



## Security Council

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### QUESTION OF EAST TIMOR

#### Report of the Secretary-General

1. The present report is submitted in pursuance of paragraph 14 of Security Council resolution 1246 (1999) of 11 June 1999, in which the Council requested me to keep it closely informed of the situation of East Timor and to continue to report to it every 14 days on the implementation of its resolutions and of the Tripartite Agreements and on the security situation in East Timor.

#### I. CURRENT STATUS AND DISPOSITION OF THE UNITED NATIONS MISSION IN EAST TIMOR

2. There has been marked progress in the operations of the United Nations Mission in East Timor (UNAMET) since my last report to the Council, of 22 June 1999 (S/1999/705). Voter registration began on 16 July 1999 in East Timor and at registration sites around the world. On the opening day, all but 5 of the planned 200 registration centres in East Timor were operational. Four centres in the village of Zumulai in the Ainaro District did not open for security reasons following a clash on 15 July between pro-integration militia members and villagers, and one centre in Alas in the Manufahi District was inaccessible. Centres in both areas were opened by 18 July. Thus, the first few days of registration have proceeded relatively peacefully, the East Timorese turning out to register in substantial numbers.

3. There are also a number of positive developments regarding a series of technical aspects of the consultation process. The Governments of Indonesia and Portugal have agreed to deploy up to 50 official observers each at registration and polling sites in and outside East Timor, as provided for by the Agreements of 5 May. The terms of reference for those official observers have been agreed and a code of conduct for both the official observers and all other accredited observers of the consultation process has been completed. More than 200 observers have been accredited to date. Rules and regulations governing the documentation required for registration, the methods for the registration challenge and appeal process, and other electoral issues have been put into effect. In addition, to ensure the accuracy and integrity of registration information, UNAMET has made arrangements for the computerization of worldwide registration data in Australia. The three international electoral experts who

comprise the independent Electoral Commission, Patrick Bradley, Johan Kriegler and Sohn Bong-scuk, have arrived in East Timor and assumed their responsibilities of assessing the consultation process and hearing complaints, challenges and disputes thereon.

4. UNAMET is now fully operational, and the deployment of international personnel is complete but for the final few. The number of United Nations Volunteers (UNVs) is now close to the full complement of 425; most of them have been assigned as electoral officers in the field (the balance being medical and support staff). The modest shortfall, now being filled by Mission personnel from the Dili headquarters, is expected to be made up by further recruitment of UNVs.

5. The civilian police component, headed by Alan James Mills (Australia), is now fully operational and has established good working relations with the local police. United Nations police have moved out to the regional centres and are in the process of deploying to all registration sites. As at 19 July, there were 243 civilian police personnel, which will be increased to 261 by the end of this week. The remaining police personnel are expected soon after.

6. The Chief Military Liaison Officer, Brigadier Rezaqul Haider (Bangladesh), assumed his functions on 8 July. He and his staff have established contact with the Indonesian army in Dili and all other districts as well as in Jakarta and Denpasar. As at 19 July, there were 47 military liaison officers. The remaining three are expected by the end of this week.

7. Political officers having been assigned to each regional centre, the political affairs section of UNAMET is now fully deployed. This has enhanced the Mission's capacity to monitor the fairness of the political environment and assess the security situation. Staff continue to maintain contact with pro-autonomy and pro-independence groups and with the Indonesian authorities.

8. The Mission's public information component has intensified its activities. It is disseminating information regarding the Agreements and explanatory material designed to help voters understand the process. It has produced a serialized version of the proposed autonomy framework together with a simple explanatory text for publication in the local press and for broadcast by Radio UNAMET and UNAMET TV, which now transmit programming daily. In addition, 50,000 copies of the proposed autonomy framework are being printed for distribution this week. Copies of the main Agreement of 5 May will also be distributed in the coming weeks. UNAMET has produced information leaflets, in batches of 20,000 each, explaining the purpose of the Mission, the procedures for registering to vote and the documentation requirements for registration, how to register without the required documents, what happens in a registration centre and where the registration centres are located.

## II. POLITICAL AND SECURITY ISSUES

9. As the Council is aware, paragraph 3 of the Agreement of 5 May on security arrangements (A/53/951-S/1999/513, annex III) calls for the Secretary-General to ascertain, prior to the start of the registration, and based upon the objective

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evaluation of UNAMET, that the necessary security situation exists for the peaceful implementation of the consultation process. In my last report (S/1999/705), I informed the Council of my decision to postpone for three weeks my determination of the security conditions, in order to allow UNAMET to reach full deployment and in view of the serious security situation which existed at the time. The report highlighted in particular the effects of the activities of pro-integration militias, believed by many observers to be acting with the acquiescence of members of the Indonesian army. It also described the impact of those activities, particularly in terms of the displacement of large numbers of the population and the limited capacity of pro-independence activists to express themselves freely. The widely publicized incidents involving UNAMET personnel which occurred between 29 June and 4 July in Maliana, Viqueque and Liquica served to highlight the larger, continuing problem which militia activities posed to a free consultation process.

10. On 10 July I wrote to the President of the Security Council to inform him that the security situation in East Timor remained serious, and proposed that the start of registration be postponed from 13 July to 16 July, to allow the Government of Indonesia to take concrete steps to improve the security situation, according to specific criteria provided by me. In my letter of 14 July, I informed him that, in view of the positive assurances by the Indonesian authorities that they would take steps to fulfil those criteria, the registration could commence on 16 July. However, the letter pointed out that the security situation in the Territory as a whole remained serious, and that it was not possible for me to conclude that the security conditions existed for the peaceful implementation of the popular consultation. I noted that there had not yet been time to properly assess how far steps taken by the Government of Indonesia would result in an improvement of the situation. I also reflected my determination that UNAMET should not be deterred in discharging its responsibilities under the Agreements of 5 May.

11. The Council will recall that my Personal Representative, Jamsheed Marker, made an extended visit to the region during the latter part of June and early July. He met with President Habibie and senior cabinet ministers of the Government of Indonesia and held constructive talks regarding UNAMET and the situation in East Timor. My Special Representative for the East Timor Popular Consultation, Ian Martin, and my Deputy Personal Representative for East Timor, Francesc Vendrell, also met on 7 July in Jakarta with the Minister of Defence and Chief of the Armed Forces, General Wiranto, and on 12 July in Dili with the Minister for Foreign Affairs, Ali Alatas, to discuss the security situation. At all those meetings, the Government of Indonesia reaffirmed its assurances that affirmative steps would be taken to improve the security situation. As a constructive step, President Habibie last week dispatched 14 senior members of his cabinet to East Timor to show the commitment of the Government of Indonesia to the popular consultation.

12. Another encouraging development is that there have been no further incidents in which UNAMET staff or property have been attacked or seriously threatened. The registration process has moreover proceeded relatively peacefully so far. The serious efforts by the Indonesian authorities to provide the necessary security for UNAMET to discharge its responsibilities have contributed to this positive trend.

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13. Furthermore, in recent meetings in Dili with my Special Representative, members of the Indonesian Government Task Force and police and military authorities have made further encouraging commitments to improving the security situation. They have undertaken to rein in the militias by disarming persons who brandish arms in public, arresting and prosecuting those who carry out, incite or threaten violence, and closing down militia roadblocks. In addition, Indonesian military commanders have issued orders requiring impartiality on the part of all military personnel and prohibiting their public carrying of arms except when performing official duty on the orders of a unit commander.

14. On the other hand, much remains to be done to realize the assurances of the Government on the ground. Many of the activities of the militias and related security problems that have been reported previously to the Council continue to be a source of serious concern. Such activities, which have led to the displacement of many East Timorese and denied them basic security and freedom, with the clear intention of influencing political choice, continue to pose a fundamental challenge to a credible consultation process. The security situation remains serious in the western districts of Liquica, Ermera, Maliana and Suai, but militia intimidation is also prevalent in some eastern districts, including Viqueque and Manatuto. UNAMET also continues to seek information regarding reports made by Indonesian authorities of violent activities by the Armed Forces for the National Liberation of East Timor (Falintil), and continues to emphasize to pro-independence supporters the need for utmost restraint. In this regard, it should be recalled that paragraph 1 of the Agreement on security arrangements (A/53/951-S/1999/513, annex III) provides that a free, secure environment devoid of violence or other forms of intimidation is a prerequisite for the holding of a free and fair ballot in East Timor.

15. The plight of thousands of internally displaced persons forcibly relocated or intimidated into fleeing their homes has continued to be a major concern. After a highly publicized pro-integration militia attack in Liquica on a convoy of non-governmental humanitarian organizations, accompanied by Mission personnel, that was returning from an assistance mission to displaced persons, UNAMET, together with representatives of the Office of the United Nations High Commissioner for Refugees, the United Nations Children's Fund and the International Committee of the Red Cross, has entered into discussions with Indonesian authorities aimed at ensuring that adequate support reaches those who need it. In addition to its humanitarian dimensions, the problem of the internally displaced has a direct bearing on the prospects for holding a free and fair vote. By the count of some observers, a considerable number of the potential voters have been displaced from their homes and are either under the control of the militias, in sanctuary in church compounds or in hiding in remote areas of the Territory. A resolution of the problem of the internally displaced is given added urgency by the requirement that voters register and vote in the same place. Many of the displaced do not have access to registration centres while others might register where they are now living and later return to their homes before the ballot. UNAMET electoral staff are developing plans to assist displaced persons to participate in the popular consultation process.

16. It cannot be said as yet that optimal conditions exist for all competing political factions in East Timor. In recent weeks, the National Council of Timorese Resistance has reopened offices in Dili and Baucau. In several

districts, the authorities have until recently stated that they will not permit the National Council of Timorese Resistance to operate openly, although there have been recent indications that such attitudes will no longer be tolerated by the Government. Access by pro-independence groups to the media, and their ability to hold meetings, remains limited. At the same time, pro-autonomy forces have continued to campaign, although the designated campaigning period is not due to begin until early August. UNAMET has twice presented to the Indonesian Government Task Force substantial evidence of public officials using their offices and public funds to campaign for autonomy and exert pressure on civil servants to vote for autonomy, which are in violation of the Agreement regarding modalities (A/53/951-S/1999/513, annex II).

17. There has been encouraging progress in bridging the deep divisions between the East Timorese parties. I welcome the agreement to end hostilities signed in Jakarta on 18 June between pro-independence and pro-integration leaders under the auspices of the Commission on Peace and Stability. Also noteworthy was the understanding, reached in principle, as part of the discussion on a code of conduct, providing for a ceasefire, the cantonment of Falintil, pro-integration armed forces and members of the Indonesian army, as well as movement towards disarmament. The Commission has yet to convene talks on the modalities to carry out those agreements. UNAMET continues to seek to be a full and active participant in all Commission meetings and activities and is willing to provide advice and assistance to permit the implementation of the agreements and arrangements intended to bring about stability in the period before and after the popular consultation.

18. The reconciliation efforts of the Bishops of Dili and Baucau resulted in the Dare II Conference, held from 25 to 30 June in Jakarta, which brought together all important leaders from inside and outside East Timor. The Conference ended with the issuing of a series of "points of convergence", including agreement by the participants to accept the outcome of the popular consultation, but the participants could not agree on a proposal to set up a representative joint commission to continue the dialogue prior to the ballot.

19. A meeting of senior officials of Indonesia and Portugal met on 15 and 16 July in New York under the chairmanship of my Personal Representative. Its purpose was to begin discussions regarding East Timor beyond the ballot date, focusing in particular on the arrangements which will be necessary for the period between the ballot and the implementation of the result, and also for the implementation of the result under either outcome. The parties agreed to continue these discussions at a technical level in the near future.

### III. OBSERVATIONS

20. As indicated above, there have been positive developments with regard to security in East Timor. This has been evidenced by the fact that the registration of voters for the East Timor popular consultation has proceeded relatively peacefully, with a strong turnout. UNAMET staff security, which had been a concern because of attacks and threats by the militia, has improved. Nevertheless, while UNAMET is continuing with the operational phases of the popular consultation, there remain many concerns regarding the security of the

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process as a whole. In particular the activities of armed civilian groups continue to challenge the fundamental security which all East Timorese deserve to participate fully in a credible consultation process. As stated in my letter of 14 July to the President of the Council, I shall make another assessment of the security situation, based on the objective assessment of UNAMET, halfway through the registration process. In making that determination, all aspects necessary to permit the peaceful implementation of the consultation process, in accordance with the security criteria which I have communicated to the Government of Indonesia, will be considered. I remain confident that the Government of Indonesia will take further determined measures to improve the situation, to ensure that meaningful and visible progress continues to be made in these matters, in keeping with its undertakings in the Agreements of 5 May. I count on the support of the Security Council in ensuring that this process will go forward, so that those who would resist it will understand the determination of the international community to assist the parties to the Agreements of 5 May in providing to the East Timorese the opportunity to express their will freely.

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