Housing and Capacity Building in Developing Nations:
The Case of Timor Leste
ABSTRACT

Urban migration and its impacts are significantly magnified in developing nations which are struggling to establish political, social and economic stability. Recent discourse on development aid has revolved around the ‘reinvention’ of planning and challenges the roles of urban planners in the redevelopment and stabilization of these nations. In this context there are questions pertaining to an urban planner’s role as a service provider, as a facilitator, and as an educator to indigenous planning professionals. A shift from the direct provision of aid towards ‘capacity building’ the capabilities and skills of local urban planners is seen as the key to long term social stability and operation. The great challenge is managing migration to urban areas whilst encouraging the sustainable and steady growth of rural areas. Urban planners are in a pivotal position to make well-informed and pragmatic decisions about future development in ways that encourage responsible action. This thesis explores planning policy and practice adopted in developing nations, identifying shortcomings and successes. It reveals how planning can build its capacity in Timor Leste in order to strategically and effectively manage the migration of people to its only urban centre and capital, Dili.
ACKNOWLEDGEMENTS

Firstly, I would like to sincerely thank Professor Robert Freestone for the time he invested into this Thesis and for the straightforward and clear advice he provided.

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<td>CEO</td>
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<td>NCC</td>
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<td>PIC</td>
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<td>Transitional Judicial Service Commission</td>
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<td>World Bank</td>
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<td>UNAMET</td>
<td>United Nations Assistance Mission in East Timor</td>
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<td>UNDP</td>
<td>United Nations Development Program</td>
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CHAPTER ONE: INTRODUCTION

World history has witnessed and experienced population migration as a natural and a human-induced movement. Individuals, communities and entire populations have been shifting across the face of the earth for centuries and for a vast number of reasons. The movement of tribes across continents, the expansion of empires across oceans and the attraction of modern urban centres and cities continue to drive their constant rebuilding, development and expansion.

The Industrial Revolution of the early 17th Century through to the early 20th Century encompassed the Agricultural Revolution, the Revolution in the manufacture of Textiles and the Revolution of Power, Information Technology and Transport. The rapid evolution of technology resulted in the development of new construction materials and techniques which allowed people to establish concentrated centres for trade, economy and population. The resultant urbanization has driven the rapid development and formation of cities. Cities offer the convenience of a range of socio-economic opportunities through basic infrastructure, services, education, employment and housing in the one location. The close proximity of home, work and leisure has attracted the migration of people from rural areas to the city because “the bright lights of the city have long fascinated the young and old” (Manning, 2005, p. 169). Urbanization continued at such a significant rate that by 1990, more than half of the world’s population resided in urban centres and cities.

Population migration has been a constant trend in human history which is often the result of personal choice and the pursuit of employment. However, millions of people have been displaced and forced to move to urban areas due to conflict, financial hardship and political dictatorships.
Timor Leste is one developing nation with a unique and particularly difficult set of circumstances. Deciding on the most appropriate approach to development and the subsequent social, political and physical stability of the new nation is of utmost importance. The development challenges are centred around the decentralization of government and resources in order to retain the existing rural population and to reduce the stress on the capacity of the capital city Dili.

Timor Leste is a country fraught with significant challenges that face urban planners working there today. The following challenges are particularly characteristic in Timor Leste:

1. Providing sufficient housing stock whilst managing customary land title claims and a predominantly squatting population within Dili;

2. Delivering timely and significant financial and human resources to regional areas to retain men and women who are capable of working in the fields and maintaining Timor Leste’s agricultural industry; and,

3. Building the capacity of urban planning within Timor Leste in order to:
   a. Effectively train local planners to continue the preparation and implementation of planning policy post intervention.
   b. Empower & train local communities to utilise and maintain projects which are constructed in the country.

With such a high urban migration rate and the quickly depleting skilled population in rural areas of Timor Leste there will be a gross imbalance of human resources, Government funding and physical development.
1.1 Problem Setting
Access to services, employment and housing are all fundamental needs in modern society. Rapid urbanisation throughout the world has resulted in a high concentration of population in cities which promise to fulfil these needs.

Managing the migration of people into cities in a developed nation is challenging enough for urban planners who are responsible for the distribution, establishment and development of resources and infrastructure. The challenges that face urban planners in developing nations are significantly magnified in countries with poor governance, political instability and on-going conflict. Many of the developing nations of today are the product of imperialism and the colonialism that has richly benefited the invading force and often neglected the welfare of the donor country.

The main problems facing Timor Leste are the housing of the nation’s poorest people, boosting regional development and capacity building in a number of key sectors. These problems will be analysed within the geographic area of Southern Asia with specific focus on Timor Leste (Figure 1).

Figure 1: Landfill in Tibar
Source: Gerard Cheong
Timor Leste is located on the eastern half of the island of Timor, the largest of the Lesser Sunda Islands of the Malay Archipelago with a total area of 14,605 square kilometres (Figure 2). The geography is largely mountainous with a central mountain range running from north east to south west; the topography elevates from the coast to the country’s highest peak of Foho Tatamailau, or Mount Ramelau, to 2963m. The country’s main natural resources are gold, petroleum, natural gas, manganese and marble.

![Figure 2: Map of Timor Leste](source)

In 2007 the island had an estimated population of approximately 1,016,600 people and the country’s Gross Domestic Product (GDP) was estimated to be AUD$2.608 billion. The economy is largely comprised of the following sectors: agriculture (32.2%), industry (12.4%) and services (55%) (CIA, 2008, p. 1).
Timor Leste has experienced approximately 400 years of Portuguese colonisation followed by 24 years of Indonesian rule. The people of Timor Leste with United Nations (UN) support fought tirelessly to obtain their independence and freedom in 1999, however, the Indonesian invasion left in its wake over 90% of the physical infrastructure of Dili destroyed.

Today, approximately 70% of the population of Dili are squatters who are refugees from the western region close to Indonesia’s border. Violence erupted when the Prime Minister sacked almost half of the country’s soldiers for striking in May 2006. A widespread international response sought to restore short term security and stability to the country with “soldiers and police from Australia, New Zealand, Malaysia and Portugal ... address[ing] a collapse of law and order that had gripped the capital, Dili, for the...several days. The problem of lawlessness in Dili’s streets and in the surrounding hills was not just one of order, but one which...fractured the delicate and still-developing structure of East Timor’s political society” (Kingsbury & Leach, 2007, p. 19). In addition to this, recent political unrest in February 2008 led to an assassination attempt on the country’s President, José Ramos-Horta. This violent history has resulted in haphazard progress on urban planning projects throughout Dili.

Minimal financial and human resource investments have been invested into Timor Leste’s infrastructure, services, housing and rural economy for a number of decades. A unique period of investment by the Indonesian administration from 1976 to 1992 saw US$750 million on development projects including government expenses, security-related road-building and education during the Indonesian occupation (Kingsbury & Leach, 2007, p. 52). These investments were not intended to benefit the people of Timor Leste at the time, rather to provide the Indonesian army with strategic infrastructure. Today, however, the remains of this infrastructure serve as Government buildings, civilian residences and access from Dili to West Timor.
One of the world's newest nations provides one of the most complex working and living environments. In 2008, approximately 70% of the population in Dili are still displaced and there are thousands of rural migrants unable to find employment and housing. It is because of this that there continues to be a strong sense of dissatisfaction with the progress achieved through various United Nations, Government aid organisations and Non-Government Organisation projects from its independence in 1999. This was evident in the 2006 riots and attempted assassination on the President in 2008. There is now an ever-increasing imperative to form action-based policy that aims to deliver swift solutions to the development challenges in Timor Leste.

The challenge for urban planners is in establishing an understanding of the history of Timor Leste whilst operating alongside a multitude of NGO’s and Government aid agencies. It is vital that nations such as Timor Leste are allowed the opportunity to establish itself socially, politically and economically. Significant and balanced investment into both urban and regional development will provide a place to live for those people currently squatting or living on the street. A review of the currently adopted housing policy for Timor Leste and the results of its recent implementation are critical in the future formation of similar policies in other developing nations. Of great importance is the review and evolution of currently adopted planning policies in Timor Leste to identify areas for improvement as well as understanding the overall efficiency of the redevelopment processes taking place in the nation.

The UN primarily produces urban planning policy through UNHABITAT and the UNDP. There are a multitude of other aid organisations and agencies, each with their own aims and objectives which have the potential to overlap and undermine each other. A more coordinated and collaborative effort is required in Timor Leste if the development challenges are to be overcome. If the current haphazard approaches to international aid development in the country are pursued without review, then its social, political and economic future could remain uncertain.
1.2 Theoretical Framework

The theoretical framework for the Thesis is formed from two main areas which are housing the urban poor and capacity building. Discourse analysis had revealed that within both these aspects of aid development there has been a certain degree of uncertainty about current housing policies and the entire practice of capacity building.

Recent discourse relating to capacity building in developing nations has focused on a new direction for training programmes. Paul Jones identifies some key deficiencies for Pacific Island Countries (PIC) including “out of date institutions responsible for the planning and management of urban development including poor governance arrangements” (Jones, 2007, p. 13). Urban planners in developing nations are responsible for building the capacity of these planning and urban management institutions to a point of self sustainability. There is an apparent lack of “human resources, including a shortage of skills and capacity” (Jones, 2007, p. 13) that are available in PICs to effectively manage urban issues and development. The ‘reinvention’ of planning in the Pacific islands must now stress a vision that is “pro-poor and inclusive” (Taylor, 2007, p. 23) acknowledging that current practices have neglected the needs of the disadvantaged. Capacity building programmes are the key to engaging with and empowering indigenous people as urban planners seek to “take a deliberate stand against urban poverty” (Taylor, 2007, p. 23).

Recent discourse has focused on policy options for housing the urban poor with specific regard to housing; Terry Standley clearly identifies appropriate options for the preparation of different policy types. Recognising that “housing is an integral and dominant part of urban planning” (Standley, 2006, p. 1) and that selecting the appropriate approach is “a key element in improving living conditions, empowering communities and reducing poverty” (Standley, 2006, p. 1). Participation is another factor essential to effective “development, with the widespread recognition that no programme
can succeed unless local people accept it and willingly take part in the decision-making” (Standley, 2006, p. 5). A developing nation without an urban planning approach that is “fully compatible with, and supportive of, the local development initiatives currently being piloted within the proposed transition to a municipality based local government system” (Standley, 2006, p. 9) has the potential to deliver poor planning solutions.

Finally, there must be decisions that “are responsive to the specific conditions in Timor-Leste... have built-in arrangements for learning-by-doing, reduce dependencies on both external assistance and central government and are realistic in terms of local planning and urban management capacities” (Standley, 2006, p. 9). These theories will be discussed further in Chapter 5.

The Thesis seeks to draw on a variety of topics and add primarily to the existing research conducted on the scope for capacity building and the provision of housing in developing nations, particularly in Timor Leste.

1.3 Research Statement

For the purposes of an integrated and pragmatic approach to the provision housing and regional development in Timor Leste, urban planners must ensure that capacity building programmes effectively empower locals to continue the works being completed today.

This Thesis will explore the past options and approaches adopted in Timor Leste in order to identify shortcomings in current policy and practice. Based on the results from the literature review and the questionnaires completed by professionals in this particular field of work, a set of recommendations will be formed to provide a clearer direction for capacity building programmes, housing policy and regional development in Timor Leste.
Identifying mistakes from the past will allow urban planners to move in a new direction when preparing planning policy for urban and regional areas, particularly when considering the type of policy which will best provide sustainable outcomes.

The Thesis aims to investigate the following research questions taken from a broader perspective then narrowed specifically to the case study of Timor Leste:

- What are some of the types of capacity building programmes adopted in other Pacific Island Countries?
- What are some of the benefits of improving current capacity building activities?
- How has the Timor Leste National Housing Policy differed from other urban planning policies in the nation?
- What can be done to improve existing capacity building programmes that target regional development & the provision of housing in Dili?

1.4 Methodology
The methodology adopted for this Thesis includes the following three components: An in-depth review of population migration, planning & foreign aid literature; qualitative research in the form of discussions and questionnaires with professionals who have worked in Timor Leste; and a number of telephone conversations with university lecturers specializing in development studies and urban planning in developing nations. The methodology for this research has been restricted by the nature of the topic, given that a number of people working in foreign aid are based overseas.
Literature Review

There is a large development studies literature base from which to draw some useful sources for this Thesis. The literature to be reviewed include work on urban migration and its impacts upon development; capacity building in developing nations and current legislation produced by the UN. This assists in identifying some of the theoretical standpoints on the role of urban planners in the developing world.

Specific deficiencies in the literature include spatial planning for developing nations and any analysis on the progress of the development of the nation since its independence. In addition, some of the research is not directly addressed in the literature review but has contributed to the refining of the topic redirecting the focus of the study towards urban migration, housing and regional development.

Qualitative Research: Professional Perspectives

The use of qualitative research in the form of face to face discussions and questionnaires bolsters and challenges the views expressed in the literature. Initial discussions with potential participants led to the preparation of questionnaire. The aim of the qualitative research is to gain a professional’s perspective on the main challenges facing Timor Leste and to learn from their experiences.

Questionnaires were received from three urban planners with experience in Timor Leste. The three participants were:

1. Terry Standley – Independent, Individual Consultant (No current affiliations. Previously worked with UN Habitat.)
2. Lincoln Young – Independent Development Consultant (No current affiliations. Previously worked with World Bank, Australian Agency for International Development.)
3. Aman Mehta – Senior Planner (Sinclair Knight Merz: Melbourne)
The questionnaires formed the basis of a comparative reflection in Chapter 4 which illustrates some of the professional perspectives on the challenges facing urban planners in Timor Leste and also a future direction for capacity building programmes.

Face to face interviews were conducted with three AusAID employees. The interviews with the professionals listed below provided valuable insights into what the Australian aid program has achieved since Timor Leste’s independence. The three employees were:

1. Peter Kelly – Infrastructure Adviser, Program Enabling Division (AusAID, Canberra)

The interviews included a refining of the topic from urban migration at a macro level through to the provision of housing for the displaced people of Timor Leste who have migrated to Dili.

**Approaches to Questionnaires & Discussions**

The questionnaires and discussions held were the central medium for qualitative research in this Thesis. Understanding that the majority of potential participants would be located overseas, enquiries were made early in the year to allow enough time to arrange either telephone interviews or general discussions with these professionals. Two general approaches were adopted when approaching potential interviewees and contacts based on whether they were located internationally or locally.
Chapter 1: Introduction

International Contacts

International contacts were sent an email which contained the Project Information Statement and some other basic details about the research. The email requested assistance in contacting other professionals and participation in the research.

Local Contacts

Local contacts were sent an email as well as being called on the telephone. Most of the local contacts were university lecturers who were located interstate in Victoria. Generally a number of the foreign aid organisations and consultants were based in Melbourne. A number of the lecturers were not able to commit to being interviewed as they viewed their scholarly work on Timor Leste as insufficient in terms of experience. In addition to this, when the experienced professionals were contacted they were unavailable to be interviewed.

Selection of Participants

Participants for the research were selected through a range of personal and educational connections. Preliminary enquiries through informal contacts at AusAID provided some valuable initial assistance. Professor Robert Freestone also suggested some University lecturers and scholars in urban planning and development studies with overseas experience.

When potential participants were contacted via email or telephone there were always other contacts recommended to the researcher. A growing list of potential participants was formed which included a range of people from university lecturers through to United Nations advisers. Unfortunately a number of the participants never responded to any correspondence and these participants were taken off the list. The inability to obtain cohesive information from a variety of sources highlights the issues for Timor Leste in its intermittent and sporadic development.
**Formation of Questions**

The formation of questions for the interviews and questionnaires required extensive reading and discussions with experienced planners in aid development. The key issues related to urban migration, housing and capacity building were identified and investigated further. From this foundation the questions were refined as new information was made available to the researcher.

The approach switched from an extensive interview process to intensive questionnaires. This meant that those participants who were not available for interviews could answer the questions in their own time. Of fifteen questionnaires sent out to potential participants three were returned for analysis and the discussion with the three AusAID employees provided additional insights into the Australian aid program and the situation in Timor Leste. The questions were designed to add a personal insight to the research based on the participants different experiences in Timor Leste.

**Ethics Process**

The relevant forms were submitted to the Faculty of the Built Environment Human Research Advisory Ethics Panel as application number 85046. Approval to conduct face to face interviews was granted on 19 August 2008.

Following the complications with the interviews, the questions were re-worded into the form of questionnaires and submitted to the Human Research Advisory Ethics Panel. Approval to conduct the questionnaires was granted on 23 September 2008. Please refer to Appendix A for the Faculty of the Built Environment HREAP Approval Letter.

**Telephone Conversations**

Telephone conversations provided a stepping stone to contacts with experience in Timor Leste. For example, a conversation with John Jackson of RMIT University in Melbourne led to contact with Damien Mate who has worked with UN projects, under
the contract of World Balance/Cities Alliance community upgrading project. Damien Mate provided contact details for one of the main participants in the qualitative research, Terry Standley.

Other telephone conversations with David Hook of AusAID in Canberra provided invaluable experienced insight into the real development issues facing urban planners in Timor Leste. It was through these telephone conversations that other professionals were able to be contacted for possible interviews and questionnaires.

1.5 Limitations
The following limitations for the research need acknowledgement:

1. The lack of up to date scholarly planning literature in this particular field of research has been the primary limitation for the research. A wider search for associated issues to regional development such as migration and capacity building has been the focus of literature review and thus forms a framework around the main issue. The changing nature of stability in politics on the ground has also contributed to this limitation.

2. Access to potential interviewees and participants for the qualitative research component of this research has also limited the range and depth of discussions and findings. The nature of the research and the global nature of their work has resulted in a number of potential interviewees being based overseas, thus discounting an opportunity to undertake face-to-face interviews. In addition to this, given that the majority of people contacted are in senior positions in large organizations there have also been legal issues with confidentiality and releasing information.
The lack of scholarly literature and restrictions associated with contacting potential interviewees with experience in these developing nations highlights some of the reasons for the deficiencies in past work on similar topics.

1.6 Thesis Structure
The Thesis contains six chapters progressing from the broad development implications urban migration within developing nations to the specific and real impacts of migration within Timor Leste’s capital Dili. The chapters are structured as follows:

Chapter 1: Introduction
This chapter provides a context for the research and outlines the scope, relative importance and limitations of the topic. A research statement expresses the intent of the Thesis and outlines the main research questions, the data sources accessed and the methodology adopted for the Thesis.

Chapter 2: Urban Migration and Capacity Building in Developing Nations
This chapter establishes a progression from world-wide migration down to the specific example of urban migration in Timor Leste. In addition, a review of literature on capacity building and the importance of relationships in the provision of international aid will assist in setting a new direction for planning practice in Timor Leste.

Chapter 3: Timor Leste’s Background and Intervention
This chapter examines the background of the Timor Leste dispute and the six United Nation’s missions to the country. A review of the urban planning policy approaches in Timor Leste leads into a discussion of past mistakes and short comings in the planning process and suggests new options for delivery of sustainable and pragmatic development solutions.
Chapter 4: Professional Perspectives
This chapter examines the experiences of professional urban planners with working experience in developing nations, including Timor Leste. Reference is made to the face to face discussions from the AusAID meeting. Chapter 4 draws out some key themes that contribute to the recommendations of the Thesis.

Chapter 5: Housing the Poor in Timor Leste
This chapter includes an analysis of the questionnaire results in light of the literature reviewed in previous chapters. The discussion revolves around the question of best policy and practice with particular focus on the Timor Leste National Housing Policy, a document produced by UN-Habitat. The discussions and findings will lead into a set of recommendations presented in the final chapter.

Chapter 6: Conclusion
This chapter provides an overall review of the research background, the policy and theoretical framework and findings covered in the previous five chapters. Specific reference has been made to the research statement from Chapter 1 to ensure that the original objectives and research questions have been adequately addressed. Finally, the chapter will provide a set of recommendations and future directions for urban planning policy and practice when approaching development within post-conflict and developing nations.
CHAPTER TWO:
URBAN MIGRATION AND CAPACITY BUILDING IN DEVELOPING NATIONS

2.1 Introduction

The lack of planning research and literature on Timor Leste, being one of the world's newest nations is a significant hurdle for this Thesis. The existing literature on population migration, managing over population and building the capacity of urban planning in developing nations is wide-spread, however there is very limited planning specific literature and many references to planning are over generalised and non-prescriptive. A wider range of literature has been perused in order to form a solid foundation for discussion and critical analysis and this includes books and journals which vary in their degree of detail. In addition to this it has been noted in preliminary research that the United Nations have had a central involvement in the redevelopment of the nation and therefore a review of their housing policy for Dili has been included. UNHABITAT has assisted in the preparation of the National Development Plan and the Timor Leste National Housing Policy which are together some of the most integral urban planning policies adopted in Timor Leste to date. An in-depth review of the aims, objectives and results of the Timor Leste National Policy in Chapter 5 will illustrate the effectiveness of the policy being formed in aid development today.

This chapter establishes a progression from world-wide migration down to the specific example of urban migration in Timor Leste. In addition to this, a review of literature on capacity building and the importance of relationships in the provision of international aid will set a new direction for planning practice and organisational operation in Timor Leste.

The movement and distribution of populations determines urban planning policy socially, spatially and economically. Gaining an understanding of the history of human
migration and the obvious movement towards urban centres and cities will provide insights into the future direction of development and focus for urban planners who prepare and implement legislative objectives. This chapter intends to explore the migration of humans through recent world history; focusing closely on the characteristics of migration in developing nations as well as looking at the concept of capacity building and its implications for urban planners, both international and local and for the communities that are the recipients of the aid coming into Timor Leste.

The feasibility of bolstering regional development in developing nations should be assessed in light of the strong pull towards urban areas. Urban planners who work for the redevelopment of developing nations need to consider whether stemming or embracing the flow of urban migration in policy and practice is best, given that this has been a strong historical trend in human history.

### 2.2 Migration in Recent World History

The migration of individuals, communities and entire populations has been a constant trend in world history. Many post-conflict nations have experienced a significant influx of population to urban centres following either the destruction of their villages, farms and livelihoods or in search of refuge from a hostile force in their nation. Within the developed world the movement of populations between states and countries is analysed and reviewed by professional demographers. Particular forecasts can be made about trends in the rate and location of these movements; this foreknowledge places already established nations in an advantageous position to develop policies and practices that are best suited to the concentration and nature of these populations. However this is certainly not the case in developing and post-conflict nations who are under-resourced and subsequently ill-equipped to deal with a sudden migration of population.
Peter Manning’s *Themes in World History: Migration in World History* (2005) highlights key periods in world history that reveal the motivations for human movement and circumstances in which migration has not been a choice. The two periods which will form a focus for this particular literature review are 1700 to 1900 ‘Expansion of Empires’ and 1900 to 2000 ‘Big City Lights’. Exploring what defined these two periods in the context of migration provides invaluable background to the formation of nations and some of the possible reasons for the disparity in global wealth. The intention of reviewing this literature is to highlight the far reaching consequences of imperialism and to identify aspects which are characteristic of post-conflict nations.

**1700 to 1900 - Expansion of Empires**

This period of history was characterised by the expansion of a few world powers across the oceans and seas to Asia, Africa and islands throughout the world. Manning identifies the period of 1750-1850 as “more possibilities for identity” (Manning, 2005, p 138), whereby the rate of migration, whether voluntary or involuntary, grew significantly throughout the South Pacific and African nations. New relationships had been formed between migrants and their new homelands with all the cultural and social attributes that went with them. Migrants quickly learnt the native language however there was an establishment of very new identities as people became increasingly aware of the physical differences between each other. Manning suggests that this was a period that fostered the undesirable growth of racism and discrimination as various groups of migrants and indigenous people struggled to be accepting of one another and perceived the migrants occupation as an invasion.

There has been widespread debate at a political and historical level about the rise of nation-state since the 1700’s. Manning explains that new countries such as Ghana and Indonesia had long histories “but their emergence as nations also depended on their experience with colonial rule and campaigns for independence” (Manning, 2005, p.139).
**1900 to 2000 – Big City Lights**

Manning asserts that humans have long been mesmerized by cities and that the process of urbanization has been developing for a long period of time, he states, “urbanization reaches far back into human history. The bright lights of the city have long fascinated the young and old. In the twentieth century, however, urbanization proceeded at such a rate that, by 1990, over half of the world’s population dwelled in cities” (Manning, 2005, p169). There has been an exponential increase in world population from 1.65 billion people in 1900 to a staggering 6.684 billion people in 2000. The concentration of populations in cities and large urban centres has evolved and intensified throughout the twentieth century (Figure 3).

![Image](image_url)

*Figure 3: Urbanization between 1900 & 2000*

Source: Manning, 2005

Whether the movement and concentration of world population is voluntary or not, there is a clear attraction associated with the city and all that it has to offer; a place to live,
work and recreate. Manning states that “…cities have become the habitat of most of us, and the cities of the world resemble each other more and more. It has become logical and practical for us to think of ourselves, for many purposes, as part of a single, global community…” (Manning, 2005, p. 180). The attitude that we are a single global community could not be further from the truth given that Manning merely associates this with living in a city and no other factors. If we were a truly global community there would be more clearly identifiable similarities. A greater understanding of each other’s sufferings, the needs for the redevelopment of a nation and instilling a sense of nationhood into a population would be far more streamlined.

Population migration experienced a significant increase throughout the twentieth century particularly with the legacy of “…two great wars in the first half of the century and many smaller wars throughout the century… [causing]… millions more to flee the battlefields and seek refuge” (Manning, 2005, p.157). The smaller wars referred to by Manning include Timor Leste’s struggle for independence from the official Portuguese rule early 1700 to 1975 and Indonesian rule from 1975 to 1999. The impacts of migration to urban centres varied significantly between different contexts geographically, demographically and politically. Some of the common impacts of urban migration typically include, but are not limited to:

- Stress on urban infrastructure and services;
- High rates of unemployment;
- High rates of homeless and/or squatting population; and,
- The formation of Internally Displaced Persons camps (IDP).

In complex post-conflict contexts “migration is primarily a response to real and perceived inequalities in socio-economic opportunities that are themselves a result of dependent and/or uneven sectoral and regional development, a function of the
penetration of capitalism into this global periphery” (Connell, 1990, p.3). There must continue to be investments into regional infrastructure and training in order to counter the perceptions of rural people that the majority of job opportunities are contained within the city. ‘Real needs’ are those essential to survival which include water, food and shelter whereas ‘perceived needs’ are those which are generally not essential to survival but are considered to be.

With such a significant portion of developing nation GDP being produced within the regional areas it is crucial that urban planners ensure that policy continues to encourage the growth of these economies.

### 2.3 Migration and development in the South Pacific

Manning provides an overall perspective on migration in world history but John Connell’s *Migration and development in the South Pacific* (1990) provides a more focused definition of migration within the development of the South Pacific region. While the primary case study for this Thesis is Timor Leste, which is not strictly located within the South Pacific region, the geographic proximity of Timor Leste to this area provides insight into the motivations and reasons for migration throughout this wider region.

Understanding the implications of migration within the South Pacific region can provide some comparable considerations for Timor Leste. This particular section helps to identify some of the key development challenges for urban planners, the implications of migration and also highlight some deficiencies in previous research for the area.

The equitable provision and distribution of resources and physical infrastructure has been one of the greatest challenges facing urban planners in developing nations. Connell states that “migration is primarily a response to real and perceived inequalities in socio-economic opportunities that are themselves a result of dependent and/or uneven sectoral and regional development, a function of the penetration of capitalism
into this global periphery” (Connell, 1990, p. 3). The ‘real’ and ‘perceived’ needs would presumably vary between different individuals and communities based on different political, economic and environmental determinants. Other authors suggest that development is the genesis of inequality, “uneven development has broadly followed the peripheral and parallel incorporation of the South Pacific region not only as a reserve of labour and of commodities (and hence capital) but also as a market for the purchase and consumption of new commodities (Munro; McInnes and Connell 1988)” (p10). Challenging current development agendas in the South Pacific and indeed other developing and post conflict nations is essential in mitigating some of the issues associated with a lack of development in regional areas.

The establishment of a new development agenda commonly raises questions about equity and the even distribution of financial aid to developing projects in urban and rural areas. The aspirations of local people to move to the city centres are rooted in the perception that when foreign aid arrives, a significant portion of that will be invested into the urban areas. Regional development has long been underfunded throughout the South Pacific area, the scope for further investment into agricultural infrastructure is immense and the potential economic benefits are significant (Figure 4).

Figure 4: Mountainside bean plantations near Ainaro  
Source: Gerard Cheong
2.4 ‘Capacity Building’ and mid-term sustainability

Within the context of post-conflict nations, short term aid can include the contingency of the military and other professionals to provide essential services and infrastructure such as roads, sewers and water supply. Longer term aid includes the progressive transfer of responsibility to locals who will manage the maintenance of services and the operation of organisations when the Australian personnel, both military and civilian leave the communities. Patrick suggests that in order to best facilitate this transfer in the interim between short term aid and longer term aid then ‘capacity building’ is the key. Capacity building is “the process by which individuals, organisations, institutions and societies develop abilities (individually and collectively) to perform functions, solve problems and set and achieve objectives” (Patrick, 2001, p. 53).

In order to best provide for the local communities that receive this infrastructure there is a need for “rehabilitation responses that are based on a solid appreciation of the historical basis of conflict and its political, economic and socio-cultural dimensions” (Green and Ahmed, 1999). The argument is further explored in the following, “a strong civil society is viewed as a counterbalance to insensitive, authoritarian or even predatory state institutions and military elements” (Patrick, 2001). There has been a lack of adequate training and engagement of local people to equip them to continue the operation and maintenance of newly constructed facilities within their communities. There has been a revised push to empower locals and organisations as well an acknowledgement that effective and dynamic relationships between both of these groups are imperative to the future development and sustainability of the community.

Eyben’s Relationship in Aid (2006) emphasises the importance of building relationships in the delivery of any aid program. The responsibility of urban planners for sustainable projects and policy preparation should include immersion into the local culture, extensive communication and consultation with local people and effective training of local professionals. Eyben stresses that it is through this highly consultative process
that good working relationships will help to build trust between donors and recipients and provide a rewarding and experience for all parties involved (Figure 5).

![Image: Firewood collection near Tacitolu](Image)

*Figure 5: Firewood collection near Tacitolu*  
*Source: Gerard Cheong*

Patrick adds to Eyben’s perspective on personal interaction by suggesting that establishing relationships at all stages of the development process has the ability to empower individuals and thus motivate them to participate in aid consultation and construction. It is this public participation that equips the locals with new skills, provides a context in which both aid personnel and locals are interacting and forming relationships and encourages ownerships of the projects for the locals. Patrick also asserts that capacity building initiatives “need to link practice more strongly to clear goals and objectives that reflect the visions and goals of the local people” (Patrick, 2001). It is agreed that clear goals and visions need to be established in order to have a clear direction, however the true determinant and responsibility lie with the personnel dealing with the locals face to face. No matter how clear goals or visions may be, it means nothing if personnel are not adequately briefed on the history of the situation,
sensitive to the needs of the locals and are trained technically in order to appropriately train locals.

Patrick identifies that there is a danger for capacity building initiatives to become too short-sighted in their goals, neglecting the need for mid and longer term vision. Kaplan's *The Development of Capacity* (1999) asserts that the practice of aid organisations has been grounded in “short-term projects without the development of rigorous analysis of the cause of local problems, and a long-term strategy to promote social change” (Kaplan, 1999). Rigorous analysis of the cause of local problems through effective working relationships will equip personnel working face to face with the local communities to effectively identify the real needs for capacity building. A strategic and well-managed approach to capacity building will help to provide mid and long term goals for aid agencies and the communities receiving aid development.

### 2.5 Conclusion

This chapter has provided a variety of viewpoints on urban migration and the potential for capacity building programmes. It is clear that humans are attracted to the centres of activity socially, politically and economically. Urban planners must act now to embrace the influx of population into Dili and other main centres in Timor Leste whilst also delivering sufficient funding and development projects to the regional areas.

Timor Leste’s economy is largely dependent upon agriculture and this must be reflected in the Government’s policy if current industries and economies based in rural areas are to be sustained in the long term. The impacts of urbanisation are magnified in the developing and post conflict context where a failure to settle politically impacts upon the progress of development altogether. This cycle must be broken as soon as possible so that the people of Timor Leste will have the same opportunities for shelter, food and water like the rest of the world.
The above changes can only be a reality if capacity building programmes are focused on the real issues within organisations, companies and communities. Team leaders in aid organisations and consultancies must be working towards a greater vision to inspire and motivate their staff members. Internal incentives are an important consideration for people in management positions to encourage an excellent working environment in which employee’s feel apart of a team. And the methods of training must engage employees to the point where complete ownership and responsibility is taken to learn as much and put it into practice.

Finally, an emphasis must be placed on the importance of forming excellent working and personal relationships when delivering any training, development projects and when consulting with local communities. Building trust between donors and recipients will not only result in more sustainable projects and stability in the future, but also a rewarding experience for all parties involved.
CHAPTER THREE:  
TIMOR LESTE’S BACKGROUND & INTERVENTION

3.1 Introduction
This chapter examines the background of the Timor Leste dispute and the six United Nation’s missions into the country. A review of the urban planning policy approaches in Timor Leste leads into a discussion of past mistakes and shortcomings in the planning process and suggests new options for the delivery of sustainable and pragmatic development solutions.

3.2 Timeline of Key Events
Timor Leste has a complex history of colonialism, invasions and political and social unrest. Table 1 below highlights some of the key events in the history of the nation.

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>1515</td>
<td>Portuguese invade Timor, set up trading post and use island as source of sandalwood.</td>
</tr>
<tr>
<td>1749</td>
<td>Timor split following battle between Portuguese and Dutch. Portuguese take the eastern half.</td>
</tr>
<tr>
<td>1974</td>
<td>Anti-Fascist revolution in Portugal leads to promise to free colonies, encouraging parties to prepare for new future.</td>
</tr>
<tr>
<td>1975 August</td>
<td>Portuguese administration withdraws to offshore island of Atauro.</td>
</tr>
<tr>
<td>November</td>
<td>After brief civil war, Fretilin (Revolutionary Front for an Independent East Timor) declares East Timor independent.</td>
</tr>
<tr>
<td>December</td>
<td>Indonesia invades, using its fight against communism as a pretext.</td>
</tr>
</tbody>
</table>
Chapter 3: Timor Leste's Background and Intervention

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
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</thead>
<tbody>
<tr>
<td>1995</td>
<td>20th anniversary of the Indonesian invasion marked by protest by 112</td>
</tr>
<tr>
<td></td>
<td>East Timorese and sympathisers who enter Russian and Dutch embassies</td>
</tr>
<tr>
<td></td>
<td>in Jakarta.</td>
</tr>
<tr>
<td>1999</td>
<td>January</td>
</tr>
<tr>
<td></td>
<td>Indonesia says it will consider independence for East Timor if people</td>
</tr>
<tr>
<td></td>
<td>reject autonomy.</td>
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<tr>
<td>February</td>
<td>Gusmao moved from Jakarta prison to house arrest. In response to</td>
</tr>
<tr>
<td>April</td>
<td>increasing violence by anti-independence activists, Gusmao orders</td>
</tr>
<tr>
<td></td>
<td>guerrillas to resume independence struggle.</td>
</tr>
<tr>
<td>May</td>
<td>Indonesia, Portugal sign agreement to allow East Timorese to vote on</td>
</tr>
<tr>
<td></td>
<td>their future. Deal endorsed by UN.</td>
</tr>
<tr>
<td>August 30</td>
<td>Almost 99% of 450,000-strong electorate votes in UN-organised</td>
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<tr>
<td></td>
<td>referendum.</td>
</tr>
<tr>
<td>September</td>
<td>Result of referendum shows 78% voters favoured independence.</td>
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<td></td>
<td>Violence erupts as anti-independence militia helped by the Indonesian</td>
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<td></td>
<td>military resume campaign of terror, leaving up to 1,000 dead. A quarter</td>
</tr>
<tr>
<td></td>
<td>of the population flees, mainly to West Timor. Martial law imposed.</td>
</tr>
<tr>
<td></td>
<td>Gusmao freed.</td>
</tr>
<tr>
<td></td>
<td>Australian-led peacekeeping force arrives, gradually restores order.</td>
</tr>
<tr>
<td></td>
<td>Many militia members flee to West Timor to avoid arrest. Indonesian</td>
</tr>
<tr>
<td></td>
<td>parliament recognises outcome of referendum.</td>
</tr>
<tr>
<td>October</td>
<td>Gusmao released. UN Transitional Administration in East Timor</td>
</tr>
<tr>
<td></td>
<td>(UNTAET) established.</td>
</tr>
<tr>
<td>December</td>
<td>International donors at a Tokyo conference agree to provide US $520</td>
</tr>
<tr>
<td></td>
<td>million in aid to help rebuild East Timor.</td>
</tr>
<tr>
<td>Year</td>
<td>Month</td>
</tr>
<tr>
<td>-------</td>
<td>----------</td>
</tr>
<tr>
<td>2000</td>
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<td>2002</td>
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<td>September</td>
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<td>2004</td>
<td>January</td>
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<td>2006</td>
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<td>May</td>
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<tr>
<td>June</td>
<td></td>
</tr>
<tr>
<td>August</td>
<td></td>
</tr>
</tbody>
</table>
2007
May
Prime Minister Jose Ramos-Horta wins presidential election.

June
Frelilin, led by former prime minister Mari Alkatiri, wins the highest number of votes in parliamentary polls but not the majority needed to govern alone.

August
Xanana Gusmao is named prime minister, prompting violent protests.

2008
February
President Jose Ramos-Horta is shot in the stomach by renegade soldiers in an attack on his Dili residence. Rebel leader Alfredo Reinado is killed in the attack.

April
President Ramos-Horta returns to Timor after two months of medical treatment in Australia for his stomach wounds.

Gastao Salsinha, new leader of the rebel group that tried to assassinate the president, surrenders together with 12 of his men.

May
President Ramos-Horta asks United Nations to keep their mission in the country for a further five years, citing security concerns. UN to consider the request when the mandate runs out in February 2009.

Source: BBC Website

It is clear from this short timeline above that Timor Leste’s history is steeped in violence and political unrest. The local people of Timor Leste are aware of “divisions that formed during resistance times were carried over into the post-conflict government and the newly developed national security forces” (UNMIT, 2008, p. 9). Dispelling some of the pre-conceptions of the local people will be a difficult task for any professional working within the nation.

Independence has been opposed just as strongly as it has been supported, often resulting in bloodshed and gang violence. Original independence in 1974 was followed closely by a long-standing Indonesian invasion and the independence vote of 1999 was tainted by the 2006 uprising yet again.
The 2006 crisis which resulted in war in Dili’s streets “originated from a complex combination of factors with political elements, with extreme poverty, institutional incapacity and demographic factors...” (UNMIT, 2008, p. 9). And finally, the assassination attempt on the President in February of 2008 left Timor Leste in a vulnerable position socially, economically and politically.

Many of the people in Timor Leste have not experienced the benefits of independence and are understandably cautious of the Government and other forms of authority. The country has lost its capacity to operate and sustain social order on a number of occasions; however, there is a great opportunity to restore some political stability through excellent capacity building programmes at all levels of Government. Despite being rich in natural resources, a lack of skilled leadership is holding back development which in turn holds back urban policy and the resolution of problems.

3.3 United Nations Intervention: The Six Missions
The United Nations has played a central role in the recent history of Timor Leste. Since May 1999 the United Nations have sanctioned and led six missions which include the UN Mission in East Timor (UNAMET), the multinational peace keeping taskforce (INTERFET), United Nations Transitional Administration in East Timor (UNTAET), UN Mission of Support in East Timor (UNMISET), UN Office in East Timor (UNOTIL), and the UN Integrated Mission in East Timor (UNMIT). This particular section chronologically outlines the aims and objectives of the six missions and some of the key results and successes from each.

UNAMET (11 June to 25 October 1999)
The New York Agreement of 5 May 1999 resolved to hold a referendum for independence in Timor Leste. The Agreement contained a clause which ensured that the UN would assume responsibility for the new nation if the people voted against
autonomy. If autonomy was preferred then Provisions were made for the formation of the Special Autonomous Region of East Timor (SARET) under which Indonesia would retain “responsibility for foreign affairs, defence, currency and finance” (Federer, 2005, p. 62) but Timor Leste would operate independently apart from those functions.

The mission was formally approved on 11 June 1999 when the Security Council passed Resolution 1246. The UN moved swiftly into the country because of the volatility of the situation between the Indonesian Army and the Timor Leste pro-independence rebels. UNAMET comprised approximately 1000 people including “17 UN political staff, a number of UN support staff, 270 unarmed Civpol, and 500 UN Volunteers” (Federer, 2005, p. 62). Initially, the focus of the Mission was to communicate the details of the poll to the largely illiterate population of Timor Leste and to announce the official voting date of 30 August 1999. The people voted against becoming an autonomous state, and predictably the Indonesian's reacted with widespread violence which resulted in the displacement of thousands of people and several people were killed.

UNAMET signified a new era in the history of Timor Leste whereby the people’s determination to be delivered from their oppressors in Indonesia and their willingness to be included in the global community was clear despite being faced with the death.

**INTERFET (September 1999 to February 2000)**

INTERFET was a multinational peacekeeping taskforce which was mandated by the UN to address the humanitarian and political instability issues until the arrival of the UN peacekeepers. This particular mission, called ‘Operation Warden’ was led by Major-General Peter Cosgrove of the Australian Army. The INTERFET forces were sent to Timor Leste following the violence that erupted in reaction to the overwhelming support of independence from Indonesia.
The UN Security Council passed Resolution 1264 which mandated the restoration of security and peace in Timor Leste. Australia formed the largest contingent of troops followed by New Zealand. Other contributing nations included Brazil, Canada, France, Germany, Ireland, Italy, Kenya, Malaysia, Norway, Philippines, Portugal, Singapore, South Korea, Thailand, United Kingdom and the United States of America. The rebel Indonesian soldiers and anti-independence militia fled the nation once the thousands of INTERFET troops arrived. Sporadic fighting occurred along the southern border of Timor Leste, primarily against the New Zealand forces leading to suspicions that the militia had the unofficial support of the Indonesian Army. The INTERFET forces were largely uncontested and handed over military responsibilities to UNTAET five months later.

**UNTAET (October 1999 to 19 May 2002)**

The UNTAET mission was to “established on 25 October 1999 to administer the Territory, exercise legislative and executive authority during the transition period and support capacity-building for self-government” (UN, 2001, p. 1). The UNTAET forces numbered 9,150 military personnel and 1,640 civilian police with an approximate budget of $480 million. The UN Security Council mandated this mission under Resolution 1272.

Federer notes that “…the UN was, for the first time, completely in charge of a territory, acting as its sovereign authority, effectively holding trusteeship over it in the name of the international community” (Federer, 2005, p. 1). The primary objective of the mission was to capacity build the nation until total independence could be administered, and in this case was a transition force. The UNTAET acted as the governing authority for two and half year and some local people regarded the troops “as a third occupying force, following that of Portugal and Indonesia” (Kingsbury & Leach, 2007, p. 29).
Some notable Government bodies were established which include the following:

- The National Consultative Council (NCC) in December 1999. The NCC served as a forum for key political and community leaders to discuss discrepancies and shortcomings in Government policy. The NCC was renamed the National Council in July 2000 and expanded to include a representative from all 13 districts in the country.
- The Transitional Judicial Service Commission. The Commission ensured that the people of Timor Leste were represented in the decisions made about the judiciary in the country.
- The Transitional Cabinet comprising four Timor Leste and four international representatives. The Transitional Cabinet were responsible for approving the formation of the East Timor Defence Force in September 2000.
- The Prosecutor General’s Office, Defence Service, District Courts and the Court of Appeal.

UNTAET supervised the election of an 88 member Constituent Assembly on 31 August 2001. The Constituent Assembly nominated a Council of Ministers with the Chief Minister, Mari Alkatiri, being responsible for preparing a draft constitution in March 2002. This Council would act as the Timor Leste Government following the departure of UNTAET.

UNMISET (20 May 2002 to 20 May 2005)

The inception of UNMISET coincided with the end of UNTAET and total independence for Timor Leste on 20 May 2002. Its main objective was to supervise the total transition of operational responsibilities to Timor Leste authorities. The mission was established under UN Security Council Resolution 1410 and comprised approximately 5,000 military personnel and 1,250 civilian police officers. “Provision was also made for 455
international civilian staff, 100 experts for the Civilian Support Group, 241 UN Volunteers and 977 locally recruited staff” (UNMISET, 2005, p. 1).

Towards the end of its mandate, the UNMISET noted that continuing support was required with a Border Patrol Unit and this was subsequently the responsibility of UNOTIL. The end of the UNMISET signified the end of the peacekeeping mission in Timor Leste and the start of the political mission, building the capacity of the Government.

UNOTIL (May 2005 – August 2006)
Once the UNMISET departed Timor Leste, UNOTIL assumed the new political mission which “supported the development of critical State institutions and the police and provided training in observance of democratic governance and human rights” (UN, 2005, p. 1). Under Resolution 1599 the UN Security Council decided to provide an additional year of external assistance for the capacity building of the Government and associated institutions, provide protection for staff and personnel involved in the rebuilding of the nation as well as to monitor and review progress to date.

UNMIT (25 August 2006 – 26 February 2009)
In response to the fragile state of peace and security in Timor Leste the UNMIT was established under Resolution 1704 by the Security Council. The main objectives for UNMIT are “to support the Government in consolidating stability, enhancing a culture of democratic governance, and facilitating political dialogue among Timorese stakeholders, in their efforts to bring about a process of national reconciliation and to foster social cohesion” (UNMIT, 2008, p. 1). Under this objective the UNMIT were responsible for overseeing all aspects of the 2007 Presidential elections which saw the popular election of Jose Ramos-Horta.
3.4 AusAID’s Capacity Building in the South Pacific

AusAID produced a document titled *AusAID’s Capacity Building – Lessons Learned* (2006) which presented a reflection on past practices and highlighted the key lessons from employee’s experiences in particular countries.

The five key lessons outlined in the document were:

1. Leadership matters most
2. Make sure there are ‘Internal Incentives’ for change
3. Training “Methods” First: “Content” Later
4. Make the Most of Scholarships
5. Find the Right Advisers

AusAID is one of a number of aid organisations operating in Timor Leste and this document only presents the lessons from their own capacity building programmes. Prior to starting any capacity building programme the paper suggests that urban planners must get to know the local context including the internal and external environments. Secondly, urban planners must put themselves into their counterpart’s “shoes” which includes empathising with their situation in order to draw upon, inform and guide the work being done. And finally, there must be a willingness to take risks no matter what the context or the country. There will always be risks when working within developing nations, however, within these particular settings there are many opportunities to apply lessons previously learnt through experience.

The lessons from four of the five case studies most applicable to the Thesis aim to provide some guidance for other planners responsible for implementing capacity building programmes.
1. Leadership matters most

Senior planners and other team members who are leaders must take ownership of the capacity building activities and understand that “capacity building is about change” (AusAID, 2006, p. 2). A leader must completely know and support the programmes that are being implemented as “technical solutions will only be effective and sustainable if undertaken in an environment of change led from the top” (AusAID, 2006, p. 2). Leadership at all levels of government, within each team and within local communities must be encouraged for the sake of long term sustainability.

Case Study:
Samoa Ministry of Agriculture, Forestry, Fisheries and Meteorology (MAFFM)

This particular project aimed to increase the capacity of MAFFM which would ultimately lead to an improvement in the operation and growth of both the fisheries and agricultural sectors in the country. “Historically, the Ministry of Agriculture, Fisheries and Meteorology in Samoa operated under top-down management practices, with poor internal and external communications and a lack of strategic focus” (AusAID, 2006, p. 2). The majority of Samoa’s exports are agricultural and fisheries activities and therefore widespread reform within Government was vital for the economic stability of the country.

The aims of this particular capacity building programme were to obtain a political commitment from the Government through the provision of budget allocations to these particular activities. The second aim of project was to ensure that AusAID staff met with the team leader from the inception of the programme to ascertain what vision the team will be working to and that regular team meetings occurred. The final aim was to encourage the preparation of written “statements of vision”, not just verbal assurances of high-level “ownership” (AusAID, 2006, p. 2).
With a renewed focus on the central role of the CEO through a “management improvement and leadership” component (AusAID, 2006, p. 2) of the training, a new three-year corporate plan was formed which could form the basis for additional support form not only Australia, but other nations as well. The willingness of the Samoan Government to participate in this capacity building programme and the apparent success of its implementation will encourage and stimulate further changes to their current approaches.

2. Make sure there are ‘Internal Incentives’ for change

There is an imperative for staff at all levels of leadership within Governments, NGO's, private planning consultancies and local communities to take ownership of the programmes as “it is these staff who do most of the work in the counterpart agency, who often go through the most upheaval and whose commitment and efforts will be critical to the success of a capacity building activity” (AusAID, 2006, p. 3). The paper infers that staff members require motivation above and beyond the good nature of their work and the change that it will bring. Additional incentives such as improving working spaces, providing a wide variety of interesting work and making extra resources available are an effective way of motivating staff member to work to their full capacity.

Case Study:

**PNG Correctional Services Development Project**

This project revolved around introducing a “system of correctional institutions management” (AusAID, 2006, p. 3) that would result in significant improvements to the quality of the containment spaces in prisons and the meaningful use of prisoner’s time in jail. In order to improve staff morale and work the “Performance Fund” (AusAID, 2006, p. 3) was established which offered “sporting equipment, painting and repairs to staff facilities, [and] support for extra supplies...” (AusAID, 2006, p. 3). One notable
The AusAID employees as well as the correctional facilities staff all benefitted from the internal incentives offered throughout the capacity building programme. It is essential that when formulating such incentives that all staff are included in surveys about the design of the programs and that management and leaders should not shy away from spending small amounts of money on non capacity building items and activities to encourage staff to work.

3. Training “Methods” First: “Content” Later

AusAID acknowledges that short-term training programmes have been too focused on the transfer of knowledge rather than how information is communicated. It is critical for those being trained that educational professionals specializing in adult learning are consulted when preparing a capacity building programme. Staff members in AusAID have been able to absorb and apply technical information when “the initial focus has been on the establishment of an effective and consistent training methodology that can be applied to any content” (AusAID, 2006, p. 4).

Case Study:

Indonesia-Australia Specialised Training Project Phase II

This particular project continues to provide approximately 260,000 participant days of training to “promote community development, good governance and agency capacity building at central, regional and district levels” in Indonesia (AusAID, 2006, p. 4). The paper suggests that this project has had particularly significant success because of the consistent training model focused on adult learning rather than the technical information being presented.
Chapter 3: Timor Leste’s Background and Intervention

Two key factors within this particular capacity building model are Mentors and Action Plans. Other agencies and consultancies that require training are assigned a mentor whose responsibility it is to “provide support to participants throughout the entire training process and beyond” (AusAID, 2006, p. 4). The involvement of the mentors throughout the training process encourages the recipients of the training to be more involved and to take ownership of the programme. Mentors also facilitate and aid in the preparation of Action Plans for all participants. Action Plans help the participants to “transfer the skills or practices they have learned from the training to their own workplace or community” (AusAID, 2006, p. 4). Each staff member is required to prepare an Action Plan as it stimulates personal ownership of the training they have received and encourages them to put what they have learnt into action.

4. Find the Right Advisers

It is pointless to conduct capacity building activities if people with inappropriate experience and qualifications are advisers. AusAID recognises the importance of selecting the right advisers as a “make or break” decision (AusAID, 2006, p. 6). There are two considerations involved improving the quality of capacity building activities, these are:

1. Selecting individuals and organisations with the appropriate skills, attitude and cultural awareness; and,

2. Maximising the sustainability of capacity building programmes by selecting individuals and organisations with their own internal incentives to maintain a relationship with the counterpart agency (AusAID, 2006, p. 6).

Selection of the right advisers can often result in a more committed team of trainers. The personal skills commitment of specialist staff often outweighs the methodology of training (AusAID, 2006, p. 6).
Case Study:

*Thailand Financial Institutions Supervision Project*

The project aim was to build the capacity of the Bank of Thailand to a point where it could effectively supervise and regulate all transactions. The Australian Prudential Regulation Authority (APRA) was selected by AusAID to capacity build the bank. The Bank of Thailand and APRA benefited from the collaborative training efforts that successes were achieved above and beyond the initial AusAID objectives set out at the projects inception (AusAID, 2006, p. 6). At the anticipated end of AusAID funding both counterparts agreed to continue their working relationship without external aid which ultimately freed up money for other projects. The ongoing sustainability of this project is testament to the selection of the right advisers with the appropriate skills, attitude and cultural awareness.

3.5 Conclusion

This chapter has outlined a complex history of colonialism, invasion and political instability in Timor Leste. The events of the past have shaped the Timor Leste of today and have subsequently impacted upon the progress of capacity building programmes and the preparation and implementation of an effective housing policy in Dili. The United Nations have played and continue to play a central role in maintaining the peace and security of the nation throughout the past nine years. However, despite the seemingly significant progress made from its independence in 1999 there are still doubts about Timor Leste’s capacity to sustain the operation and function of the political, physical and social infrastructure that has been established over the years by external donors.

Urban planners are faced with this uncertain context as they make decisions about the livelihood of thousands of people. The imperative for action-based policies is stronger than ever and the need to effectively train and empower indigenous planners is vital.
CHAPTER FOUR: PROFESSIONAL PERSPECTIVES

4.1 Introduction
The previous chapter examined the background of the Timor Leste dispute and the six United Nation’s missions into the country. Reviewing some of the urban planning policy approaches in Timor Leste highlighted past mistakes and shortcomings in the planning process and suggested that new options for delivery of sustainable and pragmatic development solutions was imperative.

This chapter examines the experiences of professional urban planners with working experience in developing nations, including Timor Leste. It intends to challenge and support the need for pragmatic solutions to the housing crisis in Dili and increased capacity for local involvement and participation through action-based policies. This chapter draws out some key themes and trends that were apparent in the responses that will contribute to the recommendations at the conclusion of the Thesis.

The key themes will be highlighted through responses from each of the participants. In addition, supporting and challenging literature is included to back up some of the ideas and concepts expressed in the questionnaires

4.2 Questionnaires
Approximately fifteen questionnaires were emailed to professionals working overseas. Unfortunately a number of potential participants were on mission or other work projects and were not able to complete the questionnaires. Three questionnaires were received from the following professionals:
1. **Terry Standley: Independent, Individual Consultant**
   - No current affiliations. Previously worked with UN Habitat.

2. **Lincoln Young: Independent Development Consultant**
   - No current affiliations. Previously worked with World Bank, Australian Agency for International Development.

3. **Aman Mehta: Senior Planner**
   - Sinclair Knight Merz (Melbourne)

The questionnaires were structured to provide basic information on the professional's background; experiences in the field; opinion on capacity building in developing nations and rating the progress and approach to the redevelopment of Timor Leste. Please refer to Appendix B for the participants Project Consent Forms and Appendix C for a copy of the questionnaire.

### 4.3 Propositions

The rationale for the propositions was that the activities and operation of urban planning within developing nations and the foreign aid context are not widely understood. The aim of this Thesis is to gain a base level understanding of the past urban planning approaches and mistakes made in Timor Leste with regard to housing policy making and capacity building. Building on this foundation, a series of questions were formulated that could be posed to professionals who have worked in these developing nation contexts and that could be tailored around a specific country and main issue. In this case, Timor Leste was the country of choice and throughout the evolution of the research; housing was the main issue chosen for the Thesis.

The main propositions will be tested against the responses received were:
1. A significant amount of time is dedicated to the consultation and preparation process for policy making but insufficient time is given to the implementation of these policies;
2. Capacity building urban planning in developing nations will not achieve self-sufficiency and independence from the United Nations;
3. Some of the urban planning schemes and plans adopted in Timor Leste have not addressed the real issues and needs of the nation; and,
4. There has been a history of poor consultation with the local people of Timor Leste;
5. It is near impossible to reach a balanced approach to regional and urban planning in Timor Leste.

The discussion has been included to provide a brief insight into three professionals with working experience in Timor Leste and to understand how they view the progress of the redevelopment of the nation. In addition to this, it also highlights an interesting contrast in responses with regard to the capacity building of urban planning in the nation.

4.4 Professional Backgrounds
The discussion aims to highlight some of the responses from the questionnaires. A number of main themes were identified within the responses and these have been included below. An initial comment on the professional’s background and motivations is followed by discussion about the main themes. A full version of the questionnaires as well as the Project Consent Forms is included in the Appendices at the end of this Thesis.

Background
The background of the respondents is an important inclusion in the questionnaires as it provides an understanding of working experience and their motivation for working in this
particular field of urban planning. When asked about their working experience as an urban planner the three responses were:

Terry Standley:

“After architecture graduation, drop-out from post-graduate three year part-time town planning course in UK after second year, skipped final thesis year to work overseas in 1964 - Algeria, but nevertheless accepted thereafter as professional planner in series of positions. Variety of assignment from team leader on large scale projects, such as the ADB/UNDP Dhaka Metropolitan Area Plan and the GTZ Integrated Action Plans for Nepal Municipalities to assessing applications for grants from the Cities Alliance and evaluating completed Cities Alliance projects.”

Lincoln Young:

“I am a development planner, both urban and rural. I initially focused mostly on rural planning, where the economic & technical difficulties were, although over the last years my focus has been on national problems. Hence, I work in capital cities and major towns with governments or multi-lateral agencies dealing with policy issues which usually also cover the urban problems of development – or rather the lack of development.”

Aman Mehta:

“I have worked within the urban planning sector for the past 12 years focusing on housing, urban development and governance issues in the Asia and the Pacific and Africa. Worked mainly as a consultant for the various bilateral organizations and multi-donor organizations with some experience in the university in undertaking research on urbanization. Currently managing projects in Timor Leste and Indonesia.”
The three respondents each had very different working backgrounds and levels of experience. The motivation to work in this particular field is a key to the qualitative research component of the Thesis. Each of the respondents reflected a desire to facilitate change and to improve the living conditions of people in greatest need. The motivation was a “drive to work where globally the greatest need and could make most impact - no interest in climbing the conventional career ladder in own country.” (Standley, 2008); “Enlightened self interest” (Young, 2008); and, “To improve the living conditions in the Asian cities” (Mehta, 2008). Considering the humane and selfless motivations of these three urban planners, it is imperative that the work they undertake is targeted and productive.

James Bovard in *The Continuing Failure of Foreign Aid* (1986) states that there has been a “widespread perception that...aid was usually wasted, it consistently ranked as one of the least popular government programs” (Bovard, 1986, p. 2) in many developed countries. There is an opportunity in Timor Leste for urban planners to change this perception through the delivery of excellent planning solutions to the main development challenges. Standley’s paper on the previous approaches and options to the provision of housing and the role of urban planning within that sector highlights some of the key mistakes and shortcomings in policy that has been prepared in the past eight years since independence. Time is not a luxury within the developing world especially when millions of dollars is being invested and the lives of millions of people depend on the work being done.

### 4.5 Thematic Analysis

#### Challenges

Identification of some of the main challenges that face urban planners working in developing nations is a crucial step in establishing more efficient working practices. In the future urban planners will benefit from understanding some of these critical challenges in developing nations. There is a clear concern about current practices with
one of the respondents stating it is difficult “...to strike the balance between advice and actual direct execution” (Standley, 2008). This view was supported by Young who specifically refers to the South East Asian region stating they “have different layers of management and hence decision-making is fraught” (Young, 2008). The formation of excellent policy that includes extensive consultation, compromise and sustainability is being wasted through poor implementation and follow up. As discussed in Chapter 2, capacity building facilitates an on-going responsibility for the local people to take ownership of local developments such as water wells, toilet facilities, new housing and public spaces. Capacity building also places the urban planner in a position of responsibility to regularly monitor and review the effectiveness of their training and empowerment of locals and the results of implementing the policies they have prepared. The preparation of policies is useless without physical and timely results on the ground.

The shift to a far more pragmatic approach was also referred to a number of times. Historically, urban planners have approached development through the developed world lens and applied tried and tested approaches in the developed world to developing contexts. A move away from the “technocratic master plan approach with its regulatory, spatial, land-use basis and introducing action-orientated, participatory processes” (Standley, 2008) will benefit the local people far more significantly in Timor Leste. Standley adds that the role of urban planners in Timor Leste will be “much more integral, but will need to move from spatial planning bias to holistic, multi-sectoral, cross-cutting role” (Standley, 2008). The rationale for action is grounded in the dire need for the people of Timor Leste without a home, without employment and without access to food and clean water to finally have these fundamentals for life.

A continual drive to adopt the “technocratic” (Standley, 2008) and “spatial planning bias” runs the risk of the “creation of a planning elite who may become alienated from the development aspirations of the local people” (Sevele, 1975, p. 20). An example of this disconnection from understanding the real needs and aspirations of local people is “in areas of Bougainville where mining operations were most disruptive, residents were
compensated, seemingly ironically, for the ‘hardship which will follow the enforced change from a traditional village environment to a European way of life and provide for the additional cost of maintaining the European-style residence in an urbanised community (Bedford and Mamak, 1977, p. 40). Within Timor Leste, the danger for urban planners is that there will be a disconnection from the local people in positions to make a difference and subsequently with the real development issues in the nation. This is of particular concern “because of their previous colonial experiences and lack of exposure to the wide world, many middle officials and most business people can be suspicious of the intentions of foreigners” (Young, 2008). When the local people begin to see the results of excellent consultation, policy making and implementation then intentions of urban planners working in Timor Leste will be transparent.

The third respondent, Aman Mehta stated that “the biggest challenges are the prioritization of improving living conditions. Living conditions around the settlements are often the least favoured option by the communities as they have to often struggle to maker their ends meet” (Mehta, 2008). Considering the context in Dili with over 70% of the population squatting in houses, ex-Indonesian Government Buildings and in IDP Camps, it is difficult to prioritise which living conditions need the attention of urban planners. The issues related to land titling & tenure within Timor Leste is complex and poses one of the greatest challenges to the progress of its redevelopment. The Timor Leste Government is faced with a number of options for handling land titles:

1. Recognising existing customary land titles and rights, and subsequently evicting over 70% of the population within Dili;
2. Forming a national registry for land titles where claims are made to separate allotments; or,
3. Clearing all previous land titles and evenly subdividing lots to families and working individuals. (Kingsbury, 2007, p. 26)
The issues related to land titling are not the central focus of this Thesis; however, this will be discussed further in the following Chapter relating to housing in Dili.

**Capacity Building**

The concept of capacity building and its benefits has been discussed more extensively in Chapter 2. Theoretically, capacity building is the ideal that urban planners should strive for as it encourages the inclusion of local people at all stages of development (consultation, construction and use & maintenance). It is important to review not only the theoretical viewpoint of capacity building, but also its effectiveness in practice.

Reviewing existing and implementing new effective capacity building programmes within Timor Leste will ensure that local professionals and communities will be equipped to take over governance and operation of the various developments being constructed today. As stated in Chapter 2 capacity building is “the process by which individuals, organisations, institutions and societies develop abilities (individually and collectively) to perform functions, solve problems and set and achieve objectives” (Patrick, 2001. p. 53). The capacity for urban planners to work & train indigenous planners and for the local people to use and maintain local projects is a key determinant in the success of the overall planning process in developing nations.

Capacity building programmes aim to equip and empower an individual or group effectively to perform a particular role or function in a community. In order for this to be a reality in practice there is a need for “first-rate international training and the exposure to new ideas and techniques...But not to the point where trainees get a swollen head and can’t appreciate local knowledge” (Young, 2008). Young believes that there needs to be a serious effort to improve the quality of current capacity building programmes both in their level of content and focus on the real issues. This sentiment is shared by other respondents who state that “donors should not limit their capacity-building scholarship programmes to training personnel and institutions from the donor country concerned – [they] should take account of the best, most appropriate sources globally”
Both respondents express the need to outsource capacity building programmes to the wider global market as this will provide a number of options to choose from and allow Timor Leste’s Government to implement the most appropriate capacity building programmes. This will also help to eliminate any unfair bias and hidden agendas that some donor nations carry when providing foreign aid to particular countries.

One of the biggest restrictions and opportunities for urban planners in Timor Leste is the short period of time they have had to work within since independence. In addition to providing globally sourced training programmes, Mehta states that “capacity building programmes and on the job training that has been going on for some time is the most effective way to strengthening the urban planning capacity” (Mehta, 2008). From this statement it is clear that a certain time period must be allowed for the refining of the practices and curriculums in order to best suit the complex context in Timor Leste. The great challenge will be implementing programmes now that empower indigenous planners, communities and individuals to continue the work that is being done whilst the foreign contingent are present in the country today. The main restriction for Timor Leste is that there has been approximately nine years since independence for capacity building programmes to become more refined; a relatively short period of time.

Urban planners in developing nations and in Timor Leste specifically must reassess their roles as just service providers. Historically the role of urban planners has been a pure service provider “…nowadays it is training trainers” (Standley, 2008). This view can be achieve through a development approach that aims for long-term sustainability in capacity building, “in peace missions this means laying the foundations for political, administrative and infrastructure development such that positive legacies remain after the peacekeepers depart and the possibility of resumed conflict is removed or reduced” (Kingsbury & Leach, 2007, p. 31). Urban planners in Timor Leste must be prepared to think beyond the short term aims and objectives towards a longer term vision once they depart. Total independence can slowly be achieved if the correct mechanisms including
effective capacity building and the implementation of a housing policy that provides short term and timely action with long term aims and objectives are pursued.

4.6 Conclusion
This chapter has highlighted professional perspectives on the progress of development and the effectiveness of capacity building activities. All three respondents have the clear intention of improving the living conditions of underprivileged people and ensuring that their human resources, skills and knowledge are fully utilised is pivotal in the decisions being made in Timor Leste. Each respondent expressed concerns about the preoccupation with theory and technical competence over the actual implementation and operation of some of the projects being completed in the country. Reaching a balance between technical knowledge and participatory consultation is the key to the provision of sustainable development outcomes and planning policies which will continue to target the real issues.

The role of capacity building must be the focus for all urban planners in the nation; however, additional attention must be drawn to previous mistakes and shortcomings in these activities. Greater emphasis must be placed on leadership and their role as motivators and reminders of the greater vision. Further consideration of internal incentives will aid in creating conducive and creative working environments for trainers and trainees, and the methods of training must be applicable to the content being presented. Ultimately planners must be in a position of constant review and evaluation if the capacity building programmes in place are going to be sustainable. Ensuring that indigenous planners, Government officials and community leaders are all effectively trained to continue the function of the political, physical and social infrastructure being developed in their country is essential.
CHAPTER FIVE:
HOUSING THE POOR IN TIMOR LESTE

5.1 Introduction

Discussions were held with three AusAID employees on Monday 29th September 2008 at the AusAID Head Office in Canberra. As stated in Chapter 1, the discussions were held with Peter Kelly (Infrastructure Adviser, Program Enabling Division), Marcus Howard (Infrastructure Adviser – Water, Sustainable Development Group) and Gerard Cheong (Program Manager – Water and Sanitation, Adaptation and Clean Development Group).

The discussions were centred on the issues related to the management of the large squatting population in Dili, the sustainable provision of housing, the improvement of living conditions in slums and IDP camps and the complicated history of land titles. The following Chapter has been included as a result of these discussions as it was agreed by all three professionals that housing, and the management of urban migration into Dili and other urban centres is the key challenge in Timor Leste.

This chapter also includes an analysis of the questionnaire results in light of the literature reviewed in previous chapters. The discussion revolves around the question of best policy and practice with particular focus on the Timor Leste National Housing Policy, a document produced by the UNDP with the assistance of UNHABITAT. In addition, comments from Terry Standley’s Housing the Poor in Urban Economies – Urban planning options and lesson: participatory, integrated and action-oriented approaches, a paper presented at the United Nations Economic and Social Commission for Asia and the Pacific National Symposium, 24-25 April 2006, is included to provide some insights into the effectiveness of the policy. The discussions and findings will lead into a set of recommendations that will be presented in the final chapter.
5.2 Timor Leste National Housing Policy

5.2.1 Housing Conditions
The Timor Leste National Housing Policy was prepared by the UNDP and was gazetted in August 2007. The Policy was formed following the widespread violence of 1999 by the Indonesian militia which resulted in over 70% of the housing stock in Dili being destroyed or burnt out (Figure 6).

![Figure 6: Damaged houses in Tacitolu, West Dili](image)

Source: Gerard Cheong

The document provides an introduction and rationale that outlines that “within most towns and cities, housing has the dominant role in the use of floor space of buildings,
the use of land, the consumption of water supply and electricity and the management of waste-water and solid-waste” (UNDP, 2007, p. 1). Dili is no different with over 82% of its physical structure dedicated to housing and around 75% of those houses are in the unplanned and poorer areas of the city. In this case “housing is an integral and dominant part of urban planning and the selection of an appropriate planning approach is a key element in improving living conditions, empowering communities and reducing poverty” (Standley, 2006, p. 1).

Results from the 2001 World Bank housing strategy survey indicated that of the estimated 170,000 housing units in Timor Leste approximately 88% were owner occupied or self built; 6.7% were government-developed for state employees and the remainder were some form of lease or rental arrangement (UNDP, 2007, p.5). Additionally as apart of the comprehensive survey conducted in 2005 under the previous Dili City Development Strategy significant problems were identified with more than 50% of residents accessing potable water; 80% of residents failed to have their rubbish collected; 30% of the urban area was subject to flooding; over 50% of residents had no footpath or road access to their houses; and, around 18% of communities were overcrowded and congested (UNDP, 2007, p. 5). This is just a snap shot of the conditions that urban planners are faced with in Timor Leste today.

5.2.2 Aims and Objectives

The aim of the policy is to contribute to “poverty reduction, social inclusion and economic equity at the overall national level through raising living standards and generally improving the quality of life, with particular reference to the most disadvantaged urban and rural communities” (UNDP, 2007, p. 2). This is an all encompassing housing strategy for the entire nation which includes all urban and rural housing.

The preparation of the Timor Leste National Housing Policy occurred over a period of three years and included consultation with local people, workshops, and focus groups, a
survey of housing conditions within Dili and a demographic study of the capital city. The policy states that this “was the first example in Timor Leste of participatory policy-making whereby the views of those at all levels including the poorest slum dwellers took precedence over the work of expert panels and external consultants” (UNDP, 2007, p. 1). This participatory process was established following extensive capacity building within the United Nations and enabled the revision of previous approaches to housing policy in Timor Leste.

5.2.3 Land Tenure and Titles

Despite the comprehensive nature of the Timor Leste National Housing Policy there is a need to establish a land administration and regulation body prior to its implementation. Land titles in Timor Leste provide the largest hurdle in the success of this policy as “land ownership disputes are rife” (Hill and Saldanha, 2001, p. 3). Many of the title claims are customary which means that they are passed down from generation to generation and are unofficially recognised by tribes in regional areas. The complex land titling issues are partly due to “the long years of Portuguese colonialism and Indonesian rule [that] have left a complex legacy of contested and partially overlapping systems of land regulation” (Kingsbury, 2007, p. 165). More significantly the riots that followed the 1999 independence referendum resulted in the destruction of all official land title information in the country.

The Government of Timor Leste “has prioritised the resolution of land tenure issues in urban areas, especially the capital, Dili, where political solutions to resolving property claims, uncertainties of title and illegal squatting in abandoned properties require urgent attention” (Kingsbury, 2007, p. 165). The First Property Law 2003 was established to recognise individual titles and to ‘clean up’ and the Office of Land and Property is now facilitating the preparation of cadastral mapping and procedures for land-titling (Kingsbury, 2007, p. 165). This had provided some clarity of direction for urban and fringe dwellers, however, for most of the rural population the recognition of their land claims remains unclear (Kingsbury, 2007, p. 165).
5.2.4 Lessons from Previous Approaches

Standley identifies approaches adopted with other urban planning policies in Timor Leste which failed to provide appropriate sustainable solutions. These approaches have been readily applied in the developed world context as acceptable solutions to urban management and development but not all are as effective in the developing world. The past urban planning options that were implemented in the developing world included master plans, structure plans, city development strategies and community action plans.

Master plans were far too “static” and were often “preoccupied with the built form and civic design” (Standley, 2006, p. 2). Additional restraints revolved around the expense in preparation and implementation of the plans and their apparent inflexibility. In Timor Leste significant flexibility is required given the ever changing nature of politics and the uncertainty of demographic movement and land titles.

Structure plans have been the adopted approach for the Timor Leste Sector Investment Programme for Housing and Urban Development. Standley notes that “objectives and evaluation of alternatives are added to the traditional process” (Standley, 2006, p. 2) and there is a clear distinction between technical structure planning and the operation of the plan when it is implemented. One particular criticism is that participation is not included in every step of the planning process, however, modified version of the structure plan are the dominant policy approach in many South Pacific Island nations.

The City Development Strategy approach has also been adopted for the Dili City Upgrading Strategy which was undertaken in 2005. Standley summarises the City Development Strategy approach as:

1. City-based consensus which establishes priorities, strategies and directives for urban poverty reduction and sustainable urban development;
2. Assessing and promoting the city’s economic growth prospects which links in with regional and international employment opportunities;
3. Development of financial and investment strategies which takes into account city-based resources and revenues as well as external incomes from aid organisations; and,
4. Building capacity and sharing lessons and knowledge acquired through experience (Standley, 2006, p. 7).

Community action plans are highly localised and focused on specific community groups. The Dili Urban Upgrading Strategy has adopted this particular approach which has been found “particularly applicable to the poorer urban communities in slums and squatter settlements” (Standley, 2006, p. 4). This approach is also very applicable to Dili given its relatively small size as an urban centre.

The best way to determine the most appropriate approach to urban management and development in Timor Leste is through experience. Standley comments that “the urban planning process is as important as the product” (Standley, 2006, p. 4), which reflects the same perspective on the importance of relationships that Eyben and Patrick emphasised in Chapter 2. It is not just token participation that will lead to sustainable development outcomes for Timor Leste; it is the total inclusion of every interested party. New methods that “make communication more effective, promote direct involvement of communities and households in resource mobilisation and implementation, and provide mechanisms for reacting to changing conditions” (Standley, 2006, p. 4) are going to provide substantial benefits for the development of Timor Leste.

5.3 Conclusion
The delivery of timely and sustainable development solutions with specific regard to housing the poor is crucial. Past urban planning options and approaches have proved to be ineffective in the developing world which is commonly characterised by political, social and economic instability. The implementation of policies which have the ability to
be flexible and responsive to the changing needs of the housing situation will most likely reap the most significant benefits. Urban planners are charged with the responsibility of opting for the most appropriate approach to the housing policy in Timor Leste, notwithstanding the mistakes that have been made in the past.

There is an obvious push to move towards highly participatory urban planning policy options including city development strategies and community action plans. These approaches are not only inclusive of all interested parties they are highly pragmatic. For the people of Timor Leste, the ability to see and experience the results of the work being conducted in the country will build trust with the urban planners.
CONCLUSION

6.1 Introduction

This chapter provides an overall review of the research background, the policy and theoretical framework and findings covered in the previous five chapters. Specific reference has been made to the research statement from Chapter 1 to ensure that the original objectives and research questions have been adequately addressed. Finally, the chapter will provide a set of recommendations and future directions for urban planning policy and practice when approaching development within post-conflict and developing nations.

6.2 Research Questions

The research questions provide a point of reference with all work presented in the Thesis. Below are the research questions and a paragraph on some of the propositions in comparison to some of the findings.

What are some of the types of capacity building programmes adopted in other Pacific Island Countries?

At the start of the research the proposition for capacity building was that a greater level of participation and effective training was required for the delivery of sustainable development resolutions and a more focused and consultative housing policy.

Within the South Pacific region there are a wide variety of capacity building programmes being conducted. In Samoa, there had been marked improvement in the productivity of the agricultural and fisheries sectors, resulting in a significant boost in the country’s economy. In Papua New Guinea, the Correctional Services are providing significantly improved living conditions for inmates and encouraging them to maximise their time
inside prison to further their education and make productive use of their time. And in Thailand, the Bank of Thailand and the APRA have forged a new working relationship above and beyond the initial aims and objectives of the AusAID capacity building programmes. The success of this programme has resulted in a completely independent decision by both counterparts to continue their coordinated training programme past the planned completion date without the financial assistance of AusAID. This has ultimately freed up financial and human resources to be invested in other programmes elsewhere.

**What are some of the benefits of improving current capacity building activities?**

The initial proposition for the benefits of improving the current capacity building programmes was that a greater level of inclusion and participation would result in the real needs of the people being satisfied and sustained.

The direct benefits of improving capacity building activities are:

- The local people are finally being included in the urban planning process; less external funding is being wasted on unwanted and useless projects;
- The Timor Leste Government and its various departments are being empowered and trained to one day take independent leadership of the nation;
- The needs of the poorest people in the nation are being heard and addressed in the Timor Leste National Housing Policy;
- Serious consideration is being given the constant review and improvement of existing methods of training and the content being communicated; and,
- Local urban planners will be sufficiently skilled to make educated and carefully considered decisions about the future direction of Timor Leste. In addition, their unsurpassed local knowledge will result in profoundly more significant progress for the development of the Timor Leste economy and its social and political stability.
How has the Timor Leste National Housing Policy differed from other urban planning policies in the nation?

The main policy differences that are noticeable with the Timor Leste National Housing Policy are that it provides a clear vision and aims and objectives to work towards in conjunction with policy measures. These policy measures ensure that the role of state and institutional bodies are clear; the regulatory framework is integrated in its approach; there is security in land tenure; community participation is upheld and improved; access to basic services is ensured; the provision of housing for civil service employees is secured; housing for vulnerable and special welfare groups is set aside and given concessions; abandoned housing is appropriately rehabilitated or disposed; there is an integrated approach to the upgrade of unplanned communities and rural villages; delivery of land for new housing developments is punctual; housing finance is made readily available to those in need; and, building materials, construction industry development and employment generation reaches into both urban and rural area (UNDP, 2007, p. 7).

What can be done to improve existing capacity building programmes that target regional development & the provision of housing in Dili?

Some of the findings were led by previous experiences which highlighted the flexibility of capacity building programmes and their ability to empower indigenous urban planners and communities to better function and operate within their own country. Greater emphasis must be placed on leadership and their role as motivators and reminders of the greater vision. Further consideration of internal incentives will aid in creating conducive and creative working environments for trainers and trainees, and the methods of training must be applicable to the content being presented. Ultimately planners must be in a position of constant review and evaluation if the capacity building programmes in place are going to be sustainable. Ensuring that indigenous planners, Government officials and community leaders are all effectively trained to continue the function of the political, physical and social infrastructure being developed in their country is essential.
6.3 Key findings

The key findings of the Thesis were:

1. An emphasis must be placed on the importance of forming excellent working and personal relationships when delivering any training, development projects and when consulting with local communities. Building trust between donors and recipients will not only result in more sustainable projects and stability in the future, but also a rewarding experience for all parties involved.

2. There is a preoccupation with theory and technical competence over the actual implementation and operation of some of the projects being completed in Timor Leste. Striking a balance between technical knowledge and participatory consultation is the key to the provision of sustainable development outcomes and planning policies which will continue to target the real issues.

3. Improvements to existing capacity building process need to be implemented now. Planners in leadership positions are responsible for keeping the team to a vision, offering external incentives to encourage a committed and motivated team, focusing on the methods of training ahead of the content presented and selecting the right advisers.

4. The future role for urban planners will move away from project delivery to a more facilitative, training and empowering role of indigenous urban planners in Timor Leste. The local knowledge that the indigenous planners have will contribute invaluably to culturally sensitive approaches to urban management and development.
6.4 Areas for future research

There are countless areas of future research for urban planning within Timor Leste specifically; however, these are the topic areas which demand urgent attention:

1. The leadership structure, methodology and content of urban planning capacity building programmes. A review of their effectiveness and the opportunities that present themselves.

2. The negative implications of highly participatory and action-based housing policy.

3. The specific role of urban planners in amongst other professionals in foreign aid development projects.

4. Deficiencies in all aid organisations in their practice between the emergency aid and long term aid time frames.

6.5 Recommendations

The financial commitments to international aid development must be backed up with excellent practices on the ground in the hands of the frontline personnel. Greater working relationships between aid organisations and communities will provide a solid foundation for short, mid and long term goals to be realized in a sustainable way. Currently, there must be a drive to encourage better use of both human and physical resources not only in Timor Leste, but throughout the rest of the developing world.

It is considered that Eyben’s and Patrick’s work primarily outlines starting points for this research with an emphasis on effectively connecting with communities through working
and personal relationships and equipping local communities to be self sustainable. The process of capacity building must look beyond short term projects as suggested by Kaplan and further resources channelled into developing mid-term and long-term goals and visions for local communities receiving development assistance.

Professionals have raised concerns about the need to improve the existing capacity building programmes currently being conducted in Timor Leste. A greater emphasis on the importance of a leadership committed to reminding staff of the great vision; of a team that are driven not only by the desire to improve the living conditions of people in need but also internal incentives within organisations; of a team that seeks to always improve the methods of training as well as the content; and a renewed focus towards the selection of appropriately educated and experienced advisers will reap rewards for both counterparts.

Timor Leste could one day see the departure of the majority of external assistance and a country capable of functioning itself if the right decisions are made now. A more strategic and proactive approach to aid development will ensure that urban planners in Timor Leste achieve real results and the people who deliver the aid programs form positive and long lasting relationships as well experiences which will help them to make informed and sensitive decisions in the future.
BIBLIOGRAPHY


APPENDIX A – HREP APPROVAL LETTER
APPENDIX B – PROJECT CONSENT FORMS
APPENDIX C - SAMPLE QUESTIONNAIRE