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## Workshop Report

# Strengthening Humanitarian Logistics for Effective Disaster Response in Timor-Leste 23<sup>rd</sup> and 24<sup>th</sup> of June 2025

### Field-Based Preparedness Project | Timor-Leste

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## Contents

|  |    |
|--|----|
| Contacts .....                                     | 2  |
| 1. Abbreviations .....                             | 3  |
| 2. Executive Summary .....                         | 4  |
| 3. Introduction .....                              | 5  |
| Workshop Overview and Structure .....              | 6  |
| Participation .....                                | 7  |
| 4. Day one – 23 <sup>rd</sup> of June 2025 .....   | 7  |
| 5. Day two – 24 <sup>th</sup> of June 2025 .....   | 9  |
| Highlights on the LTWG and its purpose .....       | 9  |
| Membership and Representation .....                | 9  |
| Operations and Logistics .....                     | 10 |
| Roles and Responsibilities .....                   | 11 |
| Sustainability and Impact .....                    | 11 |
| Interactive Stakeholder Mapping and Roleplay ..... | 12 |
| 6. Next steps .....                                | 12 |
| 7. Appendix One - Agenda .....                     | 13 |

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# 1. Abbreviations

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- CPA Civil Protection Authority
- FBPP Field-Based Preparedness Project
- FI Food Item
- IFI International Financial Institution
- LTWG Logistics Technical Working Group
- MDMC Municipal Disaster Management Center
- NCCP National Council for Civil Protection
- NFI Non-Food Item
- NGO Non-Governmental Organisation
- SimEx Simulation Exercise
- SOP Standard Operating Procedure
- ToR Terms of References
- UN United Nations
- WFP World Food Programme

## 2. Executive Summary

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The Humanitarian Logistics Workshop held on June 23-24, 2025, in Timor-Leste, was a pivotal event aimed at enhancing the country's emergency logistics preparedness. Co-hosted by the Civil Protection Authority (CPA) and the World Food Programme (WFP), the workshop gathered 106 participants from 42 organisations, including government sectors, UN agencies, NGOs, the private sector, and academia.

### Key Themes:

- **Role of CPA:** The CPA's mandate to coordinate emergency responses was emphasized, ensuring alignment, gap reduction, and avoidance of duplication.
- **Coordination Enhancement:** The workshop underscored the need for clearer and more effective coordination among humanitarian actors during emergencies. Establishing a Logistics Technical Working Group (LTWG) was a central focus, aimed at improving coordination and harmonizing procedures.
- **LTWG:** Discussions on the LTWG's structure, objectives, membership and responsibilities were timely. The group agreed on the importance of integrating the LTWG into existing systems to avoid duplication and enhance overall emergency preparedness and response.

### Workshop Activities:

- **Day One:** Focused on creating a common understanding of the humanitarian logistics landscape in Timor-Leste. Presentations and discussions covered the FBPP project rationale, and solidifying the findings from the SWOT analysis and Capacity Needs Mapping exercises that were conducted during the inception workshop.
- **Day Two:** A focus on group discussion and presentations on the LTWG's Terms of Reference (ToR). Interactive sessions, including stakeholder mapping and role-playing exercises, helped clarify the LTWG's mandate and objectives.

The workshop concluded with a consensus on the importance of a comprehensive ToR and a list of key responsibilities for the LTWG to ensure clear goals and minimize duplication. This event marks a significant milestone in Timor-Leste's journey towards building a more resilient and prepared humanitarian system, capable of effectively responding to emergencies and protecting its communities.

### 3. Introduction

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Timor-Leste is in a high-risk zone for earthquakes as it is situated on the infamous Ring of Fire. The country is also vulnerable to several other hazards such as floods, tropical storms, landslides and forest fires. Its rugged terrain, mountainous interior, and limited infrastructure pose significant logistical challenges. Narrow and winding roads, often in poor condition, make accessing remote communities difficult.



Investing in preparedness not only saves lives but also offers a cost-effective approach to mitigating the impact of hazards. In 2024, the Field Based Preparedness Project (FBPP) was initiated through a collaboration between the WFP-led Global Logistics Cluster and the Civil Protection Authority (CPA) of Timor-Leste, with the goal of strengthening the country's logistics preparedness. This initiative aligns with the Government's strategy on emergency preparedness, disaster risk reduction and protecting livelihoods. It also aligns with the [WFP Timor-Leste Country Strategic Plan](#) of supporting the Government to strengthen emergency preparedness and logistics response capacity – aiming specifically to enhance institutional and systemic preparedness for crisis management.

Given the CPA's leadership role in responding to emergencies in Timor-Leste, the FBPP therefore aims to facilitate the CPA as they strengthen their capacities in emergency logistics coordination. This will be achieved through the adoption of the FBPP institutional capacity strengthening approach, development and co-ownership of a national logistics preparedness action plan, and targeted advocacy for its implementation and resources.

The Humanitarian Logistics Preparedness Inception workshop on the 14-15<sup>th</sup> of November 2024 convened over a hundred participants involved in emergency supply chains across Timor-Leste. Participants reassessed the current state of Humanitarian Logistics Preparedness in the country through the lens of the Five Capacity Pathways. The Capacity Needs Mapping exercise revealed that Timor-Leste's Humanitarian Supply Chain and Logistics is overall at an Emergent to Moderate level, with coordination among actors during emergency as one of the primary gaps. This finding was further emphasized during a [Humanitarian Simulation Exercise \(SimEx\)](#) that was held in Same, Timor-Leste, from the 9-12<sup>th</sup> of December 2024.

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*"Timor-Leste faces multiple risks due to its geography and climate. Strengthening logistics coordination across sectors is crucial to ensure our emergency responses are efficient and reach those most in need. [...] This workshop is part of our broader commitment to building a more resilient and prepared nation."*

**Jesuino dos Reis Matos Carvalho**  
President of the Civil Protection Authority

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Discussions during the inception workshop brought out the idea of a standing Logistics Technical Working Group (LTWG). This approach, identified as a good practice applied to other FBPP-engaged countries, aims to improve coordination and harmonize procedures among humanitarian logistics actors. In Timor-Leste, the need for more efficient coordination is evident, and there is wide support among stakeholders to pursue practical measures to address this gap. A LTWG could serve as a valuable platform for ongoing collaboration, experience-sharing, and joint planning – ultimately contributing to more effective coordination in emergency preparedness and joint response. The second workshop in the FBPP aimed to discuss the Terms of References (ToR) of an LTWG in Timor-Leste and how it would fit in with the existing humanitarian structures.

## Workshop Overview and Structure

On the 23<sup>rd</sup> and 24<sup>th</sup> of June 2025, CPA and WFP co-hosted the second workshop on humanitarian logistics and supply chains as part of the Field-Based Preparedness Project. A wide range of organisations were invited to provide a holistic view of the humanitarian system and to capture cross-cutting risks and solutions. 106 participants from 42 organisations from the government sector, UN, NGOs, private sector, and academia gathered to discuss how a LTWG should be designed to effectively strengthen the humanitarian logistics system in Timor-Leste.

The workshop was grounded in three key topics that guided the group sessions and discussions. They were:

- **Coordination among actors:** addressing the need for clearer and more effective coordination during emergencies.
- **Role of the Civil Protection Authority (CPA):** emphasizing CPA’s mandate to coordinate emergency responses across sectors, ensuring alignment, gap reduction, and avoidance of duplication.
- **Establishment of a Logistics Technical Working Group (LTWG):** exploring the potential structure, objectives, and challenges of creating an LTWG within Timor-Leste’s current coordination framework.

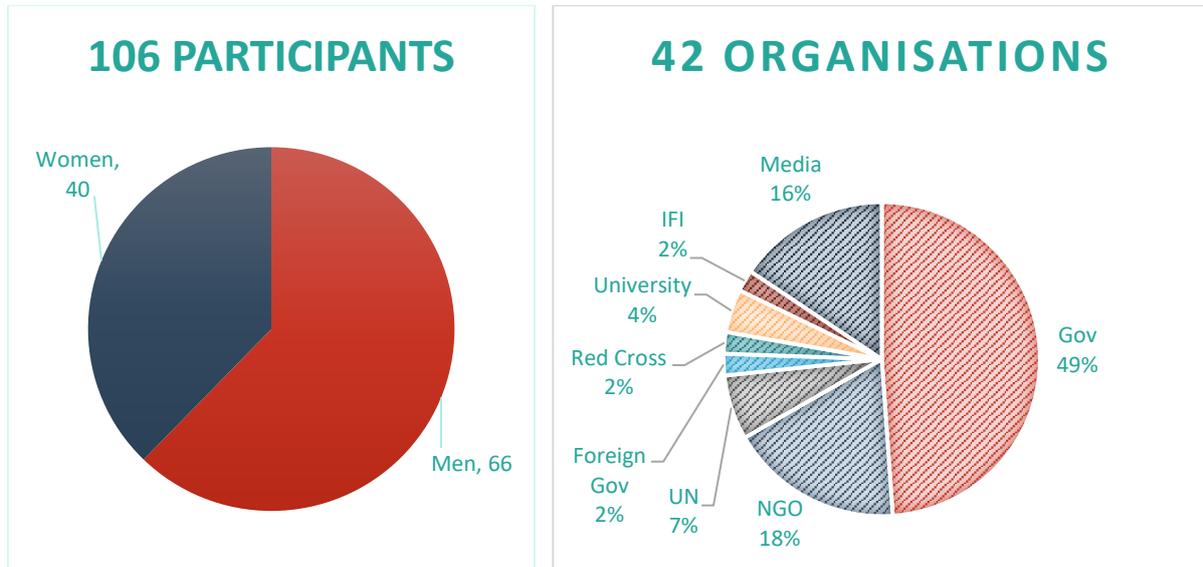
The two-day workshop was split into two overarching parts<sup>1</sup>. Day 1 focused on laying the foundation for common understanding among the participants and Day 2 was mostly aimed at defining details of the Logistics Technical Working Group and its role within the humanitarian landscape in Timor-Leste.



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<sup>1</sup> See Appendix One for a detailed agenda

## Participation



### 4. Day one – 23<sup>rd</sup> of June 2025

The first day of the workshop contributed to creating a common understanding of the humanitarian logistics landscape in Timor-Leste and what joint challenges there are for the sector. The need to invest in emergency preparedness and calls to improve coordination between humanitarian actors was echoed by the Secretary of State for Civil Protection, Domingos Mariano Reis, the WFP Representative in Timor-Leste, Jacqueline de Groot, and the President of the Civil Protection Authority, Jesuino dos Reis Matos Carvalho.



1. Jacqueline de Groot - WFP



“By investing in emergency logistics coordination today, Timor-Leste is taking concrete steps to reduce the impact of disasters tomorrow. [...] This strategic engagement is an important milestone in our shared journey toward building stronger systems that save lives and protect livelihoods.”

Jacqueline de Groot  
WFP Representative in Timor-Leste.



The following session by WFP recapped the objectives of the FBPP and presented how to further strengthen the overall humanitarian structures. The opportunities from strengthened coordination were further highlighted.

WFP also presented the results from the [inception workshop](#) that was held last year. Participants were invited to ask questions throughout the presentation to ensure that the results were understood and shared by the broader community. It was emphasized that the results (although not exhaustive) came from assessments and reflections of the wider humanitarian community on Timor-Leste’s logistics landscape.



2. Jakob Oberg – WFP  
Source: Radio e Televisão de Timor-Leste, E.P



3. Mariano Ana Lopes - CPA

The Civil Protection Authority continued by outlining their legal mandate to lead emergency prevention, response and recovery efforts. They also elaborated on their strategy and priorities for 2025. The national disaster *three level classification system* was explained.

- **Level One - Local**  
A hazard event affecting one municipality. The response is led by the municipal branch of CPA that coordinates with the municipal authority (PAM) and other local actors.
- **Level Two - Regional**  
A hazard event affecting two or more municipalities. The response is led by the national branch of the CPA that coordinates with other local and national entities.
- **Level Three - National**  
A national emergency (calamity) is declared by the Prime Minister which is required to call for international support. The national response is coordinated by CPA who is the designated focal point for international actors in the relief efforts.

The presentations allowed the participants to get deeper insight to CPA’s operations and logistical considerations such as lead times for responding, relief-kit composition, staffing, and organisational structure. The CPA facilitated final group discussions on Day 1. Participants were divided into five groups and were given example questions to kick-start discussions on the Logistical Technical Working Group’s General Structure and Purpose, Membership and Representation, Roles and Responsibilities, Operations and Logistics, and Sustainability and Impact. Presentations and discussions underlined the importance of coordination between humanitarian actors in both preparedness and response and shared how the group could function as a platform to jointly come up with solutions for three key challenges: Access Constraints, Operational Coordination, and Advocacy.

## 5. Day two – 24<sup>th</sup> of June 2025

Participants continued with a deep dive on the composition, roles and responsibilities of the LTWG. Each group had to present back to the plenary, and a brief tabletop exercise was conducted to reflect on the interaction between CPA National Directorates, Municipal response structures and the proposed LTWG. A joint summary of the groups' view on the five guiding topics can be seen below.



### Highlights on the LTWG and its purpose

There was a consensus among the discussion groups that the LTWG should be a permanent body focused on strategic coordination between actors. Integration into the existing system was emphasized to avoid duplication of efforts, especially the National Council for Civil Protection (NCCP) and the Municipal Disaster Management Centers (MDMCs). The LTWG could support the NCCP and MDMCs by supporting the production of common short, medium, and long-term plans for the logistics sector at national, regional (municipal), and village (suco) levels. Short-term plans could include logistics trainings and the creation of common SOPs, medium-term plans for sectoral assessments, and long-term plans would facilitate the sharing of common services and infrastructure, such as transportation, warehousing, and telecommunication.

Some participants suggested more direct action for the group. For example, procurement, transportation, storage, and management of Food-Items and Non-Food Items. This was further discussed and comparisons with existing mandates (e.g. NLC and MSSI) illustrated the need for less duplication and more joint technical strategic guidance and advocacy from the group.

### Membership and Representation

There was consensus that member organisations from the government should have a legal mandate to respond to emergencies and operational logistics capacity. UN organisations and NGOs should similarly be engaged in emergency preparedness or response programs with experience of logistics activities. It was further emphasized that representatives of member organisations of the LTWG should have technical knowledge and capacity in logistics and supply chain operations. It would further be beneficial if they have experience in the field of Emergency Preparedness and Response.

Examples of organisations from the government authorities, the UN, NGOs, and the private sector were raised. A joint stakeholder mapping exercise was conducted to further pin down the most relevant organisations. The following organisations were repeatedly mentioned there:

- **Government**
  - Civil Protection Authority (CPA)
  - National Logistics Centre (NLC)
  - Ministry of Solidarity and Social Inclusion (MSSI)
  - National Institute of Pharmacy and Medical Products (FMP)
  - Ministry of Transport and Communications (MoTC)
- **Red Cross**
  - Cruz Vermelha de Timor-Leste (CVTL)
- **UN**
  - World Food Programme (WFP)
  - United Nations Development Programme (UNDP)
  - United Nations International Children's Emergency Fund (UNICEF)
  - Food and Agriculture Organization (FAO)
- **NGO**
  - CARE
  - Plan International
  - Catholic Relief Services (CRS)
  - World Vision
  - OXFAM
- **Private Sector**
  - Timorport
  - Main food and non-food suppliers

## Humanitarian Organisations in Timor-Leste

*There were 17 UN entities working in Timor-Leste in 2025. Many of them have long commitments to the country alongside international NGOs such as CARE, CRS, and World Vision. Some of these organisations have been supporting the country since before Timor-Leste's independence in 2002.*

The list contributed to narrowing down the central actors that are relevant in the national humanitarian supply chain. The list is not a recommendation for who should be included from the LTWG. Furthermore, the LTWG could be composed of a smaller core of permanent members to allow for more efficient coordination, and a larger circle of temporarily invited members to allow for flexibility and adaptability to best tackle the different challenges Timor-Leste's humanitarian logistics sector is facing. Based on the discussions, the general consensus was that organisations should send experienced logistics or operations staff. The mechanism for the LTWG membership will be further defined in the ToR.

## Operations and Logistics

There was consensus on the need for regular meetings but with variation in the regularity of them. Some suggested annual meetings whereas others suggested quarterly, trimestral, and biannual meetings with the option of extraordinary meetings to respond to a calamity. It was also emphasized that a budget would be needed to conduct joint assessments and trainings.

## Roles and Responsibilities

It was proposed that LTWG needed the following roles within its organisation: a chairperson, a vice-chair, a secretary, permanent members, temporary members, and technical advisors.

The Chair with the support of the secretary is responsible for drafting action plans, arranging meetings, and coordinating joint group efforts. The permanent members will consist of a smaller core group of organisations to effectively coordinate medium-to-the-medium planning. Core members could consist of government institutions involved in emergency relief efforts and logistics operations. Temporary members and technical advisors are invited to tackle defined short-term emergency related issues, such as transport coordination and warehouse management in a hazard struck municipality. Or larger issues that need wide endorsement, such as annual contingency plans.



## Sustainability and Impact

For the longevity of the group and consistency of its operations, the need to document action plans and regular meetings for accountability was highlighted. Further sectoral support through trainings in logistics and supply chain operations was mentioned as a way to strengthen the overall sector and the members of the group.



## Interactive Stakeholder Mapping and Roleplay

Stakeholder mapping was continuously brought up by participants during the workshop. To capture the larger group's view on who should become part of the LTWG, a joint stakeholder mapping session was conducted where each participant was asked to add an organisation to a centrally placed board. Although not being a final list, the exercise assisted by identifying some of the key actors for humanitarian logistics in Timor-Leste.



To test the participants' recommendations to the LTWG and views on operating guidelines, workshop facilitators introduced them to a scenario based roleplaying exercise. The participants were divided into three groups that represented a Municipal Disaster Management Center (MDMC), the LTWG, and CPA national. They were then provided with an early warning of a cyclone approaching Timor-Lest with an estimated landfall in two weeks. Each team was then required to rapidly draw up a list of what they needed to prioritize, and what they wanted to request from the other two teams.

The exercise contributed to clarifying misconceptions of what the LTWG's mandate and operative capabilities were. It further facilitated discussions on the risks of duplications to the current system the formation of the LTWG could face. It highlighted that the ToR needs to be drafted with caution and with clear objects to ensure that it enhances the system and provides more clarity in the coordination between humanitarian actors.



## 6. Next steps

The workshop concluded with a consensus on the importance of a comprehensive ToR for the LTWG to ensure clear goals and minimize duplication. The next steps should therefore be to form a small working group led by CPA. This working group should utilize the results from the workshop to update the ToR. The updated ToR then needs to be endorsed by the President of the CPA and submitted to the Secretary of State for Civil Protection. When formally approved, CPA and the appointed core members should gather to create an initial workplan on activities and annual contingency planning. It is recommended that another workshop is hosted for the core and likely temporary members to map out logistic capacities and contribute to the national contingency plan.

## 7. Appendix One - Agenda

Day 1 –23<sup>rd</sup> of June 2025

| Time         | Activities  | Presenter (GREC)  |
|--------------|---|---|
| 08:30–09:00  | <ul style="list-style-type: none"> <li>Workshop registration</li> </ul>   | CPA – GREC  |
| 09:00-09:05  | <ul style="list-style-type: none"> <li>Opening prayer</li> </ul>  | CPA – GREC  |
| 09:05-09:15  | <ul style="list-style-type: none"> <li>Speech from WFP Country Director</li> </ul>  | Jacqueline De Groot<br>WFP - Country Director                                   |
| 09:15–09:30  | <ul style="list-style-type: none"> <li>Speech from the Secretary of State</li> </ul>  | Domingos Mariano Reis<br>Secretary of State for Civil Protection                |
| 09:30-09:45  | <ul style="list-style-type: none"> <li>Group photo</li> </ul>   | All Participants  |
| 09:45-10:00  | <ul style="list-style-type: none"> <li>Recap of FBPP objectives</li> <li>Update on humanitarian logistics</li> </ul>                    | Jakob Oberg<br>WFP – Emergency Preparedness and Response Associate              |
| 10:00-10:30  | <i>Coffee break</i>   |   |
| 10:30 -12:00 | <ul style="list-style-type: none"> <li>Results from the SWOT and Capacity Needs Mapping exercise</li> </ul>                             | Luciano Quintao<br>WFP – FBPP Focal Point                                       |
| 12:00–12:30  | <ul style="list-style-type: none"> <li>Priorities on emergency preparedness response and disaster management</li> </ul>                 | Jaime Gonsalves<br>CPA - Director of National Emergency Response                |
| 12:30-13:30  | <i>Lunch break</i>  |   |
| 13:30–14:00  | <ul style="list-style-type: none"> <li>Priorities on emergency preparedness response and disaster management</li> </ul>                 | Francisco Fatima da Cruz<br>CPA - Director of National Risk Disaster Management |
| 14:00-14:30  | <ul style="list-style-type: none"> <li>Presentation on the draft of the Logistics Technical Working Group Terms of Reference</li> </ul> | Natalino Soares da Silva<br>CPA - FBPP Focal Point                              |
| 14:30-15:00  | <ul style="list-style-type: none"> <li>Q&amp;A</li> </ul>   | All Participants  |
| 15:00-15:15  | <i>Coffee break</i>   |   |
| 15:15-16:30  | <ul style="list-style-type: none"> <li>Group Work Session</li> <li>Reviewing and amending the terms of references</li> </ul>            | All Participants  |
| 16:30-16:45  | <ul style="list-style-type: none"> <li>Wrap-up and Closing Remarks</li> </ul>   | Cesario da Silva Marques<br>CPA – Director GREC                                 |

Day 2 – 24<sup>th</sup> of June 2025

| <b>Time</b>  | <b>Activities</b>  | <b>Presenter</b>  |
|--------------|--|---|
| 08:30-09:00  | <ul style="list-style-type: none"> <li>Recap of day 1 – Coffee discussion</li> </ul>   | CPA&WFP   |
| 09:00 -12:00 | <ul style="list-style-type: none"> <li>Group Work Session</li> <li>Group Presentations on ToR amendments</li> <li>Q&amp;A</li> </ul> | CPA<br>Chief of Section GREC<br>Chief of Department DNER, DNGRD,<br>DNR, DNGR |
| 12:30-13:30  | <i>Lunch break</i>   |   |
| 13:30 -15:00 | <ul style="list-style-type: none"> <li>Group Work Session</li> <li>Group Presentations on ToR amendments</li> <li>Q&amp;A</li> </ul> | CPA<br>Chief of Section GREC<br>Chief of Department DNER, DNGRD,<br>DNR, DNGR |
| 15:00-15:30  | <ul style="list-style-type: none"> <li>Interactive Roleplaying</li> </ul>  | Patrick Mills Lamptey<br>WFP – Head of Supply Chain                           |
| 15:30-15:45  | <ul style="list-style-type: none"> <li>Workshop Summary</li> </ul>   | CPA Facilitation Team   |
| 15:45-16:00  | <ul style="list-style-type: none"> <li>Wrap-up and Closing Remarks</li> </ul>  | Jesuino dos Reis de Matos Carvalho<br>CPA - President                         |

~End~