

Timor-Leste

Executive Summary

In April 2006, violence erupted in Dili around a peaceful demonstration of 594 soldiers originating from the Western districts of Timor-Leste (equivalent to a third of the national army), who had accused their leadership of discrimination in January, signed a petition, abandoned their barracks, and had subsequently been dismissed in March. Violence continued throughout May 2006, including deadly fighting between the national army (FDTL) and the national Police (PNTL), which led to a complete break down of law and order in Dili. Youth gangs attacked the civilian population with machetes, sling shots, stones and other weapons and looted and burnt houses and public buildings. The Dili population sought refuge in convents, churches, and schools, close to military compounds and at the airport. Within the first days of the crisis, nearly 65,000 Internally Displaced Persons (IDPs) gathered in 30 camps in the capital and immediate surroundings. At the height of the crisis around 150,000 persons were internally displaced, with the majority of the displaced seeking shelter with host families in the districts. Around 100,000 persons remain displaced in the districts and Dili to date.

Total amount of humanitarian funding required in 2006:	Around US\$ 32 million
Total amount of CERF funding received (all under the rapid response window):	US\$ 4,047,931
Total amount of CERF funding for direct UN/IOM implementation and total amount forwarded to implementing partners:	WFP: US\$ 862,285.86 WFP: US\$ 336,933.32 for implementing partners
Total number of beneficiaries targeted and reached with CERF funding (disaggregated by sex/age):	IOM – 140,000 IDPs WFP targeted 100,000, reached 158,736
Geographic areas of implementation:	IOM – 13 Districts of Timor-Leste WFP - Beans and Oil was supplied to all districts from June. However, Rice was provided to Oecusse, Covalima, Manuahi, Ainaro and Manatuto by WFP, remaining 8 districts were covered by GoTL. With effect from October 2006 the complete basket of Rice, Beans and Oil was being provided by WFP to all the 13 districts.

CERF Funding for Timor-Leste 2006

CERF Project	Agency	Sector	Window	Approved Amount US\$	Disbursement Date
06-HCR-125	UNHCR	Shelter and Non-Food Items	Rapid Response	1,241,949	11.07.2006
06-WFP-126	WFP	Food	Rapid Response	1,199,219	21.06.2006
06-IOM-124	IOM	Shelter and Non-Food Items	Rapid Response	698,450	19.09.2006
06-IOM-124	IOM	Coordination & Support Services	Rapid Response	174,613	19.06.2006
06-CEF-123	UNICEF	Water and Sanitation	Rapid Response	733,700	16.06.2006
Total				4,047,931	

Decision-making

Neither the Government nor the international agencies were prepared for the crisis. The United Nations Country Team (UNCT) came together under the leadership of the Special Representative of the Secretary-General in charge of the UNOTIL mission in Timor-Leste and prepared a Flash Appeal to fund the necessary assistance that was immediately required. As a first response to the situation, agencies worked alongside the Ministry of Labour and Community Reinsertion (MTRC), to conduct an assessment of the locations sheltering IDPs, and to understand the scope of the crisis. The UNCT in discussion with OCHA HQ was advised to apply for grant funds from the CERF. Grants were approved by the UN Emergency Relief Coordinator for four agencies: WFP, IOM, UNHCR and UNICEF, in the respective projects of food provision and distribution, logistics support for food and shelter, shelter provision and water/sanitation. From the onset of the crisis to the time when the CERF funds were received, the four UN agencies contributed their own core and project funds intended to regular development programmes. Timor-Leste was not a CAP country at the time.

Assessment Mechanisms in the early stages of the crisis:

The Ministry of Labour and Community Reinsertion, in charge of the coordination of the assistance to the displaced people, immediately set up a Humanitarian Assistance Coordination Group (HACG) comprising international and national organisations, agencies and government departments. From 28 to 30 May 2006, the Group conducted a rapid assessment of IDP camps in Dili that revealed that 65,000 people were sheltered in 30 camps in very difficult conditions. Furthermore, District Administrators advised that an additional 35,000 people had fled Dili and were seeking shelter and refuge with host families. The assessment found that there was a risk of outbreak of diseases in the IDP camps, and thus an urgent need for water supply and sanitation. Food was also identified as an immediate priority together with improved shelter for the IDPs. Finally, the MTRC required urgent assistance in logistics to provide food to Dili camps as well as to the districts affected by the influx of IDPs. The HACG met every day in the first four weeks of the crisis and thereafter on a regular basis to end August. The main areas for immediate response and funding were easily identified: shelter, water/sanitation, and food. Due to the lack of general capacity of the Government of Timor-Leste, logistics support became an added critical area. The only Ministry that had enough capacity to deal with the situation, and with strong leadership, was the Ministry of Health. Health services were discontinued only for a few days and were immediately restored, hence no health projects were put forward for consideration of CERF funding.

Implementation and Results

Food - WFP

The CERF grant of USD 1,199,214 was the first contribution received against the WFP project in the Flash Appeal. This fund enabled WFP to instantly begin providing emergency food assistance by advancing food stocks from on-going WFP programmes with guarantee of reimbursement, whilst also enabling orders to be placed for more food resources in anticipation of the continued food needs. Moreover, further donor contributions, including from Australia, ECHO, Ireland, Japan, and the USA, among others were realised, which was stimulated by the initial CERF funding.

WFP has worked in close coordination with the Ministry of Labour and Community Reinsertion to ensure that IDPs were provided from an early stage with an adequate and nutritionally balanced food basket. WFP also closely worked with NGO partners, (namely CARE, CARITAS, Concern and World Vision International) for implementation of the emergency programme as well as for monitoring and evaluation of its progress. WFP also entered into an agreement with FONGTIL (a forum of local NGOs) for distribution of food commodities in Dili. This also provided

an opportunity to the local NGO community to be a partner in the humanitarian assistance to the IDPs. In addition to that, WFP promoted and strengthened capacity of Transport Association for delivery of food aid with administrative and logistic support.

Availability of early funding also allowed WFP to build up its operational capacity by hiring and deploying experienced emergency staff to the country as well as procurement of additional operational support equipment required to deal with the increased programme demands and security constraints. These early measures have allowed WFP to better assess the humanitarian needs of the population and to work towards achieving the three goals of WFP emergency response. The generally high level of chronic and transient food insecurity in the country, exacerbated by localized failure in last year's maize harvest due to natural disasters and a depletion of seed stock, has necessitated immediate food assistance to prevent a rapid decline in nutrition and health amongst not only the IDPs but the general population. All rations provide high energy food.

In June 2006, WFP agreed with the Ministry of Labour and Community Reinsertion (MTRC) on a food aid policy for IDPs for the initial emergency phase (June-August). The agreement outlines the roles and responsibilities of the Government and agencies involved in the delivery of food aid to IDPs until end-August 2006, ensuring that available Government rice and WFP commodities are distributed in a uniform and coordinated manner, using the same beneficiary numbers and ration scales. The MTRC has the overall responsibility for coordination, registration and provision of rice for eight districts. WFP has the responsibility for providing rice in the remaining five districts and complementary commodities to IDPs in all districts. Since October 2006, WFP took over the government distribution of rice and started to distribute the complete food basket in all 13 districts.

Goal 1- Save lives in the immediate term through timely response to acute needs:

- Initial distributions of 45 MT of high-energy biscuits were followed by a food basket containing corn and soy blend (CSB) fortified with micronutrients, vegetable oil fortified with vitamin A, and sugar. Subsequently, approximately 70,000 IDPs, received three cycles of two-week rations in Dili camps up to August 2006. From September 2006 onwards, all the IDPs were provided a monthly ration.
- IDPs living in the districts, primarily with host families, were provided with monthly rations. The number of beneficiaries peaked at 91,582.

Goal 2 – Meet the immediate nutritional needs of IDPs (including pregnant women and lactating mothers and children under five)

- Over 100 moderately malnourished children in Dili IDP camps received supplementary rations following a screening of children in the camps, and over 200 patients in Dili Hospital received three two-weekly rations of food.
- Distributions enabled IDPs to have access to a nutritionally balanced diet, ensuring immediate nutritional needs, also of vulnerable groups, were met.
- The complete food basket ensured that the IDPs living in dismal conditions were provided with assistance meeting minimum dietary requirements.

Goal 3 - Provide the minimum level of food security so that livelihoods can be protected.

- A WFP-led Emergency Food Security Assessment of IDPs in Dili conducted in June 2006 and another district-level assessment conducted in August-September 2006 showed that most IDPs had suffered extensive loss of income, assets and/or savings, causing their livelihoods to be threatened. WFP food distribution has provided a safety net and ensured that beneficiaries have had access to minimum level of food.

Water and Sanitation – UNICEF

After the rapid assessment at the end of May, the water and sanitation working group coordinated the response. UNICEF was tasked to focus on water and environmental sanitation programming in the camps in partnership with Oxfam, Care and Catholic Relief Services. It immediately put in place, with its partners, water and environmental sanitation measures to prevent outbreaks of water-borne diseases. The first 20 latrines built by a UNICEF contractor in a Dili IDP camp were ready for use within 10 days of the May violence. Early on in the crisis, when for security reasons transport and distribution were extremely difficult, UNICEF through partners managed to distribute more than 2,500 family water kits, 25,000 jerry cans, 120 kg detergent and 20,000 chlorine tablets, which could purify 4 million litres of water.

In total, UNICEF completed in less than three months from the beginning of the crisis, (either through contractors or with its partners) approximately 296 latrines and 221 bathrooms in IDP camps in Dili. Since early June, UNICEF contractors collected garbage and emptied septic tanks, 6 days a week, in almost all Dili IDP camps. At a time where the temperature is quite high in Dili, these sanitary measures were of prime importance to prevent any outbreak of diseases in and around the camps. UNICEF continues to perform regular monitoring of the water supply, water quality and water needs, providing water storage facilities as piped water is not available in all parts of the city, and replacing defective water pumps. This work is done in consultation with the Directorate of Water and Sanitation Service (DNAS) that takes decisions on location of water points and other water and sanitation services, within Dili, Liquica, and Baucau districts. UNICEF distributed cartoon-style fliers in one of the official languages, Tetum, encouraging children to wash their hands before they ate and posters encouraging parents to ensure their children used toilets properly. These were posted on communication boards in most camps in Dili, supported by a UNDP project funded through the Flash Appeal.

60,000 people in IDP camps, approximately 80% of the total number of IDPs in the capital at the time, benefited from clean and sanitary environments; and virtually all of the 50-plus camps at that time in Dili were provided with routine sanitation and waste services. In June and July, diarrhea accounted for only 7 to 8% of commonly reported illness in Dili IDP camps. There have been no confirmed cases of cholera, or any deaths caused by water-borne diseases among IDPs living in camps. UNICEF received US\$733,700, through the CERF mechanism

Coordination of Protection Sector and the Provision of Emergency Shelter and NFIs – UNHCR

Within a few days of the crisis President Xanana Gusmao requested UNHCR to assist, given its past extensive experience of working in the country and its emergency response capacity. UNHCR developed a robust protection-oriented strategy with the following objectives:

Ensure a coordinated protection response within the IDP sites in Dili with a particular and immediate focus on supporting existing national capacities to address SGBV issues.

Work with national and international actors on the ground to improve the living conditions in the worst of the existing IDP sites within Dili and in the Districts through the provision of family shelters and other non-food items.

Work with national and international partners to establish new IDP sites according to needs, as a means of decongesting the worst of the existing sites. Such sites will be designed to ensure the security of women and children.

Build government capacity to provide protection and assistance to its displaced citizens, and to then scale down the UNHCR intervention accordingly.

UNHCR provided emergency shelter and non-food items and carried out a Protection Monitoring and Coordination function. Its beneficiaries numbered at approximately 30,000 IDPs in Dili in alone. The procurement/supply of non fod items and transport was coordinated by UNHCR's Supply Management Service in Geneva. To bolster the capacity of government and implementing partners, UNHCR provided agency support in the form of administrative and technical support, vehicles and other logistical assistance. Protection and community services are priorities for UNHCR and were woven into all UNHCR strategies. UNHCR teams undertook assessment missions to areas within Dili and surrounding districts, identifying protection needs and vulnerable populations not being provided for by any other humanitarian actor. UNHCR also monitored sensitive IDP sites and ensured that individual protection cases were assisted by the competent partners. To bolster its response, UNHCR activated its Emergency Response Team and a total of 19 International staff and 13 National staff were funded under the emergency administration cost (ABOD).

A Protection Working Group was also established in order to assist the overall humanitarian response to the emergency in Timor Leste and to ensure that protection remained at the centre of political, security and humanitarian strategies based on the shared commitment between the Government of Timor Leste, protection oriented organizations and concerned groups, the Church, community leaders and the international police and military contingents that responded to the crisis in Dili (and any other affected district) to respect the protection and promotion of human rights for all nationals, men, women, boys and girls, including those who suffer from displacement.

The principle objectives of the Protection Working Group response to the humanitarian emergency in Dili and other affected districts were and continue to be, as follows:

Ensure that urgent humanitarian assistance is delivered with due respect to protection concerns

Maintain the humanitarian character of IDP camps/sites in and around Dili

- Ensure the physical protection of IDPs and affected population at large
- Prevent and respond to gender-based violence
- Support reconciliation and reintegration efforts
- Ensure that registration initiatives reflect key protection concerns
- Implement, monitor and report on emergency protection strategy
- Identify and address "gaps" in the overall emergency protection response

Finally, the Protection Working Group provided the Government of Timor Leste and the UN Humanitarian Coordinator with a "first port of call" during the emergency and will strive to undertake all necessary actions to ensure the fulfillment of urgent, adequate and effective protection activities related to the above-mentioned priority objectives.

In terms of its involvement in the provision of emergency shelter and other essential non food items, UNHCR was a lead player in the Emergency Shelter and Related non food item Working Group during the emergency phase of the crisis. This Working Group comprised of members of the Site Liaison Support (SLS), the local NGO Rede Feto, the Ministry of Labour and Community Reinsertion, International Organisation for Migration (IOM), and national and international NGOs and was chaired by UNHCR.

The working group worked in close collaboration with the SLSs and the Ministry of Labour and Community Reinsertion. Its functions were as follows:

To consolidate information regarding shelter and non-food item requirements and available resources country-wide.

To disseminate emergency shelter and non-food-item related information to the humanitarian community at large as well as the Government of Timor Leste; particularly, the Ministry of Labour and Community Reinsertion.

To make recommendations and harmonise emergency shelter and related non-food-item distribution strategies.

To trigger responses to identified gaps in emergency shelter and related non-food-items.

Implementing Partners

UNHCR used a combination of direct (UNHCR-implemented) and indirect (partner-implemented) implementation arrangements to deliver CERF-funded non food items to IDPs. In 2006, UNHCR worked with:

Concern International

Concern international is involved in assessing needs in camps, requesting and distribution of NFIs and emergency shelter, including submitting reports on their activities to UNHCR.

Peace Winds Japan

Peace Winds Japan is involved in assessing needs in camps, requesting, and distribution of NFIs and emergency shelter, including submitting reports of their activity. PWJ was also responsible for collection, cleaning, repacking and registration of used tents from IDP sites when they had been vacated. Once the tents were prepared for storage, PWJ will be responsible for distributing, and maintaining records of distribution, to government, church groups, NGOs or others who have been identified as suitable organizations for retention of the tents in case of future humanitarian need. Once the government led program of tent distribution to families that have had their house destroyed or badly damaged begins, PWJ will be responsible for ensuring that the tents are delivered to Timor Leste government in a timely manner.

Ba Futuru

Ba Futuru promote reconciliation, peace building, and human rights education through fostering within at-risk children a positive and peaceful future through non-formal education, role plays and other interactive conflict resolution activities.

The role of the implementing partners (especially that of national NGOs) has been vital to the operations: their knowledge of the local language and context, the IDPs, and good contacts with local authorities facilitated the communication and ensured that the most vulnerable received non food items. For example, during mid-June 2006, humanitarian agencies in Timor-Leste had run out of blankets. IDPs residing in hilly areas where nights are quite cool had not received blankets yet. Thanks to the fast disbursement of the CERF funds, UNHCR supplied ICRC (and its national society, CVTL) with 9,000 blankets for distribution in districts outside Dili. UNHCR distributed blankets to IDPs residing in the hilly areas of Hera and Metinaro.

In summary, UNHCR achieved the following during the emergency phase with the assistance of the CERF funds:

- Approximately 400 tons of emergency shelter and non food items (including 4,650 lightweight tents; 3,600 jerry cans; 6,075 plastic sheets; 3,570 kitchen sets; 1,400 cooking stoves and 32,750 blankets) were delivered from stockpiles in Jordan and Medan to Timor-Leste in a timely manner.
- Good warehousing, storekeeping system was set up.
- Established a good distribution and supply pipeline network.
- Played a pivotal role in the coordination of the Emergency Shelter and Related NFI sector.

- Activated a technical mobile team that was able to attend to minor camp infrastructural repair works.
- Played and continues to play, a lead role in the coordination of the Protection Sector.

Logistics – support to provision of food, shelter and non food items - IOM

Logistics/NFIs

With the dispersal of CERF funds, IOM was tasked to enhance the logistics and transport capacity of the Ministry of Labour and Community Re-insertion to deliver targeted humanitarian assistance to the displaced population. In this regard, the Organization worked closely with WFP to support the Ministry of Labour and Community Re-insertion (MTRC) to coordinate 10 cycles of rice distribution to over 50 IDP centres and affected communities in Dili and the Districts. This has allowed more than 50,000 Dili residents affected by the crisis to receive 2kg of rice per person per week over a six-month period. IOM and WFP operations have also addressed the food assistance needs of those IDPs living in the Districts. IOM and WFP's ability to assist the Government in reaching these vulnerable and remote populations has provided essential support to communities whose resources have been significantly strained by IDP movements to the Districts.

During the six months of CERF funding for IOM operations, the Organisation, with WFP, assisted the Ministry of Labour and Community Re-insertion (MTRC) in delivering more than 5000 metric tones (MT) of rice to IDP camps and communities in Dili, and to the district communities of Baucau, Lautem, Viqueque, Bobonaro, Covalima, Ermera, Liquica, and Aileu. Coordination in humanitarian assistance has been strengthened in this regard through the cooperation of IOM and WFP to utilise IOM's logistical capacity for the delivery of WFP and Government rice. To address the challenges to longer-term planning, IOM also provided direct staffing support to the Ministry for the setup of a rice distribution database that improved accuracy and efficiency in planning and coordination of distributions.

As ongoing security incidences often cut off IDP access to food and water resources, IOM and WFP operations were critical in securing a food pipeline for the displaced population. This was especially true during times of severe deterioration of the security situation, when threats to Government vehicles affected the Government's ability to transport needed services to IDPs. In these cases, IOM worked closely with the Government to quickly respond to additional needs for transport and logistics support, and sometimes using its own human resources, to ensure sustained delivery of government rice to IDPs. Given a WFP report during the crisis which estimated a chronic malnutrition rate of 40% in Timor-Leste, this collaboration between IOM, WFP and the Government was a necessary element in providing nutritional support to IDPs and preventing further negative health impacts on the vulnerable population.

IOM's logistical and transport support to the Government has also enabled the return or relocation of IDP families from camps to either long-term or medium-term shelter arrangements. IOM assisted MTRC upon request to coordinate the identification, planning, and movement of families wishing to return to their homes, or to relocate to homes with family in District areas. In this regard, IOM's immediate response to the ever-changing situation in camps assisted several hundred IDP families to exercise freedom of movement and seek solutions to their displacement in camps. Given the limited transport and logistics capacity of the Government, IOM's support allowed for a quick response to meet urgent requests of families requesting movement assistance. IOM's fleet assistance and logistical and planning support has greatly enhanced the ability of the Government to implement return and reintegration activities and plans, enabling thousands of Timorese citizens to return to their home communities or to safer and more secure locations.

With CERF funds, IOM purchased non food items to be delivered on an as needs basis to IDPs. The 140,000 non food items purchased provided dispensary tents, sleeping mats, blankets, mosquito nets, plastic sheeting, and family kitchen sets to communities hosting thousands of IDPs. In this regard, IOM worked with the MTRC and other Agencies and organizations within coordination structures, such as the Sector Working Groups, to avoid duplication and to plan the extension of NFI support to the districts.

Coordination and Support Services to Government – IOM

IOM has played a leading role in supporting the existing capacities of Government to respond to the emergency and in identifying areas for the establishment of new systems to strengthen the overall humanitarian assistance. In this regard, IOM has worked closely with OCHA to provide material and human resources that enhance the Ministry of Labour and Community Re-insertion's (MTRC) coordination of available services to needy populations. IOM has also served as the leading Agency for the Camp Management and Coordination Sector, supporting the Government's oversight of over 20 IDP centres that hold more than 25,000 IDPs.

In coordination with OCHA, IOM assisted MTRC in the establishment of an Information Centre tasked with coordination and management of data related to the humanitarian assistance. Whereas the MTRC's departments previously operated separately without a point of information sharing, the Information Centre connects all civil servants working on the relief effort through a single network. OCHA has been providing technical assistance in the form of an Information Management Officer based at the Information Center. IOM provided assistance to maintain information systems that led to better planning of the emergency response. Part of its support included the provision of equipment such as computers and printers that enabled Ministry officials to create and print maps identifying the location of IDPs and linking them to needed services such as schools and water points.

Under the CERF, IOM worked with Agencies and NGOs to assist the MTRC in targeted activities to build the capacity of government officials and local camp managers involved in the relief effort. To this end, IOM facilitated camp management trainings and capacity building workshops for local staff and camp managers. Through the trainings, camp management teams received mentoring and reference materials to enhance their service delivery to IDPs, particularly in the distribution of food and NFIs to camp populations. IOM has trained over 25 of its national staff in camp management to facilitate better coordination of service delivery to IOM-managed camps and to assist local Timorese camp managers in decision-making to meet the needs of the IDP population. Regular on-site training by IOM camp management teams has helped build the capacity of camp managers and representatives in improving distribution systems and addressing key issues for IDPs such as fire safety and security. This capacity building effort has been particularly crucial as IOM gradually assumed more responsibility over Dili IDP camps as the crisis continued.

As the leading agency for camp management and coordination support to Government, IOM has established seven camp management teams to support Timorese camp managers to directly coordinate humanitarian assistance to over 25,000 IDPs living in IOM-managed camps. IOM's daily presence in camps has ensured that basic needs in water and sanitation, health, food, protection, education and security are provided by the Government and humanitarian organizations. IOM human resources have also been able to respond to gaps in camp management through a mobile camp management team. The IOM mobile team has provided critical and ongoing support to the Government in assessing new sites that have arisen during sporadic deteriorations in the security situation, and also assisted other international camp Site Liaison Support teams in identifying and responding to gaps in assistance. These combined

efforts have significantly contributed to the continued protection of the IDPs while they are unable to return to their homes.

Specifically, some examples of IOM daily camp management assistance to meet the urgent needs of the IDPs have included:

- Coordination support for construction of latrines, installation of water pipes, and water tanks to provide adequate water and sanitation for IDPs;
- Transportation for doctors to IDP sites, with special focus on pregnant women and children;
- As distribution of items tended to be a main contributor to camp tensions, IOM lent camp managers and committees direct support in creating mechanisms for food and non-food distribution, and in overseeing distribution to ensure equal allocation of food and non-food items to families living at the sites.
- Support to local camp management to hold regular elections. Where possible, IOM also involved input from female and youth participants to encourage more diverse leadership and to lessen tension between groups living at the sites.
- Construction of child-friendly areas dedicated to the provision of non-formal educational activities for younger-aged children unable to attend school and take national exams;
- Liaison with security stakeholders, including IDPs and community members, and service providers to address urgent needs for safer conditions for IDPs;
- Support to the Government's Simu Malu programme for return and reintegration of the displaced population. IOM has worked with IDP camp management representatives to bring IDPs and communities together to discuss areas of conflict and seek durable solutions for return and reintegration of the IDPs. IOM's support to return and reintegration initiatives within camps has directly led to the return of more than 1200 IDPs.
- Camp closure and transport/logistical support to the Government in return movements. IOM has assisted in the closure of 5 camps and provided planning, transport and logistical support to more than 200 families to return to their home villages.

As a part of its key role in coordination support to the Government, IOM has used its extensive institutional and local experience in camp management to assist the Government in the development of policies relating to the management and maintenance of IDP centres, and contingency planning for the rainy season. Throughout project implementation, IOM camp management strategy has been informed by individual camp dynamics and ranging needs of support. In the interim of its camp management activities, IOM conducted a study of all Dili camps to better understand these needs. IOM camp monitoring and evaluation was supported by a camp management consultant seconded from the Norwegian Refugee Councils, who provided input and suggestions into IOM camp management programming.

Lessons Learned

The 2006 crisis was the first time that UN Country Team agencies operating in Timor-Leste had dealt with the CERF funding. They noted the following key challenges and lessons learnt:

- All agencies and partners, and the Government, were in "development" mode and as such took some time to gear towards emergency programming and operations. This explains some of the difficulties faced by the UNCT agencies in the production of the CERF document and the flash appeal;
- The linkage between the CERF and the Flash Appeal was not altogether clear, as evidenced by teleconferences held between the field and UNHQ in Geneva and NY in the early days of the crisis. Some agencies wondered whether it would be opportune to de-link the CERF from the Flash Appeal;

- Coordination with the technical ministries was challenging. In the immediate aftermath of the crisis, almost all Government services stopped operating and offices were effectively closed as many government staff sought refuge with families in IDP camps. Consequently, agencies could not fully consult with Government partners when preparing the CERF proposal but the government departments were afterwards involved in the identification of the gaps and the operationalisation of the CERF projects.
- Agencies were extremely satisfied with the very quick release of the agreement and funds. Some agencies felt that the development of the CERF submission document was more time-consuming than expected.
- Agencies expressed the need for guidance on the nature, procedures and mechanisms of the CERF project document writing and funding, as the process was new to most (including OCHA staff), there was some difficulty in properly identifying the sectors and projects that would benefit from the funding.
- Agencies also suggested to have a harmonised guide to “emergency” activities at the IASC level, such as an itemised list of sectors/activities that can be funded through the CERF and an indication of the maximum CERF funds that may be expected, when an emergency situation develops in a country.

The CERF funding acted as a booster for the delivery of the emergency assistance. It enabled agencies to bring in emergency staff from other duty stations or programmes in the region, acted as a safety net, and provided time to agencies to establish communications with local or regional donors to finalize plans.

The rapid release of funds was beneficial. Whilst using the CERF funding, agencies are provided with space to fine-tune larger and more detailed programmes to deal with the crisis. Agencies are able to bring in emergency staff from the regional projects to assist the country staff.

The CERF process also brings credibility to the UN system with the Government as the UNCT is able to react within a very short period of time to the crisis. It was clear benefit to the government to see that a quick reaction was possible from the UN system and this was reinforced by the funding response of the flash appeal.

CERF IN ACTION



WFP -Food Assistance

The impact of the crisis left many IDPs in a precarious situation. The situation of the IDPs hosted at the Cannossian Sisters Residential Compound in the Balide neighbourhood in Dili is illustrative of the situation. Starting 28 April, the Cannossian Sister's Compound became a place of refuge. Approximately 8,000 IDPs unable to go back to their homes (some of which had been burned and looted) relied on Sister Guilhermina for food and shelter. WFP assessed the Cannossian Compound on 9 June and immediately initiated a distribution of weeks' worth of WFP emergency rations for the camp. The rations consisted of several hundred bags of corn soya blend (CSB), sugar, and tins of vegetable oil, complementing Government distribution of rice.



Photo: WFP Timor-Leste 2006

Sister Guilhermina was concerned however: "I only hope this will last through the week," she said when told the rations were designed for 8,000 persons for two weeks. "Everyday, we have more people arriving." As showed by the Emergency Food Security Assessment, the ability of IDPs and other affected populations to access food had been severely compromised due to loss of income, livelihoods and assets coupled with a breakdown of markets in Dili. With limited cash, loss of employment, and depleted savings, the IDPs required food assistance in order to maintain a minimum daily food intake and maintain an adequate

nutritional status.

Through constant monitoring, WFP tracked the situation in Sister Guilhermina's compound. Almost six weeks after the first WFP visit to the compound, the IDPs in Sister Guilhermina's residence have received three cycles of distribution.



UNHCR - Shelter Assistance & Coordination of Protection Sector



Protection Coordination and Monitoring

UNHCR chaired and still continues to chair, the Protection Working Group in partnership with the Ministry of Labour and Community Reinsertion (MTRC). The forum has enabled all humanitarian actors to discuss and seek solutions to protection related issues. One of the priorities of the PWG is to look into sexual and gender-based violence issues affecting IDPs in the camps.

During the emergency phase, the Protection team comprised of several international staff, played a pivotal role in conducting camp assessments and in providing advice vis-à-vis site planning of the camps.

Specifically, UNHCR's mobile technical team were working hard to improve drainage and help prevent disease in Dili's crowded camps, whether it's fixing a gushing tap, unblocking a drain or



laying concrete to prevent mosquitoes breeding in ponds near water outlets,. After the new tented camps had been established and the most urgent shelter improvement work was completed, UNHCR site planners were helping the water and sanitation agencies to address urgent problems. The UNHCR had hired a troubleshooting team of skilled workers – including a carpenter, plumber and general hand – from among the tens of thousands of people displaced in the Timor-Leste capital since rival armed groups first clashed in late April. They had carried out simple repairs and technical jobs,

with a focus on drainage issues. The mobile technical team concept has been used by UNHCR in other emergency situations, particularly where there was a proliferation of camps with varying conditions and the idea was to respond quickly to problems that pose a health risk, complementing what other specialist agencies were doing and working in close concert with the water and sanitation coordination group. Overflowing septic tanks and blocked drains could lead to cholera and typhoid, stagnant wash water collecting in ponds is a magnet for malaria-carrying mosquitoes, and poor bathing and clothes washing facilities could lead to poor hygiene practices. The mobile technical team had begun fixing drains and improving water points in several sites. The team swung into action at the Seminario Menor in Dili's Lihane Timur area and just a few months ago, the complex was home to 87 seminarians, four priests and six other staff – at the time it hosted some 1,700 people displaced in various waves since late April 2006.

Provision of Emergency Shelter and Non Food Items

With the assistance of the CERF funds, UNHCR not only managed to mount a robust protection-orientation intervention, it also delivered some 400 tones of emergency shelter and NFIs to displaced persons in need. At the height of the crisis, 56 camps were established in Dili alone and some 150,000 – 180,000 people were said to be displaced. As Timorese family units tend to be quite large, UNHCR estimated that the 4,650 tents continue to benefit at least 27,000 displaced persons.

Displaced Timorese Moniz Alves, 81, will be a bit warmer with blankets donated by UNHCR. He is sheltering in a village east of Dili, still too scared to return home.



UNICEF - Water and Sanitation

It seems hard to believe now, but earlier this year, Dili's Don Bosco complex was simply a college. Today, the school has become one of the largest IDP camps in the capital. Don Bosco was transformed into a camp after the first outbreak of violence in late April. In late May thousands more poured into the complex and at the height of the crisis, Don Bosco was housing more than 14,000 people.

But with the help of strong camp management, and good cooperation between government, UN agencies and NGOs including World Vision, CRS, Plan and Oxfam, Don Bosco has emerged as something of a model IDP camp. There have been no outbreaks of disease in the camp, and although IDPs are living in cramped conditions, they have been provided with international-standard environmental and sanitation services.

UNICEF used some of its CERF funding of US\$733,700 to build 56 latrines and 32 bathrooms at Don Bosco. It hired a local company to clean the pit latrines and dispose of rubbish at the camp. It also distributed more than 2,500 jerry cans in the camp, with a total storage capacity of 260,000 litres. This means that each person in the camp can store approximately 18.5 litres of water.



“We’re okay with the water situation here,” says Anna Lemos, a petite mother of ten children. Her youngest was born in the camp in early June, on the mattress which she shares with two of her children. Like many other IDPs, Anna and her family go back to their house during the day, to ensure it is still standing, to eat lunch and bathe. But they return to the safety of Don Bosco well before the sun sets.

A UNICEF staff is distributing cluster of jerry cans, collapsible water containers, buckets and pots that IDPs will use daily. Since May, UNICEF has distributed 25,000 jerry cans and also more than 2500 family water kits including pails, soap, water purification tablets and collapsible water containers.

Photo: UNICEF Timor-Leste/2006/See



IOM - Shelter/Food/Logistics Support

Many of the internally displaced persons (IDPs) living at the Comoro Airport camp never thought they would find themselves fleeing from their homes for a second time in their lives. The families, from the East and West of the country, who have been living here for almost three months, still face shock at their sudden displacement and the loss of their homes and belongings after the crisis began in May.

The local camp manager and IDPs from the airport site say that, when people first fled to the airport camp, they were immediately alarmed with the few provisions available for the thousands that had started to gather.

“Our first reaction was shock at how quickly the situation had deteriorated” says one of the IDPs living at the airport camp. “After that panic started to settle in as we realized our food and water supplies were growing thin. We were unsure of how to feed our children, bathe, or even access water for drinking.”

The stress from this uncertainty, however, was met with relief when IOM arrived on the scene to distribute rice and coordinate the delivery of services for more than 6000 IDPs at the site. With the rapid release of funds made available from the CERF, IOM was able to provide immediate assistance to families at the airport camp, easing their anxieties concerning food shortages.

Since early June, IOM has delivered more than 110 MT of rice to the displaced families at the airport camp, providing a steady ration of 2 kg of rice per person per week. The airport is just one of the many camps – more than 60 - receiving regular deliveries of rice from IOM as part of the humanitarian relief extended to Timor-Leste. With CERF funding, IOM has been able to assist the Government of Timor-Leste in delivering rice to more than 140,812 people affected by the crisis.

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Food distribution to IDPs in the airport camp, one of the largest camps in Dili. Photo: IOM Timor-Leste 2006.

Establishing food security for the displaced population has been one of IOM's key supporting roles to the Government of Timor-Leste with CERF funding. Director of Social Services within the Ministry of Labor and Community Re-insertion, Carmen da Cruz, says that IOM's support has enabled the Government to reach far beyond its capabilities in providing ongoing support to IDPs in the critical months of the crisis.

“IOM's assistance in transport and coordination of rice delivery to over 100,000 people has vastly aided the Government's effort to provide for the people who have been most affected by the crisis and in urgent need of continued food support” she says.

Through ongoing assistance over the past two and a half months, IOM and its partners have eased the initial concerns held by people at the airport, providing food and shelter, water and sanitation facilities, and health services for families. Their efforts have dramatically impacted the lives of the IDPs at the camp and ensured that while the current situation remains, agencies and organizations will continue to work together to improve the lives of these families until they are able to return back home.