
The Parliament of the Commonwealth of Australia

Parliamentary Delegation to East Timor

3 to 5 September 2003

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Foreword

During the period 3 to 5 September 2003, a parliamentary delegation comprising the Hon Dick Adams, Mr Peter Lindsay and myself visited East Timor. The delegation fulfilled the broad objective of promoting and enhancing parliamentary relations with East Timor.

This delegation had the added significance of being the first Australian Parliamentary delegation to visit East Timor since full independence was achieved in May 2002. The delegation was honoured to be invited to an extraordinary sitting of the East Timorese National Parliament.

The visit to East Timor provided the opportunity to better understand and appreciate the challenges the confront East Timor. The delegation was privileged to meet with President Gusmao and Prime Minister Dr Alkitiri to discuss key issues such as political and economic development, security and the impending withdrawal of the United Nations (UNMISET).

The delegation noted the enormous advances made by East Timor since the destruction and violence of 1999. This is a testament to the East Timorese people and also the United Nations and the international donor community. We would like to highlight the very good work that is being undertaken under the auspices of AusAID in East Timor, often under very difficult conditions.

Nevertheless, the delegation remains concerned about what support will be provided to East Timor after the withdrawal of the United Nations in May 2004. The UN and international donors, including Australia, cannot afford to ignore or downplay the problems faced by East Timor.

It is clear that on-going assistance in a range of areas, such as the capacity building in public administration and the legal system, police training, security, health, infrastructure and agricultural development, will be required.

The delegation was also privileged to inspect the AusBatt VIII forward operating areas at Moleana, Maliana and Junction Point Alpha.

The delegation noted the harsh and difficult conditions under which the Australian contingent operates. The success of the Australian contingent in East Timor is a testament to the professionalism and training of the men and women of the Australian Defence Forces. The experience and training received by ADF personnel during Australia's commitment to East Timor will no doubt have long-lasting benefit to the ADF.

Given the concern expressed to the delegation at various times during the visit regarding the withdrawal of the United Nations in 2004, particularly in regard to security, there appears to be room for an expanded effort in the area of public information. Specifically, the delegation believes it would be beneficial to mount a coordinated public information campaign amongst communities in the Australian area of operation to allay community fears regarding the withdrawal of the United Nations. This public information campaign could be built on the good foundations that have already been laid by the ADF Liaison Group teams.

In conclusion, and on behalf of the delegation, I would like to thank all the staff at the Australian Embassy in Dili, the ADF personnel of AusBatt VIII, the parliamentarians and public officials of East Timor, the staff of the United Nations Mission of Support in East Timor (UNMISSET) and the range of individuals and groups that we met during the visit. Their support and cooperation ensured that this would be a productive and beneficial delegation.

Senator the Hon Bill Heffernan
Delegation Leader



Membership of the Delegation

Leader Senator the Hon Bill Heffernan

Deputy Hon Dick Adams MP

Members Mr Peter Lindsay MP

Secretary Mr Adam Cunningham



Acknowledgements

During the visit to East Timor between 3 and 5 September 2003, the delegation was provided with excellent support and advice from staff at the Australian Embassy in Dili. In particular, Mr Paul Foley, Ambassador to East Timor demonstrated a high level of professionalism and provided the delegation with comprehensive policy advice. In addition, Mr John Michell, Deputy Head of Mission; Mr Terence Giddings, Mission Coordinator; Ms Cynthia Burton, Counsellor (Development Cooperation); Ms Sophia Cason, Second Secretary; and Mr Ryan McKinnon, Second Secretary provided invaluable support and advice. The delegation would also like to thank the locally engaged East Timorese staff for their assistance during the visit, with particular mention of Mr Samuel Soares for his excellent interpretation skills.



List of abbreviations

ACIAR	Australian Centre for International Agricultural Research
ADF	Australian Defence Force
AGWEST	The business unit of the Western Australian Department of Agriculture
ALGIS	Agriculture and Landuse Geographic Information Systems
APC	Armoured Personnel Carriers
ASNCE-EM	Australian National Command Element-East Timor
AusAID	Australian Agency for International Development
AusBatt VIII	Australian Battalion Group Rotation Eight
CAB	Constituent Assembly Building
CAPET	Capacity Building Program for East Timor
CGIAR	Consultative Group on International Agricultural Research
COMASC	Commander Australian Contingent
DFAT	Department of Foreign Affairs and Trade
ETCAS	East Timor Community Assistance Scheme
ETTA	East Timor Transition Authority

FOB	Forward operating base
GDP	Gross Domestic Product
GIS	Geographic Information System
INTERFET	International Force East Timor
ITC	Illawarra Technology Corporation
JPDA	Joint Petroleum Development Area
MAFF	Ministry for Agriculture, Forestry and Fisheries
OMT	Organizasaun Mulher Timor Loro Sa'e (Timorese Women's Organisation)
PNTL	Policia National Timor Leste (East Timor Police)
RACS	Royal Australian College of Surgeons
SRSG	Special Representative of the Secretary General
TFET	Trust Fund for East Timor
UNMISSET	United Nations Mission of Support in East Timor
UNTAET	United Nations Transitional Administration in East Timor

Introduction

- 1.1 East Timor, including the enclave of Occussi, occupies an area of 24,000 square kilometres on the eastern half of an island in the Timor Sea between Indonesia and Australia (approximately 600kms from Darwin). East Timor has a population of approximately 800 000 people.
- 1.2 In May 2002, East Timor became an independent nation following an independence referendum in 1999. Australia has contributed significant resources to bilateral and multilateral assistance and development efforts.
- 1.3 The Australian Parliament's broad objective is to promote and foster relations between itself and parliaments of other countries. During September 2003, an Australian Parliamentary delegation (the delegation) visited East Timor in order to promote relations between the two countries and examine challenges that confront East Timor over the short to medium term. The added significance of this delegation was that it was the first Australian Parliamentary delegation to visit the East Timorese National Parliament since full independence was achieved on 20 May 2002.
- 1.4 This report provides an account of the delegation's visit to East Timor. The first part of the report outlines the broad objectives and scope of the visit. Following this, a brief overview of east Timor is provided. The remaining chapters provide an account of each day of the delegation's visit.

Objectives and Scope

- 1.5 The broad objective of Australia's parliamentary relations program is the fostering and maintenance of productive and amicable international and

regional relationships with other parliaments, parliamentary bodies and organisations. This is achieved through sending Australian parliamentary delegations to other countries and receiving in-coming parliamentary delegations.

- 1.6 During 2003 it is expected that there will be about 19 outgoing bilateral visits to other parliaments. The delegation's visit to East Timor forms one of these bilateral visits. During the meeting with the President of the East Timorese National Parliament, Mr Francisco "Lu'Olo" Guterres , the delegation conveyed a written invitation from the Speaker of the House of Representatives, the Hon Neil Andrew, MP, and the President of the Senate, Senator the Hon Paul Calvert, for representatives of the East Timorese Parliament to visit the Australian Parliament.
- 1.7 In addition to the broad objective of furthering parliamentary relations the delegation sought to examine some of the key challenges facing East Timor during the short to medium term. East Timor suffered serious setbacks as a result of the violence and wholesale destruction of infrastructure that accompanied the 1999 independence referendum and is now confronted with the task of rebuilding its economy, governance and key political and social institutions. Therefore, the delegation met with a range of senior East Timorese government representatives to discuss issues such as economic development, political development, and the impending withdrawal of international security forces and the United Nations.
- 1.8 The delegation also had the opportunity to meet with members of the Australian Defence Force (ADF) in Indonesia as part of the UN Mission of Support in East Timor (UNMISSET) and inspect the Australian area of operations.
- 1.9 In addition, the delegation inspected a number of projects associated with Australia's bilateral and multilateral aid effort in East Timor.
- 1.10 Each of these aspects of the delegation's visit are described in the following chapters.

East Timor–background information

Government and politics

- 1.11 The Democratic Republic of East Timor (Timor-Leste) became an independent state on 20 May 2002, following 24 years of Indonesian rule.

It has a unicameral parliamentary system of government and an elected President as its Head of State. The National Parliament has 88 elected members, comprised of 75 national and 13 district seats. Over one-quarter of the parliamentarians are women. Fretilin is the dominant political party, having won 55 seats in East Timor's first democratic election on 30 August 2001. The President of the East Timorese National Parliament is Mr Francisco "Lu'Olo" Guterres.

- 1.12 The President is elected by popular vote for a five-year term. The last election was held in April 2002. The current President of East Timor is HE Kay Rala Xanana Gusmao. Following legislative elections, the leader of the majority party or majority coalition is usually appointed Prime Minister by the President. The current Prime Minister is Dr Mari Alkatiri.
- 1.13 The United Nations Mission of Support in East Timor (UNMISET) provides support to the government of East Timor in the areas of public administration, law and order, and external security. The UN is scheduled to exit East Timor in May 2004.
- 1.14 East Timor is a member of the United Nations, World Bank, International Monetary Fund and the Non-Aligned Movement. The new nation has given high priority to gaining membership of ASEAN and the ASEAN Regional Forum.
- 1.15 In 1999 East Timor voted overwhelmingly in favour of independence following 24 years of Indonesian occupation. The announcement of the ballot results was followed by extensive violence that wreaked physical destruction and terror throughout the country. It is estimated that around three-quarters of the population was displaced in the weeks following the ballot, and almost 70 percent of the physical infrastructure was destroyed or rendered inoperable. The delegation notes that sadly, much of this destruction is still in evidence today, although recovery is also evident.
- 1.16 The violence was ended by the intervention of the Australian led International Force in East Timor (INTERFET) in September 1999. From October 1999 to May 2002, the administration of the country was managed by the United Nations Transitional Administration in East Timor (UNTAET), which gradually transferred government functions to Timorese nationals. Elections for a Constituent Assembly and President were held in 2001 and 2002 respectively, in a climate of peace.
- 1.17 The new government, led by the Fretilin Party, took over from UNTAET on Independence Day, 20 May 2002.

Economic overview

- 1.18 East Timor is one of the poorest countries in the Asia Pacific, with an annual per capita GDP of US\$430 and a fragile economic base.¹
- 1.19 East Timor's economic prospects and scope for trade and investment are modest. In the short term, the economy is expected to contract as the UN and international presence is wound back. Revenues from gas and oil reserves in the Timor Sea will underpin East Timor's economic future.
- 1.20 The withdrawal of the United Nations mission in May 2004 will also adversely impact on the economy.
- 1.21 Agriculture is vital to East Timor's economy, contributing to 21 percent of GDP, and increasing agricultural productivity and food security is a key focus of the East Timorese government.
- 1.22 According to a 2001 survey conducted by the East Timor Transitional Administration, agriculture was the main source of income for 94 percent of *sucos* (villages). Around 600,000 hectares of East Timor's 14,500 km² terrain is suitable for crop and livestock production. Agricultural production is limited by generally poor and shallow soils, erratic climate and rainfall, and steep terrain in upland areas.
- 1.23 Northern areas generally have lower rainfall (500-1500 mm in coastal areas and 1,500-3,000 mm at altitudes above 500 m), while rainfall is higher in southern regions (1,500-2,000 mm in coastal area and 1,700-3,500 mm above 500 m). A 2001 survey indicated that 57 percent of *sucos* (villages) had some irrigation. Of this irrigation, only 45 percent was available year-round, the remainder being seasonal.
- 1.24 Crops are primarily grown for subsistence, the most important being maize, rice and cassava. Coffee is widely grown as a cash crop, and rural populations engaged primarily in coffee production appear to fare better economically than regions planting other crops. Livestock production is generally on a small scale, and there is little commercial livestock in rural areas.
- 1.25 Food availability is generally better from March to October. However, widespread food shortages, apparently linked to the harvest cycle, are reported in East Timor every year. In 2001, almost 80 per cent of *sucos* reported that they normally do not have enough food at the peak of the lean season in January. Food insecurity is generally a greater problem in rural upland areas.

1 World Bank data, 2002

- 1.26 Owing in part to a delayed rainy season, agricultural output in 2003 has been poor. The estimated output of 122,700 tonnes of maize, rice and cassava this year represents a 21 percent decline on the previous year. This decline has been partially offset by an increase in the areas under irrigation in some districts. As a result of lower production, cereal import requirements are estimated at 62,000 tonnes for 2003-04. Private commercial importers are likely to cover the total rice import requirement of 48,000 tonnes, but a deficit of 14,000 tonnes remains to be filled.

Australia's bilateral relations with East Timor

- 1.27 Australia has a strong bilateral relationship with East Timor. We have successfully worked hard, together with the United Nations and other members of the international community, to bring to an end the violence in East Timor, to rebuild the world's newest nation, and to help put in place the foundations of statehood. Australia led the INTERFET coalition that restored security and stability in East Timor in 1999.
- 1.28 Today, Australia continues to be a lead donor to East Timor and is one of the largest contributors of personnel - military, police and administrators - to UNMISET. Australia currently contributes some 900 troops and 45 police officers, as well as a number of civilian advisers to the East Timor government.
- 1.29 Australia is three years through a four-year A\$150 million aid commitment to East Timor, which has included support for multilateral trust funds and bilateral assistance in the areas of governance, education, health, water supply, sanitation and rural development, as well as some budget support.
- 1.30 Australia is a lead donor in the development of the East Timor Defence Force. Australia's A\$29 million defence cooperation program (over five years) focuses on capacity building through in-country training and professional advice, as well as assistance to the Office of Defence Force Development. Australia is currently discussing with the government of East Timor the provision of significant Australian assistance in the training and development of the East Timor Police Service.
- 1.31 Australia recently extended preferential duty free access and quota free access to the Australian market for goods of East Timorese origin.

Meetings with East Timorese Government, UN Special Representative and Special Sitting of the East Timorese National Parliament

Introduction

- 2.2 The delegation was met at Comoro Airport (Dili) by the Australian Ambassador to East Timor, HE Mr Paul Foley, and the two Vice Presidents of the East Timorese Parliament, Mr Jacob Fernandes and Mr Xavier do Amaral. Also in attendance were staff from the Australian Embassy: Mr John Michell, Deputy Head of Mission; Mr Terence Giddings, Mission Coordinator; Ms Sophia Cason, Second Secretary; and Mr Ryan McKinnon, Second Secretary.
- 2.3 The first day of the delegation's visit (3 September 2003) consisted of meetings with key East Timorese Government representatives, including President HE Kay Rala Xanana Gusmao, Prime Minister Dr Mari Alkitiri, and Acting Minister of the Interior Mr Alcino Barris and the current UN Special Representative of the Secretary General, Mr Kamallesh Sharma.
- 2.4 The key event of the day was the meeting with the President of the National Parliament, Mr Francisco "Lu'Olo" Guterres and attendance at an extraordinary session of the East Timorese Parliament convened to honour the first visit by an Australian Parliamentary delegation since East Timor gained full independence in May 2002.

Meetings with President HE Kay Rala Xanana Gusmao, Prime Minister Dr Mari Alkitiri, Acting Minister of the Interior Alcino Barris.

- 2.5 The delegation met with President HE Kay Rala Xanana Gusmao, Prime Minister Dr Mari Alkitiri, Acting Minister of the Interior Alcino Barris. The delegation held three separate meetings. The following section of the report highlights the issues that were discussed at these meetings.
- 2.6 The dialogue at all three meetings focussed on political and economic development, agriculture and the impending withdrawal of the United Nations Mission of Support in East Timor (UNMISET).

Figure 2.1 (*L to R*) Senator the Hon Bill Heffernan, President HE Kay Rala Xanana Gusmao, Hon. Dick Adams MP, Mr Peter Lindsay MP



Political development

- 2.7 As the world's newest democracy, East Timor's political and legal institutions are in the early stages of development. In addition, there is only a rudimentary democratic political culture in the country due to East Timor's historical legacy of colonialism and occupation. Nevertheless, the delegation was impressed by the determination and commitment of the East Timorese leadership to establish and promote a viable and stable democratic system in East Timor. The delegation also noted the great strides that have been taken in establishing viable political and legal institutions, virtually from scratch.

- 2.8 Both the President and the Prime Minister indicated their appreciation of Australia's assistance since 1999 and that the independence process would have been more difficult without Australia's help. The Prime Minister also highlighted the importance of visits such as the Parliamentary delegation in assisting with building closer links and capacity building.
- 2.9 While independence has clearly been welcomed by the East Timorese people, there was also recognition that the post-independence spirit and exuberance needed to be tempered given the economic realities being faced by East Timor. The delegation was informed that efforts were being made to curb nationalism and reduce the risk of national symbols being used by groups to incite violence.
- 2.10 The delegation inquired into the progress being made in developing appropriate institutions. The President said that there is a need to build 'East Timorese' institutions and develop self reliance. The delegation raised the issue of any lingering effects of Indonesia's occupation. The President indicated that he felt there was still a culture of dependence, or 'Indonesian mentality', which needed to be changed. He also highlighted a lack of entrepreneurial spirit.¹
- 2.11 The East Timorese National Parliament was refurbished with Australian assistance and is functioning well. However, the Prime Minister indicated to the delegation that the Parliament required on-going technical assistance to provide support and training in certain areas (such as the passage of bills).
- 2.12 In regard to relations with Indonesia, the President recognised the need to develop good relations with Indonesia and indicated that he has a good relationship with the Indonesian President, HE President Megawati Soekarnoputri.²
- 2.13 The delegation noted the large number of political parties that contested the first East Timorese election. The development of political parties is still in the embryonic stages and East Timor is going through a learning process. The Prime Minister recognised the need to develop a functional opposition and suggested that East Timor's recent and colonial history

1 The UN reports that 15 000 of 16 000 budgeted administrative posts have been filled. *Report of the Secretary-General on the United Nations Mission of Support in East Timor*, 21 April 2003, S/2003/449.

2 In February 2003 the new Ambassador of Timor-Leste assumed his duties in Jakarta. The UN reports that Indonesia will be replacing its representative office in Dili with a formal embassy. *Report of the Secretary-General on the United Nations Mission of Support in East Timor*, 21 April 2003, S/2003/449.

had constrained the development of a political culture conducive to the concept and practice of a democratic opposition. He highlighted the difficulty for East Timor in moving from colonial administration, through occupation to democracy.

- 2.14 A well informed and free media is a key component of a sustainable and successful democracy. The delegation was informed that while the local media was active, they lacked objectivity and needed to develop professionalism. The delegation was advised that the National parliament was trying to establish an information and media office but that more training and assistance was required. The delegation believes that there may be a role for professional media organisations, such as the Press Club, to provide training and assistance to the East Timorese media.
- 2.15 In terms of political structure, the delegation was informed that East Timor has district administration not 'local government', which will be developed.³ The Prime Minister indicated that there may be a change from districts to provinces. He suggested that there needed to be competent national and provincial government before local government could be considered. The Prime Minister also informed the delegation of the InterMinisterial Commission which has been established to facilitate community participation in programs.

Economic development

- 2.16 East Timor is the poorest country in the region with a per capita GDP of US\$430. Economic growth is identified as a priority by the East Timorese leadership. Sustainability is identified as a problem. The delegation was informed that a national development plan was developed with assistance from Australia and that the Government is now working on implementing the plan.⁴
- 2.17 A key aspect of East Timor's future economic growth is the income derived from the Timor Sea Agreement, which covers both oil and gas developments in the Joint Petroleum Development Area (JPDA) in the Timor. When the Timor Sea Treaty enters into force, the revenue from oil and gas production in the JPDA will be shared in the proportion 90% (East

3 The government of East Timor has recruited 65 new administrators at the sub-district level. *Report of the Secretary-General on the United Nations Mission of Support in East Timor*, 21 April 2003, S/2003/449.

4 The UN estimates that more than 60% of people live on less than US\$1 per day. The East Timorese Government's budget stands at approximately US\$74.2 million for 2003-4, with the level of international or development partner support is estimated to be more than \$190 million in the same period. *Report of the Secretary-General on the United Nations Mission of Support in East Timor*, 21 April 2003, S/2003/449.

- Timor)/10% (Australia). The delegation is aware that negotiations are continuing on the issue of oil and gas reserves outside the JPDA. President Gusmao recognised that the negotiations are difficult but that they should not create problems between East Timor and Australia.
- 2.18 The delegation noted the need for infrastructure development, particularly roads, much of which was destroyed in 1999. The Prime Minister informed the delegation that the government's long term infrastructure plan projects that by 2005-06 all roads and bridges will be rebuilt or repaired.
- 2.19 The delegation raised the issue of East Timor's adoption of the US dollar, and noted that in regional terms East Timor was comparatively expensive. The President indicated that in the future East Timor's currency needed to be more compatible with regional currencies. However, US dollars were required in order to attract people to work in East Timor.
- 2.20 The delegation identified tourism as a potential area of growth in East Timor, particularly 'adventure tourism'. However, while it was agreed that tourism may be a potential future source of income, the necessary infrastructure needs to be developed before tourism can be established successfully.
- 2.21 A further problem with expanding the economy was the lack of an established and well developed private sector. The delegation was advised that there needs to be government involvement in the economy before a private sector will develop and be able to play a significant role.⁵
- 2.22 Unemployment, particularly youth unemployment, is a significant problem for East Timor.
- 2.23 The issue of land title is difficult. While traditional village titles exist and property rights will be developed, it is a sensitive issue and a step-by-step approach is needed.
- 2.24 The delegation was concerned that the current legal and regulatory environment is not conducive to attracting foreign investment or promoting business growth. The delegation is aware that the Parliament is currently considering a bill on Commercial Associations and that the

5 In terms of public administration, the UN cites the lack of mid-level managers in the public sector as being a problem. The lack of enabling legal frameworks, institutionalised administrative systems and operating procedures and the scarcity of essential skills and capacity are also problematic. *Report of the Secretary-General on the United Nations Mission of Support in East Timor*, 21 April 2003, S/2003/449.

Council of Ministers is considering the Investment Bill, but that these are not yet publicly available.

Agriculture

- 2.25 Agriculture is vital to East Timor's economy, contributing 21 percent of GDP. Agricultural development and food security was highlighted by the President as a priority for East Timor. A 2001 survey undertaken by the East Timor Transitional Administration indicated that agriculture was the main source of income for 94 percent of *sucos* (villages). Subsistence production of staples, including maize, cassava, rice and sweet potatoes dominates, while both plantation and smallholder coffee is an important cash crop. The livestock sector is not well developed and accounts for only five percent of agricultural output.
- 2.26 However, reports on agriculture in East Timor indicate that food insecurity is widespread. A substantial share of the rural population experiences inadequate food provision at some point during the year, the critical period occurring during November to February, at the end of the rice harvest and before the maize harvest.
- 2.27 Agricultural productivity is low. For example, the delegation was advised that East Timor currently imports approximately 70 percent of its rice, with the average rice yield being only about 1500kg per hectare. The lack of marketing and storage facilities acts as a further disincentive to increase productivity, with approximately 40 per cent of rice production being lost.
- 2.28 President Gusmao highlighted food security as important for independence and indicated it was a key government priority. He also highlighted the importance of agriculture in reducing poverty. The government's policy is to aim for food self-sufficiency and to improve the quantity and quality of domestic production. The Prime Minister highlighted Australia's assistance in developing new seed varieties.
- 2.29 The delegation was advised that coffee is the major cash crop and that the quality is improving. The delegation discussed the marketing of crops such as coffee. The Prime Minister said that there was a need to find niche markets for crops such as coffee and that East Timorese farmers needed education in marketing products. He also recognised the need for cooperative mechanisms and mentioned the example of the Café Timor coffee cooperative. The Prime Minister also indicated that the government was exploring vanilla production as a cash crop.

Education

2.30 Education was also raised as an important issue during discussions. The Prime Minister indicated that education, along with health are key priorities for the East Timorese government. In regard to education he said that the difficulty is in the quality and quantity of education. Around 45% of the education budget is directed to primary education and approximately 50% of East Timorese are still illiterate. Also, most technical education is centred on Dili and needs to be decentralised to other parts of the country.

Withdrawal of UNMISET

2.31 There was a general concern amongst East Timor's leadership regarding the withdrawal of UNMISET in May 2004. East Timor is working to retain some UN forces to assist in maintaining security. The Prime Minister indicated that government performance had been positive and the East Timor government would like some assistance to continue, particularly in regard to skilled personnel.

Security

2.32 Concerns about security are also linked to impending withdrawal of the United Nations. The delegation noted that militia activity appears to have declined significantly. While the East Timorese government appeared to be optimistic about being able to deal with security issues, the delegation ascertained that there are still concerns about security. The Prime Minister advised that East Timor is working with Australia on the issues of terrorism and security and is developing appropriate mechanisms.

2.33 The Internal Security Act has been passed by the Parliament but has not yet been promulgated by the President.

2.34 Mr Barris provided an overview of the development of the East Timorese Police (PNTL). While police recruits are provided with basic training there is need for special training in areas such as smuggling, people trafficking and border control. The budget for police and security is tight and Mr Barris indicated that the withdrawal of the UN may potentially leave a significant gap in the Ministry's budget.

Development of the Legal System

2.35 The delegation discussed the development of East Timor's legal system. The Prime Minister advised that there is a district court, an appeal court and a civil legal code. There is some pressure for legal responsibility to be

invested at the local level and a decision on this issue will be taken after the next election.

Meeting with Special Representative of the Secretary-General Mr Kamallesh Sharma

- 2.36 Following the meetings with the President and the Prime Minister, the delegation met with Mr Kamallesh Sharma, Special Representative of the Secretary General (SRSG). Also present were Mr Sukehiro Hasegawa, Deputy Special Representative and Mr Atul Khare, Chief of Staff. The dialogue focused predominately on law and order issues.
- 2.37 The delegation asked about the impending UN withdrawal and the sustainability of the East Timorese police force (PNTL). The delegation was advised that East Timor must budget for a sustainable police force. There is a mechanism to allow the UN to ease out and East Timor to take over, however, there are many support elements needed for the police (in areas such as human rights, civilian support etc). The UN advised that the budget was developed in conjunction with international donors and that police pay must be placed on a proper scale. The UN did recognise that the pay may be considered low and that this may deter recruitment. In their view, the key to developing the police force is in the provision of adequate training and in instilling a democratic culture.⁶
- 2.38 The delegation inquired about the crime rate in East Timor and was informed that the crime was low, although domestic violence accounted for about 75 percent of reported offences, with violence against children a particular problem. Mr Hasegawa suggested that there is some indication that violent behaviour may be linked to East Timor's past under Indonesian rule. He suggested that Indonesian policy was to keep people moving and unsettled. Also, significant numbers of people were displaced in 1999, with nearly one-third of the population migrating. Mr Hasegawa suggested that settled life may decrease violence.
- 2.39 In terms of the process of indictments stemming from the violence of 1999, by end of 2004 all cases should be complete, although there is some uncertainty regarding the process of indictments. The UN Security Council will be making a decision on the judicial process in the very near future. Indonesian judges are keen to continue and the process has

6 As of April 2003 there are 2530 local police. The National police are responsible for routine police matters in 7 of East Timor's 13 districts. *Report of the Secretary-General on the United Nations Mission of Support in East Timor*, 21 April 2003, S/2003/449.

provided relief to families. The UN believes it is an incomplete process and that the fairness of the process is open to question if only East Timorese are jailed. Mr Sharma indicated that, ultimately, there must be a balance between justice and reconciliation. It was suggested to the delegation that there is some disagreement within the East Timorese government in regard to seeking reconciliation *vis a vis* justice, and that there are strong feelings in some areas of East Timor for justice.

2.40 The delegation was informed that a Commission for Reception, Truth and Reconciliation has been established and there is a process in place to rehabilitate ex-militia and a community process of reintegrating ex-militia into the community. Mr Sharma suggested that this shows a positive example of the East Timor spirit and a willingness to make a new beginning socially.⁷

2.41 The delegation asked about the development of East Timor's legal infrastructure and were advised that it is adequate for dealing with serious crimes, with six judges and two national judges, although the system is weak in terms of defence lawyers (five). However, the legal system is not well developed to deal with petty or minor crime. There are only 16 judges (eight are currently in Portugal undergoing training) and three district courts as well as a court of appeal. It was suggested to the delegation that judges are not adequately trained, being comparable to junior solicitors in countries with fully developed legal systems. Further, it must be noted that the rule of law is a new concept for East Timor. Some consideration has been given to transferring judges from Portugal, although there are some donor issues in respect to funding Portuguese judges.

The United Nations Mission of Support in East Timor (UNMISET)

2.42 The United Nations Mission of Support in East Timor (UNMISET), was established by resolution 1410 (2002) and unanimously adopted by the Security Council on 17 May 2002. UNMISET took over from the United Nations Transitional Authority in East Timor whose mandate ended following full East Timorese independence in May 2002.

2.43 The UNMISET was established for an initial period of 12 months, starting on 20 May 2002, with the following mandate: to provide assistance to core

7 The UN notes that by the end of March 2003 the Commission for Reception, Truth and Reconciliation had taken about 2500 statements; had begun a national research program; and held two national public hearings. *Report of the Secretary-General on the United Nations Mission of Support in East Timor*, 21 April 2003, S/2003/449.

administrative structures critical to the viability and political stability of East Timor; to provide interim law enforcement and public security and to assist in developing the East Timor Police Service (ETPS); and to contribute to the maintenance of the new country's external and internal security.

- 2.44 UNMISET is headed by a Special Representative of the Secretary-General, and initially comprised 1,250 civilian police and an initial military troop strength of 5,000, including 120 military observers. The civilian component included focal points for gender and HIV/AIDS, a Civilian Support Group of up to 100 personnel filling core functions, a Serious Crimes Unit and a Human Rights Unit.
- 2.45 As of August 2003, UNMISET comprised 95 military observers, 3372 troops, and 387 civilian police, supported by 438 international and 914 local civilians.
- 2.46 UNMISET's current mandate is due to expire on 20 May 2004.

Special sitting of East Timorese Parliament

Background

- 2.47 Australia's assistance in refurbishing the Parliament building represents a major contribution to the development of a strong and vibrant democracy in East Timor.
- 2.48 The Parliamentary building, which was formerly used by the National Council, was inadequate for the purpose of a modern legislature: acoustics were very difficult; lighting and the general environment were poor; and members had no facilities they could use.
- 2.49 Australia Foreign Minister, Hon. Alexander Downer MP, announced on 30 August 2000 that Australia would help design and construct a Parliament building for an independent East Timor. In late 2000 AusAID commissioned a technical study of possible options for the building.
- 2.50 On 20 June the East Timor Transition Authority (ETTA) Cabinet requested that Australia refurbish the existing National Council Building in time to accommodate the first meeting of East Timor's first elected Constituent Assembly. Australia's refurbishment of the present Constituent Assembly Building (CAB) is the outcome of that request.

- 2.51 The refurbishment project was extensive and included:
- extensive upgrading of the main chamber including carpets, lighting, acoustic panelling, space for secretariat staff, a Member's Library, media area;
 - a communications and audio visual system to allow for simultaneous translation
 - furniture for all Members and staff
 - refurbishment of a Speaker's Office
 - refurbishment of a Member's lounge
 - office space for staff
 - a room for Committee meetings
 - refurbishment of toilet blocks
 - re-roofing and full replacement electrical works
- 2.52 The delegation is pleased to note that the refurbishment project utilised skills in the local wood carving and weaving industries.
- 2.53 The major costs of the refurbishment were:
- total builders work - A\$1.2 million;
 - electrical works - A\$1.17 million;
 - furniture and joinery - A\$300,000;
 - project management and supervision - A\$270,000

Extraordinary Sitting of Parliament

- 2.54 The delegation's visit represented the first visit by an Australian parliamentary delegation to the East Timorese parliament since independence in May 2002. An extraordinary sitting of parliament was convened in honour of the delegation's visit to East Timor.
- 2.55 The delegation's visit coincided with the East Timorese Parliamentary recess, however, approximately 50 members of parliament attended the extraordinary sitting.
- 2.56 The delegation met briefly with the President of the Parliament, Mr Francisco "Lu'Olo" Guterres, prior to entering the parliament. At the conclusion of the meeting the leader of the delegation, Senator the Hon.

Bill Heffernan presented Mr Guterres with a written invitation from the Speaker of the House of Representatives, the Hon Neil Andrew, MP, and the President of the Senate, Senator the Hon Paul Calvert, for representatives of the East Timorese Parliament to visit the Australian Parliament.

Figure 2.2 (L to R) Mr Xavier do Amaral (Vice President of the National Parliament); Mr Peter Lindsay MP; Hon. Dick Adams MP; Mr Francisco "Lu'Olo" Guterres (President of the East Timorese National Parliament); Senator the Hon Bill Heffernan; and Mr Adelino Alfonso de Jesus (Director of the Parliament's Secretariat).



- 2.57 The President of the Parliament opened the extraordinary session of parliament with a statement welcoming the Australian delegation. He highlighted Australia's support for East Timor and conveyed the appreciation of the East Timorese people and acknowledged the important role of inter-parliamentary cooperation in providing East Timor with the capacity to face future challenges. Mr Guterres reinforced East Timor's drive to create a nation built on the principles enshrined in the UN and the Universal Declaration of Human Rights. The full text of the speech is at Appendix A.
- 2.58 In his reply, Senator Heffernan focused on the importance of strengthening the relationship between Australia and East Timor. The Senator highlighted that the already close relationship covers many areas including people-to-people links as well as economic, development and security links and that it was pleasing to be able to add parliament to the areas in which Australia and East Timor have a relationship. Senator Heffernan reiterated that parliament, as an institution, has a key role to

play in nation-building and establishing a vibrant democracy in any country. In this context, Australia was very pleased in 2001 to fund the refurbishment of the Parliament building as an expression of support for the role of parliament.

- 2.59 Australia has contributed a significant number of military, police and administrative personnel to the UN mission as well as a number of advisors to the East Timor Government. Australia has also provided financial assistance for multilateral trust funds and bilateral assistance in a range of areas such as education, health, water supply, sanitation and rural development. Australia is assisting with the development of the East Timorese Defence Force, the Falintil-FDTL, and has recently announced a major program of assistance to the police force, the PNTL (Policia National Timor Leste).
- 2.60 Senator Heffernan concluded his statement by commenting that Australia is eager to see East Timor grow and prosper. The trade relationship between the two countries, while small, is healthy and will no doubt grow over time. Australia has recently extended preferential duty free access and quota free access to the Australian market for goods of East Timorese origin which should provide stimulus to the trading relationship. The full text of Senator Heffernan's statement is provided at Appendix B
- 2.61 The extraordinary session of parliament concluded with the presentation of a ceremonial *tais* (a colourful woven scarf) by the President of the Parliament, Mr Guterres, to Senator Heffernan. The delegation then signed the Parliamentary visitors book and were met by all members of parliament present at the session.

Figure 2.3 (L to R) Vice President, East Timorese National Parliament, Mr Jacob Fernandes; Vice President, East Timorese National Parliament, Mr Xavier do Amaral; Mr Peter Lindsay MP; President of the East Timorese National Parliament, Mr Francisco Guterres; Hon. Dick Adams MP; and Senator the Hon. Bill Heffernan.



Conclusions and Observations

- 2.62 The delegation appreciated the opportunity to have frank and open discussions with key members of the East Timorese Government.
- 2.63 The delegation noted the enormous advances made by East Timor since the destruction and violence of 1999. This is a testament to the East Timorese people and also the United Nations and the international donor community.
- 2.64 Nevertheless, the delegation remains concerned about what support will be provided to East Timor after the withdrawal of the United Nations in May 2004. The UN and international donors, including Australia, cannot afford to ignore or downplay the problems faced by East Timor.
- 2.65 It is clear that on-going assistance in a range of areas, such as the capacity building in administration and the legal system, police training, security, infrastructure and agricultural development, will be required. The delegation makes special mention of the opportunity for Australia's professional journalism bodies to provide assistance to improve the

professionalism of the East Timorese media, which would assist in building democracy in East Timor.

- 2.66 The delegation was honoured to be guests in the East Timorese National Parliament. It is hoped that this delegations is the first of many delegations and that the Australian and East Timorese Parliaments will continue to develop a strong relationship.

Inspection of ADF Contingent (AusBatt VIII)

- 3.1 The second day (4 September 2003) of the delegation's program consisted of an inspection of the Australian area of operations, starting at the Australian National Command Element-East Timor (ASNCE-EM) in Dili, followed by visits to the Australian Battalion Group Rotation Eight (AusBatt VIII) forward operating bases (FOB) at Moleana, Maliana, and Junction Point Alpha. The delegation was accompanied by Colonel Greg Molyneaux, Commander of the Australian National Command Element - East Timor; Mr Paul Foley, Australian Ambassador to East Timor; and Mr Greg Moriarty, DFAT.

Briefing at Australian National Command Element

- 3.2 The Australian National Command Element-East Timor (ASNCE-EM) is located in Dili, the capital of East Timor, and is staffed by members from all three Services. It is located in a former Indonesian Regional Labour Department building, and is one of the better buildings in Dili, having escaped the widespread destruction and looting.
- 3.3 The principal roll of ASNCE-EM is to provide support to the Commander Australian Contingent (COMASC). The responsibilities of COMASC include:
- the provision of national support to all Australian Force Elements in East Timor;
 - ensuring the safety of all Australian Force Elements in East Timor; and
 - informing higher headquarters in Australia of developments that affect Australia's contribution to the United Nations Mission of Support in East Timor (UNMISSET).

- 3.4 The delegation was provided with a comprehensive briefing by Colonel Greg Molyneux and ASNCE staff on the current situation in East Timor and the role being played by the Australian contingent.

Inspection of Forward Operating Bases

- 3.5 Following the briefing at ASNCE, the delegation was flown by helicopter from Comoro airport (Dili) to forward operating base (FOB) Moleana and put down at Landing Zone Wallaby where they were met by Lieutenant Colonel Stuart Smith, Commanding Officer of AUSBATT VIII.

Figure 3.1 Members of the delegation inspecting FOB Moleana



- 3.6 The delegation was subsequently provided with a comprehensive brief on AusBatt VIII operations including a description of its roles, responsibilities and current area of operations, the level of internal security needed and the patrol areas of other international peacekeeping forces. The brief was followed by a tour of the Moleana facilities where the members had an opportunity to meet and talk with the ADF personnel serving there.
- 3.7 From Moleana, the delegation was driven to FOB Maliana where they received a short introduction on the roles and current operations of 'A' Company and had an opportunity to meet and talk with the ADF staff serving there.

Figure 3.3 Members of the delegation meeting with Australian troops at FOB Maliana



- 3.8 The delegation was flown from FOB Maliana to the border patrol and crossing point 'Junction Point Alpha' (JP-A) where they received an overview on role and function of 'D' Company personnel situated there and had an opportunity to view the amenities and talk with the troops.
- 3.9 Junction Point Alpha is one of the main crossing points between East and West Timor. There are between 50-100 border crossings per day. On market days this can reach almost 1000 crossings. There are also about 30-50 vehicle crossings per day.

Figure 3.2 Members of the delegation inspecting the border control point at Junction Point Alpha



- 3.10 From Junction Post Alpha, the delegation was transported to Dili.

AusBatt VIII

- 3.11 AUSBATT VIII is the eighth rotation of Australian Service personnel and is based primarily on the 1st Battalion, The Royal Australian Regiment, but includes strong representation from specialist members of the Navy and Air Force.
- 3.12 The AusBatt VIII capability includes:
- Headquarters Planning Group
 - 3 Australian Rifle Companies
 - 1 Fijian Rifle Company
 - 5 Liaison Teams
 - 3 Black Hawk helicopters
 - 5 Engineer sections
 - 14 Armoured Personnel Carriers
 - 5 reconnaissance and Surveillance teams
- 3.13 As indicated, Headquarters AusBatt VIII is based at FOB Moleana in the Bobonaro District. This is a purpose built base and contains facilities for all combat and service support elements for AusBatt VIII (up to 400 personnel).
- 3.14 AusBatt VIII facilities include: communications, accommodation, repair workshops and supply warehouses, helicopter landing sites, and a level three aeromedical evacuation infrastructure.
- 3.15 One rifle company group is based at Batugade. This group comprises 120 personnel and is responsible for providing security in the Bobonaro North District. Their responsibilities include supervising the border crossing point at 'Junction Post Alpha' (JP-A) and protecting radio retransmission locations. The group usually commits one platoon to securing their base, one platoon to patrolling the District, and one platoon to supervising the border crossing. The group is equipped with 4WD troop carrying vehicles and Armoured Personnel Carriers (APC) to move around the District.
- 3.16 A second rifle company group is based at Maliana. Similarly, this group comprises 120 personnel and is responsible for providing security in the Bobonaro Sought District.

- 3.17 Their responsibilities include supervising the border crossing point at Junction Point-C and protecting radio retransmission locations.
- 3.18 The group usually commits one platoon to secure their base, one platoon to patrolling the District, and one platoon to supervising the border crossing. The group is equipped with 4WD troop carrying vehicles and Armoured Personnel Carriers (APC) to move around the District.
- 3.19 A third rifle company group is based at Gleno. Due to time constraints, the delegation did not have the opportunity to visit FOB Gleno. As with the other rifle companies, this group comprises 120 personnel and is responsible for providing security in the Ermera District. The group also commits one platoon to securing their base, one platoon to patrolling the District, and one platoon to supervising the border crossing. The group is only equipped with 4WD troop carrying vehicles to move around their District.
- 3.20 In addition, a logistics base exists in Dili with approximately 100 personnel and provides additional repair, recovery, supply, medical and transport support to AusBatt VIII.
- 3.21 The following two major issues were discussed with the delegation during this inspection:
- AusBatt VIII relies on an extensive civil liaison network to conduct its operations. To facilitate this liaison six man detachments are distributed throughout each District to establish and maintain rapport with the locals. Much of the work conducted by these detachments relates to both training and advising local administrators and security groups on law and order matters.
 - AusBatt VIII will soon conduct a significant back-loading of equipment in order to make way for the proposed smaller AusBatt IX. This activity will need to be carried in addition to AusBatt VIII's current operations and responsibilities. The Delegation is aware that the Australian Government is in the process of allocating which assets will be gifted to the East Timorese Government on departure.
- 3.22 The delegation was particularly interested in the phased drawdown and ultimate withdrawal of the Peace Keeping Forces (PKF). A briefing on the drawdown was provided to the delegation. Part of the process will see the rotation of the current AusBatt VIII with a new smaller contingent, AusBatt IX and will consist of a reduced force of 440 personnel (down from the current 990) from 6 Royal Australian Regiment (RAR). Australian forces will also take over the current Thai area of operations (ThaiBatt). This new structure will be called WestBatt

and will be in place by December 2003. The final extraction of the Australian contingent will be finalised by June 2004.

Conclusions and Observations

- 3.23 The delegation appreciated to assistance and cooperation of Colonel Molyneaux, Lt.Colonel Smith and all the personnel involved in the delegation's visit.
- 3.24 The delegation noted the harsh and difficult conditions under which the Australian contingent operates. The success of the Australian contingent in East Timor is a testament to the professionalism and training of the men and women of the Australian Defence Forces. The experience and training received by ADF personnel during Australia's commitment to East Timor will no doubt have long-lasting benefit to the ADF.
- 3.25 The delegation also noted the work of the Liaison Group teams, whose key tasks include information gathering, capacity building, and community liaison. Given the concern expressed to the delegation at various times regarding the withdrawal of the United Nations in 2004, particularly in regard to security, there appears to be room for an expanded effort in the area of public information. Specifically, the delegation believes it would be beneficial to mount a coordinated public information campaign amongst communities in the Australian area of operation to allay community fears regarding the withdrawal of the United Nations. This public information campaign could be built on the good foundations that have already been laid by the ADF Liaison Group teams.

Inspection of aid programs

- 4.1 The third day of the delegation's program (5 September 2003) consisted of inspecting a number of development programs to which Australia has provided assistance. The delegation was accompanied by staff from the Australian Embassy: Mr Paul Foley, Ambassador to East Timor; Ms Cynthia Burton, Counsellor (Development Cooperation); and Ms Sophia Cason, Second Secretary.
- 4.2 The delegation began by visiting the Dili National Hospital. This was followed by an inspection of the Australian-funded Geographic Information System at the Ministry of Agriculture, Fisheries and Forestry.
- 4.3 The delegation then drove to the Manatuto area, about one and half hours along the coast north east of Dili. In the Manatuto area the delegation inspected a water supply and sanitation project and local rice farming techniques. This was followed by a visit to a restaurant in Manatuto run by the Organizasaun Mulher Timor Loro Sa'e (Timorese Women's Organisation or OMT), where the delegation also viewed a traditional dance display.

Overview of Australia's aid program to East Timor

- 4.4 Australia's contribution to East Timor is substantial and consistent with Australia's national interest in helping to build East Timor's capacity to sustain itself as a peaceful, democratic and independent nation. Key sectors for bilateral assistance are: governance, water supply and sanitation, agriculture and rural development, health and education.
- 4.5 In 2003-04 Australia will provide an estimated A\$42.5 million, fully discharging the Government's four year, A\$150 million pledge.
- 4.6 AusAID is currently developing a new country strategy in conjunction with the East Timorese government. Initial consultations have been held

to discuss the Government of East Timor's priorities for Australian development cooperation under the new strategy.

- 4.7 Further Australian assistance will consolidate and protect our already significant investment in East Timor, and help ensure positive outcomes for the nation-building efforts of the East Timorese government. In recognition of the importance of effective law and order for a stable, safe society, the new country strategy is likely to include a strengthened focus on the law and justice sector. AusAID and the Australian Federal Police, in cooperation with the United Kingdom, are currently discussing with the East Timorese government the capacity building needs of the East Timorese police force (PNTL).¹

CURRENT ACTIVITIES

- 4.8 Australian development assistance incorporates a range of programs that reflect the key priorities (as listed at paragraph 4.4). Described below are a number of programs that are currently being undertaken in East Timor.

The Australia-East Timor Ministry of Planning and Finance Capacity Building Project.

- 4.9 This project will assist in ensuring transparent and accountable management of public funds, which is critical for East Timor's future development prospects given the potential magnitude of Timor Sea revenue, and the extent of Australia's current support for East Timor's recurrent budget.

Assisting East Timor to meet its budget financing gap through the Transitional Support Program (TSP).

- 4.10 Australia is providing up to A\$24 million for financial year 2002-3 to 2004-5, subject to satisfactory performance against agreed benchmarks and active participation in TSP review missions in areas such as power, public expenditure policy and law and justice.

Building the capacity of the public administration, strengthening civil society and promoting good governance.

- 4.11 The Australia-East Timor Capacity Building Facility is strengthening public administration in areas such as the Ministry of Justice's Land and Property Unit, where an adviser is providing training, administrative support and advice on land administration.

1 The Police Development Program was announced in August 2003. Australia will provide A\$40 million over 4.5 years for the program, with the United Kingdom agreeing to provide additional funding in 2003-04.

- 4.12 The recently mobilised Fisheries Management Capacity Building Project will assist staff in the Ministry of Agriculture, Forestry and Fisheries (MAFF) in developing policies and regulations for the sustainable management of East Timor's coastal fisheries.
- 4.13 The Agriculture and Land Use Mapping and Geographical Information System (GIS) and Training Project (completed in September 2002 under the current facility's precursor) improved the capacity of the MAFF to manage its GIS Unit sustainably. The project supplied a GIS computer database system and the training of four local staff in its use. Since January 2002 staff have responded to approximately 150 government and non-government requests and produced almost 600 maps.

Assistance to East Timor's Parliament construction and administration.

- 4.14 In 2001, Australia refurbished East Timor's Parliament Building from an empty shell to a working Parliament with modern translation and broadcasting facilities. The work was carried out in a ten-week period and incorporated significant East Timorese craftsmanship and decoration.
- 4.15 When East Timor's Constituent Assembly was established under UNTAET, Australia provided training and expertise to Assembly staff and helped initial members to develop parliamentary procedures.

Provision of improved water supply and sanitation services in rural areas with an emphasis on simple, effective and self-sustaining systems.

- 4.16 The Community Water Supply and Sanitation Project supports activities in three districts benefiting 11,500 people. Australia has assumed a leadership role among donors in this sector.

Support for food security and income generation for rural communities.

- 4.17 The Rural Development Program places an emphasis on encouraging self-reliance and community participation and management in rural areas. To date the program has benefited up to 6,000 people in four districts.
- 4.18 The East Timor Community Assistance Scheme (ETCAS) is a Small Grants Scheme that supports community initiatives throughout East Timor, with a particular focus on building the capacity of community based organisations in financial and activity management. In 2002-03, ETCAS supported 54 activities. The main sectors supported were water supply and sanitation, education and agriculture.

Support for mental health, oral health, ambulance and specialised surgical and anaesthetic services.

- 4.19 The Oral Health Project supports the provision of a national oral health program with a focus on capacity building in the Ministry of Health,

training of dental personnel, rehabilitation of dental infrastructure and oral health promotion. The project has rehabilitated 11 clinics and two laboratories, equipped two dental clinics as referral centres and provided 18 clinics with equipment to support the delivery of a basic package of oral health care.

- 4.20 Australia is also a major contributor to the \$50 million Health Sector Rehabilitation and Development Projects (HRSDP I and II) through contributions to the trust fund for East Timor (TFET).

Education assistance

- 4.21 With Australian assistance, 15 East Timorese students have completed tertiary studies through scholarship programs. Currently Australia is supporting 73 East Timorese students in Australia, 12 of whom are due to finish their studies at the end of this year.

Inspection of Dili National Hospital

- 4.22 The delegation was met at Dili National Hospital by Mr Samento Correia, coordinator of the Royal Australian College of Surgeons project, and Dr. E. Tako, and provided with a tour of the facilities. The delegation was informed that the hospital is functioning well and has received a great deal of support from Australia (see below). However, there is a lack of medical services in rural areas and a lack of suitably qualified doctors and nursing staff. There are only 38 East Timorese General Practitioners.

Figure 4.1 Members of the delegation greeting Mr Correia and Dr E.Tako at Dili National Hospital



Specialist Services Project

- 4.23 The Specialist Services Project began in July 2002 and will run until July 2006. The value of the project is A\$ 3.6 million.
- 4.24 The project is managed by the Royal Australian College of Surgeons (RACS). In East Timor there is a shortage of Timorese doctors and there are no Timorese medical specialists such as surgeons or doctor anaesthetists. Through the Specialist Services Project, Australia is providing surgical and anaesthetic assistance to East Timor through the placement of a surgeon and an anaesthetist at Dili National Hospital, and through the provision of surgical services in speciality areas (eg. urology, ophthalmology, cardiology, plastics, orthopaedics, ENT) by visiting clinical teams. This assistance has enabled a 24 hour, 7 days a week service at the Dili National Hospital of which approximately 60-80 operations and 60-80 anaesthetic procedures are conducted each month. Since July 2002, the specialist visits undertaken have involved over 45 Australian volunteers, providing hundreds of operations and thousands of screenings and consultations.

Hospital equipment

- 4.25 Since April 2002, Australia has provided around A\$2.5 million worth of medical equipment to the Dili National Hospital and other hospitals in Baucau, Oecussi and Maliana. Equipment has included anaesthetic machines, operating theatre monitors, electrocardiographs, operating tables, generators and refrigerators.
- 4.26 Through the Specialist Services Project, Australia has provided operating theatre equipment such as microscope, Hopkins telescope, carrivac suction pump parts etc amounting to \$27000 (this is part of the overall budget figure for the specialist services project budget of A\$3.6 million).
- 4.27 The delegation was informed that, given the range of donors involved, the standardisation of equipment is an issue that needs to be addressed.

Equipment Maintenance

- 4.28 A particular problem identified by the delegation during their inspection was the on-going maintenance of the complex medical equipment at the hospital.
- 4.29 Currently under the RACS project, there is a maintenance agreement with a contractor where visiting technicians arrive in-country at regular intervals to undertake maintenance and repair work at the Dili Hospital. Recently at the request of the Director of Dili Hospital, Australia has agreed to provide some bio-medical training. There is a small amount of

money available for this purpose. A consultant has been in-country to prepare a report regarding the training, which recommended that the Ministry of Health recruits up to four people to be trained as maintenance technicians.

- 4.30 There has been a delay in the recruitment process by the Ministry of Health and therefore the design of a suitable training program is on hold until the skill levels of the trainees can be assessed once they have been recruited by the Ministry of Health.

Figure 4.2 The emergency room, Dili National Hospital



Inspection of Geographic Information System at Ministry of Agriculture, Fisheries and Forestry

- 4.31 The delegation next visited the Geographic Information System Unit at the Ministry of Agriculture, Fisheries and Forestry (MAFF). The head of the unit is Mr Adalfredo Ferreira.
- 4.32 The ALGIS Project commenced January 2001, with the first phase completed in November 2001. The Project was supported through the Interim Capacity Building Program for East Timor (CAPET), a program of support provided by the Australian Government under AusAID to assist UNTAET/East Timor Provisional Administration (ETPA) to fulfil its development responsibilities to the East Timorese.
- 4.33 The Ministry of Agriculture, Forestry and Fisheries requested that AusAID continue technical assistance to the GIS unit for a further 18 person-months commencing in January 2002 in order to further develop the Unit and, in particular, to further increase capacity of local ALGIS Unit

staff. The extension of the ALGIS Project during 2002 provided for continued technical assistance to MAFF, which AusAID approved with the view of improving capacity and long term sustainability. The cost of the project since January 2001 has been A\$1.5 million.

4.34 AGWEST International was contracted by Illawarra Technology Corporation (ITC) to provide the technical services and to manage the ALGIS project². Three approaches were employed by the project to achieve a greater level of capacity within the ALGIS Unit: (i) the provision of formal overseas training; (ii) formal in country training; and (iii) informal or on-the-job training. With the view of strengthening the management of ALGIS, Timorese counterparts were actively involved in all aspects of project implementation including technical developments and integrating ALGIS activities within MAFF.

4.35 Activities under ALGIS have included:

- training GIS staff and coordinating land use planning utilizing available thematic and spatial data collected under Phase I and the Interim Extension;
- preparation of a ALGIS management and development plan through 2002-03 and development of a cost recovery plan for the GIS Unit;
- improvement of GIS capacity of the ETPA and provide support to other potential GIS users;
- development of a communication plan to create awareness regarding GIS Unit capability;
- workshops at central and regional level to create awareness of: (i) GIS applications and services, (ii) landuse planning initiatives and proposed land use classification model, (iii) data collection procedures, formats and database design, and (iv) land capability and land use;
- training in use of GIS in land suitability assessment and in basic agricultural and resource use planning; and
- training in the management of the GIS database and the expanded database created through the integration of individual MAFF division databases.

4.36 AusAID is currently working with ALGIS to finalise a proposal for further training of staff, but this time with a series of short-term advisors rather

² AGWEST International is the business unit of the West Australian Department of Agriculture.

than full-time advisors. This approach will ensure that ALGIS maintains responsibility for decision-making and on-going operations of the Unit.

Figure 4.3 Members of the delegation inspecting land use data produced by the GIS unit



- 4.37 The delegation was surprised to learn that the World Bank had undertaken an extensive mapping process some years ago for the Indonesian Government but that this information was not available to the East Timorese government. Consequently the GIS unit has had to replicate this work.

Visit to Manatuto district

- 4.38 The delegation inspected a water supply and sanitation project in a small village in the vicinity of Manatuto, and met with local rice farmers and visited the OMT enterprise. On this part of the visit the delegation was accompanied by Ms Leonia Da Costa, District Administrator; Mr Gaspar Da Silva, District Development Officer; and Mr Pedro Damiao, *suco* (village) Chief.

Inspection of water supply and sanitation project, Manatuto

- 4.39 The availability of clean water and sanitation facilities is an issue in many parts of rural East Timor. The overall aim of the project was to construct three laundry facilities, including toilets, in three different sub villages in order to improve living standards for at least 385 local community members (77 households). The implementing group for the project is the Folsem Foundation (Fo Liman Servi Manatuto).

- 4.40 The project was undertaken from September 2002 – February 2003. Funding of A\$5,442 was provided for the project.

Figure 4.4 Delegation inspecting water and sanitation facilities, Manatuto



Meeting with local rice farmers, Manatuto

- 4.41 The delegation had a particular interest in agriculture and had the opportunity to visit a local rice farm and discuss rice farming techniques with a group of local farmers. The delegation discussed a range of issues including rice growing and harvesting techniques, crop storage, and the marketing of produce. Rice farming in East Timor is labour intensive with minimal use of technology. For example, rice is threshed manually by treading on the rice. Most rice is grown for personal consumption, although some is sold on the open market or traded for services.
- 4.42 The delegation was aware of the need to increase productivity and improve food security. There is considerable potential to increase rice production and distribution throughout the nation through intensive extension programs, rehabilitation of irrigation systems and improved technology. The total area of wetland rice is about 35,000 hectares, suggesting that there is potential for expansion of irrigation for rice and other high value crops. Further exploitation of this potential is hampered by lack of water and infrastructure that provides reliable access to markets for surplus production. Irrigated rice is normally grown as one crop a year because of water shortages and the generally poor state of irrigation systems.

Figure 4.5 Meeting with local rice farmers, Manatuto



- 4.43 The delegation was surprised to learn that significant post-harvest losses, sometimes as high as 40 percent, are the norm for rice (and other crops such as maize). In addition, poor processing of rice often results in low quality because of high levels of cracked and broken grain. Marketing problems and lack of inputs are cited by farmers as continuing constraints on surplus production. Paddy production was 57,855 tons in 2001, substantially below the average of about 68,000 tons a year in the five-year period 1994-1998.
- 4.44 The delegation also noted the low average yield of about 1.5 tons of paddy per hectare. Despite the adverse effects of El Nino on the production of maize and other food crops in the past year, rice production rose by some 12 percent in 2002-03 largely as a result of the rehabilitation of irrigation schemes.
- 4.45 Analysis suggests that with further improvements in irrigation, the production of paddy could grow to around 150,000 tons by 2010 with imports declining to less than 10,000 tons of milled rice, compared with about 50,000 tons in 2001. The result would be an almost threefold increase in farm incomes for the estimated 165,000 people who depend primarily on rice for their livelihood.
- 4.46 A key issue raised with the delegation is the need for improved seed stock. Most seed stock was destroyed during the violence that followed the independence referendum in 1999. The delegation was informed that the Australian Centre for International Agricultural Research (ACIAR) is

conducting a research program, Seeds for Life (in conjunction with a number of other international agencies), to develop appropriate and high yield seed stock, not solely for rice but also for other crops such as maize and cassava. The objectives of the project are to identify the best adapted lines of staple crop, improve farmer access to seed and promote uptake of the best adapted cultivars and provide training in crop evaluation and management for East Timorese technicians.

- 4.47 In the two years of testing to date (2000-01 and 2001-02), eight crops have been tested over five varying experimental sites at Baucau, Aileu, Betano, Maliana and Loes. Results have been quite spectacular, with some introduced lines of all crops showing much higher yields than local check variety comparisons.
- 4.48 In 2002-03, the best lines of all crops are being tested widely by some 1000 farmers around the country under the direction of MAFF. This on-farm verification should lead to wide and rapid farmer selection and uptake of the best material.
- 4.49 Ten MAFF technicians are also attending five training courses on these crops at the appropriate international Consultative Group on International Agricultural Research (CGIAR) institutes. This is hopefully the start of on-going interaction with these international centres, to provide an important supplement the agricultural research and development capacity in East Timor.
- 4.50 Although most rice is grown for subsistence purposes, there is a market for locally grown rice. Farmers highlighted the low commercial price for rice, which they said was as low as 11 cents per kilo.

Visit to Timorese Women's Organisation (OMT) restaurant, Manatuto

- 4.51 The delegation proceeded to Manatuto and lunch at a restaurant operated by the Organizasaun Mulher Timor Loro Sa'e (Timorese Women's Organisation or OMT). Also in attendance were the District Administrator Ms Leonia Da Costa; the District Development Officer, Mr Gaspar Da Silva; and the *suco* (Village) Chief Mr Pedro Damiao.
- 4.52 The OMT is the women's group for the political party Fretilin. Many of the OMT's activities in the districts work with widows providing financial, material and emotional support. The OMT also provides a forum within which women are able to comfortably meet and discuss women's issues.
- 4.53 The delegation had the pleasure of presenting a cheque for US\$1552.55 to Ms Lina Maria Boavida, head of the OMT. The cheque was to assist in the rehabilitation of buildings for widows in four villages in Manatuto.

Figure 4.6 Senator the Hon Bill Heffernan (delegation leader) presenting a cheque to Ms Lina Maria Boavida, head of the OMT



4.54 The delegation was also privileged to view a display of traditional dance presented by local children.

Figure 4.7 Children performing traditional dance, Manatuto

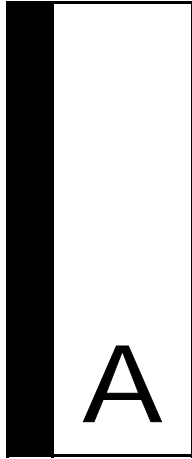


Conclusions and Observations

- 4.55 The delegation appreciates the cooperation and assistance of Ms Cynthia Burton (AusAID); the staff at the Dili National Hospital; the Geographic Information System Unit; Ms Leonia Da Costa, District Administrator; Mr Gaspar Da Silva, District Development Officer; Mr Pedro Damiao, *suco* (village) Chief and the people of Manatuto.
- 4.56 The inspection of the Dili National Hospital was an enlightening and positive experience for the delegation. The delegation was impressed by the professionalism and commitment of the staff and visiting medical professionals.
- 4.57 The delegation notes that finding on-going adequate funding may be difficult for the East Timorese government, given the high cost of modern medical technology and treatments. While the delegation recognises that East Timor needs to realistically budget for health services, Australia should ensure that the hospital continues to receive adequate support, both in terms of funding and technical assistance. In addition, there is an obvious need to increase the provision of primary health care in the rural areas of East Timor.
- 4.58 The delegation noted the harsh conditions faced by many communities in rural areas of East Timor, but also noticed the great strides that have been taken since 1999. The delegation appreciated the warm welcome and cooperation of the people of Manatuto and the surrounding area.
- 4.59 It will take an extraordinary effort on the part of the East Timorese government to lift agricultural production in order to provide sustainable livelihoods for East Timor's rural population. The rural sector is dominated by farmers who produce for self consumption. They use unpaid family labour, small plots of land, basic tools, and few non-farm inputs and rely mainly on rainwater. Only three percent of agricultural households, for example, use fertilisers, manure or pesticides, with the non-poor accounting for almost all of the use. Farming is the sole source of income for about 80 percent of rural households, with another 15 percent relying on wage and other income, including self-employment. Diversifying income sources out of agriculture can be an important means of raising living standards. On-going Australian, and international, support and assistance will be vital in this process. The delegation strongly recommends that AusAID explore the possibility of setting up an exchange program for East Timorese farmers, possibly utilising programs run by the Australian Rural Leadership Foundation, specifically the Rural Leadership Program. This would enable East Timorese farmers to gain valuable skills and knowledge.

- 4.60 In this context, the delegation was most impressed by the GIS unit established with Australian assistance. The work of GIS unit will be invaluable in assisting the East Timorese government develop and implement targeted development plans and strategies. This is a good example of a well defined, sustainable development project that will have long-term benefits.
- 4.61 The delegation also notes the need to assist the East Timorese in recapturing their culture, particularly given East Timor's history of colonisation and occupation. East Timor has a young population with approximately 50 percent of the population being under 25 years of age, and recapturing the culture will be crucial in building a national consciousness and in effective community building.
- 4.62 The delegation would also like to highlight the good work being done by the Australian Agency for International Development (AusAID) in East Timor, often under very difficult conditions.

Senator the Hon Bill Heffernan
Delegation Leader
27 October 2003



Appendix A – Speech by His Excellency The President of the National Parliament Mr Francisco Guterres Lu'olo

Your Excellency the President and Ministers of Parliament of the Parliamentary Delegation of the Australian Parliament

Distinguished Guests

Ministers of Parliament

We are very pleased and happy to welcome Your Excellencies to this Noble House, whose parliamentary institution is the cradle of the Representative and Pluralist Democracy of the East Timorese People.

Allow me to say a few brief and simple words of welcome that translate the feeling and pulse of this great and noble Chamber.

In this vast Pacific, that many say is the cradle of the future, the East Timorese people live now in peace in their own territory, building from nothing the foundations of their young Nation. This follows a long period of suffering, bloody repressions, torture and humiliation, and the constant fight for international recognition of the basic conditions essential to human dignity and being. This affected international sensitivity and responsibility so much that it, prevented the East Timorese people from being treated as mute and dispensable.

If peace is the foremost form of justice that is due to human dignity and human rights, justice is also a prime condition to realize and safeguard the integrity of the people so that they can speak for themselves and control their own destiny.

Today Timor-Leste is, in fact and rightfully, internationally accepted as the hundred and ninety first member of the United Nations, following a well know political path, and recognised as a unique case in contemporary human history.

This success owes much to the enormous will of the East Timorese people, to their persistence and sacrifice, but it is also due to international Community and Solidarity, namely from Australia.

In the recent past, Australia welcomed our refugees and East Timorese Diaspora, helping to realize the ideals of Freedom and Democracy of the East Timorese people, and at present, as one of our main allies and donors – of which our Parliament is a clear example –, it contributes and participates daily not only in the building of our infrastructures but also in the essential training of our human resources, which are vital foundations for the development, strengthening, and rooting of the Rule of Law in our young nation.

Today, fortunately, the principles and values long ordained in the Universal Declaration of Human Rights – the first internationally valid text that aims to converge in all cultural areas of the world in a sustainable way – are fully established in the Constitution of our Rule of Law and can be called upon as a common reference between our two nations.

Having in mind that, in a twenty first century presented as the era for globalization, marked by dependencies and interdependencies in several areas, the recognition of identities – previously neglected – should not be stopped. But one should walk towards the building and internationalization of a model of society where knowledge and wisdom, teaching and learning, information, and multilateral or bilateral cooperation, may be a responsibility shared under a citizenship that should be Global, based on the Universal Declaration of Human Rights.

We live in a time where internationalization of dependencies and interdependencies, the characteristics of globalization, today bring with them also new types of threats, such as drug trafficking, environmental aggression, epidemics, biological weapons, the nuclear threat, international crime, terrorism.

Under the aegis of the United Nations, collective measures are created against these threats, where sanctions, preventative action, and humanitarian intervention, through multilateral or bilateral cooperation, mark the moralising tendency. But the implementation, in constant organisation, of a collective discipline is also attempted, where rulers are criminally accountable in international courts, at a personal level, for the deviations of the exercise of power, leading almost to the disappearance of the classical distinction between the concepts of internal security and external security.

Thus, globalization is developed and consolidated in this context. In this same context, our young nation of Timor-Leste develops itself and the relations between our two States are developed.

In fact, in a global world where dependencies and interdependencies are increasingly evident and appear as the best and most privileged area for the

safeguarding of free political debate, where the rejection of ideologies of exclusion is strengthened and where the feeling of a common human heritage increases, it is necessary to safeguard ancient cultures and identities.

If we acknowledge being part of an era where the world is dominated by the supply and demand market, based on a model of free circulation of information, goods and capital – and in some areas, of people – we are sure that society cannot be built only on a globalising perspective of the international order. It cannot only be based on theories about competitiveness, competition and the success of the most capable, but also on maintaining such goals as fraternity, solidarity, reduction of social disparities or the need to reduce the gap between the excluded and the included, between rich and poor.

Inter-parliamentary cooperation can have in this context a major role to play not only to reinforce the development of bonds of friendship between our Peoples, but also in order to provide us with the capacity to face future challenges.

In reality, despite the existing infrastructures, the fruit of the precious efforts of cooperation and collaboration by Your Excellencies and of the Australian People, that allow us to carry out our duties with a minimum of dignity – for which we are very thankful – they are shown to still be insufficient.

Yet, not only at the level of infrastructure have we seen the bilateral cooperation from the Australian Parliament. There has been cooperation aimed at the staff of our Parliament which has been very gratifying. We can also point to the training in audio-visual technical support and the yearly participation of our Parliamentary staff in the Inter-Parliamentary Study Program in the Australian Parliament.

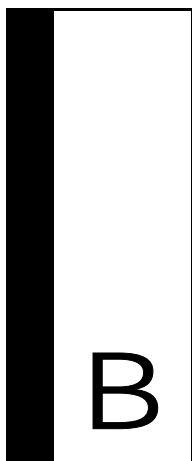
Your Excellency President and Ministers of Parliament of the Parliamentary Delegation of the Australian Parliament.

In this era of globalization we are undoubtedly a poor and small state, bearing all the difficulties this entails.

Nevertheless, the already historical experience lived by the People of Timor-Leste, both in the last century and recently, proves the existence of an enormous and determined will to understand the global system to which they belong and the will to participate in it in a useful way by becoming indispensable through dependability and acquiring in authority what reality forces them to give up in power.

Welcome all,

Thank you very much.



Appendix B – Statement by Head of Delegation, Senator, the Hon Bill Heffernan.

Mr President, Members of the National Parliament, Ladies and Gentlemen.

I would like to thank you for your kind words of welcome to the National Parliament. On behalf of the Australian Parliament and the Australian delegation, it is my great pleasure to address this session of the East Timorese Parliament.

It is an honour for myself and other members of the delegation to be with you today as members of the first Australian Parliamentary Delegation to visit East Timor since independence. I feel sure that this will be the first of many such visits between our two parliaments.

Our two countries, Australia and East Timor are good friends as well as close neighbours. Together we enjoy a close relationship covering many areas including people-to-people links as well as economic, development and security links. It is very pleasing to now be able to add Parliament to the areas in which our two countries now have a relationship as a result of this visit. Parliament as an institution has a key role to play in nation-building and establishing a vibrant democracy in any country. In this context, Australia was very pleased in 2001 to fund the refurbishment of the Parliament building as an expression of our support for the role of parliament.

The delegation looks forward to the opportunity to exchange experiences with you as fellow parliamentarians on the role we play in a democratic society this during the times we will meet during our visit.

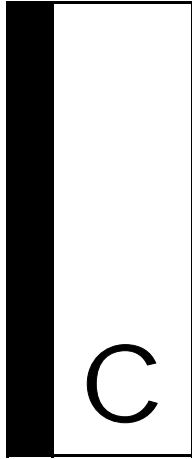
East Timor has no better friend in the world than Australia. We are permanent neighbours and we should be permanent friends. As a friend, Australia has contributed a significant number of military, police and administrative personnel to the UN mission as well as a number of advisors to the East Timor Government. We have also provided financial assistance for multilateral trust funds and bilateral assistance in a range of areas such as education, health, water supply, sanitation and rural development. Australia assisting with the development of the

Defence Force, the Falintil-FDTL and have recently announced a major program of assistance to the police force, the PNTL.

We are eager to see East Timor grow and prosper. The trade relationship between our two countries, while small, is healthy and will no doubt grow over time. Australia has recently extended preferential duty free access and quota free access to the Australian market for goods of East Timorese origin which should provide stimulus to our trading relationship.

On behalf of the Australian delegation, I would like to thank you, members of the National Parliament for your warm hospitality today. I am proud to represent the Australian Parliament and I have great pleasure in meeting with our East Timorese friends during the visit.

Thank You. Obrigado Barak.



Appendix C – List of Meetings

Wednesday 3 September 2003

- 1 President HE Kay Rala Xanana Gusmao
- 2 Prime Minister Dr Mari Alkitiri
- 3 Special Representative of the Secretary General, Mr Kamalesh Sharma
- 4 Extraordinary session of East Timorese National Parliament
- President (Speaker) of the National Parliament, Mr Francisco
“Lu'olo” Guterres
- 5 Acting Minister of the Interior Mr Alcino Barris

Thursday 4 September 2003

- 6 Briefing at ASNCE, Dili
- 7 Briefing at AusBatt headquarters, Moleana
- 8 Tour of Moleana base
- 9 Tour of Maliana Forward Operating Base (FOB)
- 10 Tour of Junction Point-Alpha

Friday 5 September 2003

- 11 Inspection of Dili National Hospital
- 12 Inspection of Geographic Information System at Ministry of Agriculture,
Fisheries and Forestry
- 13 Inspection of water supply and sanitation project, Manatuto

- 14 Meeting with local rice farmers and inspection of rice farming techniques, Manatuto
- 15 Visit to Organizasaun Mulher Timor Loro Sa'e (Timorese Women's Organisation or OMT)