



Report on Humanitarian Logistics Preparedness Inception Workshop

Hotel Novo Turismo, Dili – Timor Leste
**Ministry of Interior, Civil Protection Authority (CPA) of Timor-
Leste 14-15 November 2024 | Dili, Timor-Leste**



Contacts

1. Mr. Jesuino dos Reis de Matos Carvalho L.Ap, President of Civil Protection Authority, Democratic Republic of Timor Leste | presidente@apc.gov.tl
2. Mr. Cesario da Silva Marques, Director of Cabinet External Cooperation and Relations Civil Protection Authority | grec@apc.gov.tl
3. Mr. Patrick Mills Lamptey, Head of Supply Chain, WFP Timor Leste | patrick.millslamptey@wfp.org
4. Mr. Joni Barreto, Logistics Preparedness Officer, WFP Timor Leste | joni.barreto@wfp.org
5. Logistics Cluster Field Based Preparedness Project | hq.glc.preparedness@wfp.org

List of Abbreviations

AACTL: Civil Aviation Authority of Timor Leste

ANATL: Aviation National Authority of Timor Leste

CI: Care International

CN: Care National

CPA: Civil Protection Authority

CVTL: Cruz Vermelha Timor Leste.

DDM: Department of Disaster Management

DFAT: Department of Foreign Affairs and Trade

DRC: Department of Revenue and Customs

DRM: Disaster Risk Management

EUCPHA: European Union Civil Protection and Humanitarian Aid.

FAO: Food and Agriculture Organization

FBPP: Field Based Preparedness Project.

F-FDTL: Falintil – Force Defence of Timor Leste

GHA: German Humanitarian Assistance

IFRC: The International Federation of Red Cresscent

IOM: International Organization for Migration

MC: Mercy Corps

MOAFF: Ministry of Agriculture, Fisheries and Forestry

MOF: Ministry of Finance

MOH: Ministry of Health

MOI: Ministry of Interior

MOPW: Ministry of Public Works

MSSI: Ministry of Social Solidarity and Inclusion

MTC: Ministry of Transportation and Communication

MTCI: Ministry of Trade, Commerce and Industry

NLC: National Logistics Center

PI: Plan International

PN: Plan National

PNTL: National Police of Timor Leste

RBB: WFP Regional Bureau in Bangkok

SOS: Secretary of State

UNDP: United Nations Development Programme

UNICEF: United Nations International Children Fund

USAID: United State of America Aid and Development

WB: World Bank

WFP: World Food Programme

WHO: World Health Organization

Executive Summary

The Humanitarian Logistics Preparedness Inception Workshop held in Dili, Timor-Leste, on November 14-15, 2024, served as a foundational step towards strengthening national emergency logistics capabilities. Organized by the Civil Protection Authority (CPA) in collaboration with the World Food Programme (WFP), the workshop introduced the objectives of the Logistics Cluster's Field Based Preparedness Project (FBPP) in Timor-Leste and aimed to assess current humanitarian logistics preparedness levels, identify gaps, and foster coordinated efforts for effective humanitarian response.

Over two days, participants engaged in a series of presentations, technical discussions, and working group sessions focused on policy and operational frameworks, national emergency protocols, humanitarian logistics priorities, and stakeholder capacity needs mapping. Key highlights included opening remarks from senior government officials and WFP leadership, emphasizing the strong leadership and commitment for a resilient logistics response system. Participants also expressed the need for increased investments in logistics preparedness and interagency collaboration.

Throughout the workshop, participants conducted SWOT analyses and readiness evaluations, culminating in the reflection of sectoral capacity needs and stakeholder engagement strategies. These activities facilitated a comprehensive understanding of existing strengths and vulnerabilities within Timor-Leste's humanitarian logistics landscape and re-affirmed the need for urgent action.

The workshop concluded with a commitment from the Government to establish a technical working group to advance the next steps for implementing a national logistics capacity development plan, enhancing multisector coordination, and establishing clearer operational procedures for emergency logistics. This collaborative effort marks a significant milestone towards establishing a resilient, prepared, and coordinated humanitarian logistics system in the country.

Introduction

Timor-Leste faces significant geographical and operational challenges as a nation situated in the high-risk zone of the Ring of Fire. Its vulnerability to major natural disasters—such as earthquakes, climate-induced extreme weather, and secondary hazards like landslides, flash floods, storms, and forest fires—necessitates a coordinated and resilient emergency response system. Recent climatic events, particularly the intense rains and flooding triggered by Tropical Cyclone Seroja between March 29 and April 4, 2021, underscored the significant impact of climate variability on Timor-Leste’s disaster risk landscape. These events led to widespread flash floods and landslides across all 13 municipalities, causing extensive damage to infrastructure, homes, and livelihoods. The Post-Disaster Needs Assessment estimates the economic cost of these events at millions of dollars, highlighting the considerable financial strain on national recovery efforts. The resulting operational challenges, including the disruption of supply chains and increased response costs, further emphasize the urgent need to strengthen logistical and disaster management capacities to mitigate future economic losses and ensure more resilient response mechanisms.

Compounding these challenges are the rugged terrain, mountainous interior, and limited transport infrastructure—factors that complicate access to remote and vulnerable populations. Narrow and poorly maintained roads, especially during the rainy season, significantly hinder timely response and logistics operations, often leaving communities isolated and supply chains disrupted.

In light of these vulnerabilities, the importance of coherent legislative, policy and operational frameworks cannot be overstated. Recent advances in emergency legislation, including the enactment of laws enhancing disaster management coordination, establish a clear mandate for increasing national resilience and operational efficiency. The Civil Protection Authority (CPA) plays a central role in this framework, serving as the national lead agency in coordinating emergency preparedness and response efforts across sectors.

This two-day workshop reinforced this important mandate and focused primarily on relevant aspects of national supply chain and logistics preparedness including systemic challenges, needs and priorities.



Workshop Overview and Structure

The Inception Workshop aims to lay a solid foundation for future humanitarian supply chain and logistics initiatives in Timor-Leste. The overarching goals are to enhance understanding of disaster

management protocols, update participants on recent structural and legislative developments, and explore best practices to enhance local capabilities.

The workshop seeks to achieve the following objectives:

1. Introduce current approaches and government policies related to disaster management, emphasizing the importance of a coordinated logistics response.
2. Provide updates on recent reforms within Timor-Leste's disaster management structure, particularly the activation protocols and functional responsibilities of CPA and other humanitarian responders.
3. Highlight recent country experiences under the Logistics Cluster's Field Based Preparedness Project, illustrating how these interventions can bolster Timor-Leste's supply chain and logistics preparedness.
4. Foster collaboration among stakeholders by establishing a nationally led logistics coordination mechanism which will facilitate the strengthening of relevant logistics coordination, information sharing and mobilization.

Day 1 – 14 November 2024

The morning session featured opening remarks by CPA and WFP leadership:

- Mr. Jesuino dos Reis de Matos Carvalho L. Ap, President of the Civil Protection Authority (CPA), representing the government's operational leadership in disaster preparedness and risk management.
- Mr. Domingos Mariano Reis, Secretary of State for Civil Protection, representing the government's political leadership in disaster preparedness and risk management
- Mr. Amin Said, WFP Deputy Country Director and Officer in Charge, representing WFP's institutional leadership on humanitarian supply chain and logistics activities.

It included presentations on the National Disaster Management Act, the concept of the Field Based Preparedness Project (FBPP), multi-hazard data and disaster preparedness strategies, and the key elements of disaster reporting.

Later in the day participants then engaged in group discussions to share their experiences and priorities within the sector, conducted a Strength Weaknesses Opportunity and Threats (SWOT) analysis of the country's current logistics preparedness for emergencies and map key stakeholders for future engagements.

**Refer to Annex I for the detailed agenda for Day 1.*

Day 2 – 15 November 2024

The focus shifted to detailed working group sessions designed to map capacity needs across critical areas such as policy & regulatory framework, institutional effectiveness & accountability, strategic planning & financing, humanitarian supply chain & logistics planning, and engagement

with relevant humanitarian actors. These sessions aimed to refine the operational framework, define the scope and responsibilities of the key stakeholders, and to define terms of reference of the logistics coordination mechanism, ensuring alignment with national disaster risk reduction strategies.

This structured approach promotes inclusive participation and knowledge sharing and culminates in the endorsement of actionable plans that will guide Timor-Leste's ongoing efforts to improve emergency logistics coordination and preparedness for emergencies.

**Refer to Annex II for the detailed agenda for Day 2.*

Insights from Key Sessions

Day 1

Introduction to the Logistics Cluster's Field-based Preparedness Project (FBPP), a presentation by Ms. Wipawa Chuenchit, Logistics Cluster Team

Ms. Wipawa Chuenchit highlighted that the FBPP is a crucial initiative designed to build Timor-Leste's own humanitarian logistics capacity, enabling the government to lead and sustain preparedness efforts independently. Rooted in the humanitarian cluster approach, the FBPP supports the development of institutional capabilities through structured analysis, planning, and phased implementation, with a focus on long-term, self-sufficient action.

By empowering local actors and integrating activities into national systems, the FBPP ensures that disaster readiness is maintained and expanded without reliance on external support. This approach aligns with Timor-Leste's strategic goal of fostering government-led, sustainable disaster management—making the FBPP a vital step toward resilient and autonomous national action in humanitarian logistics.

Presentation on Legal Framework in Civil Protection Authority – a presentation by Mr. Cesario da Silva Marques, Director External Relations and Communications Office – GREC.

Representing the Government's commitment to strengthening disaster management, Mr. Cesario da Silva Marques underscored the legal and organizational foundations of civil protection in Timor-Leste. The legal framework, anchored in constitutional articles and specific laws, clearly delineates the roles of security entities such as the armed forces, police, and the Civil Protection Authority (CPA). The Civil Protection Law (No. 12/2020) formally established the CPA and its responsibilities, reinforcing the government's resolve to coordinate comprehensive disaster response efforts.

The CPA operates under the Ministry of the Interior and is structured to facilitate effective command and control during emergencies, with a dedicated workforce of over 800 personnel. Its key responsibilities include facilitating information sharing, coordinating multi-agency responses,

and executing phases from alert to calamity declarations, in partnership with national and international actors.

This legal and organizational architecture is vital for a systematic and unified approach to disaster preparedness and response. Strengthening this framework is fundamental to enhancing Timor-Leste's humanitarian logistics capacity, ensuring rapid, coordinated, and effective responses to emergencies, and safeguarding livelihoods and resilience.

SWOT Analysis - discussion and presentation session on national logistics preparedness and experiences on emergency preparedness by all participants

The session facilitated by Mr. Agostinho Cosme Belo (CPA) and Mr. Joni Barreto (WFP) provided valuable insights into the current state of humanitarian logistics in Timor-Leste, highlighting both internal capacities and areas for improvement, as well as external factors influencing response effectiveness.



Strengths include a supportive legal framework, allocated budgets—particularly for contingency funds—and essential logistical assets such as light vehicles, facilities, equipment, and surge capacities. These elements provide a foundational base for emergency response operations.

Weaknesses primarily stem from gaps in warehousing capacity, including delays caused by poor road conditions, inadequate prepositioned stocks, and inefficient warehouse management. Additional challenges involve unclear command structures, limited human resources and competencies at field levels, and issues with data management, coordination, and logistical deployment—further exacerbated by bureaucratic processes, transportation inefficiencies, and resource mismatches.

Opportunities lie in strengthening coordination and partnership with various stakeholders, enhancing capacity development, standardizing procedures through Standard Operating Procedures (SOPs), and fostering innovation and knowledge sharing to improve preparedness and response efficiency.

Threats encompass constrained road and infrastructure conditions, limited qualified personnel, and institutional competition. Other risks such as political turnover, corruption, regulatory

uncertainties, and the prospect of disasters exceeding current national capacity also pose significant challenges to effective humanitarian action.

In conclusion, leveraging existing strengths and opportunities while addressing internal weaknesses and foreseen threats is crucial to advancing Timor-Leste’s humanitarian logistics response capabilities, ensuring more resilient, coordinated, and timely disaster management outcomes.

Table 1. SWOT Analysis

Strengths	Weaknesses
<ul style="list-style-type: none"> • Supporting regulatory framework e.g. emergency response regulations, that authorises CPA with full capacity to respond. • Budget allocation for CPA especially contingency funds for response • Budget for coordination services • Availability of light vehicles for passenger transport • Availability of facilities and equipment • Surge/standby capacities. 	<ul style="list-style-type: none"> • Capacities and conditions of warehouses • Delay in emergency responses due to limited stocks and road conditions. • Lack of/inadequate stock prepositioning* • Lack of prepositioned stocks in municipalities • Inefficient warehouse management/control* • Lack monitoring of commodity expiration dates • Unclear lines of command • Human resource management especially on business continuity planning (retirement, turnover) • Inadequate human resources • Lack of competencies or capacities especially at field level • Nepotism • Inadequate budget or finance for operation and maintenance of assets and infrastructure – centralised budget • Beneficiary data management • Ineffective or lack of coordination, communication • Targeting operational areas • Mismatching of needs and supplies • Unbalanced distribution • Duplication of response efforts • Lack of operational equipment, incl. temporary warehouses • Bureaucracy in political/administrative systems • Inadequate transport; transportation management

	<ul style="list-style-type: none"> • Inadequate information management; inefficient data systems
Opportunities	Threats
<ul style="list-style-type: none"> • Coordination and collaboration with the partners to provide emergency response; inter-agency response • Capacity development or knowledge transfer opportunities • Innovation & partnerships • Line ministries coordination • Preparedness Planning • Sharing of experience • Operation standardisation (SOPs) 	<ul style="list-style-type: none"> • Road and infrastructure conditions are poor • Lack of qualified human resources • Institutional and sectoral ego – limited sense of collaboration between organisations or sectors • Conflicting/unaligned interests between organisations • Lack of vehicle condition & safety control • Corruption • Regulatory uncertainty (law amendment) • Political pressure/change of political wills • Potential of large-scale disaster that exceeds national capacity • Conflicts between responders and victims

Day 2

The Capacity Needs Mapping exercise revealed or reinforced critical gaps and opportunities that demand urgent attention from the government to enhance Timor-Leste’s humanitarian supply chain and logistics preparedness and response mechanisms. These findings highlight areas where strategic action is essential to build a resilient, coordinated, and self-sufficient humanitarian logistics system.

Pathway 1: Humanitarian Supply Chain & Logistics (HSC&L) Policy and Regulation

Participants identified foundational elements such as existing sectoral instruments, regional partnerships, and multi-sectoral integration as emerging or moderate capacities. These are supported by ongoing collaborations with international partners like IOM, WFP, and the Australian Humanitarian Partnership. However, gaps remain in regulatory transparency and understanding among humanitarian responders, routine capacity evaluations, and effective line coordination, requiring improved partnership mechanisms.

Pathway 2: Institutional Effectiveness and Accountability

While institutional recognition and the role of agencies like CPA are established, gaps including bureaucratic impediments, fragmented information dissemination, and inadequate digitalization hamper operational efficiency and decision-making. Strengthening coordination at all levels,

establishing robust information systems, and clarifying command structures are high-priority to improve institutional capacities.

Pathway 3: Strategic Planning and Financing

Current strategic disaster financing mechanisms are underdeveloped, with gaps in national warehouse systems and logistics operations. Limited budgets for prepositioning, logistics assets and preparedness activities impede readiness. This requires urgent action to formalize comprehensive emergency contingency plans.

Pathway 4: HSC&L Preparedness Planning

Existing preparedness plans are outdated or inactive, with political will and legislative support identified as critical enablers for reactivation. The capacity to implement and oversee these plans is limited by resource constraints and bureaucratic hurdles, emphasizing the need for re-engagement, capacity building, and clearer accountability mechanisms. Besides leadership from government, partners including CVTL, IOM, UNDP and WFP expressed commitment to supporting developments in this area.



Pathway 5: Engagement of Other Actors in Humanitarian Supply Chain & Logistics (HSC&L)

Current involvement of external actors is impeded by institutional competition, political misalignment and resource shortages. Providing a platform or inclusive coalition of partners, will foster co-ownership, joint collaboration, streamlined financing mechanisms, innovation, and enhanced local capacity.

Overall, the assessment of this pathway underscored the importance of targeted capacity development, strategic resource allocation, and reinforced partnership frameworks. Implementing these findings will be crucial for transforming Timor-Leste’s humanitarian logistics system into a resilient, well-coordinated, and self-reliant capacity capable of effectively managing disasters and safeguarding lives and livelihoods.

Summary CNM findings

Pathway / Capacity Bundle	Latent	Emergent	Moderate	Self-sufficient
Pathway 1: The HSC&L policy and regulatory environment				
1.1 HSC&L Sectoral instruments		X	X X X	

1.2 Multi-sectoral integration of HSC&L					X	X	X					X					
1.3 International/Regional HSC&L partnerships					X	X	X					X					
Pathway 2: HSC&L Institutional Effectiveness and Accountability																	
2.1 HSC&L institutional mandate and recognition												X	X	X	X		
2.2 HSC&L coordination and accountability												X	X	X	X		
2.3 HSC&L information dissemination mechanisms												X	X	X	X		
2.4 HSC&L process optimisation through digitalisation					X	X	X	X									
2.5 Evidence-based approach for HSC&L					X	X	X	X									
2.6 HSC&L assets, platforms and infrastructure	X					X	X	X									
2.7 Relevant National/local HSC&L partnerships												X	X	X	X		
Pathway 3: Strategic Planning and Financing for HSC&L																	
3.1 Value proposition of HSC&L	X	X	X		X												
3.2 Strategic planning for HSC&L					X	X	X			X							
3.3 Sustainable financing for HSC&L	X				X	X	X										
3.4 Financial management systems (MIS)	X				X	X	X										
Pathway 4: The National HSC&L Preparedness plan																	
4.1 Design of the HSC&L Preparedness Plan	X				X	X	X										
4.2 HSC&L Preparedness Plan implementation	X				X	X	X										
4.3 Stakeholder HSC&L implementation capacity	X				X	X	X										
4.4 Accountability and grievance management					X					X	X	X					
Pathway 5: Engagement of other actors in HSC&L																	
5.1 In HSC&L Preparedness Plan design	X				X	X	X										

5.2 In HSC&L Preparedness Plan implementation	X				X	X	X										
5.3 Research, development and innovation in HSC&L					X	X	X		X								
5.4 Sustainable human capital in HSC&L	X				X	X	X										

Action Items and Recommendations

The Civil Protection Authority (CPA) team, in collaboration with stakeholders, outlined a strategic way forward to sustain and enhance the momentum achieved through this workshop. The following actions are recommended to ensure continued progress and operational improvements:

1. Review Capacity Needs Mapping and institutionalize the humanitarian supply chain and logistics coordination mechanism

- Based on the stakeholders mapping, re-validate CNM findings with CPA leadership and categorize their roles within the humanitarian response framework.
- Prepare a detailed draft of proposed TORs of the logistics technical working group to ensure alignment with current needs and national priorities.
- Once reviewed, develop a plan to institutionalize the group through official approval and endorsement, establishing its role, responsibilities, and operational procedures to improve coordination and decision-making effectiveness.

2. Conduct a Follow-up Workshop

- Schedule and facilitate a second workshop by mid-March 2025, with CPA leading the process.
- This session will focus on reviewing aspects not covered previously, such as the formalization of the Working Group’s Terms of Reference (TOR).

These strategic actions are crucial for establishing a well-structured, transparent, and sustainable humanitarian logistics system. Consistent follow-up and strengthening of institutional arrangements will empower CPA and its partners to effectively anticipate and respond to future disasters, thereby reducing response gaps and strengthening national resilience.

Testimonials

Ms.Monica Soares, Field staff (Cruz Vermelha Timor Leste-CVTL)

“To strengthen operational efficiency and emergency response, it is essential to enhance the organization's capacity and knowledge for improved logistics preparedness. This initiative also presents a valuable opportunity for CVTL to strengthen its role as a key coordinating body among stakeholders involved in logistics preparedness and response during emergencies.”

Mr. Jesuino dos Reis de Matos Carvalho L.Ap, President of Civil Protection Authority, Republic Democrat of Timor Leste

“We must remain hopeful that Timor-Leste is safe from risk of disasters, however, we must remain prepared and vigilant. Looking forward to meeting you all again during the next workshop.”

Mr. Domingos Mariano Reis, Secretary of State for Civil Protection

“This inception workshop marks the next phase of enhancing national logistics preparedness in Timor-Leste with a more inclusive approach. As the lead agency to coordinate emergency responses among the different sectors involved in emergency preparedness and response, it is in CPA’s mandate and interest to ensure that sectoral responses achieve common objectives, while addressing common gaps, avoiding duplications, and jointly achieving common priorities across all the sectors.”

Appendices

Annex I

**Workshop Inicial ba Preparasaun Logística Humanitaria
Humanitarian Logistics Preparedness Inception Workshop
Dia 14 - 15 Novembro 2024,
Hotel Novo Turismo, Dili – Timor Leste**

AGENDA
Day 1 – 14 Nov 2024

Time	Activities	Presenter (GREC)
08:30–09:00	• Workshop registration	CPA-GREC
09:00-09:05	• Opening Prayer	CPA-GREC
09:05–09:15	• Opening remarks by President of Civil Protection Authority	President of CPA
09:15–09:25	• Speech from WFP OIC Country Director	Mr. Amin Said – OIC Country Director WFP Country Office of Timor-Leste
09:25-10:35	• Speech from the Secretary of State Civil Protection Authority.	Secretary of State of CPA
10:35-10:50	• Group Photo Session and Coffee Break	All Participants
10:50 -11:15	• Introduction of FBPP progress & objective of the workshop	Ms. Wipawa Chuenchit - Logistics Cluster Support Team
11:15-11:35	• GREC presentation on CPA legislation	CPA (Cesario da Silva Marques, Director External Relations and Communications Office)
11:35-11:55	• Multi hazard data	CPA (Martinho de Fatima – Director of Land Operations)
11:55-12:15	• DNRE presentation on Background, focusing on Logistics Desk priorities, the rationale, and the transfer of responsibility of logistics desk-lead to Civil Protection Authority	CPA (Jaime Gonsalves dos Santo – Director National Emergency response)
12:15-13.15	• Lunch Break	

13:15-13:55	<ul style="list-style-type: none"> Working Group Session 1: Discussion session on National Logistics Preparedness and experiences on emergency preparedness. 	Participants & Facilitating team from WFP (Joni Barreto) & CPA(Jaime Gonsalves dos Santos & Agostinho Cosme Belo)
13:55-14:35	<ul style="list-style-type: none"> Working Group Session 2: SWOT analysis - Discussion and presentation session on National Logistics Preparedness and experiences on emergency preparedness. 	Participants & Facilitating team from WFP (Elder Nunes) & CPA(Martinho de Fatima, Antonio Viegas & Severinho da Costa Oliveira)
14:35 15:55	<ul style="list-style-type: none"> Working Group Session 3: System Ability and Readiness Analysis 	Participants & Facilitating team from WFP (Luciano Quintão) & CPA (Francisco Fatima da Cruz & Pedro Horacio)
15:55-16:15	<ul style="list-style-type: none"> Coffee break 	All participant
16:10-16:50	<ul style="list-style-type: none"> Working Group Session 4: Stakeholder Mapping 	Participants & Facilitating team from WFP (Joni Barreto) & CPA (Cesario da Silva Marques, Agostinho Cosme Belo, Nur Alarico Saleha)
16:50-17:00	<ul style="list-style-type: none"> Q&A wrap up 	Supply chain -WFP

Annex II

Day 2 – 15 Nov 2024

Time	Activities	Presenter
09:00-09:30	• Recap of day 1 – Coffee Discussion	Supply chain -WFP
09:30 -11:00	• Working Group Session 1: Capacity Needs Mapping	Participants & Facilitating team from WFP (Luciano Quintão) & CPA (Cesario da Silva Marques, Agostinho Cosme Belo, Nur Alarico Saleha)
11:00-12:00	• Working Group Session 2: Capacity Needs Mapping	Participants & Facilitating team from WFP (Elder Nunes) & CPA (Cesario da Silva Marques, Agostinho Cosme Belo, Nur Alarico Saleha)
12:00-13:00	• Lunch Break	
13:00-14:00	• Logistics working group TOR	Participants & Facilitating team from WFP (Inacio dos Santos) & CPA (Pedro Horacio -Chief Cabinet for President CPA, Francisco Fatima da Cruz & Severinho da Costa)
14:00-14:30	• Next step	Participants & Facilitating team from CPA &
14:30-14:45	• Wrap-up and Closing Remarks	Supply chain -WFP

~End~