

PROGRAMME UPDATE



International Federation of Red Cross and Red Crescent Societies
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

EAST TIMOR

15 June, 2001

FOCUS ON INSTITUTIONAL AND RESOURCE DEVELOPMENT

This Programme Update is intended for reporting on Annual Appeals.

Appeal No. 01.42/2001

Appeal Target CHF 485,000; Revised to CHF 400,528 (see attached)

Programme Update No. 2; Period covered: 1 April - 30 May, 2001 (last Programme Update/Sitrep issued 17 April 2001);

“At a Glance”

Appeal coverage: 67.8%

Related Appeals: None

Outstanding needs: CHF 128,893

Update: During this transitional period the National Society under formation in East Timor will need extensive support from the Red Cross/Red Crescent Movement. One of the major constraints at present is the lack of qualified personnel, this is currently being addressed but in the meantime it is seriously impeding the progress anticipated in the original appeal. The excellent support provided by the ICRC to date has helped lay the foundations for the formation of the CVTL, and the placement of the Federation representative in the country has boosted the confidence and enthusiasm of the Preparatory Committee members taking the first steps to becoming a well functioning National Society. The formation of a well functioning National Society is a long term investment and will require continuity of support from the movement for a number of years.

The context

After the referendum on the future status of East Timor in September 1999, widespread violence and looting took place across East Timor. Up to three quarters of the population of 850,000 were displaced and some 70% of all the buildings were burned and destroyed. Nearly all infrastructure was destroyed. After calm had been restored, administrative authority in East Timor was passed to the UN Transitional Administration in East Timor (UNTAET) as a 2-3 year interim measure. Through the National Council, the UN and a number of international aid agencies are supporting intensive reconstruction and rehabilitation in the country, paving the way for a democratically elected government.

Soon after Indonesia annexed East Timor in 1975, following the end of Portuguese colonial rule, a chapter of the Indonesian Red Cross (PMI) took over the activities and responsibilities of the East Timor branch of the Portuguese Red Cross (Cruz Vermelha). After the 1999 referendum and the ensuing violence only a few PMI volunteers and staff were left on the island. Most of these had been working with the ICRC, who have maintained a strong presence in East Timor since 1979. During the upheaval in September 1999, the ICRC were forced to leave the country, but returned to Dili after a period of 8 days. The ICRC delegation resumed and expanded their activities include an extensive relief operation and the running of East Timor's main hospital in Dili involving some 30 expatriate staff and over 300 Timorese staff. In addition, the ICRC operate dissemination activities, a water and sanitation programme (supported in part by an Australian Red Cross project delegation), protection activities and the forwarding of Red Cross messages. At present the ICRC are scaling down their activities to 5-6 delegates, and are handing over the Dili General Hospital to the Department for Health Services, supported by Cordaid, a consortium of Dutch NGOs. The handover is scheduled to be completed by the end of June 2001.

National institutions are being re-established; a police force, a defence force, schools and hospitals have reopened, buildings and homes are being repaired. Life is slowly getting back to normal but East Timor has a very long way to go. The literacy rate is estimated to be no more than 50%, infant mortality is among the highest in the world, there are only 23 East Timorese medical doctors and a severe lack of trained teachers and administrators of any kind. Services of any kind are chiefly provided by foreigners and most of the population lives in abject poverty.

Given the enormous humanitarian needs in the country, which ranks among the poorest and least developed countries in the world, there is a very clear need for strong indigenous organizations to aid in the building of a civil society. The Red Cross/Red Crescent Movement is assisting the people of East Timor in setting up their own National Society.

Latest events

The country is still governed through the UNTAET supported by a resident peacekeeping force and a foreign police force. Progress towards a democratic leadership is being made and elections for the constituent assembly are now scheduled for 30 August 2001. Formal independence will be declared after the elected assembly has agreed on a constitution, and subsequent Presidential elections for the new state. While there is relative calm in the country, some security incidents have been reported. Groups of people who fled to West Timor during the violence of September/October 1999 are still returning under the auspices of the UNHCR; the option of permanent resettlement in West Timor is also being considered. Some 80,000 of the population have reportedly not yet returned. In early June Indonesian authorities started a registration process of people who would like to return to their homes in East Timor.

In February 2001 a first Federation representative arrived in East Timor for an initial period of three months, to assist the Preparatory Committee in setting up the National Society and to support it in fulfilling its humanitarian mandate. The Federation representative based in Dili is working in the ICRC's delegation and has received excellent support from and enjoyed a good working relationship with the entire delegation. The representative's mission is to fulfill one main objective: to help establish, within three years, a well functioning National Society in East Timor, with appropriate and recognized activities. Emphasis has been put on Institutional Development, Health and Disaster Preparedness and Response.

The CVTL presented their 'plan of action' with support from the Federation representative at the regional partnership meeting (4-8 March 2001) in Phnom Penh. Clear support was gauged and enlisted in principle from not only the regional National Societies but also the major PNS's for the region.

Following the partnership meeting both the regional organizational development (OD) and information delegates have spent time with the Federation representative, ICRC and the preparatory committee in East Timor. It is expected that the regional focal person for East Timor and the regional OD delegate will continue to provide extensive support to the East Timor society in close consultation with the Federation representative.

Red Cross/Red Crescent action

Referring to the objectives outlined in the East Timor Annual Appeal 2001, the programme has over a period of 4 months had a good start. The group of East Timorese, mainly ICRC staff and former PMI volunteers, who had started meeting and discussing the formation of an East Timorese Red Cross Society, has formed a "Preparatory Committee" to establish a National Society in East Timor - the Cruz Vermelha Timor Lorosa'e (Lorosa'e meaning 'rising sun' in Tetun, the Timorese language). At the present time an investigation is being carried out into safeguarding the integrity of the name and legitimizing the operation of the society under current UNTAET registration and operation guidelines. Following the discussions in July 2000 there has been close co-operation between the Federation and the ICRC, based on the MOU outlining the respective roles developed and signed in 2000.

Based on the basic strategy for the future role of the Red Cross and Red Crescent Movement in East Timor drafted in July 2000 and the endorsement from the Phnom Penh partnership meeting in April 2001, the Federation has worked with the CVTL Preparatory Committee and developed a "Work plan for 2001-2003" to achieve the objectives of the appeal and create a realistic framework for further development of the society. The work plan is formulated in a matrix, detailing activities by steps to be taken, persons responsible, time schedule, indicators and expected results. This Situation Report includes the revised budget as per the work plan based on the four core areas of Strategy 2010: Health and Care in the Community; Disaster Preparedness; Disaster Response; and the Promotion of Humanitarian Values. This clear activity and progress mapping will help to harness the support outlined in principle at the partnership meeting.

The first Federation representative was replaced according to plan in early May by a Federation Liaison Delegate seconded by the Malaysian Red Crescent who will continue to support the CVTL until the end of July. The Federation will limit its presence in the country for two months around the elections on 30 August 2001. The first Federation representative is expected to return to East Timor after the elections to make an assessment of progress made and if any modifications needs to be made to the Work Plan.

The Federation Liaison delegate's main task is to continue assisting CVTL in most areas of the agreed programme, especially that of setting up the national headquarters, recruitment and taking forward discussions concerning governance. He will call on the ICRC, the Federation regional delegation (and/or neighboring national societies) to provide technical assistance as and when appropriate considering the need to adjust the support to the development of the capacity of the CVTL.

Four working groups have been formed of members of the CVTL Organising Committee to work on the implementation of these programs. In summary the following achievements have been made during the last couple of months:

- ✓ The East Timor Transitional Authorities (ETTA) have agreed to give the so called Portuguese Red Cross house to CVTL.
- ✓ The process of employing an experienced secretary/assistant has commenced.
- ✓ CVTL has been made member of the East Timor Disaster Management Committee.
- ✓ Clear tasks have been defined for CVTL to act in case of disaster.
- ✓ Discussions are ongoing with the Australian Red Cross regarding the creation of a partnership with CVTL on joint training and other aspects of disaster preparedness and - response and the continuation of the water project by CVTL.
- ✓ A booklet on Guidelines for Disaster Needs Assessments has been translated into Bahasa and printed for distribution.
- ✓ Two first aid instructors have been trained by PMI, training material and handbooks have been purchased.

Details of the activities and achievements as per the objectives in the Annual Appeal 2001 are outlined in the following four sections.

Institutional development

Activity: Setting up a national headquarters

Establishing a firm base for the new society and creating the conditions for the Preparatory Committee to begin operating is essential. Integral to this is the establishment of an identity for the CVTL, for authorities and the public at large, and the identification and recruitment of adequately skilled manpower to establish the new National Society.

The new CVTL national headquarters, with a good central location in town and referred to as “the Portuguese Red Cross building” , was the office of the East Timor branch of the Portuguese Red Cross before 1975, and an orphanage until recent times. It escaped the destruction of September 1999 and is being lived in by a number of families. The Committee holds the title deed to the building, and is now obtaining the formal authority in order to obtain rights concerning this building. The Federation Office will also be located there, but will temporarily remain in the new ICRC office..

Activity: Organization of CVTL

The CVTL Preparatory Committee was earlier organized as a hierarchy of General Co-ordinator, Vice Co-ordinator and Secretary General, with four departments - Finance; Logistics (with equipment, warehouse and workshop sections); Education & Information (information, dissemination and tracing sections); and Health & Emergency (blood, wat/san, first aid, emergency and supervision and processing sections). Activities were minimal, since all members of the Committee are volunteers and have numerous commitments outside the CVTL.

In May a new organigram based on Strategy 2010’s core programme areas was sketched out. This consists of four key departments under the Secretary General:

- Finance, administration and human resources
- Disaster preparedness/response and tracing
- Humanitarian values - dissemination, info/communications and fundraising
- Health - First Aid, blood donor recruitment, wat/san.

This structure is considered more appropriate for the expected future needs of vulnerable people (once the full Committee has decided to adopt it).

The 2001 work plan outlines a staff recruitment program to identify skilled personnel to assist in the establishment of the new national society, and the process of recruiting an administrator to work with the Federation delegate is presently going on. This will include the establishment of office systems according to Federation guidelines.

Activity: Governance

The governance and executive are not distinguishable at present. When the national society establishes itself, it plans to recruit membership and eventually hold elections for governance positions. In the first instance however the Board is expected to consist of appointees. It is too early to discuss governance in a practical sense at the moment, since the national society cannot meet all the ten conditions for recognition of national societies as listed below:

- Constituted on the territory of an independent state (*the state does not yet exist*).
- The only national society of the said state and directed by a central body (*as above*).
- Duly recognized by the legal government on the basis of the Geneva Conventions (*no national government in existence yet*).
- Autonomous status which allows it to operate according to Fundamental Principles.
- Name and emblem of the Red Cross and Red Crescent used in conformity with the Geneva Conventions (*the CVTL logo is currently being designed*).
- Able to fulfill tasks defined by its own statutes (*no statutes yet*).
- Extends activities to the entire territory of the state (*current 13 districts likely to be redrawn by the new government*).

- Recruits voluntary members and staff without consideration of race, sex, class, religion or political opinions (*a few volunteers remain from earlier times*).
- Adheres to the statutes of the Red Cross and Red Crescent Movement, shares in the fellowship which unites the components and cooperates with them (*Committee members already participate in Federation regional activities and work locally with ICRC*).
- Respects the fundamental principles and is guided by the principles of international humanitarian law (*strong IHL programme being run with ICRC*)

The Regional OD delegate for southeast Asia during a recent visit introduced a number of documents to the Committee members for later reading and consideration for action with regard to planning for governance.

Health

Activity: To conduct an assessment to identify the needs and likely role for the National Society in community health and First Aid.

There is a clearly defined need to provide first aid training to special target groups and the public at large. It is estimated that CVTL will need a total of ten to twelve first aid trainers who should be available within the next year. The Indonesian Red Cross (PMI) has provided First Aid instructor's training for two East Timorese first aid instructors who have now completed their training. They will be providing traditional first aid instruction to urban groups such as the police, factory workers etc. Two sets of PMI standard training material and 100 handbooks have been purchased. The first CVTL first aid course should be conducted in the next couple of weeks under the supervision of representatives of the PMI. The Indonesian Red Cross can include further First Aid instructor training for two people per year, however the Federation and CVTL require training at a faster rate to reach the target of 12 first aid instructors in East Timor. The Australian Red Cross may be asked by the Federation and CVTL to provide training to supplement the numbers that can be trained by PMI.

There is a complicating element in setting up a First Aid training Programme in East Timor as the classical type of first aid training, which concentrates on laymen's intervention on trauma, is not suitable to meet the needs in rural areas where child mortality is said to be very high and health services are insufficient if at all existing. It is therefore recommended that an additional training program for 'rural first aid' be developed. Such a program should contain a high degree of public health elements. Considering the limited resources and the present lack of managerial capacity of CVTL as well as rather incomplete planning by the health authorities it has been decided to start this program at a later point in time and not to become involved in any other health program until the capacity of CVTL to manage is stronger. There will be further investigations and discussion around this so that it co-ordinates and does not overlap with the government health system. The structure of the government health system should be clearer in 2002, and the CVTL will be able to negotiate their role.

Activity: To work with the National Society to study the feasibility and appropriateness of developing a role in the planned national blood program.

No action has been taken on this matter so far and it is felt that the CVTL in its present state of development does not have the competence to embark on such a rather complex subject.

Activity: To provide selected rural communities with a sufficient water supply.

It is suggested that the Cruz Vermelha Timor Lorosa'e takes over the responsibility for the Australian Red Cross managed water and sanitation programme when the present Project Delegation agreement between the ICRC and the Australian Red Cross expires in October 2001 or later (an extension of the agreement until the end of 2001 is possible). There will be ongoing assessment on the progress in setting up the new institution in order to take a final decision. The water/sanitation project would be the largest program of the new national society.

The reason for this proposal is that the program has gained a high expectancy among the rural population and the responsible authorities, meets real community needs, and is furthermore a vehicle to promote Red Cross principles and ideas in large parts of the country. In addition, the CVTL is planning to use this program as a nucleus for the recruitment of volunteers and the creation of branches. The objectives of the programme are to:

- provide an integrated physical and social (hygiene) program utilising local resources, and involving community participation and mobilisation.
- provide the necessary material and technical support to identified rural communities for the construction, protection and rehabilitation of water systems.
- build commitment to take responsibility for local water supply and ensure a minimum of one trained person per village for the operation and maintenance of the system.
- create awareness of the issues associated with the need for the provision of safe water.
- target villages which are most vulnerable and located in areas where no other agencies are working.

Implementation and Management:

The ICRC has conducted this program for more than ten years. It is very low-tech, based on protection of wells, laying pipes from the well to the villages and installing tap-stands. There are no pumps or filters requiring repair and regular maintenance as the water is transported by gravity only. Beneficiaries are actively involved in the planning and construction. This way the village people are capable to take full responsibility for the maintenance of the system. At present there are three teams of local employees working under the supervision of a Wat/San delegate. Many of the team members have worked in the programme for a number of years and their level of professional experience and technical skills is sufficient to manage the programme in their own responsibility. Considering the extended involvement of the Australian Red Cross in this programme, possibilities for continued support as been discussed with the society.

Activity: To provide remote rural communities with basic first aid facilities.

Public health facilities in rural Eastern Timor are few and far between. Many people live in widely spread villages in mountainous areas with poor road communications. The health authorities of East Timor are in the process of planning the establishment of a primary health care system and have requested the CVTL to assist. Considering the present lack of human and financial resources the society is faced with, it has been decided not to embark on such a demanding program but to contribute to the improvement of the health system by establishing First Aid Posts.

Implementation and management:

The villages to be covered by this program will be chosen in close cooperation with the health authorities and should, preferably, be in areas where the Society is implementing its water project due to plans to utilise the combined services of the volunteers involved in both programs to serve as a core group for disaster response activities and for the creation of branches in rural areas. Qualified trainees should be identified thereafter in co-operation with the village elders and trained by CVTL FA instructors. The villages will then be provided with standardised first aid kits. Budget for these first aid kits are included in the revised budget of the 2001 Appeal. It can be anticipated that 20 such first aid posts will be established over a period of two years. Detailed plans for retraining, supervision and replenishment of first aid material will be established by the Society's First Aid committee.

Expected results:

- To make a contribution to the improvement of public health in East Timor.
- To increase the Society's image and reputation with authorities and the public.
- To promote and facilitate the formation of branches.
- To establish a basic, peripheral system of disaster response.

No progress has been made on the implementation of this program as this needs to be closely co-ordinated with first aid training in general and the training of people in rural areas in particular. This will take time and cannot be started before early 2002

Disaster Preparedness and Disaster Response

Activity: To assist the National Society through cooperation with UNTAET, the CNRT disaster commission and OCHA, in identifying and developing a role in the national disaster plan.

Activities are planned and specified in CVTL Work Plan 2001 - 2003 under the section "Disaster preparedness and disaster response". An assessment manual has been translated into Bahasa and printed in both Bahasa and English supported by the Federation's office in Jakarta.

The National Society has officially been nominated a member of the National Disaster Management Committee and in a letter to the authorities formally accepted this responsibility. As no clear tasks or mandate had been assigned on which a systematic disaster preparedness policy and plan could have been based, the CVTL took the initiative to offer the following services:

- Conduct assessments of emergency needs of the effected population.
- Reception, distribution and reporting of food and non-food relief commodities (from external sources).
- Provision of food and non-food relief commodities procured with own funds.
- Establishment and maintenance of a registration and tracing program.

This has been verbally approved and a formal acknowledgement from the authorities is expected. Offers to provide non-food relief items have been received from UNHCR and Catholic Relief Services (CRS). Both organisations have reduced their activities in East Timor and have surplus stocks available. Storage space is also available in the ICRC warehouse and the ICRC logistics delegate is well versed with Federation procedures and will train local staff accordingly. Contacts have been established with the Australian Red Cross (ARC) to establish procedures which would allow a close cooperation between the CVTL and the ARC northern territory branch which has been discussed in Darwin.

It is proposed that the Federation Regional Disaster Relief delegate based in Bangkok will conduct a week long workshop in Timor for the CVTL and selected ARC staff for team building and learning the Federation systems associated with disaster relief. This will take place in early 2002. Following this activity, the staff who have been trained will provide immediate short term support to their CVTL colleagues in times of a localised emergency. The criteria for selection of staff, management responsibility, lines of communication, training required for the participants, and other administrative details will be negotiated over the next six months.

Promotion of Humanitarian Values

Activity: Establishing a public profile for the CVTL

The Committee members are eager to raise the profile of the new national society. The Red Cross is known in the country from the past, but now needs to be relaunched in the minds of the public at the start of this new era. The regional information delegate was able during a recent visit to advise on a number of activities which can be undertaken immediately to start building this profile both inside the country and in the outside world.

The work plan outlines activities integral to the establishment of a public profile for CVTL; such as seeking local media coverage on the formation of the new National Society in East Timor, raising awareness of the CVTL within the Red Cross and Red Crescent Movement, including information about the new national society in the ongoing ICRC dissemination programme and reaching agreement on a logo for the new national society (and to put it up on a sign on the future headquarters of the national society).

A member of the Participatory Committee took part in a Regional Communications Planning Workshop, organized by the Asia-Pacific Regional Information Unit in Bangkok in early February, and took part in developing the Regional Communications Strategy 2001-2005, which is being adopted by national societies in East and Southeast Asia. A number of local media outlets have come into existence in the last few months. Contacts are being made with a selected number to disseminate information about the formation of the CVTL and to try and make use of local coverage to attract more members and supporters. The regional information delegate will continue to promote the new national society within Federation publications and website and continue to support the CVTL's planned activities.

Constraints

While substantial progress has been made there are a number of issues which need careful monitoring and follow-up:

- Specific plans and programs for governance and management training have not been drawn up as more time is needed to define many more competent people for activities within the society before such investments are made.
- A concept for fundraising needs to be developed.

- Humanitarian values need further attention and developing.
- The establishment of the first aid program addressing problems in rural areas will be given high priority.
- Statutes and by-laws must be drafted as soon as the political situation permits.
- First Aid posts in rural areas need to be established.
- The work on establishing a profile of CVTL needs to be continued.

The Federation recommends that the partners progress slowly in pace with the development of the capacities of CVTL. A number of hands-on activities have been initiated earlier than expected and now time is needed to consolidate them. Forthcoming support should be closely related to the established programs. The society needs partnership more than just funding.

The Federation will conduct regular evaluations. The first of these will be carried out as soon as possible after elections and the formation of a national government.

Outstanding needs

The 2001 Federation Appeal budget has been revised based on the Work Plan for 2001 (see attached revised budget). A balance of 180,000 CHF linked to a Irish Red Cross contribution in 2000 has been reallocated to cover the initial costs of the programme and one formal pledge has been received. Therefore funding is still required to meet the requirements of the appeal. Following the partnership meeting in Phnom Penh, great expectations now rest on the realization of this support in the form of funding and technical resource and advice from movement partners and sister societies. Support for this appeal is critical if the formation of the CVTL and its program for providing humanitarian aid in East Timor is to continue.

It is expected that as the ICRC scales down its operations in East Timor, the new national society (in formation) will benefit from the hand over of hardware and other items.

External relations - Government/UN/NGOs/Media

Contacts have been established with members and officials of the provisional East Timorese authority and with the UNTAET. As there is no formal national government in place yet, these contacts are tentative and need to be handled delicately. The Federation's liaison delegate will continue to foster these links in the coming weeks.

A number of local media outlets have come into existence in the last few months. Contacts are being made with a selected number to disseminate information about the formation of the CVTL and to try and make use of local coverage to attract more members and supporters. At the same time the new national society (in formation) has been publicized in Federation publications with the support of the Asia-Pacific Regional Information Unit in Bangkok as well as on the Federation's public website.

Contributions

See attached List of Contributions.

Peter Rees-Gildea
Head a.i.
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		ANNEX 1
<u>BUDGET SUMMARY (revised 30/05)</u>	APPEAL No. 01.42/2001	
East Timor		
TYPE	VALUE	
RELIEF NEEDS	IN CHF	
Water	5'620	
Teaching materials	40'000	
Other relief supplies	4'050	
TOTAL RELIEF NEEDS		49'670
<u>CAPITAL EQUIPMENT</u>		
Vehicles	31'000	
Office furniture & equipment	98'000	
<u>PROGRAMME SUPPORT</u>		
Programme management (automatic calculation)	27'008	
Technical support (automatic calculation)	8'085	
Professional services (automatic calculation)	8'966	
<u>TRANSPORT STORAGE & VEHICLE COSTS</u>	5'360	
<u>PERSONNEL</u>		
Expatriate staff	108'000	
National staff	16'220	
<u>ADMINISTRATIVE & GENERAL SERVICES</u>		
Travel & related expenses	20'200	
Information expenses	10'920	
Administrative & general expenses	17'100	
TOTAL OPERATIONAL NEEDS		350'858
TOTAL APPEAL CASH, KIND, SERVICES		400'528
LESS AVAILABLE RESOURCES (-)		-272'197
NET REQUEST		128'331

East Timor						ANNEX 1
APPEAL No. 01.42/2001		PLEDGES RECEIVED				14.06.2001
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
CASH						
REQUESTED IN APPEAL CHF ----->				400'528		TOTAL COVERAGE 67.8%
CASH CARRIED FORWARD				186'734		
SWEDISH - RC		125'000	SEK	21'713	07.03.01	INSTITUTIONAL & RESOURCE DEV.
SWEDISH - RC/GVT		375'000	SEK	63'188	21.05.2001	INSTITUTIONAL & RESOURCE DEV.
SUB/TOTAL RECEIVED IN CASH				271'635	CHF	67.8%
KIND AND SERVICES (INCLUDING PERSONNEL)						
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED IN KIND/SERVICES				0	CHF	0.0%
ADDITIONAL TO APPEAL BUDGET						
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	
THE FOLLOWING PROJECTS ARE LINKED TO THIS APPEAL:						