

# ***EAST TIMOR UPDATE***

***February 2000***



**United Nations Transitional  
Administration in East Timor**  
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## ***INTRODUCTION***

Over 78 per cent of Timorese voters chose the independence option in the UN-organized ballot held on 30 August 1999. The announcement of the voting results was followed by a widespread campaign of violence and destruction by the pro-integration militias.

Roughly 750,000 people – out of East Timor’s pre-consultation population of about 880,000 – were either internally displaced or fled or were forced across the border into West Timor. In addition to their houses, an overwhelming number of East Timorese lost their possessions and their life savings.

The Security Council-authorized International Force for East Timor (INTERFET) started deployment on 20 September 1999, and began restoring security for the population of the territory.

A month later, on 25 October 1999, the Security Council adopted Resolution 1272, establishing the United Nations Transitional Administration in East Timor (UNTAET).

The mission was mandated to provide security and maintain law and order throughout the territory of East Timor; to establish an effective administration; and to assist in the development of civil and social services. UNTAET was also given the responsibility to ensure the coordination and delivery of humanitarian assistance, rehabilitation and development assistance; to support capacity building for self-government; and to assist in the establishment of conditions for sustainable development.

After the post-ballot violence and devastation, East Timor lacked food security, basic health care, potable water and sanitation. The negative social and

economic consequences of this upheaval were massive. Not surprisingly, growing signs of rising criminality and disaffection over the past few months have emerged. While this phenomenon stems in good measure from widespread unemployment and youth left idle, there also have been indications that local rivalries and long-standing conflicts may be re-emerging in the form of community and gang violence.

The United Nations and the World Bank convened a donor conference for East Timor in Tokyo on 17 December 1999. Donors pledged over US\$520 million for the entire transitional period.

The first six-month plan requested by the Donors at the Tokyo Conference was formulated and submitted to a Donor Meeting in Washington, D.C. at the end of January.

The Special Representative of the Secretary General, Sergio Vieira de Mello, in his briefing to the Security Council on 3 February, noted that “quick advance disbursements against the World Bank Fund, flexibility in the use of assessed resources and generous bilateral contributions will be essential to prevent social unrest.”

## UNTAET'S SHORT TERM OBJECTIVES

- Ensure the physical security of all East Timorese and their access to a fair judicial system within an environment of law and order
- Support UNHCR in the repatriation of refugees and provide resources for shelter, health and sanitation needs during their reintegration
- Establish a civil service and basic administrative structures at both the central and district levels
- Empower East Timorese at all levels to participate fully in the decisions made and implemented through these structures.
- Shift from an emphasis on humanitarian relief to starting reconstruction
- Restore health services and the education system, and vital infrastructure, such as electricity and water supply
- Revive normal economic and agricultural activity, with basic regulatory, fiscal and monetary structures in place
- Start collection of a revenue base to sustain the government
- Collect, catalogue and guard evidence of human rights abuses in East Timor

### **HUMANITARIAN SITUATION**

#### □ **Refugee Return**

By the end of the first week of February the humanitarian operation led by UNHCR and IOM had facilitated the return of more than 137,000 refugees from West Timor and helped over 400,000 people displaced inside East Timor return to their homes.

In December 1999 and January 2000, the rate of return of refugees from West Timor decreased. The reasons for this are many and complex, and include militia intimidation, misinformation regarding the situation in East Timor, but also concerns about the destruction of infrastructure and the lack of basic services in East Timor.

Some refugees, mostly those who were employed by the Indonesian authorities or who were promoting the pro-integration option, have been seeking guarantees regarding their security, benefits and possibilities of employment with the new Timorese civil service. There have been some incidents of returning refugees believed to have had pro-autonomy sympathies being attacked and their houses burnt, but the majority has been peacefully reintegrated into their communities.

#### □ **Food Distribution**

More than 15,000 metric tonnes of food was distributed between 20 September 1999 and the end of January 2000 by a range of aid agencies led by the World Food Programme. On average, 10kg of food was given to each person. This was done through a general food distribution targeting the entire East Timorese

population. In November alone it reached 600,000 people.

At the end of January, general food distribution shifted to targeted food distribution, which changed the emphasis to vulnerable groups, “food for work” and school feeding programmes. The change was introduced to minimize food aid dependency and to prevent retarding the development of the food market in East Timor.

It is important to note that general distribution will continue in the villages where, due to the geographical situation and bad road conditions, populations have not benefited from the previous distributions.

Feeding vulnerable groups targets people who have no access to food for different reasons.

Disabled persons, pregnant and lactating women, the elderly, orphans, street children and hospital patients are traditionally considered vulnerable groups. The daily ration is 400g of cereal (preferably maize), 60g of beans, 25g of oil and 5g of salt.

The idea of the food for work programme is to give incentives to people who are working in community programmes. The type of work varies from public service to reconstruction of damaged infrastructure and shelter to cleaning and rebuilding agricultural and other food production infrastructures like fixing fish ponds, damaged dams and flood banks. The ration given in this programme amounts to 3 kg of rice or maize a day.

The school-feeding programme involves daily food distribution to schoolchildren.

□ *Shelter*

An estimated 175,000 East Timorese will benefit from UNHCR's house repair programme. This “shelter-kit” programme, which will be implemented with the help of eight international aid agencies will distribute 35,000 kits, each containing timber, corrugated iron, cement, nails and tools to the people who will reconstruct their own homes.

By the end of March, a total of 28,000 tonnes of shelter materials will have reached East Timor.

In the Oecussi enclave, where aid agencies estimate that more than 80 percent of all buildings are destroyed, a US Navy vessel is being used to distribute shelter material to help rebuild 1,000 houses.

Besides the UNHCR shelter programme, CARE has reconstructed more than 400 houses in Covalima district, with materials for another 60 arriving in February. ICRC has completed the reconstruction and construction of over 1100 houses in Bobonaro, Ermera, Aileu, Liquica and Dili districts.

## **INFRASTRUCTURE**

□ *Electricity*

Diesel-powered generators are the primary source of electricity in East Timor. Prior to September 1999 there were 61 power generating stations in the territory, covering all of the urban areas but leaving the majority of rural areas without electricity supply.

At the beginning of February, electricity has been restored to all urban centres while problems in Maliana, Suai, Baucau, Same, Lospalos and Liquica districts persist as a result of damage to generators or irregular fuel supply. Electricity has been restored in 25 per

cent of the country, reaching around 50 per cent of the population.

The electricity supply in Dili has been kept running with assistance from Australia and the United Kingdom.

#### □ *Water*

The water supply has been re-established through emergency repairs in all 13 districts. In Liquica, Maliana and Suai, Oxfam International has undertaken the rehabilitation of the water systems. Action Contre La Faim helped to rehabilitate the water system in Manatuto and will shortly begin extensive repairs in Ermera. Working closely with Oxfam, the United Nations Children's Fund (UNICEF) has provided water facilities at the reception centres for refugees. UNICEF is also organizing the repair of 900 hand pumps for 3,000 families in villages around Dili.

#### □ *Communications*

Dili airport is now open to civil aviation. Commercial flights between Dili and Darwin by an Australian company have begun. An Indonesian carrier is expected to resume flights to Dili from Indonesia by the end of February.

INTERFET is carrying out road repairs along some routes in the northeast part of the territory. A UNDP road repair project is currently being implemented in Ermera. In Suai, a road repair project has been underway since December. Road repairs in Aileu, Baucau and Viqueque districts are to follow.

Two commercial shipping companies have done some work to increase the capacity of the Dili port. The basic infrastructure of the port will be restored once the current heavy traffic caused by the transition from INTERFET to the UN Peacekeeping Force is reduced. A

strategy is being developed on how best to manage the port under civilian authority.

#### □ *Telecommunications*

The International Telecommunications Union has approved an international country code (670) for East Timor. The process of introducing the code to each country's international exchange will delay its use.

The UN Transitional Administrator has signed a 90-day contract (with the possibility of another 90-day extension) with an Australian telecommunication company in November to provide mobile phone service in Dili and some parts of Baucau and Suai. Some landlines are functioning in Dili.

The Portuguese Post (CTT) is temporarily handling postal service in East Timor.

## ***SOCIAL SERVICES***

#### □ *Education*

More than 100,000 children of primary and secondary school age are attending around 600 schools in all 13 districts. Approximately 4,300 teachers receive food and monetary stipends from WFP and UNICEF.

Another 1,000 teachers are to start teaching by the end of July, after completing a training course organized by UNTAET and UNICEF. The current curriculum (from the time of Indonesian rule) is being revised to serve as a basis for establishing East Timor's national curriculum.

Vocational training programmes for construction workers, auto mechanics, electricians and other trades are being

prepared with the assistance of an Australian university.

A national congress of Timorese teachers is planned for May 2000, with the goal of developing a mission statement in education.

#### □ *Health*

To date, 52 medical facilities and 52 mobile clinics have been opened covering all 13 districts. A programme combating tuberculosis, organized by UNTAET, WHO and Caritas, is being implemented in Dili, Baucau and Lospalos. The programme will be implemented in every district by the end of the year.

UNICEF and the International Rescue Committee have distributed some 90,000 bed nets for malaria prevention. UNICEF has carried out a nationwide measles vaccination programme for children. Vaccination programmes for returning refugee children, disease monitoring and immunization and malaria combating programme, are currently being carried out on a national level.

## ***INSTITUTIONAL DEVELOPMENT***

The National Consultative Council of East Timor (NCC) was established as the primary mechanism through which East Timorese representatives participate in the decision-making process during the transitional period (Regulation 1999/2 of 2 December 1999). The NCC is composed of 15 members: seven representatives from the National Council of Timorese Resistance (CNRT); one from the Catholic Church; three representatives of pro-autonomy

political groups outside CNRT.

The Forces of the East Timorese People (BRIT) and the Timorese Nationalist Party (PNT) have so far taken up their seats on the NCC, while discussions are under way concerning the representation of the Forum for Unity, Democracy and Justice (FPDK).

UNTAET has four seats on the NCC, including the Transitional Administrator as chairman. The NCC created joint sectoral committees, composed of East Timorese and international experts to provide it with advice in various fields. Two sectoral committees, one on macroeconomics and finance, the other on the civil service, have been convened, while committees on local administration, infrastructure, agriculture, health and education are in the process of being set up. Through January, the NCC has held five sessions. The Council's decisions, which are made by consensus, have resulted in the adoption of 11 regulations subsequently issued by the Transitional Administrator.

These regulations established the following institutions:

- National Consultative Council
- Transitional Judicial Service Commission
- Central Fiscal Authority of East Timor
- Central Payments Office
- Public Service Commission

The Transitional Administrator has also issued regulations defining the authority of UNTAET; establishing the official currency of East Timor; establishing the official gazette of East Timor; regulating the use of currencies in East Timor; licensing currency exchange bureaux; and regulating registration of businesses.

### □ *Public Administration*

The basic elements of public administration are expected to be in place by the end of February; by that time, an embryonic professional civil service will have begun to function. At the local level, district administrations have been set up with the deployment of district administrators and the establishment of district councils as a mechanism for Timorese involvement in decision-making at the district level. UNTAET will be represented down to the sub-district level.

### □ *Border Control*

The new Timorese Border Control Service, which will include immigration and customs functions, was inaugurated on 29 January when it assumed control over the customs and immigration checks at the Comoro airport from UNTAET CivPol. A week later, on 5 February, the new Border Service assumed control of the Dili Port. By the end of February, two control points at the border between East and West Timor and one point at the border of the Oecussi enclave should be established.

Thirty Timorese officers were recruited by the Border Control Service at the end of January and it is expected that more than 100 will be employed by the end of February. They are working with five New Zealand custom officers who are simultaneously conducting training. The United States, Australia and Portugal also pledged to send experts for the Border Control Service.

## ***ECONOMIC DEVELOPMENT***

### □ *Employment*

Unemployment remains a major concern. An estimated 80 per cent of the

population is currently without visible means of support. The World Bank has estimated that over 50 per cent of the population are illiterate. Substantial efforts will have to be made to educate and provide vocational training for the population.

An independent Public Service Commission was established on 21 January to oversee the selection and recruitment for the new East Timorese civil service. The structure of the civil service, number of departments, total size and its salary scale are still being discussed, but it is expected that 7,000 people will be recruited during this year.

Pending decisions on these matters, stipends are being paid on a provisional basis to those East Timorese who are currently exercising civil service functions as volunteers. First payments of the stipends were made to some 100 people in Dili on 31 January and 1 February 2000. The payment of stipends in the regions is expected to begin on the week of 14 February.

For the time being, humanitarian agencies are one of the largest employers in East Timor, accounting for over 3,000 jobs, many of them in the professional sector.

As of the beginning of February, UNTAET was employing some 670 local staff members. Recruitment is underway to employ 1,900 Timorese for work within the mission.

UNTAET is launching Quick Impact Projects in hard-hit districts to employ people in rehabilitating their communities. District Administrators have been instructed to employ people for municipal works on a provisional basis. They will be paid the stipend agreed to by the NCC. The United Nations Development Programme

(UNDP) is starting small-scale road rehabilitation projects, which would provide employment to hundreds. One such project is already underway in Ermera, with Aileu, Baucau and Viqueque to follow in the course of February.

#### □ *Private Sector*

While no tax or tariff revenue is currently being collected, businesses have been instructed to register with UNTAET and have been advised that their operations will be subject to back-collection of taxes at applicable rates. Most larger businesses currently active in East Timor are operated by foreigners and UNTAET, in cooperation with the World Bank, is looking for suitable Timorese business projects for which microcredits can be made available.

Over 500 private businesses have applied for a registration certificate with the UNTAET Finance, Development and Economic Affairs Department. By the beginning of February, some 200 of them have received the certificate.

#### □ *Finance*

Following adoption by the NCC, the Transitional Administrator signed a regulation that established the US dollar as the new official currency of East Timor. Other regulations were passed in January establishing the Central Fiscal Authority, the Central Payments Office and regulating currency exchange.

Two banks have opened their offices in Dili so far: Portuguese Banco Ultramarino and Australian Westpac.

#### □ *Community Empowerment Project*

A community empowerment project, funded by the World Bank, is currently under discussion. It will be worth US\$

20 million over 30 months and it will provide grants from US\$ 15,000 to US\$ 100,000 to specially established subdistrict councils. These bodies will have the decision making power over the allocation of the funds to villages. The money will be used for a wide range of community development projects decided by the councils.

#### □ *Agriculture and Farming*

Since the establishment of UNTAET, 400 metric tonnes of maize seed and 110 metric tonnes of legumes were distributed in time for the planting seasons. In districts with high production potential (Maliana, Baucau, Viqueque, Manatuto, Suai and Same) projects are being developed for tractors to be distributed to farmers. Coupled with training, these projects are aimed at boosting rice production and large-scale production of other crops, like maize and vegetables. As part of a poultry restoration programme, chickens will be distributed. The livestock situation in the territory is currently being assessed.

## **LAW AND ORDER**

#### □ *Judiciary*

The Transitional Judicial Service Commission was established on 5 January. The Commission appointed 10 judges and prosecutors and hired six public defenders from among 20 East Timorese who participated in a judicial training programme in December 1999. The first judges and prosecutors were sworn in on 7 January; two more have been recommended for appointment and 30 further candidates will be eligible for appointment by 22 February upon completion of the training. With the appointment of the new group of judges and prosecutors East Timor's Appeals Court and the District Court in Baucau



should become operational by the end of February.

In mid-January, INTERFET turned over arrest and detention functions to the United Nations Civilian Police and the East Timorese judiciary. Presently, there is one detention facility in East Timor, the Civilian Detention Centre in Dili. As of the beginning of February, there were 45 persons detained there, which is its full capacity.

UNTAET is ready to finance and implement renovations to the Becora prison facility, which has a capacity of 300. The first phase of renovations would allow for the transfer of detainees from the current detention centre. Later, when renovations are completed, convicted and non-convicted detainees would be held in separate blocks.

Forty UNTAET CivPol officers are performing prison warden duties. UNTAET has on several occasions appealed for countries to contribute prison personnel in order to have police officers free for law enforcement duties. Germany and New Zealand have already expressed a commitment to provide these personnel, and negotiations are ongoing with Portugal and the United States.

#### □ *Civilian Police*

As of 10 February, some 530 United Nations civilian police have been deployed to all 13 districts. Sub-district police stations are being set up throughout East Timor. Arrivals have already been scheduled that should bring the force up to 632 by 15 February. In addition, an armed Rapid Reaction Unit of about 240 officers is to start deploying in March.

As of 3 February there were pledges for 900 policemen to serve with UNTAET

CivPol, while the full-authorized strength is 1,640 officers. Repeated appeals have been made to Member States for additional police officers.

#### □ *Immediate Measures on Restoring Law and Order*

The crime rate in East Timor has increased in the last two months. Following several violent incidents in late December and January, UNTAET CivPol have undertaken several immediate measures to ensure a satisfactory level of law and order.

Despite the fact that the current number of officers falls far short of its authorized strength, CivPol increased its presence at several Dili hotspots and checkpoints were established in Baucau to check for weapons. Instructions have been issued to CivPol officers in the field that all weapons carried by civilians without a justifiable reason should be confiscated on the spot. During one of the incidents that occurred in Dili in mid-February, more than 60 knives, machetes and iron bars were confiscated.

On 10 February CivPol announced that it would authorize its officers to carry sidearms whenever need arises.

In addition, an instruction was also issued for CivPol officers to carry extendable batons on patrol duty.

Some 200 former Timorese police were identified as candidates to work alongside UNTAET CivPol in the Police Assistance Group.

Following a three-day course, the first group of 50 new recruits will be deployed around the territory by the end of February, while the entire group will be deployed by the end of April.

The members of the Police Assistance Group will not have powers of arrest, but

will provide assistance and advice to CivPol officers on community structure and the local culture relevant to law and order enforcement, and provide intelligence on patterns of criminal behaviour.

INTERFET continues to provide crucial support in the efforts to maintain a satisfactory level of law and order. INTERFET intervened at CivPol's request to calm the situation in all major cases of unrest in late December and January, and increased patrols in Dili and Baucau following violent incidents there.

By 10 February, some 539 civilian police personnel have been dispatched to the mission area from 29 countries:	
Argentina (15)	Norway (1)
Australia (60)	Pakistan (4)
Austria (10)	Philippines (21)
Bangladesh (9)	Portugal (43)
Brazil (12)	Russian Fed.(3)
Canada (13)	Senegal (19)
China (15)	Spain (3)
Egypt (4)	Sri Lanka (29)
Ghana (102)	Sweden (10)
Gambia (26)	Thailand (2)
Jordan (16)	U.K. (14)
Malaysia (20)	USA (42)
Nepal (9)	Zambia (1)
NZ (10)	Zimbabwe (5)
Niger (21)	

□ ***East Timor Police Service***

Apart from the immediate activities to maintain law and order, CivPol is engaged in establishing the new East Timorese Police Service. Some 20,000 application forms for future police officers are being distributed in all regions of East Timor. The applicants will compete for 3,000 available positions in the future force.

The training will consist of an intensive training course followed by on-job supervision and training. The course will be conducted at the East Timor Police Academy in Comoro and the first class will have 40 recruits.

During the course candidates will be trained in the basics of criminal law, concepts of human rights, police techniques, traffic rules, investigation techniques and driving skills. The graduates of the Police Academy would then join UN CivPol officers on the ground and gradually replace them.

***HUMAN RIGHTS***

The precise death toll from political violence in 1999 and particularly the large-scale and systematic destruction of private and public property after the results of the popular consultations were announced on 4 September, remains unknown. To date, more than 300 bodies have been located throughout the territory; over 100 bodies have been exhumed and hundreds of additional sites await excavation after the end of the rainy season.

A permanent team of forensic experts has been established within UNTAET's Human Rights Division. There are currently three forensic experts on the team, which will function with a rotating roster with experts from different countries serving for limited periods of time. A mortuary and forensic facility in Dili became operational on 24 January.

UNTAET facilitated several missions investigating human rights violations in East Timor. The first mission, from 4 to 10 November 1999, was by the UN Commission on Human Rights Special Rapporteur on extrajudicial, summary or arbitrary executions, the Special Rapporteur on the question of torture and

the Special Rapporteur on violence against women, its causes and consequences.

This mission was followed by that of the International Commission of Inquiry on East Timor from 25 November to 8 December 1999. Secretary General Kofi Annan submitted its report to the Security Council on 31 January.

The report stresses that there were “*patterns of gross violations of human rights and breaches of humanitarian laws... patterns were also found relating to the involvement of the Indonesian Army (TNI) and the militias in the violations*”. In a letter accompanying the report, the Secretary General stressed the importance of bringing justice to the people of East Timor and holding the perpetrators accountable for their actions. To do this, he said he intends “*to strengthen the capacity of UNTAET to conduct such investigations and enhance collaboration between UNTAET and the Indonesian Commission of Inquiry into Human Rights Violations in East Timor (KPP-HAM)*”.

UNTAET also facilitated two visits by the Indonesian Commission of Inquiry into Human Rights Violations in East Timor (KPP-HAM), a body appointed by the Indonesian National Commission on Human Rights. There was also a visit by a team of lawyers representing top Indonesian Army (TNI) officers suspected of involvement in the September violence.

## **PEACE AND SECURITY**

### □ *Security Situation*

In most of the country, the UN Military Observers (UNMO) consider the security situation “low threat.” The exceptions are the three border districts of Bobonaro, Covalima and Oecussi. In

these border areas, the level of threat is defined as “medium”. UNMO estimates there is still a hard-core group of 1,000 militia members active in West Timor. UNMO has reported that some of them are still receiving military training (particularly in Atambua).

### □ *UN Peacekeeping Force (UN-PKF)*

The transition from INTERFET to the UN Peacekeeping Force started on 1 February and will end by 23 February. Lieutenant General Jaime de los Santos, from the Philippines, is the UN Peacekeeping Force Commander. Major General Michael Smith, from Australia, is the Deputy Force Commander. They both arrived in Dili on 25 January.

The military capability of the United Nations force will be similar to that of INTERFET and it will have as robust a mandate, while its capabilities will include more than purely combat readiness.

SRSB Sergio Vieira de Mello recently expressed hope that “as we go forward with the implementation of our mandate, the need to deploy combat units in East Timor diminishes, and that we can enlarge our capacity to provide services to the population, support in areas such as engineering, logistics, services, and medicine.”

Twenty-three countries will contribute approximately 8,500 troops to the UN-PKF:

Australia	France	R. Korea
Bangladesh	Ireland	Pakistan
Brazil	Italy	Portugal
Canada	Jordan	Philippines
Chile	Kenya	Russia
Denmark	Nepal	Singapore
Egypt	NZ	Thailand
Fiji	Norway	

Almost 70 per cent of INTERFET will become part of the UN Peacekeeping Force, staying in the same areas and positions they were before. The transition started in the country's Eastern Sector, and will proceed westward.

The UN-PKF is organised into four sectors: East, Central and West, and the enclave of Oecussi.

Like INTERFET, the UN-PKF has seven battalions. Sector East, headquartered in Baucau, has three battalions (Philippines, Republic of Korea and Thailand, which is in command). Sector Central, headquartered in Dili, has one battalion (Portugal), and a reinforced infantry company (Kenya). Sector West, headquartered in Suai, has two battalions (Australia and New Zealand, with the former holding command responsibilities). The Oecussi enclave has one battalion (Jordan).

□ ***UN Military Observers***

The UN Military Observer Group is mandated to monitor, observe and report on the military and security situation in East Timor, as well as the process of cantonment, disarmament and demobilisation of armed groups. The UNMO perform four main tasks: liaise with TNI; monitor the border; liaise and manage the Falintil; and liaise and assist the UN-PKF and CivPol.

Because of their impartiality, the UNMO are also called upon by the population to solve and arrange different kinds of situations, such as family reunions at the border, which have been set up with the cooperation of INTERFET and TNI. The UNMO have 11 border liaison teams at the three border districts of Bobonaro, Covalima and Oecussi.

Military Observers report directly to the UN Peacekeeping Force Commander.

As of 24 January, 185 out of an authorised force of 201 Military Observers were deployed in East Timor:	
Australia (17)	Nepal (5)
Bangladesh (30)	NZ (13)
Bolivia (2)	Pakistan (30)
Brazil (4)	Philippines(20)
Denmark (2)	Russia (2)
Egypt (10)	Sweden (2)
Ireland (3)	Thailand (11)
Jordan (5)	UK (4)
Malaysia (20)	Uruguay (5)