

ANNEX 1 – BSRP II Timor-Leste Country Implementation Plan

1. SUMMARY	
EDF 11 indicative fund allocation	National allocation: EUR 550,000 Share of Regional Allocation: EUR 93,242
Timeframe	Implementation Phase: Current to end October 2026
National activities	<p>KRA 1: Sub-national risk assessments, risk profiles and tools</p> <p><i>1.1 Standardise processes and tools for doing risk assessments of Sucos</i></p> <p><i>1.2 Conduct hazard and vulnerability risk assessments in high risk areas of Covalima and Viqueque using the standardised methodology</i></p> <p><i>1.3 Update municipal-level risk profiles for Covalima and Viqueque</i></p> <p>KRA 2: Legislative, policy, and institutional arrangements</p> <p><i>2.1 Socialization of SIOPS at national and municipal levels</i></p> <p>KRA 3: Evacuation centres, emergency operations centres and pre-positioned supplies</p> <p><i>3.1 Develop SOPs and policies for the operation of subnational Emergency Evacuation Centres</i></p> <p>KRA 4: Community-based Disaster Risk Management</p> <p><i>4.1 Plan and implement CBDRM activities with Viqueque and Covalima sucos and aldeias (and additional municipalities as required)</i></p> <p>KRA 5: Communications</p> <p><i>5.1 General awareness raising</i></p> <p><i>5.2 DRM awareness targeting schools</i></p> <p>KRA 6: Coordination of project activities</p> <p><i>6.1 Project Coordinator</i></p> <p><i>6.2 National Project Steering Committee</i></p>
In-country project governance structure	National Steering Committee comprising the following agencies: <ol style="list-style-type: none"> 1. Civil Protection Authority (Chair) 2. Ministry of State Administration (MAE) – Covalima & Viqueque Municipalities 3. RHTO (National Disabled People's Organisation) 4. CVTL (Red Cross) 5. Secretary of State for the Environment (SEA) 6. Australian Humanitarian Partnership (Disaster READY).
Lead collaborating agency	National Directorate for Disaster Risk Management (NDDRM), Civil Protection Authority (CPA), Ministry of Interior

2. COUNTRY CONTEXT

Located on the southernmost edge of the Indonesian archipelago, northwest of Australia, the Democratic Republic of Timor-Leste is a young, post-conflict, small island state with a population of 1.3 million. One of the newest countries in the world, Timor-Leste became independent in May 2002. This followed 24 years of Indonesian occupation which began with an invasion in 1975 after East Timor attempted to declare independence when Portugal withdrew after hundreds of years of colonial rule. Its landmass (14,870 Km²) includes the eastern half of the island of Timor (the western half a province of Indonesia), the Oecussi (Ambeno) region on the northwest portion of the island of Timor and the islands of Palau Atauro and Palau Jaco.



Timor-Leste's topography is dominated by a massive central mountainous backbone that rises to 3,000 meters and is dissected by deep valleys. On the northern side, the mountains extend almost to the coast, but on the southern side, the mountains taper off some distance from the coast, providing areas of coastal plain. Up to 44% of the area has a slope of 40%, resulting in a high risk of rain-induced landslides.

Timor-Leste's recent history is dominated by a complex and prolonged conflict that first involved internal conflict between the two political parties (Fretilin and UDT) following the breakdown of their attempted coalition in 1975, and then between the invading Indonesian forces and Fretilin following the latter's retreat into the interior with approximately 10,000 civilians. It's thought 100,000 died in the first few years, as the armed resistance was largely crushed and Indonesia held civilians in detention camps where many died in a famine¹. As many as 200,000 people are thought to have perished in fighting, massacres, displacements and forced starvation during the period 1975 – 1999. With regard to displacement, death was caused by famine, famine-related diseases, vulnerability to sickness due to hunger, fear or exhaustion and a lack of access to medical care. It is likely that more people died from the effects of displacement than from any other violation. Displacement entailed hunger and deprivation of the means of making a livelihood through the destruction of or loss of access to food crops, livestock, housing, agricultural implements and land. One indication of this disruption was the dramatic fall between 1973 and 1980 in the number

¹ The Guardian. *East Timor: Indonesia's invasion and the long road to independence.*

<https://www.theguardian.com/world/2019/aug/30/east-timor-indonesias-invasion-and-the-long-road-to-independence>

of livestock, which are crucial as means of production, transportation and sources of wealth in East Timorese agricultural communities. The Report of the Commission for Reception, Truth, and Reconciliation Timor-Leste found that almost every East Timorese person who lived through those years suffered some form of displacement, and many were displaced several times.² After the resettlement camps were dismantled, settlement patterns in Timor-Leste remained radically different from their pre-invasion form. Even today there are many signs of the legacy of this displacement. Many people were forced to live in towns and along major roads. Many fertile areas of the country were abandoned.

Population density in Timor-Leste is 91 people per km² with 35.1 % of the population living in urban areas. It is a youthful population with the median age being 20.9 years.³ The population of Timor-Leste is expected to grow to 1.8 million by 2050 with 58% living in urban areas. Dili, which is growing rapidly, is the main urban centre with a population of 150,000. Provincial capitals have populations of between 16,000 and 22,000. 41% of Timor-Leste's population is below the poverty line and over 70% are reliant on subsistence agriculture. Timor-Leste's economy is mostly dependent on the extraction of oil reserves from the Timor Sea which account for a massive 80% of GDP. Key exports include coffee, vanilla, crude petroleum, other vegetable products and tungsten.

Timor-Leste is moderately exposed to tropical cyclones (it is in a TC formation area) with the cyclone season running from October to May. Intense rainfall events leading to flash flooding and landslides are however the main natural hazard facing the country, followed by droughts and wind storms, and to a lesser degree earthquakes. Timor-Leste is affected by both riverine flooding and flash floods, which result from heavy rains compounded by low soil permeability and rapid, excessive runoffs from high mountain range slopes to streams below. In Dili, flood risk is compounded by the development of urban land in hazardous areas (such as flood-prone land in the city center) with inadequate stormwater management and a reduction of permeable spaces.

Severe flooding was experienced in April 2021 due to torrential rains accompanying the passage of Tropical Cyclone Seroja. The disaster affected all 13 municipalities of Timor-Leste, caused at least 44 fatalities, damaged critical infrastructure such as roads, bridges, water supply infrastructure, schools, and health facilities, and impacted rural areas and agricultural assets. More than 30,000 households were impacted by TC Seroja, including nearly 25,000 in Dili (more than 50 percent of all Dili households). Cyclone Daryl in 2006 caused considerable damage in Timor-Leste, in which crops and over 500 houses were destroyed due to winds and floods.

A major drought occurred between December 2015 and April 2016 affecting 120,000 people in the five districts of Lautem, Viqueque, Baucau, Oecusse and Covalima. Strong winds occur very frequently and are problematic for the flimsy constructions that characterise the houses of the rural communities

Earthquakes in East Timor are frequent but rarely cause damage. Three tidal waves classified as tsunami have occurred in the past 170 years, with 11 fatalities from a four metre tidal wave in 1995.

Intense rainfall events are expected to increase in Timor-Leste as a result of global warming, but little change is expected in the frequency of droughts and projections indicate decreasing numbers of tropical cyclones by the end of the century. Sea level near Timor-Leste has risen and will continue to rise throughout this century. Ocean acidification has also been increasing in Timor-Leste's waters and will continue to increase and threaten coral reef ecosystems.⁴

3. BSRP II and NDRRP

Building Safety and Resilience in the Pacific Phase II (BSRP II) is a sub-programme of the **11th European Development Fund (EDF) Intra-ACP Natural Disaster Risk Reduction Programme (NDRR)**. The overall objective of the NDRR programme is to contribute to reducing the impacts of disasters, including those related to climate change, and to increase resilience in African, Caribbean and Pacific (ACP) countries. This is to be achieved through three specific objectives that align with the Sendai Framework for Disaster Risk Reduction 2015-2030: SO1: Disaster risk governance to manage disaster risk is strengthened; SO2: Investment in disaster risk reduction (DRR) for resilience is increased; and SO3: Disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction is enhanced.

² Chega! The Report of the Commission for Reception, Truth, and Reconciliation Timor-Leste. 2005. Government of Timor-Leste.

³ <https://www.worldometers.info/world-population/timor-leste-population/>

⁴ Pacific Climate Change Science Program report, 2014.

BSRP II has the overall objective of reducing the impacts of disasters, including those relating to climate change in Pacific island countries. Anticipated impacts to be achieved are aligned with the Framework for Resilient Development in the Pacific (FRDP) outcomes; i.e. Adverse economic, social and environmental impacts of climate change and disasters are reduced; Human loss and suffering is prevented; Communities are stronger and more resilient. BSRP II's work programme is structured under two specific objectives; namely, i) Strengthened disaster risk governance in PICs; and ii) Enhanced multisectoral resilience and capacity for preparedness, response and recovery in PICs. There are four outputs feeding into these objectives. Output 1.1 – Increased availability of reliable disaster and climate risk data, information and knowledge and Output 1.2 – Supported increase of integrated and risk-informed regulations, planning and financing feed into Objective 1. Output 2.1 – Strengthened capabilities, collaboration and coordination for risk reduction, response and recovery; and Output 2.2 – Increased risk awareness and reduction actions with sub-national, community and local stakeholders feeds into Objective 2.

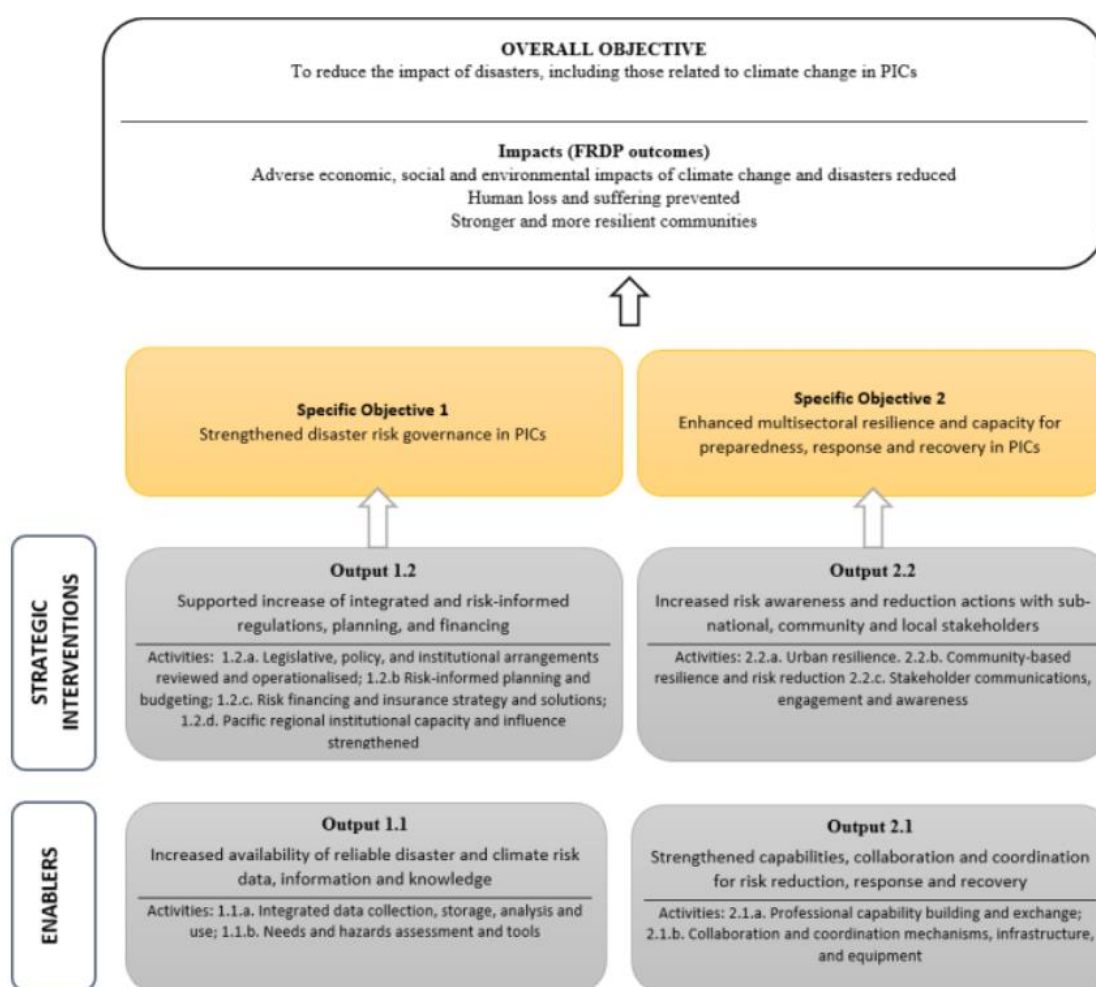


Figure 1: Intervention Logic diagram

Participating Pacific island countries have each identified priority national activities under the broader project framework as described above. Timor-Leste has identified eight national activities which are detailed in the Section 4. In addition to **national activities**, BSRP II includes the following **regional activities**:

- Assessing the cost of climate change and disaster impacts
- Regionalisation of Disability Inclusive DRM
- Risk financing advisory support (support to 3-5 countries)
- Strengthen SPC's long-term DRM/CC capacity
- Professional capability building and exchange

- Support for Pacific representation at regional and global forums
- Communications, engagement awareness and visibility

The Project will utilise a range of technical specialists to support countries and SPC with the implementation of regional and national activities. These will comprise a mix of full-time appointments and existing SPC technical staff on a FTE⁵ cost-sharing basis. Technical support staff are aligned to, and funded under, project outputs:

Output 1.1 - Increased availability of reliable disaster and climate risk data, information and knowledge

- Technical Adviser (DRM/CC Operations) 1FTE (50%)
- GIS Officer 0.25FTE
- Systems Engineer 0.25FTE
- Information Management and Governance Specialist 0.25FTE

Output 1.2 - Supported increase of integrated and risk-informed regulations, planning and financing

- DRM/CC Adviser 0.75FTE
- DRM/CC Analyst 0.5FTE
- Data and Records Assistant 0.7 FTE
- Gender and Social Inclusion Adviser 0.05FTE
- Risk Financing Specialist 0.5FTE

Output 2.1 - Strengthened capabilities, collaboration and coordination for risk reduction, response and recovery

- Knowledge and Skills Transfer Coordinator 1FTE
- Procurement Engineer 1FTE

Output 2.2 - Increased risk awareness and reduction actions with sub-national, community and local stakeholders

- Technical Adviser (DRM/CC Operations) 1 FTE (50%)
- Communications and Stakeholder Engagement Adviser 0.75FTE

As with BSRP Phase I, funds have been set aside to support up to 12 In-country Coordinators for a period of between 24 -42 months depending on the country plan needs. Additional funds are ear-marked for a coordinator for Papua New Guinea’s Multi-hazard Early Warning Centre, and 3 staff to serve as Tonga Cluster Coordinators.

4. NATIONAL PROGRAMME OF ACTIVITIES

OVERALL OBJECTIVE

Better prepare Timor Leste for managing disaster risk and to build resilience

SPECIFIC OBJECTIVE 1

Strengthen disaster risk governance in Timor-Leste

KEY RESULT AREAS

1.1.b Sub-national risk assessments, risk profiles and tools

1.1 Standardise processes and tools for doing risk assessments of Sucos

In order to strengthen the use of DRM information for planning and decision making, there is a need to adopt a standardised methodology for doing hazard and vulnerability risk assessments in Timor Leste. There are many organisations and line ministries currently doing risk assessments, but as each uses its own methodology, the

⁵ Fulltime Equivalent

results are not always compatible in terms of format and content. This makes it difficult to collate risk information so that it can be efficiently and effectively used for strengthened DRM planning and decision making,

Under this activity, SPC will directly procure a national consultant to deliver the work in three parts. Part 1 will involve a mapping of the main hazard and vulnerability assessment methodologies currently being used by different organisations and line-ministries. These will be analysed in terms of their respective strengths and weaknesses, and appropriateness for local circumstances. Part 2 will focus on the information needs of CPA and DRM planners and decision makers at the municipal level, and put forward a recommended standardised process that meets these needs. Part 3 will involve the development of tools and the training of individuals in the use of the methodology.

1.2 Conduct hazard and vulnerability risk assessments in high risk areas of Covalima and Viqueque using the standardised methodology

This work will be carried out by the relevant unit within the National Directorate for Disaster Risk Management of the Civil Protection Agency in partnership with suco and aldeia leaders and local DRM committees in high risk areas. Apart from the useful information it will collect, it will also serve to familiarise staff of the NDDRM in the use of the methodology, which will in turn place them in a better position to guide other agencies and line ministries. It will be important to coordinate with CARE and Oxfam who have programmes of work in Covalima and Viqueque under the Australian Humanitarian Partnership Disaster READY programmes Phases 1 and II.

1.3 Update municipal-level risk profiles for Covalima and Viqueque

With technical input from SPC, the NDDRM will collate existing and new DRM information at the municipal level for the sucos and aldeias of Covalima and Viqueque. An information system will be developed that is tailored to the needs of planners and decision makers and relevant municipal officials will be trained in its use.

KRA 2: Legislative, policy, and institutional arrangements

2.1 Socialization of SIOPS at national and municipal levels

The current system of emergency management in Timor Leste is relatively new with the CPA only having been established by way of the Civil Protection Law in 2020. The SIOPS is a related set of regulations that spell out the structure, operational procedures of the CPA including delegations of authorities amongst agencies tasked with emergency services. It is therefore important that all stakeholders have a good understanding of the SIOPS at both national and sub-national levels. Socialization of the SIOPS will be conducted by the CPA.

SPECIFIC OBJECTIVE 2

Strengthen disaster preparedness and awareness

KRA 3: Evacuation centres, emergency operations centres and pre-positioned supplies

3.1 Develop SOPs and policies for the operation of subnational Emergency Evacuation Centres

This KRA builds on the activities undertaken during BSRP I; namely the construction of Emergency Evacuation Centres in Covalima and Viqueque. Now that the centres have been constructed there is a need to invest in building the capacity of those tasked with managing the centres to ensure that the centres are effectively used as community shelters during hazardous events, are inclusive and properly maintained during normal times. For this to occur, Timor Leste requires a system of SOPs and related policies for the operation of EOCs, and for EOC managers to be trained in their use. The SOPs and policies will be developed by the NDDRM with technical input from SPC and EOC managers will be linked to training modules developed specifically for this purpose. While SOPs and policies are targeted at the management of the Covalima and Viqueque EOCs in the first instance, they will also be relevant for other municipalities.

KRA 4: Community-based Disaster Risk Management

4.1 Plan and implement CBDRM activities with Viqueque and Covalima sucos and aldeias (and additional municipalities as required)

Drawing on the risk assessments done for sucos and aldeias in Covalima and Viqueque under KRA1, this activity is designed to support evidenced-based participatory planning at the village level and to support pilot DRM activities.

The activity includes engagement with schools as well as the strengthening of DRM committees. Action plans should seek to strengthen community resilience capabilities drawing on modern and traditional knowledge, e.g. food preservation techniques, first aid, etc. They should also target ecosystem restoration and ecosystem-based adaptation (natural solutions), e.g. coastal protection initiatives. The NDDRM will lead this activity in partnership with local CBOs and other government agencies.

KRA 5: Communications

5.1 General awareness raising

Communications activities under KRA 5 have yet to be defined, but are likely to include activities designed at raising awareness of the general public concerning hazards, vulnerability, risk and resilience. Special events are likely to be held to raise awareness on International Disaster Day and the possibility of Timor Leste linking in to the Pacific Regional Resilience Meeting in Fiji (October 11-13) as a satellite hub will be explored. The possibility of linking youth and disabled groups into this event will also be explored.

5.2 DRM awareness targeting schools

KRA 5 activities are likely to also include the development/dissemination of DRM/CC-related resources targeted at school children and teachers.

KRA 5 will be led by NDDRM in partnership with civil society organisations including CBOs. A partnership will be sought with the Ministry of Education concerning the development/dissemination of DRM/CC educational resources.

KRA 6: Coordination of project activities

6.1 Project Coordinator

A Project Coordinator will be recruited and employed up until the end of the project implementation phase, currently 31/10/2026. This position will be based at the National Directorate of Disaster Risk Management with the Civil Protection Authority to coordinate project implementation. The Project Coordinator will report to (1) Director NDDRM, Timor Leste and (2) BSRP II Project Manager based in Fiji. The Project Coordinator will be appointed by SPC using its internal hiring processes.

6.2 Finance and Administration Assistant

A Finance and Administration Assistant will be recruited and employed up until the end of the project implementation phase, currently 31/10/2026. The Finance and Administration Assistant will be appointed by SPC using its internal hiring processes.

6.2 National Project Steering Committee

A National Project Steering Committee will be established to provide oversight of the project planning, implementation and monitoring. The NPSC will also serve as a platform to foster coordination and collaboration amongst participating agencies.

5. IMPLEMENTATION ARRANGEMENTS

6.1 Organisational Structure and Responsibilities

The BSRP Project Management Unit (PMU) operating from the Geoscience, Energy and Maritime (GEM) division at SPC is responsible for providing oversight of the day to day running and implementation of the BSRP project within the respective beneficiary countries. The NDMOs of each beneficiary state are the designated BSRP country focal points and work in close collaboration with the PMU.

The PMU works closely with the respective NDMOs to ensure that project activities are implemented effectively and efficiently while also ensuring that the National Project Steering Committee is informed of project

implementation progress as well as challenges and solutions through regularly updating the NPSC via regular email contact and NPSC meetings. The PMU has dedicated country officers to handle country specific affairs and implementation. As country focal points for BSRP they are responsible for the day to day running of BSRP including supporting the NDMO to conduct National Project Steering Committee meetings, compile reports for the NPSC and the ACP-EU on a quarterly basis and oversee financial expenditure and developing budgets and budget revisions where necessary.

The National Project Steering Committee is the approving body for BSRP activities within the respective beneficiary countries and will provide approvals for activities for funding; review and approve the annual workplan for the BSRP and CIP as and when needed; and meet to discuss progress and counter measures and solutions where implementation has stalled.

6.2 Procedures

The NPSC approves activities and budgets developed as part of the Country Implementation Plan that was developed through national stakeholder consultations to determine national priorities.

The PMU works with the SPC Procurement Unit to develop the necessary contracts, LOAs and MOUs for implementation of each NPSC approved activity. Contracts are developed based on provision of necessary justification and using SPC procurement guidelines.

Letters of Agreement and contracts between SPC and the implementing agency detail timelines for implementation of activities along with funding disbursements attached to deliverables for the activity. Contracts for technical assistance both long and short term, may be established between the SPC and the implementing agency or consultant.

The PMU will continue to work in close contact with SPC Finance for release of funds as per contracts, LOAs, MOUs developed.

SPC's EU approved procurement procedure and processes for collation of acquittals will be used for all transactions.

6.3 Funding Modalities

Funding modalities to support the programme of work in Kiribati will be established for each activity in consultation with lead agencies. Wherever possible, procurement will take place through SPC. In some instances, SPC will consider the use of Grants, Contract for Services and/or Joint-implementation with countries.

6.4 Reporting and M&E

The PMU works in close collaboration with the NDMO and implementing agency to gather progress reports which are compiled on a quarterly basis and presented to the National Project Steering Committee and EU Delegation Office in Suva. Annual narrative and financial reports are also compiled by the PMU for each country and presented to the National Project Steering Committees and the EU at the end of each year.

In-country coordinators will be responsible for coordinating the implementation of country activities. This will involve mobilising stakeholders, establishing workflows and costings for each country activity, seeking endorsements, coordinating procurements and the collating acquittals. In-country coordinators will be supported in developing their work programmes (with milestones) by the PMU Implementation Officers and they will regularly communicate progress on work flows to the PMU via online project management tools. This will allow for the monitoring of progress at the activity level by the PMU and allow for early intervention in the event of blockages. In the absence of In-country coordinators, the role of coordination and reporting on national activities will fall to the NDMO director, or delegated nominee.

In addition, and in collaboration with the PMU, each country will develop a detailed logframe to facilitate monitoring and evaluation of the country level activities. Realistic and measurable indicators will be developed and accompanying strategies for gathering data to 'measure' the indicators will be designed.

The PMU will also undertake monitoring visits to beneficiary countries to ensure activities are implemented efficiently and effectively and within given timeframes and budgets. Dates for country monitoring visits will be

agreed between the PMU country focal point, the NDMO and the NPSC and monitoring reports will be presented to the NPSC once monitoring visits are concluded.

6.5 Gender and social inclusion

All national activities will be screened to identify entry points for integrating gender and social inclusion considerations. Particular attention will be given to the special needs of women and girls, the elderly, the infirm and people with disabilities as it is recognised that these groups are disproportionately vulnerable during and after disasters.

6. BUDGET

