

Subject: TLGov: '**Hamutuk Hari'i Futuru**' A National Recovery Strategy

'Hamutuk Hari'i Futuru

A National Recovery Strategy

19 December 2007

The Office of the Vice Prime-minister of the Democratic Republic of Timor-Leste:

Recalling the decision taken by the fourth constitutional Government to task the Vice Prime Minister with the responsibility for the development and management of an all of Government recovery strategy from the effects of the 2006 Crisis;

Considering the Guiding Principles on Internal Displacement and the recommendations that resulted from the Government Retreat on the Establishment of a Framework for Action to Address the IDP Issues IDPs, which was Chaired by the Vice Prime-minister;

The present document outlines a framework for recovery and assigns responsibility to Government entities for its implementation.

Preamble:

The effects of the Crisis that began in April/May 2006 have had impact on the lives of all East Timorese. The process of recovery will therefore necessarily be a complex and delicate one. The process will require a concerted effort by the Government, communities, civil society and the international community to address both the immediate impact of the crisis and pre-existing community-level vulnerabilities. As such, the closure of IDP camps cannot be the only focus of attempts to address recovery. The strategies included within 'Hamutuk Hari'i Futuru' offer a framework by which the Government can harmonise its efforts to address the many and varied impacts of the Crisis on the society as a whole.

The strategies herein identified are the result of substantive inter-ministerial deliberations and demonstrate commitment to an all of Government approach to leading the recovery process. The Government calls upon civil society and the international community to support it in its efforts to implement a comprehensive national recovery strategy.

This framework sets out the context within which concrete programmes and operational plans shall be developed. As such all plans shall work toward not just supporting IDP return and reintegration but also address the needs of the wider community.

Objectives of this strategy:

1. To adopt a new vision toward national recovery, one that not only promotes mutual acceptance but strengthens communities, local economies, stability and the relationship between the Government and the people of Timor-Leste, whom they serve.
2. To establish a concerted 'All of Government' approach to address the range of issues, including: social, physical,; legal, economic, security and political that

combine to create obstacles to the resettlement of those who have been displaced.

3. To meet both the needs of those who have been displaced and the wider needs of affected communities throughout the country.

Key Elements of the National Strategy

Each of the aspects of Hamutuk Harii Futuru requires clear sets of policies and operational plans that will allow them to be understood and accessed by their beneficiaries. While presented here as separate elements all are interrelated and interdependent; The success of the overall Hamutuk Harii Futuru Recovery Strategy will be dependent on each of its component initiatives being prioritised and operationalised as quickly as possible by relevant ministries and agencies. The Office of the Vice Prime- minister shall ensure the coordinated implementation of the present strategy.

This Strategy explicitly recognises that each element contained in this document should build on and strengthen existing Government programmes wherever possible. The Ministry tasked with leadership of each element is mandated to ensure overall coordination and integration with co-implementing ministries. The Lead Ministry shall additionally undertake to integrate the programmes and activities associated with National Recovery into national development programming. Lead Ministries will report to the Vice Prime-minister regarding its implementation and management.

Hamutuk Hari'i Futuru further understands that consultation with participation of local authorities is a crucial component of the Strategy. Lead ministries are therefore required to actively seek local leadership engagement in all phases of design and implementation.

The Secretary of State for the Promotion of Equality is tasked with ensuring that all elements of this Strategy strive to meet the specific protection needs of women and children and begin to reverse the heightened levels of violence in homes, schools and society at large that resulted from the Crisis.

Hamutuk Hari'i Uma

Lead Ministry: Ministry of Social Solidarity

Key co-implementing Ministries:

Ministry of Infrastructure, Ministry of Justice (National Directorate of Land of Property), and Ministry of State Administration.

Objective:

1. To provide IDPs a variety of viable options that allow for their durable return or resettlement with due respect for their rights and dignity respecting the international standards established with the context of the guiding principles on internal displacement.

Principles:

Hamutuk Hari'i Uma' responds to the need to offer rapid solutions to IDPs wishing to return to their homes or find alternative resettlement options. All timelines and projections in this document seek to balance the need for urgent and immediate action with a realistic analysis of the capacity of relevant agencies and communities to address the complex challenges associated with its implementation. The framework timeframes for this element is based on actual rehabilitation experience to date.

Hamutuk Hari'i Uma' recognizes that the reconstruction of homes destroyed or damaged during the Crisis cannot be considered in isolation of the complex community dynamics that resulted in the initial displacement. Experience demonstrates that any durable return or resettlement programme will be dependent on the effectiveness of dialogue and trust-building activities. The (re)construction process is therefore to be considered a contributing element to the recovery process, but by no means the primary determinant of its success.

Hamutuk Hari'i Uma shall aim to return people wherever it is safe and possible to their former homes. In recognition of the ongoing nature of the development of Land and Property legislation this initiative will concern itself with restoring the occupants to their former places of occupancy prior to April 2006 and will not address issues of property ownership or be limited by urban planning initiatives that have yet to be begun.

The framework for this element is based on the understanding that people currently resident in IDP camps across the country are doing so for a number of inter-related reasons:

Many have had their houses destroyed, damaged or occupied by others after their departure and thus no longer have adequate alternative shelter.

Many have been displaced by violence or fear of violence during the Crisis, and still fear reprisals in the event that they leave the perceived security of the camp.

Many remain in camps as a means to obtain the humanitarian assistance currently distributed at these sites and to guarantee that they are included in any future assistance offered to camp residents.

Many are utilising the camps on an ad-hoc basis as temporary shelter whilst they study or seek employment.

In order to respect the rights and dignity of IDPs, the Government must offer a number of options in order that people are empowered and involved in the key decisions that will affect their future. While persons will benefit from Government in-kind or financial assistance to (re)build homes, the Government does not intend to compensate individuals for losses resulting from the Crisis. The 'Hamutuk Hari'i Uma' element is meant to establish the basic conditions that will enable individuals to begin to rebuild their lives.

Key Actions:

A detailed operational plan identifying lead ministries is attached in annex I.

Hamutuk Hari'i Protesaun

Lead Ministry: Ministry of Social Solidarity

Co-implementing agencies: Provedoria dos Direitos Humanos, Ministry of Health, Ministry of Education, Directorate of Statistics, Secretary of State for Security, Ministry of Justice, National Directorate of Water and Sanitation, Ministry of Agriculture and Fisheries and Ministry of State Administration. Objective:

1. Create a response to vulnerability among the population attributing due attention to the specific necessities of internal displaced.

Principles:

Under the leadership of the Ministry of Social Solidarity's Secretary of State for Social Security, the Hamutuk Hari'i Protesaun will develop an integrated programmatic response that aims to meet the needs of the nation's most vulnerable groups through the establishment of a social safety net system.

In close coordination with MSS, the National Directorate for Statistics shall utilize existing data and undertake further data-gathering as required in order to ensure that social safety net programming is grounded on empirical data.

The condition of, inter-alia, the elderly, disabled, orphans, widows and returning IDPs will be considered in detail and a suitable response for each will be sought. The range of responses may include, but are not limited to cash subsidies and food assistance.

The co-implementing ministries shall be actively engaged in developing holistic programmes that ensure that needs beyond material requirement are addressed.

Key Actions:

1. Address the food security needs of the food insecure:

Responsible Ministry: Ministry of Social Solidarity with the technical support of the National Food Security Committee

In the context of the cessation of General Food Distribution in the camps beginning in January 2008, the Government must develop a plan that meets the food security needs of food insecure IDPs registered in camps.

Responsible Ministry: Ministry of Social Solidarity with the technical support of the National Food Security Committee and in collaboration with the Ministry of Economy and Development.

Simultaneously, the Government must develop a plan to meet the food security needs of food insecure groups in the wider communities, including districts where food security projections indicate particular needs. As demonstrated by the recent Emergency Food Security Survey, the support provided to food insecure persons should not be limited to emergency food assistance.

2. Provide psycho-social and other support as required together with food security strategy:

Responsible ministries: Ministry of Social Solidarity, Ministry of Health and Ministry of Education as appropriate

Once vulnerable persons are identified and, while efforts are made to meet their immediate food security needs, the Ministry of Social Solidarity will liaise with other relevant ministries to ensure other support is provided as required, for example education and health. Hamutuk Hari'i Estabilidade

Lead Ministry: Ministry of Security & Defence

Co-implementing ministries: Ministry of State Administration & Territorial Planning, Ministry of Justice, Ministry of Education and Ministry of Social Solidarity.

Objective:

To strengthen the mechanisms of the State to respond to multi-tiered security issues so as to create an environment of stability that is conducive to the return or resettlement of IDPs, in keeping with the protection responsibilities undertaken by the State within the context of International Humanitarian Principles..

Principles:

The Office of the Prime Minister, with the support of relevant supporting agencies, will continue to seek the resolution of high-level political/security issues such as the 'Petitioner's and Major Alfredo cases.

The Secretary of State for Youth with the support of relevant agencies is charged with the development and coordination of a strategic response to conflict and instability stemming from martial and ritual arts groups while supporting their positive contributions to society.

The Ministry of Social Solidarity shall continue to work within and among communities to identify sources of conflict and actively seek their resolution. In that regard, this Strategy fully recognises the need for the expansion and strengthening of the human, technical and material resources available to that end within MSS.

The Hamutuk Hari'i Estabilidade element recognises the linkage between high-level issues such as those mentioned above and perceptions of security at the community level.

The Hamutuk Hari'i Estabilidade element further recognises the need to provide support to the post-Crisis recovery of communities as well as to their returning/relocating members. To this end programs will be coordinated between key relevant Ministries that, through consultation with community leaders, identify infrastructural and service provision gaps and target the necessary resources toward their resolution

Key Actions:

1. Implement an information campaign that highlights the ongoing successes of efforts to address high-level political and security issues:

Responsible Ministry: Office of the Prime Minister

Through direct and close coordination with relevant ministries the Office of the Prime Minister will develop a public information campaign detailing, to the extent

possible and advisable, the progress being made with regard to high-level security issues. This should incorporate mechanisms for direct participation in community outreach activities as identified by the Ministry of Social Solidarity and its partners.

2. Increase police patrols in the camps and communities and build additional police posts as required:

Responsible Ministry: Ministry of Defense and Security

The stability element is premise on increased UNPoL/PNTL patrolling inside the IDP camps and in communities. The security forces will seek to re-establish their presence and response capacity in order to regain the trust of the community.

3. PNTL and F-FDTL coordinated participation in community dialogue and outreach activities:

Responsible Ministry: Office of the Vice Prime-minister.

Through the leadership of the Ministry of Social Solidarity, all relevant Government ministries/State institutions, including PNTL and F-FDTL, shall nominate focal points that will be made available as necessary to participate in community dialogue and outreach activities.

4. Clarification and formalization of Suco Council dispute resolution mandate in relation to formal justice system.

Responsible Ministry: Ministry of Justice in coordination with the Ministry for State Administration and Territorial Planning.

The Ministry of Justice will clarify the role of Suco Councils vis-à-vis dispute resolution in order to develop a formally recognised mechanism for a community-level process that can attain accountability for low-level crimes committed during the Crisis.

5. Targeted support to Crisis-affected communities

Responsible Ministry: Ministry of Social Solidarity in coordination with other relevant Ministries as identified through community consultation.

As part of its work promoting dialogue and communication between IDPs and their intended host communities, staff of the MSS will identify key areas of concern within the community resulting from, or accentuated by, the Crisis. Through contact with other relevant Ministries MSS will facilitate meetings between the community leaders and the appropriate departments to try to ensure that the return and reintegration of IDPs is a process that is perceived to bring benefit to the community as a whole.

Hamutuk Hari'i Economia Sosial

Lead Ministry: Ministry of Economy and Development

Co-implementing ministries: Ministry of Infrastructure, Ministry of Agriculture and Fisheries, Ministry of Social Solidarity.

Objective:

Create livelihood opportunities throughout the country that have short, medium and long term benefits for communities and their members, including special attention to the promotion of economic activities that contribute to the reintegration of displaced persons.

Principles:

Hamutuk Hari'i Economia Sosial recognises that one's job and sense of contribution to society are essential in the development of an individual's relationship to the community at large.

While the Strategy is fully cognizant of the need to create immediate livelihood opportunities in Dili and the Districts, it will ensure that any programming response is explicitly linked to longer-term Government programming and result in tangible benefits to the social asset base. Taking into account the results of recent empirical studies, components of this Strategy will, in as far as possible, aim to provide livelihood opportunities for longer periods of time when compared with previous 'cash for work' initiatives.

The Strategy will be implemented through the simultaneous creation of a range of work opportunities that are tailored to a variety of skill sets.

Hamutuk Hari'i Economia social recognises the need to expand credit opportunities to across the country. While the Government will not itself implement new micro-credit schemes, it will create the conditions that will allow existing micro-credit institutions to expand its customer base.

Key Activities:

1. Implementation of medium-term employment generation schemes in support of infrastructure improvements. Employment schemes shall be comprised of labour rotations of at least three months.

Lead Ministry: Ministry of Infrastructure

Co-implementing ministries: Ministry of Economy and Development, Ministry of State Administration and Territorial Planning, Ministry of Social Solidarity and Ministry of Tourism, Commerce and Industry, Ministry of Education and Ministry of Agriculture and Fisheries.

The Ministry of Economy and Development will liaise with the Ministry of Infrastructure, Ministry and Tourism, Commerce and Industry and Ministry of Agriculture and Fisheries to identify key public infrastructure projects to be supported by labour intensive employment generation schemes. As far as possible, participants in employment creation schemes shall be channelled into appropriate training programmes. The Government will additionally seek to integrate good performers into longer-term employment schemes.

Once priority projects are identified, the Ministry of Infrastructure shall implement the labour component of the programme.

2. Implementation of medium-term employment generation schemes in support of agriculture and fisheries, food security related projects. Employment schemes shall be comprised of labour rotations of at least three months.

Lead Ministry: Ministry of Agriculture and Fisheries

Co-implementing ministries: Ministry of Infrastructure, Ministry of Education and Ministry of Economy and Development.

The Ministry of Agriculture and Fisheries will identify labour intensive initiatives in the agriculture and fisheries sectors that result in increased food production and ameliorate dependence on food imports or geographic-specific food security issues. The Ministry of Agriculture and Fisheries shall manage an employment scheme using the model used by the Ministry of Infrastructure for the implementation of the employment scheme under its responsibility. As far as possible, participants in employment creation schemes shall be channelled into appropriate training programmes. The Government will additionally seek to integrate good performers into longer-term employment schemes.

3. Implementation of medium-term employment generation schemes in support of environmental protection and recovery programmes. Employment schemes shall be comprised of labour rotations of at least three months.

Lead Ministry: Ministry of Economy and Development

Co-implementing ministries: Ministry of Infrastructure, Ministry of Education and Ministry of Agriculture and Fisheries.

The Ministry of Economy and Development will identify labour intensive initiatives in the reforestation and environmental protection sectors. The Ministry of Economy and Development shall manage an employment scheme using the model used by the Ministry of Infrastructure for the implementation of the employment scheme under its responsibility. As far as possible, participants in employment creation schemes shall be channelled into appropriate training programmes. The Government will additionally seek to integrate good performers into longer-term employment schemes.

4. Implementation of medium-term employment generation schemes in support of disaster preparedness and mitigation. Employment schemes shall be comprised of labour rotations of at least three months.

Lead Ministry: Ministry of Social Solidarity

Co-implementing ministries: Ministry of Infrastructure, Ministry of Education and Ministry of Agriculture and Fisheries.

The Ministry of Economy and Development will identify labour intensive initiatives in the reforestation and environmental protection sectors. The Ministry of Economy and Development shall manage an employment scheme using the model used by the Ministry of Infrastructure for the implementation of the employment scheme under its responsibility. As far as possible, participants in employment creation schemes shall be channelled into appropriate training programmes. The Government will additionally seek to integrate good performers into longer-term employment schemes.

5. Actively integrate micro-credit institutions into the National Recovery Strategy and assist in the coordination of their activities.

Lead Ministry: Ministry of Economy and Development

The Ministry of Economy and Development work with the Timor-Leste Micro Finance Institute (TLMFI) to improve access to micro-credit opportunities throughout the country and to increase the effectiveness of existing programmes.

Hamutuk Hari'i Confiansa

Objective:

Increase trust between the people and the government and to strengthen communities guaranteeing the participation of the displaced in the planning and management of initiatives for the promotion of return, resettlement and reintegration..

Lead Ministry: Ministry of Social Solidarity

Co-implementing ministries: Ministry of State Administration and Territorial Planning, Ministry of Justice, Ministry of Defense and Security, Ministry of Education,

Principles:

The Strategy is founded on the understanding that the resettlement of IDP is the first step on a journey towards reintegration and social recovery. A series of further stages of support is required to maintain the stability of communities that receive IDP's and their families. This is part of the larger process of building trust and understanding between the Government and its citizenry.

All elements of the Strategy are to a large extent dependent on the strengthening of trust throughout society and, crucially, between the citizens and their Government.

Given the existing cleavages within society a concerted effort is needed increase the space for genuine dialogue between and among communities and between the people and the Government. All dialogue and trust-building efforts are to be planned in advance so that they are likely to result in the identification of key concerns and a subsequent concrete set of responses.

Trust-building efforts will engage a variety of actors at various levels.

Key Actions:

1. Strengthen the coordination mechanisms and institutional capacity for the preparation, implementation and concrete follow-up of community dialogue in line with guidelines developed for the Ministry of Social Solidarity.

Lead ministries: Ministry of Social Solidarity

Co-implementing ministries: The role of other ministries is dependent on field questions, concerns and likely Government response.

2. The Ministry of Education, through the Secretary of State for Youth will actively engage with youth and martial arts groups to support their organizational capacities to positively contribute to their communities throughout the country.

Lead Ministry: Ministry of Education

Co-implementing ministries: Ministry for Economy and Development

3. Comprehensive information campaign will commence that uses a range of media technologies to inform the public of all key developments with regard to this Strategy and its implementation. Recognizing that it is necessary to deepen relationships between the people and the Government, the public information campaign includes participation of key Ministries and government representatives at community dialogues. Further, district level public information sharing events that involve suco and aldeia level representatives will be organized.

Lead Ministry: Ministry of Social Solidarity

Co-implementing ministries: Ministry of State Administration and Territorial Planning

4. Ministry of Tourism will organize a series of internal tourism events to create opportunities for the people of Timor-Leste to visit and learn from their fellow citizens.

Lead Ministry: Ministry of Tourism

Co-implementing ministries: Ministry of State Administration, Ministry of Social Solidarity, Ministry of Education, Ministry of Agriculture and Fisheries

5. Through the Office of the Provedoria, conduct monitoring campaigns in communities to which IDPs have returned or resettled to ensure that trust-building efforts are successful and to provide assistance as necessary.

Lead Ministry: Office of the Provedor for Human Rights

Co-implementing ministries: Ministry of Social Solidarity, Ministry of State Administration

6. The Strategy will initiate the development of a common and shared popular history. Working in collaboration with the older members of the population, former combatants of the Falantil and other key active members of the resistance from both East and West, the Ministry of Education will conduct a series of educational events that will provide opportunities for these people to share their stories and histories.

Lead Ministry: Ministry of Education

Co-implementing ministries: Ministry of Social Solidarity, Ministry of State Administration