

Out of the Ashes

Out of the Ashes

Destruction and Reconstruction of

East Timor

James J. Fox and Dionisio Babo Soares (Editors)





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Foreword

Out of the Ashes: The Destruction and Reconstruction of East Timor marks the beginning of what, I hope, will be a continuing assessment of East Timor's development as it enters the 21st century as the world's newest democracy. Like a phoenix, Timor Loro Sa'e will rise from its ashes to take its place in the community of nations.

The book provides an introduction to the culture and society of East Timor, discusses the political, diplomatic and military background to events in 1999 and then looks at the initial phase of the reconstruction. Looking to the future is now as important as assessing what has occurred in the past.

The 18 contributors to this volume represent a wide range of views. Several contributors were participants in the events that they describe and assess. I am particularly pleased that Fernando de Araujo has provided an account of the CNRT campaign for independence in which he was actively involved. Ian Martin, who headed the UNAMET mission for the popular consultation, provides his first reflections on the momentous events of 1999. Catharina Williams describes her experience as an electoral officer in the Suai area.

It is gratifying that among this international group of commentators, East Timorese contributors figure so prominently. Their contributions to this volume give some glimpse of the current dialogue that is now under way within East Timor. Increasingly East Timorese will be expected to contribute to international discussions.

I congratulate the editors, James J. Fox and Dionisio Babo Soares, for putting together this volume and all of the contributors for their valuable assistance in providing an understanding of East Timor at this crucial moment in the new nation's birth.

Xanana
Dili, 11 May 2000

Preface

As editors of this volume, we have endeavoured to assemble a collection of papers that provides an understanding of East Timorese society and of the momentous political, diplomatic and military events that occurred in 1999 as a result of the international agreement to carry out, under United Nations' supervision, a popular consultation on the future of the territory. In addition to providing this background, we have also endeavoured to provide an assessment of the critical events of August and September and of their implications for the future development of East Timor. Finally, we have extended this discussion of events to focus on the initial plans for reconstruction of East Timor. The volume is thus organized in three sections: Background, Assessment and Reconstruction.

Contributors to the volume have all followed recent events closely and many have been participants in these events. We are particularly pleased to have Ian Martin, who headed the UNAMET mission, offer his 'first reflections' on the popular consultation process. Equally valuable is the first-hand account by Fernando de Araujo of the CNRT campaign. Catharina Williams, a fluent speaker of Tetun, provides a brief account of her personal experiences as a United Nations electoral officer. Januar Achmad describes his involvement as a doctor in providing assistance to East Timorese in West Timor. Others like João Mariano Saldanha and Sarah Cliffe were participants on the World Bank-led Joint Assessment Mission that began reconstruction planning.

In addition to the editors, many contributors to this volume are associated with The Australian National University as faculty, research students or as graduates. Gavin Jones and Terry Hull are faculty members of the Research School of Social Sciences; Harold Crouch and Alan Dupont are faculty members of the Research School of Pacific and Asian Studies; Grayson J. Lloyd and Fiona Crockford are currently completing their PhDs; whereas Januar Achmad, Catharina Williams and Andrew MacIntyre are graduates of the University. It is this ANU network of common interest in, and continuing research on, East Timor and the region that provides the foundation for this volume.

The events of August and September 1999 gained unprecedented international attention for East Timor. The courage and resolution of the East Timorese people in expressing their right to self-determination and the destructive consequences visited upon them for their resolution were the subject of extensive and spectacular media coverage. Inevitably however, after such remarkable coverage, international attention has begun to wane.

Yet the story of East Timor continues. East Timor will be the first new nation to be established in the 21st century. It will have been brought to independence under the guidance of the United Nations in co-operation with the World Bank, the International Monetary Fund and other international organisations. East Timor's development will be a test-case for the capacities of the international community to put into practise its fundamental principles.

A majority of the contributors to this volume have maintained an active involvement in developments in East Timor. This book can therefore be considered as the first chapter in a longer account. It covers the period to the beginning of the year 2000. As editors, we have already begun preparation for the next volume that will carry forward the continuing story of East Timor. We thank all of the contributors to the book and look forward to further collaboration. We would also like to express particular thanks to Norma Chin for her efforts in producing this volume and for her care in providing editorial consistency and to Kay Dancey for her preparation of maps.

Preface to the ANU E Press publication

This volume is the first of an ANU E Press series that is intended to make critical research done at the Australian National University available to a wider readership. The original edition of *Out of the Ashes* was prepared at the ANU in the immediate aftermath of the establishment of the United Nations Mission Transitional Administration in East Timor (UNTAET). At the time there was a particular need for a publication that would provide a context for developments that were underway in 2000.

Fortunately at that time, there were a number of faculty and students at the ANU who had research interests in East Timor. We, as editors of this volume, turned to this group as core contributors. Harold Crouch, Alan Dupont, Terence Hull, and Gavin Jones were the faculty members who responded to our request; while Fiona Crockford and Grayson Lloyd were able to draw on material from their dissertations. Also included in this group were former students, Januar Achmad and Catharina Williams who had been actively involved in developments in Timor. Fernando da Araujo, who now heads the Democratic Party of East Timor, happened to be doing a course at the ANU and we called upon him for a particularly useful contribution.

We were also fortunate in being able to obtain contributions from Ian Martin who had been the Special Representative of the Secretary-General for the East Timor Popular Consultation and the Head of the United Nations Mission in East Timor (UNAMET) and Sarah Cliffe who was Chief of the World Bank Mission in East Timor. Andrew MacIntyre, now Director of the Asia Pacific School of Economics and Governance at the ANU, joined the group as did João Mariana Saldanha, John Haseman and Peter Timmer. Xanana Gusmão, then Head of the National Council of East Timorese Resistance and now President of the Republic of Timor Leste, honoured us with a foreword to the volume.

Our initial goal was to produce a timely and relevant volume.

That the book was in fact published in 2000, that it was quickly sold out and that it required a second printing is evidence that *Out of the Ashes* served a useful purpose.

Out of the Ashes remains a valuable source book on East Timor and on ideas and developments during a critical transition period. This, we feel, justifies its production now as an ANU E Press publication. As editors, we hope that *Out of the Ashes* may now reach an even wider audience and that the interest in East Timor and in the events that led to its independence will continue to be of international concern.

James J. Fox
Dionisio Babo Soares

Contributors

Chapter 1

James J. Fox is Director of the Research School of Pacific and Asian Studies at the Australian National University. He has been doing research on Timor since 1965. In 1999 he was an international observer for the Carter Center during the popular consultation and later was a member of the UN-World Bank Joint Assessment Mission to East Timor. In 2000, he was a member of the King's College team on defence and security. In 2001 and again in 2002, he was part of the Carter Center delegation for the Constituent Assembly and Presidential elections.

Chapter 2

Terence H. Hull holds the John C Caldwell Chair in Population, Health and Development at the Australian National University. He has worked on issues of Indonesian population since 1970. One of his major interests is in the political dimensions of population issues. He has written a number of papers on this topic in collaboration with his partner, Valerie Hull.

Chapter 3

Gavin W. Jones is currently Professor at the Asia Research Institute of the National University of Singapore. He was previously Professor of Demography in the Research School of Social Sciences at the Australian National University. He has written extensively on the demography of Indonesia and South-east Asia. He directed the recently completed Indonesia-Australia Population-Related Research for Development Planning and Development Assistance Project, funded by AusAID. In connection with that project, he made one brief visit to Timor Timur.

Chapter 4

Dionisio Babo Soares is a doctoral student in anthropology in the Research School of Pacific and Asian Studies at the Australian National

University. His research is focused on local political and social developments in East Timor during the transition to independence. He currently works for the Asia Foundation in East Timor.

Chapter 5

Grayson J. Lloyd is a PhD candidate in Pacific and Asian History in the Research School of Pacific and Asian Studies of the Australian National University. His thesis is centred on the interaction between elites, ideology and conceptions of nationalism in the construction of Indonesia's foreign policy during the Soeharto regime.

Chapter 6

Fernando de Araújo is the founder and Secretary-General of RENETIL (*Resistência Nacional dos Estudantes de Timor Leste*). In November 1991, he was charged with 'subversion against the state' and sentenced to prison where he spent six-and-a-half years in Cipinang with Xanana Gusmão and other East Timorese prisoners. During the CNRT campaign for the referendum, he was head of the Section on Social Communication. He is currently a member of Parliament and the Head of the Democratic Party of Timor Leste.

Chapter 7

Catharina Williams (née van Klinken) currently works for the Peace Corp in East Timor. In 1999 she served as a United Nations district electoral officer in the region of Suai. Under the name Catharina van Klinken, she is the author of *A Grammar of the Fehan Dialect of Tetun* (Pacific Linguistics, Research School of Pacific and Asian Studies, Canberra 1999), for which she was awarded a PhD in linguistics at the Australian National University.

Chapter 8

Ian Martin was Special Representative of the Secretary-General for the East Timor Popular Consultation and Head of the United Nations Mission in East Timor (UNAMET). From 1986 to 1992, he was Secretary-General of Amnesty International and has worked for United Nations human rights missions in Haiti and Rwanda, as Special Adviser to the UN High Commissioner for Human Rights, and as Deputy High Representative

for Human Rights in Bosnia and Herzegovina. He is presently the Vice President of the International Center for Transitional Justice.

Chapter 9

Harold Crouch is Professor in the Department of Political and Social Change in the Research School of Pacific and Asian Studies at the Australian National University. He taught political science at the University of Indonesia, the National University of Malaysia and the University of the Philippines before joining the Australian National University. In 2000, he founded and served as the first director of the Indonesian office of the International Crisis Group.

Chapter 10

John B. Haseman, Colonel, U.S. Army (retired) served three assignments at the American Embassy in Jakarta, most recently as Defence and Army Attache from 1990 to 1994, during which he made 13 visits to East Timor. He writes on political-military affairs in Indonesia and South-east Asia and consults for government, military and educational institutions.

Chapter 11

Alan Dupont is a Senior Fellow at the Strategic and Defence Studies Centre in the Research School of Pacific and Asian Studies of the Australian National University. He has worked on East Asian security issues for over 25 years in government and academia and was Counsellor at the Australian Embassy from 1991-94. He is concerned with political and strategic developments in Indonesia and South-east Asia and has commented extensively on East Timor for the Australian and international press.

Chapter 12

Januar Achmad holds a medical degree from the University of Gadjah Mada, an MA in medical science from the University of Western Australia and a PhD in demography from the Australian National University. He worked as a public health scientist in the Indonesian Ministry of Health before spending 22 years in Yogyakarta as Director of Yayasan Essential Medica, a non-government organisation active in community development. He organised and led a medical team to assist East Timorese refugees in West Timor. Recently he has been a Visiting Professor at Tamkang University in Taiwan.

Chapter 13

Fiona Crockford is a doctoral student in anthropology at the Australian National University. Her research is focused on East Timorese youth identities in the diaspora.

Chapter 14

Andrew MacIntyre is Director of the Asia Pacific School of Economics and Government at the Australian National University. He was previously Associate Professor in the Graduate School of International Relations and Pacific Studies, University of California, San Diego.

Chapter 15

C. Peter Timmer has retired as Dean and Professor of Development Studies, Graduate School of International Relations and Pacific Studies, University of California, San Diego. He is now Chief Economist for Development Alternatives, Inc. (DAI).

Chapter 16

Sarah Cliffe is currently the Co-ordinator for the Low-Income Countries Under Stress Initiative at the World Bank. She was involved in the organisation of the UN/World Bank Joint Assessment Mission (JAM) to East Timor and served as Deputy Mission Leader and later, as Chief of the World Bank Mission on East Timor.

Chapter 17

João Mariano Saldanha is Executive Director of the East Timor Study Group (ETSG), an independent and non-partisan think tank on public policy issues. He holds a PhD in economics and politics from the Graduate School of International Relations and Pacific Studies, University of California at San Diego.

Chapter 18

Dionisio Babo Soares (already profiled as a contributor of Chapter 4)

Abbreviations and acronyms

ABLAI	<i>Aku Berjuang Lestarikan Amanat Integrasi</i> (Struggle for Integration, a militia group)
ABRI	<i>Angkatan Bersenjata Republik Indonesia</i> (Armed Forces of the Republic of Indonesia, now TNI)
AIETD	All-inclusive Intra-East Timorese Dialogue
Apodeti	<i>Associação Popular Democratica Timorese</i>
ASEAN	Association of South-East Asian Nations
AusAID	Australian Aid
BAIS	<i>Badan Intel Strategis</i> (Indonesian military intelligence)
<i>Besi Merah-Putih</i>	Red and White militia (from Liqueça)
BIA	<i>Badan Intel ABRI</i> (army intelligence unit)
BKKBN	Indonesian Family Planning Board
<i>Brimob</i>	mobile police
BRTT	<i>Barisan Rakyat Timor Timur</i> (East Timorese integrationist front organisation)
CEB	children ever born
CFA	Central Fiscal Agency
CIDES	Indonesian think-tank associated with ICMI
CivPol	International Civilian Police Force
CNRM	<i>Conselho Nacional da Resistencia Maubere</i> (government)
CNRT	<i>Conselho Nacional da Resistencia Timorese</i> (National Council of East Timorese Resistance)
CNT	<i>Convergencia Nacional Timorese</i> (the National Pact for East Timor)
CPCC	<i>Comissão de Planeamento e Coordenação da Campanha</i> (Commission for Campaign Planning and Coordination)
CPLP	Community of Portuguese-speaking nations
CS	children surviving
Deplu	Indonesian Department of Foreign Affairs
DHS	Indonesian Demographic and Health Survey
DPKO	Department of Peace-Keeping Operations
DPR	<i>Dewan Perwakilan Rakyat</i> (Indonesian People's Representative Council)

ETAN	(Canada-based) East Timor Alert Network
DSMPTT	<i>Dewan Solidaritas Mahasiswa dan Pelajar Timor Timur</i> (East Timorese student solidarity organisation)
Falintil	<i>Forças Armadas de Timor Leste</i> (East Timor National Liberation Army)
FECLETIL	<i>Frente Clandestina Estudantil de Timor Leste</i> (East Timorese student organisation)
FITUN	lit., 'star'
FOKUPERS	<i>Forum Komunikasi Perempuan</i> (women's non-governmental organisation)
FPDK	<i>Forum Persatuan Demokrasi dan Keadilan</i>
FPI	<i>Frente Politica Interna</i>
Fretilin	<i>Frente Revolucionaria de Timor Leste Independente</i>
<i>Gadapaksi</i>	<i>Garda Pemuda Penegak Integrasi</i> (youth guards upholding integration)
GDP	gross domestic product
GERTAK	<i>Gerakan Wanita Anti-Kekerasan</i> (women against violence)
Halilintar	Lightning, a militia group
HRW	Human Rights Watch
ICMI	<i>Ikatan Cendekiawan Muslim se-Indonesia</i> (Indonesian Association of Muslim Intellectuals)
ICRC	International Red Cross
IDPs	internally displaced persons
IFIs	international financial institutions
IMF	International Monetary Fund
IMPETTU	<i>Ikatan Mahasiswa dan Pelajar Timor Timur</i> (East Timorese student association)
IMR	infant mortality rates
Interfet	UN-sponsored International Force in East Timor
JAM	World Bank-led Joint Assessment Mission (to East Timor)
KAMRA	<i>Keamanan Rakyat</i> (civil defence units)
<i>KIPER</i>	Indonesian independent electoral watch for the referendum in East Timor
KKN	<i>Kuliah Kerja Nyata</i>
<i>Kodam</i>	<i>Komando Daerah Militer</i> (military regional command)
<i>Kodim</i>	<i>Komando Distrik Militer</i> (military district command)
<i>Kommas-HAM</i>	Indonesian National Human Rights Commission
<i>Kopassus</i>	<i>Komando Pasukan Khusus</i> (Indonesian Army Special Forces command)
<i>Koramil</i>	<i>Komando Rayon Militer</i> (military command at the <i>kecamatan</i> level)

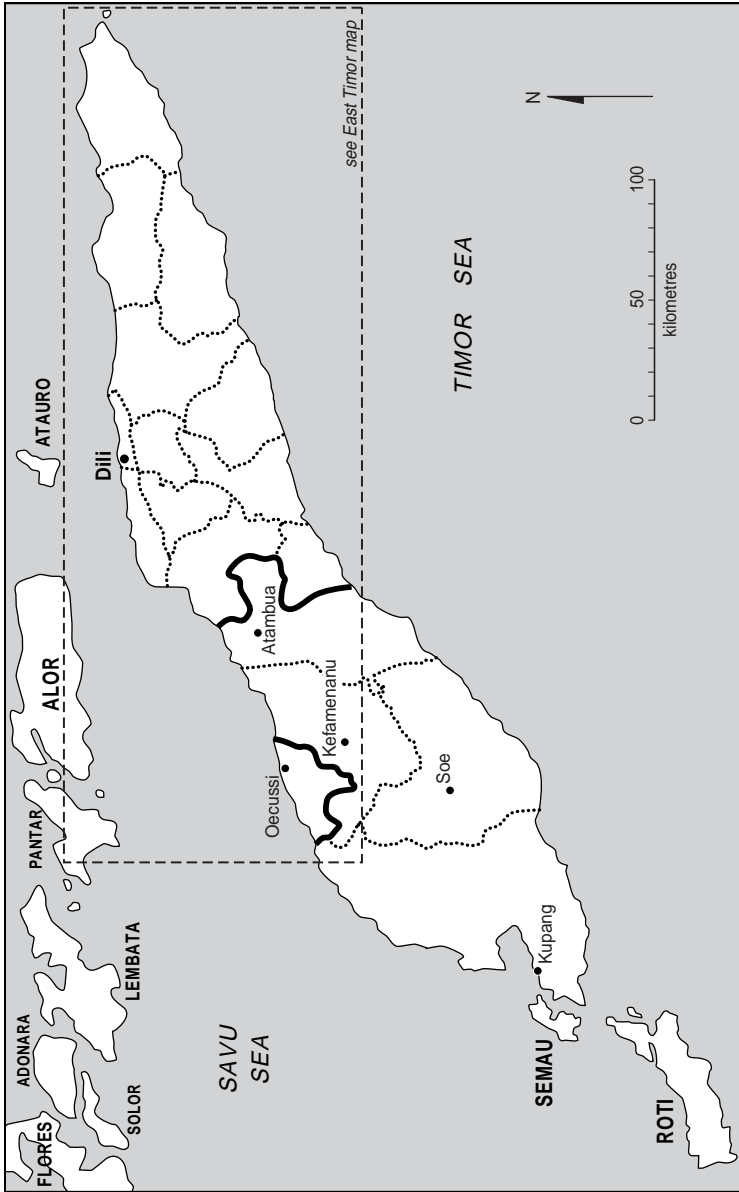
<i>Korem</i>	<i>Komando Resort Militer</i> (Wiradharma Military Resort Command 164)
KOTA	<i>Klibur Oan Timor Ass'wain</i> (East Timorese political party)
KPP-HAM	Indonesian Commission for the Investigation of Human Rights Violations in East Timor
KPS	Commission on Peace and Stability
LEP	<i>Liga dos Estudantes Patriotas</i> (League of Patriotic Students)
LIPI	<i>Lembaga Ilmu Pengetahuan Indonesia</i> (Indonesian Institute of Sciences)
Mahidi	Dead or Alive for Integration, a militia group
MAUBERE	Common Timorese name adopted by Fretilin to symbolise its proletarian-political orientation
Menkopolkam	Co-ordinating Minister for Politics and Security
MFA	<i>Movimento das Forças Armadas</i> (Armed Forces Movement)
MNF	Multinational Force
MOBUDAN	<i>Movimento Buka Dalan Foun</i>
MPR	<i>Majelis Perwakilan Rakyat</i> (Indonesian Consultative Assembly)
MSF	<i>Médecins sans Frontières</i>
NAM	non-aligned movement
NHRC	National Human Rights Commission (<i>Komite Nasional Hak Asasi Manusia, Kommasham</i>)
NCC	National Consultative Council
NEM	<i>Nilai Ebtanas Murani</i> (end of school level examination scores)
NGOs	non-governmental organisations
NTT	Nusa Tenggara Timur
NU	Nahdlatul Ulama
OJECTIL	<i>Organisação da Juventude Catolica de Timor Leste</i> (Organisation of Catholic Youth)
OJETIL	<i>Organisação de Juventude de Timor Leste</i> (Organisation of Timorese Youth)
OMT	<i>Organisação da Mulheres Timorenses</i> (Organisation of Timorese Women)
OPJLATIL	<i>Organisação Popular Juventude Lorico Ass'wain Timor Leste</i> (East Timorese student youth organisation)
<i>Pam Swakarsa</i>	civilian security forces
PAN	National Mandate Party
<i>Panglima Perang</i>	War Commander
PDI-P	<i>Partai Demokrasi Indonesia-Perjuangan</i> (Indonesian Democratic Party in Struggle)
PEPABRI	armed forces' retired officers' association

Perdhaki	Catholic volunteer organisation (from Jakarta)
PKB	<i>Partai Kebangkitan Bangsa</i>
PKI	Indonesian Communist Party
PNT	<i>Partido Nacionalista de Timorese</i> (Timorese Nationalist Party)
PPA	<i>Persatuan Pemuda Apodeti</i>
PPI	<i>Pasukan Pejuang Integrasi</i> (Fighters for Integration Force)
PST	<i>Partido Socialista de Timor</i> (Socialist Party of Timor)
RDTL	<i>Republica Democratica de Timor Leste</i> (Democratic Republic of Timor Leste)
RENETIL	<i>Resistencia Nacional dos Estudantes de Timor Leste</i> (East Timorese National Students Resistance)
SARET	Special Autonomous Region of East Timor
SCMM	one of many orders of sisters in East Timor
SOLIDAMOR	<i>Solidaritas Mahasiswa Untuk Penyelesaian Damai Timor Timur</i> (student solidarity organisation for a peaceful settlement in East Timor)
STT	<i>Suara Timor Timur</i> (Voice of East Timor newspaper)
<i>Supas</i>	Indonesian Intercensal Survey
<i>TAPOL</i>	Indonesian political prisoner
TFR	total fertility rate
TNI	<i>Tentara Nasional Indonesia</i> (Indonesian National Army)
Trabalhista	Labour Party of East Timor
TTU	<i>Timor Tengah Utara</i> (North Central Timor)
TVRI	Indonesian national television
UDC	<i>União Democratica Christã</i>
UDT	<i>União Democratica Timorese</i>
UNAMET	United Nations Mission in East Timor
UNDP	United Nations Development Program
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Education Fund
UNPKF	United Nations Peace-Keeping Force
UNTAET	United Nations Transitional Administration in East Timor
UNTIM	<i>Universitas Timor Timur</i> (University of East Timor)
USAID	United States Aid
WHO	World Health Organisation
Yayasan <i>HAK</i>	human rights organisation

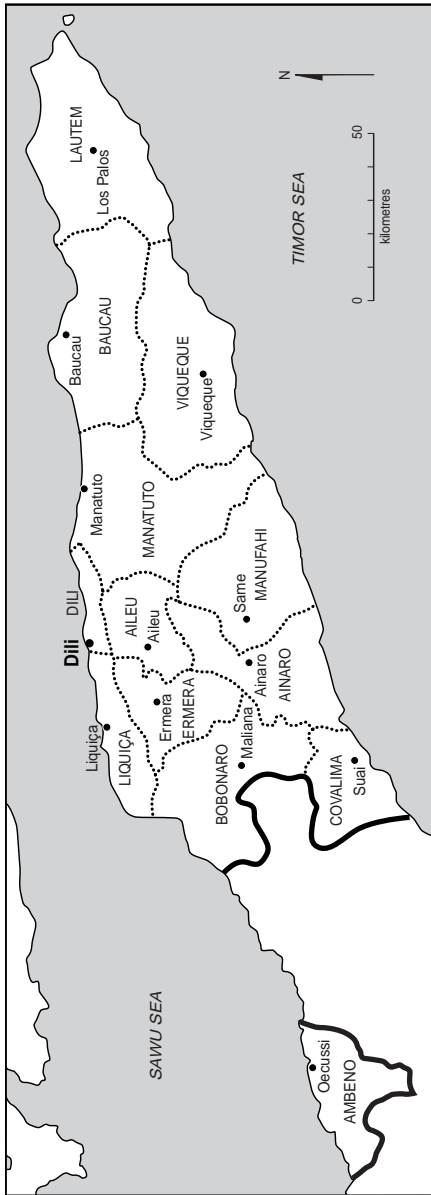


Left and below: *United Nations polling posters for the popular consultation*





The island of Timor



East Timor