriorated during the summer. The most brutal wave of militia violence culminated in the murder of three UNHCR staff in Atambua on 6 September. The Office of the United Nations Security Co-ordinator (UNSECOORD) declared Security Phase V and all UN staff were evacuated immediately. Following the incident, UN Security Council set benchmarks to measure improvements of security conditions in West Timor. The benchmarks were established by UN Security Council resolution 1319 on 8 September 2000, and by statements of the President of the Security Council on 8 December 2000. The benchmarks include significant progress in professed efforts: to disarm and disband the militia; to restore law and order in the affected areas in West Timor; to ensure safety and security in the refugee camps and for humanitarian workers; and to arrest and prosecute the perpetrators of the attacks on humanitarian aid workers. Lowering the security phase depends on compliance with these benchmarks and completion of the security assessment mission also recommended by the Security Council.

After the evacuation, UNHCR continued to assist the Indonesian Government in finding solutions for East Timorese refugees in West Timor, as well as to assist ad hoc repatriation movements in co-ordination with UNTAET and IOM. UNHCR supported the preparation of the Government-led registration of refugees as well as a local settlement plan for refugees who wish to remain in Indonesia.

Constraints

The security of refugees and humanitarian workers in West Timor was threatened by armed militia elements from the beginning of the operation in October 1999. Armed paramilitary groups intimidated the population through verbal and physical harassment and blocked access by UNHCR and other humanitarian organisations to the population in refugee camps. A refugee registration exercise was aborted in July due to intensifying security threats. Attacks on UNHCR staff in Betun in July prompted the closure of the office in the area. Following an incident in which three UNHCR staff were attacked on 22 August in a refugee camp, most areas of West Timor were declared by UNSECOORD as Security Phase IV, thereby prohibiting all but emergency humanitarian activities and blocking further repatriation efforts. The evacuation of all UN staff after the murder of three UNHCR staff on 6 September led to the cessation of an international presence in West Timor and the discontinuation of direct protection and material assistance to refugees. In addition to insecurity and intimidation, numerous other factors hindered a free and informed choice by refugees to return to East Timor. These factors, which included economic worries and unresolved issues surrounding former civil servants' pensions, were exacerbated by deliberate misinformation about conditions in East Timor. Some of the refugees may not have wished to return due to fear of prosecution by the formal East Timorese judicial system or persecution by its informal corollary.

In East Timor, there were problems relating to land ownership, redrawn village boundaries, the relocation of community hamlets or settlements, intimidation by local delinquent youths, and a variety of technical issues such as the lack or shortages of traditional building materials. The country's unfavourable topography, with its remote mountainous areas and poor road conditions (aggravated by heavy rainfall), proved an immense logistical challenge for both UNHCR and NGO partners delivering assistance to the rural communities.

A considerable effort was made to create linkages with longer-term development agencies to ensure the continuation of UNHCR's initial reintegration efforts, mainly shelter activities, after UNHCR's eventual withdrawal.



However, none of the agencies have given a firm undertaking to that effect.

Funding

For the operation in West Timor, adequate funding allowed UNHCR to successfully implement its programmes until activities were halted due to the evacuation. However, the stalemate provoked by the evacuation and the subsequent freeze on contributions had an impact on funding, with the result that, towards the end of the year, it became difficult to meet all the financial commitments. In East Timor, the interruption of donor support after the brutal murders in September led to underfunding of the programme. Thus, activities initially planned for completion in 2000 had to be postponed until 2001, including the phase down of activities in East Timor, originally anticipated for mid 2001.

ACHIEVEMENTS AND IMPACT

Protection and Solutions

To promote the refugees' free and informed choice of their long-term options, a mass information campaign was developed through local language leaflets, the provision of visual images on conditions in East Timor, family re-unification meetings at the border and other media opportunities. Registration of the camp population in West Timor was organised with a view to settle them locally. The much delayed registration exercise took place in July only to be suspended on the same day due to security threats. Given the security conditions, and as UNHCR was uncertain whether its mass information campaign was freely disseminated or even reaching the bulk of the refugee population, UNHCR re-oriented its strategy. Together with the Indonesian Government, UNTAET and the East Timorese, during the second half of the year, UNHCR focused on developing an operational plan that would provide better security, unimpeded access to refugees and the implementation of a credible registration procedure in order to facilitate lasting solutions based on the refugees' own choice.

In East Timor, UNHCR conducted in September a national seminar on returnee monitoring, followed by a series of workshops in all districts at sub-district level. In addition, UNHCR started training the cadets at the National Police academy on a monthly basis on basic refugee and returnee issues.

The establishment of safe houses for returnees with protection problems was progressively expanded from Dili to other districts. By the end of 2000, all districts had a safe house. Guidelines were distributed and partners were

trained on the use and limitations of these houses. The creation of district returnee task forces and reconciliation committees both at national and grassroots levels provided a forum in which to address refugee problems and find solutions. Public information activities were diversified to include support for reintegration and reconciliation in the form of a campaign using brochures, posters, radio spots, children's drawing competitions and song contests.

Activities and Assistance

Community Services:

West Timor: Before the evacuation, UNHCR slowly but effectively gained access to the refugees through the mobilisation of refugee leaders and volunteers, who were trained in the provision of assistance. Direct and special assistance such as food items for infants, clothing, and counselling were provided to single parents and traumatised persons. UNHCR registered separated children for possible tracing and family reunification.

East Timor: Medical treatment, legal support, spiritual healing, temporary safe accommodation, individual and group counselling were provided for female victims of sexual and gender-based violence, trauma victims and the mentally challenged. Guidance was also provided to families taking care of the victims. Some 1,300 vulnerable and disadvantaged people benefited from this assistance. In addition, separated family members were traced, especially children. A total of 445 children were reunited with their families in East and West Timor. Through a school outreach programme organised by the office in Canberra, some 1,600 children received second-hand school supplies donated by children in Australia. Local groups received technical assistance, advice and guidance on how best to resume the provision of education for their communities. Some 1,000 women, including female single heads of household were also assisted through Quick Impact Projects (QIPs), including the provision of carpentry tools to establish small ventures, equipment for fishing, weaving and handicrafts, in order to enable them to achieve self-sufficiency. Training in peace-building, negotiation and mediation was provided to selected community representatives to assist reconciliation among returnees.

Domestic Needs/Household Support:

West Timor: Locally procured blankets and mosquito nets were distributed by UNHCR or through NGOs to female-headed households, elderly persons and unaccompanied children in the areas where refugees were accessible.

East Timor: UNHCR distributed a variety of non-food items to the returnees and other persons in need. Upon return, each family received a package consisting of a

kitchen set, a blanket, a jerry can, a mosquito net, a sarong, sleeping mats and plastic sheeting.

Food:

West Timor: The Indonesian Government initially distributed food provided by WFP to refugees. In May, however, UNHCR unexpectedly had to assume responsibility for feeding the refugees in the camps while the Government continued to provide food to those living in the urban areas. The latter arrangement was suspended unilaterally by the Government in August. Two joint food assessment missions conducted in the first part of the year recommended an improved food basket. In the absence of credible registration, the full recommended ration was never distributed.

East Timor: At the transit centre in Dili, rice and high protein biscuits were given to newly arrived returnees awaiting transport to their areas of origin.

Health/ Nutrition:

West Timor: A doctor specialising in public health was hired to co-ordinate the activities conducted by the different national institutions, UN agencies and NGOs. Surveys on the nutritional status of children aged six months to five years were undertaken in 21 sites and corrective measures were taken as necessary. As a result, malnutrition rates fell.

Income Generation:

East Timor: Carpentry tools were provided (as QIPs) for communities and individuals to establish small ventures to rehabilitate community infrastructure or to rebuild destroyed homes. Some 52 small-scale businesses were revived. A further 101 QIPs were realised in support of fishing co-operatives, women's weaving and handicraft projects, horticulture, the production of building materials, furniture and manual coffee bean de-husking machines.

Legal Assistance:

West Timor: UNHCR conducted a mass information campaign programme to ensure that all refugees in West Timor could make an informed decision about their long-term future, be it repatriation or local settlement. UNHCR attempted to register the refugee population to obtain an accurate headcount, to better plan for voluntary repatriation and local settlement. For security reasons the exercise was cancelled. UNHCR assisted in the translation into English of relevant Indonesian legislation to help give local authorities a better understanding of the legal implications of the refugee crisis. A mapping system (Geographic Information System) was established, to which all NGOs contributed, leading to a better overall

understanding of the make-up of some 230 refugee sites, and more accurate refugee numbers.

East Timor: UNHCR embarked on civil education campaigns to engage the most active segments of civil society, including the National Council of Timorese Resistance (CNRT), youth groups, the religious community, UNTAET and NGOs. Co-ordination and regular dialogue between UNHCR and UNTAET helped to harmonise the overall function and everyday details of the various repatriation, reintegration and reconciliation processes, and eliminate any duplication of effort. UNHCR kept in touch with appropriate entities on the promotion of human rights, which is enshrined in the founding charter of CNRT.

Operational Support (to Agencies):

West Timor: UNHCR provided logistics support to implementing partners and covered most of their administrative costs, including rental of office premises and supplies, transport and communications equipment, and staff salaries and benefit. UNHCR also covered the costs of visibility materials (to facilitate safe movement in some parts of West Timor) and of interpretation (to facilitate communication with refugees).

East Timor: In addition to the regular operational support mentioned above, UNHCR provided limited funding for agencies within the framework of PARinAC.

Sanitation:

West Timor: A total of 693 sanitation points with potable water, latrines, bathing and waste disposal facilities were built for use by more than 13,500 people.

Shelter/Other Infrastructure:

West Timor: UNHCR established a transit centre in Kupang, where refugee families could gather in safety while waiting for the next voluntary repatriation convoy or vessel.

East Timor: By the end of the year, UNHCR and its implementing partners had distributed materials for 25,170 houses, of which 17,042 had already been built by the beneficiaries. UNHCR developed distribution criteria and established a task force on shelter reconstruction.

Transport/Logistics:

West Timor: For refugee and staff security, UNHCR rented one boat to be on stand-by at Kupang port. Cars, vans and lorries were hired, to facilitate monitoring and to prepare for repatriation movements. Between March and August, UNHCR paid for the transportation and warehouse storage of food distributed to more than 150,000 refugees. During the Betun flood, in a cost-sharing arrangement with WFP, UNHCR chartered four helicop-

ters to deliver over 200 metric tonnes of food and non-food items to over 10,000 refugees who had become cut off in inaccessible areas. UNHCR also chartered flights to facilitate staff evacuation following the killings in Atambua.

East Timor: UNHCR ensured the transport of shelter materials from Surabaya to Dili and thence to various up-country locations. This involved the provision of 94 lorries for use by eight NGOs distributing the material. In total, some 40,000 metric tonnes of materials were transported throughout East Timor. UNHCR maintained one main warehouse near Dili and four temporary warehouses in Suai, Maliana and Com. Transportation costs were covered for food and non-food distribution from the transit centre in Dili to returnee areas.

Water:

West Timor: Boreholes were either drilled or rehabilitated and the existing water systems were maintained to provide refugees with adequate access to safe water. Special attention was given to the needs of women and children, who in Timorese society are the ones normally responsible for the daily collection of water.

East Timor: To provide adequate water for drinking and cooking during returnees' stay at the transit centres, water tankers and bladders were set up in Dili and at border areas.

ORGANISATION AND IMPLEMENTATION

Management

A total of 143 staff were involved in the Timor operation, including 55 international and 88 national staff. In addition, 18 UNVs were deployed. Some consultants and staff seconded from Community and Family Services International joined the team in West Timor. RedR and Radda Barnen seconded five shelter and logistics staff and two community services staff respectively to East Timor under stand-by arrangements with UNHCR. RedR also sent a site planner for the West Timor programme.

In early 2000, UNHCR had staff working in six locations in Indonesia: the Regional Office in Jakarta, the Surabaya office, which was a logistical centre for the operation, and four offices in West Timor. The Betun office was closed in July for security reasons. All staff from West Timor were evacuated following the tragedy on 6 September, and all offices in West Timor subsequently closed. The Surabaya office continued to support the operation, particularly for the procurement and shipment of shelter materials. However, the office was closed at the end of September,

also for security reasons. In East Timor, offices were maintained in Dili and in five field locations. The office in Darwin, Australia continued to provide logistical support (procurement and administration).

In July, a UNHCR inspection mission visited East Timor, Indonesia and Darwin. Most of the recommendations relating to improvements in strategic planning, co-ordination and internal management were implemented. However, the recommendation relating to the evaluation of the 1999 emergency response remains outstanding.

Working with Others

In West Timor, UNHCR worked with nine implementing partners: the provincial Government of West Timor, UNOPS, two local NGOs and five international NGOs. The Atambua tragedy was a huge setback for co-operation with the Government. Dialogue with the Ministry for Foreign Affairs was re-established in November, and in December the UN system prepared an inter-agency response (with substantial input from UNHCR) to the Government's Comprehensive Plan of Action. The Regional Office in Jakarta continued to hold regular information sharing meetings and participated in regular inter-agency meetings such as the Humanitarian Co-ordinator's meetings and the Security Management Team meetings.

In East Timor, UNHCR worked under the umbrella of UNTAET's Humanitarian Pillar and closely co-ordinated with various international and national entities. Working with the Peace-Keeping Force (PKF), UNHCR established a Memorandum of Understanding on operational procedures for voluntary repatriation, outlining the respective roles and responsibilities of the concerned organisations, namely, Civilian Police (CivPol), PKF, District Administrators and Border Services within UNTAET. UNHCR worked with 14 national and international NGO partners on shelter, QIPs and community services. In addition, the Office developed close relations with the Catholic Church and the CNRT. During the last three months of the year, UNHCR established a Joint Operations Centre, which acted as a focal point to monitor early warning, contingency and preparedness, and operational and logistical support. UNHCR chaired weekly co-ordination meetings with PKF, United Nations Military Observers (UNMOs), UNTAET, IOM, CivPol, as well as regular Shelter Task Force meetings.

OVERALL ASSESSMENT

In 2000, UNHCR and the international community had to bring people home to rebuild their lives in a country that had witnessed the total destruction of its infrastruc-

ture, the complete collapse of government structures, the displacement of most of its population and the obliteration of most economic activity.

Although the security situation caused a significant fall in returnee numbers, UNHCR's protection activities undoubtedly facilitated the safe return and reconciliation process for some 50,000, providing new hopes for their future. UNHCR played an essential role in co-ordinating repatriation, reintegration and reconciliation efforts by various international and national organisations. Although inevitably overshadowed by the Atambua murders, the depth and breadth of UNHCR's achievements in Timor should not be dismissed.

The overarching objective of the humanitarian agencies in East Timor was to get basic services back on their feet while a new civil administration was being set up under the auspices of UNTAET. UNHCR's main reintegration shelter activities could only be provided for the most needy population, and huge needs remain. UNHCR tried to bring on board several longer-term development agencies to take over initial reintegration activities, but unfortunately had no success. UNHCR provided training of various sorts to the East Timorese authorities to increase their capacity to provide protection for refugees and asylum-seekers. As a part of a longer-term strategy to ensure that an independent East Timor enacts adequate refugee legislation and accedes to relevant international conventions, transitional measures for refugee status determination were put in place for the use of UNTAET.

After the Atambua tragedy, the Timor operation was put on hold for several months. Only in early 2001 did a revised strategy begin to emerge. As UNHCR gradually withdraws, the gap between humanitarian assistance and longer-term development is to be bridged by the gradually increasing involvement of UN development agencies in support of overall governmental efforts. UNHCR will continue with protection, returnee monitoring and reception activities for both spontaneous and organised (ad hoc) repatriation. It will also aim to complete the delivery of shelter materials and several projects before its scheduled phase-down by the end of 2001. In West Timor, UNHCR's participation in ad hoc repatriation movements organised by the SATGAS, a Government Task Force established to deal with repatriation and other refugee issues, is a viable option given the present circumstances. UNHCR will try to facilitate the repatriation of refugees to East Timor (ideally in time for participation in the elections in mid-2001). These efforts will continue until UNHCR's involvement is no longer required. UNHCR will also continue to assist the Government of Indonesia in the pursuit of durable solutions for the remaining refugee population

in West Timor as UNHCR remains convinced that a resolution of the refugee problem is crucial for the stability of both East and West Timor.

Offices

Indonesia

Jakarta

Atambua (closed in September)

Betun (closed in July)

Kefamenanu (closed in September)

Kupang (closed in September)

Surabaya (closed in September)

East Timor

Dili

Batugade

Baucau

Maliana

Oecussi

Suai

Partners

West Timor (Indonesia)

Government Agencies

Governor's Office of Nusa Tenggara Timur

NGOs

American Refugee Committee

CARE International

Catholic Relief Services

Community and Family Services International

Indonesian Red Cross

OXFAM

Yayasan Kolo Hunu

Other

International Organisation for Migration

United Nations Office for Project Services

United Nations Volunteers

East Timor

NGOs

Action contre la faim

Caritas Australia

Catholic Relief Services

Christian Children's Fund

Communication Forum for East Timorese Women

Concern Worldwide

Cooperazione e Sviluppo

Danish Refugee Council

East Timor Women Against Violence

GOAL Ireland

International Rescue Committee

Peace Winds Japan

Save the Children Fund

Timor Aid

Other

International Organisation for Migration

PRADET (Psychiatry Research and Teaching Unit, University of New South Wales, Australia)

United Nations Volunteers

Financial Report (USD)

Expenditure Breakdown	Current Year's Projects	
	SB¹	notes
Protection, Monitoring and Co-ordination	4,282,999	
Community Services	960,617	
Domestic Needs / Household Support	280,829	
Food	13,100	
Health / Nutrition	114,140	
Income Generation	335,146	
Legal Assistance	589,389	
Operational Support (to Agencies)	1,665,117	
Sanitation	70,140	
Shelter / Other Infrastructure	4,374,650	
Transport / Logistics	4,955,411	
Water	23,577	
Transit Accounts	92,041	
Instalments with Implementing Partners	1,796,325	
Sub-total Operational	19,553,481	
Programme Support	4,813,634	
Sub-total Disbursements / Deliveries	24,367,115	(3)
Unliquidated Obligations	4,524,395	
Total	28,891,510	(3)
Instalments with Implementing Partners		
Payments Made	6,850,500	
Reporting Received	5,054,175	
Balance	1,796,325	
Outstanding 1 January	0	
Refunded to UNHCR	0	
Currency Adjustment	0	
Outstanding 31 December	1,796,325	
Unliquidated Obligations		
Outstanding 1 January	0	
New Obligations	28,891,510	
Disbursements	24,367,115	(3)
Cancellations	0	
Outstanding 31 December	4,524,395	(3)

¹Covers activities related to the "Timor Operation".

Figures which cross reference to Accounts:

(1) Annex to Statement 1

(3) Schedule 3

(6) Schedule 6

Expenditures related to Indonesia (AB) are included in the Regional Overview.