



Project Document

STRENGTHENING INSTITUTIONAL STRUCTURES AND MECHANISMS FOR DIALOGUE

May 2008



Country: Timor-Leste

UNDAF Outcome(s)/Indicator(s):	n/a ¹
Expected Outcome(s)/Indicator (s):	Comprehensive and sustainable reintegration programmes for IDPs, returning refugees and ex-combatants in place ²
Expected Output(s)/Annual Targets:	An effective network for disseminating information to IDPs throughout Timor-Leste created ³
Executing Entity:	UNDP Timor-Leste
Implementing agencies:	Ministry of Social Solidarity (MSS)

Narrative

A variety of programmes and support mechanisms are currently being developed by the Government within the framework of the National Recovery Strategy (NRS) '*hamutuk hari'i futuru*' to provide the internally displaced people (IDPs) with viable options for relocation from camps. Central to all of them is the need for dialogue to alleviate the concerns of those who are expected to move and those who are living in the receiving communities, as well as to avoid and mitigate potential conflicts.

In doing so, it will be crucial to adopt an approach that recognizes and utilizes existing government structures whilst supporting them by inserting skilled national teams dedicated to setting up community based dialogue processes. The team of the lead ministry, the Ministry of Social Solidarity (MSS), will set the stage and provide guidance for a community based process that incorporates and strengthens the local-level elected government representatives. Such an approach will allow not only the strengthening of community relations but also the standing and respect for its elected leaders, thus, leaving a legacy of empowered community leaders better equipped to face the challenges of their role.

The proposal addresses the development and expansion of existing MSS dialogue teams to cover both Dili and the Districts, strengthening partnerships with local government officials to ensure that the skills and experience that are developed in mediation and dialogue building remain in the communities, and coordination among different actors involved in the NRS dialogue-building to develop clear guidelines for the implementation of dialogue processes.

Programme Period: n/a
 Programme Component: Crisis Prevention and Recovery
 Project Title: Strengthening Institutional Structures and Mechanisms for Dialogue
 Project ID:
 Project Duration: 12 months
 Management Arrangement: DEX

Total Budget: USD 718,548
 Allocated resources:

- Government
- Regular
- Other:
 - Donor 1: USD 220,000
 - Donor 2:
- In kind contributions:
- Unfunded budget: 498,548

Agreed by Ministry of Social Solidarity (MSS): Maria Domingos Fernandes Alves

Agreed by UNDP: [Signature]

¹ UNDAF and CPD 2003-2005 were formulated prior to the 2006 crisis, and therefore did not include an outcome related to Crisis prevention and recovery. Given the context in TL, they were extended without major changes till 2008. However, during target setting for 2007, the Country Office introduced some reference under Practice area 4 "Crisis Prevention and Recovery".

² Same as above.

³ The 2007 annual target focuses the dissemination of information rather than dialogue for conflict prevention and mediation.

1. SITUATION ANALYSIS

The Government is currently developing a range of programs under the overall National Recovery Strategy 'Hamutuk Hari'i Futuru'. A key aspect of this strategy is the relocation and reintegration of IDPs.

For a minority of IDPs it is anticipated that, with the stabilizing security situation, repairing the damage to their homes will be enough to allow them to return and take occupancy. However for the majority, past experience of community and IDPs dialogue processes indicate that their return will not only require a range of assistance packages but also a process that can pave the way for repairing the community relations that were severed during the civic unrest that has followed the 2006 Crisis. As such it is extremely likely that there will be a high demand for a dialogue-based process that can facilitate the return of IDPs into their former communities. This will be particularly crucial in supporting the process of reconstruction and rehabilitation of housing envisaged by the 'Hamutuk Hari'i Uma' element of the national recovery strategy. In addition, this process will make a strong contribution to the 'Hamutuk Hari'i Estabilidade' element by opening channels of communication and providing a forum for communities and IDPs alike to discuss feelings of insecurity with a view to identifying what specifically is needed to create and maintain stability. The sections relating to the promotion of dialogue in the National Recovery Strategy 'Hamutuk Hari'i Futuru' are included in Annex 1 for reference.

This proposal builds on an existing government program of activities facilitated by the existing dialogue team of the Ministry of Social Solidarity, and aims to strengthen and expand the size, scope and capacity of the team, which has been supporting the promotion of dialogue since the inception of the former government's *Simu Malu* programme. The Ministry has long recognized the need to further develop the resources at its disposal for promoting dialogue, particularly as the Government as a whole is now engaging in the national recovery strategy and the rate of IDP return and relocation is expected to sharply increase.

2. STRATEGY

This document seeks to outline a strategy for moving to the next step of the dialogue process - that is the development of a targeted approach that can facilitate and promote the return of IDP households on a case by case basis. Such a programme is expected to recognize the often conflicting needs of communities and their former members and address them in a way that allows grievances to be aired and resolved in a way that is meaningful to the community as a whole.

With the agreement of key operational stages in the *hamutuk hari'i uma* program of IDP resettlement it has become increasingly evident that the role for dialogue, communications and outreach will be central to the success of the program. The identification and categorization of IDPs into those willing and able, willing but unable and those that are unable to return requires for the latter two categories opening channels of dialogue and communication necessary to facilitate their return or relocation. For the former category, those willing and able to return, the teams will have a vital role to potentially play in socializing the imminent return of displaced families and mitigating potential social jealousy centering on cash-based recovery assistance available to resettling IDPs.

A key indicator of the success of this program will be the degree to which durable reintegration/resettlement can be supported by the teams, thus the volume of IDP return and relocation will be a factor as will the degree to which this movement represents a permanent relocation from the IDP camps. Similarly the volume of dialogue meetings conducted by the

teams will serve as an indicator, however, equally important will be the follow-up to these meetings and the degree to which concrete outcomes can be finalized and attained.

2.1. Objectives of the project

The project aims to address the root causes of conflict in communities through a national dialogue process that focuses on issues of conflict management, and State and Nation building. Its specific objectives are:

- 1) Managing conflicts at the local level through interaction with State officials at all levels, with dedicated staff to follow through on the conclusions reached during that interaction;
- 2) Strengthening the public perception of State institutions by bringing them closer to the people through real and constructive dialogue with local communities resulting in concrete action;
- 3) Strengthening the public perception of local level authorities (such as suco councils and chiefs, district administrators, sub-district administrators, local level public servants, etc) by having them publicly empowered by national level State authorities;
- 4) Promoting a common sense of Timorese identity rooted in its rich cultural traditions, history and shared values.

2.2. Rationale

The proposed approach builds on the lessons learned from the 2006 crisis, which revealed underlying schisms in the Timorese society that contributed to the eruption of violence. Some examples of these divisions, whether real or perceived, are Iorosa-e-Ioromono; Dili – districts; diaspora – non-diaspora; resistance – non-resistance; political parties; and youth gangs in Dili. However, at the local level these divisions often have root causes in other disputes, sometimes decades-old, relating to issues such as land rights, access to water, migration patterns, and lingering resentments from political differences of 1974-75. As such, there is a high demand for a community-based dialogue process to address the root causes of conflict, promoting confidence among different social groups and preventing/ mitigating the risk of conflict renewal.

UNDP involvement in this project is based on the organization's mandate to operate in "special development situations", where disasters and violent conflicts have undermined the human, social, physical and institutional capital that underpin development. UNDP endeavors to fulfill this mandate by supporting national and regional efforts to reduce the impact of natural disasters, to prevent violence, assist in recovery from sudden crisis and provide a bridge between humanitarian response and development work. Furthermore, the UNDP Strategic Plan 2008-2011 identifies the key results areas in Crisis and Post Crisis (CPC) environments: (i) Enhancing conflict and disaster-risk management capabilities; (ii) Ensuring improved post-crisis⁴ governance functions, and (iii) Restoring the foundations for local development. These results areas are consistent with the objectives of the recently approved National Recovery Strategy.

2.3. Lessons Learned from Past Similar Initiatives

Several dialogue initiatives have already been undertaken at all levels. While these previous initiatives have had an important calming effect since the 2006 Crisis, their long-term impact has been limited. There are many lessons to be learned from these, including:

⁴ The term 'crisis' refers both to conflicts and disasters.

- There was no structure for follow-up, so that the dialogues were sometimes even counter-productive, undermining confidence in State institutions;
- State officials were sometimes unprepared for the questions and concerns raised, and so were only able to promise to look further into the issue, which did not inspire confidence, especially since follow up rarely took place;
- The events were not well-facilitated so that a whole range of issues were raised without consideration to the level of attention given to those of grave importance and others which were relatively minor;
- The lack of facilitation also allowed some dialogues to become adversarial and counter-productive;
- The national officials missed an important opportunity to empower local officials.

It is important to acknowledge that while local dialogue is essential to the resolution of conflicts, long-term stability requires appropriate processes and institutions to peacefully channel disputes (which are inevitable in any society) and effectively address the underlying issues. The issue is not the existence of disputes, but how they are handled. In designing this initiative this has been addressed by a requirement that the teams work hand in hand with local authorities so that institutions and key individuals not only lend authenticity to the processes, but also remain as strengthened ongoing community resources in their own right. Preparation and ongoing training of staff and local partners will be central to better equip those who are to act as facilitators and thus to ensuring that dialogue meetings are more effective and focus on the issues of importance to those participating.

2.4. Proposed Approach

At the core of the concept are dialogues conducted at the local level in areas identified as having ongoing conflict (such as Uatolari, Ermera District or certain neighborhoods in Dili). These would involve local communities, local and national State officials.

One of the main lessons learned from previous dialogues is that there was little preparation or follow-up to dialogue initiatives, which left participants questioning the tangible impact of these exercises. The new concept proposes to overcome this weakness by strengthening and expanding existing MSS dialogue teams who will conduct the necessary preparatory and follow-up work around the dialogues to ensure their success.

In anticipation of the dialogue between IDPs and receiving communities, representatives of the MSS dialogue team including the Sub-District dialogue coordinator and wherever possible representatives of MSS from Dili should host at least one preparatory community consultation. These teams would meet with local community leaders (including Church representatives) to:

- (1) socialize and clarify the different aspects of the Hamutuk Hari'i Futuru strategy, the role of the MSS dialogue team and the nature of the dialogue process to be facilitated;
- (2) define the root causes of the conflict and the negative impacts of the Crisis on the community as a whole;
- (3) determine the critical issues and obstacles that are currently impeding the return of IDPs to the area;
- (4) identify the critical actors and agencies to be involved in subsequent dialogue processes in order to provide key information or follow up in concrete actions; and
- (5) assess ideas for State interventions that can address the conflict.

The selection of State officials will be guided by the nature of the conflict. For example, if land rights were the root cause of the conflict, it might be suggested that a focal point from

the Ministry of Justice would attend, or if police misconduct is alleged, a representative of the Ministry of Security and Defense, Justice and/or PNTL could attend.

This first consultation should allow the team to gauge the willingness of the receiving community to enter into a dialogue process with the IDPs and identify any outstanding issues at the community level which may need to be addressed prior to discussions centering on IDPs return/relocation. The next step, in consultation with the community and any IDPs wishing to return, will be the identification of IDPs willing to participate in direct dialogue with the community, establishment of a date for the meeting and making the necessary security, transport and logistical arrangements.

The teams would then prepare the State officials for the dialogue. This preparation would ensure that the State officials are fully prepared to approach the issues in a unified manner, and are not surprised by unexpected issues. State participants would already have prepared some concrete solutions to the issues raised, which could range widely from the offer of facilitation for ongoing disputes, to addressing police issues, to particular development projects. Local participants would see a real and tangible outcome to the dialogue.

The nature of the dialogue meeting should reflect the parties to whom it is relevant. For example, if the issues for resolution are contained at the Aldeia level then the meeting should involve a broad cross-section of the population of that Aldeia. If issues go beyond the boundaries of that Aldeia (for example because of problems with members of neighboring communities) then a suitable location(s) should be identified to allow participation of all the involved parties. Wherever possible dialogue meetings should be co-chaired by MSS' Sub-District dialogue coordinator together with the Local Government's Sub-District Administrator. They should chair a panel composed of four other members taken from the Conselho de Suco of the area. The panel should contain at least one women representative, one youth representative and one representative of the customary elders (*lia nain*). Similarly, wherever possible, efforts should be made to secure the participation and support of others who have been working in the community on issues of reintegration/ integration. These include formal bodies and their representatives such as INGOs, local NGOs and the Church; and representatives of less formal bodies such as youth groups or community based organizations as well as any prominent local individuals. Those participating on a regular basis (i.e. the sub-district administrators and possibly the chefe de sucos) should be prepared for participation through training targeting mediation and conflict resolution/mitigation skills. Those taking part on an ad hoc basis (such as panel members) should be briefed before participation in any public meeting to help them to anticipate likely issues that may arise through the course of the dialogue.

The participation of representatives of bodies or organizations identified by the community/IDPs as being crucial to resolving disharmony in the community will be extremely important. Though this will vary from meeting to meeting the following are thought likely to be involved on a regular basis:

- Representatives of the PNTL, F-FDTL, UNPOL and the JTF
- Representatives of the President's Office Poverty Reduction Task Force
- Representatives of the Ministry of Justice (for general justice issues)
- Representatives of the Land and Property National Directorate (for specific occupancy issues)
- Representatives of the Ministry of Infrastructure
- Representatives of the Ministry of Education
- Representatives of the Ministry of Health

With this in mind, it is recommended that MSS establishes clear points of contact with at least two members of each of these bodies in order to ensure that a representative is always present to listen to concerns and answer any direct questions from community members and IDPs during the meetings.

The actual facilitation of the meeting is likely to vary greatly and to a great extent needs to be defined by its participants; however, certain guiding principles are likely to make for more effective dialogue between the groups involved:

1. The chairperson of the panel, the MSS's sub-district or regional dialogue coordinator, should initiate the process with an explanation of the Hamutuk Hari'i Futuru process and the steps that have preceded the meeting;
2. Some ground rules for dialogue should be established such as respect for each person's right to speak and be heard, the inappropriateness of intimidation or violence in such an event, and the need to focus on achievable solutions to perceived problems;
3. Community members and IDPs should be allocated time to read prepared statements if they wish, to outline their position and the nature of the difficulties they can see to successful reintegration;
4. More open dialogue between the groups should follow with speakers selected by the chair;
5. Wherever possible the chair, co-chair and members of the panel should offer commentary to try to clarify thinking and keep the dialogue focused and moving forward.

The dedicated teams would facilitate the dialogues to ensure that they stay focused on the main issues, but also to ensure that a wide range of local residents have the opportunity to participate, thus strengthening the quality of their interaction with State officials.

With the agreement of the participants, some dialogues would be broadcast on TV and radio, including the AM radio station under development, so that the entire country could follow and learn from the experiences in each community. Before, during and after the dialogues, a national civic education programme would support the dialogues and work towards the long-term strengthening of the democratic culture of the country. The dialogues could be kicked off with a high profile national-level event whilst local-level events could be considered by dialogue teams operating at the sub-district level to help socialize their presence and work. Care will need to be taken, however, to ensure that the promotion of dialogue is not seen as a means to simply fund events that have little relation to promoting the return of IDPs.

Similarly care will be taken in the selection of local leadership to participate in dialogue mediation. Using the elected members of the Conselho de Suco as a starting point should guarantee that leaders are representative of the communities engaging in the dialogue process, however, brief consultation with all parties to be involved in the dialogue is also recommended to identify other central actors whose presence may help make decision making more meaningful.

By empowering and preparing local leadership for participation in facilitating the resolution of disputes at the local level, the programme will make a significant and lasting contribution to future conflict mitigation. The relatively recently established conselho de sucos for example have a legal mandate for the resolution of local level disputes, yet little has yet been done to empower and skill them for this highly important role. By placing the democratically elected community leadership at the centre of the attempts to stabilize and harmonize their communities the programme will therefore ensure not only a valid and tangible outcomes but also that key community resources for conflict resolution are better prepared for their critical role in the future.

Although procedural steps are laid out here, for the sake of coherence, in a sequential arrangement, it is important to acknowledge that the reality of convening and facilitating dialogue meetings is often less-structured and linear. Flexibility will be necessary in the preparatory stages of dialogue meetings, to allow the staff to explore whatever means are available to them to encourage and support those who are to participate. Likewise, discussion in the meetings may well deviate from the anticipated topics prioritized in consultation with leaders. It will thus be important that those facilitating the meeting are able and encouraged to allow discussions to follow their natural course with guidance provided to steer the discussions back as and when necessary.

A similarly flexible approach will need to be taken with regard to concretizing the outcomes of meetings and reaching a point whereby a process of dialogue can be said to have been brought to an end. In order to create a sense of tangible outcomes and measured steps towards a clear objective it will be necessary, wherever possible, to work towards pre-identified goals. These might include a range of activities, such as the return of a group of displaced people to their former community, the re-construction of homes previously damaged during the crisis or the repair/reconstruction of community infrastructure as part of a peace dividend programme. However, they might also be less substantial and include targets such as an enhanced sense of security in the community, a better environment for children or the recognition that the community as a whole has been listened to by representatives of its government.

Irrespective of the goals of dialogue meetings it will be vital that they are pre-identified, agreed upon widely and accepted as the objective towards which all involved are working. An additional step of formalizing the completion of these goals will be advisable, and an accord will be drafted to be signed by community leadership once the process is felt to have reached its completion. In order to further authenticate the process in the eyes of the community, wherever possible dialogue teams will liaise with local customary elders in order that a final closing ceremony may be performed as is common in customary conflict resolution processes.

Beyond the processes of dialogue is the potential to link the forum for consultation established by and during the work of the dialogue teams with other programs and projects, implemented by the government or international agencies, targeting the stabilization of communities receiving IDPs. The recently formed hamutuk hari'i Konfiensa working group⁵ will provide the best forum for coordination between Government and others working in this area, as well as with the other four pillars of the national strategy⁶ to ensure that they are mutually supportive and complementary. Its role in providing input to the project board of this programme should ensure a well coordinated approach.

It is important to take into account the following recommendations in the design and subsequent implementation of the project:

- The increasing need for dialogue-building requires an urgent expansion of the resources available to MSS dialogue team, to allow the formation of 7 dialogue teams Dili (in 5 of the 6 Sub-Districts with high rates of displacement), and 2 regional teams in Baucau and Ermera with a vision to expand the regional coverage in the near future pending needs assessment and MSS institutional capacity;

⁵ Five thematic working groups were launched on the 28th of February 2008 during the government-led retreat on the implementation of the National Recovery Strategy Hamutuk Hari'i Futuro. The groups are chaired by the relevant lead ministry and include other concerned government institutions, IDPs representatives, local and international NGOs and UN agencies.

⁶ The National Recovery Strategy hamutuk hari'i futuro has five pillars: trust-building (hamutuk hari'i Kofiensa), Housing (hamutuk hari'i Uma), local socio-economic development (hamutuk hari'i Economia Sosial), social protection (hamutuk hari'i Protesaun), and security (hamutuk hari'i Estabilidade).

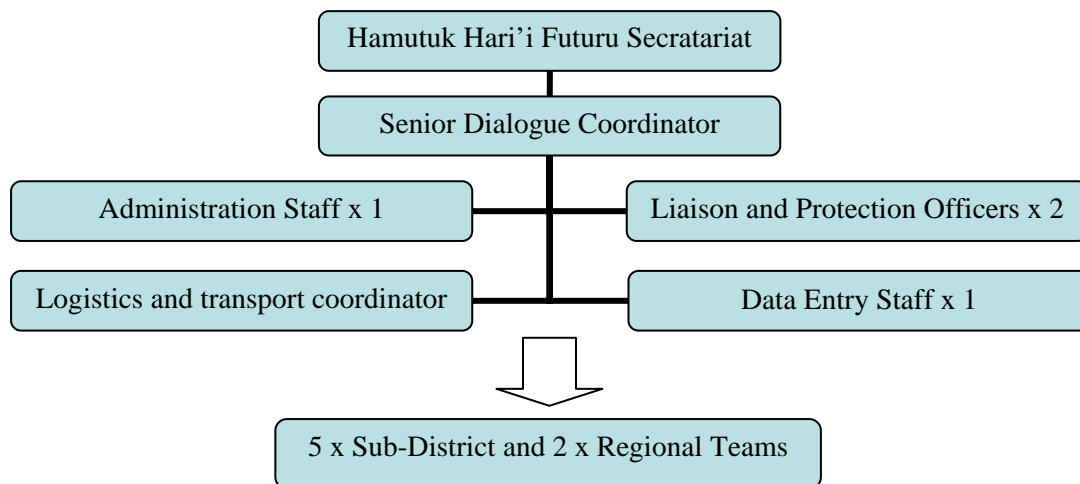
- Future recruitment of key staff needs to prioritize those already skilled in mediation and conflict resolution;
- Wherever possible links and partnerships need to be established between the MSS dialogue teams and local government officials to ensure that the skills and experience that are developed in mediation and dialogue building remain in the communities;
- Coordination between the actors involved in the hamutuk hari'i futuru dialogue-building process (an element of the overall strategy known as hamutuk hari'i konfiansa: building trust together) as well as other bodies involved in dialogue processes must be strengthened by developing and agreeing upon clear guidelines for the implementation of dialogue processes.

In order to assure this role, the MSS dialogue personnel will be expanded significantly. Within Dili a central team based in the Ministry will support 5 teams based in the sub-districts⁷. In addition two teams will be created to cover the Eastern and Western regions of the country⁸.

The Dialogue team based in the Ministry will be tasked with coordinating dialogue activities across the country through regular contact and support to the regional teams as well as in Dili through the network of Sub-District teams. The Ministry-based team will consist of the following:

- A Senior Dialogue Division Coordinator
- 2 x Liaison & Protection Officers
- A Transport & Logistics Officer
- An Administration Staff
- A Data Processing Staff

Figure 1: Proposed Structure of the Ministry-Based Dialogue Team



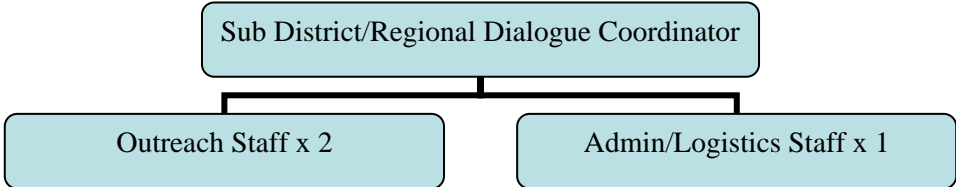
⁷Establishing clear links to representatives of local government is a priority for the dialogue process. With this in mind it is recommended that consultation is begun immediately with the Ministry of State Administration to secure the use of office space in each of the Sub-District Administration offices.

⁸Regional teams should be allocated to the MSS regional offices in Ermera and Baucau. A high emphasis on Dili seems proportional at this time given the high numbers of IDPs stating their intention to remain in/return to the capital. However, support both to those returning from districts outlying Dili back to the capital as well as those relocating from Dili to outlying districts will be a crucial part of the MSS's role. With this in mind, a provision should be made to add additional teams as necessary at a later date to work in districts identified as having high needs for dialogue teams.

On the other hand, each Sub-District and Regional team will be comprised of the following key positions:

- A team coordinator
- 2 dialogue outreach staff
- 1 Admin/Logistics staff

Figure 2: Proposed Structure of the Regional and Sub-District Teams

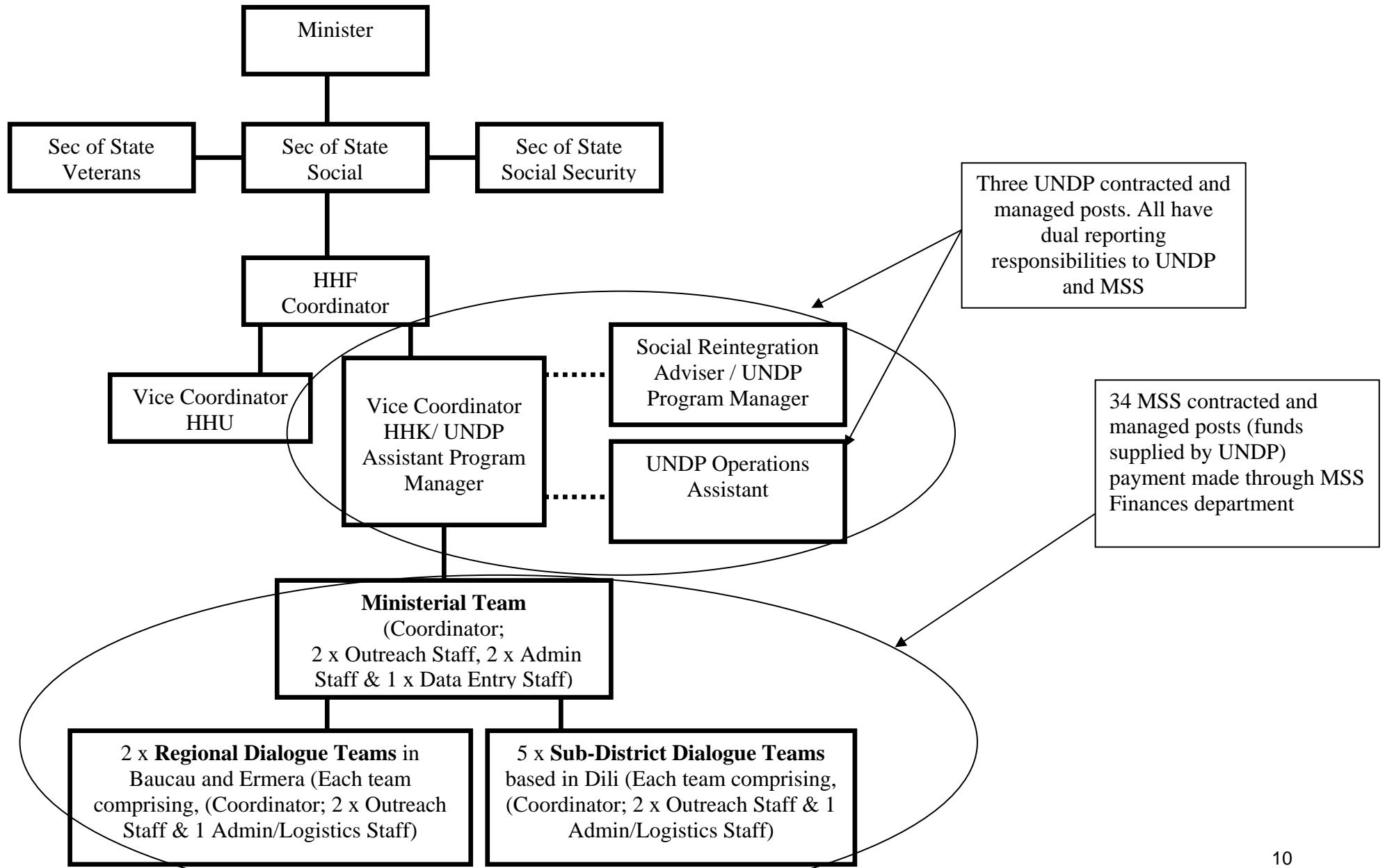


The Ministry’s current dialogue team will continue to function from the Ministry and provide a centralized resource through which the ‘satellite’ teams can request additional support and channel feedback from their experiences in the field. This will be an active caretaking responsibility with the central team regularly visiting teams and their members to observe progress and cross-fertilize best practice between the teams. Team coordinators will be required to attend regular operational meetings at MSS to ensure coordination with other divisions involved in the hamutuk hari’i futuro strategy. Additional Inputs will provided by the UNDP International Social Reintegration Adviser⁹ based in MSS and provide advice to senior MSS management on developing methodologies for dialogue, communication and outreach activities as well as providing concrete support throughout the stages of implementation. Figure 3 illustrate the integration of the project in MSS organizational structure along with coordination, responsibilities and reporting lines.

Some of the areas that are outlined in this proposal concern additional resources, both human and material, that will be essential for developing effective dialogue processes. However, significant inputs will also be required to optimize the resources that are already present, through training and clarification of staff roles as well as strengthening coordination between staff of the MSS and other key actors in the dialogue-building processes, notably the role played by civil society and the contribution of international agencies.

⁹This advisory position is funded by UNDP and as such is not included in the direct budget projections.

Figure 3: Project integration in MSS organizational structure



3. PROJECT RESULTS AND RESOURCES FRAMEWORK

<p>Intended Outcome as stated in the Country/ Regional/ Global Programme Results and Resource Framework: UNDAF and CPD 2003-2005 were formulated prior to the 2006 crisis, and therefore did not include an outcome related to Crisis prevention and recovery. Given the context in TL, they were extended without major changes till 2008. However, during target setting for 2007, the Country Office introduced the following under Practice 4 - Crisis Prevention and Recovery: "Comprehensive and sustainable reintegration programmes for IDPs, returning refugees and ex-combatants in place".</p>
<p>Outcome indicators as stated in the Country/ Regional/ Global Programme Results and Resources Framework, including baseline and targets: n/a</p>
<p>Applicable MYFF Service Line: Conflict prevention and Recovery</p>
<p>Partnership Strategy: The project will strengthen the partnership between MSS, UNDP TL, concerned government authorities, local stakeholders and active NGOs/ CBOs. It will enable the provision of coherent advice to the government on conflict resolution for the peaceful return of IDPs, as well as the development of institutional mechanisms, channels of communications and capacity development on conflict mediation and prevention both at the central and local levels (ex. involvement of chefs de sucos, traditional leaders, NGOs/ CBOs).</p>
<p>Project title and ID: Strengthening Institutional Structures and Mechanisms for Dialogue</p>

Intended Outputs	Output Targets (for 1 year)	Indicative Activities	Responsible parties	Inputs & Budget (in USD)	
<p>1. MSS dialogue teams strengthened both in Dili and the Districts</p> <p>Baseline: There is currently a dialogue team comprising 4 staff based within the <i>Hamutuk Hari'i Futuro</i> secretariat of the MSS</p> <p>Indicator(s): 7 trained dialogue teams operating in Dili and 2 in Baucau and Ermera</p>	<ul style="list-style-type: none"> 7 dialogue teams embedded in MSS organizational structure constituted and trained 	<ol style="list-style-type: none"> Recruit project staff and 7 dialogue teams (5 Sub-District of Dili and 2 Regional) Train dialogue teams on conflict transformation, mediation, facilitation and participatory consultation processes Develop clear operational mechanisms and the production of a set of guidelines for implementation of dialogue by the staff Rehabilitate allocated locales provided by Districts authorities Undertake procurement of required equipment and means of transport Establish PMB Launch the project officially 	UNDP	Vice-coordinator HHK/ National Project Coordinator	24,000
			UNDP	Operations Assistant	12,000
			MSS	Sub-District Team Coordinator (8)	22,200
			MSS	Sub-District Outreach Staff (16)	36,500
			MSS	Sub-District Admin & Logistics Staff (9)	20,550
			UNDP	Transportation means (4 Cars and 7 motorbikes)	105,000
			UNDP	Contractual services for rehabilitation	50,000
			MSS	Car Fuel & maintenance	25,000
			UNDP	Equipment (Mobile Sound System, IT Equipment, Generators, ...)	32,000
			UNDP	Staff Training costs (Dialogue, facilitation, conflict prevention & transformation)	60,000
			UNDP	Stationery & Other Office supplies	30,000
			UNDP	Printing Costs	25,000
			MSS	In-country travel	10,000
MSS	Launching costs	5,000			
Sub-total Output 1				457,250	

Intended Outputs	Output Targets (for 1 year)	Indicative Activities	Responsible parties	Inputs & Budget (in USD)	
<p>2. Dialogue processes and mechanisms developed as per specific local contexts</p> <p>Baseline: A booklet on guidelines for dialogue was previously produced by the NGO Belun. Little else exists to guide MSS dialogue practitioners.</p> <p>Indicator(s): Availability of: - Training materials - Dialogue plans and stakeholder mapping for target communities</p>	<ul style="list-style-type: none"> At least one training session per selected community Preparatory meetings along with roadmaps 	<p>2.1. Select target communities based on implementation strategy being developed by MSS</p> <p>2.2. Socialize the project with local leaders, conselho de sucos and district authorities</p> <p>2.3. Assess the baseline situation in target communities & identify challenges & needs</p> <p>2.4. Identify and strengthen representation groups of IDPs willing to return to selected communities</p> <p>2.5. Train community leaders (formal and informal including women and youth representatives) on conflict transformation, mediation, facilitation and participatory consultation processes</p> <p>2.6. Inform concerned State officials to be involved in the dialogue of main issues and facilitate the preparation of relevant response and follow up</p> <p>2.7. Develop a roadmap for dialogue for each of the selected communities in close collaboration with community leaders, MSS at the central level and IDP representatives</p>	MSS	In-country travel	5,000
			MSS	Communication (Tel., Internet, etc.)	10,000
			UNDP	Training costs	60,000
			MSS	Preparatory meeting costs	30,000
Sub-total Output 2					105,000
<p>3. Reconciliation dialogues undertaken in selected communities</p> <p>Baseline: Current dialogue tends to be ad hoc & reactive – teams are contacted in the MSS to support community organized dialogue meetings or are tasked with visiting IDP camps to discuss aspects of the government's programmes with residents.</p> <p>Indicator(s): N° of proactive visits to communities to try to promote dialogue and subsequent number of meetings initiated / facilitated resulting in durable return of IDPs</p>	<ul style="list-style-type: none"> 84 dialogues undertaken Proposal for scaling-up the proposal 	<p>3.1. Develop a public information and outreach campaign to inform stakeholders of the objectives, venue and date of the meetings</p> <p>3.2. Organize dialogue meetings among receiving communities, IDPs and State representatives</p> <p>3.3. Support the preparation of MSS feedback and its dissemination to the media after each meeting</p> <p>3.4. Ensure that follow up to the meetings is undertaken</p> <p>3.5. Document the process and distil lessons learned for improving future initiatives</p> <p>3.6. Define different scenarios for scaling-up the process along with corresponding institutional and procedural requirements</p>	MSS	In-country travel	5,000
			MSS	Dialogue Meetings	65,000
			UNDP	Printing & promotional materials Costs	25,000
			UNDP	Translation costs	11,000
Sub-total Output 3					106,000
Overheads and administrative costs					50,298
Total					718,548

4. ANNUAL WORK PLAN BUDGET SHEET

5. MANAGEMENT ARRANGEMENTS

Overall ownership of the project implementation rests with MSS. The project will be implemented by UNDP and will lay the early foundations for transition to future national implementation with more financial responsibilities and budget lines being transferred directly to MSS for administration (such as staffing, in-country travel, launching and organization of meetings and dialogues, and communication costs). This will be undertaken in a gradual manner in order to avoid overburdening MSS systems and human resources. In the event that this implementation approach proves difficult for MSS, and the levels of financial accountability and delivery required cannot be maintained, implementation of MSS budget lines will revert to UNDP for execution. Specific implementation details will be defined by an MOU. The project staff and MSS team will be trained by UNDP on information management and reporting requirements. This capacity development is essential to insure delivery and performance. It will also prepare MSS team for the eventual roll-out of the national implementation modality.

The project Team will be hosted at MSS for better integration with on-going initiatives and institutional set up (Refer to Figure 3). A National Project Coordinator will be recruited by UNDP for the daily management and follow-up of the project. S/He will be hosted at MSS, and will assume the prime responsibility for ensuring that the project achieves the results specified in the project document at the required standard of quality and within the specified constraints of time and cost. S/He will also act as vice-coordinator of the Hamutuk Hari'i Konfiensa Group and will have close linkages and support from the Manager of the Umbrella programme currently under preparation (To be funded by AusAID). S/He will report to the Hamutuk Hari'i Futuro Director on daily operation and to UNDP Senior Management through the Assistant Resident Representative/ Crisis Prevention and Recovery. UNDP will appoint a backstopping Monitoring Programme Officer and an Operations Assistant, who will oversee the quality of project delivery. All remaining staff under this proposal will be recruited for the duration of the project by MSS and will be paid in accordance with current GoTL pay scales.

A Coordination Team will be nominated by MSS as part of the Dialogue Division under the overall supervision of the Hamutuk Hari'i Futuro Director for regular follow up, liaison and facilitation of project implementation as it is expected to take over and carry on the implementation of dialogue activities after project completion (Exit strategy).

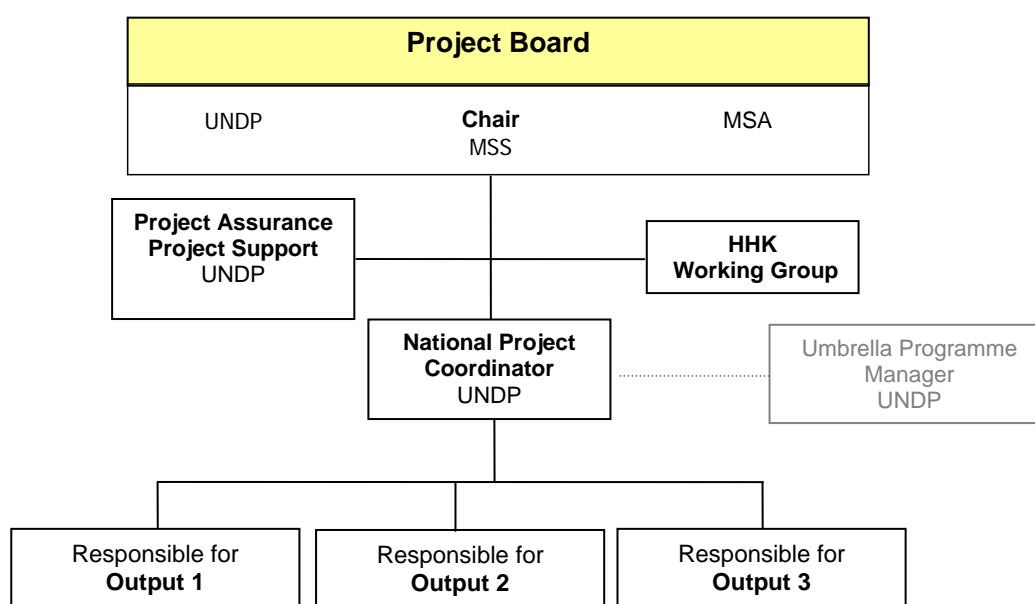
A Project Management Board (PMB) will be established to provide strategic guidance and oversight on project implementation, including making management decisions upon request by the National Project Coordinator. This includes the approval of project revisions. The PMB will meet every month or as needed (TOR included in Annex 2) and will be chaired by MSS. The management structure of the PMB is summarized in the following table. The Hamutuk Hari'i Konfiensa Group will be invited to act as an advisor to the PMB and to support monitoring of activities and staff performance via its active members in the districts.

Table 1: Management Structure

Name of Role	Organization Responsible	Job title of the Person Fulfilling the Role
Project Board – Chair	MSS	Minister or her representative
Project Board	UNDP	Resident Representative or his representative
Project Board	Ministry of State Administration	Minister or his representative
NGOs Representative – Advisory function/ observer	Hamutuk Hari'i Konfiensa (HHK) Working Group	1 or 2 representatives of the group
Vice Coordinator HHK/ National Project Coordinator	UNDP	To be recruited
Project Assurance	UNDP	UNDP Monitoring Officer
Project Support	UNDP	UNDP Operations Officer

The following diagram further illustrates the structure.

Figure 4: Project Management Structure



6. MONITORING AND EVALUATION

Monitoring and evaluation activities will be undertaken in accordance with UNDP standard policies and procedures. Monitoring results will be shared with the PMB on a quarterly basis. The National Project Coordinator will prepare and submit quarterly progress reports (both narrative and financial). A comprehensive final report (both narrative and financial) describing the process, approach, implementation results, recommendations and lessons learned will be submitted upon completion of the project. It is anticipated that during the third quarter of the 12 month implementation of this program an evaluation be conducted to gauge its impacts and any continuing needs for its extension or expansion. Part of this evaluation should also be the consideration of any future long-term role within the government for the services provided by the program and its staff and to this end will be informed by consultations with key government officials.

Table 2 identifies the main potential risks to be monitored in order to mitigate and/ or counteract any resulting negative impacts should they materialize.

Table 2: Activity/Deliverable Quality Criteria and Methods

Risk No.	Risk Description	Impact	Probability (*)	Degree of Impact (*)	Mitigation	Notes
1	Lack of participation of non-governmental actors	Skewed process	M-H	M-H	A communication and outreach component is foreseen.	Identify potential champions/ supporters
2	Poor representation and inclusiveness of the process	Skewed participatory process and weak capacity development	M-H	M-H	Advocacy prior to public launching	Political dynamics to be balanced
3	Volatile security situation	Failure to implement the project	L-M	H	Close monitoring and mitigation of potential disagreements	
4	Failure to include disenfranchised groups such as youth and women	Failure to achieve success factors	M	H	These aspects will be factored in the design	
9	Different contexts in districts and sub-districts	No standard approach	M	M	Undertake an initial needs assessment to inform the project strategy by cluster of districts/ sub-districts	
10	Weak implementation and loss of funds	Lack of accountability and early closure of project	M	H	Incremental approach through small advances/ installments Frequent monitoring and recovery Training of MSS and project staff on operational and financial issues Contingency plan to revert budget lines to UNDP.	

(*) **Note:** L = Low, M = Medium, H = High

7. LEGAL CONTEXT

This document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement (SBAA) between the Government of the Democratic Republic of Timor-Leste and the United Nations Development Programme, signed on 20 May 2002.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the implementing partner.

The executing agency shall:

1. Put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
2. Assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

ANNEXES

Annex 1

Sections Relating to the Promotion of Dialogue in the National Recovery Strategy 'Hamutuk Hari'i Futuru'

From Preamble

'...all plans shall work toward not just supporting IDP return and reintegration but also address the needs of the wider community.'

From Hamutuk Harii Uma

Principles

'...the reconstruction of homes destroyed or damaged during the Crisis cannot be considered in isolation of the complex community dynamics that resulted in the initial displacement...any durable return or resettlement programme will be dependent on the effectiveness of dialogue and trust-building activities'

From Hamutuk Hari'i Estabilidade

Principles

'The Ministry of Social Solidarity shall continue to work within and among communities to identify sources of conflict and actively seek their resolution. In that regard, this Strategy fully recognizes the need for the expansion and strengthening of the human, technical and material resources available to that end within MSS'

'The Hamutuk Hari'i Estabilidade element further recognizes the need to provide support to the post-Crisis recovery of communities as well as to their returning/relocating members. To this end programs will be coordinated between key relevant Ministries that, through consultation with community leaders, identify infrastructural and service provision gaps and target the necessary resources toward their resolution'

Point 3

'Through the leadership of the Ministry of Social Solidarity, all relevant Government ministries/State institutions, including PNTL and F-FDTL, shall nominate focal points that will be made available as necessary to participate in community dialogue and outreach activities.'

Point 5

'As part of its work promoting dialogue and communication between IDPs and their intended host communities, staff of the MSS will identify key areas of concern within the community resulting from, or accentuated by, the Crisis. Through contact with other relevant Ministries MSS will facilitate meetings between the community leaders and the appropriate departments to try to ensure that the return and reintegration of IDPs is a process that is perceived to bring benefit to the community as a whole.'

From Hamutuk Hari'i Confiansa

Objective

'Increase trust between the people and the government and to strengthen communities guaranteeing the participation of the displaced in the planning and management of initiatives for the promotion of return, resettlement and reintegration'

Principles:

'The Strategy is founded on the understanding that the resettlement of IDP is the first step on a journey towards reintegration and social recovery. A series of further stages of support is required to maintain the stability of communities that receive IDPs and their families. This is part of the larger process of building trust and understanding between the Government and its citizenry.'

All elements of the Strategy are to a large extent dependent on the strengthening of trust throughout society and, crucially, between the citizens and their Government.

Given the existing cleavages within society a concerted effort is needed increase the space for genuine dialogue between and among communities and between the people and the Government. All dialogue and trust-building efforts are to be planned in advance so that they are likely to result in the identification of key concerns and a subsequent concrete set of responses.

Trust-building efforts will engage a variety of actors at various levels.'

Point 1

'Strengthen the coordination mechanisms and institutional capacity for the preparation, implementation and concrete follow-up of community dialogue in line with guidelines developed for the Ministry of Social Solidarity.'

Point 3

'Comprehensive information campaign will commence that uses a range of media technologies to inform the public of all key developments with regard to this Strategy and its implementation. Recognizing that it is necessary to deepen relationships between the people and the Government, the public information campaign includes participation of key Ministries and government representatives at community dialogues. Further, district level public information sharing events that involve suco and aldeia level representatives will be organized.'

Annex 2

Terms of Reference

National Project Coordinator

The National Project Coordinator will be primarily responsible for the overall management, coordination and reporting of project activities. S/he has the authority to run the project on a day-to-day basis on behalf of the Project Board within the constraints laid down by the Board. The National Project Coordinator, in close consultation with relevant MSS staff is responsible for day-to-day management and decision-making for the project. S/He will receive orientation training on UNDP rules, regulations and procedures for technical and financial management and oversight. S/He will establish strong linkages and will receive support and guidance from the Manager of the umbrella Programme currently under preparation for supporting the implementation of the Hamutuk Hari'i Konfiensa (HHK) pillar (to be funded by AusAID), who will also provide general oversight to insure that the project is well integrated and promotes the HHK overall objectives and expected results. The National Project Coordinator's prime responsibility is to ensure that the project produces the results to the required standards of quality and within the specified constraints of time and cost. The National Project Coordinator will oversee the delivery of reporting requirements to the Project Board in a timely manner in accordance with the Activities described in the Project Document. The National Project Coordinator reports to UNDP Senior Management through the Assistant Resident Representative/ Crisis Prevention & Recovery.

Specific responsibilities:

Overall project management:

- Manage the production of the required deliverables
- Direct and motivate the project team
- Liaise with the Project Board or its appointed Project Assurance roles and ensure the overall direction and integrity of the project
- Agree technical and quality strategy with appropriate members of the Project Board
- Identify and obtain any support and advice required for the management, planning and control of the project
- Be responsible for project administration
- Liaise with any suppliers

Project monitoring:

- Plan and monitor the project
- Manage the risks, including the development of contingency plans as necessary
- Take responsibility for overall progress and use of resources and initiate corrective action where necessary
- Be responsible for change control and any required configuration management

Project reporting:

- Prepare and report to the Project Board through Monitoring Reports and Project End Report
- Prepare the Lesson Learned Report
- Prepare any Follow-on Action Recommendations required

Qualifications:

- Masters degree in an international development-related discipline, social sciences or related disciplines;
- At least 3 years of work experience;
- Previous experience and understanding of participatory processes, gender issues;
- Experience with the UN System and good understanding of UNDP programme finance and operational procedures will be an asset;
- Excellent written and spoken communication skills in English. Knowledge of Portuguese is an asset.

Project Management Board

The Project Board (PB) provides overall technical advisory and management guidance, project assurance and oversight for the implementation of the project. Day-to-day implementation of the project will rest with the National Project Coordinator. The PMB will comprise:

Name of Role	Organization Responsible	Job title of the Person Fulfilling the Role
Project Board – Chair	MSS	Minister or her representative
Project Board	UNDP	Resident Representative or his representative
Project Board	Ministry of State Administration (MSA)	Minister or his representative
NGOs Representative – Advisory function/ observer	Hamutuk Hari'i Konfiensa (HHK) Working Group	1 or 2 representatives of the group
Vice Coordinator HHK/ National Project Coordinator	UNDP	To be recruited
Project Assurance	UNDP	UNDP Monitoring Officer
Project Support	UNDP	UNDP Operations Officer

The Project Board will meet at least 4 times during the life of the project, or as needed. The Project Board will be responsible for the following:

- Provide overall guidance and direction to the project, ensuring it remains within any specified constraints;
- Agree on tolerances in the achievement of Outputs and Activities;
- Review and approve end project report, make recommendations for follow-on actions;
- Provide ad-hoc direction and advice for exceptional situations when the tolerances are exceeded;
- Assess and decide on project changes;
- Assure that all planned deliverables are delivered satisfactorily.

For the process of closing a project:

- Assure that all products and deliverables completed satisfactorily;
- Review independent project evaluation and approve the end project report;
- Make recommendations for follow-on actions and post project review plan.

Project Assurance

The Project Assurance Officer will have overall responsibility for project monitoring, risk management, quality assurance and for timely submission of reports to the Project Board. Specifically, the Project assurance officer will perform the following tasks:

- Ensure that funds are made available to the project;
- Ensure that risks and issues are properly managed, and that the logs in Atlas are regularly updated;
- Ensure that critical project information is monitored and updated in Atlas, using the Activity Quality Assessment page in particular;
- Ensure that Project Quarterly Progress Reports are prepared and submitted on time, and according to standards in terms of format and content quality;
- Ensure that financial reports are submitted to UNDP on time, and that Combined Delivery Reports (CDR) are prepared and submitted to the Project Board;
- Perform oversight activities, such as periodic monitoring visits and “spot checks”.
- Ensure that the Project Data Quality Dashboard remains “green”

Qualifications:

Qualifications required for the Project Assurance Officer:

- Masters degree in an international development-related discipline, governance, political science, social sciences or related disciplines;
- At least 3 years of international experience in post-conflict countries is a must;
- Previous experience in project monitoring and evaluation;
- Considerable experience and understanding of gender equality and women’s empowerment issues in conflict and post-conflict settings;
- Experience with the UN System and good understanding of UNDP programme finance and operational procedures will be an asset;
- Excellent written and spoken communication skills in English. Knowledge of Portuguese and/ or Tetun will be an asset.



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