



FINAL REPORT

Strengthening Institutional Structures and Mechanisms for Dialogue June 2008 – October 2011



Funded by



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UN Peace Building Fund

PROJECT SUMMARY

Project Name:	Strengthening Institutional Structures and Mechanisms for Dialogue (known as the Dialogue Project)
Purpose:	The purpose of the project was to support camps closure and the reintegration of internally displaced people in communities, and to develop local conflict management and peace-building capacities for long-term sustainability.
Project Duration:	June 2008 – October 2010
Total Budget:	<ul style="list-style-type: none">• US\$ 952,869• Delivery rate: 100 %
Donors:	<ul style="list-style-type: none">• AusAID: US\$ 499,570• NZAid: US\$ 218,978• UN Peace Building Fund: US\$ 234,321
Target Beneficiary:	<ul style="list-style-type: none">• Ministry of Social Solidarity, National Directorate for Social Assistance• Internally displaced people residing in camps• Communities affected by the 2006 Crisis
Location:	<ul style="list-style-type: none">• Dili• Baucau covering also Viqueque, Lospalos and Manatuto districts• Ermera covering also Liquisa, Maliana and Suai districts.
National Counterpart:	Ministry of Social Solidarity, National Directorate for Social Assistance.

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LIST OF ABBREVIATIONS

AusAID	Australian Agency for International Development
DNAS	National Directorate for Social Assistance
DPBSC	Department of Peace-building and Social Cohesion, MSS
HHK	Hamutuk Hari'I Konfiensa (Together we build trust)
IDPs	Internally Displaced People
MSS	Ministry of Social Solidarity
NRS	National Recovery Strategy
NZAid	New Zealand Agency for International Development
SERC	Strengthening Early Recovery for Comprehensive and Sustainable Reintegration of IDPs
SLS	Site Liaison Support
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
NGOs	Non-Governmental Organizations

EXECUTIVE SUMMARY

The project “Strengthening Institutional Structures and Mechanisms for Dialogue”, referred to hereafter as the Dialogue Project, supported the implementation of the National Recovery Strategy (NRS), also known as ‘Hamutuk Hari’i Futuru’ (Building our Future Together), with particular focus on camps closure and internally displaced persons’ (IDPs) reintegration in communities. It aimed to address the root causes of conflict through promoting (1) dialogue and mediation, including the use of cultural conflict management mechanisms and community stabilization activities; (2) better public access to relevant information for smooth and sustainable IDPs reintegration; and (3) capacity development for conflict management and peace building in communities for long-term sustainability.

The project also encompassed an essential component of institutional and capacity development on conflict management, dialogue and mediation for the National Directorate for Social Assistance (DNAS) of the Ministry of Social Solidarity (MSS) to lead the implementation of the reintegration process. This complemented previous UNDP support to the identification and verification of IDPs registered in camps. Accordingly, seven Dialogue Teams were established (five teams in Dili and two in Baucau and Ermera), comprising a total of 37 staff . The Dialogue Teams were embedded within MSS to support the facilitation of the reintegration process in communities where IDPs wished to return or relocate/ have returned or relocated to avoid potential conflicts and the escalation of tensions. Extensive training and on-the-job mentoring were provided to the Dialogue Team members to support their role in the resolution of community-based conflicts and assist them in adjusting to the diverse and evolving nature of community dynamics. A lot of effort was also dedicated to developing useful resources and tools, such as guidelines, templates and standard operational procedures, to support their work.

From June 2008 to October 2010, the Dialogue Teams facilitated 770 mediations and 106 preparatory meetings that led to 55 large-scale community dialogues between IDPs and their receiving communities in the presence of State representatives. With the closure of IDP camps in August 2009, focus shifted to closing the transitional shelters and resolving on-going land and property and other community disputes in conflict-prone communities. The community events and the resolution of more than 700 mediation¹ cases (97% success rate) between 2008 and 2010 have contributed, along with the efforts of other stakeholders, to the successful return or relocation of more than 10,000 households (or 70,000 persons) into communities and the closure of all IDP camps.

The Dialogue Teams also implemented community stabilization activities in 13 conflict-prone communities. These included sports and cultural events that brought together over 9,000 people and underscored common historical and cultural backgrounds. In addition, a total of 353 community leaders (including elected local representatives², the elderly, women and youth representatives) in 24 sucos, of which 163 were women, were trained on conflict resolution and dialogue processes for preventing and addressing local conflicts as needed. Developing such local capacity is an important requirement for preserving achieved gains and promoting durable returns.

¹Most unresolved cases were related to land and property and borders dispute. They are pending the adoption of the new Land and Property Law.

² These included Chefes de Sucos (Village Chiefs) and Chefes de Aldeias (Hamlet Chiefs).

The project team has been involved in the Trust-Building, Hamutuk Hari'l Konfiensa (Together Building Trust) of the NRS, and the Land and Property working groups supporting, respectively, coordination among various national and international stakeholders on trust-building interventions in communities, and the resolution of land and property related disputes emerging from the cadastre data collection exercise in Dili, implemented by the AusAID-funded project Ita Nia Rai.

Recognizing that peace-building and social cohesion are long-term processes, and building on the positive experience of the Dialogue project, the Government of Timor-Leste decided to institutionalize conflict prevention and peace-building under the MSS. Accordingly, the new Department of Peace-building and Social Cohesion (DPBSC) was inaugurated on 8 December 2010.

1. INTRODUCTION

Prolonged social tensions and political divisions led to civil unrest and the 2006 crisis. By the time order was restored, an estimated 145,000 people were displaced with many taking refuge in IDP camps throughout the country, while a huge number of houses and buildings were damaged or destroyed in the capital, Dili.

In December 2007, the Government approved the National Recovery Strategy (NRS), also known as 'Hamutuk Hari'i Futuru' (Building our Future Together), which sought to establish a cohesive and concerted Government response to the displacement problem that resulted of the 2006 crisis. The NRS was built along five key pillars: trust-building, housing, security, socio-economic development, and social protection. It acknowledged as guiding principle the importance of addressing the needs of both the displaced groups and the wider communities, to which the IDPs were returning or relocating.

The project "Strengthening Institutional Structures and Mechanisms for Dialogue", referred to hereafter as the Dialogue Project, followed on previous UNDP support to the identification and verification of IDPs registered in camps. It was launched in June 2008 to support the implementation of the NRS, with particular focus on camps closure and internally displaced persons' (IDPs) reintegration in communities through promoting (1) dialogue and mediation, including the use of cultural conflict management mechanisms and community stabilization activities; (2) better public access to relevant information for smooth and sustainable IDPs reintegration; and (3) capacity development for conflict management and peace building in communities for long-term sustainability. The project specific objectives included:

- 1) Managing conflicts at the local level involving interaction with state officials at all levels, with dedicated staff to follow on the conclusions reached during the interactions;
- 2) Strengthening 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 authorities (such as suco council and chiefs, district/sub-district administrators, local public servants, etc.) by having them publicly empowered by national level State authorities;
- 4) Promoting a common sense of identity rooted in rich cultural traditions, history and shared values.

Two other initiatives were launched by UNDP to reinforce the results of the Dialogue project. The "Support to the Trust-Building Pillar of the National Recovery Strategy", also known as the HHK NGO Small Grants, which focused on supporting NGOs to implement trust-building activities in communities, both in Dili and the districts. NGOs projects included facilitating community dialogue processes; small community infrastructure projects; youth exchange programmes; vocational, life skills trainings and civic education for rural youth and martial arts groups; compiling common popular history; post return/ relocation monitoring of IDPs; conflict resolution trainings for District Disaster Management Committees; training suco councils on administration and financial management; outreach on land and property issues; and promoting peace building volunteers in communities.

The second was "Strengthening Early Recovery for Comprehensive and Sustainable Reintegration of IDPs (SERC)", which addressed the need for appropriate follow-up on

community dialogues, and the findings of IDP return and monitoring reports which cited the lack of basic community infrastructure as a threat to stability. It targeted communities where IDPs have resettled, and promoted the consolidation of community bonds through participatory planning of small community infrastructure projects such as sports facilities, water and sanitation, and the rehabilitation of schools and youth/ community centers. At the time of writing this report, the SERC Project completed 21 small infrastructure projects in conflict-prone communities.

This report presents the main results and implementation approaches of the Dialogue project during its 28 months of implementation from June 2008 to October 2010.

2. RESULTS AND ACHIEVEMENTS

Budget and Delivery

The project was funded by AusAID (US\$ 499,570), NZAid (US\$ 218,978) and the UN Peacebuilding Fund (US\$ 234,321). Accordingly, the total budget was US\$ 952,869 of which US\$932,027.03 USD were expended – yielding a delivery rate of 100%. Please note that the quoted figures are provisional. The final financial information will be available upon the issuance of the certified financial statement by HQ in 2012.

Table 1: Budget and Delivery.

Donor	Funds USD	Expenditure USD					
		2008	2009	2010	2011	TOTAL	%
AusAID	499,570.00	117,852.51	359,157.04	10,390.75	12,080.47	499,480.77	100
NZAid	218,978.10	122,493.23	92,269.77	4,215.05	0	218,978.10	100
UN PBF	234,321.00	0	50,910.61	174,738.07	8,656.76	234,305.40	100
TOTAL	952,869.10	240,345.74	502,337.42	189,343.87	20,737.23	952,764.27	100

Activities

The project was implemented from June 2008 to October 2010. The public launching took place on the 8th September 2008 and was well covered by the media. Annex 1 includes excerpts of media coverage of the project implementation.

The project aimed to facilitate the process of IDP return and relocation through addressing the root causes of conflict and developing conflict management capacity in communities. The main elements of the project included:

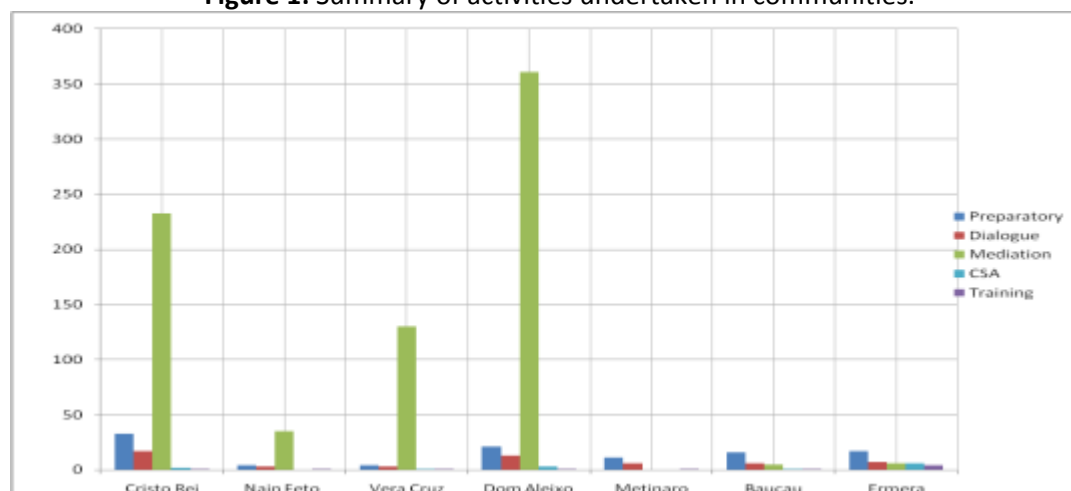
1. Capacity building of the MSS Dialogue teams;
2. Community dialogues and preparatory consultation meetings to prepare for the return and relocation of IDPs;
3. Mediation to resolve inter-family conflicts associated with the high rate of IDP return and relocation, namely during the second half of the project implementation;
4. Strengthening local capacity for conflict prevention and resolution through training community leaders on facilitation, dialogue and mediation processes;
5. Community stabilization activities involving the implementation of community initiatives harnessing the convening power of sports, music, cultural events, and arts;

6. Facilitating operational and programmatic coordination between MSS and other public, International Organizations and NGOs for a peaceful and durable IDP return and relocation.

The project was governed by a Project Management Board, co-chaired by the Minister of Social Solidarity and UNDP Management, which provided strategic guidance and oversight on implementation and achievement of results. It included representatives of AusAID, NZAID, IOM as well as an NGO representative nominated by the NGOs participating in the Trust Building Working Group. The Project Management Board met 4 times during the life-time of the project in October 2008, May 2009 and June 2010.

The project activities were socialized with all Suco Chiefs through Sub-District Administrators and during regular meetings hosted at MSS in 2008. In The Districts, District Administrators, Sub-District administrators and concerned Suco Chiefs were informed about the project activities. Socialization at the grassroots level was done in communities where the teams worked. It was followed by the establishment of local dialogue committees in anticipation of community consultation meetings and dialogue events.

Figure 1: Summary of activities undertaken in communities.



The following section presents the project activities and results according to the outputs in the approved project document.

Output 1: MSS dialogue teams strengthened both in Dili and the Districts

The project encompassed an essential component of institutional and capacity development on conflict management, dialogue and mediation for the National Directorate for Social Assistance (DNAS) of the Ministry of Social Solidarity (MSS) to lead the implementation of the reintegration process. Accordingly, seven Dialogue Teams were established (five teams in Dili and two in Baucau and Ermera), comprising a total of 37 staff³- 29 men and 8 women. Despite the consistent efforts of the project to include as many women as possible during the recruitment process, achieving the gender balance in the team was a challenge. The Dialogue Teams were embedded within MSS to support the facilitation of the reintegration

³ Not including project management staff.

process in communities where IDPs wished to return or relocate/ have returned or relocated to avoid potential conflicts and the escalation of tensions.

During the first trimester, the project supported small maintenance works to renovate office space in eight locations, in the five sub-districts of Dili, the 2 Districts of Baucau and Ermera and at MSS. All assets from the project, including 2 micro-lets and 8 motorbikes, IT equipment and furniture, were transferred to MSS upon the closure of the project for supporting the establishment of the new National Department for Peace-building and Social Cohesion.

In August 2009, the structure of the dialogue teams in Dili was revised. The staff was distributed among several specialized teams: Dili East Dialogue and Mediation Team and, Dili West Dialogue and Mediation Team, Community Stabilization Activities Team, Community Leaders' Training Team and the Monitoring and Evaluation Team to accommodate for the change in demand and strategy adjustment for working in communities of return. The Ministry-based Administration and Logistics Support Team, as well as the Regional Teams remained the same.

Figure 2: MSS/UNDP dialogue teams



Extensive training and on-the-job mentoring were provided to the Dialogue Teams. In July 2008, the newly recruited staff undertook a three-day intensive orientation on MSS and its National Recovery Strategy, their role as part of MSS and the specific skills they would need to carry out their tasks as defined under the terms of reference. Sessions were facilitated on mediation, negotiation and facilitation, providing grounding in basic principles and focusing on key tasks that would be regularly required of the teams. Regional Staff were provided with a similar orientation in the first week of October 2008.

To support the role of the Dialogue Teams in the resolution of community-based conflicts and assist them in subsequently adjusting to the diverse and evolving nature of community dynamics, the project recruited a Capacity Development Mentor in March 2009. The Mentor worked closely with the Dialogue Teams to address their training and capacity development needs based on constant feedback and on-the-job assessment in order to adjust skills and approaches to the challenges faced during the various stages of the IDPs reintegration process. This post was not initially planned in the project document but was a response to the urgent need for specialist skills and expertise given the high demand on the dialogue teams' involvement in the process of IDPs return and reintegration and the complex conflict

settings. Having a Capacity Development Mentor to closely monitor and continually evaluate performance has facilitated the follow up on issues arising in the workplace and the development of practical skills in areas of field practice, administration and reporting, as well as working within the Ministry of Social Solidarity's policies and procedures.

A training needs assessment was conducted and resulted in the delivery of a variety of trainings. They included dialogue facilitation and mediation skills, conflict transformation, martial arts groups conflict analysis, non violence communications, leadership and communication in conflict, gender awareness and monitoring and evaluation. Annex 2 presents a list of training opportunities provided to the Dialogue Teams. Moreover, a lot of effort was dedicated to developing useful resources and tools, such as guidelines, templates and standard operational procedures, to support their work (Annex 3). Two general retreats were organized in February and in September 2009 to reflect on lessons learned and revise the guidelines for dialogue implementation based on field experience to date.

Regular coordination, which was central to smooth implementation, has been achieved by senior programme staff attending daily operational briefings with the general coordinator of the Hamutuk Harii Futuru (National Recovery Strategy) as well as weekly meetings to review progress, identify challenges and approve specific dialogue proposals received through the dialogue teams or directly by MSS. Coordination with other partner organizations involved in social reintegration and community stabilization has been undertaken through the Hamutuk Harii Konfiansa (HHK- Trust building) Working Group, co-chaired by UNDP, which provided a forum for practitioners to identify opportunities for collaboration in communities and share information.

Towards the end of the reintegration process and camps closure in June 2009, the dialogue teams were involved in the working group supporting the resolution of land and property related disputes coordinated by the USAID funded 'Ita Nia Rai' Project. Given their practical experience, some of the dialogue team members were officially been appointed as mediators and facilitators for the land mapping registration process as well as the socialization of the Land Law. A memorandum of Understanding was signed by IOM, MSS, Ita Nia Rai Project and UNDP (Annex 4).

Output 2: Dialogue processes and mechanisms developed as per specific local contexts

During the implementation period, selected communities were prioritized in consultation with MSS Management, District and Sub-District Administrators and NGO partners, according to problems emerging during the process of camp closure and IDP return/relocation. This was a dynamic situation and subject to continual review.

The Dialogue teams located in Dili, Baucau and Ermera worked very closely with local authorities and informal leaders to support defining community-identified needs, planning, organizing and facilitating dialogue meetings. Project management provided post-dialogue feedback and established a weekly staff meeting to discuss and share experience as well as to document dialogue activities. Close coordination with SLS (Site Liaison Support) took place in the camps in order to pre-identify groups willing to return and prioritize cases requiring third-party support. These included cases requiring mediation for secondary occupancy, land and property issues, or broader tensions within the community.

The dialogue teams received proposals requesting their support from communities. For transparency purposes, specific operational modalities for the submission, approval, funding

and facilitation of dialogue meetings, as well as for providing mediation support for IDPs were developed in close consultation with MSS management, other stakeholders and NGOs. To follow up on the proposal, the concerned Dialogue Team(s) conducted informal consultations with local authorities and organized focus group discussions in order to know the community's position, interest and commitment towards resolving the conflict. Once identified, challenges and needs were also discussed in the broader forum of the Hamutuk Hari'i Konfiansa working group with other practitioners working in the peace-building area. This was very important, particularly in difficult cases such as in Camea and Berbidu. Dialogue guidelines (Mata Dalan) were developed and disseminated to communities and NGOs (Annex 5). This also included a short video version (attached). They combined universal conflict management principles as well as local approaches and mechanisms for conflict prevention.

Special care was also taken to keep the IDPs and their communities well informed. In addition to the face-to-face interaction in communities, a range of public information material including banners, brochures and t-shirts (Annex 6) were produced and outreach campaigns organized to inform on the project and the dialogue processes. The project appointed a liaison/media focal point to prepare press briefings after dialogue meetings. The Focal Point had very good communication and relationship with local media and national television (TVTL).

In September 2009, the project, together with MSS, launched a three-day Dialogue Expo which showed a documentary movie developed within the framework of the project and a photo exhibition about the dialogue teams and their work. During the Expo, the members of the dialogue teams presented a role play of mediation meetings to show how mediations between IDPs and community members were conducted. The Expo showcased the work of the dialogue staff over the previous year to support the return and relocation of IDPs. Over the three-day period, the Expo was visited by more than 500 people, including the Minister of Social Solidarity, Secretary of State for National Assistance, Directors, donors and partner organizations. In addition, the documentary movie was broadcasted on a national television for two days in September and two days in December 2009, and the photos from the exhibition were compiled as a brochure outlining the work of the dialogue teams. Later on, the copies of documentary film were disseminated to government officials, donors and partner organizations. The shorter version of the documentary film was also made available online.

During the facilitation of dialogue processes the teams were playing very important and active role at the meetings to further socialize the availability of dialogue teams and their services.

Output 3: Reconciliation dialogues undertaken in selected communities

The project conducted activities in Dili, Baucau and Ermera districts, in a total of 30 sucos that brought together over 32,800 people. A map showing the geographical and thematic coverage of the dialogue teams' work is included in Annex 7. Figure 1 below also provides a summary of activities undertaken in communities.

The regional teams in Baucau and Ermera have also extend their activities to neighboring districts such as Viqueque, when conflict emerged and the demand for dialogue facilitation increased in communities.

The dialogue teams have successfully facilitated a total of 55 large community dialogues and 106 preparatory meetings⁴ between former IDPs and their receiving communities as well as among community members who were in conflict before the 2006 crisis. These were based on the focus group approach and served for consensus building between community representatives and IDP leaders on issues and resolving obstacles before the general community dialogue meeting. Overall, the total number of preparatory and dialogue meetings conducted since the beginning of the project is 161, exceeding the target of 84 meetings included in the project document.

There were four large community dialogue meetings that were recognized as difficult cases: Suco Bahalara-uain in Viqueque District, Suco Atsabe in Ermera District, Suco Camea in Dili District and Sub-District Uatulari in Viqueque District. Although the pre-2006 issues were technically beyond the scope of the project, the dialogue teams had to address them as they often constituted a major obstacle to return and reintegration in communities.

One of the difficult cases was the sudden eruption of conflict in early January 2009, in Buikarin, Suco Bahalara-uain in Viqueque District. This incident involved members of Martial Arts Groups, linked to groups previously identified with the pro-independence and pro-autonomy conflict of 1999, which themselves traced the animosity back to events in 1975. The incident resulted in the damage of school buildings and the destruction of several community houses. In the aftermath, 118 families were displaced from their houses and fled to a church in Viqueque. On the instructions of the Prime Minister, the Government was quick in responding after the event and supported those who had fled to return to their homes guaranteeing security and further investigation to resolve the conflict. Under the direction of the Office of the Prime Minister, a team was formed to investigate the roots of the problem. It comprised members from F-FDTL, the MSS/UNDP dialogue team in Baucau and NGOs, and was tasked to conduct an evaluation and to facilitate a dialogue process. The team, after preliminary research and consultation with community members and their leaders, agreed to hold a community dialogue in February 2009. Around 3,000 people participated in the Dialogue Meeting involving Nahe Biti Bo'ot⁵ for resolving the conflict within the community. The conflicting parties agreed to stop the hostilities and reconcile using this traditional ritual for conflict resolution. There has been no significant incident reported to date after the Dialogue Meeting in this area.

In the case of Sub-District Atsabe in the District of Ermera, youth groups from Sucos Atara and Lasaun were involved in a physical confrontation in August 2008. This was spurred by a land dispute amongst the community members of the two Sucos that dates back to 1974. The local authorities and community leaders as well as the security institutions responded immediately to this case drawing national attention in the media. The Regional Dialogue Team in Ermera started in March 2009 conducting a series of consultations with local authorities, community leaders, elders, youth and women's representatives, political party leaders, and church and security institutions to find common grounds and resolve the causes of animosity. The continuous efforts led to a Nahe Biti Boot ceremony in August 2009. The objective of the Nahe Biti Boot was to fortify all the previous initiatives and pacifying efforts held within the community in order to end the conflict and prevent future problems. This is often the last step in the community dialogue facilitation process as it combines the two mechanisms of reconciliation and agreement using a cultural mechanism. After the Nahe Biti Bo'ot took place, the project followed up by organizing community stabilization activities in

⁴ Consensus-building focus groups formed by 30 up to 50 people

⁵ Traditional Timorese conflict solving mechanism

the area which also involved neighboring sucos, as well as by tapping into the project entitled Strengthening Early Recovery for Comprehensive and Sustainable reintegration of IDPs (SERC). Two youth centers and a multifunctional sports court were developed in the Sucos of Atara, Lasaun and Lacro through a participatory process. They provide a space for positive interaction among young people and contribute to stimulating community life.

As part of the dialogue process, Dialogue Teams supported State officials and facilitated their participation in dialogue meetings to interact with communities and respond to issues relating to local and national development, and land and property. They included the President of Timor-Leste (ex. in Suco Camea Sub-District of Cristro Rei), various Ministers and Secretaries of State, officials from the National Directorate of Land and Property and representatives of the Security Sector (ex. in Darulete, Liquisa and in Atsabe, Ermera). Follow up was done in the form of referrals to competent authorities and the SERC community infrastructure project, where appropriate.

Following return and reintegration, many interpersonal, as well as inter and intra family conflicts emerged. The project team reviewed its approach and added a mediation component. Accordingly, 770 mediations were facilitated jointly with partner NGOs and representatives from the Department of Land and Property where the conflict was relating to land and property issues. In approximately 97.5% of the cases, some form of written accord was developed between the parties to seal the agreement reached by the different parties. The clinics provided an additional space for discussions between the returning IDPs and their communities, and consultation forum with the Directorate of Land and Property.

Women have performed as effectively as men as facilitators of dialogue and mediation. However, given the highly patriarchal nature of Timor-Leste's culture, it was a challenge to harness the full participation of women, particularly in larger community meetings, despite the diligent efforts of the Dialogue Teams.

In August 2009, the project decided to introduce training for community leaders on facilitation of dialogue and mediation processes as well as community strengthening activities through a small grants scheme based on proposals received from communities and vetted by the project team and MSS management. A number of national and international NGOs such as Care International, Catholic Relief Services, and Justice & Peace Commission Dili were involved in supporting the dialogue teams in implementing (1) trainings on conflict resolution for community leaders, youth and women representatives, local NGOs, political parties representatives, and peace activists; and (2) community stabilization activities that harnessed the convening power of culture, arts and sports to promote constructive exchanges among community members. It is worth noting that the new activities were approved by the Project Management Board. The Dialogue Teams implemented community stabilization activities in 13 conflict-prone communities. These included sports and cultural events that brought together over 9,000 people and underscored common historical and cultural backgrounds.

The Capacity Development Mentor conducted Training of Trainers (ToT) for selected Dialogue Teams to prepare them for delivering training on mediation, negotiation and dialogue processes for conflict mitigation to community leaders. The dialogue training team who received the ToT conducted 10 training sessions for community leaders in Baucau, Dili, Ermera and Liquisa where a total of 353 community leaders in 24 sucos including representatives of women and youth (190 men and 163 women) participated. The training beneficiaries were selected based on the location where dialogue meetings took place in

conflict prone areas identified during the reintegration and relocation process. Three additional training sessions were delivered to the Facility Management Groups established under the UNDP/MSS Community Infrastructure Project (SERC).

There have been no reports on major security incidents in communities where leaders participated in the training. However, this cannot be solely attributed to the skills imparted during the training. Overall, positive feedback was received on all the training sessions regarding the skills learned and the content of the training. For example, one participant from Suco Becora (Dili District), which is a conflict-prone community, stated that the 2006 crisis would not have occurred if people had the conflict resolution skills discussed during the training. Another participant from Ermera District stated that the community leaders have been involved in resolving conflicts, but have never received any form of trainings in this area.

Figure 3: Dialogue meeting in Suco Camea, Dili and Suco Darulete, Liquisa



Figure 4: Training sessions facilitated in Atsabe (Ermera) and Suco Vilaverde (Dili)



The project implemented 13 Community stabilization activities in 5 districts: Dili, Baucau, Viqueque, Ermera and Liquisa. The selection criteria were based on the nature of the conflict, the risk of conflict renewal between returnees and their communities, and the funding ceiling of US\$ 2,500. Activities included music concerts by traditional and modern groups, traditional and modern sports competitions, movie projections on East Timor's

history and the dialogue documentary film. Approximately 8,200 people in 28 sucos benefited from these activities, including in some cases neighboring sucos or aldeias. They included community leaders, suco council members, representatives of Martial Arts Groups, returned IDPs and youth groups. These activities aimed to restore social ties in communities of return and foster positive interaction and engagement among community members.

Figure 5: Community stabilization activities: Traditional sports and cultural dance events in Atsabe, Ermera & Suco Darulete, Liquisa.



3. CONCLUSION AND LESSONS LEARNED

The situation in Timor-Leste between June 2008 and October 2010 was very dynamic. Moreover, there has been not only an increasing demand for facilitating community dialogue meetings and mediations from communities affected by the 2006 and 2007 crises, but also for conflict prevention and reconciliation in communities facing simmering problems dating from 1974. The project had to adjust accordingly its strategy, approaches and implementation modalities in order to respond to the needs dictated by the evolving situation.

An external midterm evaluation was undertaken in 2009⁶ (Annex 8). It covered the period from June 2008 until August 2009. The objective of the evaluation was to assess mid-term results, achievements and constraints, and to provide recommendations on optimizing implementation. The main findings noted that (1) the objectives of the project were relevant and appropriate to both the operational UNDP mandate (working in special development situations)⁷, and the relevant national policy framework (the National Recovery Strategy); (2) there was also a practical need for the project, particularly for supporting the resettlement of IDPs; (3) though Dialogue Teams were not the only party responsible for the successful process, the project has played a central role in the process of camp closure and resettlement of IDPs; and (4) the approach to project management, whereby UNDP supported the recruitment, training and management of staff on Government contracts, was

⁶ External Evaluation Report for Support to the Trust-Building Pillar of the National Recovery Strategy: NGOs Small Grants Programme and Strengthening Institutional Structures and Mechanisms for Dialogue. Frances Barnes, 2009.

⁷ UNDP has been given a clear mandate by the United Nations General Assembly to operate in “special development situations”, where disasters and violent conflicts have undermined the human, social, physical and institutional capital that underpin development.

one of the key strengths of the Project as it fostered integration into the work of the Ministry and ownership.

Subsequently, an external final evaluation was conducted in 2011 after project completion⁸ (Annex 8). The evaluation focused on assessing: 1) achievement of Results; 2) Project design and management; 3) stakeholder coordination and partnership; 4) government and community ownership; and 5) prospects for sustainability. The evaluation also included the identification of lessons learned and recommendations for future cooperation between UNDP and the Ministry of Social Solidarity (MSS) in the area of peace building.

The main lessons learned noted by the Project Team include:

- MSS leadership on project implementation provided legitimacy and ownership of results, and secured continued relevance to national priorities and political backup.
- The implementation modality consisting of recruiting and training staff on Government contracts was adequate to address constraints in human resources during a very critical period. Questions about reporting lines and entitlements should be clearly agreed with the national counterpart and communicated clearly to concerned staff. This was essential for avoiding misunderstandings and resentment.
- Reconciliation is a complex, dynamic and time consuming process. Hence, flexible implementation approaches are essential in order to respond to evolving needs and priorities identified during the dialogue process. These should be factored in the planning and reflected regularly in the monitoring and evaluation framework to capture the results and impact of project.
- The establishment of the new Department of Peace Building and Social Cohesion under MSS will ensure sustainability of the project results. However, it is important that staff positions within the Department, currently funded by UNDP, are converted into civil service positions and an operational budget is allocated to support the work of the new Department.
- Continued efforts to further build the capacity of community leaders to solve conflicts on their own will play an important role in helping to reduce and resolve potential tensions that could re-emerge in the future. Hence, strengthening the relationship with the Ministry of State Administration and Territorial Planning is essential.
- Coordination with other stakeholders is critical to develop synergies and partnerships for a comprehensive approach in communities. The HHK Working Group was an important and effective coordination mechanism.
- Targeted technical assistance and training on gender-sensitive approaches to conflict management are needed for community leaders and MSS staff to ensure meaningful participation of women in dialogue and peace processes.

⁸ External Evaluation Report for Strengthening Institutional Structures and Mechanisms for Dialogue Project. Jo-Anne Bishop, 2011.

Annex 1
Excerpts of Media Coverage of Project Implementation

Timor-Leste: Returning IDPs rejected by villagers

Source: [United Nations Office for the Coordination of Humanitarian Affairs - Integrated Regional Information Networks \(IRIN\)](#)

Date: 11 May 2009

DILI, 11 May 2009 (IRIN) - Most of the people displaced in Timor-Leste by the violence of 2006 have returned home but for many, the biggest obstacle, apart from rebuilding their homes and lives, is making peace with the communities they left behind.

In April 2006, disaffected army troops clashed with pro-government soldiers in the capital Dili, triggering violence that forced up to 150,000 people to seek refuge in camps across the country.

Tensions between internally displaced persons (IDPs) and the communities they left behind are usually settled by village meetings.

But for one community on the outskirts of Dili, the return process has proved unusually tricky.

While disagreements in other communities have been laid to rest, residents of three aldeias (sub villages) in Camea still refuse to allow the IDPs who fled in 2006 to return home.

"If we let the IDPs back here there will be no guarantee for our safety. The conflict here predates the crisis of 2006. We still don't want them back," Antonio Ribeiro, the village chief of Camea, told IRIN.

About 500 people gathered to take part in the latest community meeting for villagers to discuss the reintegration of IDPs into the community in April.

The meeting was initiated by President José Ramos-Horta with the Ministry of Social Solidarity (MSS) and UN Development Programme (UNDP).

An MSS-UNDP dialogue team has held four meetings in the village, but the locals have so far stood their ground.

About 150 families have yet to be reintegrated into the Camea community and while the problem exists elsewhere, in other places it has been resolved.

Presidential input

"It was helpful to have the president there because at least people understand that this problem is being [addressed]," UNDP's project manager, Jose M Cabral Belo, said.

"The president was trying to open the people's minds about how beautiful living together can be," he said.

Ramos-Horta called on the community to resolve their differences with the IDPs before saying there would have to be further discussion between all the parties involved, including the IDPs, who were not at the meeting in Camea.

Belo added, "It was a good message delivered by the president to the community. He promised to have a separate dialogue with the parties. Hopefully the involvement of the president will help people to change their minds, sit together and try to compromise on the matter."

Belo thinks the conflict can be resolved, but will take time. Part of the problem is that the village is near a busy trading zone.

"They have specific problems related to land disputes and also the behaviour of the IDPs before the crisis. There were disputes between the IDPs and people who brought down vegetables and other local products from the hills to the market. Most of the IDPs are business people and so there were disagreements about prices," he explained.

Stuck in camps

Some of the IDPs are staying in transitional housing provided by the government while others are still living in the last remaining major IDP camp in Timor-Leste - Metinaro - which houses an estimated 9,000-plus people just outside Dili.

The camp has been a particular problem for the government, with the return operation constantly postponed after numerous delays in the process of verifying the state of IDPs' homes and therefore their entitlement to resettlement packages.

Amandio Freitas, director for social assistance at the MSS, told IRIN: "It's very difficult. Metinaro is the biggest camp in Timor-Leste. According to the registration list there are more than 1,000 families living there."

For now, the residents of Camea and the IDPs eager to return home must wait for yet another dialogue to be initiated.

Garantia Paz ho Estabilidade, Dialogu Tenki Lao Nafatin

DILI-Maske governu Aliansa Maioria Parlamentar (AMP) kuaze resolve ona problema IDP's no lori hikas deslokadus lubuk bo'ot fila ba sira nia hela fatin. Maibe, Ministra Sosial Solidadidade (MSS), Maria Domingas Alves, husu nafatin ba ekipa dialogu ne'ebe servisu hamutuk ho Ministeriu Estatal, liu husi lider komunitariu atu kontinua hala'o dialogu hodi hametin liu tan paz ho estabilidade.

Ministra Alves liu husinia diskursu iha dialogu ho komunidadade IDP's ne'ebe halo iha Salsun Mamorial Hall, Farol, Dili, Sesta (21/11), mensiona, katak, ekipa dialogu komunitariu sei kontinua nafatin servisu hamutuk ho Ministeriu Estatal liu husi lider komunitariu atu garanti paz no estabilidade.

Nia rekoinyese kata, problema boot ne'ebe MSS infrenta mak kestaun rai no propiedades ne'ebe dala

barak ternaun ne'e mai husi komunidadade ho deslokadus tanba menus asesu ba fasilidade especial basiku hanesan be tanba furan asesu ba rekursu.

Nia espilika, iha programa rekoperasun nasional iha pilar lma hanesan hamutuk hari'i una, hamutuk hari'i konfiansa, hamutuk hari'i estabilidade, hamutuk hari'i ekonomia sosial no

Dialogu Tenki Nafatin

hari' proteasaun husi pilan ida, nune'e numeru signifkantes deslokadus ne'ebe integradu iha familia sei perzisa reintegra hodi diak," Alves espilika.

Iha pilar hamutuk hari'i konfiansa nee iha parte ne'ebe koalia kona ba prosesu dialogu ne'e siboltancamente tenki halo ho prosesu reintegrasun, ekipa dialogu iha MSS hari'i 8 ona iha Dili, Baucau no Ermera ho koperasun ho PNUD ne'ebe orsamentu mai husi Nova Zealandia ho AUSaid lao ho prosesu oin rua ida direktamente komunidadade ho ministeriu nia ekipa mak halo, iha ida fali parseiru ne'ebe servisu ba area dialogu hanesan JRS, Belun ho organizasun seluk ne'ebe ajuda nafatin servisu parserial ho ministerial.

Aktividade mediasaun durante periodo ne'ebe mak

fatin ne'ebe simi mensiona katak dialogu ami halo iha Dili, Baucau no Ermera i kordenasun entre grupu de trabalhar regular iha Dili no Baucau.

Iha pilar hamutuk hari'i estabilidade ida nee pratikamente implementa husi sekretariu estado defeza i servisu hamutuk ho UNPOL i FSI ne'ebe ita hare'e katak krime iha rai laran tun no konsiensia komunidadade nia forte liu tan ba siguransa, ita hatene katak problema Petisionariu no Alfredo laos ona impedimentu ba retornu ita hare'e katak forsa siguransa sira kontribui dadaus ba mantein ambinete ne'ebe siguru.

Iha pilar ekonomia no proteasaun sosial ne'e, pratikamente implementa husi

ho ILO (International Labour Organisation) ne'ebe sira iha programa elabora intensivu mak halo ona iha fatin barak hodi fabe mos kbi'it proteasaun sosial husi ministeriu ho programa proteasaun katuas ferik sira, ne'ebe hamutuk 71.984 no veteranus hamutuk 12.956.

Tantu, haktur Alves, MSS mos iha programa foalan ba grupu vulneravel iha distritu sira hamutuk 7.000 beneficiarius sira fo kiogramu 4 no MSS mos iha planu ba 9.000 beneficiarius hodi halo mos distribuisun ba deslokadus sira, iha politika sistensia sosial no politikaf efisensia implementa dadauk ona.

Programa trasferensia osan kondisional hahu dadauk ona exemplo bolsa de mae ho 7.000 beneficiarius. Iha programa ida nee MSS servisu hamutuk ho UNDP

STL 9 Setembro

MSS-UNDP Estabelese Ekipa Dialogu

DILI - Ministériu Solidariedade Sosial hamutuk ho agensia internacional UNDP iha Segunda estabelese ekipa dialogu (da kompostu hui ema nain 26 hodi realiza ka organiza dialogu entre komunidadade no IDPs iha Dili laran.

Ministra Solidariedade Sosial, Maria Domingas Alves, hatete dialogu nadar instrumentu ida importante para bele rezolve problema

sosial ne'ebe moin iha rai laran. Iu-lu oinsa atu halola iha ba malu entre komunidadade IDPs ho komunidadade nain UNDP iha baur-baur.

"Dialogu ne'e laos halao det hui MSS maibe, halao mos hui sociedade sivil no organisasao internasional sira hodi sai mediasao para ita bele rezolve problema

Ha Pajina 11

MSS-UNDP

..... Ha Pajina 1

... iha rai laran," Alves
... la hirak ne'e iu hui
... dakuru iha serimonia
... amamentu ekipa dialogu ho
... "hometu par iha iu ste
... saluan Hotel Timor Dili,
... gunda (68/9)
... MSS hatete ekipa dialo-
... ebe estabelese bele aju-
... rezolve problema ne'ebe
... kausa ba komunidadade
... hui hui malu iha 2006 iu
... Liu hui politica governu
... IDPs komensu fila ona ba
... idak nia bele fatin, mas
... tancia problema ne'ebe
... kausa hodi hafahr javu
... timan hirak iu baseidak
... holo ba malu Tan ne'e
... dialogu hanesan dalian ida
... fanilita sira hodi halola iu
... malu no senu hikas fali
... malu hanesan vijiru ne'ebe
... diak para komunidadade
... antuan san hodi hadia sira
... na mos no lon nasuan ne'e
... iu hui letan protesta
... la laha epa ida kestiona
... ne' iu hui prosesu dialogu
... tan ba prosperiedade. "Iu
... ho ona prosesu integrasao

nia laran, ne'ebe oras ne'e
dadaun governu hasa) ona
total familias hui IDPs ha-
mutuk 6277 mai de 34
kampu deslokadus, maibe ita
sei prezisa nafatin dialogu.
Ne'ebe iu hui prosesu rein-
tegrasao ne'e, prosesu ida
ne'ebe usa osan para ema sai.
Masie dala barak karek
ne'ebe ema iha, ita seidaik
kura ho didiak, ne'e duni
dame ias audensia funa,
konflitu ka violensia maibe
hanesan fundamental ema
ida-idak nia direitu hodi
participa iha desenvolvi-
mentu nin koalio, hetan
eskola no seiuk tan," dehan
Alves.

Iha fatin hanesan Sek-
retario estado disastre natu-
rais Jarinto Norberto haite
katak. Iu hui lansamentu
ne'e hanesan oportunidade
diak ba ekipa dialogu sira
para bele hatudu sira nia
kompetensia tama ba dialogu
hodi halao servisu ba iha
prosesu dialogu. Ne'ebe iu
hui lansamentu ne'e la

haluha mos fo agradece ba
agensia internacional ne'ebe
mak durante ne'e servisu
hamutuk ho MSS, tenik nia.

Akhar Usmani hui
UNDP hatete katak, lansa-
mentu ne'e para halo koope-
rasao ho ekipa dialogu sira
hodi servisu hamutuk ho
komunitaria sira para bele
simu IDPs sira. Ne'emak
UNDP involve hodi fo apoia
mak ba prosesu dialogu.
UNDP nia presensa iha MSS
ate agora halo komitmentu
hodi rezolve kapasidade ne-
mos fo apoia nafatin ba go-
vernu nia estratejia koope-
rasao nasional ne'ebelidra
hui MSS.

Total orsamentu ne'ebe
UNDP fasilita ba projektu
ekipa dialogu ne'e hamutuk
620 mil dolar. Liu hui lansa-
mentu ne'e UNDP ho laran
haksolik hodi fo apoia ba
MSS para bele implementa
projeto baforsa infrastrutura
institucional no prosesu ba
dialogu. Total orsamentu ba
projeto hamutuk 620 mil

dolar.

Koordenador joral Ekipa
dialogu Carlos Alberto
informa katak, ekipa ne'e sei
halao movimentu iha baze
para bele realiza komunika-
sao entre komunidadade no
IDPs sira atu nune'e komu-
nidade hui ne'e bele simu
malu fali.

Ekipa ne'e nia knar mak
sei halao sira nia servisu ne'e
be fokus iu bi iha problema
IDPs mak oinsa bele halo
dialogu entre komunidadade
IDPs sira iha baze. Oinsa bele
halo komunikasao diak ho
autoridade lokal para halao
dialogu ho diak. I durasao
knar ekipa ne'e nian sei halao
durante tinan ida nia laran.
Ekipa ne'e halao ora servisu
ida iha fulan Julio nia laran,
konsege rezolve problema
hodi halo mediasao ba iha
IDPs hui hui Aero Porto
Komoro, Beboru, Radio Fa-
lintil no Fomento Hui Ko-
m... Ekipa ne'e halao ser-
visu hamutuk ho maluk
agensia sira hanesan IOM,
CBS Care, Caritas no seiuk
tan, mik

MSS Lansa Ekipa Dialogu

DILI - Miniseriu Solidaridade Sosial hamutak ho United Nations Development of Programmu (UNDP) iha Timor-Leste lansa ekipa dialogu badi hala'o mediansaun ba konfliktu ne'ebe akontese iha baze relasiona ho re-integrasaun deslokadu ba ida-idad nia bairo.

"Dialogu hanesan memi ida, nune'e ita bele aja atu halo re-konsiliasaun ba deslokadu no

ne'ebe relasiona ho re-integrasaun deslokadu ekipa ne'e mak sei tonu-konta, maibe sira laha kbüt atu rezolve problemas rai no prioridadadi.

Deslokadu ne'ebe hetan problemas, dehan nia, rai no riku sein ekipa ne'e sei laha direitu atu rezolve maibe kompetensia Ministeriu Justisa nian ne dresaun nasional Terasa no Prioridadadi nian," dehan nia.

Akipa ne'e sei hala'o durante tujan ida nia laran no ne'e hetan ajudus husi USAID hamutak mill \$98 dollar Amerikanu no mill \$220 husi Nova Zelandia Aid.

Ministru laklean liu tan katak, terget ne'ebe mak sira iha hodi hamamuk kampo deslokadu mak iha fulan-Dezembre maibe depende ba problemas ne'ebe mak deslokadu sira inf-

Diario 9 Setembro

MSS Lansa Ekipa Dialogu Dalam Ba Dame

Membros do Parlamento de Sines (MSS) e a Comissão Europeia (CE) realizaram um diálogo em Sines, no âmbito do projeto de cooperação técnica entre o MSS e a CE para a melhoria da qualidade dos serviços prestados aos cidadãos. O diálogo foi realizado no âmbito do projeto de cooperação técnica entre o MSS e a CE para a melhoria da qualidade dos serviços prestados aos cidadãos. O diálogo foi realizado no âmbito do projeto de cooperação técnica entre o MSS e a CE para a melhoria da qualidade dos serviços prestados aos cidadãos.

Ekipa servisu se adreca bairada do Povo Sines (EPS) e a Comissão Europeia (CE) realizaram um diálogo em Sines, no âmbito do projeto de cooperação técnica entre o MSS e a CE para a melhoria da qualidade dos serviços prestados aos cidadãos. O diálogo foi realizado no âmbito do projeto de cooperação técnica entre o MSS e a CE para a melhoria da qualidade dos serviços prestados aos cidadãos.

Os membros do MSS e a Comissão Europeia (CE) realizaram um diálogo em Sines, no âmbito do projeto de cooperação técnica entre o MSS e a CE para a melhoria da qualidade dos serviços prestados aos cidadãos. O diálogo foi realizado no âmbito do projeto de cooperação técnica entre o MSS e a CE para a melhoria da qualidade dos serviços prestados aos cidadãos.

MSS-UNDP Fo Apoiu Projetu Ba IDPs

Ministeriu
Solidariedade Sosial
(MSS), hamatuk ho
United Nations Development Programme
(UNDP), agreencia
projeto ida atu fo
assistencia barak liu
tan no projetu ba fa-
milas sira sira IDPs
hedu fudu ba sira ma-
du'a no grotu ba
komunidade sira iha
dialu seluk husi sira
IDPs.

Relasiona ho
Kerajaan referi MSS
no UNDP hahu projetu
ida atu hahu obra
KIDP no sira iha dalu
seluk. Helan ministra
Sosial Maria
Domingas Alves iha
konferensia pres-
Sorada foto talala
na e iha Ministeriu
Sosial.

Ministra Maria
Domingas Alves
haktalen katak
projeto ne'e iha
orjamentu total US\$
3,65 no UNDP fo sira

US\$ 1,250, maibe
agora MSS zenke buka
osan US\$ 2,406 ho
instituisaun seluk atu
kompleta orjamentu
ne'e be' iha ona.

Ministra
Solidariedade Sosial,
Maria Domingas Alves,
no director UNDP,
Tunoi Leste, Hiroko
Tagaki, ahua
memorandumu pro-
jektu ne'e be' iha ona.
Ministeriu
Solidariedade Sosial
iha Caceres IDP

reguafu foun la'ian ne'e.
Objetiva huan projetu
referi atu fasilita
komunikasun no mos
ajuda ema notu atu hahu
rekonstruasaun ne'e be'
beta hamatuk iha barro
hotu be'e kria ambiente
ne'e be' dalu iha barro
ida idu.

"Oho MSS,
hamatuk ho UNDP
asina memorandum
projeto ne'e para atu
hahu sersisa diak ho
NGOs, autoridades no

mos ema seluk atu
hahu diak liu ba
reabilitasaun
infraestrutara ba sira
iha komunidade husi
sira IDPs, i an-
taslita IDPs atu fila ha-
sira ma' barto ho
came", hateren.

Ministra Domingas
Projeto ne'e mak
parte husi National
Recovering Strategy
(Hamatik Hari)
Futura, nodi hahu
lataun responsavel ho
solusian problema
IDPs 9.800 husi fila
ona ba sira ma' iha

"Ia' i fo paraben
ba Ministra
Solidariedade, husi iha
terasa no kapasidade
lideransa iha resolve
problema IDPs iha
nasaun Tunoi Leste,
husi apenohun
instituisaun seluk atu fo
osan ba implementa
projeto foun ida ne'e
hotu", delan director
UNDP TI Hiroko
Tagaki. E-2 / JND 04

FOTO:STL/PRIZALDO
DIALOGO-Ministra Solidaridade e Social (MSS) senora Maria Domingas Alves fo espikasun ba maluk IDP's sira iha Baicao konaba programa reintegrasun. IDP's Baicao sira nebe halai ba iha Baicao momentu krize 2006. Iha okaziton nee, juvenude IDP's sira huan konaba sira nia diretu.



MSS Halo Dialogu ho Dezlokado iha Kampo IDPs Metinaro

DILI- Relasiao ho dialogu ne'ebe halo entre Ministra Solidaridade Social, Maria Domingas Fernandes Alves, ho IDPs Metinaro iha locun (16/12), hodi nune'e bele fila ba idak-idak nia hela fatin ne'ebe hanesan moe IDPs sira seluk ne'ebe sai uluk tih ona, hanesan Obrigado Barak, Simal, Jardim, Aeroporto, Dombosko, no sira seluk tan.

Iha Komunikadu de Imprensa ne'ebe STL, simu iha Sesta (18/12) foun lalais ne'e hateten katak, Ministra Solidaridade Social, Maria Domingas Fernandes Alves, iha nia introdusoun wainhira halo dialogu ho IDPs iha Metinaro, hatu'o Agradese no Obrigada ba IDPs Metinaro, konaba sira nia iniciativa atu organje dialogu ho assistensia husi MSS no ekipa Dialogu.

Haitur tan katak, objektivu ba dialogu ne'e, atu es-
 "a pruseu Hamutuk Hari Futuru ba Dezlokado sira,

Tamba ne'e, husi MSS espere katak, bele komesa katak movimentu ba kampo ne'e bele iha fulan sedu iha 2009.

Nia moe espilika katak, governu nia politika konaba estrateja rekoperasun nasional aplika hanesan ba dezlokado sira hotu, husi Ermersa too Uatu Carbau. Inia moe fo agradese ba F_FDTL sira ne'ebe durate ne'e fo fatin hodi dezlokado sira hela durate tinan nua ho balun, hahu husi fulan maiu 2006 iuba ne'e.

Iha fatin ne'e moe, Sekretariu Estado Assistensia Sosial no Desastre Naturais, Jasinto Rigoberto Gomes, espilika ba IDPs sira katak, durate tempe udan tinan kotuk, MSS distribui lona 1600 ba kampo IDPs Metinaro.

Haitur tan katak, durate tempo udan iha tinan ne'e sei distribui tendu tan se prezisa.

"Objektivu ba Hamutuk Hari Futuru nia pakote nia pakote rekoperasun, no moe reintegrasun atu ajate familia sira atu fila nomoe reintegra iha sira nia komunidadade," hatem Sekretariu Estado Assistensia Sosial no Desastre Naturais.

Nia moe, haitur tan katak, atu ajuda dezlokado sira, Hamutuk Hari Futuru, laes programa atu ajuda juvenude sira, iha kampo balun, se juvenude sira hela hamutuk iha tendu ida, i atu ajuda sira reintegr husi kampo IDPs ne'e Ministeriu Solidaridade Social sei fo \$ 200 dolar Perterda. Mayis MSS la selu hada juvenude ne'ebe hela iha kampo.

Niamishakur katak, MSS sei fo prioridade ba registresen ba dezlokado sira ne'ebe iha kampo larva.

Hatan konaba sojetasun, ne'ebe hatu'o husi IDPs sira ne'ebe hateten husi ajuda ba

nia oan sira ne'ebe Durate ne'ebe eskola iha Metinaro, Representante husi Ministeriu Edukasion nian ne'ebe partampa moe iha dialogu ne'e, hateten katak labarik sira hotu ne'ebe eskola iha Metinaro ne'e, bele muda hotu ba Dili on ba Distrito, se eskola lo simu estudante nia iman ho aman bele kontakto Ministeriu Edukasion atu husi ba sira nia assistensia.

Iha fatin se nee, Komandante PNTL Distrito Dili, Inspektor Pedro Belo, ba IDPs sira katak, wainhira fila ba idak-idak nia hela fatin la bele husik deit sasun ba lona okon, mayis importante hu maka tenke hein sasun ne'e, tamba se lae karik ema sira.

"Haitur tan katak, objektivu ba dialogu ne'e, atu es-
 "a pruseu Hamutuk Hari Futuru ba Dezlokado sira,

Timor - Post (6/5-2009)

Komunidade Camea Lasimu Deslokadus Metinaru

DILI - Estande ier kontinua halo sforu hodi halo hitoria ho komunidade iha Saco Camea, uldes Terminal no Fatuk Francisco, Decora, hodi betan soluzian para bele ier ita deslokada komunidade Metinaru iha sira ma bele jalm.

Representante sira ha
nha komunidade iha Saco
Camea, Vila (05/05),
Presidente Republika
Rosa Raimundo, e
prika-katuk iha komunidade
iha Manuacu Sololatu.

Kontinua ba p. 27

...MSS) ora nre sei
...hoi halo dizegu ho
...Camea
...Metinaru hodi
...para bele ier ita
...sira ma bele jalm

...katik iha
...hoi ona inkontra ho parte
...sira ma

...kontinua mas
...hodi halo hodi halo dizegu
...hoi ona inkontra ho parte
...sira ma

...hanean kibit iha para sira
...deslokadus mas sira ma hanean
...ke ema halun ke indrak hodi rat
...barak iha neba sira in komuni-
...dehan ihoia

...Nee ita bele komprende maibe-
...han sira hanean ba sira katik sira
...manu ier li iha ema ida maka iha
...na vida la halo buar tuma nat. nre
...dun sira nebe halo nat katik, sira
...diva to perdau sira mo ba sira
...nebe halo sira hanean sira
...diskulpam, tenik iha nia

...Xefe estado husi ba komunidade

...sira iha Decora hodi bele sira
...sira ma maok deslokada iha
...nebe maka hodi iha Metinaru
...desde krize akontese iha 2006.

...iha parte seiak iha fatuk
...hanean Ministra Sufisitoradade
...Social Maes Domingas Alve
...informa katik problema des-
...lokadus nebe akontese iha sidade
...Terminal no Fatuk Francisco
...iha Saco Camea ier iha nafatin
...prosesu dialogu

...Nia dehan to o hoia toron
...seidau iha soluzian (dam)

Annex 2
Trainings provided to the Dialogue Teams from 2008 to 2010

Subject	How many staff	Facilitator/host	Thematic areas & length of training	When and Where
In 2008				
Mediation and Negotiation skills	12 Dialogue staff	The Asia Foundation	Mediation and Negotiation	August and in Dili
Conflict Resolution training	All Dili coordinators	Catholic Relief Services	Conflict analysis and peace culture	August
Leadership and Communication in conflict setting	8 Dialogue staff	World Bank funded Training	Leadership and communication skills	December and in Dili
In 2009				
Facilitation and Martial Arts Analysis Skills	All Dialogue team staff	CEPAD and Association HAK	Facilitation process and Martial Arts, 2 days	February and in Dili
Peaceful and non violence communication	All Dialogue Staff	External consultant/former land and property director	2 days	May and in Dili
Administration	All Dialogue staff	ETDA	Computing, managing organization and Administration	May-June and in Dili
Peace Building training	2 dialogue staff	Mindanao Peace-Building Institute	Peace Education, conflict resolution, peace advocacy and trauma healing	June-July and In Philippines
Facilitation of Dialogue processes and Mediation Efforts	1 project staff	Folke Bernadotte Academy	Facilitation process skill, conflict mapping, conflict analysis, case study, listening skills	June and in Sweden
Mediation and Conflict Transformation and Playback Theatre	3 dialogue staff from Baucau	Duta Wacana University and Catholic Relief Services	Mediation and Conflict Transformation and Playback Theatre	July and in Yogyakarta-Indonesia
An English course	All dialogue staff	Lorosae English Language Institute	24 hours , Basic and Intermediate levels course	August and in Dili
Peace Building and Post War	one of the dialogue team	Japanese International	three-week on Peace-Building and	August-September

Subject	How many staff	Facilitator/host	Thematic areas & length of training	When and Where
reconstruction	coordinators	Cooperation Agency (JICA).	Post War Reconstruction	and in Japan
Monitoring and evaluation training	4 dialogue staff	UNDP-M&E	Developing indicators for project monitoring	November and in Dili
Training on Introduction to Gender	All dialogue staff		Gender Legal Framework in Timor-Leste, Gender Based Violence Referral Network, Gender Based Budgeting and CEDAW	November and in Dili
In 2010				
International advanced training on Human Rights, Peace and Security	1 Project Manager	SIDA Funded Training, facilitated by Indevelop-IPM Sweden	Human Right Based approach to Development, peace and security concept and development, conflict sensitivity introduction, RBM approach and Case studies	1st phase in Jan-February, In Sweden and 2 nd August-September in Medellin, Colombia.
Peace Building training	2 dialogue staff	Mindanao Peace-Building Institute	Peace Education, conflict resolution, peace advocacy and trauma healing	May-June and In Philippines
Peace Building and Post War reconstruction	one of the dialogue team coordinators	Japanese International Cooperation Agency (JICA).	three-week on Peace-Building and Post War Reconstruction	October and in Japan

Annex 3

Guidelines, Templates and Standard Operational Procedures Used during Implementation



PROPOSTA Fundu Ki'ik ba Atividade Stabilizasaun Komunitaria

Projetu Dialogu MSS-UNDP



Projetu Dialogu MSS-UNDP sei lansa nia programa fundu kiik ba Atividade Estabilizasaun Komunitaria ne'ebe hanesan eventu Musika, Desportu, Kultural ne'ebe hanesan ponte atu hametin relasaun forte entre membru komunidadade no promove paz no dialogu. Objetivu ba Atividade Estabilizasaun Komunitaria atu promove returnu no reintegrasaun deslokadus ne'ebe sustentavel fila hikas ba sira nia komunidadade liu husi fasilitasaun inter kambio no interasaun entre grupu diferente. Total montante ba fundu kiik ida ne'e maka **US \$ 84,748.00** (Rihun walu nulu resin ha'at no hatu hitu ha'at nulu resin walu dolares) no fundu ki'ik ida ne'e sei fo baseia ba kriteriu ne'ebe estipula husi Ministeriu Solidaridade Sosial no programa ne'e sei implementa too iha fulan Dezembru 2009.

Kriteriu:

- Proposta atu hetan fundu kiik la sei la liu montate dolares US \$ 2,500.
- Proposta ba atividade ida ne'e desenvolve baseia pa prosesu planu partipativu ne'ebe hetan presensa husi membru komunitaria no representante husi Ekipa Dialogu MSS-UNDP no hetan konhesementu husi autoridade lokal no lideres komunitaria.
- Atividade ne'ebe propoin husi komunidadade tenki involve ka engaje komunidadade vijinho (bele aldeia ka Suco)
- Atividade sira ne'e iha karakteristiku inklusivu signifika katak komponente komunidadade hotu sei involve iha atividade refere (ex. Jovem, Feto no Mane)
- Atividade ne'ebe propoin ne'e atu promove espirtu voluntarismu (ne'e kondisaun ida) signifika katak fundu kiik ne'e sei la usa ba atu selu salariu ba membru komunidadade
- Konsiderasaun maka'as sei fo ba komunidadade ida ne'ebe afetadu krizi 2006/2007 ne'ebe ho numeru eis ndeslokadu boot tebes.
- Atividade ne'ebe propoin husi komunidadade tenki fo kontribuisaun ba promosaun paz, kohesaun sosial, Dialogu iha komunidadade nia laran ou entre komunidadade.
- Projetu Dialogu MSS-UNDP sei selu ka fo osan ba proposta ne'ebe hetan aprovasaun depois fulan 1 no fundu kiik ne'e tenki usa ka implementa ikus liu fulan dezembru 2009.

Ijemplu ba atividade:

- Konsertu Muzika ba Paz
- Promosaun ba partipasaun Jovem iha area ka atividade sira ne'ebe hari'i paz
- Torneu ba Paz liu husi atividade desportu ne'ebe la involve kontaktu fisiku (Volley Ball, Baku Manu fulun, Halai Karon, Dada Tali, Sae Buah, no sst)
- Promove Paz no Dialogu liu husi atividade atudu filme ba Publiku.
- Rehabilitasaun ba kampu desporte ne'ebe simples
- Hari'i Monumentu Paz nian ka Estatua importante ba komunidadade

Annex 4

Memorandum of Understanding for the resolution of land and property related disputes

TERMS OF REFERENCE

For the Establishment of a Working Group and Mediation Facilitation Mechanism Supporting the Resolution of Land & Property Related Disputes Emerging from the Land Cadastre Data Collection Exercise in Dili, Timor-Leste

1) Context:

- 1.1 The National Directorate of Land Property & Cadastral Services (**DNTPSC**) is an organ of the Ministry of Justice within the GoTL with responsibility for the development of the National Land Cadastre in accordance with The Organic Law (12/2008) and Ministerial Regulation 229/2008 *On the National Cadastre*.
- 1.2 The Ministry of Social Solidarity (**MSS**) is an organ of the Government of Timor-Leste (**GoTL**) whose mandate encompasses the development of policies and procedures to support social cohesion within Timor-Leste. MSS has led the implementation of the National Recovery Strategy *Hamutuk Harii Futuru* and facilitated the resettlement of IDPs from camps and transitional housing sites across the nation, in doing so a significant number of land and property disputes have emerged and to a great extent been resolved.
- 1.3 ARD Inc (**ARD**) is responsible for the management of USAID's Strengthening Property Rights in Timor-Leste Project (also known as the "Ita Nia Rai" or "Our Land" Project). ARD works with the DNTPSC to establish the National Land Cadastre. For the purposes of collecting data for the National Land Cadastre, land-related disputes must be mediated and/or managed with the support of ARD and the DNTPSC.
- 1.4 The United Nations Development Programme (**UNDP**) and the International Organization for Migration (**IOM**) are international organizations that have developed programs in support of MSS' key role in leading the implementation of the National Recovery Strategy. Both organizations have teams of staff that are continuing to work across Dili to mitigate and resolve conflicts at the community level.
- 1.5 A range of other actors have also supported the resolution of land and property disputes emerging from, and/or contributing to, the civil unrest in 2006/7 whose contributions will be important in mapping and addressing potential Land and Property disputes emerging during the ongoing process of the Land Cadastre Data Collection Exercise in Dili.
- 1.6 The Parties to this TOR wish to establish a working group ("Working Group") to address land-related conflict in relation to data collection activities in the development of a National Cadastre, in Dili.

2) Objectives:

- 2.1 Participants in the Working Group do so from a shared interest in:



- a. sharing information regarding land and property related disputes that have emerged to date in the course of IDP resettlement as well as key actors at the community level who have been involved in processes of dispute resolution;
- b. preventing, mitigating, managing and supporting the facilitation of the resolution of land-related disputes in Dili, in line with the Mediation Facilitation Mechanism process outlined in Annexes B and C, particularly in the wake of the recent unrest and the potentially fragile nature of the communal stability that has been achieved thus far;
- c. coordinating and supporting Public Information Activities (PIA) associated with the development of the National Land Cadastre and;
- d. coordinating their respective activities in order better to manage the development of, among other things, the National Land Cadastre.

3) Establishment, Composition of Working Group and Frequency of Meetings

3.1 The parties agree to establish a Working Group in accordance with the terms of this TOR.

3.2 The members of the Working Group shall comprise:

3.2.1 Representatives of the parties to this TOR;

3.2.2 Representatives of any other organization or government institution actively involved in facilitating the resolution of Land & Property related disputes.

3.3 Representatives of the *Ita Nia Rai* project and DNTPSC will chair and provide secretariat functions for meetings of the Working Group, which will be held on a monthly basis unless otherwise required.

4) Coordination of Activities through the Working Group

4.1 While the members of the Working Group, individually, are undertaking activities and implementing various projects in Timor-Leste, they agree that in relation to all matters pertaining to the objectives of this TOR that they shall closely coordinate their activities for the common good. The Parties agree that the progress of all activities outlined in the ToR (either directly undertaken by the respective Parties or through their partners) must be reported back to ARD, the DNTPSC and the Working Group regularly in accordance with the process reasonably required by the DNTPSC and ARD from time to time.

5) Coordination with other Forums

5.1 As addressing conflict relating to land and property disputes represents an acknowledged area of concern for recovery from the effects of the 2006/7 Crisis members, the Working Group will seek to share information with other fora that are engaged in addressing residual recovery issues. The Working Group will determine the appropriate fora by consensus.

6) No Legal Obligations Established



6.1 While this TOR represents the intentions of the Parties to it, it is not intended to establish binding legal relations between them.

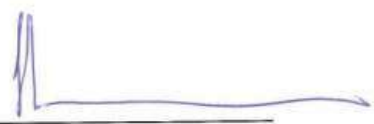
Made and signed on this [11] day of [January], 2009 in Dili, Timor-Leste.



For the DNTPSC



For the MSS

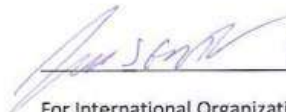


For ARD, Inc. East Timor Representative Office



For United Nations development Programme



 (DEC)

For International Organization for Migration

ANNEX A: RESPECTIVE PARTIES' PARTNERS (refer to the map in ANNEX D)

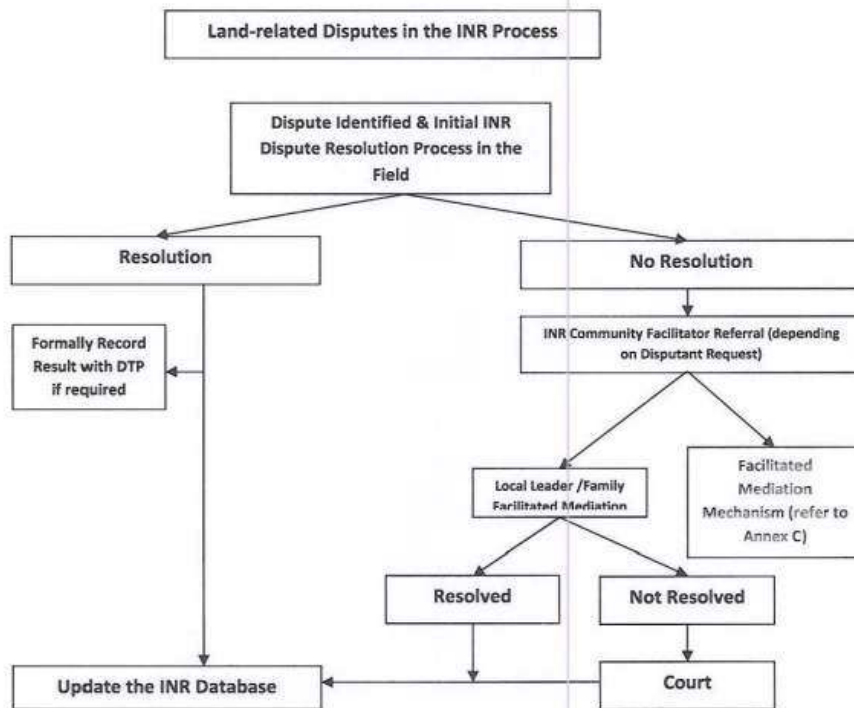
Sub-district	Suko	Mediator/Facilitator	Institution	
Cristo Rei	Becora	Cesar Manuel da Silva, Koord.	MSS – UNDP	
	Camea	Antonino Noronha	MSS – UNDP	
	Culuhun	Sergio Filomeno Marques	MSS – UNDP	
	Bidau Santa Ana	Carmelita Casimiro Martins	MSS – UNDP	
	Metiaut	Leonel Fatima		IOM
		Anaclito		IOM
		Antonio Carceres		DNTPSC
		Emilita Martins		DNTPSC
		Julio Tilman		DNTPSC
		Jose Pereira		JRS
		20/11/09, foin hatama naran		BELUN
Nain Feto	Bemori	Cesar Manuel da Silva, Koord.	MSS – UNDP	
	Santa Cruz	Antonino Noronha	MSS – UNDP	
	Lahane Oriental	Sergio Filomeno Marques	MSS – UNDP	
	Aicadiru hun	Carmelita Casimiro Martins	MSS – UNDP	
	Gricenfor	Leonel Fatima		IOM
		Anaclito		IOM
		Antonio Careres		DNTPSC
		Emilita Martins		DNTPSC
		Julio Tilman		DNTPSC
		Jose Pereira		JRS
		Bidau Lecidere		BELUN
Vera Cruz	Lahane Ocidental	Serafim R.M. de Jesus	MSS – UNDP	
	Mascarenhas	Francisco de Jesus Nunes	MSS – UNDP	
	Caicoli	Miguel Soares Trindade	MSS – UNDP	
	Colmera	Fernanda da Costa	IOM	
	Motael	Domingas de Deus Alves	IOM	
	Vila Verde	Ana Bernadete da Costa		IOM
		Antonio Carceres		DNTPSC



Sub-district	Suko	Mediator/Facilitator	Institution
		Emilita Martins	DNTPSC
		Julio Tilman	DNTPSC
		Jose Pereira	JRS
			BELUN
Dom Aleixo	Comoro Bairo Pite Kampung Alor Fatuhada	Serafim R.M. de Jesus	MSS – UNDP
		Flaviano Magno Lemos	MSS – UNDP
		Ramiro Lelo Lobato	MSS – UNDP
		Manuel da Costa	MSS – UNDP
		Fernanda da Costa	IOM
		Domingas de Deus Alves	IOM
		Antonio Carceres	DNTPSC
		Emilita Martins	DNTPSC
		Julio Tilman	DNTPSC
		Jose Pereira	JRS
			BELUN

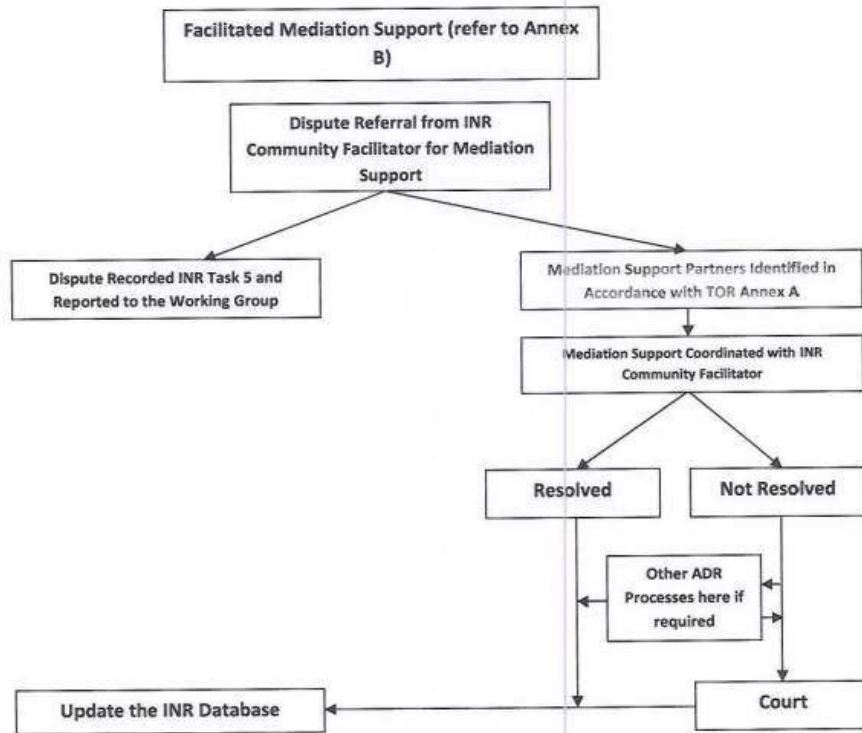
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ANNEX B: Structure of Management & Coordination of Land-related Dispute Prevention and Mediation for the Development of the National Cadastre



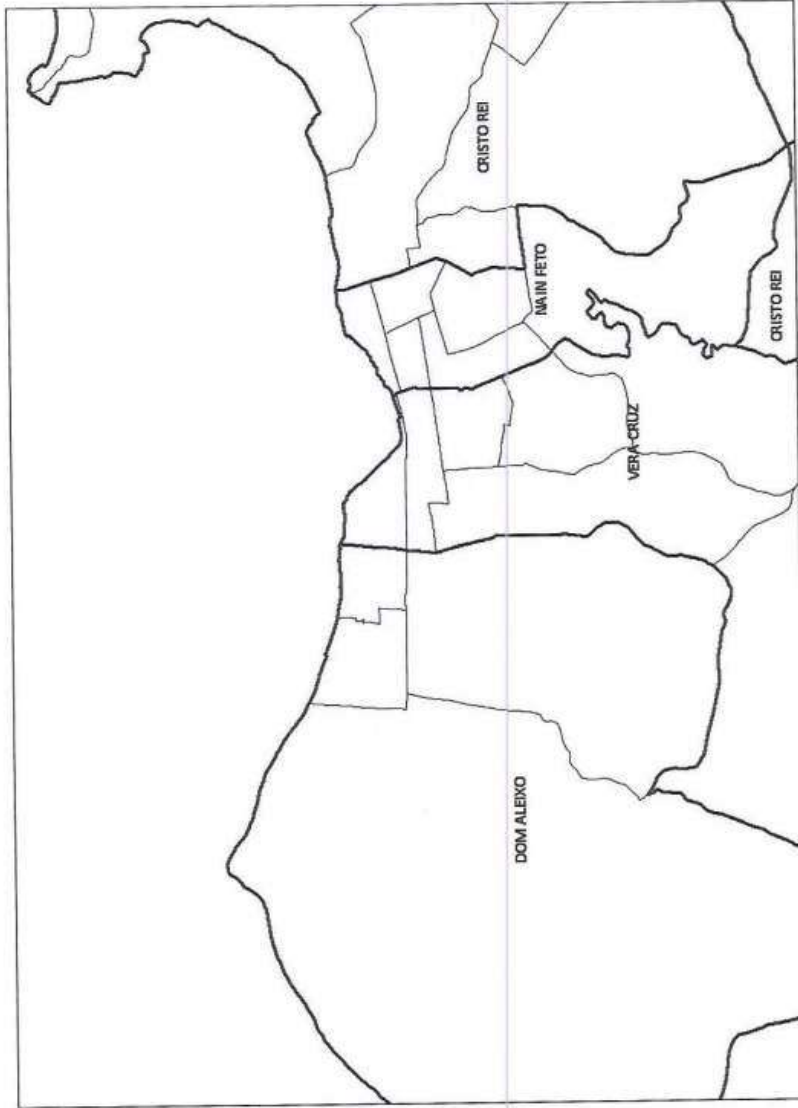
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ANNEX C: Facilitated Mediation Mechanism involving TOR Parties



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ANNEX D: Dili Sub Districts (refer to Annex A for Cross-reference Mediation Support Partners)



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Annex 5
Community Dialogue Guidelines (Mata Dalan)

The Guidelines in both Tetun and English are still under-editing.
[IN TETUN]

Mata Dalan Fasilitasaun Dialogu Komunitaria

Dialogu komunitaria hodi hanesan prosesu voluntariu ida ne'ebé involva ema nian nua ka liu huan parte nua ka liu ne'ebé hetan konfliktu ne bele fasilita liu huan parte datus ka parte "neutra".

Dialogu komunitaria hodi hanesan prosesu voluntariu ida ne'ebé involva ema nian nua ka liu huan parte nua ka liu ne'ebé hetan konfliktu ne bele fasilita liu huan parte datus ka parte "neutra".

Dialogu komunitaria hodi hanesan prosesu voluntariu ida ne'ebé involva ema nian nua ka liu huan parte nua ka liu ne'ebé hetan konfliktu ne bele fasilita liu huan parte datus ka parte "neutra".

Dialogu komunitaria hodi hanesan prosesu voluntariu ida ne'ebé involva ema nian nua ka liu huan parte nua ka liu ne'ebé hetan konfliktu ne bele fasilita liu huan parte datus ka parte "neutra".

Dialogu komunitaria hodi hanesan prosesu voluntariu ida ne'ebé involva ema nian nua ka liu huan parte nua ka liu ne'ebé hetan konfliktu ne bele fasilita liu huan parte datus ka parte "neutra".

UNDP Bureau for Crisis Prevention and Recovery and the United Nations Peace Building Fund currently lead the UNDP Support to the Department of Peace Building and Social Cohesion project implemented within the Ministry of Social Security.

Hari'i Pás, Hadomi Futuru

DIÁLOGU KOMUNITÁRIU

Dialogu mak hanesan prosesu voluntariu ida ne'ebé involva ema nian nua ka liu huan parte nua ka liu ne'ebé hetan konfliktu ne bele fasilita liu huan parte datus ka parte "neutra".

Nina objetivu mak atu resolve konfliktu ne'ebé parte nua ka liu huan parte nua ka liu ne'ebé hetan konfliktu ne bele fasilita liu huan parte datus ka parte "neutra".

Importante duni atu halo o dialogu iha ambiente ne'ebé uza melus de komunikasaun ne'ebé naskode no livre.

Dialogu haka liu ba ema atu hada rezasaun no buka datus ba omi ne'ebé parte hodi aseta.

Dialogu mak sira atu kria ambiente ne'ebé seguru ba parte ne'ebé kontra malu hodi bele explika no koraja sobre problema ne'ebé iha no koko atu komprende malu no

buka solusao ba sira, nia problema. Dialogu la'os talin ba hator-matu, datus malu ou hatorn atu maran.

Prosesu Dialogu

- 1. Preparasaun
- 2. Preparasaun (Mediadora/Hostidador)
- 3. Partisipasaun Komunitaria (Fornidador)
- 4. Preparasaun Dialogu
- 5. Dialogu Komunitaria

Dialogu sei ajuda atu kria prosesu komunikasaun ne komprende malu, respetu malu no farta malu.

Dialogu valoriza itame no estabilidade, nemos fu korajem atu simu no fu tolerancia ba opiniao no ema sauk.

Liú huan dialogu komunitaria bele hatene katala diverdidade no diferensia bele sa tuat ida ne'ebé positivu.

Prosesu dialogu bele ajuda resolve konfliktu, nemos bele supporta komunidadade atu hare hodi resolve sira nia problem balansa hetan konfliktu iha futuru.

Dialogu bele ajuda atu hare'e problema ne'ebé komunidadade enfrenta no oetivu hamuk atu buka solusao.

Dialogu sei la'o diak liu tan wainha grupu ne'ebé ambiente konfliktu huan ajuda atu resolve sira nia problema. Dalauma ema hatun ne'ebé hakanek hapara konfliktu bele huan parte 3 ka "parte neutral" atu asidi hodi fasilita dialogu ida.

Uma ne'ebé se'ebis atu fasilita dialogu ida presiza atu maran hui huan parte sira ne'ebé involva.

Dalauma dialogu sei efektivu liu wainha ema sira ne'ebé involva respetu futuru lokal.

Praktika tradisionál hanesan "nasa bil ba of no lara banti" bele ajuda hodi resolve problema no hari' nikonkasaun no simu malu.

Preparasaun indii prosesu aproprisaun no konsultasaun

- **Habilur datus** nia informasaun huan parte konfliktu no komponente kale
- **Analiza konfliktu**
- **Forma komisaun Organizadora**

Partesu importante liu atu halo dialogu ne'ebé suetu mak halo preparasaun diak molok halo o prosesu dialogu.

Atu halo preparasaun, dalauma fali tempu batak.

Prosesu haku huan halo o konsultasaun ho komunidadade.

Importante atu hatene problema ne'ebé grupu sira ne'e enfrenta.

Problema ne'e bele sa hanesan tapku importante ba ekipa dialogu atu hare'e.

Importante malu atu ko'ala sei problema sira, ne'e iha komunidadade nia taran. Importante malu atu analiza no nekha datus sira konfliktu ne'e haku, no taras sa presiza duni atu halo dialogu ida.

Kuandu iha hata o prosesu ida ne'e, presiza malu atu halo mapa konfliktu ba grupu sira

ne'ebé involva no hare malu sira nia presiza no sira nia interesse.

Nemos importante atu halo konsultasaun ho parte ne'ebé relevante ne'ebé iha kateamentu, klean ho komunidadade ne'e.

Kuandu komisaun organizadora teidak estabelese iha komunidadade nia lok, ita tenki fu korajem ba sira atu hare komisaun organizadora bele ajuda atu garante partipasaun huan ema importante sira ne'ebé involva iha prosesu dialogu ne'e.

Depos ekipa dialogu sei se'ebis hamuk ho komisaun organizadora.

Iha preparasaun dialogu nian, importante atu tau iha neon katala dalauma ita bele resolve problema hodi iha amuntu ita nia taran.

Se malu malu situasaun ita ne'ebé presiza wainha batak atu hare problema o-ori.

Iha prosesu preparasaun ne'e sei seguru katala grupu haku, ema ita-ita komprende objetivu huan dialogu ne'e no sira nia papel mak sáda'ara.

Preparasaun nentibe diak sei ajuda ekipa dialogu atu koraje liu tan problema ne'ebé sei datusa no ema ne'ebé sira sei hazonu ba.

ATU KONESE GRUPO KA PARTE SIRA NE EBE INVOLVE



1. Preparasaun

Etapa primeiru hanesan etapa aproksimasaun nian - hani komunikaun diak no far malu entre ekipa dialogo no ema sira ne'ebe sira se serbiu hamutik ba lu hui vizta no enkontu... ekipa dialogo sei konese lu tan membrus komunidade sira ekuu mos grupu sira ne'ebe involvê iha konfitu na laran.

Konsultasaun

Halter informasaun sira konaba konfitu ne'e lu hui korala ho parte hodi ne'ebe involvê, sáda mak sira hatene, nusa konfitu ne'e akontese no etatu nebe malu.

Depois uza informasaun sira ne'e hodi analiza konfitu nomos para konkorda fatorez sáda del mak involvê.

Analiza informasaun ne'ebe ita bele ajuda atu hatene lu tan situasaun ne'ebe akontese ita komunidade na leet, no mos bele ajuda atu defri lokoz ema oi-on ne'ebe prezisa atu involvê atu nune'e bele hatu diskusaaun klean lu tan konaba problema sira ne'e ita dialogo na laran.

Na objetvu mak atu komprende konfitu ne'ebe ita no komprende onsa mak grupu sira ne'ebe involvê hane konaba konfitu ne'e.

Nomos importante atu komprende sáda mak grupu sira nia hakarak atu hetan ita prosedu dialogo na laran.

Depois ekipa dialogo bele hatu keda prosedu konsensu hodi nune'e bele defri lokoz objetvu hui dialogo ne'e no sinta atu idera prosedu ne'e.

Hanesan diák, molok atu hatu prosedu dialogo ida, ekipa dialogo prezisa atu komprende problema hui hui konfitu ne'e lu hui prespedit oi-on nebe ma hui ema sira ne'ebe involvê ita konfitu ne'e.

Importante mos atu korala ho parte ka grupu ne'ebe ita maten imparial no ita posisaun ne'ebe 'netral' no fu mos libertade ba sira atu espika konaba impaktu sáda mak sira hetan hui konfitu ne'e.

Hanesan konfiansa no far an ba parte hodi ne'ebe involvê se ajuda ekipa sira atu hatu prepara an diak ba dialogo. Ne'e - mos se ajuda ema individual no grupu sira ne'ebe involvê atu bele partisa ho ativu no tur dala ne'ebe positvu.

2. Mediasaun

1. Topu Mediasaun entre nivatu ka uma kaun/familia

2. Mediasaun entre grupu nua ka lu (PDR-Dialogu)

Ekipa dialogo faalta mediasaun wakhira problema entre individual, familia, ka grupu kik sira ne'e aheita harmonizasaun ita komunidade na leet.

Iha kazu balun bele uza mediasaun hanesan dala ida hodi resolve problema ne'ebe previene grupu ka individual balun hodi tur hamutik no partisa ho dialogo na laran.

Daluma prezisa mos atu hatu enkontu no mediasaun barak ho parte ne'ebe kontra malu.

Enkontu sira ne'e dudu grupu ne'ebe kontra malu atu serbiu hamutik hodi resolve sira nia problema ho dala hui hui diskusaaun.

Iha konfitu ne'ebe involvê problema no no proprietade, ekipa dialogo tenki koso atu korvada unidade mediasaun hui Mediatu Justia Divesaun Nazional ba Tema no Propriedade.

Mediasaun ajuda atu estabelese komunikaun entre parte ka grupu ne'ebe kontra malu. se ajuda sira atu foka lu ba problema na hun nomos bele identifika solusaaun ne'ebe parte hodi se aselta no mai sira hui partisa ne'e.

Ekipa dialogo uza mediasaun hanesan dala ida atu troka ideaz hodi hui solusaaun ne'ebe ema ka parte hodi se sira.



3. Plano no dizeña ba eventu dialogo

1. Objetvu Dialogu
2. Agenda
3. Regras basicu
4. Partisipaentes (Parte konaba, Autoridade local no sei)
5. Rekursu no Logistikika
6. Fasilitador



Objetvu spesifiku hui dialogo nian

Tema no topikuz ne'ebe relevante

Agenda ne'ebe klean no diak

Regras ho partisipaente sira

Partisipaentes no sira nia papel

Rekursu no presiza logistikika

Fasilitador no hakarak ran

Faltu atu hui o dialogo

Faltu Dialogu

Atu bele atadru lu tan, dialogo ne'e mosu dudu hanesan inisiativu ida hui komunidade.

No mos tenki involvê parte importante ne'ebe ita identifika wakhira halo mapa konfitu ran no prosedu konsultasaun.

Ekipa dialogo mos prezisa atu serbiu hamutik ho komisaaun organizador lokal hodi diskute no decide ho planu ne'ebe decide ita sira.

4. Faalta Dialogu

- Introduasaun hui Fasilitador
- Klarifika agenda no Objetvu
- Valida no releasaun Regras Basicu
- Validasaun isuar
- Korala ba malu no fo Solusaaun
- Ajordo hui parte konfita
- Takor Dialogu

Aspetu esensial atu lake enkontu dialogo ida sei inklu:

-Introduasaun hui fasilitador sira ne'ebe espika konaba etapa ne'ebe sei mosu ita dialogo na laran.

-Klarifika agenda no rito objetvu

-Espika konaba regras ka akordus ne'ebe regule ita dialogo na laran

- Validasaun: Klarifika mos konaba topikuz ne'ebe relevante

Fu identifikaun lokoz konaba akordus no regras ne'ebe komisaaun organizador sira hui liva ne'ebe hetan hui aselta hui partisipaente sira.

Ne'e inklu:

Halo introduasaun ba ema ne'ebe sei korala.

Fu atensaun mos ba limi limi ba ema sira ne'ebe sei korala.

Hanesan idemond no labale fama ita enkontu laran.

Partisipaente sira hatudu respetu malu no hakarak mos atu komprende malu, labale ataka malu.

Respetu bonari ne'ebe ita.

Importante atu konsidara diat balun molok atu hatu dialogo no mediasaun.

- Konfitu hanesan parte ida ne'ebe normal ita lu na vida mate - problema sira ne'e bele resolve.

- Ema botu ita intepetasaun no esperiensia ne'ebe diferente hui problema ne'ebe hanesan.



Labale halufan, ema hotu ne'ebe involvê ita dialogo nia laran mak expertu ba sira nia moris rasik. Fasilitador labale hanarin sira konaba sira nia moris.

Fasilitador preziza atu ajuda partisipante sira atu hetan solusaun ida ne'ebé parte hotu sei simu

- Iha diálogu, ita koka atu buka "win-win solution", katak buka solusaun ne'ebé parte hotu sei konkorda atu simu.

Iha mos prinsipu basiku ne'ebé sai matadalan hodi fasilita procesu mediasaun:

Neutralidade. Parte rua simu fasilitador hanesan ema ida ne'ebé "neutra", katak nia sei la inklika ba grupu ida no mos katak nia laia interese seluk ruma konaba solusaun ba problema.

Active listening. Fasilitador prontu atu rona opiniaun individual, sira nia emosaun, sira nia preziza, inklika mos faktus konaba oinsa relasaun entre parte rua ne'e.

Solusaun mai husi parte rua ne'ebé kontra malu. Fasilitador la decide no dala banak mos la oferta solusaun ba problema. Parte rua ne'ebé ita konfliku sei buka solusaun hamutuk, ho ajuda husi mediodor.



Objetivu fasilita diálogu mak atu kriar:

Ambiente ida ne'ebé livre katak partisipante sira bele ko'ala. Iha sira nia hanoin no rona malu.

Ambiente ida ne'ebé partisipante sira hetan solusaun no far katak laha ema ida atu hetan impaktu todan husi diálogu ne'e.

Ambiente ne'ebé la konkorda malu la'ós buat saf ida.

Fasilitador nia maneira

Fasilitador preziza atu hanesa lista tur mai ne'e.

"Body language" ka gestura - fasilitador sira preziza atu uza gestura ne'ebé apropiadu no ho apresiaun oin rian ne'ebé "neutra" no amigável.

Fasilitador mos tenki tau matan ba partisipante sira rian gestura.

Fasilitador mos preziza atu:

- Labele halo kritika ou laasimu ideia ne'ebé partisipante sira halo'a.

- Hatudu rona hodi diak lu husi fo atensaun ba opiniaun ne'ebé mai husi partisipante sira.

- Koka atu fo oportunidade ne'ebé hanesan ba partisipante hotu atu nune'e sira mos bele kontribui buat ruma.

- Esplika didiak diferensia entre opiniaun no faktus.

- Uza abilidada gestuaun konfliku wainhira enfrenta situasaun didiak - fasilitador tenki fo hanoin bebeik ba partisipante sira konaba diálogu nia objetivu no prinsipu.

- Wainhira konfliku ou tensaun sai maka'as lu fan buka solusaun seluk ne'ebé diak. Dalaruma mos, preziza duni atu remata diálogu la'as.

- Hanesa mos tempu, bainhira mak sei deklaras inklika mos transasaun entre agenda ida ba agenda seluk. Fo mos atensaun ba oinsa atu remata aktividade tur datan ne'ebé positivu.

Parte sentral husi diálogu sei inklika:

- Kontribusaun husi parte ita diálogu ne'e.

- Parte hotu sərbisu hamutuk hodi defini problema.

- Buka atu komprende malu nomos buka objetivu ne'ebé hanesan.

- Kira solusaun positivu, ne'ebé bele kark lori parte rua atu konkorda malu.

Halo Review. Reflekaun entre organizador sira ne'ebé foka lu ba objetivu original diálogu rian.

ASPEKTU ESSENCIAL WAINHIRA ATU TAKA DIÁLOGU IDA

• Revisita Objetivu Diálogu

• Validasaun pontu importante no rekuniteba progresu

• Rekomendasaun sira

Validasaun: Halo sumatu hodi rekonese progresu ne'ebé halo ona atu atraj objetivu sira ne'e.

Rekomendasaun ba futuru: Hanesa obstaklu ruma ne'ebé enfrenta no metodu sida mak sei halo ita futuru mai.

Marka kedas enkontru ne'ebé sei akontese ita futuru mai ho objetivu ne'ebé ita.

Aksaun ruma ne'ebé preziza atu halo follow-up tenki ser basea ba realidade ne'ebé nomos tenki positivu.

Ema hotu tenki asweta ba se mak sei toma responsabilidade ba aksaun sira ne'e no bainhira mak sira preziza atu kompleta aktividade sira ne'e.



3. Diálogu "Follow-Up"

Iha pontu rua husi resultadu follow-up rian ne'ebé ita sei hetan ita kada diálogu.

- ✓ Assaun Partisipante no Piani Organizasaun
- ✓ Evaluasaun
- ✓ Assaun partisipante rian - Piani no Monitorizasaun



Bele forma grupu ida - hodi monitoriza no halo reportajen ba resultadu ne'ebé ita.

Evaluasaun

• Partisipante (Konsaun Organizadora, Fasilitador, Partesu sira)

• Identifika Lusaun husi prosesu toniak

Ba ema sira ne'ebé involve ita prosesu fasilitasaun no koordinasaun diálogu - hanesan konsaun organizador, membru husi ekipa diálogu no representante husi partesu organizasaun seluk ne'ebé involve - tenki hasoru malu fia lai "iha enkontru privadu" hodi refleta no halo evaluasaun ba prosesu ne'ebé ita.

Sira mos bele identifika lusaun ruma ne'ebé sira aprende tihá ona.

Tur ita, sira mos inklika reflexaun konaba se - se mak assisti ona diálogu. Reflexaun ida ne'e mos buka hatene tarta ba ema balun tur i ema balun la tur maka sira ukuk mos konkorda atu partipa.

Se bele kark halo mos evaluasaun ba papel ba ema no organizasaun ne'ebé partipa iha diálogu nia laran.

Tur mai grupu hla on ida ne'e sei halo akordu pianu de assaun ba diálogu follow up ou assaun seluk ne'ebé konkorda tihá ona.

Involvementu Lusaun no Naha Bili Boot.

Dalaruma, ita enkontru preparasaun nia laran la realiza katak komunidadade lokal hakarak atu involve lusaun hanesan seremonia Naha Bili Boot nudar parte ida.

Iha prosesu diálogu ka nudar konkourseun no verifikasaun ba desizaun sira ne'ebé hetan ona.

Seremonia Naha Bili Boot ne'e hanesan prosesu rekonsiliasaun ida ne'ebé Timor on sei uza kleur tihá ona hodi resolve konfliku no ajuda atu hametin balansa sosial no estabilidade ita komunidadade.

Uza pratika tradisional bele ajuda partisipante no komunidadade atu komprende objetivu diálogu rian nomos atu respetu desizaun sira ne'ebé hetan duranti prosesu diálogu.



Labele haluhan, ema hotu ne'ebé involve ita diálogu nia laran mak expertu ba sira nia moris rasik. Fasilitador labele hanoin sira konaba sira nia moris.

[ENGLISH TRANSLATION]

The Dialogue Process

- Preparation
- Facilitation of Mediation (Pre-Dialogue)
- Plan and design of the dialogue event
- Facilitation of the dialogue
- The Dialogue Follow Up

Consultation

The key phases of preparation include

- Community approach and consultation
- Conflict analysis
- The establishment of an organizing committee

Mediation

Two main types of Mediation are;

- 1) Mediation between individuals or families
- 2) Mediation between groups (pre dialogue)
 - Planning and Design of the dialogue event and activity

Planning a Dialogue involves establishing the Dialogue's

- Objectives
- Agenda
- Basic rules
- Participants and invitees
- Resources and logistics
- Facilitator
- Venue

Facilitating Dialogue

- A community dialogue will include the following phases
- Introduction from the facilitator
- Clarification of the agenda and its objectives
- Validation of, and agreement on, the basic rules
- Validation of the issues to be discussed
- Dialogue seeking a solution to the issues being discussed (leading to)
- Agreement from all parties
- The close of the dialogue

Closing a dialogue will involve

- A review of the dialogues objectives
- Validation of important points and the progress made
- Recommendations

Dialogue 'Follow-Up'

1. Participant Actions - Planning and Monitoring
2. Evaluation

Annex 6
Public Outreach Material

Polo shirts



Banners



Sticker



Timor-Leste

Dialogue Meetings, Preparatory Meetings and Mediations: June 2008 to October 2010

The Dialogue Project aims to address the root causes of conflict in communities through promoting dialogue and mediation, including the use of cultural conflict resolution mechanisms, and better public access to relevant information to support smooth and sustainable reintegration of IDPs and promote social cohesion in communities.

Mediations are conducted between conflicting parties, individuals and/or families over land, secondary occupation and/or border issues.

Preparatory meetings are relatively small meetings organised to help IDPs and various groups in the community identify issues for discussion, resolve obstacles and define the proper mechanisms to be used in the dialogue meeting.

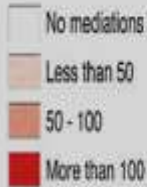
Dialogue meetings are large community meetings involving IDPs, host communities, government officials and relevant stakeholders to seek agreement on the reintegration of IDPs and build mutual relationships among the conflicting parties in order to resolve problems in communities.

The community leaders training on the facilitation of dialogue processes and mediation efforts.

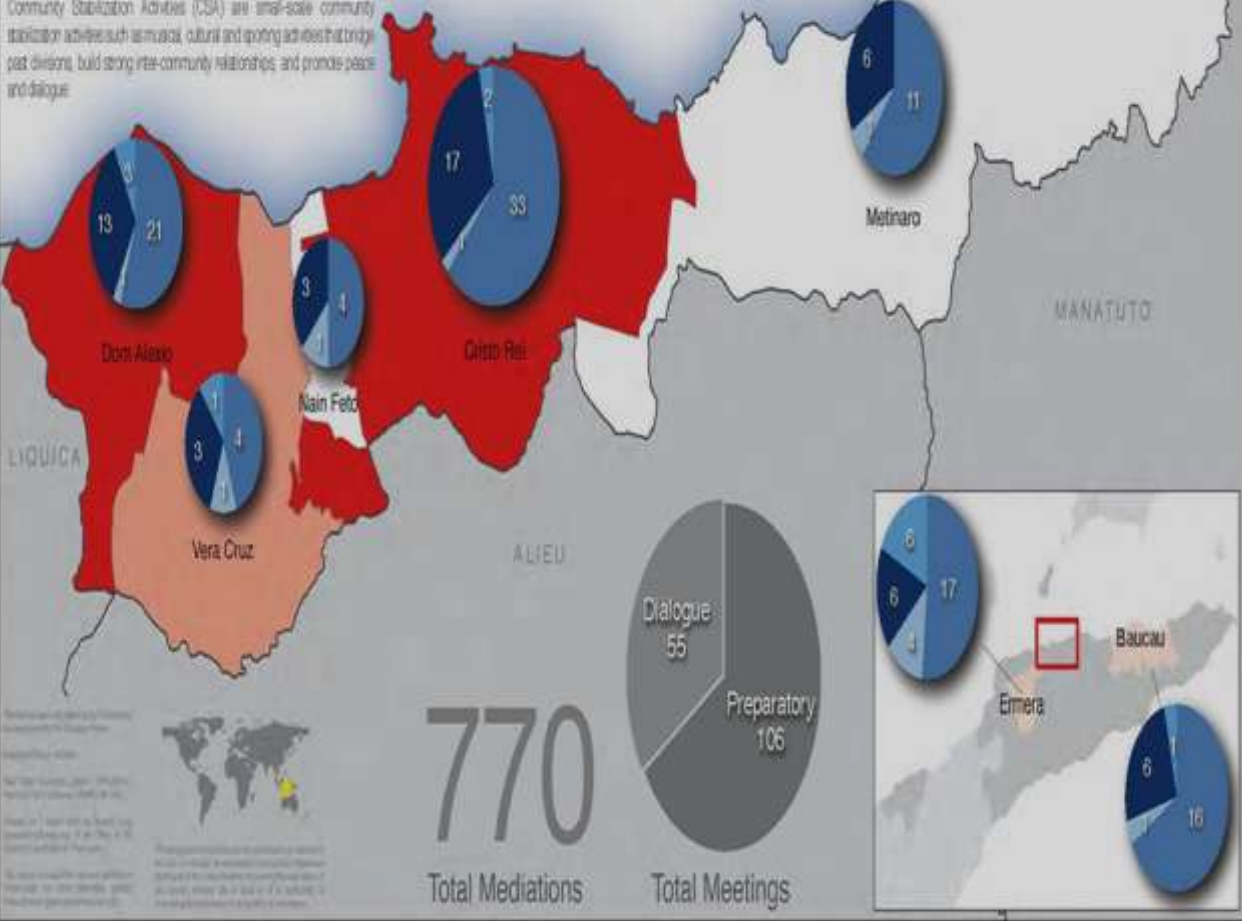
Community Stabilization Activities (CSA) are small-scale community stabilization activities such as musical, cultural and sporting activities that bridge past divisions, build strong inter-community relationships, and promote peace and dialogue.

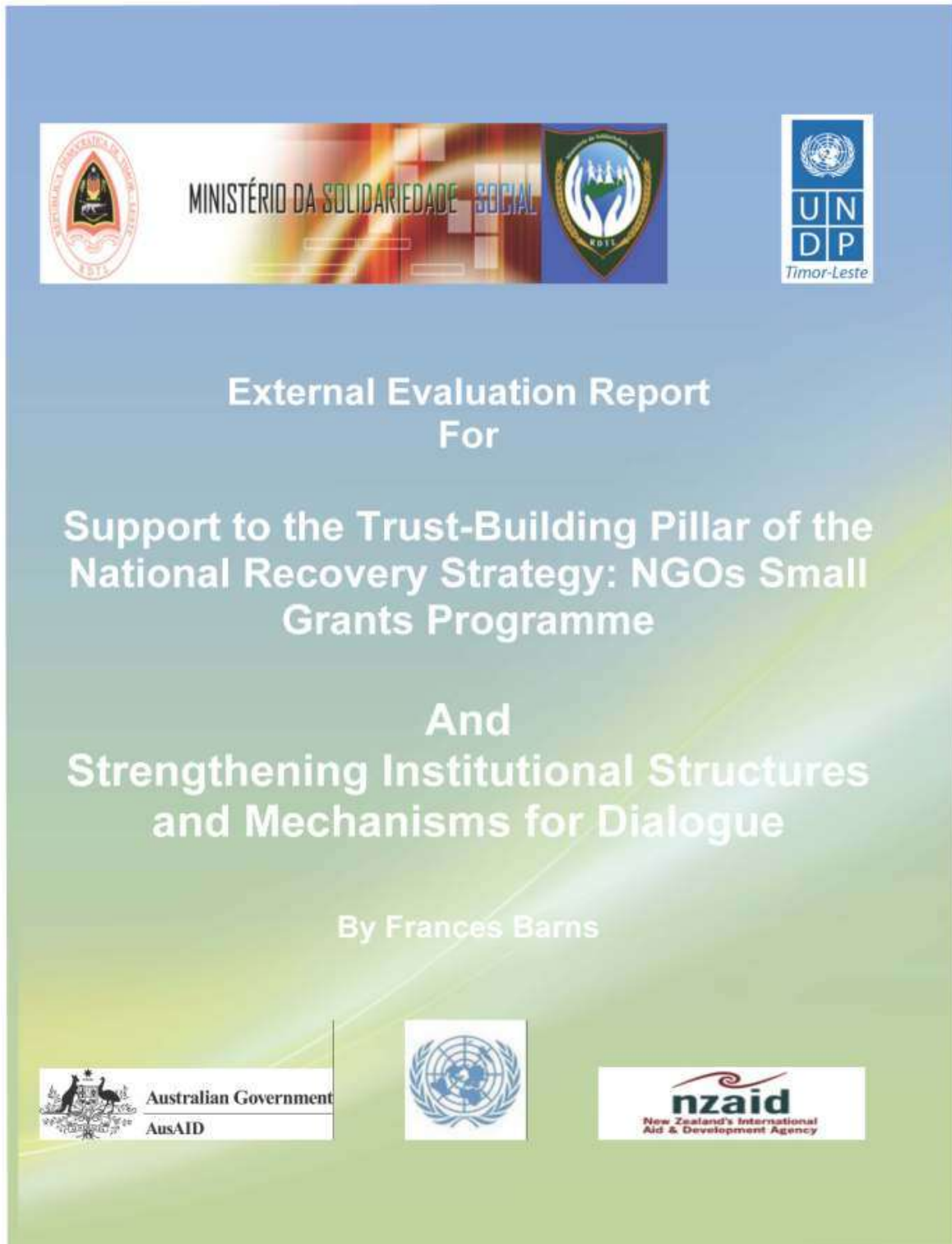


Number of Mediations



Number of Activities by Location





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List of Acronyms

CDM	Capacity Development Mentor
CPAP	Country Programme Action Plan
CRS	Catholic Relief Services
D&M	Dialogue and Mediation
DNAS	National Directorate of Water and Sanitation
DNTP	National Directorate of Land and Property
DPBSC	Dept. of Peace-Building and Social Cohesion
ETCRN	East Timor Community Reflection Network
F-FDTL	Timor-Leste Defence Force
HHK	Hamutuk Hari'i Konfiansa
HHK_WG	Hamutuk Hari'i Konfiansa working group
HHU	Hamutuk Hari'i Uma
IDPs	Internally Displaced People
INGOs	International Non-Government Organisations
IOM	International Organisation for Migration
ISF	International Stability Force
JICA	Japan International Cooperation Agency
JRS	Jesuit Refugee Service
MSS	Ministry for Social Solidarity
NDSA	National Directorate for Social Assistance
NNGOs	National Non-Government Organisations
NRS	National Recovery Strategy (Hamutuk Hari'i Futuru)
PDHJ	Provedor for Justice and Human Rights
PNTL	Timor-Leste Police Force
SCJP-LP	Sub-Commission for Justice and Peace – Liquiça Parish
SGP	Small Grants Project
SoSSAND	Secretary of State for Social Assistance & Natural Disasters
TORs	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNMIT	United Nations Mission in East Timor
UNPOL	United Nations Police Force
USAID	United States Agency for International Development

Executive Summary

This report is an evaluation of two projects designed to support the implementation of the National Recovery Strategy (NRS) and the work of the Ministry of Social Solidarity. The two projects are:

- Support for the Trust-Building Pillar of the National Recovery Strategy (known as the HHK NGOs Small Grants Project); and
- Strengthening Institutional Structures and Mechanisms for Dialogue (known as the Dialogue Project)

This report covers the period from the beginning of the implementation of the two projects in June 2008 until August 2009.

In April-May 2006 a political crisis triggered by the dismissal of close to 40 percent of the defence force led to open and widespread conflict in Timor-Leste. Approximately 145,000 Internally Displaced Persons (IDPs) were identified as being displaced during the 2006 crisis, including 70,000 in Dili¹.

To facilitate the safe and successful resettlement of IDPs to the community the Government adopted in 2007 *Hamutuk Hari'i Futuru*, a National Recovery Strategy. The National Recovery Strategy (NRS) is comprised of five pillars (housing, stability, socio-economic development, trust-building and social protection) and focuses on the needs of the displaced population and the communities into which they are to be reintegrating. Peace-building elements were encapsulated in the Trust-Building Pillar, *Haumutuk Hari'iKonfiansa* (HHK) as well as in aspects of the other four pillars.

To support the NRS, the UNDP designed the two above-mentioned projects. The specific objectives of the Projects were to support the implementation of the NRS, including, but not limited to, managing the "displacement challenge". The Dialogue Project aimed to assist with managing conflicts (associated with returns/relocations of IDPs), improve the perception of State officials, and strengthen the role of local authorities in conflict resolution and nationwide Timorese identity based on cultural and historical traditions.

The Small Grants Project aimed to contribute to operationalising the HHK pillar of the NRS and improving coordination between partners. This was done by putting out a call for proposals to National and International NGOs for projects focused on the key actions of the trust-building or HHK Pillar.

This report is the outcome of a mid-term evaluation of the two projects. The objective of the Evaluation has been to assess at mid-term the results, achievements and constraints of the two projects and to provide recommendations on optimising

¹ Estimates vary between 140,000 and 170,000 persons displaced. 154,000 IDPs is used in the RDTL Background report for the 2010 Timor Leste Development Partners Meeting.

implementation including future projects direction and UNDP Programming in this area.

The Evaluation found that the objectives of the Projects were relevant and appropriate. The objectives are relevant to both the operational UNDP mandate, which is that of working in special development situations², and the relevant national policy framework, which is the National Recovery Strategy.

There was also a practical need for these Projects, particularly in regard to project activities targeted at supporting the resettlement of IDPs. This included the Dialogue Project and activities under the Small Grants Project focused on implementing the Key Actions of the HHK Pillar specifically focused on resettlement³. In early 2008, prior to the commencement of the Projects, camp closures were being pushed very quickly and many problems were emerging related to *inter alia*, conflict over returns, property ownership disputes and lack of clear information among the community about their entitlements. There was a need for support to assist with the management of conflict issues, to provide access to information for the communities and monitoring of returns to identify problems and issues. The Dialogue Project focused on managing conflict through enhancing MSS' dialogue and mediation services.

The Key Actions of the HHK linked to resettlement focused on all three issues. There was also a good rationale for support to peace-building in communities as identified in the NRS. Among the range of underlying causes of the Crisis such as poverty and unemployment, poor infrastructure, security concerns and access to justice, there was a need to strengthen relationships and build a culture of peace in a fractious society with many social and political cleavages. While the rationale for general peace-building support was strong, it is moving into early recovery rather than crisis response and therefore at the outset it can be predicted that the relationship between the interventions and the impact will be more complex.

From the donor perspective, there was a strong rationale for channelling funding for NGOs implementing projects aimed at both assisting resettlements and peace-building in the broader community. By linking the selection criteria for funding to the HHK Pillar and establishing a Project Management Board with Government representation the Small Grants Project helped to ensure that NGO projects working in the sector were operating within the parameters of Government policy. This approach also helped to improve coordination, such as in relation to promoting a more even geographic coverage, and reduce overlap.

It seems clear that the Dialogue Project positively affected the process of camp closures and resettlement of IDPs. The resettlement process can be said to have been successful, with all camps closed by August 2009 (with the exception of IDPs

² UNDP has been given a clear mandate by the United Nations General Assembly to operate in "special development situations", where disasters and violent conflicts have undermined the human, social, physical and institutional capital that underpin development. In addition, the Executive Board of UNDP and UNFPA acknowledged in 2001 that the increased incidence and risk of violent conflict and natural disaster in programme countries indicates that the demand for UNDP's services in crisis and post-crisis environments is also increasing.

³ The HHK Pillar included some key actions that were focused specifically on IDP resettlement issues (i) supporting MSS to carry out dialogue, (ii) supporting information distribution regarding the HHK and (v) monitoring of returns. Other pillars, however, were focused on peace-building in the general community including (ii) encouraging positive contributions from youth and martial arts gang members, (iv) supporting internal tourism and (vi) dissemination of educational materials highlighting a common and shared history and culture.

remaining in transitional shelters holding close to 500 families which are in the process of being closed at the time of writing). It was very complex as disputes and problems continued to emerge throughout the process. For example, some households interviewed during the evaluation reported ongoing conflict with their neighbours. In one case, one family had occupied a property owned by their neighbours who were IDPs after the IDPs had returned in an attempt to extract payment from the neighbouring IDP family. Numerous iterations of dialogue and mediation had to be made in certain conflict-prone communities. In general, the big picture is one of success, given the large number of IDPs that moved out of the camps back into the community during 2008-2009.

The Dialogue Teams were not the only party responsible for the successful resettlement of IDPs; it was very much a coordinated effort involving many stakeholders. However, it appears that the success of the process can be directly attributed in part to the UNDP Dialogue Project. This project added to the resources available to MSS for dialogue. Between July and October 2008, 41 staff were recruited on Government contracts with MSS including 34 staff who were subsequently trained and tasked to facilitate dialogue and mediation in communities. To promote a high level of capacity among staff contracted within the framework of the Project, substantial time and effort was put into the recruitment process as well as training of the staff. UNDP also provided support for a more structured and focused approach to planning and implementing dialogues.

Evidence for the central role that the MSS Dialogue Teams played in facilitating the resettlement of IDPs can be seen in the large number of dialogues and meetings that were held. As of 30 September 2009, 42 community-level dialogue meetings were held in addition to 83 pre-dialogue meetings and 694 mediations.

In regard to mediation, the UNDP Progress Reports shows that not all cases were resolved to the satisfaction of all parties involved. While 94 % of cases were resolved to the satisfaction of both parties in the first reporting period (June – December 2008). In the second reporting period (January – September 2009) 30 % of cases have been resolved to the satisfaction of both parties. The remaining cases are still ongoing.

The Project also extended the capacity of MSS to provide dialogue services outside Dili by helping to set up Dialogue Teams in Ermera and Baucau. Such services were required in these Eastern districts where the bulk of rural displacements had occurred following the 2006 crisis and some people had also fled their homes following the 2007 Presidential and parliamentary elections.

The Project achieved its other specific objectives, including improving the participation of State Officials by inviting national leaders/civil servants to attend dialogue sessions which demonstrated their concern for the community and the challenges they face. On the negative side, the sessions sometimes resulted in the leaders making promises about services to be provided which may have encouraged a tendency towards haphazard and politicised service delivery planning.

The Project also helped to strengthen the role of local authorities in conflict resolution. Locating the dialogue staff in the sub-districts facilitated better communication with local leaders. The project took steps to involve local authorities

in every stage of the process. Training for community leaders was conducted. The Dialogue Teams received Training-for-Trainers (ToT) with a view to conducting conflict resolution training for community leaders.

The Project helped to develop a national identity based on cultural and historical traditions by drawing on local cultural practices around conflict resolution and linking them in a broader process.

The activities supported through the Small Grants Project which were closely related to the resettlement of IDPs were essential aspects of a coordinated response involving the Government and many agencies. CARE, CRS and Austcare carried out a range of activities supporting the resettlement of IDPs.

The funding of agencies heavily involved in a coordinated response is positive for a number of reasons. Due to their experience these agencies have a clear sense of the practical needs. As participants in the HHK coordination forum, they have a good understanding of and commitment to the Government's policy objectives. Funding such agencies also takes advantage of economies of scale. The risk is that there is overlap. This does not appear to have occurred.

With an approach whereby different implementing agencies negotiated to divide up the focus of their programmes into specific geographic regions, these agencies effectively became extensions of Government programmes. They provided services that complimented and facilitated the Government's activities under the NRS.

The working relationship between NGOs supported by UNDP and the Government was important in Dili. However, this relationship was particularly important in the Districts, notably the eastern districts where the large majority of the displacements had taken place. Given the very limited Government resources in the districts, support from NGOs has been critical. Regular HHK Working Group meetings also helped to strengthen the coordination in Dili and in Baucau. It should be noted that the Dialogue Teams in Ermera did not benefit from close support from an NGO.

Monitoring of the resettlement of IDPs and their host communities is critical to provide information on the level of conflict and social cohesion in communities where IDPs have been reintegrated/or relocated as well as other issues facing returnees and home communities such as access to services and treatment by Government.

Under the UNDP Small Grants Project returns/relocations monitoring was supported through funding of a project implemented by the Office of the Provedor (PDHJ) in cooperation with IOM and a project implemented by CARE. The returns/relocations monitoring carried out by IOM and the PDHJ was effective with some challenges and limitations.

Three NGO programmes supported through the Small Grants Project aimed at shifting the orientation of young people away from conflict towards a more peaceful orientation and improving the life skills and employment prospects of youth by assisting them to prepare proposals for and implement project activities of their choice such as livelihood or self improvement projects to make participants more employable. Support for encouraging positive contributions from youth is one of the

key actions of the HHK pillar. The projects appear to have assisted young people in developing a more pro-peace outlook and new conflict resolution skills. However, unlike those activities directly linked to the resettlement of IDPs, with activities supporting youth there is not an obvious or formal feedback mechanism regarding the impact of the Projects. If resettlement were not working then it would have become clear very quickly, however widespread violence and antisocial activity by young people involved in martial arts groups had already largely decreased by the start of 2008. Therefore, more work is required to investigate the impact of projects aimed at strengthening peace in the community more broadly rather than only among IDP communities. This could be a task of the Peace-Building Unit if it is to be established in the Ministry of Social Solidarity.

Furthermore, to ensure sufficient impact and sustainability of benefits, a certain level of coverage needs to be achieved and activities supporting youth need to be integrated into a comprehensive strategy to improve opportunities for youth. Such a strategy has not really been operationalised, but it is not appropriate that it be developed by the Ministry of Social Solidarity, as responsibility for youth matters is the role of another institution. Special effort needs to be made to target at-risk young people and those involved in violence.

Training in conflict resolution/peace-building for community leaders and other community members was implemented by Ba Futuru, CRS, Austcare, Renetil and SCJP-LP (the latter for youth). This training is critical, particularly for community leaders as they have a traditional role in facilitating conflict resolution. However, methodologies applied should be based on strengthening existing approaches to resolving conflict within communities because this has been shown to be more effective (Ledarach 1996, Bearman 2004) than approaches that import methodologies. While the evaluation did not fully assess the NGO training methodologies, anecdotal reports suggest that in some cases the approaches were somewhat “top-down”.

For their size and scope, the two projects have made a significant contribution to prospects for peace and stability in the long-term. However, there are many issues which remain triggers for conflict. These include *inter alia*: high unemployment, especially among youth, patchy access to public utilities (water, sanitation and electricity), ongoing problems with resettlement and land and property ownership, potential future dislocations due to planned development projects, ongoing social cleavages within the community, continuing rivalries among the political elite, increased poverty due to climatic changes and environmental damage, and lack of access to justice.

Unfortunately, the remaining Pillars of the NRS that focused on bringing about improvements relating to the underlying causes of conflict have not been operationalised to the same extent as HHK and *Hamutuk Hari'i Uma* (HHU) which focused on providing assistance for rebuilding houses. There is a temptation for MSS and Peace-building focused NGO projects to compensate for this situation by incorporating activities from the other pillars under the HHF. This is not advisable as it is unlikely to have the scale of coverage necessary.

The project has performed reasonably well on gender issues in terms of the HR recruitment strategy, in that about 30 percent of the Dialogue Team's members are

women. Interviews with the Capacity Development Mentor (CDM) and the Project Manager reveal that women have performed as effectively as men as facilitators of dialogue and mediation. Not surprisingly, given the highly patriarchal nature of Timor-Leste's cultures, it has been a challenge to harness the full participation of women in dialogue, particularly in larger community meetings.

The approach to project management was one of the key strengths of the Dialogue Project. This included the innovative approach whereby UNDP supported the recruitment, training and management of staff on Government contracts. This enabled UNDP to inform programme direction but also ensured that the activities were fully integrated into the work of the Ministry. The duplicate reporting structure may have led to some confusion over lines of authority at the beginning of the project but this has been overcome by regular interaction with MSS. Application of this innovative management approach should be considered more widely.

Because the implementation of HHK was located within one directorate of MSS, the Project "entry point" was one directorate, rather than the Ministry as a whole. This limits the likelihood of the systems and approaches being emulated by the Ministry in the future. This approach of the UNDP projects is indicative of a general trend within MSS whereby there has been much more assistance on a directorate/sectoral basis rather than on a whole-of-ministry basis. There is a need for more assistance to strengthen whole-of-ministry systems, for example in relation to annual planning, budget planning, financial management, HR policy and information and logistics management.

The approach adopted on the Dialogue Project for institutional development and project management should be considered more widely for other development programmes.

Another positive development was the recruitment of a national project manager with strong leadership skills who was able to provide technical direction on the Project as well as project management and administrative oversight. The Project Manager went through a period of direct mentoring by an International Project Manager as well as undergoing training in conflict prevention and mediation overseas. However, the project management could have been strengthened by the inclusion of the Project Assistant position earlier.

The Dialogue staff were subject to extensive training including training in conflict transformation theories and practical approaches at well regarded international institutions (for a more full discussion of the training received see the full body of the report). A Capacity Development Mentor was recruited ten months into the Project.

Project Management on the Small Grants Project was effective. The Project Manager provided attentive monitoring and financial oversight. The job of the Project Manager in monitoring could have been made easier by the collection by NGOs of better baseline data consisting of qualitative and quantitative data.

Coordination was another strength on both of the Projects. The main mechanism for coordination for MSS and stakeholders was the HHK Working Group that was supported by both projects. This group met fortnightly in Dili and Baucau. The group

was well attended and provided an effective forum for exchanging information and identifying needs to be followed up on. There was room for more Government ownership.

Looking forward there is a need for the Government to define its policy priorities around peace and stability as in regard to the NRS, the political pressure to solve “the displacement challenge” has receded as the issue has been resolved. There remain issues that are likely to trigger conflict in the short term. These include unresolved disputes relating to resettlement and new dislocations relating to potential conflicts resulting from the implementation of the Land Law and measuring of the Cadastral System. Given UNDP’s strong relationship with MSS, UNDP should continue support the Government in moving forward in policy development for peace-building.

At the current time there is a plan to absorb some of the Dialogue Team members into a new department in MSS, to be known as the Department of Peace-Building and Social Cohesion (DPBSC), to be housed under the National Directorate for Social Assistance. MSS has requested UNDP support for establishing this department as an exit strategy for the Dialogue and Small Grants Projects in the medium-term.

Recommendations

Small Grants Project

1. More work is required to investigate the impact of projects working with youth and martial arts gang members as securing their interest in workshops etc may be more difficult than obtaining that of young people who already have a more positive outlook. Activities which attract the interest of more anti-social youth appear to be activities which bring some economic benefit and NGOs are thus tending to move in this direction. In fact this is the case for activities involving community members of all ages. But what is the likelihood of these projects being able to assist economically in the longer-term? UNDP should support NGOs to link up or emulate other initiatives in sectors such as agriculture and private sector development that have been shown to be effective.⁴ (This comment is not directed towards peace-building projects but towards UNDP more generally). UNDP should also undertake high-level advocacy to support the Government to address structural issues and take care that ineffective strategies aren’t inadvertently being supported. In addition to a commitment to participation, when implementing projects with an economic impact, the latter should be considered in the Project design.
2. If there is an extension of the Small Grants Project it would be useful to focus on collecting strong baseline data in order to enhance the ability to measure impact through the Monitoring and Evaluation Framework. There should also be more focus on assessing coverage, for example, which communities and

⁴ Some initiatives are not effective. According to an adviser at ILO, 80 percent of vocational courses in Dili provide English and Computer training but only a fraction of the jobs are in this area. However, if you ask many people what type of support they would like they say English and Computer training which is presumably why these are the courses provided.

which groups within the communities have received and are in need of assistance.

3. Looking forward there are at least two priority challenges for promoting greater participation of women on the Project including (i) harnessing the special role of women as peace-builders and (ii) making a special effort to include women's views and needs in conflict resolution and peace-building activities. (This also applies to the Dialogue Project).

Dialogue Project

4. There is a need for more assistance to strengthen whole-of-ministry systems at MSS, for example in relation to annual planning, budget planning, financial management, HR policy and information management and logistics management.
5. Training for dialogue staff in the future should continue to be based on an ongoing analysis of training needs to ensure that staff continue to have the opportunity to develop their skills and that courses provided are not repetitive or overlapping. Dialogue staff should receive certificates for training received. Consideration should be given to the possibility of providing a select number of staff the opportunities for studying for higher qualifications relating to conflict transformation and peace-building.
6. The reasons for the need for dialogue, mediation, capacity building of communities in conflict resolution and community strengthening activities are still relevant as they were at the commencement of the Projects. It is therefore worthwhile continuing support in these areas. Given UNDP's strong relationship with MSS, it would be useful for UNDP to continue supporting the Government in moving forward in policy and programme development for peace-building and social cohesion.

Future Programming

7. Care should be taken to ensure that any support to NDSA to develop peace-building programmes stays within the context of its mandate: social protection of vulnerable groups and prevention of and response to emergencies. This implies that the focus of peace-building programmes should be on reducing vulnerability to conflict and in doing so there should be an emphasis on promoting the inclusion of vulnerable members of the community.
8. In the future, effective coordination by MSS with stakeholders in the peace-building sector will be essential. MSS should seek to accommodate the views and roles of other key stakeholders in peace-building activities such as the Secretary of State for Security. It would be useful to establish a mechanism similar to the HHK Working Group. MSS could take a lead role in such a forum.
9. Some of the key priorities for a new department for peace-building may be as follows:

- Oversight and coordination of monitoring of resettlements and other potential issues of conflict.
- Mediation and dialogue on specific issues such as in relation to conflicts that might emerge in relation to the implementation of the Land Law.
- Conflict resolution training for community leaders through oversight of the coverage and quality of training, forward planning and delivering the training in coordination with the Ministry for State Administration and Territorial Management.
- Community strengthening activities such as sports, arts and music events and small scale infrastructure development such as building of community halls and sports fields. To achieve peace and social cohesion it is essential that, as well as focusing on reducing negative influences through conflict mitigation, there is a focus on increasing the positive influences by creating opportunities for positive interactions among community members.

Introduction

In April-May 2006 a political crisis triggered by the dismissal of close to 40 percent of the defence force led to open and widespread conflict in Timor-Leste. Fighting between the army and police resulted in many casualties. As simmering tensions linked to a range of long and short-term issues rose to the surface, houses and other buildings were looted and burned (including an estimated 5000 properties in Dili alone). Their properties destroyed and facing threats, many people fled their homes and sheltered in the grounds of state and church buildings while others took refuge in the homes of relatives. Approximately 145,000 Internally Displaced Persons (IDPs) were identified as being displaced during the 2006 crisis, including 70,000 in Dili.⁵

The crisis receded and normalcy returned. During 2007 Parliamentary and Presidential elections were held without significant irregularities reported (although further conflict between politically aligned groups triggered significant displacement in Ermera in the wake of the Presidential elections and again in Viqueque after the parliamentary elections). However, due to fear of being attacked on return and their homes destroyed or taken over by other community members, many of the IDPs stayed on in the makeshift camps that sprang up in the locations to which they fled during the crisis. There was also a period of widespread instability and heightened security concerns following the 2008 shooting of the President and attacks against Prime Minister.

Reintegrating displaced community members became one of three areas of national priority delineated by the IV Constitutional Government, sworn in on 8 August 2007 (the other two related to issues affecting national security, the case of the 'petitioners' group previously discharged from the Army and that of Alfredo Reinaldo and his rebel group). To facilitate the safe and successful resettlement of IDPs to the community, the Government prepared and adopted in 2007 *Hamutuk Hari'i Futuru*, a National Recovery Strategy (NRS). In endorsing this strategy, the Government, donors and international agencies acknowledged that there were interlinked social, political and economic factors associated with displacement that would need to be dealt with to facilitate successful resettlement and reintegration of the displaced community members. Accordingly, the *National Recovery Strategy* is comprised of five pillars (housing, stability, socio-economic development, trust-building and social protection) and focuses on the needs of displaced populations and the communities into which they were to be reintegrating.

A number of aspects of the NRS related to "peace-building" in the community. These included repairing relationships severed during the 2006 Crisis, strengthening community fabric and promoting peaceful ways of behaving and supporting the resolution of disputes relating to property ownership that had ensued following the Crisis. Peace-building elements were encapsulated in the Trust-Building Pillar of HHK (*Hamutuk Hari'i Konfiansa*) as well as in aspects of the other four pillars to varying degrees.

⁵ Estimates vary between 140,000 and 170,000 persons displaced. 154,000 IDPs is used in the RDTL Background report for the 2010 Timor Leste Development Partners Meeting.

To support these aspects of the NRS, the UNDP designed the two projects:

- Support for the Trust-Building Pillar of the National Recovery Strategy (known as the HHK NGOs Small Grants Project); and
- Strengthening Institutional Structures and Mechanisms for Dialogue (known as the Dialogue Project)

This report is the outcome of an external evaluation of the two projects covering the period June 2008 until August 2009. The Projects were evaluated together as they both support the Ministry of Social Solidarity in its implementation of the NRS. The objective of the Evaluation has been to assess the results, achievements and constraints of the two projects and to provide recommendations on optimising implementation including future government support and UNDP Programming in this area.

Methodology

The Methodology of the Evaluation utilized a qualitative approach based on interviews and focus group discussions with key stakeholders. The approach can be described as semi-structured in that a set of open-ended questions were asked but there was also scope for participants to discuss other topics of relevance to them. Interviews were held with a range of stakeholders including Government representatives, relevant UNDP staff, Dialogue Team members, NGO project representatives, relevant community members including returned IDPs and beneficiaries of projects supported by the Small Grants Project as well as experts and observers of peace and conflict issues in Timor-Leste. See Annex 3 for a list of interviews held.

Summary of Questions to be Addressed in the Evaluation

Based on the TOR, the list of questions to be addressed in line with the topics that are normally addressed in an evaluation are as follows:

Were the objectives of the Project appropriate and relevant?	Were the objectives of the Projects relevant and appropriate to (i) the UNDP Mandate for operating in "special development situations" and (ii) the National Recovery Strategy (iii) the National Priorities
Did the Projects achieve their objectives?	Did the Projects contribute to solving "the displacement challenge"?
	What was the UNDP contribution to an inter-sectoral approach to recovery from the Crisis (as outlined in the HHK pillar of the NRS)?
	Did the Projects contribute positively to prospects for peace and stability in the medium to long-term?
	Did the Projects effectively promote the full participation of men and women in conflict resolution and peace-building?
	Did the small grants project contribute to operationalising the HHK pillar of the HHF and improving coordination between partners?
Were the objectives of the Projects achieved in an effective manner?	Did the Dialogue Project assist with managing conflicts (associated with returns/relocations of IDPs), improving the perception of State officials, strengthening the role of local authorities in conflict resolution and developing a nationwide Timorese identity based on cultural and historical traditions?
	How effective and sustainable was the approach to capacity building and partnership with MSS and NGO agencies? How effective and efficient were the coordination and communication systems established through the Projects?
What factors impacted on whether the Projects achieved their expected results	What factors beyond UNDP's control influence the Project environment and results?
Where to from here?	What are the issues, modalities and partnerships that should be the focus of UNDP in the peace-building sector?

EVALUATION OF THE PROJECTS

Relevance and Appropriateness of Objectives

“To what extent were the Projects relevant, appropriate and strategic to the UNDP Mandate for operating in “ (i) special development situations” (ii) the National Recovery Strategy.

Addressing the question of the relevance of the Projects to the UNDP mandate and the NRS is fairly straightforward. Clearly the objectives are relevant to both the UNDP mandate of working in special development situations and the National Recovery Strategy given that they are focused on dealing with a displacement crisis which can easily be defined as a special development situation and supporting the NRS itself.

While the question of the *relevance* of the Projects to the UNDP mandate is logically obvious, the question of whether the Projects were appropriate and strategic also depends on whether there was a practical need for them in the operating context and whether UNDP was an appropriate agency to address these needs. These points will be addressed in the following paragraphs.

Problems with camp closures

The Projects were designed during 2007 prior to camp closures. They were timely as there were difficulties associated with camp closures and IDP resettlement in late 2007/early 2008 for which assistance was needed. Having been closely involved with MSS for the duration of the response to the Crisis, UNDP was well placed to support the Government to respond.⁶

Commencing in 2008, camp closures were a matter of high national priority for the Government. They were being driven by a very tight timeframe which was set by the process of identifying, verifying and distributing the various assistance packages for IDPs. Keen to receive the packages, IDPs would often state that it was safe for them to return when in fact their house was still occupied. In some cases, this was complicated by properties having being bought and sold after the departure of the IDPs. Often the communities into which the IDPs were re-integrating, including the local authorities, were not informed about the camp closures until they were imminent.

A number of other problems were emerging in the context of camp closures including:

⁶ UNDP has had several projects in this area working with MSS as well as its previous incarnation including among others, Work for Peace/ Serbisu Ba Dame; Women-in Self Employment (WISE); Work for Crisis Prevention/ Servi Nasaun; Support to IDPs reintegration; Communication Outreach for IDPs; Urgent Damage Assessment, and Support to Registration and Verification of IDPs.

- Confusion over who was entitled to what assistance packages;
- Access to correct information;
- Jealousy and resentment by non-IDPs of IDPs receiving assistance packages;
- Ongoing martial arts activity and violence. For instance, vehicles belonging to MSS or NGOs and IDPs' houses were being stoned;
- Lack of access to water and electricity in the houses to which IDPs were returning. For example, in some of the houses to which IDPs were returning, water pipes had been removed during their absence.

The NRS provided a mandate for a range of Trust-Building activities to address IDP reintegration and social recovery. The providers of these services included MSS, the Office of the Provedor (PDHJ) and the Land and Property Office (DNTP) and other line ministries. At the time of the development of the NRS, it was widely recognised that these key bodies and other actors in related fields were under-resourced to adequately address the activities at hand. In the early period of the current administration, MSS had only two dialogue staff. Furthermore, approaches to dialogue that had been employed to date had been less than effective. There was a need for assistance to develop a more systematic, resourced approach to dialogue that was able to support communities until issues were resolved.

Need to address underlying vulnerabilities

In addition to the immediate problems associated with camp closures, there was also a need to build up conditions in the society that would enable peace and stability to be maintained. While the social unrest associated with the 2006 Crisis had receded by mid-2007, if the underlying issues causing the crisis were not dealt with, it was not unlikely that conflict might flair up again given the appropriate triggers. It was for this reason that the NRS took a more holistic approach to dealing with the “displacement problem” that was focused on more than just camp closures. As is stated in the Preamble of the NRS:

“The effects of the Crisis that began in April/May 2006 have had impact on the lives of all East Timorese. The process of recovery will therefore necessarily be a complex and delicate one. The process will require a concerted effort by the Government, communities, civil society and the international community to address **both the immediate impact of the Crisis and the pre-existing community-level vulnerabilities. As, such the closure of the IDP camps cannot be the only focus of attempts to address recovery.** The strategies included within The National Recovery Strategy” offer a framework by which the Government can harmonise its efforts to address the many and varied impacts of the Crisis on the society as a whole.”

With its five pillars, the NRS as a whole was targeted at addressing the immediate causes and underlying conditions associated with conflict and social unrest. However, the HHK pillar was specifically focused on strengthening trust within the community. Among the range of underlying causes of the crisis such as poverty and unemployment, infrastructure, security services and access to justice that needed to be addressed, there was a need to strengthen relationships and build a peaceful culture in a fractious society with many social cleavages. Key Actions of the HHK Pillar included both trust-building activities associated with the resettlement of IDPs

(dialogue, information campaign and monitoring) as well as activities that contributed more broadly to “strengthening of trust throughout the community and, crucially, between the citizens and their Government” (encouraging positive contributions from youth and martial arts gang members, supporting internal tourism and dissemination of educational materials highlighting a common and shared history and culture.) The two UNDP projects were specifically designed to support the HHK pillar.

Assessment of the justification for the Projects

In the context of the above issues there was strong justification of the practical need for both projects.

The Dialogue Project was needed to address problems associated with camp closures by developing the Government’s capacity in dialogue and mediation. This included a need to:

- ***Allocate greater resources:*** dialogue and mediation activities were under-resourced in terms of staff and operational support. Of the \$15 million allocated to the NRS only \$15,000 had been allocated to HHK, the trust-building pillar.
- ***Increase and improve the human and other resources available for dialogue and mediation Services.*** Only two staff were available for this purpose at MSS.
- ***Systematise the approach to dialogue and improve the methodology:*** Dialogue/mediation sessions were often “one-off” sessions with a less than optimum sense of focus and not always leading to a resolution. To improve outcomes, dialogue and mediation processes needed to be structured and facilitation skills of relevant staff needed to be improved.
- ***Provide local authorities with a leadership role in dialogue and mediation and strengthen their ability to do this:*** During camp closures, *Chefes de Sucos*, *Chefes de Aldeias* and Suco Councils were not sufficiently informed or involved in negotiating returns processes. This needed to change. Dialogue and mediation processes that fit into local mechanisms of decision-making, authority and skills of local community leaders needed to be strengthened.
- ***Provide a space for interface between national leaders and communities:*** Both IDPs and return communities were often focused on grievances and hoped for opportunities to discuss these with national leaders.
- ***Support systematic monitoring of returns/relocations:*** Information feeding back to the Government and partners on how reintegration was going was sketchy and anecdotal. There was a need to collect more systematic information, particularly regarding the safety of vulnerable communities but also on the level of conflict and other emerging issues.
- ***Support the provision of clear and consistent information on government policies:*** Understanding was often confused among community members regarding entitlements to assistance packages and other government policies and services (e.g. how to get water supply connected).
- ***Develop the concept of a Timorese national culture*** including strengthening and consolidation of existing cultural mechanisms for conflict resolution.

These problems, which the Dialogue Project sought to address, were immediate. They were impairing the resettlement process and in some cases putting community

members in danger. The objectives of the Dialogue Project were well designed to both address these issues and were also well framed in the spirit of the NRS to improve the relationship of the community and the Government more broadly and promote sustainable structures for peace.

The Small Grants Project aimed to address issues relating to the resettlement process *and* to address underlying causes of instability and promote peace-building in the general community by supporting NGO programmes focused on implementing the key actions of the Trust-Building Pillar (HHK) of the NRS. As stated above the HHK included key actions that related to both IDP resettlement issues and broader peace-building. By funding NGOs implementing activities focused on the HHK, UNDP aimed to improve coordination and links to the Government's policy platform (the NRS) as well as to complement its support to MSS by supporting civil society initiatives at the community level. NGOs working with IDPs had been playing a key operational role as part of a coordinated inter-agency response and had established relationships with communities and a practical sense of immediate and emerging priorities. As stated above, the specific priorities relating to IDP resettlement in the HHK included support for dialogue, returns monitoring (led by PDHJ) and the communication of government policy. All of these were clear and immediate needs in the context of camp closures as described above.

This is an effective approach to programme design, particularly in regard to activities linked directly to resettlement. The fact that the designs of the two projects support both the Government and NGOs to facilitate dialogue raises the question of whether there could be overlap. However, this did not appear to be a problem as the NGOs had specific roles in relation to dialogue *vis-à-vis* MSS which related to supporting linkages with the community to facilitate participation in the Government-led dialogue.

The approach was also effective in regard to support for programmes working in peace-building in the community more generally. The need to develop a more peace-orientated culture among young people was clear. However, there was not the same consensus on the scope of the needs, i.e. what level and distribution of programming would be required to have impact as there was with the Projects focused on resettlement. This is not so much a criticism as a function of some of the NGO Projects (i.e. those ones not directly relating to resettlement) moving out of crisis response into early recovery. For example, dialogue in Becora sub-district was directly linked to camp closures and resettlement, evidenced in the fact that it was only after seven pre-dialogue meetings and two dialogue meetings that home communities agreed that IDPs could return. The "feedback" on the effectiveness of the interventions was immediate and obvious. In regard to projects working to support a more peaceful orientation among youth through training in peace-building and life skills there was not the same immediate feedback because the spate of violent activity which had followed the crisis had already calmed down by the time most of these projects commenced. It is not easy to objectively determine at this stage whether peace-building projects such as those supported under the Small Grants Project have had the desired long-term impact. However there are mechanisms that can be used to determine success in the short to medium term.

Furthermore, the HHK was quite specific about what types of initiatives were to be implemented to support general peace-building (not specifically IDP related): support for youth and martial arts group members, support for developing Timorese cultural identity and internal tourism. But it is not extensively elaborated how and why those specific initiatives would lead to the objectives of the HHK. While it is appropriate for UNDP to support government policy, these design issues with the policy itself could affect the outcomes of the UNDP activity.

Did the Projects achieve their Objectives?

In terms of addressing the questions linked to the subject of whether the objectives of the Project were achieved this section of the Report looks first at the impact of the Dialogue Project on “displacement challenge”, followed by a discussion of whether the Dialogue Project achieved its specific objectives. It then looks at the impact of the Small Grants Project on the displacement challenge and whether it achieved its specific objectives.

Achievements of the Dialogue Project

Did the Dialogue Project contribute to solving “the displacement challenge”?

It seems clear that the Dialogue Project (USD 937, 540⁷) positively affected the process of camp closures and resettlement of IDPs. The resettlement process can be said to have been successful, with all camps closed by August 2009 (with the exception of IDPs remaining in transitional shelters holding close to 500 families which are in the process of being closed at the time of writing). It was complex as disputes and problems continued to emerge throughout the process. For instance in Camea Sub-District of Dili, particularly in *sucos* Fatuk Francisco and Burbulau, despite numerous dialogue sessions, conflict between residents and newly resettled IDPs continued until well into mid-2009. Some disputes over properties and social jealousies continue into the present. This is why various iterations of dialogue and mediation had to be undertaken in some locations. In general, the big picture is one of success, given the large number of IDPs, supported by the project that moved out of the camps back into the community during 2008-9.

The Dialogue Teams were not the only party responsible for the successful resettlement of most IDPs; it was very much a coordinated effort involving many stakeholders, led by MSS and including other Government bodies such as PNTL, F-FDTL, DNTP and DNAS (the Directorate for Water and Sanitation Services) as well as many NGOs such as CARE, CRS, Belun, Austcare and JRS as well as the UN/or UN Affiliated agencies such as IOM, UNPOL and UNMIT. However, it appears that the success of the process can be directly attributed in part to the Dialogue Project. This project enabled MSS to take the leadership role in dialogue and mediation that had been lacking and was very much needed to facilitate camp closures. This was done by increasing the resources available to and improving the skills, methodology, planning and organisational capacity of the MSS Dialogue services.

⁷ AusAid: USD \$498,548, NZAid: USD\$220,000, UN Peace Building Fund USD\$218,992

The UNDP Dialogue Project added to the resources available to MSS for dialogue. Between July and October 2008, 41 staff were recruited on Government contracts with MSS including 26 dialogue staff in Dili (recruited in July/August 2008), eight dialogue staff in Baucau (4) and Ermera (4) (a total of 34 dialogue staff), one senior coordinator (seconded from MSS), three support staff and 3 drivers. The Dili based dialogue staff were organised into sub-district teams based in the sub-districts with large numbers of returning IDPs including Cristo Rei, Dom Aleixo, Vera Cruz, Nain Feto and Metinaro. Their offices were located in the sub-districts.

To promote a high level of capacity among staff contracted for the Project, substantial time and effort was put into the recruitment process as well as training the staff (see more about this under the section, *Were the Projects Achieved in an Effective Manner?*).

Throughout the Project, UNDP also provided support for a more structured and focused approach to planning and implementing dialogue. Guidelines were produced by the joint UNDP/MSS management team indicating how dialogue and meeting sessions were to be structured and managed.

The approach to dialogue changed over time as the needs for and understanding of dialogue evolved over the Project duration but basically the steps for dialogue, which was coordinated around camps closures, involved:

- Liaising with Government/community leaders, Site Liaison Support (SLS) officers and Partners to identify the needs for dialogue and mediation sessions.
- Socialising the approach with District Administrators (Dili, Baucau and Ermera), Sub-District Administrators and Suco and Aldeia leaders to harness their support.
- Publicising the events through word of mouth, brochures and publicity materials as well as TV and Radio.
- Holding pre-dialogue sessions with key IDP/community figures to build consensus.
- Facilitating large dialogue events involving 500 – 1000 people, often attended by national leaders and ending with a symbolic action signifying the resolution of disputes and repair of social relations such as signing of a peace agreement and/or the traditional *nahe biti bo'ot* ceremony.
- Facilitating inter and intra-family mediation sessions.
- Documenting processes for further institutional reference.

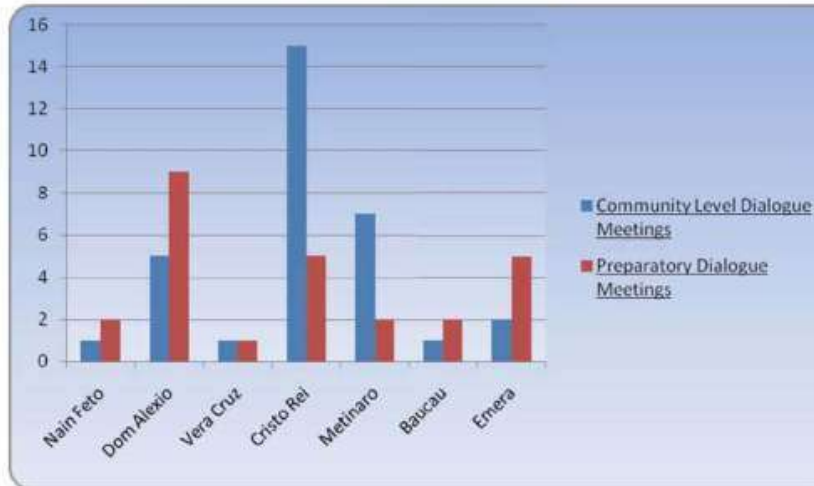
This basic approach, introduced through the UNDP Project, was much more structured and planned than that which had been implemented prior to the start of the Project. UNDP's ability to inform the planning and implementation of a Government programme was supported by a joint management structure headed by both an MSS Director and a UNDP Project Manager.

Evidence for the central role that the MSS Dialogue Teams played in facilitating the resettlement of IDPs can be seen in the large number of dialogue and meetings that were held before returns were carried out. Over the course of the Project, 42 community-level dialogue meetings were held and 83 pre-dialogue meetings as

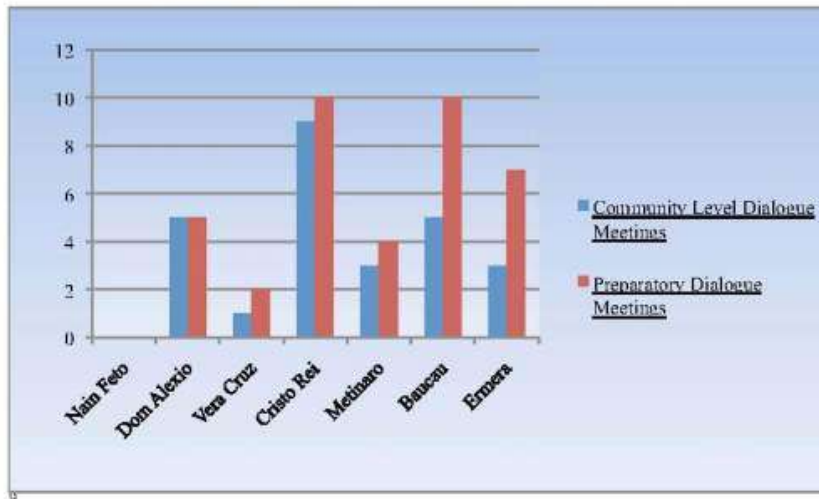
shown in Chart 1 and 2 below, 694 mediations have been carried out so far.⁸ Dialogue and pre-dialogue meetings were the forum where IDPs negotiated with the home community allow their return. This often took a number of pre-dialogue and dialogue sessions. Without the structured approach introduced by the Project it would have been difficult to negotiate the returns. The number of events held met the targets included in the Project Document.

⁸ UNDP, Strengthening Institutional Structures and Mechanisms for Dialogue, Progress Report, July – December 2008 and UNDP, Strengthening Institutional Structures and Mechanisms for Dialogue, Draft Progress Report, January - September 2009.

Community Dialogue by Location July-December 2008



Community Dialogue by Location January-September 2009



Changes over the duration of the Project

Approaches changed over the duration of the Project as the understanding of what dialogue meant in the community evolved, as well as changes in the operational

⁹ Data taken from Dialogue Project Progress reports January- December 2008 and draft progress report January- September 2009

context. Beginning with emergency mediation in the camps, the Project moved on to conduct the large dialogue sessions and mediation associated with camp closures. At the current time, the focus is on normalising the resettlements.

At present, the Dialogue Teams still have a role in monitoring returned IDPs and local community members to ensure that any ongoing issues are resolved. There is a need to ensure that community members are aware of this role of the Dialogue Teams and see them as a resource to assist with managing issues of conflict. There should be close oversight of the role of the Dialogue Team members in managing resettlements to ascertain what is actually occurring and what adjustments might need to be made. Previous identification of a focal-point from the National Directorate of Land and Property (NDLP) to act as a resource for thematic ‘mediation clinics’ for staff engaged in land and property related mediation was a useful undertaking as reported by staff involved in the Dialogue Project. Ongoing discussions to establish a forum for coordination between the NDLP, MSS/UNDP Dialogue Teams and a range of other actors engaged in land and property related dispute-resolution could represent a useful contribution to harmonising efforts and sharing of tools between the key actors engaged in what remains a critical legacy issue of the 2006/7 Crisis.

Specific Objectives of the Dialogue Project

The Dialogue Project also performed well in terms of its specific objectives in assisting with managing conflicts (associated with returns/relocations of IDPs), improving the perception of State officials, strengthening the role of local authorities in conflict resolution and developing a nationwide Timorese identity based on cultural and historical traditions with some limitations and challenges.

The Project helped to manage conflicts. As explained above, MSS facilitated dialogue played a central leadership role in managing conflicts to support camp closures and the resettlement of IDPs. The UNDP Project improved the quality and quantity of the dialogue that was carried out by MSS.

In addition to supporting dialogue processes, capacity building in mediation also assisted with resolving conflict. One characteristic of the mediation sessions was that they involved no reference to any external legal framework or regulations but rather negotiations continued until an agreement was reached. This was both a strength and weakness as it allowed flexibility but meant that the Dialogue staff had no power to implement any particular approach but rather discussions had to continue until an agreement was reached.

The UNDP Progress Reports shows that not all cases were resolved to the satisfaction of both parties. Over the July – December 2008 reporting period, about 60% (245) of the cases required some form of formal accord to be developed between the parties, and, of these 94% (231) were resolved to the agreement of both parties¹⁰. Over the January – September 2009 reporting period 302 mediations were carried out with support of the MSS/UNDP teams.¹¹ About 80% of these cases required a formal

¹⁰ UNDP, Strengthening Institutional Structures and Mechanisms for Dialogue, Progress Report, July – December 2008.

¹¹ UNDP, Strengthening Institutional Structures and Mechanisms for Dialogue, Draft Progress Report, January - September 2009.

accord but only 92 cases have been resolved to the agreement of both parties. The remaining cases are still ongoing.

The Project also extended the capacity of MSS to provide dialogue services outside Dili. By helping to set up Dialogue Teams in Ermera and Baucau, the UNDP Project assisted in managing conflicts related to the 37,000 displaced people in the Eastern Districts. This was supported extensively by NGOs, particularly CRS in Baucau and Austcare in Viqueque.

It was, technically speaking, out of the scope of the Project to deal extensively with conflict preceding 2006. However, in some areas, it ended up being necessary to incorporate such discussions into dialogue sessions to reach any kind of resolution. This was an additional challenge for the Project that was effectively handled by allowing the groups to work through the issues.

The Project assisted in improving the perception of State Officials. By inviting national leaders to attend dialogue sessions it created a space for engagement between them and community members and an opportunity for community members to air their grievances. Aside from anything that was said during the meetings, the presence of the leaders demonstrated their concern for the communities and the challenges faced by them. The officials were also able to use their influence to achieve positive outcomes.

On the negative side, however, on some occasions state officials did not attend when they were anticipated which led to disappointment and probably had a negative effect on perceptions. Also, the sessions often resulted in the leaders making promises about services to be provided. Given that Timor-Leste is not yet fully developed in its capacity for systematised planning, this practice of making decisions about priorities based on ideas which emerge spontaneously during meetings with the community rather than through a policy development process perhaps encourages a tendency towards haphazard and politicised service delivery planning.

The project also helped to strengthen the role of local authorities in conflict resolution. Locating the dialogue staff in the sub-districts facilitated better communication with local leaders. The project took steps to involve local authorities in every stage of the process. Through the pre-dialogue process, in each community a team was established for managing the process together with MSS which recognised and built up the local leaders. They also featured as facilitators and public leaders at large dialogue meetings and in the resolution ceremonies. This, in turn, encouraged them to actively continue with this role post-return. Moreover, implicit in the dialogue process are concepts about getting to the roots of conflict, resolving conflict peacefully and to encouraging a “win-win solution” which would have been likely to be adopted by the community authorities although this evaluation did not collect specific information on this. It would be useful to do so.

Training for community leaders was included in the project design. However, initially this training was postponed because of fear of overlap with the training for community leaders that was being extensively provided by other organisations, including those funded under the Small Grants Project. However, by closely coordinating with other organisations involved to avoid overlaps, training for

community leaders was implemented by CARE and CRS with funding from the Dialogue Project. Moreover, towards the end of the Project, the Dialogue Teams received Training-of-Trainers (ToT) with a view to conducting conflict resolution training for community leaders. Looking forward, however there is a need to map the training of community leaders in terms of geography and content and methodology with a view to understanding where the gaps are and deciding how they should be filled.

The project helped to strengthen nationwide Timorese identity based on cultural and historical traditions by drawing on local cultural practices around conflict resolution and linking them in a broader process. This occurred through the use in dialogue meetings of traditional ceremonies and concepts such as *nahe biti boot*, *tara bandu* and *juramentu*¹² as well as the allocation of a pastoral/facilitator role to traditional spiritual leaders. Some of the NGOs supported through the HHK Scheme worked specifically on promoting the concept of “one-timor” through cultural activities, which are discussed later in this paper.

Achievements of the Small Grants Project

The Support to the Trust-Building Pillar of the National Recovery Strategy Project (USD 940,991) is a small grants fund which invited proposals from international and local NGOs to implement projects with objectives in line with the HHK Pillar of the National Recovery Strategy. By funding NGOs in this way, UNDP aimed to improve coordination and links to government of activities occurring in the area of peace building under the policy framework of the HHF to complement the work of the dialogue teams and MSS led initiatives at the community level.

A call for proposals for projects of up to USD 150,000 was put out with selection criteria including, “that the Projects identify how they contribute to the objective of the HHK” and noting that the HHK identifies the areas of:

- 1) Strengthening the Government’s capacity to engage in dialogue;
- 2) Engaging with youth and martial arts groups to encourage positive contributions;
- 3) Information dissemination about the NRS and its implementation;
- 4) Promotion of internal tourism to support exchange of ideas and understanding (including go-and-see visits between communities and between IDPs and their former communities);
- 5) Post return/relocation monitoring of IDPs and their host communities; and
- 6) Dissemination of educational materials highlighting a common and shared history and culture.

A total of ten projects were approved including four projects run by international non-government organisations (INGOs), one run by an international agency (IOM) and five projects run by national non-government organisations (NNGOs). Projects were approved in districts including Dili, Baucau, Viqueque, Ermera, Liquiça, Bobonaro, Los Palos and Covalima. Initially seven projects were approved, Remaining funds

¹² A range of processes exist within Timor-Leste that are regularly used to resolve conflict at the community level: *nahe biti bo’ot* represents a conflict resolution mechanism, *tara bandu* is a customary means by which rules and norms are established for social control and *juramentu* constitutes an oath-binding ceremony. All invoke linkages to the spirit world through rites and rituals employed by the community of *lia-nain* (elders).

were later used for additional projects to add more regional balance and also include more NNGOs. The Projects were for a one-year duration, commencing in mid-2008, but several Projects received no-cost extensions until the end of December 2009.

Chart 3 below summarises the focus activities of the approved projects. These included activities included in the selection criteria as well as other secondary activities. See Annex 3 for a Map of Types of Activity provided by Location under the Small Grants Project.

Chart 3: Focus of Projects Funded by the UNDP Support for HHK Project

Activities included in the HHK Pillar

(1) Strengthening MSS capacity to engage in dialogue (this includes pre-return visits, dialogue and post-return trust-building)	CRS (Baucau) Austcare (Viqueque) CARE (BairoPite)
(2) Engaging with Youth and Martial Arts Groups to encourage positive contributions	
(i) <i>Peace-building training for youth</i>	SCJP – LP (Liquica) Caritas (Dili)
(ii) <i>Skills building/livelihood activities for youth</i>	BaFutura (Dili, Baucau, Los Palos)
(iii) <i>Cultural/Sporting activities for youth</i>	SCJP – LP (Liquica) SCJP – LP (Liquica) RCDS (Bobonaro)
(3) Information dissemination about the NRS and its implementation	CARE (BairoPite) CRS (Baucau) Austcare (Viqueque)
(4) Internal Tourism (sucos and youth exchange visits)	Caritas (Dili) Austcare (Viqueque) SCJP – LP (Liquica) RCDS (Bobonaro)
(5) Post return/relocation monitoring of IDPs and their host communities	IOM/PDHJ (all districts with IDP returns) Austcare (Viqueque) CRS (Baucau) CARE (BairoPite)
Dissemination of education materials highlighting a common and shared history and culture	East-Timor Community Reflection Network (ETCRN) (Dili, Baucau)

Activities not included in the HHK Pillar (Secondary components of selected Projects)

Peace-building training for community leaders and others	BaFutura (also women and children) CRS (Baucau) Austcare (Viqueque) Renetil (Ermera, Maliana, Baucau)
Community infrastructure development	CRS (Baucau) Austcare (Viqueque&Lautem)

Activities included in the HHK Pillar

	Renetil (Covalima, Ermera, Bobonaro)
Administration and finance training for suco councils	Renetil

Did the Small Grants contribute to solving “the displacement challenge”?

The activities supported through the scheme which were closely related to the resettlement of IDPs were essential aspects of a coordinated set of support activities for resettlement involving the Government and many other agencies.

CARE (USD \$56,231), CRS (USD \$149,860) and Austcare (USD \$149,915), submitted successful proposals which focused on a range of activities supporting the resettlement of IDPs. As the above table shows, the projects of these agencies had links to the three sections of the HHK cited above on page 26 in Sections 1,3 and 5. Prior to the commencement of the Small Grants Project, these agencies had been supporting IDPs for some time first in the context of camp management and then resettlement. The way that camp management had been organised was for particular agencies to take responsibility for particular camps. As the IDPs returned into the communities, these agencies then supported resettlement into those areas where IDPs from the camps they had been managing were returning. For example; CRS worked in Comoro, CARE in Bairo Pite and Austcare in Ai-Mutin, Becora and Delta. These agencies also all received funding for programmes supporting IDPs from other sources including USAID, Irish Aid and Refugee International Japan.

With the approach whereby different agencies negotiated to divide up the focus of their programmes into specific geographic regions, these agencies effectively became extensions of Government programmes. They provided services that complemented and facilitated the Government’s activities under NRS. While the Government was closing the camps, distributing the assistance packages and holding dialogue sessions these agencies with support from the UNDP Small Grants Project and other sources:

- Assisted with camps closures,
- Monitored resettlements in regard to conflict levels and other challenges and informed the Government of emerging needs,
- Supported MSS-led dialogue processes through logistical and other assistance, and
- Acted as a communication bridge with the community regarding Government policy (HHK) and other important information.

The funding of agencies heavily involved in a coordinated response is positive for a number of reasons. With their experience, these agencies are well positioned to have a clear sense of the practical needs relating to resettlement. As participants in the HHK coordination forum, they have a good understanding of and commitment to the Government’s policy objectives. This funding approach also takes advantage of economies of scale and the agencies longer-term commitment.

The risk is that there might be overlap. This does not appear to have occurred as the agencies used funds from different donors to implement programmes in different geographical areas with the exception of CARE who used both USAID and UNDP funding to implement programmes in Bairo Pite.

Expenditure rates tended to be slow which could have been an indication of overfunding. It seems that this was not the case but rather delays in implementing programme activities appeared to be due to difficulties in securing the participation of beneficiaries. There are likely to be many reasons for this but one that was mentioned was the run-up to local elections that were held in October 2009.

Implementation by agencies working on resettlement who were funded through the Small Grants Project was not perfect. There were sometimes problems with coordination between the NGOs and MSS, for example, on day-to-day issues particularly in Dili such as ensuring joint attendance on events and sharing transport. However, overall the agencies demonstrated flexibility and a strong commitment to working together with the Government and other agencies to assist with the return of IDPs into the community.

The Role of NGOs in Resettlement in the Districts

The working relationship between NGOs and the Government was important in Dili. However, this relationship was particularly important in the Districts, notably the eastern districts where the large majority of the displacements had taken place. As a result of the Crisis, 37,000 people were displaced in the Eastern districts including Lautem, Viqueque, Baucau and Ermera. As stated above, the dialogue project funded staff in the districts, including four staff in Baucau and four staff in Ermera. The responsibilities of the Baucau based staff extended to managing conflicts in the districts of Baucau, Viqueque and Lautem. The responsibilities of the Ermera team included Ermera, Bobonaro, Liquica and Covalima.

Under the small grants scheme, funding for IDP resettlement work was extended to Austcare, who focused on Viqueque (including Viqueque, Uatucarabu, Viqueque Villa, Ossu and Lacluta Sub-districts) and Lautem (including all five sub-districts Luro, Muro, Tutuala and Los Palos) and CRS who focused on Baucau (including sub-districts Vemasse, Venilale and Baguia). The programme approach of these two agencies was similar and included:

- Logistical and other support for MSS led dialogue processes,
- Training for local MSS staff in conflict resolution,
- Communication to the community regarding the NRS and other important information,
- Monitoring of returns and resettlement,
- Supporting the dialogue teams and other stakeholders such as the District Administrator, PNTL and other NGOs in dialogue and conflict resolution,
- Training in conflict resolution for community leaders, IDPs and other community members, and
- Encouraging positive interaction between community members and addressing practical needs by supporting construction of small-scale community infrastructure.

Given the very limited government resources in the districts, support from NGOs has been critical. Activities supporting MSS work in IDP resettlement in the districts such as support for dialogue, capacity building for MSS, communication and monitoring and linking with other stakeholders were essential functions of the NRS and thus it was highly appropriate, effective and useful to provide funding for these complementary activities.

There were challenges in particular to working on IDP resettlement in the Districts. **In this context, the social issues addressed through a peace-building project quickly become intermingled with economic and access-to-service issues. It is a challenge for peace-building projects in terms of how to respond to requests for dealing with issues which are outside their mandate. It should not be the responsibility of the NGO alone to deal with such issues but rather these issues should be discussed and an approach decided on with MSS advising on policy direction.**

The context in the districts in terms of nature of the conflict, the challenges faced and the dynamics of communities is different compared to in Dili. In the districts, there are fewer layers of causes to the conflicts but in some cases the causes stretch back a long way into history. For example, in Uatulari Suco, Viqueque Villa Sub-district, Viqueque the conflict was split between two different ethnic groups and revolved around the differing political allegiances of the two groups in the context of Portuguese and Indonesian colonisation, the roots of which dated back to 1959. Community bonds are more cohesive and local community leaders and *adat* (traditional) leaders have more influence over the community. Furthermore, in the districts the standard of living is lower. Communities are confronted by lack of job opportunities and infrastructure and difficulties in accessing resources. One of the challenges faced by CRS working in Baucau, was a lack of enthusiasm by IDPs to return to their previous communities because of the unappealing prospect of living there.

The programming implications of this are that it makes sense to provide support for a range of integrated inter-sectoral activities for communities where resettlement is occurring. This approach was taken by Austcare and CRS who, in addition to supporting MSS and providing training for community leaders and others in conflict resolution, also provided support for small community infrastructure projects. For benefits to be sustainable, however, there needs to be continued support into the future. Given their greater level of authority in the districts, training for community leaders is particularly important in this context.

It should be noted that the Dialogue Teams in Ermera did not benefit from close support from an NGO. There was one NGO, Renetil, who was working on dialogue, village capacity development and community infrastructure development in Ermera (as well as in Bobonaro and Covalima) however their operating style was more independent of Government. Renetil also worked in sectors further removed from peace-building (village administration/finance capacity building and infrastructure development) as part of their project funded by the Small Grants Project. While a more integrated approach is appropriate in the districts, without a close working relationship with Government, the sustainability of benefits has to be questioned.

Post return/relocation monitoring of IDPs and their host communities

Monitoring of the resettlement of IDPs and their host communities is important to provide information on levels of conflict and social cohesion as well as other issues such as access to services and treatment by Government. Under the Small Grants Project, returns/relocations monitoring was supported through funding of a project implemented by the Office of the Provedor (PDHJ) in cooperation with IOM and a project implemented by CARE International. PDHJ also worked together with JRS, the UNMIT Transitional Justice and Human Rights Unit (UNHRTJS), and Belun. Monitoring was done in Dili, Ermera, Baucau and Viqueque. Together, all the above organisations formed return monitoring teams.

Return monitoring teams led by the PDHJ interviewed returnees and host communities regarding issues of security, acceptance, treatment by Government including MSS and police as well as access to water, education and electricity. The PDHJ also produced a monthly bulletin providing information on the state of affairs among IDPs. When issues of conflict were identified they were referred to the Dialogue Teams.

Collaboration between agencies including PDHJ, IOM, JRS, UNHRTJS and CARE in undertaking returns monitoring was taking place prior to the commencement of the Small Grants Project. Different funding sources have supported the implementation of returns monitoring. The collaboration between the various agencies working on different projects with different funding sources is an example of the good coordination that has existed between agencies. After some months CARE began doing their own independent monitoring due to concerns regarding methodology and the slow speed of turnover of the IOM/PDHJ Reports. Focusing on continuing and improving the joint report would have likely improved the impact of the Report.

Capacity building for the PDHJ to undertake monitoring of conditions in the community and treatment of community members by the Government is very important due to the fact that the PDHJ is the officially mandated independent institution responsible for monitoring the compliance by public bodies with the law and investigating citizens' complaints against those public bodies. Furthermore, the PDHJ is the mandated head agency for the fifth action of the HHK pillar, *Post return/relocation monitoring of IDPs and their host communities* and therefore it is appropriate that they take the lead in this area. Funding and staff allocations from the Government have been minimal, therefore, collaboration with and support from development partners has been essential. Questions were raised about the fact that IOM was funded through the UNDP HHK Small Grants Project when it is not an NGO but a UN affiliated agency. However, while direct funding to a Government agency through the scheme was not possible, there were no such regulations regarding UN affiliated agencies. This was seen as the best option to enable support to the PDHJ.

The returns/relocations monitoring carried out by IOM and the PDHJ was effective. One criticism expressed by respondents to the evaluation is that the usefulness of the reports was reduced by slow turnover and small sample size. Another issue has been that in the districts outside Dili it has been difficult to make contact with returnees. These are areas for improvement in the future. It is important, however, to keep in mind the difficult operating environment and not be too critical so as to dampen the

enthusiasm of nascent institutions. Towards the end of the Project, momentum by the PDHJ has dropped off somewhat although IOM monitoring is ongoing.

Did the small grants project contribute to operationalising the HHK pillar of the HHF and improving coordination between partners?

This question has been partly answered in the question above on the displacement challenge. That is, this report has already discussed the ways in which the HHK pillar was operationalised and coordination was enhanced by funding of NGOs active in the area of resettlement.

The following section of the report looks at those activities supported through the scheme focused on peace-building in the general community and the extent to which these activities operationalised the HHK Pillar and how effective they were.

Support for Positive Contributions by Youth & Martial Arts Gang Members

Three organisations focused on supporting young people through the small grants scheme:

- Caritas Australia, support for youth in 17 sucos in Dili (\$108,668)
- Sub-Commission for Justice and Peace, Dili Diocese, Liquica Parish 5 sucos in Liquica (\$30,700)
- Rural Community Development Society, 6 sucos in Maliana District (\$11,000)

These organisations implemented similar programmes aimed at shifting the orientation of young people away from conflict towards a more peaceful orientation as well as improving the life skills of youth. The two national organisations, SCJP-LP and RCDS had previously implemented similar programmes funded by Caritas.

The programmes above have provided support for a large number of young people in a range of activities including:

- conflict resolution training
- inter-community exchanges and visits among youth
- sporting and cultural events
- skills development including preparation of proposals for small livelihood activities

Support for encouraging positive contributions from youth is one of the key actions of the HHK pillar. The rationale stems from the involvement of youth in social unrest and the recommendations from reports produced around the time of the crisis that there was a need to create opportunities for young people to learn positive behaviour patterns and express their creativity. For example, the establishment of youth centres was recommended in the Stanbury Report (2006).

The projects appeared to have assisted young people in developing a more pro-peace outlook and new skills. In the Caritas project, for example, considerable time and effort has gone into supporting young people to develop proposals for small-scale

activities to be undertaken in their Suco. The approach of the Project was to contract Project Officers from the Suco. This was a challenging way to manage the Project. Much time and effort needed to be put into capacity building of the Project Officers for this role. Also, the approach tended to entice attempts from Suco leaders to become brokers in the recruitment, which had complications. However, the approach was well worth the effort to build up the skills and knowledge of young community members so that they would be able to apply in the future in seeking other opportunities.

Projects such as the Caritas Project (all three projects working with young people were very similarly structured) appeared to be positively supporting young people. Furthermore, there is a definite rationale for capacity building for youth as it tends to be young people that get involved in violence. However, unlike those activities directly linked to the resettlement of IDPs, in regard to activities supporting youth there is not an obvious feedback mechanism which demonstrates whether the Project is having an impact. If resettlement is not working then it becomes clear very quickly, widespread violent and antisocial activity by young people involved in martial arts groups had already largely calmed down by the start of 2008. **Therefore more work is required to investigate the impact of projects such as these.** It may be possible to look at their impact on the level of sporadic violence (which is still ongoing throughout the country). This is important to gauge the likelihood of youth becoming involved in violence again if triggered by another political crisis.

Furthermore, to ensure sufficient impact and sustainability of benefits, a certain level of coverage needs to be achieved and activities supporting youth need to be integrated into a comprehensive strategy to improve opportunities for youth. Such an approach should be led by Government, but not by MSS. In the HHK, the second Key Action, focus on youth, is intended to be led by the Secretary of State for Youth and Sport.

The need for this comprehensive approach can be seen in the interactions between NGOs and young people on the Small Grants Project. NGOs stated during the evaluation that once the atmosphere of violence following the crisis had decreased, it was difficult to attract the interest of young people in activities focused specifically on peace and conflict resolution. There needed to be some aspect which benefited them personally such as support for livelihood activities. As a result NGOs working on peace-building tended to move into activities focused on livelihood development. However, due to the poor state of markets for local products as well as market linkages, obtaining a sufficient level of benefit for youth is extremely difficult. Livelihood projects would be better implemented in the context of a strategy to create markets and market linkages. This is a broader problem with the state of economic development in Timor-Leste and not something, which could have been addressed within the scope of the Projects.

The need for a comprehensive multi-sector strategy for longer-term peace-building was acknowledged in the National Recovery Strategy and it was for this reason that a number of pillars were included. The Hamutuk Hari'i Social Ekonomia Pillar, to be led by the Ministry of Economy and Development, was included based on the recognition that some of the roots of conflict were related to economic issues. This pillar would have been the ideal basis for coordinated analysis and holistic strategy development on employment and livelihoods for youth. Unfortunately,

operationalisation in this pillar has lagged behind as the Ministry of Economic Development was reluctant to prioritise IDPs or their return and favoured nationwide economic development that was more broadly targeted.

Another issue which bears on the effectiveness of capacity building for youth is the issue of targeting. The minority of young people who become involved in violence are not necessarily going to be the ones who put their hands up to attend NGO training courses and programmes. A special effort needs to be taken to secure the involvement of hardcore martial arts gang members. Here again the issue of cross over between social and economic issues comes up. To garner the interest of these young people there needs to be something in it for them.

Dissemination of education materials highlighting a common and shared history and culture

One NGO, the East-Timor Community Reflection Network (ETCRN), focused on operationalising this sixth key action of the Trust-Building Pillar. The ETCRN sought to do this by publicising the key findings and messages of the Report from the CAVR, *Chega!* The ETCRN staff have addressed the challenging subject of discussing the events of 2006 through reflecting on the recommendations and findings of the *Chega!* report. ETCRN held seminars providing viewings of the documentary and communicating key findings of the Report. The focus was not on incriminating individuals but rather encouraging people to reflect on the past to help them understand the future. Nevertheless being exposed to the findings of the Report is deeply upsetting to some people. This needed to be handled sensitively. There is definitely scope for the Report to be publicized more widely. The ETCRN team only visited some of the districts and only to sub-district level so there are still many people who are not familiar with the Report.

Conflict resolution training

Training in conflict resolution/peace-building for community leaders and other community members was implemented by Ba Futuru, CRS, Austcare, Renetil and SCJP-LP (the latter for youth) as part of their projects. This training is critical, particularly for community leaders as they have a traditional role in adjudicating conflict resolution. Enhancing their skills so that community leaders are more effective, confident, respected and pro-peace is critical if long-term peace is to be maintained. Evidence shows that the level of conflict is less in areas where there are strong community leaders¹³. In general it is positive that this training has been carried out with community leaders. However, some of this training has been provided in one- off week-long sessions. Evidence shows that training is probably more effective when it is integrated into a programme of capacity building. This does not mean that stand-alone training programmes are all ineffective, but they should be provided in the context of a longer-term programme. Furthermore, it is important that appropriate methodologies are adopted. The approach should not be one of imparting a body of knowledge so much as building on community leaders existing skills and knowledge through participatory learning methodologies.

¹³ Cook-tonkin, Louise, 2007, Peace Building Report.

As already explained in this report, training for community leaders was planned in the Dialogue Project as well. Some training of community leaders was “outsourced” to NGOs. This was a reasonable decision. **However, to maximise impact responsibility for overseeing training of community leaders in conflict resolution should be taken on by MSS in the future.** This does not imply that MSS must necessarily deliver the training but rather it should take on a supervisory role, monitoring the quality, methodology and distribution and identifying gaps and needs.

In this regard it would be useful if a mapping exercise of the geographic distribution of community training was carried out, the individuals trained (there has recently been a local level election held and the individuals may have changed), the subjects covered and the methodologies employed. This could provide a basis for a needs analysis and future programming in this area.

Small Community Infrastructure Development

Three of the Projects provided support for small infrastructure development as part of their projects including CRS, Austcare and Renetil who were rehabilitating community halls, rubbish facilities, bridges and water supply facilities. Plans for infrastructure development emerged on these peace-building projects as community meetings over peace-building issues led to communities expressing interest to do something tangible for the community. Also, as stated above, it is easier to garner the interest of communities in something with practical application rather than a pure focus on social issues. This approach is reasonable although it would be better if infrastructure projects were implemented as part of a comprehensive strategy led by Government. When implementing such projects, care should be taken to ensure that the constructions are of sufficient technical quality, are sustainable with appropriate management arrangements and are not overlapping with other programmes. These caveats are particularly important as infrastructure development may not normally fall within the expertise of peace-building project managers.

Did the Projects contribute to peace and stability in the longer-term as well as the UNDP CPAP?

The Dialogue Project and many of the activities funded under the Small Grants project were crisis response interventions, designed to deal with the immediate issue of IDP resettlement and the occurrence of conflict within the community. However, it is likely that many of the benefits of the Projects will have an impact in the long-term mostly in the area of conflict management at the community level. The fact that the Projects focused on improving traditional conflict resolution practices, linked to support from Government, bodes well for sustainability as people have learned through the Project to adapt what they already do, rather than taken on an entirely new approach. The traditional conflict resolution practices that have been the focus of the Projects include the practice of resolving conflict through negotiation between parties, facilitation of conflict resolution by local authorities and the use of traditional cultural concepts such *nahe biti boot* and *tara bandu* to seal and confirm particular resolutions. The project has sought to give community leaders more confidence in their roles and to apply new concepts to apply to their conflict resolution that are more focused on achieving a “win-win” solution and getting to the roots of conflict. The

presence and leadership of Government staff in undertaking these practices provides the legitimacy and leadership that is required to consolidate them.

Furthermore the capacity of MSS has been enhanced by the development of a cadre of 34 staff with abilities in facilitating dialogue and mediation as well as training skills. The Government will take on seven of these staff as part of the planned Department of Peace Building and Social Cohesion. They would have taken more had their requested budget been approved.

There is, however, a need to take stock by undertaking a mapping exercise of (i) what training/capacity building has been received by whom (as described above); and (ii) community perceptions of conflict and how it is and should be resolved. This should form the basis for future planning because it is clear that if benefits are to be sustainable work is not finished in this area. There is a need to consolidate and expand the capacity building in conflict resolution at the local level.

Given their size and scope, the Projects are likely to contribute significantly to prospects for peace and stability in the long-term. However, there are many issues beyond their scope, which are likely to be underlying factors contributing to potential for conflict, which have not yet been dealt with.

- **High unemployment remains.** A strong indicator for 'holding the peace' in post-conflict environments is economic recovery.¹⁴ However, while Timor-Leste has been said to have been experiencing high economic growth recently in the non-oil economy (12.8 percent in 2008) this has been generated primarily through the public sector.¹⁵ The sectors that could provide a basis for employment among the population (e.g manufacturing, agriculture and SME sector) are still very weak. This can be seen in the fact that a large proportion of consumable products are imported, which is demonstrated by Timor's balance of trade figures from 2008; imports were valued at \$258 million compared to \$13 million for export.¹⁶ The lack of a viable economy providing job opportunities means that there will continue to be large numbers of unemployed youth with the potential to be drawn into violent conflict.
- **Limited access to public utilities (water, sanitation and electricity), infrastructure and other resources** among the population. The grants were provided to IDPs to rebuild houses without a systematic plan for service provision to the properties (electricity, water supply and sanitation). The return of large numbers of people into communities dramatically changed the dynamics around demand for resources/services, which could lead to conflict if not managed carefully. In the districts service delivery is much thinner than in Dili.
- **Vulnerability to climatic changes**, which may affect agricultural cycles and lead to increased food insecurity and consequent conflict over resources.
- **Dislocations are likely to continue to occur** into the future due to land being called upon for planned development projects. Changes in land ownership

¹⁴ Collier, Paul, 2008, *Guns, Wars and Votes*, London

¹⁵ IMF, Selected Social and Economic Indicators, distributed to the Timor-Leste Development Partners Meeting (TLDPM) quoted in Lao Hamutuk's Statement on the 2010 Budget to Parliamentary Committee C

¹⁶ RDTL Department of Statistics, *External Trade Statistics 2008*, page 7, *ibid*

caused by the finalisation of the Land Law and the cadastral system may also cause conflict.

- *Cleavages within the community* related to ethnic identity and roles in past conflicts, conflicts and overlapping mandates within the security sector, gang membership and other issues still exist as do fierce political rivalries among the country's leadership. There is still the possibility in the future for the community to be polarised in connection with political issues leading to instability once again.
- *The justice system is still under development* and is yet to become a fully independent and efficient third pillar. The way that some highly political cases have been dealt with has led to a perception of impunity which on the one hand fuels resentment and on the other encourages a perception that criminal and violent actions can be taken without consequences.
- *There are still problems with resettlement* relating to social jealousies, houses built in inappropriate locations and disagreements over property ownership.

What was the UNDP contribution to an inter-sectoral approach to recovery from the Crisis (as outlined in the NRS)?

It was in recognition of the wide-ranging causes of conflict that the National Recovery Strategy was designed to be a broad-based multi-sectoral approach to national recovery that would provide a strong basis for peace. Unfortunately, the Pillars of the NRS focused on bringing about improvements relating to the underlying causes of conflict have not been operationalised to the same extent as HHK and HHU, which were those Pillars most practically linked to facilitating the resettlement of IDPs.

Did the Projects effectively promote the full participation of women and men in conflict resolution and peace-building?

The dialogue project has performed reasonably well on gender issues, given the cultural context. In terms of the HR procurement strategy, about 30 percent of the Dialogue Teams are women. Interviews with the Capacity Development Mentor and the Project Manager reveal that women have performed as effectively as men as facilitators of dialogue and mediation.

It has been a challenge to harness the full participation of women in dialogue meetings. Particularly in rural areas and more traditional contexts, women tend not to speak or often even be present at large public meetings. Women tended to participate more actively in mediation meetings aimed at resolving conflicts within or between individual households.

Looking forward there are at least two priority challenges for promoting greater participation of women on the Project:

- *Harnessing the special role of women as peace-builders.* Experience with the CAVR and the Dialogue Project reveals that some women can be highly effective facilitators of dialogue and mediation due to their sensitivity and flexible approach. Recognising this, more effort should be placed into raising

the proportion and increasing the skills and confidence of female dialogue staff.

- ***Making a special effort to include women's views and needs in conflict resolution and peace-building activities.*** Given that women are less likely to participate, their needs and views may not be captured in conflict resolution methodologies unless there is a special effort to do so. Aside from women's inalienable right to have their views heard, moving ahead without incorporating the views of all community members often has negative consequences later on. Consideration should be given to having separate women only discussions or ensuring women have the chance to speak in a less threatening environment such as in smaller pre-dialogue forums prior to the large meetings. When facilitating a more active role for women, however, consideration must be given to the consequences for women of speaking out in terms of the danger it might put them in.

Were the Objectives of the Project Achieved in an Effective Manner?

The Terms of Reference for this assignment cover the topic of the approach to project implementation in terms of questions regarding the effectiveness of the approach to project management, the approach to capacity building and the approach to coordination and communication.

Approach to Project Management and Capacity Building on the Dialogue Project

Project Management

The approach to project management was one of the key strengths of the Dialogue Project. This included the innovative approach of joint management between UNDP and MSS. This enabled UNDP to inform programme direction and promote national ownership, while supporting the HR capacity and financial reporting capacity but also ensured that the activities were fully integrated into the work of the Ministry. The strong leadership of the DNAS Director was also a definite bonus to developing a good partnership with the Ministry. The dual management approach is not necessarily something that should continue over a long period of time, but rather in the start up of a new programming direction.

Application of this innovative management approach should be considered more widely as a way to get moving on new programme directions, particularly in post-conflict development settings at a fairly low stage of capacity development, such as Timor Leste.

In addition, the recruitment of a national project manager and fostering his strong leadership skills was able to provide technical direction and cultural savvy to implementation. Administrative oversight lagged behind. UNDP provided some administrative support directly due to the Project Managers high workload. The project also provided the Project Manager with opportunities to extend his knowledge in the area of peace-building and conflict transformation including opportunities to participate in courses on conflict transformation at reputable international institutions

in Sweden and Japan. The fact that there was a team leader who had a background in peace-building in Timor, had been extensively involved in the programme design and had a very good understanding of the Project objectives also helped to steer the project in the right direction.

There were some weaknesses in project management on the administrative side including delays in obtaining approvals for proposals to implement certain activities. Some of these were likely a consequence of the need in some cases for approvals from both the UNDP and the MSS side. Others were a consequence of the Project Manager having the dual role of managing technical and administrative aspects of the Project. The promotion of one of the dialogue staff into the position of project assistant has been a very positive step in regard to improving administrative efficiency on the Project and could have been done earlier. These matters can impact on project progress. For example, the Baucau Dialogue Team, during consultations as part of this evaluation, mentioned that they had been waiting for some weeks for a proposal to be approved for Dialogue sessions in Uatulari and that the delay was causing some momentum to be lost in the community.

Capacity Building

The Dialogue project performed well in terms of supporting the Government of Timor-Leste in Institutional Strengthening.

As a new Government, the GoTL is still in the process of developing effective planning and management practices. This often resulted in problems in implementing approved policies due to difficulties in planning and a lack of resourcing for operational requirements, clarity about roles and responsibilities and appropriate skills and knowledge of staff in positions of responsibility.

The UNDP Dialogue project utilised an innovative approach to institutional strengthening. Rather than simply providing advisory support or training to *explain* how the programme in question could be run effectively, UNDP chose to *demonstrate* an approach to programme implementation. This was done by supporting the recruitment and training of staff on Government contracts and undertaking joint supervision of these staff with the Government. Such an approach should have greater scope to influence the Government's way of doing things than that which consists of supporting programmes entirely run by Government with advisers and training courses for staff. It allowed UNDP to model to the Government an approach to programme implementation including recruitment, training and management of staff and planning and implementation of activities.

This can be seen, for example, in the approach to recruitment of the staff. The staff were recruited into MSS onto standard government pay-scale but the recruitment was facilitated by UNDP and involved a thorough multi-staged process involving CV submission, testing and interviews with standard questions and responses marked in a matrix according to an agreed scale. UNDP and MSS representatives sat on the interview panel. The result of this process, which in Dili for example, resulted in the selection of 25 staff from an applicant pool of over 400. This process can be said to be more impartial, standardised and thorough compared to other similar recruitment

processes. The thoroughness of the process was noted by MSS staff and the capacities of staff on the Dialogue Teams were noted by respondents to the Ministry.

This approach was not without its challenges, however. Joint management by MSS and UNDP meant that processing of payments such as salaries were delayed as MSS staff had difficulties with financial reporting and providing supporting documents. Training of MSS Finance Staff by UNDP Finance staff assisted in ironing out some of the issues. Such training could have been usefully implemented from the project outset.

Another issue related to the “modelling” approach described above is that because the Project “entry point” was one directorate, rather than the Ministry as a whole, there might be limited scope for the approach to be emulated by the Government in the future. Within MSS there has been much more assistance on a programme basis than on a whole-of-ministry basis. **There is a need for more assistance to strengthen whole-of-ministry systems, for example in relation to annual planning, budget planning, financial management, HR policy and information management and logistics management.**

The Dialogue staff were subject to extensive training. An initial induction course was provided on mediation, dialogue and facilitation. Not all dialogue staff received this training because they had not all been recruited at this stage. Subsequent to this, a total of 22 training courses have been provided in topics including conflict transformation, conflict analysis, mediation skills, dialogue skills, facilitation skills, listening skills, the use of the arts in peace-building, English training, proposal and report writing, meetings management and organisational management. Training was provided by a total of 11 providers including MSS, UNDP Project Management staff and UNDP Dialogue project capacity development mentor, the National Directorate for Land and Property (Ministry of Justice), Ba Futuru, CPI Partners (funded by World Bank), JICA, Minandanao Peace-building Institute, the East Timor Community Reflection Network, Consensus Group, the East Timor Development Association (ETDA) and the Centre for Peace Development at Duta Wacana Kristian University, Yogyakarta.

A Capacity Development Mentor (CDM) was recruited some months into the Project. This was a good decision as it facilitated a focused approach to capacity building of the Dialogue staff based on training needs analysis and enabled oversight of methodologies. It might have been beneficial if the position had been recruited at the start of the Project. Due to the high level of interest in the dialogue staff among donors and agencies it is likely that some of the training was rather supply driven as organisations elected to deliver their pre-developed training packages to the team. The Capacity Development Mentor facilitated a more selective approach to training. This approach is encouraged **in future initiatives to continue basing training on an ongoing analysis of needs and priorities to ensure that staff continue to have the opportunity to develop their skills and that courses provided are not repetitive or overlapping.**

Dialogue staff also expressed a desire to achieve higher levels of qualification through their training. This should be followed up on through the provision of certificates for

training received. Consideration should also be given to the possibility of providing a select number of staff the opportunities for studying for higher qualifications

Approach to Project Management and Capacity Building on the Small Grants Project

Project Management on the Small Grants Project was effective, particularly following the recruitment of a dedicated project manager. At the beginning of the project it was managed by the Social Reintegration Team Leader. The Project Manager monitored project implementation and provided overall financial oversight. The job of the Project Manager in monitoring could have been made easier by the collection of better baseline data by NGOs consisting of qualitative and quantitative data. It is quite difficult to measure the impact of activities such as training for youth and some focus groups at the start of the Project might have been a useful way to identify whether progress had been made. Such steps are rarely taken but it would be useful if they were.

Project management by the NGOs themselves was reasonably effective but impaired by a couple of factors:

- **Difficulty of securing the timely participation of beneficiaries in project events.** A number of the NGOs experienced this difficulty particularly in the districts where peoples' ability to travel to events is impaired by distance, lack of transport and lack of access during the wet season.
- **Changes in the cost of inputs such as food and beverages for training sessions and vehicle hire.** However, it would also be useful for UNDP to have an independent understanding of the realistic costs for certain items in each district. Collecting and maintaining such information should not be difficult, perhaps a database could be prepared in collaboration with other partners.

Coordination, Partnership and Communication Systems on the Projects

Coordination was another strength on both of the Projects. The main mechanism for coordination for MSS and stakeholders was the HHK Working Group. This group met fortnightly both in Dili and Baucau. The group was well attended by a range of stakeholders including NGOs, UN Agencies, UNPOL and ISF. The group provided an effective forum for exchanging information and identifying needs to be followed up on. As with most of these groups, there was definitely room for more Government ownership in the sense that key government staff did not always attend the meetings due to other commitments. This is very much the norm for such groups in Timor due to the high workload of staff in management positions and tendency not to delegate or build up management capacity of more junior staff. The fact that the group was dominated by outside agencies was not ideal but given the large number of partners operating in the sector the coordination opportunity provided by this forum was critical. Of all the working groups established to support the NRS the HHK Working Group was the only one that continued to function beyond the immediate period following the launching of the Strategy. UNDP provided secretariat services to the HHK Working Group so UNDP had a direct role in ensuring the regularity of the group, which was a significant factor in its usefulness. Good quality minutes of the

meetings were kept reliably which provide an excellent source of information on the operationalisation of the HHK.

The fact that coordination mechanisms around the other Pillars of the Strategy were not functioning meant that there was often pressure to address issues that were outside the TORs of the Group. This was not a weakness of the group but rather a challenge that it faced due to factors beyond its control.

There was also a peace-building working group for more general peace-building initiatives. This group did not meet as regularly which is perhaps understandable given that such initiatives did not have the same urgency to coordinate as there was with camp closures. Furthermore, this group has not had as tight a focus as the HHK Group. It would seem at this stage as all organisations are moving beyond an exclusive focus on IDPs that it is sensible to combine the two groups.

Communication

The communication strategy for the Projects has been strong with the publication of many pamphlets, brochures, the production of a video and advertisements on radio and television about upcoming dialogues, as well as press releases facilitated by a dedicated UNDP/ MSS Communication and Outreach Officer located fulltime at MSS.

Where to from here?

What are the issues, modalities and partnerships that should be the focus of the Sector?

Looking forward there is a need for the Government to define its policy priorities around peace and stability. As in regard to NRS, the political pressure has focused on solving “the displacement challenge” and this largely been resolved. It is hoped that peace-building for long-term social stability and cohesion will remain a high priority and the approach to these goals will be to take a holistic approach to socio-economic development as the basis of a solid grounding for peace, as was envisaged in the NRS. There remain issues that are likely to trigger conflict. These include unresolved disputes relating to resettlement and new dislocations relating to potential conflicts resulting from the implementation of the Land Law and measuring of the Cadastral System. Furthermore there is a need to proactively promote the strengthening of the community fabric and conflict resolution mechanisms at the community level. **Given UNDP’s strong relationship with MSS and experience, it should continue to support the Government in moving forward in policy development for peace-building.**

At the current time there is a plan to absorb some of the Dialogue Team members into a new department in MSS, to be known as the Department of Peace-building and Social Cohesion (DPBSC), to be housed under the National Directorate for Social Assistance. For next year, however, the Government has limited resources through the state budget to operationalise this department. It is appropriate for UNDP to provide support to this new Department due to its current role supporting this area as well as its relevant international experience and networks.

So what might be the responsibilities of this department? Clearly not all responsibilities for peace-building can be taken on by MSS. MSS' relative strengths in operationalising a response means that it often gets requests to respond to initiatives outside its official responsibilities. NDSA should take on a role in peace-building within the context of its mandate. This is important as there are other Government stakeholders with a current or developing role in peace-building. These include:

- The National Directorate for Community Conflict Prevention in the SOS for Security is currently developing a role in peace-building including a conflict monitoring system and a peace-building department.
- The PDHJ has a mandated role for mediation and conciliation in regard to disputes between citizens and the State
- The National Directorate for Disaster Management (NDMD), MSS is responsible for coordinating prevention, mitigation, response and recovery in relation to all disasters including episodes of violent conflict/social unrest.

Effective coordination with these and other stakeholders will be essential. It would be useful to establish a mechanism similar to the HHK Working Group. MSS could take a lead role in such a forum.

From a policy perspective (articulated in the draft Social and Humanitarian Assistance Policy), NDSA involvement in peace building comes from a mandate to assist *vulnerable members of the community* and to prevent and respond to humanitarian emergencies, in other words from a mandate for social protection and emergency response. *Vulnerable members of the community* are difficult to define in Timor where the majority of the population are vulnerable to food insecurity, malnutrition and natural disasters, among other things. In this case the concept should be of a particularly high level of vulnerability to conflict. Peace-building in a more general sense which includes the delivery of services for improved social and economic development should be a cross cutting issue that is a whole-of-government responsibility and for which different departments and agencies have specific terms of reference.

Monitoring of resettlements and other potential issues of conflict could be considered a key priority for the DPBSC. This does not mean that DPBSC necessarily needs to do the monitoring but rather should take responsibility for ensuring that it is carried out effectively. The Department would need to coordinate on this with other stakeholders who are currently or potentially involved in monitoring conflict such as the NDCCP, PNTL and the NGO Belun who have developed a conflict early warning system.

DPBSC could also continue to play a role mediation and dialogue. However, again DPBSC should specifically identify which issues it will get involved in to avoid overlapping with the mandate of other agencies. In relation to the measuring of the cadastral system/implementation of the Land Law, discussions have been held between DNTP and MSS about Dialogue staff assisting with mediation and facilitation on this issue. This is due to the Dialogue staffs' knowledge and experience of the issues having been involved in facilitating on Land and Property issues in

recent months. This seems appropriate; however, the DPBSC should take care not to overlap with DNTP mandate.

Capacity Building for Community Leaders in Conflict Resolution is a very important area and there have been some real achievements recently with support from the UNDP and other partners. **It would be appropriate for MSS to take leadership in this area by ensuring oversight of the coverage and quality of training, forward planning and delivering the training if necessary.** In regard to training for community leaders there will need to be strong coordination with the Ministry for State Administration and Territorial Organisation.

Oversight and monitoring of the impact of programmes supporting youth. Responsibilities in this area would need to be shared with Secretary of State for Youth and Sports. However, given the big role that young people have played in fuelling episodes of social unrest in the past, keeping an eye on where things are at with youth issues can be seen to be central to work in peace-building.

Community strengthening could be a priority for DPBSC. This means building ways of thinking, behaving and interacting within the community that promote peace. This can be done through organising activities such as sport and arts that promote togetherness, healthy competition and creativity, Peace Building through small scale community infrastructure development that promotes social cohesion and promotional materials for peace. The focus for MSS should be on communities that have been identified as particularly vulnerable to conflict. This approach raises an issue of fairness and of rewarding bad behaviour by providing only support to communities where there has been a breakdown in ethical behaviour. However, it is important to remember that MSS is responsible for social protection and humanitarian/emergency response not social and infrastructure development in general. Issues of balance should be addressed across the whole of Government and not just be the responsibility of MSS.

In supporting the new department, the international community should ensure that it continues to encourage the Government to provide adequate funding for its policy priorities through the national budget. This should occur through a phased approach, whereby support is gradually reduced for the unit over a two to three year period.

While a “department” is a very small unit within the Government structure (sitting under the level of Directorate) it is considered to be worthwhile focusing support for the DPBSC given the high importance of peace-building as an issue and its centrality to the UNDP mandate for assistance. Hopefully, through collaboration in the establishment of the new Department, UNDP can continue the strong partnership it has developed with the Ministry of Social Solidarity in the area of peace-building and trust-building through the Dialogue Project and the Small Grants Project.

Conclusion and Recommendations

To support the National Recovery Strategy, the UNDP designed the two projects over 2008-2009: These included:

- Support for the Trust-Building Pillar of the National Recovery Strategy (known as the HHK NGOs Small Grants Project); and
- Strengthening Institutional Structures and Mechanisms for Dialogue (known as the Dialogue Project)

These projects were aimed at assisting with the resettlement of IDPs and operationalising the Trust Pillar (Hamutuk Hari'i Konfiansa). Both projects were effective, particularly in regard to support for the reintegration of IDPs. The Dialogue Project assisted with the management of conflict through a project jointly managed with MSS, whereby a team of 34 dialogue staff were recruited onto Government contracts and trained in facilitating dialogue and mediation. Over the course of the Project so far, these staff facilitated over 120 pre-dialogue and dialogue sessions and almost 700 mediation sessions in Dili, Baucau, Viqueque and Ermera. The Dialogue Project performed well on its objectives of helping to manage conflicts, improve the perception of state officials, raise the involvement of local authorities in resettlement and promote the Timorese culture through recognizing and mainstreaming cultural conflict prevention mechanisms.

The Small Grants Project is supporting projects aimed at implementing projects in line with the key actions identified under the Trust-Building Pillar (HHK) of the NRS. The Small Grants Project succeeded in its objective of operationalising the HHK. The projects related specifically to supporting resettlement of IDPs were focused on key activities and filling gaps that were needed to assist with resettlement. This included accompaniment of MSS dialogue processes, providing a range of support for communities with re-integration of IDPs, community stabilisation activities monitoring or returns/resettlements and providing information about the HHK.

The Small Grants Project also supported activities focused on peace-building in the general community, including support for young people, conflict resolution training for community leaders and distribution of information regarding the report from the CAVR, *Chega!* These activities were also positive contributions but their long-term impact is less clear. The impact of the UNDP Projects on peace-building in the longer-term was marred by the fact that other pillars of the strategy focused on dealing with broader underlying causes of conflict were not implemented. Furthermore, peace-building activities tend to quickly dovetail into other sectors (infrastructure and livelihood development) as communities wish to focus on their practical needs. However, without the other Ministries taking the lead in the areas allocated to them under the NRS, there is limited scope for such activities to be integrated into a comprehensive strategy which is required if they are to have a significant impact. They will, nonetheless, continue to ease pressure in vulnerable communities within this limited scope.

While the Dialogue Project and the Small Grants Project have been successful, more work is required in the area of peace-building. There are still many issues likely to cause conflict into the future resulting in an ongoing need for dialogue and mediation services as well as pro-active activities to strengthen the community fabric. The Government plans to set up a Department of Peace-building and Social Cohesion within the Ministry of Social Solidarity. It is recommended that UNDP provide support for such a department, in order to assist with provision of the above services.

It will be important, however, that with such support from UNDP comes a commitment from the Government in the medium-term to allocate resources to its policy priority in the area of peace-building. MSS should also be encouraged not to step outside its mandate, but to focus its work on social issues and social relationship strengthening although this is sometimes difficult, given that operationalisation in other sectors as is required is sometimes lacking.

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Annex 1: Key Pillars of the National Recovery Strategy

- I. **Hamutuk Hari'iUma** which included the provision of in-kind or financial assistance to rebuild homes with a focus on restoring occupants to their former places of occupancy prior to 2006. This was a simple approach of providing a range of assistance packages depending on categories of damage/need and did not try to address property ownership issues or compensate for losses incurred during the 2006 Crisis.
- II. **Hamutuk Hari'i Protesaun** which included support for vulnerable members of the community, meet food security needs of the food insecure,
- III. **Hamutuk Hari'i Estabilidade** which aimed to create an environment of stability by dealing with multi-tiered security issues including publicising progress being made in regard to high profile security issues (eg.g M. Alfredo and the Petitioners), increase the police presence in camps and communities, support for conflict resolution mechanisms including formalisation of suco council dispute resolution mandate,
- IV. **Hamutuk Hari'i Ekonomia Sosial** which aimed to create livelihood opportunities with short, medium and long-term benefits with a focus on activities that will contribute to reintegration of displaced persons. This included proposals for labour intensive employment generation schemes in the infrastructure, agriculture and environmental protection sectors and increasing the availability of microfinance
- V. **Hamutuk Hari'i Konfiansa** which aimed at strengthening trust between the people and the government and throughout the society and building social cohesion through dialogue, support for increasing the productive contribution of youth and martial arts groups, internal tourism, monitoring of returns and supporting awareness of a shared and common history.

Annex 2: List of Key Interviews Held

Mark Green,
County Director, Caritas Australia, Timor Leste

Florentino Sarmiento,
Program Manager, Catholic Relief Services, Timor Leste

Richard Bowd,
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Youth Representatives
Tibar *Suco*, Liquica

Youth Representatives
Ulmera *Suco*, Liquica

Henrique Da Costa,
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Jacinto Rigoberto Gomes,
Secretary of State for Social Assistance and Natural Disasters, Ministry of Social
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Representative, NZAID

Jose Caetano
ETCRN, Ita Nia Ria

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Sub-Commission Justice and Peace Liquica District

Osorio Jose da Conceicao,
Representative, Office of the Provodor

Louisa Medhurst,
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Lyn Wan,
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Representatives,
Caicoli *Suco*, Vera Cruz, Dili

Sophia Cason,
Communication Specialist, Ministry of Social Solidarity

Sossi Tatikyan,
Programme Officer, CPR Unit, UNDP Timor Leste

Barney Chittick,
Representative, International Organisation for Migration Timor Leste

Ibere Lopes,
Advisor, National Directorate of Land and Property, Timor Leste

Final Evaluation Report

External Evaluation Report

Strengthening Institutional Structures and Mechanisms for Dialogue Project

Prepared by Jo-Anne Bishop

Submitted to the Crisis Prevention and Recovery Unit, United
Nations Development Programme in Timor-Leste

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List of Acronyms and Glossary of Terms

<i>Aldeia</i>	A territorial demarcation of community, smaller than a Suco (hamlet)
CDM	Capacity Development Mentor
<i>Chefe Aldeia</i>	Elected <i>chefe</i> or leader of the <i>Aldeia</i>
<i>Chefe Suco</i>	Elected <i>chefe</i> or leader of the <i>Suco</i>
CPAP	Country Programme Action Plan
CPRU	Conflict Prevention and Recovery Unit
CRS	Catholic Relief Services
DNCCP	Directorate National for Community Conflict Prevention
DPBSC	Department of Peace-Building and Social Cohesion
GOTL	Government of Timor-Leste
HHF	<i>Hamutuk Hari'i Futuru</i> /Building Our Future Together
HHK	<i>Hamutuk Hari'i Konfiansa/ Together Building Trust</i>
IDP	Internally Displaced Person
IOM	International Organization for Migration
JPC	Justice Peace Commission
JRC	Jesuit Relief Commission
<i>Juramentu</i>	A traditional Timorese oath-binding ceremony
M&E	Monitoring and Evaluation
<i>Mata Dalan</i>	Guidelines
MOU	Memorandum of Understanding
MSS	Ministerio de Solidaridade Sosial/Ministry of Social Solidarity
Nahe Biti Bo'ot	Traditional Timorese conflict resolution ceremony involving spreading of a palm leaf mat
NDLP	National Directorate for Land and Property
NDSA	National Directorate for Social Assistance
NGO	Non-Governmental Organization
NRS	National Recovery Strategy
PD	Project Document
PDHJ	<i>Provedor dos Direitos Humanos e Justica</i> /Provedor for Human Rights and Justice
PMB	Project Management Board
PNTL	National Police for Timor-Leste
SERC	Strengthening Early Recovery for Comprehensive and Sustainable Reintegration of IDPs
<i>Suco</i>	Territorial demarcation of community, typically encompassing several <i>Aldeia</i> (<i>village</i>)
<i>Tara Bandu</i>	A Timorese customary means by which rules and norms are established for social control
TOR	Terms of Reference

TLPI
UNDP
USAID

Timor-Leste Peacebuilding Institute
United Nations Development Programme
United States Agency for International Development

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Executive Summary

In order to contribute to implementation of the Trust-Building Pillar '*Hamutuk Hari'i Konfiansa*' (HHK) of the Government of Timor-Leste's (GOTL) National Recovery Strategy (NRS) '*Hamutuk Hari'i Futuru*' (HHF), the Ministry of Social Solidarity (MSS) and UNDP implemented the project "Strengthening Institutional Structures and Mechanisms for Dialogue" (hereinafter referred to as the Dialogue Project)." The Dialogue Project ran from June 2008, when the Project Document (PD) was signed, until October 2010. The Project has been funded by the Government of Australia (US\$ 499,570), the Government of New Zealand (US\$ 218,978) and the United Nations Peace Building Fund (US\$ 234,321).

The overall objectives of the Project are:

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

This final evaluation of the Dialogue Project was conducted from May 9-31, 2011 and involved consultations with 50 persons (13 women and 37 men) including Project staff, Government partners and other key stakeholders in three districts. The evaluation focused on assessing: 1) achievement of Programme/Project Results; 2) Project design and management; 3) stakeholder coordination and partnership; 4) government/community ownership; and 5) prospects for sustainability. The evaluation also includes an identification of lessons learned and recommendations for future cooperation between UNDP and the Ministry of Social Solidarity (MSS) in the area of peace building.

The main findings of the evaluation are as follows:

- Overall, the Dialogue Project was a remarkable success in terms of the breadth and depth of its impact. The Project was a change-driven and process-oriented one – it contributed to changing peoples' behavior and perspectives and was well thought out and systematic in its approach. Within a short timeframe of two years, the Project supported institutional capacity development within MSS and a framework to ensure sustainability of the Project results was developed with the establishment of the new MSS Department of Peacebuilding and Social Cohesion (DPBSC).
- The Project Objectives and Outputs were successfully achieved and the Project contributed to implementation of Outcome 7 and Output 7.2 under the UNDP Country Programme Action Plan (CPAP).

In line with Outcome 7 of the UNDP Country Programme Action Plan (CPAP), the Project contributed towards enhanced national capacity for restoring the foundations of development by: 1) increasing MSS' capacity to lead the peaceful return and reintegration **Annex 8**

- of IDPs; 2) helping to restore stability and security at the community level; 3) supporting the establishment of institutional structures and mechanisms for conflict and crisis prevention; and 4) facilitating the increased participation of women in the resolution of community conflicts.
- The Project also supported achievement of Output 7.2 under the UNDP CPAP by increasing the capacity of MSS to address socio-economic needs of returnees and receiving communities. This was accomplished through the successful mediation of land and property cases by the Dialogue Teams and the National Directorate for Land and Property (NDLP); the use of dialogue to address and resolve deeply rooted social cleavages; and the identification of socio-economic causes of conflict (i.e. high youth unemployment, poverty, gender inequalities, and lack of access to basic social services) and the referral of such issues to relevant ministries and institutions.
- The Project also had a direct impact on increasing stability and security within communities. During the evaluation process, government officials and community leaders repeatedly stated that as a result of the dialogue process, there are no longer any major “community” problems or large scale incidents or violence and that only small scale problems/low-level conflicts now exist which local leaders have the capacity to solve.
- The Project directly supported implementation of GOTL priorities, namely the Trust-Building Pillar of the NRS, and positively contributed towards the successful closure of the 65 IDP camps and the durable return and reintegration of more than 10,000 households.
- During Project implementation, officials from MSS demonstrated a high level of ownership over the Project. The Minister herself co-signed the PD, the Secretary of State for Social Assistance and Natural Disasters chaired the Project Management Board (PMB) and the Director of Social Assistance was actively involved in the day-to-day implementation of the Project. There was also strong community ownership over the dialogue process. There was also strong community ownership towards the dialogue process in that 27 communities are now familiar and accustomed to dialogue as a means for solving and preventing conflict and leaders from these communities have developed capacity to facilitate dialogue meetings and mediations on their own.
- The Dialogue Project also brought a new and participatory approach to traditional methods of conflict resolution. The conflict resolution process and methodology developed during the Project shifted the focus from arbitration (whereby national and local leaders traditionally served as decision-makers in the conflict resolution process) to mediation of conflicts (with the responsibility for resolution of conflicts lying with the community or responsible parties). This shift in approach helped to generate greater ownership by communities and individuals for solutions found to conflicts thereby helping to ensure sustainability of conflict resolution outcomes.
- The cumulative effect of the mediations, dialogues and preparatory meetings was significant in terms of facilitating durable IDP return and reintegration. This was due to the fact that dialogue meetings frequently brought together IDPs with receiving communities and through their exposure to each other and their efforts to identify agreeable solutions and seek mutual understanding, tensions were reduced and parties became more amenable to reconciliation.
- Peace does not necessarily mean the absence of conflict and although the Project was able to support the resolution many intra- and inter-communal conflicts, many of the root causes of past conflicts in communities still remain (i.e. poverty, land/property disputes, unemployment, lack of access to basic social services, gender inequalities, etc.) and only time will determine sustainability of the overall dialogue results. Some stakeholders expressed concern that the upcoming 2012 elections or passage of the land law could serve as a catalyst for old tensions to re-emerge.

The evaluation also identified several lessons learned:

- Dialogue takes time and due to the complexity of past conflicts in many communities, a significant amount of time was required to identify and address the root causes of conflicts. In several instances, numerous preparatory dialogue meetings were required to pave the way for larger community-level dialogues and in some instances one case required more than five dialogue meetings.
- The results framework included in the PD could have benefitted from better defined objectives, outputs and indicators in order to fully capture the results and impact of the Dialogue Project. The Project included four overarching objectives (an unusually large amount for a two-year project) which were not clearly formulated and reflected within the Project results framework. Some of the outputs in the original PD were unclear and as a result were difficult to measure and many of the indicators and targets were not specific, measurable, attainable, relevant and trackable.
- While having UNDP-funded posts under MSS helped to integrate the Project into the Ministry and ensure ownership, MSS officials and the former Dialogue Team members found that such an arrangement created confusion and a lack of clarity in terms of reporting lines and that further mechanisms were needed to better explain the management arrangements. It is therefore important that the terms and conditions of such arrangements be properly socialised among Project staff and government partners in order to avoid confusion and ensure a clear understanding of reporting/supervisory lines.
- Given the post-crisis context under which the Project was implemented, the ability to fast-track the initial set-up of the Project (including the hiring of staff) and to apply a flexible approach during implementation enabled the Project staff to respond to evolving needs and priorities identified through the dialogue process. By applying a flexible approach, Dialogue Teams were able to address conflicts that preceded 2006 and to expand the scope of their work beyond return-related conflicts. Although the focus of the Dialogue Project was in the Districts of Dili, Baucau and Ermera, the Dialogue Teams were also able to extend their activities to new areas where large-scale community conflict emerged such as in Viqueque following the eruption of violence in early January 2009.
- While the establishment of the new DPBSC under MSS will impact positively upon sustainability of the Dialogue Project results, it is important that staff positions within the Department (which are currently financed by UNDP) become converted into civil service positions financed through MSS' budget and that an operational budget be allocated to support the work of the new Department.
- The guidelines on community-based dialogue provide an important tool not only in guiding the work of the dialogue and mediation unit established under the new DPBSC but also in supporting the conflict resolution efforts of other ministries (such as the NDLP), local leaders and national NGO partners. For this reason, it will be important to widely share and make publicly available the final Tetum copy of the guidelines and to continue to use the educational DVD developed through the Project as an educational tool to sensitize communities about dialogue principles and processes.
- Dialogue can play an important role in the prevention of communal conflict. One of the participants from Becora Suco stated that the 2006 crisis would not have occurred if people had the conflict resolution skills received in the training.⁹ Continued efforts to further build the capacity of community leaders to solve conflicts on their own will therefore play an important role in helping to reduce and resolve potential tensions that could re-emerge, particularly with potential challenges posed by the 2012 elections in Timor-Leste and adoption of the land and property law.
- During Project implementation important synergies and cooperation were developed between the Dialogue Project and other CPR Unit Projects, in particular the HHK NGO

⁹ UNDP, Final Report on the Strengthening Institutional Structures and Mechanisms for Dialogue Project, June 2008-October 2011.

Small Grants Fund and the SERC Project which helped to fill gaps and avoid potential duplication. In particular, the use of NGOs contracts under the HHK Small Grants Fund to provide training to both the Dialogue Team members and community leaders during the Project, was an important example of how resources and efforts were pooled together to support common objectives.

The evaluation includes a series of general recommendations for UNDP management as well as specific recommendations relate to future cooperation with MSS in the area of peacebuilding:

General

1. The conflict resolution methodology developed and used during the Dialogue Process and the guidelines on how to facilitate community dialogue are important tools and best practices that should be shared widely within UNDP and with outside partners and stakeholders. Although the process and guidelines were adapted and customized to the specific needs and situation in Timor-Leste, they provide an important model of how international conflict resolution techniques in a post-crisis environment can be successfully adapted to a local context.

UNDP Project Management

2. In order to ensure a results-based approach to project implementation, reporting and monitoring and evaluation (M&E), it is important that when designing Projects, the Project Document includes clearly defined indicators that are specific, measurable, attainable, relevant and trackable (SMART). It is also important that further baseline data be collected at the beginning of Project (i.e. in the case of the Dialogue Project, an initial capacity assessment of the Dialogue Teams should have been conducted) in order to measure intended results. Finally, a comprehensive M&E framework for Projects should be developed early on in the implementation of Projects in order to ensure that data and information is regularly collected to assess and measure not only the achievement of outputs but also relevant CPAP outcomes.

Future Cooperation with MSS DPBSC

Scope and Focus of DPBSC

3. Since peacebuilding relates to cross-cutting issues including gender, education, health, employment and disaster risk response and often requires an integrated approach, it is important for DPBSC to further clarify (within its strategic framework), the scope of its work (i.e. whether it intends to take an integrated approach or thematic one focused on specific issues and types of conflict). While a thematic focus on social issues and vulnerable groups would be in line with the overall mandate of MSS, the 2011-2030 Long Term Strategy for MSS (Goal 3) provides an opportunity for an integrated approach with MSS

working closely with municipalities, other ministries and social networks to identify and address issues that could trigger conflicts including land settlements, regional, gender and economic imbalances.¹⁰ Given the accumulated expertise and experience of MSS in dealing with the resolution of complex communal conflicts, and in establishing strong cooperation with other ministries, non-governmental actors and communities involved in

¹⁰ Ministry of Social Solidarity, Long-Term Strategy 2011-2030, July 2009, p. 43.

conflict response and prevention, MSS would be well-placed to take an integrated approach.

4. Given the unfamiliarity of other ministerial counterparts with the existence and/or role of the new Department, once there is a final strategic plan for DPBSC, it should be made publicly available and widely socialized among governmental, non-governmental and international partners.
5. With the upcoming Presidential elections and anticipated adoption of the land law, the DPBSC will have an important prevention role, particularly over the next year. As a conflict-prevention measure to respond to tensions related to further land disputes and the potential mobilization of political parties, it is recommended that the Department ramp up its dialogue and training efforts this year and also consider the organization of a national/district-level peacebuilding workshops in order to socialize the role of the DPBSC and increase awareness about the dialogue process.

Results-Based Management

6. A clear M&E framework is needed to support the new Department in measuring and reporting on its impact and results. A framework for the collection of baseline data and for monitoring DPBSC's results should be established as early as possible. The UNDP's Strategic Planning, Monitoring and Evaluation Unit can play an important role in supporting the Project Manager in terms of providing training resources and tools.

Training

7. Given the large number of conflict resolution trainings conducted by NGOs under the HHK NGO Small Grants Fund and by other governmental and non-governmental actors, it is important for the Training, Monitoring and Evaluation Unit of DPBSC to conduct a mapping of all the trainings that were held in order to identify areas gaps and to establish a baseline future training efforts.
8. Due to the fact that during the 2012 election and following the anticipated adopted of the law land, there is a potential for past conflicts to re-emerge, the Training, Monitoring and Evaluation Unit should focus its time and resources on trainings on areas that have not had any form of training.¹¹ It is also recommended to broaden the participants of such trainings to include an increased number of youth and martial arts groups, representatives of religious communities and political parties. It is also recommended that the Unit provide follow-up/refresher trainings for community leaders who attended past trainings in order to deepen their knowledge and address challenges they face in mediating conflict in their communities.
9. In response to the request of a large number of community leaders in Dili (particularly in sucos Poetete, Venilale, Villa Verde and Hera), it is suggested that future trainings include a module on domestic violence in order to increase the understanding of local leaders in how to report and respond to such cases. In doing so, close cooperation should be established with the Office of the Secretary of State for the Promotion of Equality.

Coordination

¹¹ The Ministry for State Administration has received specific request for conflict resolution training from chefe suco in Oecussi, Covalima (Suai), Ainaro and Viqueque.

10. In order to avoid duplication of efforts between the National Directorate for Community Conflict Prevention under the Secretary of State for Security, NDLP and the Ministry of State Administration, it is important that mechanisms are in place to ensure effective coordination and to facilitate information-sharing about planned activities.
11. In order to support institutionalised cooperation between the DPBSC and international and national civil society actors, including women's organisations, who work in the area of peacebuilding, it is recommended that the UNDP Peacebuilding Project PM and the MSS Head of the Peacebuilding Department participate in the Peacebuilding Working Group.
12. In order to provide ongoing support and advice to the new DPBSC, it is recommended that the Project Manager be physically located within the new Department.

Gender Mainstreaming

13. Given UNDP's international and national expertise in terms of promoting gender equality and women's empowerment, UNDP should continue to provide targeted technical assistance and training to support DPBSC in ensuring the meaningful participation of women in dialogue and peace processes. Such assistance could include supporting the organization of specific peacebuilding and conflict resolution trainings for leaders of women's networks and NGOs in order to increase their capacity to actively participate in the resolution of conflicts. Technical support could also be given to support the development of women's peace networks.
14. Further training on gender-sensitive approaches to conflict response and prevention should be provided to staff of the MSS DPBSC and also mainstreamed into the conflict resolution and peacebuilding trainings provided to local community leaders.
15. A system should be established to collect gender-disaggregated Project data including for such areas as participants of dialogue meetings and preparatory meetings.
16. UNDP's Senior Gender Advisor can play an important role in supporting the Project Manager in terms of providing training resources and tools to support gender-mainstreaming.

Information Management

17. In order to better track information about past and existing conflicts in communities and collect information about DPBSC activities (i.e. dialogue meetings, mediations, training workshops and community stabilisation activities) UNDP should support the Department to develop a new database to record this information.
18. Given the intensive involvement of the Dialogue Teams in more than 55 large-scale community-level dialogue meetings, some with complex histories, it is important that a national archive on the dialogue process be developed in order to enable MSS and other ministries to learn from the past dialogue processes and to track past sources of conflict in communities in case conflicts re-emerge.

Introduction

As a result of the 2006 crisis in Timor-Leste, more than 150,000 Internally Displaced Persons (IDPs) took refuge in 65 camps in Dili and other districts. In order to ensure a concerted and comprehensive response to IDP and early recovery challenges, the GOTL adopted the NRS which consists of five pillars (housing, stability, socio-economic development, trust-building and social protection). Under the Trust-Building or HHK pillar, MSS aimed to increase trust among returning IDPs, people of the community and the Government to promote return, relocation and reintegration of IDPs through community dialogue and other trust-building activities.

In the aftermath of the 2006 crisis, three UNDP Crisis Prevention and Recovery (CPR) projects were developed with the aim of supporting implementation of the Trust-Building pillar of the NRS. One of these projects was the “Strengthening Institutional Structures and Mechanisms for Dialogue” (hereinafter referred to as the “Dialogue Project”), which involved the establishment of dialogue teams under MSS in order to address the root cause of conflict through a community dialogue process focused on issues of conflict management and State and Nation building.¹²

The other two projects were the HHK NGO Small Grants Fund which focused on supporting NGOs that contributed toward the Trust-Building pillar of the NRS. Under this Project, grants were administered to implement trust-building activities at the community level in Dili and other districts, which included support to dialogue processes, youth exchange schemes, dissemination of information regarding the NRS and post return/relocation monitoring of IDPs and their communities.

The Strengthening Early Recovery for Comprehensive and Sustainable Reintegration of IDPs (SERC) Project served as an important complement to the Dialogue Project and HHK NGO Small Grants Fund initiative. It responded to the need for appropriate follow-up of community dialogue and addressed findings of IDP return monitoring reports which cited the lack of basic community infrastructure as a threat to stability. The SERC Project was developed to support implementation of the NRS by strengthening early recovery efforts for durable solutions to IDPs and their receiving communities. Under the Project, community infrastructure projects were implemented in 21 communities (where reintegration and dialogue processes were completed) using a participatory process to involve IDPs and members of receiving communities. In addition, priority technical assistance on early recovery was made available to support the implementation and follow up on the NRS.

¹² UNDP Timor-Leste, Project Document, “Strengthening Institutional Structures and Mechanisms for Dialogue”, May 2008.

Project Description

The Dialogue Project was implemented from June 2008 to October 2010 and funded by the Government of Australia (US\$ 499,570), the Government of New Zealand (US\$ 218,978) and the United Nations Peace Building Fund (US\$ 234,321).

The overall objectives of the Project are:

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

The Project was also developed in support of UNDP's CPAP in particular:

Outcome 7: National capacity built for restoring the foundations for development following conflict or disaster with active women participation and access to decision-making).

Output 7.2 By 2013, capacity of MSS and lead ministries further developed to address in a gender sensitive manner pressing socio-economic shortcomings for returnees and other vulnerable groups to avoid setbacks in the recovery process

The Project has three main outputs:

- 1) MSS Dialogue Teams strengthened both in Dili and the Districts
- 2) Dialogue processes and mechanisms developed as per specific local contexts
- 3) Reconciliation dialogues undertaken in selected communities

Achievement of the Project outputs was supported through a series of activities which focused primarily on: a) establishing and strengthening the mediation/dialogue capacity of the MSS Dialogue Teams; b) facilitating mediations, dialogue and preparatory meetings between individuals and at the community level; c) training community leaders and increasing their ability to conduct mediations and dialogue meetings in their communities; and d) collaboration and coordination with government partners, local leaders and international/national NGOs in establishing strong synergies in support of the IDP return and reintegration process.

Purpose and Scope of Evaluation

In line with the 2011 revised Evaluation Policy of UNDP, this evaluation aims to support accountability, inform decision-making and allow UNDP to better manage for development results.

According to the Terms of Reference (TOR) for the Final Evaluation of the Dialogue Project developed by the CPR Unit (see Annex 1), the overall objective of the evaluation is “to review progress towards the projects’ objectives and results, assess the efficiency and cost-effectiveness of implementation, identify strengths and weaknesses in project design and implementation, and provide recommendations on design modifications and specific actions that would increase the effectiveness and impact of future similar initiatives.”¹³

In pursuit of these objectives, this Final Evaluation provides an assessment of the following key areas:

- 1) **Achievement of Programme/Project Results** – The extent to which the overall Project objectives and outputs/results were achieved and the degree to which the Project contributed to outcome 7 and output 7.2 of the UNDP CPAP¹⁴;
- 2) **Project Design and Management** – The management processes used in the implementation of the Project including the M&E framework/processes and risk assessment/management;
- 3) **Coordination and Partnerships** - Networks and partnerships in support of the implementation of the Project;
- 4) **Ownership** - The degree of governmental/community ownership developed and the likelihood of continuation and sustainability of Project outcomes and benefits after completion of the project;
- 5) **Sustainability** - Key factors that will require attention in order to improve prospects for sustainability of project outcomes and the potential for replication of the approaches; and
- 6) **Lessons Learned** - The main programmatic and institutional lessons that were learned and which can be applied in future project implementation by UNDP.

The evaluation also includes a set of recommendations, including general and specific recommendations related to future cooperation between UNDP and MSS in the area of peace building.

¹³ UNDP Timor-Leste, Terms of Reference for a Consultant Evaluation of UNDP Dialogue Project.

¹⁴ UNDP Country Programme Action Plan (Output 7.2) - By 2013, capacity of MSS and lead ministries further developed to address in a gender sensitive manner pressing socio-economic shortcomings for returnees and other vulnerable groups to avoid setbacks in the recovery process.

Methodology of the Evaluation

In evaluating the Dialogue Project, a results-based management (RBM) approach was applied whereby progress in achieving overall objectives and outputs was assessed using baseline data and indicators identified within the Project Document (PD) and the revised M&E framework developed by the Project Team.

During the evaluation, the evaluator met with 51 persons (13 women and 38 men) including Project staff, Government partners and other key stakeholders across three districts.

In line with the 2011 UNDP revised Evaluation Policy the evaluator applied principles of national ownership and government/stakeholder partnership. The evaluation process was both consultative and participatory whereby the views and opinions of a wide range of relevant national authorities, community beneficiaries and other relevant stakeholders/partners involved in, and affected by implementation of the Project, were actively sought and included within the overall findings of this report.

When examining the Project results and impact, human rights, including gender considerations, were taken into account and mainstreamed into the evaluation design, methodology and findings. Efforts were also made to include an equal number of both women and men in the consultation meetings and to actively seek the input of male and female beneficiaries and partners. When scheduling community consultations, local leaders were also asked to ensure participation of both men and women.

The evaluation methodology was based on the following:

a) Desk Review of Relevant Project Documentation

A comprehensive document review was conducted at the beginning of the evaluation process which included the following documents:

- The Project Document
- Activity and project reports including the final Project Report
- Training and capacity development assessment reports
- The Mid-Term External Evaluation Report for the Dialogue Project and NGO Small Grants
- Reports and Issue/Risk/Lessons Learned logs from Atlas
- Minutes from project coordination bodies and technical working groups including the HHK Working Group and Project Management Board
- Reports from stakeholder meetings/consultations
- Relevant UNDP/UN Country Team reports, strategies including UNDAF and the CPAP
- Relevant GOTL documents including the NRS
- Project knowledge tools - *Mata dalam* (Dialogue Guidelines), videos, and maps
- The revised 2011 UNDP Evaluation Policy
- The UNDP Handbook on Planning, Monitoring and Evaluating for Development Results.

b) Interviews with Project Management, Partners, Stakeholders and Donors

Between May 10 and 31, the evaluator conducted a series of formal interviews with the former management of the Project, the former Dialogue Team members, senior officials from MSS, representatives from other line ministries, civil society partners and Project donors. For a full list of interviewees, see Annex 2.

In the original evaluation proposal submitted to the CPR Unit, a comprehensive list of evaluation questions was developed (see Annex 3) which were used as the basis for the interviews. Questions were then asked according to the relevant role/involvement of each interviewee in the Project design/implementation process.

c) Field Visits

During the field visits, the evaluator met with community leaders including Chefe Suco, Chefe Aldeia, youth leaders and members of women's networks in eight sucos across the three districts of Dili, Baucau and Ermera. The evaluator used individual interviews and focus group discussions in order to solicit community feedback about Project implementation.

Main Findings

Achievement of Programme/Project Results

Programme Outcomes

Although the target date for outcome 7 and output 7.2 of UNDP's CPAP is 2013, it can already be concluded that the Project tangibly supported progress towards these results.

The Dialogue Project contributed towards enhanced national capacity (namely that of MSS) for restoring the foundations of development following conflict in four key areas.

1) The Project increased the capacity of MSS to lead the peaceful return and reintegration of IDPs

As the lead ministry responsible for implementation of the trust-building pillar of the NRS, the Dialogue Project provided direct support to MSS in the resolution of community conflicts that were preventing the closure of IDP camps and impeding the return and reintegration of IDPs into their communities. Seven Dialogue Teams were established (five in Dili and two teams in Baucau and Ermera) and embedded within MSS in order to provide MSS with the necessary resources to support mediation and dialogue in communities where the majority of displacements took place. The Dialogue Team members were given extensive training and capacity development assistance to support their role in the

resolution of community-based conflicts.

From June 2008 to October 2010, the Dialogue Teams facilitated 770

mediations, 55 large-scale community-level dialogue meetings and conducted 106 additional preparatory meetings between IDPs and their communities of return.¹⁵ These mediations and meetings played a key role in helping communities to resolve return-related

problems (mainly those linked to land and property issues) and in supporting the reconciliation process by repeatedly bringing together IDPs and members of receiving communities. The

Cristo Rei was the first sub-district to receive IDPs into the community. This success was because of the Dialogue Team's efforts to help integrate IDPs

Cristo Rei Sub-District Administrator

UNDP Programme Action Plan

Country

Outcome 7

National capacity built for restoring the foundations for development following conflict or disaster with active women participation and access to decision-making

Output 7.2

By 2013, capacity of MSS and lead ministries further developed to address in a gender sensitive manner pressing socio-economic shortcomings for returnees and other vulnerable groups to avoid setbacks in the recovery process.

Target

Violence and security events are reported in no more than 5% at most in all target communities

Indicator

Number of target communities where violence and security events are still occurring.

¹⁵ UNDP, Final Report on the Strengthening Institutional Structures and Mechanisms for Dialogue Project, June 2008-October 2010.

resolution of more than 700 IDP cases between 2008 and 2010¹⁶ has directly contributed to the successful return of more than 10,000 households and the closure of all IDP camps by August 2009. While it is difficult to attribute resolution of the displacement challenge solely to the efforts of the MSS Dialogue Teams, given the extensive involvement of other key actors (including the President and Prime Minister of Timor-Leste, the church and international/national NGOs), the stakeholders consulted during the Project evaluation affirmed that the Dialogue Project and work of the MSS teams played an integral and lead role in the return and reintegration process. One governmental partner claimed that without the support of the Dialogue Project, MSS would not have been able to achieve durable return and reintegration.

Dialogue played an important role in the reintegration process. After the crisis, the situation was tense and communities did not accept IDPs to return back. Dialogue created an understanding among the communities and resulted in increased support for the reintegration of IDPs.

Secretary of State for Social Assistance and Natural Disasters

An indicator of success for the work of the Dialogue Teams was that IDPs returned and now live in a peaceful environment.

Youth mediator, Becora Suco

2) The Project helped to restore stability and security at the community level

The extensive number of dialogue and preparatory dialogue meetings convened through the Dialogue Project helped to increase the willingness of IDPs and recipient communities jointly identify shared solutions to past conflicts. This sustained interaction generated through the dialogue process helped to breakdown tensions and facilitate the reconciliation process. Through the dialogue process, communities identified shared goals and common solutions and built relationships which resulted in enhanced mutual respect and understanding.

During the evaluation process, government officials and community leaders repeatedly stated that as a result of the dialogue process, there are no longer any major “community” problems or large scale incidents or violence – only small scale problems/low-level conflicts (which local leaders have the capacity to solve). Although there are no identified data sources to substantiate this finding, according to the former Dialogue Team members, the absence of conflict was assessed through meetings with communities and information provided by local leaders

and through the monthly security meetings held in the three districts.

3) The Project supported the establishment of institutional structures and mechanisms for conflict and crisis prevention

In supporting MSS to resolve conflicts related to the return of IDPs to their communities following the 2006 crisis, the Dialogue Project played a key role in providing resources

¹⁶ Interview with Dialogue Team members

(including staff and offices in Baucau and Ermera), capacity development support and technical guidance. Significant time and resources were invested into enhancing the knowledge and skills of the Dialogue Teams and developing useful resources and tools to support their work (such as the guidelines on facilitating community dialogue). As a result of these efforts, and in recognition of the importance of dialogue to the peaceful resolution and prevention of conflicts, the dialogue process has now been further institutionalized into MSS with the creation of the DPBSC. The Head of the Department is a government-funded position and while staff of the new Department are funded by UNDP over a two year period, the intention of MSS is to secure State funding for these positions in order to institutionalize the ministry's conflict resolution and peacebuilding role and ensure sustainability of its work in this important area.

4) The Project facilitated increased participation of women in the resolution of community conflict

In recognition of the important role of women in the resolution of conflict, important measures were taken by the Project Management and Dialogue Teams to facilitate and support the increased participation of women in the resolution of community conflicts.

At mediations, women gave many solutions for problems and had an important role in de-escalating problems and calming down the situation.

Former Member of the Dialogue Team

Of the 37 Dialogue Team members, eight were women. While this number may seem low, given the cultural constraints faced by women in Timor-Leste, this was seen as a positive outcome.

The Dialogue Team members were also given gender mainstreaming training in order to increase their ability to involve women in the dialogue meetings, mediations and trainings. As a result of these training, Dialogue

Team members stated that they were able to better engage women in the dialogue process and to apply technique to help them in speaking out.

In order to build the capacity of women and men to solve community conflicts, the PM required all Dialogue Team members to ensure that women comprised 50% of the participants in trainings organized for local leaders on mediation and dialogue processes. Despite these efforts, men still comprised the majority of the training participants and for those women trained in mediation, in some communities they were not able to mediate on their own and were required to mediate together with other men. For example, in the case of Venilale suco, representatives of women's networks stated that they conducted mediations but only together with male suco council members.

These limitations and obstacles underline the continued need for a systematic and integrated approach to ensure the meaningful participation of women in peace processes. The new DPBSC can play an important role in sustaining and institutionalising the role of women in resolving and preventing conflicts at both a national and community level.

Finally, regarding CPAP Output 7.2, the Dialogue Project directly increased the capacity of MSS to address pressing socio-economic shortcomings for returnees and other vulnerable groups. Following the crisis, more than 145,000 persons were displaced and either unable or unwilling to return home due to socio-economic factors such as destruction or occupation of their homes, community resistance to their return and security concerns. In cases where IDP houses were occupied, the Dialogue Teams worked with the National Directorate of Land and Property (NDLP) to support the mediation and resolution of land and property disputes. The Dialogue Team also played a key role in addressing social cleavages and deep-rooted grievances and animosities, some of which were connected back to events in 1975 which were preventing the return of IDPs back to their communities.

Through their presence in communities and their extensive involvement in community mediations and dialogue meetings, the Dialogue Teams were also able to identify socio-economic causes of conflict, including those linked to high youth unemployment, poverty and lack of access to basic social services including water, sanitation, electricity and healthcare. In cases where MSS lacked the authority and jurisdiction to respond to such cases, they were referred to other relevant ministries and institutions. In cases where communities identified infrastructure needs during the dialogue process (i.e. repair of water storage or drainage facilities or reconstruction of schools), MSS was able to address many of these needs through the MSS/UNDP SERC project.

Project Objectives

Based on the results of the Dialogue Project and the feedback from key stakeholders and beneficiaries of the Project, it can be concluded that the Project successfully achieved all four of its objectives.

As discussed in the previous section, the Dialogue Teams directly supported MSS to resolve community-based conflicts related to the return and relocation of IDPs. In order to provide MSS with the necessary resources to facilitate dialogue and mediation, seven Dialogue Teams were established (five in Dili, one team in Baucau and one in Ermera) and Dialogue Team members were given extensive training and capacity development assistance to support their role in the resolution of community-based conflicts.

Before, IDPs refused the presence of the Government because the majority of them support the other party – the Government was seen as trying to lobby or influence them – now everyone is comfortable when the Government approaches them.

Secretary of State for Social Assistance and Natural Disasters

The Project also helped to strengthen the public perception of State officials by facilitating the active involvement of high-ranking authorities during some of the more complex and higher-profile dialogue meetings.

As a result of their position and authority, the presence of these officials helped support positive outcomes and also provided an important forum for communities to discuss their problems with the Government and seek support for

their communities. As staff of MSS, the continuous presence of the Dialogue Team members in the communities and their positive role in the resolution of community-based conflicts and support for community stabilization activities helped to foster greater trust in the Government and made them more amenable to further cooperation.

The Dialogue Project was also instrumental in strengthening the role and capacity of local leaders in the resolution of community-based conflicts. Given the demands of Dialogue Team members to conduct a large volume of dialogue meetings and mediations during the first year of the Project, the Dialogue Project coordinated with local and international NGOs supporting under the “Support to the Trust-Building Pillar of the National Recovery Strategy” to support conflict resolution and peace training for local authorities.

Project Objectives

- 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 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.

During the second year, targeted and focused capacity development support was provided to local leaders in 24 suco (including Chefe Suco, Chefe Aldeia, youth leaders and leaders of womens' networks) by the Dialogue Teams in order to increase their capacity to facilitate dialogue meetings and mediation. The Dialogue Teams also provided ongoing mentoring of community leaders by accompanying them to mediations. Overall, the capacity development support provided community leaders with skills and knowledge necessary to solve low-level conflicts in their communities and helped to transfer the responsibility for community problems from national to local leaders. The following testimonies from local leaders and project partners further substantiate this finding:

- "As a result of the training we received from UNDP, we can now solve our own problems. The training helped build our capacity to resolve problems happening in our communities. Most of the problems are now related to land and border disputes and we are now able to find solutions to these problems." (Chefe Suco Poetete, Ermera District)
- "The training capacitated local leaders to deal with problems in our communities. We really applied knowledge from the training while mediating conflicts in our community. The training helped us to resolve problems in our community." (Chefe Suco Badoho, Venilale Sub-district, Baucau District)
- "The conflict resolution training provided by UNDP and other counterparts increased our capacity to identify conflict and really helped to deal with conflict and identify solutions. We are now always able to find solutions as a result of the training." (Cristo Rei Sub-District Administrator)
- "The training was helpful in building my capacity as a local leader and in conducting mediations to prevent conflicts from occurring in my community. When conflicts now happen in my community, I am able to mediate on my own as a result of the training" (Chefe Suco, Bairro Pite, Dom Aleixo Sub-District)
- "The training was helpful to increase capacity of suco and aldeia chefe to deal with conflicts – they are now able to resolve all major conflicts on their own." (Chefe Suco, Villa Verde, Dom Aleixo Sub-District)
- "The training really helped me to increase my capacity to solve problems that take place in my community" (Chefe Aldeia, Caqueo Laran, Becora Suco)
- "Building capacity of community leaders and youth was very helpful, especially in areas like Becora. After attending the conflict resolution mediation training the local leader is now proactively involved in resolution to disputes." (Project donor).

Finally, the Project helped to strengthen Timorese identity based on cultural and historical traditions. The dialogue process developed during the Project took inspiration from and was based on Timorese traditional concepts and approaches used for generations to resolve conflict and help maintain social cohesion. During the Project, communities gave value to the dialogue process because it relied on local cultural practices and incorporated traditional concepts as ceremonies used in Timor-Leste to solve conflicts including *nahe biti bo'ot* ceremonies (literally translated to mean "spreading of the big mat" ceremony whereby a palm leaf mat is spread out as part of a traditional conflict resolution ceremony by those agreeing to accept each other and not engage in f

urther conflict), *tara bandu* (a customary means by which rules and norms are established for social control) and *juramentu* (an oath-binding ceremony). During the dialogue meetings, spiritual leaders were also given a key role in the conflict resolution process.

While the use of such traditional approaches by the Dialogue Teams proved to be a powerful and meaningful approach in dealing with and helping to resolve deep-rooted societal divisions within communities including animosities linked back to events in 1975, the Dialogue Project also brought a new and participatory approach to traditional methods of conflict resolution. The dialogue methodology developed during the Project shifted the focus from arbitration (whereby national and local leaders traditionally served as decision-makers in the conflict resolution process) to mediation of conflicts (with the responsibility for resolution of conflicts lying with the community or responsible parties). This shift in approach helped to generate greater ownership by communities and individuals for solutions found to conflicts thereby helping to ensure sustainability of conflict resolution outcomes.

Project Outputs

In line with Output 1, a significant change occurred in the capacity of the Dialogue Teams to facilitate dialogue and mediation.¹⁷ In assessing achievement of this output, Project training documents and capacity assessment reports/evaluations were used to measure change in the skill and knowledge level of the Dialogue Team members. The evaluator also convened meetings with the majority of the former Dialogue Team staff whereby changes in their

The role of the UNDP was crucial – UNDP put people in place from the country who spoke the language and were connected to communities. The role of the MSS teams was critical in driving the return process.

skill levels and knowledge was discussed and analysed.

The overall results of the Dialogue Project are largely attributable to the acquired experience and high level of

commitment of the Dialogue Team members. From the offset, the Project was fortunate in being able to recruit (from an applicant pool of more than 400 persons) staff that had a university degree.

While some of the staff had previous practical experience in dialogue and conflict processes, the challenging field context of the Dialogue Project demanded rapid skill development of all Dialogue Team members.

In order to address this challenge and provide the Dialogue Team members with additional skills and knowledge relevant to their evolving field reality, a Capacity Development Mentor (CDM) was recruited

and hired for 10 months. The focus of the CBM's work was to conduct a capacity assessment and based on this, to develop a comprehensive capacity development and mentoring plan in order to support rapid and customized skill development of the Teams in dealing with complex issues. From June 2008 – October 2010, Dialogue Team members benefitted from 17 different trainings on a range of subjects from mediation/negotiation, conflict resolution, peacebuilding, monitoring and evaluation, gender, administration and English language. While the majority of the trainings were held in Dili, nine Dialogue Team members were sent abroad for further exposure, networking and training. An extensive resource library with materials in Tetum

Project Output 1

MSS dialogue teams strengthened both in Dili and the Districts.

Output Target

- Seven Dialogue Teams embedded in MSS organizational structure constituted and trained

Baseline:

- There is currently a dialogue team comprising four staff based within the HHF secretariat of MSS

Indicator(s):

- Seven trained dialogue teams operating in Dili and two in Baucau and Ermera

We had a three-day briefing and then had to enter the first IDP camp at the airport. Over time, we learned by doing and developed important skills through our hands-on practical work.

¹⁷ Although this output does not clearly specify how and to what extent Dialogue Teams were intended to be “strengthened”, the evaluator has interpreted this output to mean *strengthened capacity or ability* of the MSS dialogue teams to *support and facilitate dialogue*.

and Bahasa related to dialogue, mediation and peacebuilding was also developed and made available to the Team.

In order to assess and measure changes in the skill and knowledge level of the Dialogue Teams after one year of targeted capacity development support, the CBM conducted an evaluation of the achievements of the capacity development programme. The evaluation involved a full day participatory session with the Dialogue Teams members whereby they were asked to complete a baseline survey (in the absence of baseline capacity data), assess technical skills and functional/enabling skills they gained from training in the last 12 months and identify lessons learned and future training needs.

The chart below provides an overview of the competencies identified by the Dialogue Teams after one year of capacity development support.¹⁸

¹⁸ Pamela Sexton & Louise Cook-Tonkin, UNDP Dialogue Project Capacity Building Mentors, Twelve Month Training and Capacity Development Programme Evaluation

Evaluation Area	Training Competencies Achieved Through the 12 Month Programme as per the respondents feedback
Technical Skills	<ul style="list-style-type: none"> • Can facilitate dialogues and community meetings. • Can remain objective when facing community conflict. • Have developed skills as a trainer. • Have advanced skills for facilitating dialogue. • Increased knowledge and capacity in peace building areas. • Skills for mediation. • A model has been learnt for solving problems that can be applied in the field. • Staff can find solutions for the problems of IDPs. • Staff can write a conflict chronology. • Can approach community leaders to decide a strategy for intervention. • Can bring conflict parties together. • Know the values underpinning mediation. • Can support parties to make agreements. • Staff can get two parties to sit together voluntarily in order to speak about their feelings and to seek solutions to their problems. • Can identify the deeper needs of conflict parties that are hidden below positions and interests. • Staff can conduct the bargaining process for mediation. • Team members can identify deeper aspects of conflict through analysis. • Can facilitate meetings in order to seek solutions. • Staff can facilitate community meetings and dialogue procedures. • Staff can complete analysis using the tools – mapping conflict, onion analysis, and tree analysis. • Staff can identify cases. • Staff can develop an approach and strategy for seeking resolution to conflicts.
Functional Skills	<p>Staff know how to:</p> <ul style="list-style-type: none"> • Organize documents appropriately and store in the computer. • Create good relationships with stakeholders and partners in the field. • Create good communication and coordination with stakeholders and partners in the field. • Work well in a team. • Staff has increased their capacity for decision making. • The staff has increased their intellectual grasp of their work. • Increased the quality and quantity of their work. • Are able to work more professionally due to increased knowledge and capacity for their work. • Leadership training for (5) staff increased their capacity for working in a team. • Project management cycle training for (1) staff increased capacity to understand and work with project management. • Have capacity for self knowledge, self reflection. • Can complete and participate in peer evaluation. • Can conduct formal meetings. • Know how to organize and run activities at base community level. • Can complete reporting. • Can conduct monitoring and evaluation. • Have increased English language skills. • Can write proposals.
Enabling Environment	<ul style="list-style-type: none"> • Staff have skills for dealing with the reality of conflict in Timor Leste. • Staff are used to incorporating traditional cultural mechanisms in processes for dispute resolution. • Staff understand the values and processes of non-violent communication. • Staff has learnt models for analyzing and resolving problems that are not usual in Timor Leste.

The increased capacity of the Dialogue Teams was further substantiated during a focus group meeting that the evaluator convened with eleven of the former Dialogue Team members and during meetings with former Dialogue Team members in Ermera and Baucau.¹⁹ The former Team members were asked questions about changes in their capacity to conduct mediations and dialogue meetings and to support local leaders to undertake dialogues and mediations in their communities. All former staff responded that their skill sets and knowledge significantly increased and that by the end of the Project, they felt that they had sufficient training and mentoring support in order to successfully conduct mediations and dialogue meetings on their own. They also stated that their administrative and leadership skills also improved significantly by the end of the Project and that they received important mentoring from the Project Manager both in Dili and during his regular visits to the districts. A final indicator of the increased capacity of the Dialogue Teams was the fact that 80% of the Team members successfully passed the competitive recruitment process of the new DPBSC and were hired into the Department and the rest are now working with other line ministries with permanent contracts.

The development of *Mata Dalan* (guidelines on how to facilitate community dialogue processes) also strengthened the capacity of the Dialogue Teams by providing them with clear direction and guidance to the Dialogue Team and ensuring consistency in their approach across communities.

Finally, as mentioned previously, the work of the Dialogue Teams was further strengthened through the establishment of teams in the Districts of Baucau and Ermera. Having the Dialogue Team members based in these two Districts, helped the teams to more easily track and keep informed about communal problems and ensure ongoing follow-up with community leaders after mediations and dialogue meetings. Finally, being based in the communities enabled Dialogue Team members to regularly visit communities, to get to know their needs and problems and to gain their trust and confidence as respected and qualified mediators and facilitators of dialogue.

¹⁹ All of the former Dialogue Team members interviewed are now staff of the new DPBSC under MSS. During the evaluator's visit to Cristo Rei sub-district, she also met with a former Dialogue Team member who is not employed by the new Department.

The ability of the Dialogue Project to contribute to the successful and sustainable resolution of community conflicts was due largely to the increased capacity of local leaders to facilitate mediations and dialogue meetings and the development of a systematic and culturally relevant dialogue process and methodology.

As mentioned previously, the dialogue process and methodology developed during the Project shifted the focus from arbitration to mediation of conflicts with the responsibility for resolution of conflicts lying with the community or responsible parties. This shift in approach helped to generate greater ownership by communities and individuals for solutions found to conflicts thereby helping to ensure sustainability of conflict resolution outcomes.

Early on in the Project, guidelines (Mata Dalan) for facilitating community dialogue meetings were developed in order to provide a clear process and consistent methodology for the Dialogue Team and community leaders to use when conducting such meetings. Until the end of the Project, the guidelines remained a “living document” and based on the practical application of guidelines, they were amended by the Project Manager and Dialogue Team staff to address different scenarios and lessons learned through the dialogue process.

The dialogue process laid out in the guidelines was based on international theory and practice as well as Timorese culture and traditions. As opposed to the “one-off” dialogue meetings held immediately after the crisis, the dialogue process used by the Dialogue Teams was comprehensive and involved a series of preparatory meetings leading up to dialogue meetings. These preparatory meetings enabled Dialogue Team members to familiarize themselves with the parties to the conflict, develop an understanding of the problems from the perspective of the parties and confirm the agreement and willingness of the parties to engage in the dialogue/mediation. In many instances, numerous preparatory meetings were required in order to facilitate the right conditions for the larger dialogue meeting. In order to ensure community ownership over the dialogue/mediation process, the communities were responsible for determining and reaching agreement on the terms and conditions of the dialogue meeting. Through these meetings, parties to the conflict were repeatedly brought together to work towards joint identification of agreeable solutions to their conflict. As part of the preparatory process, the Dialogue Teams were also required to analyse the information collected in order to understand the complexities and all dimensions of past and current conflicts in the community (including data and reports from international and national partner organisations).

The guidelines on community dialogue also contain step-by-step recommendations on how to facilitate community dialogue process and principles to guide the dialogue/mediation process. The

Project Output 2

Dialogue processes and mechanisms developed as per specific local contexts.

Output Target

- At least one training session per selected community
- Preparatory meetings along with roadmaps

Baseline:

- A booklet on guidelines for dialogue was previously produced by NGO Belun. Little else exists to guide MSS dialogue practitioners

Indicator(s):

- Availability of training materials and dialogue plans and stakeholder mapping for target communities

importance of following-up dialogue meeting in order to assess the sustainability of the resolution reached and support conflict prevention of future problems is also explained in the guidelines.

In order ensure sustainability and ownership of the dialogue process, educational resources were produced through the Project including a DVD of the guidelines (in English and Tetum) which was distributed to relevant partners for educational and training purposes. This resource has been handed over to MSS and will help to support the work of the new DPBSC in the area of dialogue and mediation.

In order to ensure the effective transfer of responsibility for mediations and dialogue meetings from the Dialogue Teams to local authorities, as previously discussed, training seminars were organized for local leaders of 24 *sucos*. These trainings helped enhance the capacity of local leaders to facilitate mediations and dialogue meetings and have helped to ensure further sustainability of the Project results.

In support of Output 3, between June 2008 and October 2010, the Dialogue Project supported 55 dialogue meetings and 106 preparatory dialogue meetings, thus significantly exceeding its target of 84 dialogues. The preparatory meetings were relatively small consensus-building focus groups (generally involving between 30-50 people) organised to help IDPs and various groups in the community identify issues for discussion, resolve obstacles and define the proper mechanisms to be used in the dialogue meeting.²⁰ The dialogue meetings were large community meetings (with a range of 150-500 people participating in each meeting). These meetings involved IDPs, host communities, government officials and relevant stakeholders and aimed to seek agreement on the reintegration of IDPs and build mutual relationships among the conflicting parties in order to resolve problems in their communities.²¹

While facilitating dialogue meetings, the Dialogue Teams identified many interpersonal or inter/intra familial problems emerging as a result of the rapid IDP return process. Given their strong background and training in the area of conflict resolution, the Dialogue Teams were well-placed to provide assistance to conflicting parties, individuals and families through mediation. In total, the Dialogue Teams supported 770 mediations most of which related to land, secondary occupation of property and border issues.

As mentioned under the section on “achievement of programme/project results”, the cumulative effect of the large number of the mediations, dialogues and preparatory meetings was significant in terms of facilitating durable IDP return and reintegration. This was because dialogue meetings frequently brought together IDPs (many of whom were afraid to return back) with recipient communities (who often harboured resentment and feelings of distrust towards IDPs). Through their exposure to each other and their efforts to identify agreeable solutions and seek mutual understanding, tensions were reduced and parties became more amenable to reconciliation. Due to the fact that parties to the conflict were responsible for solving problems, there was also increased ownership over the conflict resolution process. Finally, through the preparatory meetings, obstacles to IDP return (such as occupation of their property) were identified and later resolved together with the NDLP through mediation. By addressing the factors preventing return, the Dialogue Teams were able to further support durable return.

Project Output 3

Reconciliation dialogues undertaken in selected communities.

Output Target

- 84 dialogues undertaken
- Proposal for scaling-up the proposal

Baseline:

- Current dialogue tends to be *ad hoc* and reactive – teams are contacted by MSS to support community organized dialogue meetings or are tasked with visiting IDP camps to discuss aspects of the government’s programmes with residents.

Indicator(s):

- Number of proactive visits to communities to try to promote dialogue and subsequent number of meetings

²⁰ UNDP, Final Report on the Strengthening Institutional Structures and Mechanisms for Dialogue Project, June 2008-October 2011.

²¹ *Ibid.*

Project Design and Management

Project Design

In response to the humanitarian emergency resulting from the 2006 crisis in Timor-Leste, UNDP developed Flash Appeal Programmes as part of its new Crisis, Prevention and Recovery portfolio. The Dialogue Project was one of the Projects included in the Flash Appeal and as a result of the need to quickly prepare the PD there were some shortfalls in the initial design of the Project.

The results framework included in the PD could have benefitted from better defined objectives, outputs and indicators:

- The project included four overarching objectives (an unusually large amount for a two-year project) which were not clearly formulated and not reflected within the Project results framework.
- Some of the outputs in the original PD were unclear and as a result were difficult to measure. One example was Output one (MSS dialogue teams strengthened both in Dili and the Districts) which does not clearly specify how and to what extent dialogue teams were intended to be “strengthened”. A better formulation would have been *strengthened capacity* of the MSS dialogue teams to *support and facilitate dialogue*.
- Many of the indicators were not clearly formulated. For example, for Output one (seven trained dialogue teams operating in Dili and two in Baucau and Ermera) the output was formulated as a target rather than a means of measurement and verification. Many of the indicators were not SMART (specific, measurable, attainable, relevant and trackable) and were more quantitative than qualitative (i.e.: indicating the number of mediations or the number of community leaders trained on dialogue vs. the number of mediations successfully resolved or the number of leaders who conducted dialogues after the training).
- The results framework in the PD did not include clear targets for each intended result (i.e.: one of the project indicators for assessing the success of the dialogue process was “lack of violence” but no data sources were identified early on to systematically collect this information).

Project Management

Given the post-crisis context under which the Project was implemented, the International Project Manager undertook measures to fast-track the initial set-up of the Project including the hiring of staff. Within an unusually short timeframe, and by the commencement of the implementation of the Project, 37 persons were recruited out of a pool of 400 applicants to serve as Dialogue Team members. Given the centrality of the Teams to the dialogue process, being able to recruit national staff within such a limited timeframe enabled MSS to provide a timely response to the IDP crisis.

In order to adjust and adapt the Project to respond to evolving needs and priorities identified through the dialogue process, a flexible framework was applied which enabled the Dialogue Teams to address conflicts that preceded 2006 and to expand the scope of their work beyond return-related conflicts. Although the focus of the Dialogue Project was in the Districts of Dili, Baucau and Ermera, the Dialogue Teams also extended their activities to new areas where large-scale community conflict emerged such as in Viqueque following the eruption of violence in early January 2009.

During the first year of implementation, the Project was initially managed by an International Project Manager (PM) who effectively set up and laid the foundations for the Project. The Project was then handed over to a National PM in September 2008. During the evaluation process, the former Dialogue Team members, MSS officials and representatives from local communities expressed their appreciation for the management style and approach of the National PM. The National PM was regarded by many stakeholders as a strong and effective leader and was highly respected because of his expertise and knowledge of international and Timorese conflict resolution approaches and processes. Some of the former Dialogue Team members stated that he reflected the principles of mediation and dialogue through his management approach and served as a model to the Team. Former Dialogue Team staff in Baucau and Ermera also appreciated the ongoing support they received from the Project Manager who came out to the field to support them with their activities.

In terms of management arrangements, while it was an innovative approach to support MSS ownership of the Project by funding the Dialogue Team members but having them contracted under MSS, a large number of the former Dialogue Team members stated that this arrangement created confusion over their status and reporting lines (although they were under contract with MSS, they reported to the UNDP Project Manager). In order to avoid such confusion in future projects with similar management arrangements, the terms and conditions of such arrangements should be properly socialised among Project staff and government partners in order to avoid confusion and ensure a clear understanding of reporting/supervisory lines.

Project Management Structures

In terms of the management structure and approach of the Dialogue Project, the Project was jointly executed by UNDP and the National Directorate for Social Assistance (NDSA) of MSS. In line with the PD, a PMB was established which met four times during the duration of the Project. The aim of the PMB was to provide overall technical advisory and management guidance, Project assurance and oversight for implementation of the Project".²² The PMB was viewed by Project Management and MSS partners to be a useful and effective body for discussing Project progress and results.

Project Documentation and Reporting

Regular reporting on Project progress (at the output and activity-level) was also conducted on a quarterly and annual basis and reports were also shared with MSS and donors.

Although the methodology and approach of the mediation/dialogue process was well documented through the development of the guidelines and educational DVD, the Project would have benefited from a database to support the collection of information about the sources of conflict in each

community and maintain data on dialogue meetings/mediations and training seminars held (with a breakdown of types of participants). Such a system would have been a useful tool for extracting

²² Terms of Reference, PMB (Dialogue PD).

key information related to different communities and would have also been an important resource for the new DPBSC.

Gender Mainstreaming

As previously mentioned, during Project implementation, important efforts were made to support the increased participation of women in the mediation and resolution of community conflicts. The Dialogue Team members (eight of whom were women) received gender mainstreaming training in order to increase their ability to involve women in dialogue meetings, mediations and trainings and the PM required the Dialogue Teams to ensure the equal participation of women and men in the trainings. Gender disaggregated data collected during the trainings indicated that of the 10 training sessions that the Dialogue Teams held in 2010 for community leaders on facilitation of dialogue and mediation, 163 of the 353 community leaders trained were women. During the evaluation process, efforts were made to include some of the female trainees in the community consultation meetings and all of the women interviewed confirmed that they are currently applying knowledge from the training and facilitating dialogue and mediation in their communities (although in some cases, a few of the women indicated that they were not able to conduct such activities on their own and had to be supported by men from the community.)

Project Monitoring and Evaluation

The main source of Project M&E has been the mid-term external evaluation of the Project which also included an assessment of the “Support to the Trust-Building Pillar of the National Recovery Strategy: NGOs Small Grants Programme.” In response to the nine recommendations of the report, a management response was prepared indicating that UNDP had already taken most of the recommendations.

Apart from this mid-term external evaluation, overall, the Project lacked a comprehensive M&E framework to assess and measure progress of the Project in achieving its intended results (including achievement of the Project outputs and contribution towards the Programme outcomes/output under the UNDP CPAP). As mentioned in the above section on “Project Design”, although baseline data was included in the PD, this data was limited and further baseline data and assessments were needed in order for Project staff to measure and assess the intended results. For example, when the Dialogue Team members were first hired and prior to their receipt of any training, there was no initial baseline capacity assessment conducted and as a result, it was difficult to measure and assess the skills and knowledge that they developed during the Project as a result of the training and capacity development support provided.

Risk Management

During Project implementation, ongoing and new risks were effectively identified and mitigated. The PD contains a risk management matrix which identifies a series of security, organizational, strategic, operational, political, financial and regulatory risks and mitigation/ management strategies. During Project implementation additional risks were identified and added to the risk management matrix including the cancellation of dialogue meetings, change in local leadership

after the suco election, resignation of staff from the Project, lack of human resources to complete activities and unresolved land and property issues. For each of these newly identified risks, mitigation strategies were developed.

Coordination and Partnerships

Throughout the design and implementation of the Project, there was genuine partnership between Project Management and MSS (including the Minister, Secretary of State and Director of Social Assistance) and MSS exercised a leadership role in decision-making related to the Project. MSS jointly signed the PD, approved all of the infrastructure projects, chaired the PMB and was actively involved in the implementation process from the beginning until the end of the Project.

Throughout implementation of Project cooperation was also established with the Office of the President of Timor-Leste and various Ministers and Secretaries of State who played an important role in supporting and participating in some of the more complex and higher profile dialogue meetings. The Dialogue Team also collaborate with the Secretary of State for Security in the establishment of police posts in return areas where security problems were reported. In order to facilitate the mediation of land and property disputes, the Dialogue Teams worked closely with the NDLP of the Ministry of Justice, including the establishment of a mediation clinic which provided services and space to former and returning IDPs to consult with the staff of the NDLP on property issues. Efforts were also made to ensure cooperation with the National Directorate for State Administration who were regularly invited to attend meetings of the PMB and were regularly informed about planned mediations and dialogue meetings in sucos and when the Dialogue Teams conducted activities, they sent reports to the Directorate to keep them informed and involved. The Directorate was able to provide support in terms of coordination and cooperation with suco leaders.

The HHK Working Group provided a valuable mechanism for coordination among MSS, UN agencies, NGOs, UNPOL and ISAF related to efforts to support implementation of the Trust-Building Pillar. The Working Group, which met on a bi-weekly basis was coordinated by UNDP as the Secretariat, helped to facilitate information exchange and support important synergies in support of the IDP return and reintegration process. Close cooperation was also established with *Ita Nia Rai*,²³ a project of the United States Agency for International Development (USAID) through the signing of a Memorandum of Understanding (MOU) to support conflict prevention during the roll out of the cadastral survey in Dili.

The Dialogue Team also established close cooperation and collaboration with the International Organization for Migration (IOM) whereby IOM, through its active role in supporting the closure of IDP camps and the resettlement of IDPs, identified problems in communities where families wanted to return. IOM mediators cooperated with Dialogue Team members by participating in joint teams to conduct preparatory dialogue meetings and IOM also supported the training of the Dialogue Team members.

During Project implementation important synergies and cooperation developed between the Dialogue Project and other crisis prevention and recovery Projects, in particular the HHK NGO Small Grants Fund and the SERC Project. The two phases of the HHK NGO Small Grants Fund

²³ *Ita Nia Rai* means "Our Land" in Tetum.

Initiative served as an important complement to the Dialogue Project. Under the Project, grants were administered to national and international NGOs to implement trust-building activities at the community level in Dili and other districts, which included support to dialogue processes, youth exchange schemes, dissemination of information regarding the NRS and training for community leaders on conflict resolution (provided by Ba Futuro, Belun, Catholic Relief Services, the Justice Peace Commission, the Jesuit Relief Commission Austcare, and Renetil). The Project also supported the Provedor for Human Rights and Justice (PDHJ), IOM and CARE International to conduct post return/relocation monitoring of IDPs and their communities in Dili, Baucau, Ermera and Viqueque. The monitoring reports, which provided important information on levels of conflict

The youth centre in Atsabe (established under the SERC project) helped to bring together those involved in the conflict and had an import role in reducing the conflict. It provided a place for martial arts groups to come together in a peaceful manner.

and problems related to the resettlement of conflict, were followed up by mediation and dialogue efforts by the Dialogue Teams. Under the Project support was given to Belun, CRS and the Justice Peace Commission (JPC) through the Timor-Leste Institute of Peacebuilding (TLPI) to conduct Training of trainers for members of the Dialogue Team in the area of conflict resolution and peacebuilding.

The SERC project responded to the need for appropriate follow-up of community dialogue and addressed findings of IDP return monitoring reports which cited the lack of basic community infrastructure as a threat to stability. The SERC Project was developed to support implementation of the NRS by strengthening early recovery efforts for durable solutions to IDPs and their

receiving communities. Under the Project, community infrastructure projects were implemented in 21 communities (where reintegration and dialogue processes were completed) using a participatory process to involve IDPs and members of receiving communities. Projects involving the construction of youth/community centres and sports played an important role in sustaining the results of the Dialogue Teams. By providing facilitates to support the continued interaction between IDPs and members of their communities tensions were reduced and the reintegration process was supported. The Dialogue Teams also supported the SERC Project by providing conflict resolution training for the Social Mobilisers and some of the members of the Facilities Management Groups established in each community. The synergies developed between the two projects enabled the SERC Project to effectively build on the successes and lessons learned of the Dialogue Project. The decision to combine the management boards of both projects also helped to ensure further synergy and coordination.

Ownership

During Project implementation, officials from MSS demonstrated a high level of ownership over the Project. The Minister herself co-signed the PD, the Secretary of State for Social Assistance and Natural Disasters chaired the PMB and the Director of Social Assistance was actively involved in recruitment of Project staff and the day-to-day implementation of the Project through daily operational meetings he held with the Dialogue Teams.

There was also strong community ownership over the dialogue process which the Dialogue Teams played an important role in supporting. The decision to hold dialogue meetings was made by

conflicting parties who were brought together through preparatory dialogue meetings in order to determine their agreement and willingness to participate in the dialogue process. Community ownership was also evident from the request of community leaders for dialogue and mediation training so that they themselves could facilitate mediations and solve disputes without outside assistance. A further example is that fact that following the dialogue/mediation process, one of the agreements that parties to conflict are asked to respect is that if a problem reoccurs, MSS is not responsible and they must speak with their community leaders. This agreement served to empower the trained leaders and transferred responsibility of conflict resolution back to communities.

Sustainability

One of the major successes of the Dialogue Project is that the results will now be sustained at a national and local level. In terms of the latter, as a result of the training they received, local leaders now possess the necessary skills and knowledge to conduct mediations and solve low-level conflicts on their own without outside assistance. During the evaluation process, the vast majority of community leaders confirmed that they now regularly conduct mediation and dialogue meetings in their communities, which demonstrates positive prospects for sustainability of the dialogue process.

At a national level, the results of the Dialogue Project will be sustained, replicated and integrated into new MSS DPBSC. The position of Head of the new Department is funded under MSS' budget and has been established as a civil service position which will support the longer-term institutionalization of the Department within MSS. While staff hired within the new Department are currently funded by UNDP under the Support to Department of Peace Building and Social Cohesion Project, MSS senior officials have expressed their commitment and intention to request further State funds in order to establish these positions as permanent MSS positions and to have seven people from DPBSC as public servants by 2012. Since the success of the new DPBSC currently depends on the availability of UNDP funding, in order to sustain the future Department, State funds will be necessary to support the human resourcing and overall operations of the Department.

MSS was involved since the beginning of the dialogue process. We were involved with all decisions.

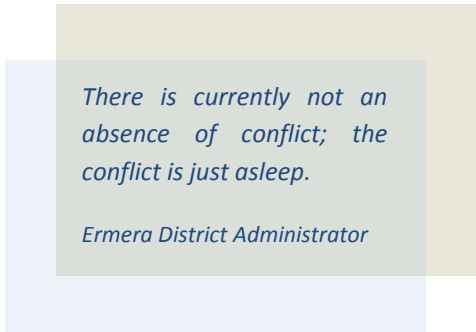
Secretary of State for Social Assistance and Natural Disasters, MSS

After succeeding in the competitive recruitment process for the new DPBSC launched in late 2010 and completed in early 2011, most of the Dialogue Team staff were re-hired as staff under the new Department. This continuation of staff will help to ensure that the institutional memory, skills and knowledge that the Dialogue Team members built up during the Dialogue Project will be effectively transferred to the new Department and sustained within MSS.

Within the Department, there will be a unit specifically dealing with dialogue and mediation which will continue to support communities in the conflict resolution process. The guidelines developed by the Project will also serve as an important tool in supporting the staff of this unit in their efforts to further support mediations and dialogue meetings.

The accumulated experience of the Dialogue Teams in serving as trainers on conflict resolution and in supporting community stabilizations activities will also be sustained through the new Training, Monitoring and Evaluation Unit and the Community Strengthening Unit under the DPBSC.

Finally, because peace is not the absence of conflict and many of the socio-economic causes of past conflicts remain (i.e. poverty, unemployment, lack of access to basic social services, gender inequalities, etc.), time will determine sustainability of the overall dialogue results. Some stakeholders expressed concern that the upcoming 2012 election process could serve as a catalyst for old tensions to re-emerge and new conflicts to develop and that new land disputes resulting from the passage of the land law will be an important test for the sustainability of community cohesion and peace.



There is currently not an absence of conflict; the conflict is just asleep.

Ermera District Administrator

Lessons Learned

Project Management

1. Dialogue takes time and due to the complexity of past conflicts in many communities, a significant amount of time was required to identify and address the root causes of conflicts. In several instances, numerous preparatory dialogue meetings were required to pave the way for larger community-level dialogues and in some instances one case required more than five dialogue meetings. In the aldeia Terminal (Dili district), it took 13 meetings (some of which involved the President and Minister) to convince the community to receive IDPs and in the sub-district of Uatulari (Viqueque district), it took the Dialogue Teams more than one and a half years to resolve the conflict.
2. The results framework included in the PD could have benefitted from better defined objectives, outputs and indicators in order to fully capture the results and impact of the Dialogue Project. The Project included four overarching objectives (an unusually large amount for a two-year project) which were not clearly formulated and reflected within the Project results framework. Some of the outputs in the original PD were unclear and as a result were difficult to measure and many of the indicators and targets were not specific, measurable, attainable, relevant and trackable.
3. While having UNDP-funded posts under MSS helped to integrate the Project into the Ministry and ensure ownership, MSS officials and the former Dialogue Team members found that such an arrangement created confusion and a lack of clarity in terms of reporting lines and that further mechanisms were needed to better explain the management arrangements. It is therefore important that the terms and conditions of such arrangements be properly socialised among Project staff and government partners in order to avoid confusion and ensure a clear understanding of reporting/supervisory lines.
4. Given the post-crisis context under which the Project was implemented, the ability to fast-track the initial set-up of the Project (including the hiring of staff) and to apply a flexible approach during implementation enabled the Project staff to respond to evolving needs and priorities identified through the dialogue process. By applying a flexible approach, Dialogue Teams were able to address conflicts that preceded 2006 and to expand the scope of their work beyond return-related conflicts. Although the focus of the Dialogue Project was in the Districts of Dili, Baucau and Ermera, the Dialogue Teams were also able to extend their activities to new areas where large-scale community conflict emerged such as in Viqueque following the eruption of violence in early January 2009.

Sustainability

5. While the establishment of the new DPBSC under MSS will impact positively upon sustainability of the Dialogue Project results, it is important that staff positions within the Department (which are currently financed by UNDP) become converted into civil service positions financed through MSS' budget and that an operational budget be allocated to support the work of the new Department.
6. The guidelines on community-based dialogue provide an important tool not only in guiding the work of the dialogue and mediation unit established under the new DPBSC but also in supporting the conflict resolution efforts of other ministries (such as the NDLP), local

leaders and national NGO partners. For this reason, it will be important to widely share and make publicly available the final Tetum copy of the guidelines and to continue to use the educational DVD developed through the Project as an educational tool to sensitize communities about dialogue principles and processes.

7. Dialogue can play an important role in the prevention of communal conflict. One of the participants from Becora Suco stated that the 2006 crisis would not have occurred if people had the conflict resolution skills received in the training.²⁴ Continued efforts to further build the capacity of community leaders to solve conflicts on their own will therefore play an important role in helping to reduce and resolve potential tensions that could re-emerge, particularly with potential challenges posed by the 2012 elections in Timor-Leste and adoption of the land and property law.

Coordination and Partnerships

8. During Project implementation important synergies and cooperation were developed between the Dialogue Project and other CPR Unit Projects, in particular the HHK NGO Small Grants Fund and the SERC Project which helped to fill gaps and avoid potential duplication. In particular, the use of NGOs contracts under the HHK Small Grants Fund to provide training to both the Dialogue Team members and community leaders during the Project, was an important example of how resources and efforts were pooled together to support common objectives.

²⁴ UNDP, Final Report on the Strengthening Institutional Structures and Mechanisms for Dialogue Project, June 2008-October 2011.

Recommendations

General

19. The conflict resolution methodology developed and used during the Dialogue Process and the guidelines on how to facilitate community dialogue are important tools and best practices that should be shared widely within UNDP and with outside partners and stakeholders. Although the process and guidelines were adapted and customized to the specific needs and situation in Timor-Leste, they provide an important model of how international conflict resolution techniques in a post-crisis environment can be successfully adapted to a local context.

UNDP Project Management

20. In order to ensure a results-based approach to project implementation, reporting and monitoring and evaluation (M&E), it is important that when designing Projects, the Project Document includes clearly defined indicators that are specific, measurable, attainable, relevant and trackable (SMART). It is also important that further baseline data be collected at the beginning of Project (i.e. in the case of the Dialogue Project, an initial capacity assessment of the Dialogue Teams should have been conducted) in order to measure intended results. Finally, a comprehensive M&E framework for Projects should be developed early on in the implementation of Projects in order to ensure that data and information is regularly collected to assess and measure not only the achievement of outputs but also relevant CPAP outcomes.

Future Cooperation with MSS DPBSC

Scope and Focus of DPBSC

21. Since peacebuilding relates to cross-cutting issues including gender, education, health, employment and disaster risk response and often requires an integrated approach, it is important for DPBSC to further clarify (within its strategic framework), the scope of its work (i.e. whether it intends to take an integrated approach or thematic one focused on specific issues and types of conflict). While a thematic focus on social issues and vulnerable groups would be in line with the overall mandate of MSS, the 2011-2030 Long Term Strategy for MSS (Goal 3) provides an opportunity for an integrated approach with MSS working closely with municipalities, other ministries and social networks to identify and address issues that could trigger conflicts including land settlements, regional, gender and economic imbalances.²⁵ Given the accumulated expertise and experience of MSS in dealing with the resolution of complex communal conflicts, and in establishing strong cooperation with other ministries, non-governmental actors and communities involved in conflict response and prevention, MSS would be well-placed to take an integrated approach.
22. Given the unfamiliarity of other ministerial counterparts with the existence and/or role of the new Department, once there is a final strategic plan for DPBSC, it should be made publicly available and widely socialized among governmental, non-governmental and international partners.

²⁵ Ministry of Social Solidarity, Long-Term Strategy 2011-2030, July 2009, p. 43.

23. With the upcoming Presidential elections and anticipated adoption of the land law, the DPBSC will have an important prevention role, particularly over the next year. As a conflict-prevention measure to respond to tensions related to further land disputes and the potential mobilization of political parties, it is recommended that the Department ramp up its dialogue and training efforts this year and also consider the organization of a national/district-level peacebuilding workshops in order to socialize the role of the DPBSC and increase awareness about the dialogue process.

Results-Based Management

24. A clear M&E framework is needed to support the new Department in measuring and reporting on its impact and results. A framework for the collection of baseline data and for monitoring DPBSC's results should be established as early as possible. The UNDP's Strategic Planning, Monitoring and Evaluation Unit can play an important role in supporting the Project Manager in terms of providing training resources and tools.

Training

25. Given the large number of conflict resolution trainings conducted by NGOs under the HHK NGO Small Grants Fund and by other governmental and non-governmental actors, it is important for the Training, Monitoring and Evaluation Unit of DPBSC to conduct a mapping of all the trainings that were held in order to identify areas gaps and to establish a baseline future training efforts.
26. Due to the fact that during the 2012 election and following the anticipated adopted of the law land, there is a potential for past conflicts to re-emerge, the Training, Monitoring and Evaluation Unit should focus its time and resources on trainings on areas that have not had any form of training.²⁶ It is also recommended to broaden the participants of such trainings to include an increased number of youth and martial arts groups, representatives of religious communities and political parties. It is also recommended that the Unit provide follow-up/refresher trainings for community leaders who attended past trainings in order to deepen their knowledge and address challenges they face in mediating conflict in their communities.
27. In response to the request of a large number of community leaders in Dili (particularly in sucos Poetete, Venilale, Villa Verde and Hera), it is suggested that future trainings include a module on domestic violence in order to increase the understanding of local leaders in how to report and respond to such cases. In doing so, close cooperation should be established with the Office of the Secretary of State for the Promotion of Equality.

Coordination

28. In order to avoid duplication of efforts between the National Directorate for Community Conflict Prevention under the Secretary of State for Security, NDLP and the Ministry of State Administration, it is important that mechanisms are in place to ensure effective coordination and to facilitate information-sharing about planned activities.
29. In order to support institutionalised cooperation between the DPBSC and international and national civil society actors, including women's organisations, who work in the area of

²⁶ The Ministry for State Administration has received specific request for conflict resolution training from chefe suco in Oecussi, Covalima (Suai), Ainaro and Viqueque.

peacebuilding, it is recommended that the UNDP Peacebuilding Project PM and the MSS Head of the Peacebuilding Department participate in the Peacebuilding Working Group.

30. In order to provide ongoing support and advice to the new DPBSC, it is recommended that the Project Manager be physically located within the new Department.

Gender Mainstreaming

31. Given UNDP's international and national expertise in terms of promoting gender equality and women's empowerment, UNDP should continue to provide targeted technical assistance and training to support the DPBSC in ensuring the meaningful participation of women in dialogue and peace processes. Such assistance could include supporting the organization of specific peacebuilding and conflict resolution trainings for leaders of women's networks and NGOs in order to increase their capacity to actively participate in the resolution of conflicts. Technical support could also be given to support the development of women's peace networks.
32. Further training on gender-sensitive approaches to conflict response and prevention should be provided to staff of the MSS DPBSC and also mainstreamed into the conflict resolution and peacebuilding trainings provided to local community leaders.
33. A system should be established to collect gender-disaggregated Project data including for such areas as participants of dialogue meetings and preparatory meetings.
34. UNDP's Senior Gender Advisor can play an important role in supporting the Project Manager in terms of providing training resources and tools to support gender-mainstreaming.

Information Management

35. In order to better track information about past and existing conflicts in communities and collect information about DPBSC activities (i.e. dialogue meetings, mediations, training workshops and community stabilisation activities) UNDP should support the Department to develop a new database to record this information.

Given the intensive involvement of the Dialogue Teams in more than 55 large-scale community-level dialogue meetings, some with complex histories, it is important that a national archive on the dialogue process be developed in order to enable MSS and other ministries to learn from the past dialogue processes and to track past sources of conflict in communities in case conflicts re-emerge.

Annex 1: Evaluation Terms of Reference

Position Title:	Consultant: Evaluation of UNDP project “Strengthening Institutional Structures and Mechanisms for Dialogue”
Mission Duration:	Maximum 12 working days
Contract type:	Individual Contract
Expected starting date:	March/April 2011
Duty Station:	Dili, Timor-Leste (with travel to Ermera district)
Organisation:	Crisis Prevention and Recovery (CPR) Unit, UNDP

1. BACKGROUND INFORMATION AND PROJECTS DESCRIPTION

The Social Reintegration portfolio, implemented under the UNDP Crisis Prevention and Recovery Unit, aims at supporting the Ministry of Social Solidarity in promoting peace building and social cohesion in Timor-Leste. There have been three main projects implemented with the aim of community stabilization through peace building and social cohesion initiatives in Timor-Leste, being the “Strengthening Institutional Structures and Mechanisms for Dialogue” one of them.

The Strengthening Institutional Structures and Mechanisms for Dialogue (Dialogue project) began its implementation in June 2008 and finalized in October 2010. The project aimed at promoting reintegration of IDPs in communities and camp closure through addressing the root causes of conflict in communities using dialogue and mediation processes that focused on issues of conflict management, and social solidarity, as well as developing necessary capacities for community conflict management. It was funded by AusAID, NZaid and UNDP. A midterm evaluation was conducted for this project.

The United Nations Peace Building Fund funded the project “Return, Relocation and Reintegration Support to IDPs and IDP-Affected Communities in Timor-Leste” which started in June 2009 and ended in September 2010. This project, implemented jointly with IOM (International Organization for Migration) has supported the implementation of specific activities of the Dialogue Project, which are part of the scope of this evaluation.

Further information about the Dialogue project can be found in UNDP Timor-Leste website: http://www.tl.undp.org/undp/recovery_closedprojects.html

2. OBJECTIVE AND SCOPE OF THE FINAL EVALUATION

The overall objective of the Final Evaluation is to review progress towards the project’s objectives and results, assess the efficiency and cost-effectiveness of implementation, identify strengths and weaknesses in project design and implementation, and provide recommendations on design modifications and specific actions that would increase the effectiveness and impact of future similar initiatives.

In pursuit of the overall objectives, the following key issues will be addressed during the Final Evaluation of the project:

- 7) Assess the extent to which the project achieved its overall objectives;
- 8) Assess the extent to which the outputs/results were achieved;
- 9) Assess the extent to which the project contributed to the relevant outputs of the UNDP Country Programme Action Plan:
Output 8.2

- By 2013, capacity for conflict analysis and transformation, peace and confidence building developed in communities and in Government, including women, along with corresponding coordination mechanisms.;
- 10) Review and assess the management processes used in the implementation of the project;
 - 11) Review the implementation of the project monitoring and evaluation framework and processes;
 - 12) Review the risk assessment and management of the project;
 - 13) Describe and assess networks and partnerships in support of the implementation of the project;
 - 14) Assess the likelihood of continuation and sustainability of project outcomes and benefits after completion of the project;
 - 15) Describe key factors that will require attention in order to improve prospects for sustainability of project outcomes and the potential for replication of the approaches;
 - 16) Describe the main lessons that have emerged;
 - 17) Provide a set of recommendations for future cooperation between UNDP and the Ministry of Social Solidarity in the area of Peace building, including project design and arrangements.

3. EXPECTED OUTPUTS & DELIVERABLES

1. **Executive summary and preliminary report:** The consultant will present a summary of evaluation conclusions and preliminary recommendations at the conclusion of the field research component of the evaluation. (S)he will present this information in the following formats:
 - a. A verbal presentation (debriefing) to UNDP and other relevant stakeholders. This presentation will be arranged by the Crisis Prevention and Recovery Unit and will be used to share preliminary recommendations and receive feedback from the national government counterpart.
 - b. A Preliminary Evaluation Report not exceeding 10 pages in length (excluding annexes) and including an executive summary. This report is to be submitted no later than **08th April 2011**.
2. **Project Evaluation Report:** The consultant will submit an evaluation report including a separate section for the contribution from the PBF and highlighting: achievements, constraints, lessons learned and recommendations for ensuring sustainability of project outcomes and for future cooperation. The final evaluation report should also include a general section which contains the consultant's overall assessment of the project's contribution to IDP reintegration and relevance to Government priorities.
3. **Other:** The consultant will provide:
 - a. All questionnaires/instruments and copies of raw data collected during the field research.
 - b. A PowerPoint presentation outlining the main findings of the evaluation as documented in the final report.

The final report incorporating UNDP and other stakeholders' comments shall be submitted by the consultants no later than **20th April 2011**. The consultants should follow the 'table of contents' laid out below detailing the minimum reporting requirements for the final report.

Evaluation Report Format:

The Evaluation Report should contain the following:

- Title Page
- List of acronyms and abbreviations
- Table of contents, including list of annexes
- Executive summary
- Introduction – Background and context of the project

- Description of the project –rationale, results framework and external factors which are likely to have affected results
- Purpose of the evaluation
- Methodology of the evaluation
- Findings
- Description and assessment of the contribution of the Peace Building Fund
- Lessons learnt
- Recommendations
- Conclusions
- Annexes

4. METHODOLOGY FOR EVALUATION APPROACH

The Final Evaluation will be done through a combination of processes including a desk review, selected site visits and interviews with stakeholders and beneficiaries and will include:

- A documentation review: UNDP will provide necessary internal documentation, including activity and project reports, specific agreements, and technical reports. The evaluator will also be required to make reference to any other external documentation which is appropriate for the study.
- Field-based research including the following:
 - A series of interviews with former IDPs, beneficiary community members, NGOs and other counterparts, UNDP staff, and other persons that UNDP or the evaluation consultant deems necessary;
 - Field visits to Ermera district to conduct discussions with District Officials and community members involved in community based dialogues;
 - Other field-based research techniques as proposed by the evaluation entity, including focus-groups, small-sample surveys, etc.
- Consultations with MSS National Directorate of Social Assistance and Natural Disasters and relevant partners;
- Discussions with the Senior Management of UNDP;

In preparing the work plan, the evaluator is required to keep in mind that the communities of high return of IDPs are difficult to access; furthermore, visits to some of these communities will require pre-arrangements with local authorities.

5. QUALIFICATIONS

Qualifications:

- Minimum bachelor's degree in political science, international relations, development, monitoring and evaluation or any other relevant discipline;
- Relevant background and experience in evaluation. Familiarity with UNDP mechanisms and procedures is an asset;
- Minimum three years of international experience in monitoring and/or evaluation the areas of development assistance, preferably in a post-conflict / development context;
- The consultant must prove experience in having conducted at least three final evaluations for International Development Agencies;
- Previous experience in implementing or evaluating programs in a post-conflict context;
- Experience and knowledge of the socio-political context of Timor-Leste is a strong an asset.

Competencies:

- Demonstrated excellent written and oral communication skills in English;

- Ability to communicate in Tetum. Knowledge of Bahasa Indonesia or Portuguese is an asset.
- Strong negotiating skills and ability to work independently;
- Cross-cultural management experience and sensitivity;
- High level planning, organisational and time management skills, including flexibility, attention to detail and the ability to work under pressure to meet changing deadlines;
- Well developed interpersonal skills , including the ability to liaise effectively at all levels;
- Analytical and problem solving skills of a high order, including the ability to formulate recommendations and policy advice desirable.

6. REPORTING AND MISSION SUPPORT

Working closely with the Chief Technical Advisor for the Department of Peace Building and Social Cohesion in the Ministry of Social Solidarity and the CPR Programme Officer, the Evaluation Consultant will report to UNDP Senior Management through the Assistant Country Director/ Head of Crisis Prevention and Recovery Unit.

The CPR unit, together with the project's team, will provide support as requested. Transport for official purposes will be provided by UNDP.

The deadline for submission of the inception report will be **08th April 2011**. The Final report will be submitted to CPR unit no later than **20th April 2011**.

How to apply:

UNDP wishes to invite suitably qualified service providers to submit proposals as per the terms of reference indicated above. Proposals should include the following:

- A statement outlining your ability to undertake this consultancy; please attach curriculum vitae;
- A draft work plan with detailed activities, milestones, timeframes and methodology;
- A financial proposal, outlining daily rates which should be inclusive of all costs apart from airfares.
- Three contactable references who must be former employers/clients.
- P11 form (signed)

The deadline for submitting applications is 18th March 2011

Only short-listed candidates will be notified. Women candidates are strongly encouraged to apply.

Annex 2: List of Interviewees

UNDP

1. Alissar Chaker, Head of CPRU
2. Jose Marcelino Cabral Belo, Chief Technical Advisor/Project Manager, MSS/UNDP Strengthened Institutional Structures and Mechanisms for Dialogue Project / Support to Department of Peace Building and Social Cohesion Project
3. Yolanda Rodriguez O'Brien, Programme Officer, CPRU

MSS

4. Jacinto Rigoberto Gomes, Secretary of State for Social Assistance and Natural Disasters, Ministry of Social Solidarity
5. Amandio Amaral Freitas, Director of Social Assistance and General Coordinator of Hamutuk Hari'i Futuro program (Building Our Future Together)
6. Agostinho Cosme Belo, former Dialogue Team member and current Chief of Department, MSS DPBSC
7. Miquel Soares Trindade, former Dialogue Team member and current member of the Community Strengthening Unit, DPBSC
8. Leonito Gueterres, former Dialogue Team member and current Regional Focal Point for Dili District, DPBSC
9. Florido Corte-Real, former Dialogue Team member and current member of the Training, Monitoring and Evaluation Unit, DPBSC
10. Serafin R. M. de Jesus, former Dialogue Team member and current member of the Dialogue and Mediation Unit, DPBSC
11. Carmelita Casimiro Martins, former Dialogue Team member and current member of the Dialogue and Mediation Unit, DPBSC
12. Arnaldo Venancio Gusmão, former Dialogue Team member and current member of the Community Strengthening Unit, DPBSC
13. Carne Ribeiro de Jesus, former Dialogue Team member and current member of the Dialogue and Mediation Unit, DPBSC
14. Ramiro Lelo Bato, former Dialogue Team member and current Head of the Dialogue and Mediation Unit, DPBSC
15. Joanita Silvira da Costa, former Dialogue Team member and current Head of the Community Strengthening Unit
16. Domingos Pinto Tavares, former Dialogue Team member and current member of the Training, Monitoring and Evaluation Unit, DPBSC

Line Ministries

17. Lidia Lopes de Carvalho, National Directorate for Prevention of Community Conflict, Secretary of State for Security
18. Flavio Simoes, Advisor, National Directorate for Prevention of Community Conflict, Secretary of State for Security
19. Filipe Cardoso Vieira, Head of Department for Administrative Support, Ministry of State Administration
20. Antonio Carceres, National Mediator for Land Disputes, National Directorate for Land and Property, Ministry of Justice

Donors

21. Pedro Aquino, AusAID
22. Augusto Soares, NZAID

International Organizations

23. Luis Esteves, former Project Manager, Community Stabilization Project, IOM

National/International NGOs

24. Vidal Campos Magno, Peacebuilding Project Coordinator, Ba Futuro
25. Luis Ximenes, Director, Belun
26. Lurdes de Almeida, Coordinator for Dili District, Belun
27. Catharina Maria, Project Manager, Peacebuilding and Governance, CRS
28. Risza Lopes da Cruz, M&E Coordinator, CRS
29. Cesar Manuel da Silva, Project Coordinator TLPI
30. Brigida dos Santos, Finance Manager, JPC
31. Jose Pereira Soares, Project Officer, JRS
32. Henrique Goncalves, Project Officer, JRS

Districts/Sub-Districts/Sucos/Aldeia

Ermera district

33. Victor dos Santos, Administrator of Ermera District
34. Felisberto das Neves, Chefe Suco Poetete
35. Maria Exposto, Participant of UNDP/MSS Training
36. Dizia Xavier dos Santos, Participant of UNDP/MSS Training

Baucau district

37. Patricio Alves Boavida, Former MSS/UNDP Dialogue Team Member
38. Raimundo da Costa, Former MSS/UNDP Dialogue Team Member
39. Domingus Abreu Martins Belo, Chief of Department of MSS Regional Office in Baucau
40. Manuel Soares Gueteres, Chefe Suco Baduho'o/Bado Ho'o, Venilale Sub-District
41. Dia Montino, Chefe Suco Waila'a/Vailaha, Venilale Sub-District
42. Justina da Costa, Waila'a Womens' Network
43. Teresa da Costa Freitas Ximenes, Baduho'o Womens' Network

Dili District

Cristo Rei subdistrict

44. Simplicio Dos Santos Mendonca, Administrator of Cristo Rei Sub-District
45. Chefe Aldeia Camea
46. Alexandrino De Carvalho, Member of the Suco Council and Community Mediator
47. Jose Sarmiento Rego, Chefe Aldeia Caqueo Laran
48. Antonio da Silva Soares, Youth Council Member and Community Mediator
49. Sergio Marques, Former Dialogue Team Member

Dom Aleixo subdistrict

50. Joao da Costa Belo, Chefe Suco Bairro Pite
51. Abdul Mancoli Arranhado, Chefe Suco Vila Verde

Annex 3: SERC Project Evaluation Questions

Project Objectives:

- 1) What were the main results/impact of the Dialogue Project? Did the Project contribute to solving the displacement challenge? To what extent did the Project help to strengthen basic foundations for post-crisis security, social cohesion, conflict analysis and resolution?
 - a. How did the Project assist with managing conflicts (related to IDP return)?
 - b. How did it improve the perception of state officials?
 - c. How did it help strengthen the role of local authorities in conflict resolution?
 - d. How did it help to develop a nationwide Timorese identity based on cultural and historical traditions?

Project Outputs:

- 1) To what extent were the skills of MSS dialogue teams and community leaders in Dili and the Districts increased in order to conduct conflict transformation, mediation, facilitation, participatory consultation processes and facilitate coordination (through HHK)? How did cooperation with NGOs in training youth/community leaders support this?
- 2) Which types of training were given to the MSS dialogue teams? How did this knowledge support successful dialogue processes and effective coordination?
- 3) Which dialogue processes and mechanisms were developed and implemented? How were these adapted to the specific local contexts? What was the value of using local mechanisms as part of the reconciliation process (Nahi biti boot)?
- 4) How many visits were conducted to communities in order to promote dialogue and durable return of IDPs? What was the impact of these visits and follow-up activities conducted?

Partnership/Ownership:

- 5) To what extent were Government counterparts and Project beneficiaries/stakeholders involved in the design of the project and achievement of the project outputs? What partnership strategies/approaches were incorporated into the Project design and implementation process?
- 6) Did the Government exercise a leadership role in the decision-making through the Project Management Board?
- 7) How effective were the coordination systems established through the Project? How was the project coordinated with other existing efforts to ensure synergy and work towards a common objective?
- 8) To what extent were women involved in the mediation/dialogue process and training seminars for community leaders? How was their increased participation facilitated by the MSS Dialogue Team members?
- 9) To what extent can outputs implemented by UNDP be attributed and credibly linked to the achievement of the overall outcome?

Relevance:

- 10) How did the Project support implementation of existing Government strategies and priorities? How did it contribute to implementation of overall UNCT/UNDP strategies and objectives for Timor-Leste (i.e. UNDAF, UNDP Country Programme Action Plan)?
- 11) To what extent did the Project address the needs of beneficiaries?

- 12) Was the Project adjusted to effectively respond to the evolving situation in Timor-Leste? Were new developments sufficiently anticipated and risks encountered effectively mitigated?

Effectiveness/Efficiency:

- 13) Were the resources allocated appropriate and necessary in order to meet the project outputs?
- 14) What management processes were used in implementation of the Project? How did these contribute to the effective implementation of the Project? What challenges were encountered? What are the strengths and weaknesses of the management process utilized?
- 15) What monitoring and evaluation frameworks/systems were in place to assess and measure Project implementation? To what extent were these frameworks/systems effective?

Sustainability:

- 16) How has the Project helped to strengthen institutional structures and mechanisms for dialogue both at MSS and in communities? What skill sets and competencies were developed and effectively transferred to national and local authorities in order to sustain the results of the Project and ensure that genuine capacity is created?
- 17) How has the Project enhanced community capacity to resolve conflicts? What mechanisms are in place to sustain concrete follow-up of community dialogue?
- 18) What strategies are in place and what institutional structures/mechanisms have been established to ensure an effective exit strategy for UNDP project staff and to support full Government ownership?
- 19) Are violent and security incidents still occurring in the target communities where the dialogues/mediations took place?

Annex 4: Dialogue Meetings, Preparatory Meetings and Mediations: June 2008 – October 2010

