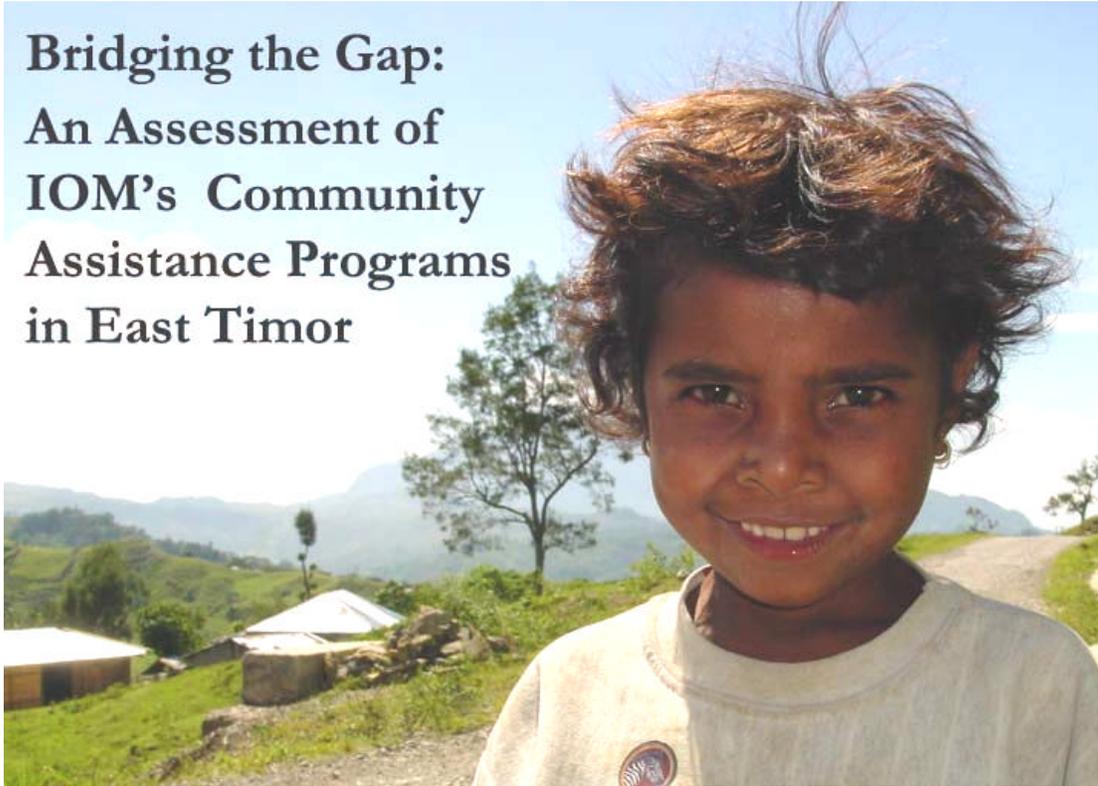


**Bridging the Gap:
An Assessment of
IOM's Community
Assistance Programs
in East Timor**



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***Prepared for:*
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In March, 2002, two of our team members sat on the side of a beautiful and breezy mountain in otherwise steamy East Timor to talk with the people of Lepo about the water tanks they had just constructed and a market they were planning. The village leader had big ideas for this small town with an extraordinary view. He envisioned a market that would bring people together and spur new development. The village farmers chimed in with their own plans and hopes for the market. At the conclusion of the discussion, we asked if they had questions for us. “Bring this to someone,” one man said. We promised to try.

The following study of the International Organization for Migration’s (IOM) community assistance projects in East Timor is the product of countless discussions on the nature, focus and scope of our assessment, consultations with IOM and other experts in a variety of fields, and intensive, albeit brief, fieldwork. Without the valuable and forthcoming contributions of the program’s participants, staff and leadership, none of this would have been possible. IOM staff members in East Timor and New York have facilitated our work in numerous ways. Chief of Mission Christopher Gascon in Dili and the East Timor team supplied feedback throughout the process, provided accommodations, transportation and guidance in the field, gave us lengthy interviews, and furnished internal documents. In recognition of the impressive commitment and work ethic of the IOM team, we remain grateful to all those who put their work aside to respond to our many requests. Robert Paiva, in the New York office, deserves a special word of thanks for his patient engagement in this project, providing guidance and serving as a crucial liaison.

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EXECUTIVE SUMMARY

This report, the product of a four-month study by graduate students at Columbia University's School for International and Public Affairs, is an assessment of the International Organization for Migration's (IOM) post-conflict reintegration and community assistance activities in East Timor. By differentiating between process and outcome within our analysis, this study goes beyond compilation of indicators met and obstacles encountered. In addition, based on an analysis of the data collected from observations, interviews and participatory rapid appraisal tools, we have created a catalogue of good practices and recommendations that we hope will serve to guide future reintegration and community assistance programs in similar post-conflict settings.

IOM's activities in East Timor have had tremendous impact – this is clear from the time one walks into almost any East Timorese village. The organization's extensive reach, thanks to its field offices' positive reputations and well-equipped infrastructures, has significantly contributed to reconstruction throughout the country. Even in the most remote regions, it is impossible to overlook the significant numbers of returnees who, without IOM's assistance, might still be living in one of West Timor's many refugee camps. Furthermore, East Timor's small cities and countryside display revitalized infrastructure, new water systems, roads and bridges and sports facilities in active use as a result of IOM's community rehabilitation programs.

IOM faced considerable operational constraints in this post-conflict setting and pressure to move quickly from relief to rehabilitation. Yet IOM has clearly contributed to stabilizing East Timorese society. This study seeks to build on the foundation of IOM's successes to investigate areas for improvement. With a focus on IOM's Community Assistance for Population Stabilization (CAPS) and Building Empowerment, Leadership and Engagement (BELE) programs, the assessment stresses five primary areas of analysis: (1) program outcomes, (2) program management, (3) decision-making processes, (4) program implementation, and (5) reintegration of refugees and displaced persons.

Findings in these areas stem primarily from two separate periods of fieldwork in East Timor conducted during January and March of 2002, with additional research and analysis carried out from New York. During the team's fieldwork in East Timor, 33 structured interviews, 35 key informant interviews and 8 participatory rural appraisal activities were conducted in a total of 18 different communities within the targeted districts of Aileu, Ambeno (Oecussi enclave) and Cova Lima. In addition, over the four months of this study, 25 in-depth interviews were conducted with key individuals from IOM, the United Nations Transitional Authority for East Timor (UNTAET) and a range of other related international organizations in both East Timor and the United States.

IOM's diverse range of projects offered numerous good practices, of which the following merit highlighting:

- Rapid turnaround and follow-up on community proposals;
- Coordination of assistance in districts;
- Clarifying expectations and obligations with communities;
- Regular and sustained community visits;

- Integrated training by local skilled labor;
- Rotating labor; and
- Incentives for coordination and timely completion.

Following are the key findings from field research and analysis:

- **IOM achieved its outcome objectives, responding well to communities' functional needs with essential infrastructure projects that are widely used.**
- **The management of IOM East Timor could be strengthened in three key areas: greater communication between the central office and the sub-offices in clarifying program goals and project objectives; increased internal capacity building; and enhanced evaluation and monitoring systems at the national level.**
- **Instituting standardized guidelines could bring even more IOM attention to the project identification process in the field. More coordinated outreach mechanisms can help ensure an equitable spread of information about community programs.**
- **Community participation in the implementation of projects was generally high, due to both IOM efforts and local leadership, and could have benefited from increased training.**
- **In light of IOM's global mandate, increased monitoring of returnee reintegration in post-conflict assistance programs should be considered.**

Following from these key findings, recommendations and strategies have been suggested for improvements in program design and implementation in the following areas:

- I. **Increase clarity of program objectives and strengthen internal organizational capacity, through staff orientation/training programs.**
- II. **Improve the existing monitoring and evaluation plan by developing flexible, ongoing monitoring mechanisms and performance indicators that are meaningful for staff, beneficiaries and donors.**
- III. **Make the decision-making process for project identification more participatory through specific guidelines, and the site selection process more equitable through improved coordination.**
- IV. **Ensure the maintenance and sustainability of projects through site-specific training for designated community members, assistance in the design of maintenance schedules and an extension of the monitoring and evaluation period beyond the completion of projects.**
- V. **Ensure that IOM projects more closely reflect the interests of all members of the community and specifically promote the inclusion of women and displaced persons.**

The intention of the following report is to explore at greater length the good practices and insights from the specific experience of East Timor's reconstruction, and to contribute, where appropriate, to future post-conflict reintegration and reconstruction programs.

The following narrative is the product of a four-month assessment of the International Organization for Migration's (IOM) post-conflict assistance activities in East Timor. Graduate students from the Economic and Political Development program at Columbia University's School of International and Public Affairs conducted the assessment as part of the program and at the request of IOM. More specifically, the Columbia team focused on two IOM-implemented post-conflict assistance programs in East Timor: CAPS (Community Assistance for Population Stabilization) and BELE (Building Empowerment, Leadership, and Engagement). The team focused on two levels of analysis: process and outcome. By utilizing this dual approach, the team hopes to offer IOM an assessment of what IOM's programs accomplished, as well as provide recommendations for improving the future implementation of post-conflict assistance programs.

Undertaking a multi-pronged assessment in a country recently emerged from conflict presented a number of challenges. At the outset, it became apparent that the paucity of national demographic data, the difficulties of communications and travel within East Timor, the multitude of localized languages, and the short time available for fieldwork required an assessment strategy that could accommodate these difficulties while at the same time provide reliable data. The Columbia team therefore designed a multi-faceted assessment strategy that encompassed a number of qualitative tools designed to accommodate these specific challenges.

The strategy that emerged emphasizes depth and quality of responses by focusing on qualitative data collection from targeted informants. The team developed assessment tools that could examine issues of participation, management, implementation and outcomes. The variety of tools allowed the team to triangulate the results, ensuring that conclusions represent data that was gathered from a number of sources.

Site Selection

Selecting sites within East Timor was a crucial aspect of this strategy. The Columbia team, in consultation with IOM staff, selected communities in the following districts: **Aileu**, **Ambeno** (Oecussi enclave), and **Cova Lima**.

The assessment team chose these districts for a number of reasons. They provided a wide range of conditions that are collectively representative of East Timor's situation. Aileu experienced lower levels of violence and infrastructure damage, given FALINTIL's strong presence during the conflict. Oecussi is unique in East Timor, as it is actually an enclave in West Timor. Its geographic isolation led to significant violence and infrastructure damage. Large numbers of returning refugees and a two-year drought have further complicated people's lives in this area. The team looked at Cova Lima because it was the most affected district during the conflict, with the largest number of refugees. These districts also all had CAPS and BELE projects completed or currently being implemented, providing our team with the opportunity to visit communities with projects in varying stages of completion.

Within these districts, field teams visited *18 aldeia*, or sub-villages. Communities were selected to ensure that there were a number of both CAPS and BELE projects included in our study. The team selected communities that could also provide an array of completed works, including school roofing, water pumps, irrigation canals, community centers, and community market projects.

Since the Columbia team visited only three districts in East Timor, the findings and recommendations apply specifically only to the districts included in this assessment. They should therefore not be extrapolated directly to other districts where IOM is conducting post-conflict assistance activities.

Tools

Each tool the assessment team employed was chosen for its flexibility and ability to provide reliable data. The combination of tools allowed the Columbia team to triangulate the results, ensuring that the conclusions reached are based on a number of different sources identifying the same issues.

1. **Literature Review** – To understand the issues likely to arise during the field trips, the team conducted an in-depth review of relevant literature, including IOM internal and public documents and background information on the history, conflict and society of East Timor. The information gathered during this process was internalized and is reflected in the questions we asked during our field visits, the formulation of the assessment hypotheses and the construction of the overall strategy.
2. **In-depth Interviews** – The assessment team conducted *25* in-depth interviews with IOM staff in East Timor and New York, as well as with a range of personnel of international organizations with particular knowledge of East Timor and IOM's programs. The information gathered supplemented the data collected during the literature review.¹
3. **Structured Interviews** – In January, the Columbia team conducted *33* structured interviews in target districts to gather preliminary data. This data was then used to help formulate the questions asked during the March fieldwork, as well as to develop preliminary hypotheses which became the focus of our data collecting efforts.²
4. **Key Informant Interviews** – The March team conducted *35* semi-structured, in-depth interviews to further examine patterns identified in data gathered during the January field trip. Interviews were structured to assess each community's sense of well being, decision-making processes, and patterns of participation in the IOM project. The team also used the interviews to examine community perceptions about IOM's process and interactions between IOM staff and community members, as well as the community's sense of ownership of the finished work.³

¹ A detailed list of all interviews conducted is provided in Appendix G.

² The framework for structured interviews is provided in Appendix K. For a detailed breakdown of interviews by location, see Appendix G.

³ The framework for structured interviews is provided in Appendix M. For a detailed breakdown of interviews by location, see Appendix G.

In order to target members of the community who were likely to have led the decision-making process and to identify categories of people that were excluded from this process, the team attempted to conduct key informant interviews with the following categories of community members: the *chefe* (village chief), a participant in the IOM project, a women's leader, a widow, a returnee, a non-participant informed about the project, a non-participant not informed about the project, a particularly poor member of the community, and a religious leader. Not all communities had a representative of each category. Indeed, the religious leader proved hard to find in the small communities that were the primary sites of the fieldwork.

5. **Focus Groups** – The Columbia team conducted a total of 8 focus group discussions: 4 in January and 4 in March. These groups ranged in size from 3 to 25 participants. The focus group approach allowed the assessment team to get a variety of perspectives on issues in a condensed period of time, allowing a larger number of community members to participate in the process.

6. **Mapping** – To complement the information gathered during the interviews, the Columbia team also employed the participatory rural appraisal method of mapping. This visual tool enabled the team to stimulate discussion about the use of land, stages of reconstruction of houses and infrastructure, access to and ownership of resources, the equitability of access to projects/resources, as well as questions about uses and maintenance of the IOM project. The participatory approach allowed the community to participate in the information-gathering process and also helped the team identify marginalized people who were not part of the general congregation. At the end of the process, the community kept the map, the product of our information exchange.⁴



Challenges and Limitations

While the Columbia team crafted a strategy that provides reliable data, it is important to acknowledge the challenges and limitations of implementing an assessment in an environment as complex as East Timor, as well as possible implications for the findings presented in this assessment.

The first limitation to this assessment is the lack of quantitative data. Once the assessment team recognized that the paucity of demographic data and the significant travel limitations argued against the successful implementation of a random sample survey, the Columbia team decided that a qualitative assessment strategy was most appropriate. The limitation of such a strategy is that the specific findings are valid only for the districts that the Columbia team visited and cannot be extrapolated beyond the communities included in this assessment.

⁴ A more detailed explanation of mapping exercises is provided in Appendix N

Language may also have been a limitation to the team's assessment. There are dozens of languages spoken in East Timor, including Tetun, Bahasa Indonesia, Portuguese, and a number of localized languages. Since the Columbia team did not speak most of these languages, it relied on interpreters. In some cases, IOM staff members provided the translation. Although in general such circumstances present the risk that respondents may alter their answers, the Columbia team believes this impact was negligible.

The final limitation to this assessment is the result of having to work within a particular power structure that characterizes most East Timorese communities. Many of the key informant interviews took place in the presence of the community's *chefe*, which may have made the interviewees reluctant to offer criticisms of the possibly *chefe*-dominated decision-making process. In order to overcome this potential challenge, the Columbia team sought out people who were willing to be interviewed without the *chefe* present. The field teams were able to arrange roughly equal numbers of interviews that included the *chefe* and that did not. In most cases, the responses were similar; allowing the team to conclude that this limitation had little if any impact on the reliability of the data.

part two

INSTITUTIONAL & CONTEXTUAL FRAMEWORK

Client Agency Background: The International Organization for Migration (IOM)

The International Organization for Migration was established in 1951 to assist in the resettlement of displaced persons and refugees and to promote the orderly management of migration. It is the largest international intergovernmental organization devoted to migration issues with 91 member-states and 37 observer-states. The mandate of IOM is to help ensure the orderly flow of international migrants; to promote international cooperation on migration issues; to aid in the search for practical solutions to migration problems; and to contribute to international solidarity by giving humanitarian assistance to migrants in need. The basic philosophical premise of the organization is that every person has the right to leave and return to his/her home.

IOM works closely with governmental, intergovernmental and non-governmental partners. Although IOM does not belong to the United Nations system, it has held observer status in the General Assembly since 1992. IOM's structure is similar to that of the UN in that it is composed of member states that pay dues to the organization. These payments cover only the administrative costs of the organization. Funds for operations come through donations from private sources and/or government agencies. Although the organization is European in origin- having originally been designed to assist in the resettlement of displaced Europeans after World War II- today roughly half of the member states are developing countries.

In recent years, IOM has taken on a broad spectrum of responsibilities. According to its official

literature,⁵ IOM's activities worldwide are organized into six service areas:

- **Assisted Voluntary Returns.** IOM acts as an “honest broker” to assist labor migrants, refugees, students, and others with special needs in returning safely to their nations of origin.
- **Counter Trafficking.** IOM conducts research on human trafficking, mounts prevention information campaigns and assists victims.
- **Migration Health.** IOM has performed more than 1.5 million immigration medical evaluations around the world. IOM is also tending to the specific trauma therapy needs of displaced persons through mental health programs.
- **Movements.** The transportation of migrants and their preparation for travel, including evacuation in emergency situations, constitutes the core of the organization's activities.
- **Mass Information.** In regions of intense migratory activity, IOM has conducted mass-media campaigns to inform the general public about migration realities. Other IOM public information projects have warned potential victims of the risks of involvement with traffickers.
- **Technical Cooperation on Migration.** IOM offers advisory services on migration to requesting governments, including training courses for government officials, and analyses of/suggestions for solving emerging migration problems. IOM aims to strengthen government and community capacities to integrate returnees, for example by more effectively linking the return with development/reconstruction efforts.

Within these service areas, IOM has expanded into a number of additional spheres linked to migration. Compensation programs for Holocaust survivors are one such area. Another is the growing field of emergency and post-conflict assistance. Beginning in Mozambique in 1992, IOM began to implement Disarmament, Demobilization, and Reintegration (DDR) programs in post-conflict situations to help former combatants transition back into civilian life. IOM also implements a wide range of post-conflict assistance programs on the community level, including temporary employment initiatives, infrastructure rehabilitation programs, and grant programs to support civil society.⁶

East Timor: From Colonialism to Freedom

On May 20, 2002, East Timor will become the world's newest independent nation. Following 24 years of Indonesian rule, East Timorese voted overwhelmingly in favor of independence from Indonesia in an August 30, 1999 popular consultation. Massive violence ensued, and during the weeks that followed, more than 78% of the population was displaced. About 70% of the nation's housing and infrastructure was burned or destroyed.

According to the West Timorese government, approximately 250,000 East Timorese fled across the border into Indonesia. IOM arranged for the return of over 150,000 refugees, while approximately 50,000 have returned spontaneously. An additional 50,000 persons may return in the coming

⁵ Official literature refers to information found on the IOM website, www.iom.int, as well as in IOM brochures and reports made available to the general public.

⁶ For more information on IOM's programs of emergency and post-conflict assistance, please see Appendix E.

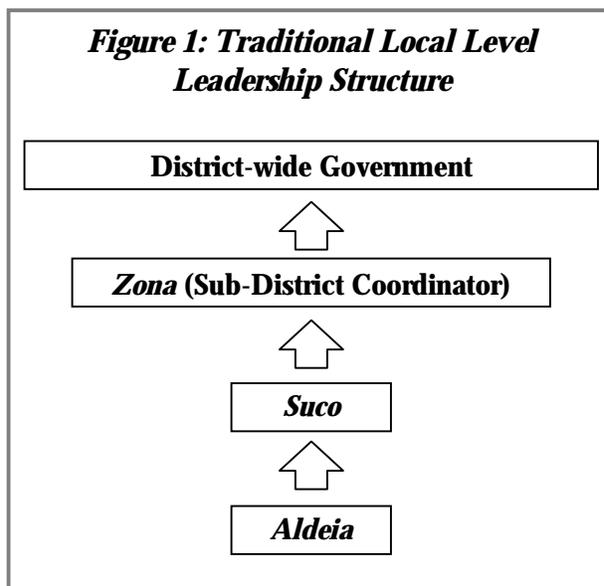
months. Many of these refugees are willing to return to East Timor, but the situation continues to make the absorption of returnees difficult. Unemployment is extremely high and a great deal of infrastructure has yet to be repaired. In addition, some refugees are collecting state pensions and salaries from Indonesia and do not wish to return, while others are former members of the pro-Indonesian militia who fear retribution should they return.⁷

The outburst of violence in 1999 was only the latest incident in a history of repression for the people of East Timor. A Portuguese colony since 1566, the underdeveloped, mountainous island was valued for its native sandalwood trees. It was devastated in the Second World War by heavy fighting between Japanese and Allied forces. In 1974, Indonesia invaded East Timor. East Timorese guerrilla forces, known as FALINTIL, mounted attacks on the Indonesian authorities throughout their period of rule.

Within East Timor, the United Nations Transitional Authority of East Timor (UNTAET) has established a functioning government to prepare the territory for its upcoming independence. A national parliament is in place, former FALINTIL leader Xanana Gusmao has been elected President, and future bureaucrats and ministers have been trained. While preparations are not yet complete, there is much optimism in the territory that self-rule will bring positive change to East Timor.

Traditional Leadership Structures in East Timor: A Brief Sketch

On the local level, traditional leadership structures solidified during Portuguese times appear to retain high levels of legitimacy. Sub-villages, or hamlets, generally have about 60-80 families and are led by *chefes de aldeia*. These *chefes* are often the main spokesmen for hamlets and serve as intermediaries between the local population and UNTAET. Groups of three or more *aldeias* are organized into villages, or *sucos*, which are led by *chefes de suco*. Groups of *sucos*, in turn are organized into sub-districts called *zona* that are led by *chefes de zona*. Under the local governance structure established by the UN, sub-village and village chiefs serve in honorary capacities only and do not collect state salaries. The *chefes de zona*, or sub-district coordinators, have become state employees appointed through a merit-based process.



Village leaders continue to be appointed through traditional plebiscites, which are generally not inclusive of women.⁸ Village-wide decisions are often made by the *chefe* and other respected men in

⁷ Interview with Adelmo Risi Valdetaro, UNHCR Repatriation Coordinator, East Timor, May 18, 2002.

⁸ East Timorese Community Development Review Report, Community Development Working Group, December 2001. "Women's participation in community development activities at the village, sub-district and district level is extremely low." This trend was also noted in the Team's field work.

the village, although some villages appear to hold regular community meetings and consultations.

In an attempt to broaden the number of voices heard on the local level, some international donors have set up parallel local authority structures. An example of such a structure is the Community Empowerment Council, set up by the World Bank. A small number of women's groups, youth associations, and sports clubs exist in East Timor, but civil society in general, and especially in villages, remains nascent.

East Timor: Operational Constraints

Modern-day East Timor, like many post-conflict environments, presents extreme operational challenges. Devastation following the 1999 referendum was near complete in many parts of the country. Electricity, communications, and water and sanitation services collapsed, where they existed at all, and continue to be absent in most parts of the country. Public transport remains largely non-existent. The tropical climate presents additional challenges, with extremely high rates of malaria among the local population, and notable rates of infection among the international humanitarian staff. Dengue fever is also a growing problem in urban environments. Isolation, especially in mountainous regions, can be extreme. In the rainy season, roads can be washed out for weeks at a time.

To deal with these challenges, IOM East Timor developed a broad-based field office structure with critical national and international staff placed throughout the country. Program implementation took place through the Dili headquarters and, eventually, through seven core sub-offices- in Aileu, Baucau, Los Palos, the Oecussi enclave, Viqueque, Cova Lima, and Ermera. IOM established radio communication to connect offices and a developed a transportation network to move equipment and personnel.

part three

IOM COMMUNITY ASSISTANCE IN EAST TIMOR

History of IOM Assistance in East Timor: Bridging the gap

IOM began functioning in East Timor in the fall of 1999 amid a severe humanitarian crisis. Its priority was to help thousands of refugees and internally displaced persons (IDPs) return to their villages and homes. As time passed, IOM began implementing additional emergency and post-conflict assistance programs. Key among these was its implementation of the FALINTIL Reintegration Assistance Program (FRAP), the main combatant disarmament and reintegration program in East Timor. This project lasted from January to December 2001, and demobilized approximately 1,050 soldiers through a four-stage process.⁹

In addition, IOM implemented five community-level rehabilitation initiatives: QIPS (Quick Impact Projects), CAPS (Community Assistance for Population Stabilization), CADET (Canadian

⁹ The four stages of FRAP: Cantonment and Registration, Discharge and Departure, Reinsertion, and Reintegration. FRAP Project Proposal, Nov. 6, 2000.

Assistance to Demobilization in East Timor), a UNICEF/IOM school reconstruction program, and BELE (Building Empowerment, Leadership and Engagement), a USAID/OTI-funded program. As has been the case in a growing number of post-conflict settings, IOM emerged in East Timor as an implementing partner of choice for a variety of member states and international organizations.

Donor assistance in East Timor progressed from temporary employment and relief programs to programs that attempted a wider variety of political, social and economic goals. Figure 3 outlines the three main categories of community assistance programs undertaken by IOM East Timor.

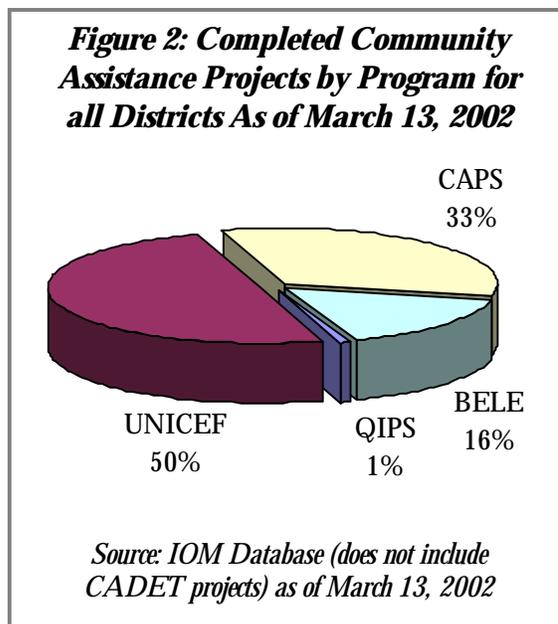


Figure 3: IOM Post-Conflict Assistance Activities at a Glance

Category	Name	Implementing Partner/Donor	Dates
I. Temporary Employment	QIPS	UNTAET	3/00-3/02
II. Community Infrastructure Rehabilitation (paid labor)	CAPS	Japanese Government, USAID	5/00- 7/01
	CADET	Canadian Government	7/01-
	School Rehabilitation	UNICEF	Summer 01-
III. Process-Oriented Infrastructure Rehabilitation	BELE	USAID	10/01- 5/02

Category I: Emphasis on Temporary Employment

IOM's community rehabilitation activities in East Timor began in early 2000 with its involvement in a wide-scale UNTAET temporary employment program called QIPS (Quick Impact Projects). QIPS was started by UNTAET in January 2000, shortly after its arrival in East Timor. Through QIPS, IOM was able to support UNTAET by channeling USAID funds quickly into infrastructure projects and temporary employment opportunities. The project sought to pay local labor for a range of work projects, from street cleaning to the rehabilitation of district and community-level infrastructure. Projects were identified through the UNTAET field office structure. Pay rates for unskilled labor were set at a base of \$3 per day.

IOM implemented a total of seven QIPS projects through its developing network of field offices. In Phase I (starting March, 2000), IOM implemented three QIPS projects: a water system

rehabilitation project in Aileu District, a community center project in Cova Lima District and a large-scale rehabilitation of the Suai Marketplace in Cova Lima District. IOM agreed to do four more projects in December of 2001. In this second phase, IOM rehabilitated two water systems and two schools in Aileu.¹⁰

Category II: Community Infrastructure Rehabilitation and Project-Prioritization

By mid-2000, IOM began to increase its focus on creating useful and lasting community infrastructure in villages. While labor would still be paid, project ideas would ideally come from communities themselves, not UNTAET or other intermediaries. In this way, community participation and priority setting mechanisms would be encouraged.

IOM established a decentralized office structure to implement CAPS (Community Assistance for Population Stabilization) beginning in May 2000. Projects were to “*contribute to the stabilization of East Timorese society, by providing humanitarian support to returning and local populations through priority setting and community improvement initiatives.*”¹¹ Community members would be paid to rehabilitate a wide range of infrastructure, including markets, sports fields, schools and water systems. The proposal also outlined an ambitious plan for skills training workshops in communities, as well as for developing communal tool banks. CAPS was intended to support the FRAP program by providing skills training and infrastructure to districts to which soldiers were returning. To implement the program, sub-offices were established in Aileu, Oecussi enclave, Batugade, and Suai.

CAPS ran from May 2000 to July 2001. Funding came from the IOM operational budget, largely from the Government of Japan, as well as from a \$200,000 USAID grant towards the Cova Lima implementation of the program. The project was originally budgeted at \$2,735,100. The IOM database indicates that as of March 13, 2002, a total of 40 CAPS infrastructure projects had been completed.

IOM also implemented two other paid infrastructure programs. In July 2001, IOM began implementing CADET in Ermera district. Under guidelines set by the Canadian donors, IOM implemented a wide-array of paid, small-scale infrastructure projects. These included rehabilitation of bridges, schools, parks, vocational centers, and water and sanitation projects.

At approximately the same time, IOM entered into a contract with UNICEF to supervise a number of school rehabilitation projects. These were mostly in the Oecussi enclave. Under the agreement, UNICEF did the procurement and bought the materials, while IOM supervised the management, construction, and transportation of materials. In Oecussi, a total of 62 schools received either new roofs or new ceilings due to this program.¹²

Category III: Process-Oriented Community Infrastructure

By 2001, most East Timorese appeared to be resettled in homes. Farming cycles had restarted, and the security situation had stabilized. As a result, humanitarian actors such as USAID/OTI and IOM began to incorporate a wider range of goals into their community programming, such as an

¹⁰ Project figures were provided by Oscar Sandoval, IOM Chief of Operations, East Timor, March 17, 2002.

¹¹ CAPS program proposal, IOM East Timor, May 2000.

¹² This information comes from the Oecussi sub-office.

increased emphasis on community involvement as a mechanism of empowerment and democracy building.

USAID/OTI introduced BELE (Building Empowerment Leadership and Engagement) in April 2001. The program had two goals. First, it sought the empowerment of communities through their participation in project identification, selection and implementation. Secondly, it sought to rehabilitate of socio-economic infrastructure at the grass-roots level. The project emphasized community-based decision-making, women's access and participation, and the use of local implementing partners. However, in keeping with its hybrid "relief-development" nature, it also emphasized speed and volume under a philosophy of "near-term results and greatest impact."¹³

A key shift was the move from paid to unpaid labor in the community setting. By providing only materials, not salaries, communities would be responsible for organizing themselves into groups of volunteers to complete infrastructure projects. This was seen as a way to increase self-reliance in villages, to strengthen community leaders and organizations, and to reduce dependence on the international community.¹⁴

Eager to expand its implementation of BELE, USAID requested IOM's assistance in July 2001. With its seven regional sub-offices, IOM had access to communities that USAID could not reach. After a series of discussions, IOM agreed to implement BELE in all seven districts.¹⁵ The grant to IOM was budgeted at \$1,093,276.

IOM revised the BELE program proposal slightly to reflect its own program goals. The project objectives were as follows: *a) to strengthen local governing structures through community engagement* and *b) to restore and enhance the social and productive asset base of rural men, women and youth.*¹⁶ IOM also introduced the term "Community Management Committees", which were to be formed in communities for the purpose of maintaining projects. In addition, it introduced language that indicated it would work closely with two other groups of IOM beneficiaries, "returning refugees and ex-FALINTIL". It also reiterated its intent to focus on the inclusion of women.

In late December, IOM completed a mid-term evaluation of its program. Because projects cost less than expected, the overall budget of the program was reduced to approximately \$700,000.¹⁷ As of March 15, 2002, 72 BELE projects were underway or approved. The targeted closing date for BELE was May, 2002.

¹³ *ibid*

¹⁴ *ibid*

¹⁵ Implementation started in October 2001 in Viqueque, Los Palos (Lautem), Suai (Los Palos), and Oecussi (the most isolated districts). The second phase, starting in January, 2002, added Aileu, Ermera, and Dili. There were also additional projects approved in Baucau and Liquica.

¹⁶ IOM BELE proposal, July 2001. Source: IOM East Timor

¹⁷ After three months, IOM had approved 36 projects, with a total cost of \$132,349. 64 projects had been projected for the period.

Figure 4: Number and Type of BELE projects by District; Approved, Implementing or Completed, As of March 13, 2002.

Type of Project	Aileu	Baucau	Cova Lima	Dili	Ermera	Los Palos	Liquica	Oecussi	Vieque-que	Total
Water and Sanitation		1	4	1		2		12	1	21
Community Centers	4		4			1		13	1	23
Irrigation		1	2				3	3	2	11
Sports Fields		1				2			2	5
Income Generation					1	1				2
Market Rehabilitation		1				1		1		3
Bridge/Road Repair								2		2
Other			1	1					2	4
Total	4	4	11	2	1	7	7	31	8	72

Source: IOM Database as of March 13, 2002

part four GOOD PRACTICES

During the course of the Columbia team's assessment, a number of policies and activities emerged that were found to contribute to the success of IOM's post-conflict assistance programs. The team highlights these practices here in an effort to engage in IOM's wider process of learning from its own successes. In addition, these practices can be replicated, extending their applicability beyond the East Timor context.



Rapid Turn-Around and Follow-Up on Community Proposals

Some of the strongest projects occurred in districts where the sub-office put emphasis on quick and transparent responses to community project proposals. Some communities received IOM staff visits within two days of receiving the proposal. This policy can serve to extend and focus a community's initial enthusiasm for the project, as well as inform IOM about the breadth and depth of community support for the proposal.

Coordination of Assistance in Districts

Regularly held coordination meetings between different implementing agencies at the district level help avoid overlap in programs and supporting program outreach. In Oecussi, the IOM Head of Sub-office arranged these meetings in the initial stages of the IOM presence in the district, creating a database of all community assistance projects of all implementing agencies and developing personal relationships to support future partnerships. As a result of this process, organizations were able to respond positively to community priorities by referring project proposals outside of their mandates to specialized implementing agencies.

Clarifying Expectations and Obligations with Communities

In the communities with the most positive reactions to the IOM process, the rules of the program seem to have been thoroughly explained. For example, in Cassamou (Aileu)¹⁸, community members could articulate the requirements of implementing the BELE program almost verbatim from the guidelines. These communities fully understood the project purpose, the need and reason for volunteer labor, and the responsibility of the community in maintenance of the project. It is therefore understandable that these communities had a correspondingly positive view of both the resulting project and their experience working with IOM.

“ We will have community meetings before we start the project – otherwise the leader could hijack the process and won’t involve the community. We need to have the feeling that the community will benefit and women, men, children, leaders participated.”

Head of IOM Oecussi Sub-office

Regular and Sustained Community Visits

Frequent and sustained visits to communities served as a means of encouragement and support, leading to high levels of success and greater degrees of community involvement. Regular community visits were used to assess the level of commitment in the community and to better understand the context in which they were operating. The National BELE Coordinator for Oecussi explained this approach stating, *“The frequency with which I visit the community depends on the stage of the project. If they need more pushing I will visit more frequently. Initially I might meet with them two or three times a week.”*¹⁹

Integrated Training by Local Skilled Workers

In Salele Bo’ot (Cova Lima), an extensive irrigation canal project required the guidance and support of an expert mason. IOM hired a technician from outside the community to live in Salele for three weeks and provide training to the participants. As the *chefé* who helped supervise the work explained, *“For example, the mason would measure something and show the local mason how ... and then he would*

¹⁸ Emerged in interview in Cassamou, Aileu on March 18, 2002.

¹⁹ Interview with Simon, National Coordinator for Oecussi, on March 22, 2002.

do it.” This approach contributed significantly to the potential sustainability of the project. By the time the project was almost complete, the *chefé* was confident that the community could repair the canal as needed. When asked if he could do it, he quickly responded, “*Bele*”, meaning ‘I can’. The project not only provided a needed irrigation canal, but also built the community’s capacity.



Rotating Labor

In three communities visited, rotating labor schemes were developed as a means of maximizing the number of community members directly involved and benefiting during the project implementation period. These processes appear to have significantly increased the level of interest and community-wide ownership in projects from the start. In each of these communities, the small number of designated skilled or unskilled labor positions was divided into different shifts, which were in turn assigned to community members, thus enabling as many as 25 different laborers to be directly involved on a week-to-week basis.

“For the water project, we knew it was CAPS and we would be getting money so we rotated who worked on the project. But the community center [BELE] is for the entire community so there was no problem getting people to volunteer – because they understood that it was for the entire community.”

Project Participant, Casamou (Aileu)

Incentives for Coordination and Timely Completion

Flexibility in project funding was used to reward communities for strong self-coordination of projects and meeting timelines. According to one IOM Sub-office Head, each BELE project was allotted \$240 for a project supervisor or an incentive to ensure that communities met time frames for project completion. If the community was able to efficiently organize and coordinate the project implementation on its own, the remaining funds were distributed to the entire community as a bonus for “work well done.” In communities where similar incentive structures were in place, projects appear to demonstrate higher participation and community interest.

The Columbia team found that IOM's post-conflict assistance activities have had a very positive impact on the three districts visited. This is apparent by the amount of infrastructure IOM helped communities build in response to demonstrated needs. The wide use of this infrastructure points to the success of IOM efforts to ensure community participation in order to answer existing and high priority needs. IOM accomplished this level of success despite the significant logistical constraints present in a post-conflict environment. That the staff and programs were able to overcome and adapt to these constraints is an essential and important finding that should be brought to the fore of any assessment.

The Columbia team also found a high level of personal and professional commitment on the part of IOM staff, both East Timorese and international, to the goals of the emergency and post-conflict assistance activities. While the team did not specifically set out to assess this aspect of IOM's work, it is important to highlight the fact that IOM's success is at least in part due to the dedication and hard work of its extraordinary staff.

The Columbia team therefore offers the following key findings in an attempt to highlight areas where IOM programs excelled as well as areas where consideration of the issues we raise may strengthen future emergency and post-conflict assistance activities, particularly should IOM implement similar programs in other areas of the world.

I. PROGRAM OUTCOMES

IOM achieved its outcome objectives, responding well to communities' functional needs with essential infrastructure projects that are widely used.

The outcomes of IOM's community programs can be divided into two groups: the tangible project outcomes, *i.e.* projects completed and number of people who worked on the projects; and process outcomes, *i.e.* community engagement, strengthening of local governing structures, and enhancing of the social and productive asset base. This key finding addresses the tangible project outcomes.

Project outcomes appear to correlate directly with the attention and resources invested in the project during the identification, planning, and implementation stages. IOM has maintained high rates of completion on its community assistance projects to date; it has also processed project proposals promptly and

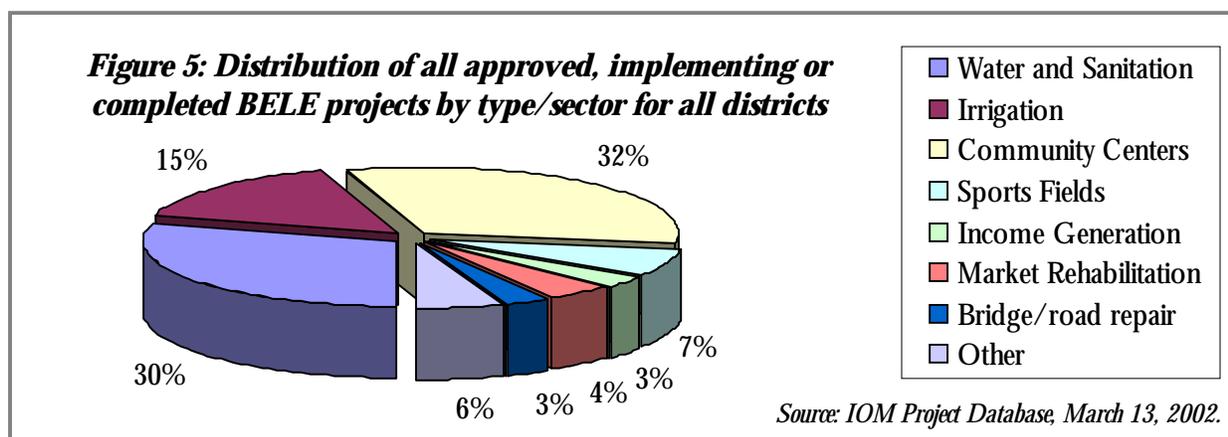


stayed within project budgets and scope.

As of March 24, 2002, IOM had completed a total of 120 community projects, according to its central project database. However, the actual number may now be over 200, as recently completed projects are added to the database on a daily basis.²⁰ In addition, as of mid-March, over 65 new BELE projects were either starting or being processed.²¹

Responding to Community Needs

Community assistance projects at most sites visited appear to reflect strongly the needs of the communities. In addition, these projects have all served significant numbers of direct and indirect beneficiaries. In line with the original program goals and East Timor's predominant needs, the vast majority of IOM's community assistance projects fall in one of three categories: water and sanitation, the rehabilitation of communal infrastructure or the repair of bridges and roads.²²



In interviews, community members in Aileu, Cova Lima and Oecussi repeatedly cited the importance of water-related needs, including access to fresh drinking water, irrigation systems and sanitation. Recent droughts have intensified this need in many communities by limiting agricultural production and necessitating long hikes to gather drinking water. One community member in Casamou (Aileu) stressed the significance of these needs telling the Columbia team, *“The most necessary thing for life is water... Life is the water.”*²³ BELE water projects have responded directly to this fundamental need. As illustrated in Figure 5 above, 45% of all approved, implementing or completed BELE projects can be categorized as either water and sanitation or irrigation. Water projects have connected communities to fresh water springs, increasing the efficient use of water through new holding tanks and channeling water to fields where it can provide new economic opportunities.

²⁰ Project data is originally entered into individual databases at sub-offices and regularly sent to the head office where project information is then merged into one central database. As a result, not all projects that have been completed in the field may be immediately accounted for in the central database.

²¹ Numbers refer to the IOM project data as of March 13, 2002 and include projects labeled as: approved, draft proposal, implementing, pending and under review.

²² For a detailed breakdown of projects by program and type, see Appendixes H,I and P.

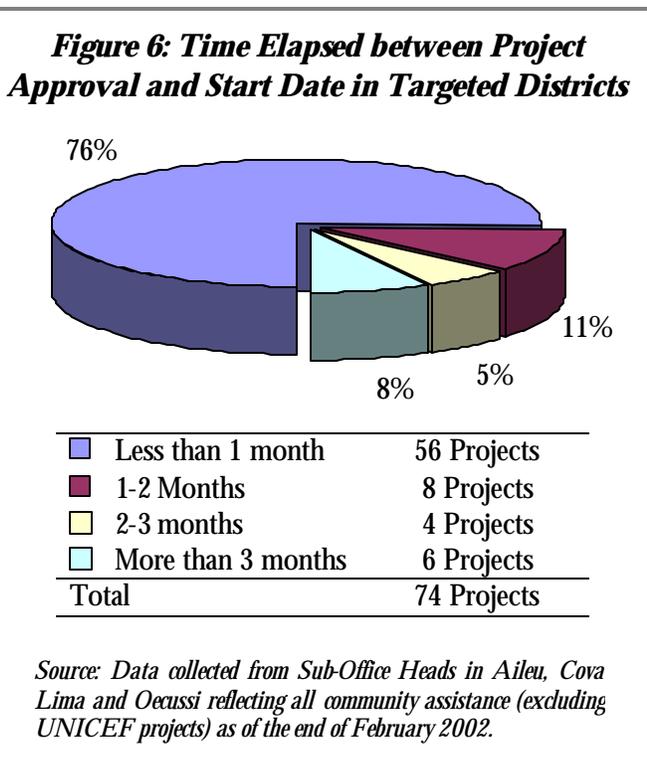
²³ Key-informant interview with a male CAPS participant in Casamou (Aileu), March 18, 2002.

Project Completion

To date, IOM community assistance projects appear to have been implemented in a timely and efficient manner, a particularly remarkable achievement given the numerous inherent obstacles that are presented by post-conflict and tropical environments like East Timor. Almost all approved community assistance projects are subsequently funded and completed. There have been some cases where communities have changed their minds about projects or decided not to sign Memoranda of Understanding with IOM; however, these cases do not appear representative of the whole.

In Aileu, Cova Lima and Oecussi, projects have been processed and implemented within a very short time, as seen in Figure 6. In over three-quarters of implemented community assistance projects, work was underway within one month of project approval. In many of these cases, projects were started within days of approval. Within just one month of the start date, 47% of all completed (non-UNICEF) community assistance projects were finished. Nearly all completed projects (96%) were finished within a period of three months.²⁴ Through this quick action in the field, IOM has been able to respond to urgent needs, providing basic infrastructure for immediate impact.

IOM's rapid implementation appears to have reflected strong procurement, operating processes, planning and local cooperation. 90% of community assistance projects in Aileu, Cova Lima and Oecussi were allotted sufficient funding for completion; additional funding was only needed for 8 projects in these districts.²⁵



Community Use

IOM projects were widely used in all visited communities except for one site. The frequency and degree of use appeared to directly reflect the high priority that was placed on the project and the level of community involvement in both planning and implementation. In addition, water projects were found to be the most regularly used given their central role in

“Water used to be far...it was a 2 km walk. -Now it is in front of our home...easy life!”

Male Returnee in Mau uluria (Aileu)

²⁴ All completed projects, excluding those categorized as UNICEF. IOM Project Database as of March 24, 2002.

²⁵ Data collected from Sub-Office Heads in Aileu, Cova Lima and Oecussi reflecting all community assistance (excluding UNICEF projects) as of the end of February 2002.

daily life. In Mau uluria (Aileu), for example, ten water-holding tanks with faucets were constructed, IOM projects were widely used in all visited communities except for one site. The frequency and degree of use appeared to directly reflect the high priority that was placed on the project and the level of community involvement in both planning and implementation. In addition, water projects were found to be the most regularly used given their central role in daily life. In Mau uluria (Aileu), for example, ten water-holding tanks with faucets were constructed, each being used by 4-5 families. Community members use the water faucets several times daily for cooking and washing. Prior to IOM's involvement, residents would walk 2 kilometers to get water.



This distance, however, was not the main concern; rather, when the heavy rains came, the *Chefe* explained that it impossible to walk down to the river at all.²⁶

In a number of communities, IOM has helped rehabilitate community centers that were severely burned or looted during the conflict. The new centers have provided a common space for men and women of all ages to participate in a variety of activities. In Cunha (Oecussi), for example, one local woman praised the flexibility of the new community center, saying, *“All of the people are happy because now they have a place to meet. When there are problems they meet at the center. They use it non-formally also...for some adult education classes and singing concerts for the school children and school dances for the young people. The center is for everyone.”* In the first three months following the center's completion, four community-wide meetings were held and the center has been regularly used for teaching and meetings among women's groups and many of the 2,341 residents in the *sua*.²⁷

The Columbia team observed just one case where an IOM project was not being used as originally intended. In the case of Dais (Cova Lima), both the *chefe* and *vice-chefe* stated that the community center would eventually be used; however, at the time of the team's March visit, no one had been willing to clean the center to make it usable for meetings.²⁸ While the center appeared to be ready for use during a visit by the Columbia team in January, by the team's subsequent visit in March, the center was still locked and unused. Community meetings are held under nearby trees, according to the *chefe*, as they were previously. This case remains a rare exception to IOM's rehabilitation of essential infrastructure.

II. MANAGEMENT

The management of IOM East Timor could be strengthened in three key areas: greater clarification of program goals and project objectives by the central office to the sub-offices; increased internal capacity building; and enhanced evaluation and monitoring systems at the national level.

²⁶ Key informant interviews in Mau uluria (Aileu). March 17, 2002.

²⁷ Key informant interview with the *chefe* in Cunha (Oecussi). March 22, 2002.

²⁸ Key informant interviews in Dais (Cova Lima), March 20, 2002.

The management structure is comprised of a head office in Dili that serves as the centralized authority, and sub-offices in the field, staffed by international and national personnel. Most decision-making on procurement, budget, and project approvals takes place at the head office in Dili, although this centralized approval process has eased over the course of IOM's tenure in East Timor.²⁹

Poor telecommunications infrastructure in East Timor poses a challenge to operations. Sub-office heads do not have on-site email access, nor are they accessible by landline telephone. Daily IOM correspondence largely takes place over a two-way radio and on cellular phones, while email is used for more formal dialogues. The technical limitations on communication are in keeping with a post-conflict situation. To accommodate these obstacles, IOM has supplied its sub-office teams with the best available physical communication systems.

Clarification of Goals and Objectives

BELE program guidelines on objectives and program goals were distributed at a meeting in Dili with the Chief of Mission, the National BELE Program Coordinator and all the sub-office heads. Subsequent revisions to the guidelines were distributed via email. Nevertheless, different versions circulate as operating standards.³⁰ Regular meetings with the central office staff on particular projects could offer an opportunity for two-way feedback and clarifying updates. Building on field experience can help reinforce operating procedures to reach project objectives. Increased clarity of guideline documents could help sub-office staff members operationalize large goals that can seem ambiguous.

Internal Capacity Building

The headquarters team has confidence in the sub-office heads' professional experience, management styles, and individual approaches to rehabilitation. An increase the formal training and orientation process for new incoming sub-office heads, in conjunction with clear guidelines, could help to solidify management skills and ensure more even district-by-district projects results.

There is currently little formal opportunity for sub-office management staff to come together to discuss management, implementation, and budget issues with each other. Given the wide range of management skills and professional experience embodied in IOM staff, this might represent a lost opportunity within the organization for knowledge sharing and informal management training. Project outcomes in the field, in terms of process indicators, might be more consistent with increased attention to communication and capacity building. Although it is also important to note that each district in East Timor has a unique historical, geographical, and cultural context, which could explain some variation in project outcomes, institutional consistency on project objectives, guidelines, and procedures could minimize the range of outcomes.

²⁹ See Appendixes C and D for detailed organizational diagrams.

³⁰ Staff members provided different versions of the guidelines upon request from the Columbia assessment team.

Monitoring and Evaluation

The monitoring and evaluation of BELE projects were built into the proposal to ensure that these critical aspects of program implementation were ongoing and adaptable to developments in the field. The BELE program proposal established four components to its monitoring and evaluation plan: a) regular site visits by the National Project Supervisor with reporting to the Head of Sub-district Office (HSO) and the National Program Coordinator; b) site visits by the Technical Supervisor at the initial stages and subsequently on a near-monthly basis; c) final project reports completed by IOM staff comprising a set of objective-driven indicators; and d) financial reporting and mid-term and final evaluations for the donor, USAID/OTI. While this is a well conceived plan, improving existing feedback mechanisms and including accountability to participants may strengthen overall monitoring and evaluation.

National-level monitoring and evaluation mechanisms within IOM East Timor's community assistance programs may warrant increased institutional attention. Along with the addition of feedback mechanisms, basic indicators for evaluating and monitoring project outcomes could be enhanced. The original BELE proposal indicators, based on program objectives, are all input and output except for one process-type indicator. The process indicator was not sufficiently defined; it reads: "Participatory decision-making in project identification".³¹ As such, there has been a lack of an explicit working definition of participatory decision-making for staff implementation or evaluation. At the mid-term review, it was determined that the initial indicators were not revealing the appropriate information. Through collaborating with USAID/OTI, a new set of indicators was developed and used at the close of each project. While these new indicators are more applicable to evaluating whether IOM has achieved its goals, they could be further developed.³²



III. DECISION MAKING

A. Instituting standardized guidelines could improve the consistency of IOM attention to the project identification process in the field.

The BELE Program *Guidelines for Project Assessments* state that “*project identification mechanisms will place a great emphasis on community involvement by ensuring that communities select and prioritize activities that they will*

³¹ From the BELE proposal, section 8.0.

³² See Appendix J for a detailed breakdown of original and revised BELE program indicators.

carry out.” It also says, “this will be achieved through dialogue with community leaders, Church and NGOs and through community meetings, which will include both men and women.” Without specific procedures or tools, IOM sub-offices have interpreted these guidelines. As a result, there are discrepancies in policy on ensuring that the decision-making process is participatory.

Some policies were found to be thorough and effective. It was clear that IOM staff had visited communities on numerous occasions, holding community meetings to directly address the issue of project identification. Additionally, specific attention was paid to typically underrepresented groups to ascertain need and level of interest for a particular project before it received IOM approval. As one member of a sub-office voiced, “We only take projects that have the support of the community. The proposal has to show not just the needs of the leaders. We make sure the community is behind the project.”

“IOM is good because they ask what we need”

Project participant, Dais (Cova Lima)

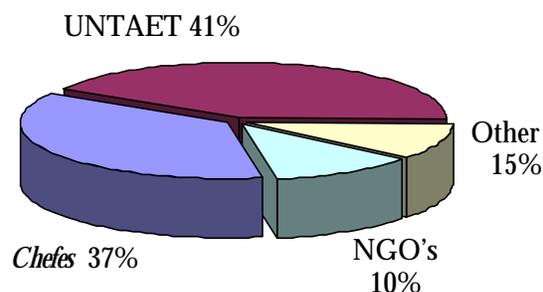
Figure 7: IOM Attendance at Community Meetings for Project Identification

	<i>District A</i>	<i>District B</i>	<i>District C</i>	<i>Total</i>
IOM Attended	4	15	34	53
Not Attended	4	1	14	19
Total	8	16	48	72

Source: Data collected from Sub-Office Heads in the three districts visited reflecting all community assistance (excluding UNICEF projects) as of the end of February 2002.

Other sub-office policies were not found to be quite as rigorous in this area. Follow-up on a new proposals had not been as frequent in some of the communities we visited; and in many cases, it seemed that proposals had been approved without the same assurance of community-wide consensus on the projects identified. In light of the strong, pre-existing *chefe* power structure, conducting follow-up allows staff to assess whether a project has been prioritized by the entire community, or by only the *aldeia* or *suco* leadership. One sub-office head echoed this concern: “Here the emphasis is to meet with the *Chefe* first, but you always have to work with the community there so that there is a transparent process, so that the *Chefe*’s interests do not become paramount.”

Figure 8: Origin of Project Proposals in Targeted Districts



Source: Data collected from Sub-Office Heads in Aileu, Cova Lima and Oecussi reflecting all community assistance (excluding UNICEF) as of the end of February 2002.

Given the importance of respecting and working through the *chefe* structure, specific directives on this issue can help offices more easily strike a balance that allows other community voices to also be heard. One project participant from Cova Lima stated: “*The Chefe decides for the community, he does not ask what others think about anything*”³³ Specific attention to underrepresented groups can help address issues that might not come out at community-wide meetings. Some interviewees said that they were “*unable*” to speak up at meetings due to their lack of education: “*The Chefe and his members are educated so they speak at meetings, we who have not gone to school cannot speak*.”³⁴

The BELE program strives to increase community unity. The non-paid labor policy became a simple approach to promoting this type of community participation in the implementation phase. The issue of decision-making proves to be more difficult. Simple operational directives might produce a more even and effective result in the field.

B. More coordinated outreach mechanisms can increase the coverage of information dissemination about community programs.

In accordance with BELE guidelines³⁵, the dissemination of information about IOM’s community programs was carried out primarily through UNTAET District Field Officers (DFO).

Working through the established DFO structure was positive in many respects. DFOs enjoy basic respect and trust from community members and leaders.³⁶ It was important for IOM to work through an administrative structure that the people in the communities trusted, especially considering the time constraints faced by the projects. Also, it is important to familiarize communities with the DFO structure, as future proposals and development projects will most probably be administered through DFOs as representatives of the Government.

The DFO outreach mechanism, however, cannot ensure that all communities know about IOM’s community stabilization programs. The possibility of an uneven spread of information can be attributed to human bias or concentrated attention in areas most frequented by DFOs, possibly excluding the most isolated and remote communities³⁷. The potential for this variance becomes more significant without a detailed, comprehensive IOM-coordinated strategy of dissemination, which could then be reflected in the final site selection for CAPS and BELE projects.³⁸ Some IOM sub-offices held coordination meetings with their district DFOs, though in most cases these were restricted to the initial informational meetings. Greater coordination could be pursued for IOM to

³³ Quote from participant who worked on the water project in Lepo (Cova Lima).

³⁴ Quote from an interview with a participant in the Maubessi water project (Cova Lima).

³⁵ From *Guidelines for Projects Assessments: BELE*

³⁶ In discussion about the use of DFOs in development programs and outreach, one DFO discussed the need for organizations to work closely with them because of the trust they have in the community, and the authority figure they are perceived to be. He gave an example of a program that failed “*miserably*” after having intentionally not consulted DFOs.

³⁷ There is a more general problem with the exclusion of isolated or difficult access communities. According to one IOM staff-member in the field, “*Those that didn’t get projects are overlooked because the road is broken or the way is blocked or because the suco is just too far off*”

³⁸ “*Because IOM used DFOs, there was a lot of leverage by the DFOs in IOM program proposals*”. Taken from interview with a DFO from Oecussi. Another DFO for two sub-districts in Oecussi, alluded to a “strategy” in the DFOs’ dissemination of information had been centered on communicating with communities that had the best chance at successfully writing proposals: “*This was part of the strategy where the information was given and the idea was that those communities that could get their act together would be able to get proposals written*”.

be confident that geographic equitability is reached in the dissemination of information about its programs. Greater equitability can also help minimize feelings of resentment and jealousy among *sucos* or villages that do not receive projects.³⁹

VI. GENDER FOCUS

Developing and distributing standardized and detailed guidelines on how to address the gender focus in the field could help sub-offices ensure that women's needs are addressed in the identification and implementation of projects.

In line with general IOM policy⁴⁰, both CAPS and BELE proposals include a gender focus. The CAPS program intends to ensure that women and men “*have equal input thereby promoting gender balance in the implementation and foreseen benefits of the program,*”⁴¹ and the BELE proposal says that “*special efforts will be made to cater to women's needs.*”⁴² Given that women have long been marginalized in decision-making and other processes in East Timor, the goal of the programs, as it is understood from the proposals, is to ensure that women's ideas are included and their specific needs addressed in a way that facilitates overall community stabilization and enhancement.

In the districts visited, the Columbia team found women's participation levels in the implementation of projects to be significant. Almost all villages had included women in this process, at the very least in cooking food or preparing coffee for workers. For two BELE projects visited, women had even contributed labor⁴³, and in one case had apparently benefited from the *de facto* training provided by the skilled carpenter.⁴⁴ Women's input in identification and design, however, left space for improvement. The Columbia team



rarely came across a community where women had actively participated in this phase, with low attendance and participation at community meetings held for project identification. However, women consistently voiced approval of projects. This approval was particularly strong with projects relating to water. Because women and children tend to be the ones to collect water, IOM tanks and pumps clearly made a significant difference in their daily lives, with one mother proclaiming that her

³⁹ All interviewees mentioned the issue of jealousy when asked specifically about the dissemination of information through the DFOs.

⁴⁰ IOM bylaw mandating the active inclusion of women in all IOM activities and programs.

⁴¹ From the *Gender Focus* section of the CAPS proposal.

⁴² From the *Gender Focus* section of the BELE proposal.

⁴³ For the Maubessi water tank and pump, all members of the community contributed labor for the project (including children, according to one participant).

⁴⁴ For the Maubessi water project.

children could now spend more time at school because the water tank was located so close to her home.⁴⁵

Because most CAPS and BELE projects addressed basic community and family needs, such as water tanks and irrigation canals, IOM could be confident that women's needs were being addressed. This said, however, the dissemination of standardized and detailed guidelines on how to operationalize the gender focus in the field could help sub-offices *ensure* that women's priorities are consistently reflected in project identification. This process would be particularly relevant for project proposals for community centers and markets, though these too, given certain contexts, could be addressing specific women's needs and desires.

V. IMPLEMENTATION

Community participation in the implementation of projects was generally high, due to both IOM efforts and local leadership, and could have benefited from increased training.

Community participation is sought in both the decision-making and implementation of BELE projects. In general, wide-scale participation in construction signifies that a project accurately reflected the needs and priorities of the community. It also relays, albeit less overtly, the successful reintegration of communities that have been torn apart by violence and displacement. The BELE objectives of community engagement and restoring the social and productive asset base⁴⁶ display a conscious design process targeting the reconstruction of a post-conflict society.

For the BELE program, the extent of volunteer labor became the signal of community participation. The BELE program was designed to not pay unskilled labor, as a way to ensure the projects' relevance to the community. In East Timor, programs contingent on volunteer labor faced some challenges because they followed temporary employment programs (like CAPS) that paid laborers and whose purpose was to jumpstart economic activity in a post-conflict economy. While CAPS is a humanitarian program designed to provide employment and repair infrastructure, BELE focuses equally on community empowerment and engagement. Yet many implementers identified the non-payment of labor as the only real difference between the programs. Concern about this transition was manifest in the headquarters as well as the sub-districts, but in fact presented minimal challenges in the field.⁴⁷

Volunteer participation

Constructing irrigation dams, water systems and even building community centers requires arduous manual labor. Yet with only two notable exceptions in the evaluated project sites, the transition from paid labor to volunteer labor was made relatively smooth by IOM's collaborative process. In almost all cases, respondents expressed similar sentiments about accepting voluntary labor because the project outcome was for the benefit of the community. As one participant from Cova Lima

⁴⁵ From interview with a woman in Maucatur, Cova Lima

⁴⁶ See objectives and list of indicators, page 22-23.

⁴⁷ Christopher Gascon, IOM Chief of Mission, East Timor, stated in an interview on March 17, 2002 in Dili, "Initially, I was a little concerned because with BELE, everything was switching from paid to unpaid labor."

articulated, “*We work without pay, but who pays us is the water*”.⁴⁸ The recognition of common ownership of public infrastructure was frequently reiterated; one participant in a community center project stated “*We had an incentive because we recognized that the center was for us, for all of the community. So, we were happy to work on this project.*”⁴⁹ Several added that such cooperation was customary because it lightened the workload, explaining that they worked together on repairing their houses in the same way.⁵⁰

In only two sites, community participation in project implementation proved notably challenging. In these cases, the community questioned the local leadership that the work was to be unpaid. Both areas had worked with other international NGOs under various arrangements. Both had held community meetings after the IOM projects were approved in order to garner support and recruit volunteers. Yet, in both cases questions of payment were outstanding and remained unclear.⁵¹ The purpose and requirements of the BELE program may have been insufficiently conveyed to the entire community, and only fully explained to the local leadership. IOM staff sought to mitigate the problem in the site closer to the office. The remoteness of the some sites may present an additional hurdle in sufficiently conveying the BELE process.

In addition to numerous accounts of clearly defined divisions of labor, examples of rotating labor among households took place for CAPS projects in Hatulay (Aileu) and Cunha (Oecussi).⁵² This may be attributable to the desire to equitably share this employment opportunity among all members of the community. Although the BELE incentive structure was also able to achieve high levels of participation without pay, this particular result is worth noting for future program design.

In investigating participation in implementation as a larger question than that of volunteer labor, we also considered the selection mechanism. In the majority of cases, participants were called upon by the local leadership, either in community meetings after discussing the approved proposal or individually.⁵³ Most interviewed participants did not know by what criteria they had been selected to work. Projects that took place at the *suco* level often obtained labor through allotting responsibility for a certain number of workers to each *chefe de aldeia*.⁵⁴ This experience raises a question about achieving both of BELE’s objectives: to strengthen local governing structures through community engagement; and to restore and enhance the social and productive asset based of rural men, women and youth. While this particular process may have strengthened the local governing structures, in accordance with one of the primary program objectives, it did not necessarily ensure ownership through participation.

⁴⁸ Response of the *Chefe* of Maucatur (Cova Lima) to the question, “Did they (the participants) mind working without getting paid?” during an interview on March 20, 2002 outside his home.

⁴⁹ Response of a participant in Maquelab (Oecussi) to the question, “Why did you decide to work on the community center?” during a focus group held on March 22, 2002.

⁵⁰ This was the case in Maubessi and Salele Bo’ot (Cova Lima), as reported by the *chefes*.

⁵¹ In the case of Dais, Cova Lima, the problem was described by the vice-chefe during an interview on March 20, 2002.

⁵² Cassamou water project.

⁵³ This appeared to be the case for Hoholau (Aileu); Dais, Lepo, Maubisse, and Salele (Cova Lima); and Maquelab and Palaban (Oecussi). Cassamou (Aileu) presented differing responses on the selection process.

⁵⁴ This was the case in Dais, Maubisse, and Salele (Cova Lima); and Cunha and Maquelab (Cova Lima).

Training

The BELE program design recognizes the need for skilled labor to train community members in more skill-intensive techniques of construction. Some of these projects, like irrigation canals and water pipelines, require specific expertise. In such cases, the skilled labor can be remunerated and serve as trainers. The National Coordinator at the district level and Technical Supervisor at the national level coordinate on these matters. Several IOM staff expressed that they would have liked to provide even more training than was possible.⁵⁵

Where training occurred, participants spoke of their ability to look after the project in the future. For the irrigation canal in Salele Bo'ot (Cova Lima) an expert from the district was hired to work (and live) in the *aldeia* for three weeks and train the participants. The *chefe* explained, “*Before I only would see canals and say, ‘Oh, this is a canal’. But now I know how to make one.*”⁵⁶ When asked if he would be able to fix the canal in case of a problem, he answered sincerely, “*Bele*”, meaning ‘I can’. Sufficient training of the participants ensures functioning projects, increases the likelihood of long-term sustainability and provides capacity building.

When asked if he would be able to fix the canal in case of a problem, he answered sincerely, “***Bele***”, meaning ‘I can’.

Maintenance

The emphasis on achieving participant ownership is to foster long-term sustainability. The onus of maintenance for these small-scale, post-conflict assistance projects lies with the community. To this end, the BELE proposal includes the establishment and training of Community Maintenance Committees by field officers and, when necessary, the technical supervisor. It additionally suggests coordination with local NGOs for specialized services like water distribution. During program design, the creation of such councils became an indicator of program success. However, the Phase 1 Review found low results.⁵⁷

In all districts visited, the communities articulated their responsibility for ongoing maintenance of the project. If a problem were to arise, the respondents conveyed that they would fix it themselves or find a way to do so, including writing another proposal to an NGO for that purpose.⁵⁸ The mechanisms for sustainability varied from the use of committees to the use of the local carpenter. Although the consistency of responses expressing community responsibility implies that ongoing maintenance has been considered, some appear more sustainable than others. Water projects are excellent candidates for requiring ongoing oversight. In some areas, the families surrounding the tap stand were responsible for its care and informing a formal committee headed by the *chefe* in the event

⁵⁵ Only two sites revealed external training and five revealed internal resources (carpenters or masons living in the *aldeia*). Interviews with staff in the districts and capital showed that they wished they could provide more training and capacity building than was feasible.

⁵⁶ Interview with the *chefe de aldeia* on March 21, 2002.

⁵⁷ BELE Phase I Review, December 20, 2001.

⁵⁸ During an interview on March 20, 2002 in Oecussi, the *Chefe* of Kabu Ana stated, “We understand that we have to take care of broken things ourselves. We understand this from the memorandum of understanding.” However, he added, “If something is broken in the project, I’ll find out about it and inform the *chefes de suco* and *aldeia*, and try to fix it. If we cannot, we’ll apply with another proposal to an NGO or an irrigation specialist with the government.”

of a problem.⁵⁹ In another *aldeia*, a reliable mechanism appeared to have been established; the *chefe* whose vocation was masonry headed a repair committee. Yet, a visit to a second tank in the same *aldeia* revealed that its maintenance was the responsibility of only one person, a mason. In his absence of one day the tank was in danger of overflowing because no one else knew how to control the water flow.⁶⁰

It appears that IOM staff succeeded in conveying the message that maintenance would be the responsibility of their partnering communities, as indicated in the MOUs. We cannot conclude, at this early date, how functional are the different maintenance mechanisms or how sustainable the projects.

Monitoring and Evaluation

As discussed in the Management section, the BELE monitoring and evaluation plan includes: a) regular site visits by the National Project Coordinator with reporting to the Head of Sub-district Office (HSO) and the National Program Coordinator; b) site visits by the Technical Supervisor at the initial stages and subsequently on a near-monthly basis; c) final project reports completed by IOM staff comprising a set of objective-driven indicators; and d) financial reporting and mid-term and final reports for the donor, OTI. This well-conceived plan suffers only from the weakness of community self-held accountability.

Regular reports from the sub-district offices were sent to the head office for trouble-shooting and progress monitoring. Overall, field monitoring by the National Project Coordinator appeared to occur regularly, if not frequently, in the districts covered by this assessment. Unfortunately, those few sites that lacked appropriate monitoring also demonstrated serious problems.⁶¹

VI. REINTEGRATION

In light of IOM's global mandate, increased monitoring of returnee reintegration in post-conflict assistance projects should be considered.

IOM holds an internationally recognized expertise in migration matters and has assisted the international community in the voluntary return of refugees and migrants around the world. In East Timor, IOM has managed the return of over 150,000 people and they are still counting. In response to such post-conflict settings, IOM has developed demobilization and reintegration programs to assist community stabilization. In the case of East Timor, approximately 350 soldiers have been demobilized and have benefited from the CAPS projects, which targeted affected districts. In addition, the BELE program is designed to address this period after the provision of humanitarian relief and specifically pursues the reintegration of displaced persons and former combatants.

⁵⁹ This was the case for a CAPS project in Hoholau, Aileu.

⁶⁰ Interviews with the *chefe* and the wife of the 2nd mason in Maucatur (Cova Lima) on March 20, 2002.

⁶¹ Although an exceptional case, it should be noted that Maubessi in Cova Lima presented lapses in the monitoring protocol that warrant further consideration.

The head office in Dili has developed an extensive database of assisted returns across East Timor. The HSOs oversee both the return and BELE programs in their districts. Yet, the implementers of the BELE projects do not monitor the reintegration of displaced persons in the communities where they work. That being the case, it is important to recognize that both IOM staff and the team found that there have been relatively few reported conflicts due to returns.

Respondents in all three districts visited by the team reported no tensions arising from the return of displaced members of the community. Only in Cunha did the *Chefe* mention problems caused by returns, “*One problem is that they’re not really part of East Timor. Many think of themselves as West Timor, not East. Now that some people are returning from West Timor, this is becoming a problem.*”⁶² Yet, he went on to say that there were not problems because reconciliation is taking place at the *aldeia* level. Indeed, conflict resolution is ongoing through internal and external mechanisms in East Timor. The returning refugees play a role in this process and in ushering in a new democracy.

It appears that refugee reintegration is an untraceable by-product of community participation. This is supported by the absence of indicators regarding refugees in the BELE monitoring and evaluation design. Although this is not immediately apparent as a concern in the East Timor post-conflict setting, the reintegration of displaced persons remains a stated purpose of the BELE program and calls for monitoring attention in future post-conflict stabilization projects.

part six

RECOMMENDATIONS

As indicated thus far, IOM’s community assistance activities as a whole have demonstrated multiple strengths and successes. Nevertheless, the implementation of the BELE program challenged IOM’s capacity through the introduction of the wider program goal of strengthening democratic decision-making. Successes realized in a number of IOM’s projects illustrate that these goals are realizable on a program-wide level. The following recommendations have been provided in support of that end.

- I. Increase clarity of program objectives and strengthen internal organizational capacity, through staff orientation/training programs.**
 - Clearly convey to staff the program guidelines, priority objectives, and recommended operating procedures to meet designated program objectives.
 - Orient new hires at every level to IOM’s post-conflict assistance mandate and standard procedures. Allow these standardized procedures to be flexible enough to adapt to various environments and management styles, offer defined ideas of how IOM envisions meeting certain objectives. Provide guidance, training, and sharing of information to help staff adjust to activities with new goals.

⁶² Interview in Cunha, Oecussi with the *Chefe* on March 22, 2002.

- Hold more regular program-specific staff meetings in order to coordinate and share successes, challenges, and lessons learned among sub-office heads.

II. Improve the existing monitoring and evaluation plan by developing flexible, ongoing monitoring mechanisms and performance indicators that are meaningful for staff, beneficiaries and donors.

- Regularize monitoring by head office staff of sub-district offices and programs. Engage in a two-way monitoring technique to enable both requests for increased staff support and changes in implementation and management.
- Integrate a wider set of objectives for monitoring individual projects by the National Program Coordinator to include each step of the process, verifying and promoting community-wide participation in decision-making, implementation, maintenance and post-completion usage.
- Develop performance indicators as a collaborative process, ideally bringing together the skills of the Geneva Headquarters, program designers and project managers. Input, output, process, outcome and impact indicators should be considered in order to address the two components of community-based programs: process and outcome.
- Develop mechanisms that encourage feedback from all actors, recognizing the many directions of accountability to the organization, donors and participants. Use the BELE Final Report mechanism as a foundation for further community participation in evaluating programs.

III. Make the decision-making process for project identification more participatory through specific guidelines, and the site selection process more equitable through improved coordination.

- A. Create specific guidelines to help IOM staff ensure wider village participation in project identification.
 - Mandate IOM representation at community meetings held *prior* to the approval of individual project proposals.
 - Promote the attendance of as many groups as possible to community meetings, i.e. women's groups, returnees, community associations of any kind.
 - Communicate as much as possible with underrepresented and/or socially excluded groups to ascertain priorities and special needs that might not be reflected in communication with the village leadership.
- B. Design and implement a uniform outreach plan to inform all communities in participating districts of IOM's requests for proposals.
 - Hold frequent coordination meetings with implementing agencies in the field and create specific dissemination plans to ensure greater geographic representation.

- To the extent possible, visit communities directly to introduce IOM programs and explain opportunities for community involvement.

IV. Ensure the maintenance and sustainability of projects through site-specific training for designated community members, assistance in the design of maintenance schedules and an extension of the monitoring and evaluation period beyond the completion of projects.

- Make community maintenance obligations explicit prior to the start, or approval, of projects by requiring all proposals to include a basic maintenance plan which details the community role in ensuring project upkeep upon completion.
- Promote community action plans centered on project upkeep, or preventive maintenance. Provide training to communities on strategies for soliciting funds and resources, using maintenance schedules, and project-specific record keeping.
- Link project maintenance activities to local government structures if appropriate and applicable, encouraging cooperation and joint contributions when possible.
- Establish a formalized period of community-driven monitoring and evaluation that extends beyond project completion (one year if possible) to ensure adequate attention to project upkeep.

V. Ensure that IOM projects more closely reflect the interests of all members of the community and specifically promote the inclusion of women and displaced persons.

- Promote the attendance of women and displaced persons at community meetings held to discuss project identification and implementation.
- Consult community groups or local NGOs that represent women or displaced persons regarding project proposal and implementation.
- Develop indicators to measure the participation of women and displaced persons to better ascertain reintegration and maintain an institutional gender focus.

CONCLUDING REMARKS

In conducting this assessment, it was our goal to provide a tool that may be of use to IOM in its future endeavors around the world. While many of the conclusions here are specific to East Timor, and indeed to the three districts within East Timor that were targeted by this assessment, others may more broadly apply across space and time to other post-conflict situations. As IOM nears the end of its work in East Timor, it will be ultimately the readers of this report who will decide what to take from this assessment and how it may be best utilized.

It is the difficult burden of an independent assessment to balance constructive criticism with praise. Oftentimes, the natural tendency is to take the positive aspects for granted and to focus on the areas that need improvement. Yet, in reality, it is equally important to give praise where it is due, as this is just as crucial for informing the future activities of an organization. We hope that we have achieved this balance in this report, highlighting the excellence that we were able to witness firsthand while coupling this with constructive input which was provided to us in the over 100 interviews we conducted.

While this report has focused on IOM, it is also about East Timor. All of the Columbia team had the unique opportunity of traveling there and meeting not only the IOM staff, but the East Timorese people. We are grateful to all those East Timorese families who allowed us to interview them for this report. We were strangers to them and yet they frequently invited us inside their homes for the interviews. The warmth of these people testifies to their strength and their resilience in the face of the enormous hardships they have endured. Less than three years ago East Timor was virtually in ruins as a result of the violence following the 1999 popular consultation on independence. It is our firm conviction that IOM has contributed to the sense of hope that the East Timorese now feel towards their future. No report or tables of data can fully capture this change, rather it is found in the smiles of a grateful people.

list of **APPENDIXES**

- Appendix A: Map of East Timor with Targeted Districts Indicated
- Appendix B: Overview of Fieldwork and Research Activities
- Appendix C: IOM Organizational Structure in East Timor
- Appendix D: IOM Supervision Structure in East Timor
- Appendix E: IOM's Expanding Mandate in Post-Conflict Assistance
- Appendix F: Community Assistance Process
- Appendix G: Fieldwork and Research Conducted by Date, Location and Methodological Tool
- Appendix H: BELE Projects by Current Status in All Districts
- Appendix I: Community Assistance Projects By Sector/Type in Targeted Districts
- Appendix J: BELE Program Indicators: Original and Revised
- Appendix K: Origin of Project Proposals in Targeted Districts
- Appendix L: Framework for Structured Interviews Conducted in January Fieldwork
- Appendix M: Framework for Key Informant Interviews Conducted in March Fieldwork
- Appendix N: Overview of Community Mapping Tool Utilized in March Fieldwork
- Appendix O: Questionnaires provided to IOM Sub-Office Heads
- Appendix P: Community Assistance Project Data for Targeted Districts

appendix a

MAP OF EAST TIMOR WITH TARGETED DISTRICTS INDICATED



Map No. 1111 Rev.2 INDONESIA
January 2001

Department of Public Information
Geographic Section

appendix b

OVERVIEW OF FIELDWORK AND RESEARCH ACTIVITIES

SUMMARY OF RESEARCH ACTIVITIES

18 different *aldeias*

93 Total Interviews

33 Structured Community Interviews

35 Key Informant Interviews

25 In-Depth Interviews

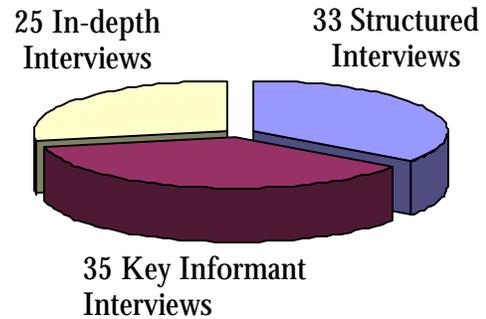
PRA Exercises

8 Community Focus Groups

2 Community Mapping Exercises

Over 150 Individuals Reached Through All Research Activities

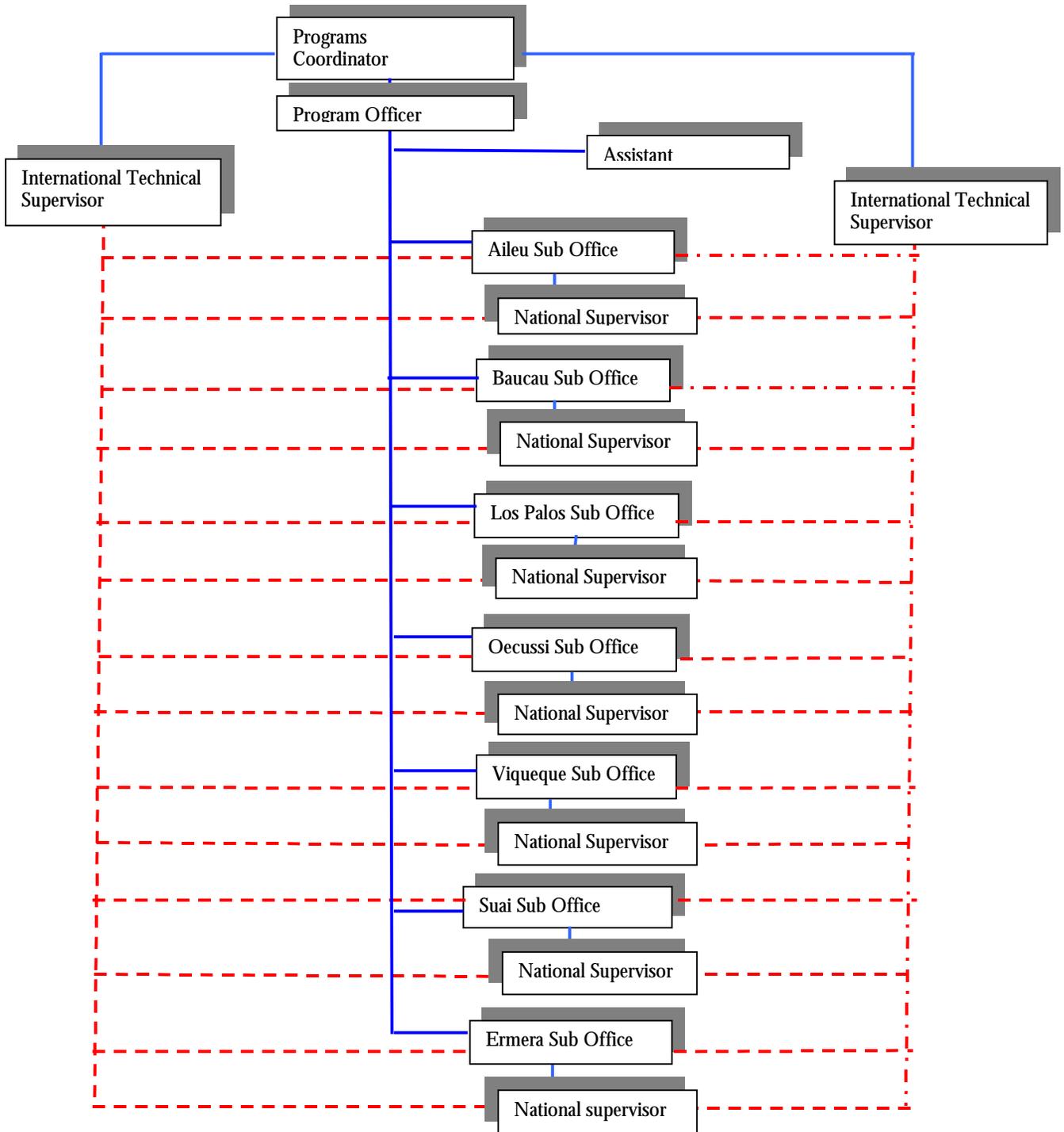
Breakdown of Interviews Conducted



Tool Utilized	January Fieldwork in East Timor	March Fieldwork in East Timor	Activities conducted from U.S.	Totals
Structured Interviews	11 Communities in 3 Districts > 33 Interviews	--	--	11 Communities in 3 Districts > 33 Interviews
Key Informant Interviews	--	13 Communities in 3 Districts > 35 Interviews	--	13 Communities in 3 Districts > 35 Interviews
In-Depth Interviews	2 Organizations > 4 Interviews	4 Organizations > 16 Interviews	--	8 Organizations > 26 Interviews
Participatory Rural Appraisal	4 Communities in 3 Districts > 4 Focus Groups	4 Communities in 3 Districts > 4 Focus Groups > 2 Mapping Exercises	--	8 Communities in 3 Districts > 8 Focus Groups > 2 Mapping Exercises

appendix c

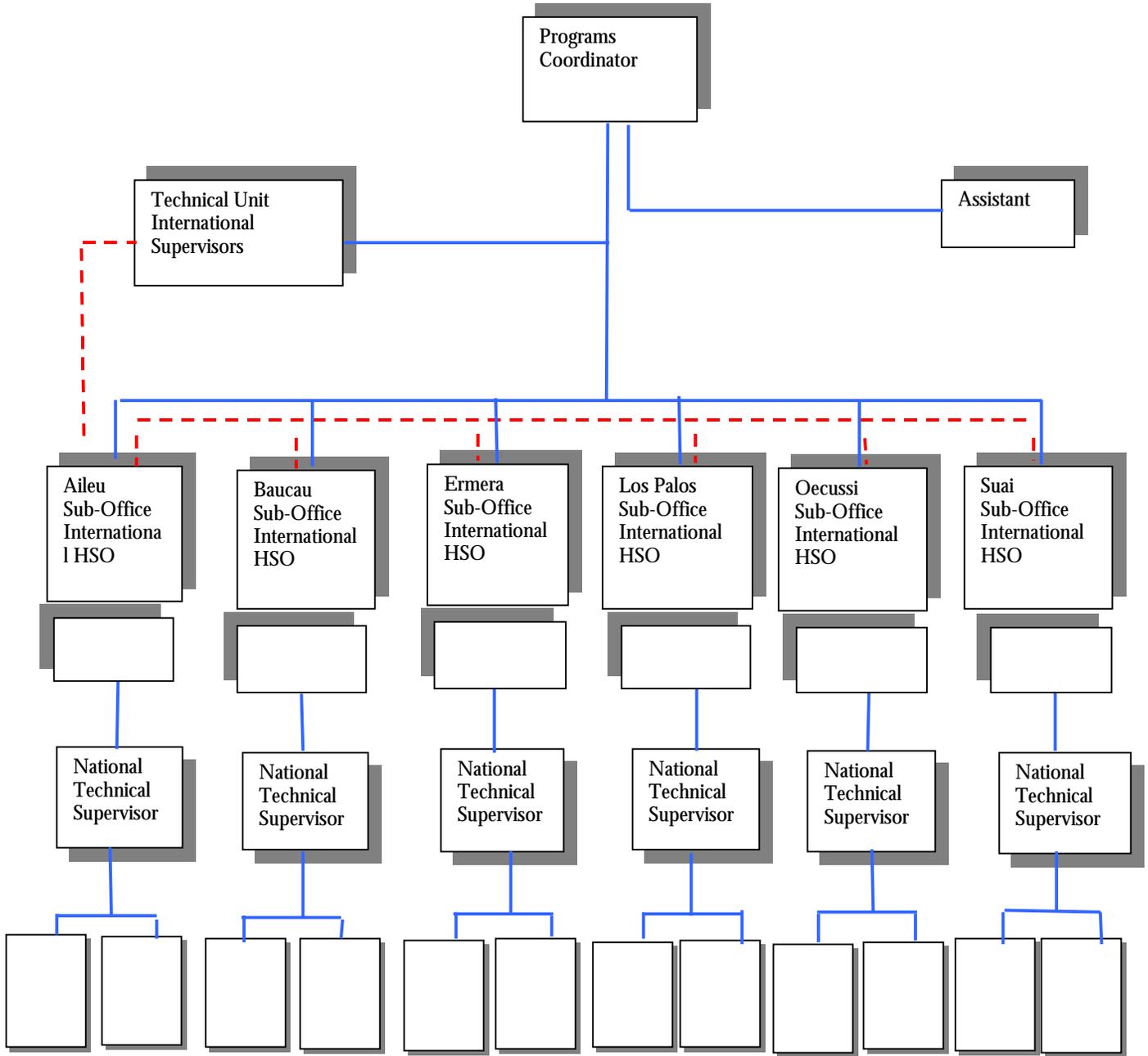
IOM ORGANIZATIONAL STRUCTURE IN EAST TIMOR



Source: IOM Dili

appendix d

IOM SUPERVISION STRUCTURE IN EAST TIMOR



Source: IOM Dili

Post-conflict and emergency assistance has been a major area of expansion for IOM since the end of the Cold War. Drawn to the issue originally through its traditional mandate of helping refugees, IOM has since become involved in nearly every sort of post-conflict assistance activity, emerging as an implementing partner of great breadth.

IOM's entry into the wider area of post-conflict management began in Mozambique in 1992. In Mozambique, IOM assisted in the return of nearly 500,000 displaced persons, and also became involved in assisting a very special kind of IDP: demobilized soldiers. Due to their ability to destabilize the country, IOM and other donors decided against dropping former soldiers off in their former villages without providing any additional support. Thus, at the request of the United Nations Authority in Mozambique, IOM began to develop demobilization, training, and income-generation programs for the thousands of soldiers. This marked IOM's entry into DDR (Disarmament, Demobilization, and Reintegration) activities.

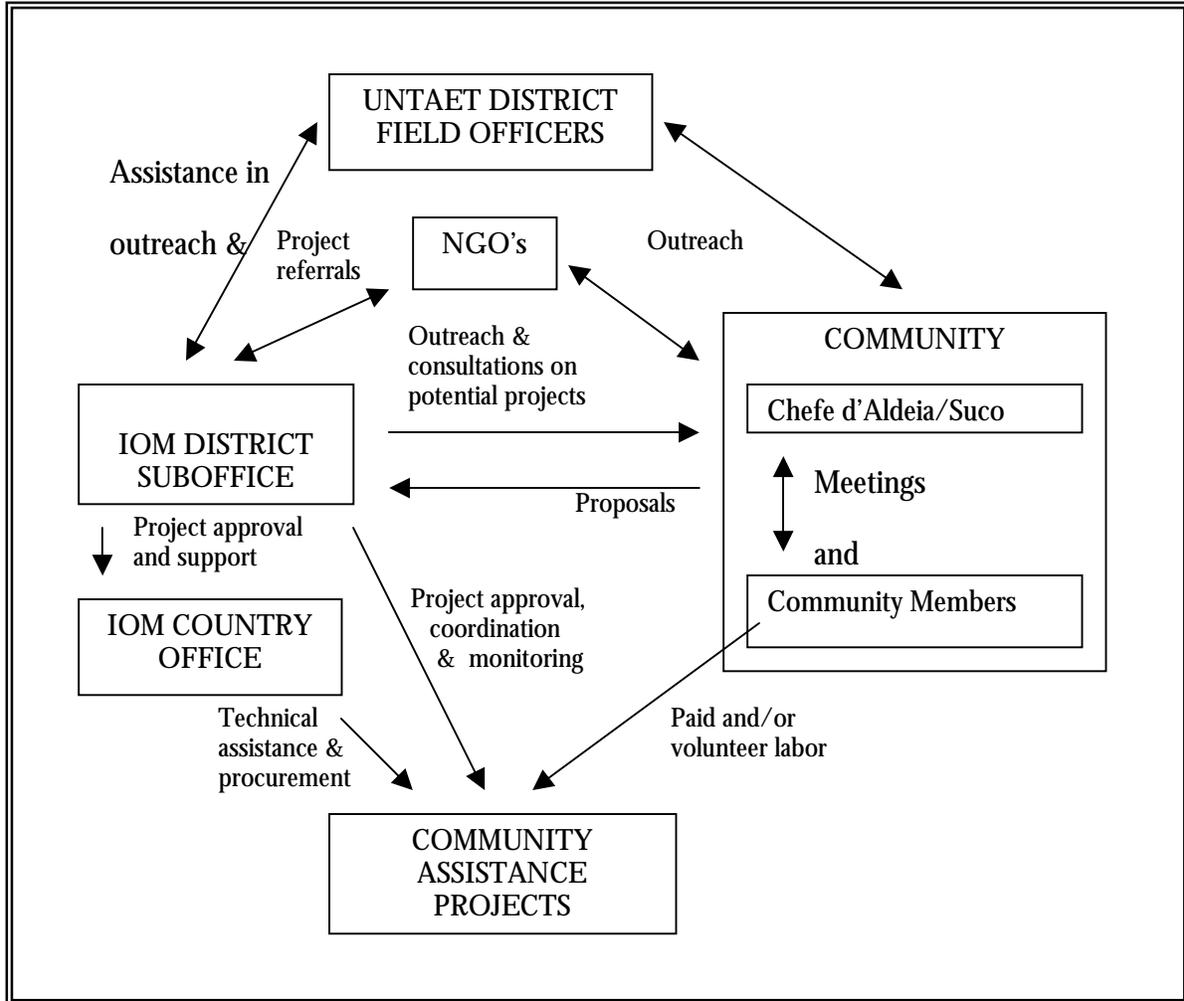
Member governments and international organizations were attracted to IOM's wide field presence on the ground to support demobilization activities and returns. Increasingly, some began to look to IOM for help in implementing their own field programs. This trend escalated in IOM's next major conflict intervention in Haiti. In Haiti, IOM helped USAID/OTI implement a series of community improvement grants designed to rebuild infrastructure and support post-conflict assistance programs.

IOM implemented demobilization programs in Guatemala, Mali, the Philippines, and Angola. In Kosovo, IOM's portfolio expanded even wider. IOM set up Internet Centers and led community improvement initiatives on behalf of the United States, and registered voters outside Kosovo for elections. While not all of the beneficiaries of these programs were migrants, the massive amount of displacement that had occurred in Kosovo meant that for the most part, all programs helped migrants to some extent. In addition, improving conditions on the ground in Kosovo further reduced the incentive to migrate.

A glance at the IOM website indicates how diverse IOM's post-conflict activities can be. In Colombia, IOM's Program for Strengthening Peace in Colombia gives grants to governmental and non-government organizations that address and facilitate the peace process. In Macedonia, IOM implements conflict mitigation grants in communities to attempt to bring local Macedonians and Albanians together. In Afghanistan, IOM is embarking upon a massive Community Improvement and Governance initiative that attempts to train government officials to be more responsive to community needs, supports civil society groups, and fosters community development on the local level.

IOM does not see itself as an organization with a narrow mandate. Instead, its managers describe it as a "service organization" which can serve the interests of its member organizations in a variety of ways, or as an organization uniquely placed to do post-conflict activity. "*We'll go places other organizations won't. We are a dynamic organization,*" said Mike Pillinger, DDR Specialist in IOM Geneva.

appendix f
COMMUNITY ASSISTANCE PROCESS



The complexity of the IOM Community Assistance Process, while demonstrative of a strong network of field offices and cooperation with key local actors, may lead to confusion over starting points in the process, primary points of contacts at all stages and weak accountability.

Source: Based on information in IOM program descriptions for CAPS and BELE (Appendix I and J) and interviews with IOM staff conducted during January and March fieldwork in East Timor.

appendix g

FIELDWORK AND RESEARCH CONDUCTED BY DATE, LOCATION AND METHODOLOGICAL TOOL

January Fieldwork

I. Aileu District

1. Aldeia: Hatulai
Structured Interviews: 4
2. Aldeia: Casamou
Structured Interviews: 6
3. Aldeia: SukuLiurai
(Comparison Group: No IOM Presence)
Structured Interviews: 2

II. Ambeno District (Oecussi Enclave)

1. Aldeia: Lamase
Structured Interviews: 3
PRA: 1 Focus group
(Chefe and other community members)
 2. Aldeia: Cunha
Structured Interviews: 2
 3. Aldeia: Bona
(Comparison Group: No IOM Presence)
PRA: 1 Focus group
(Diverse group of about 25 community members)
 4. Passabe Border Crossing
Structured Interviews: 2
 5. Aldeia: Passabe
Structured Interviews: 1
- In-depth Interviews: 1
Ranmal Samarawich, UNTAET DFO in Ambeno District

II. Cova Lima District

1. Aldeia: Maubisse

Structured Interviews: 4
PRA: 1 Focus Group
(Chefe and other community members)

2. Aldeia: Salele Trans
Structured Interviews: 4
PRA: 1 Focus Group (Group of community members including FALINTIL ex-combatant)
3. Aldeia: Dais Reketan
Structured Interviews: 6

IV. Dili

In-Depth Interviews: 2
Christopher Gascon, Chief of Mission
Mona Pistrui, BELE Project Manager

March Fieldwork

I. Aileu District

1. Aldeia: Mau uluria
PRA: Mapping
Key Informant Interviews: 4
(Chefe, female leader, female returnee, male returnee)
2. Aldeia: Aimerhun
Key Informant Interviews: 4
(Female leader, male economically excluded, male teacher, woman participant)
3. Aldeia: Cassamou
Key Informant Interviews: 6
(Chefe, informed non-participant, male participant, male economically excluded, widow, female non-participant)

II. Cova Lima

1. Aldeia: Dais
Key Informant Interviews: 3
(Chefe, male participant, group of women)
2. Aldeia: Salele Bo'ot
Key Informant Interviews: 4
(Chefe, Female leader, male participant, female non-participant)
3. Aldeia: Maucatur
Key Informant Interviews: 3

(Chefe, female non-participant, male participant)

4. Aldeia: Lepo
Key Informant Interviews: 2
(Chefe, participant)
PRA: 2 Focus Groups
(Teacher, vice-chefe and farmer; Group of female non-participants)
5. Aldeia: Maubisse
PRA: Mapping Exercise
Key Informant Interviews: 4
(Chefe, male participant, female non-participant, male participant)

III. Ambeno (Oecussi Enclave)

1. Aldeia: Maquelab
PRA: 1 Focus Group
(Diverse group of about 20 community members)
2. Aldeia: Kabu Ana
PRA: 1 Mapping Exercise
Key Informant Interviews: 1
(Chefe)
3. Aldeia: Passabe
Key Informant Interviews: 1
(Male participant)
4. Aldeia: Cunha
Key Informant Interviews: 2
(Chefe, female non-participant)

In-depth Interviews

Annika Timonoen, IOM Oecussi Sub-Office Head
Simon _____, National BELE Coordinator for Ambeno District
Ranmal Samarawich, UNTAET DFO in Ambeno District
Jordan Hoffman, UNTAET DFO in Ambeno District
Maria _____, UNHCR

IV: Dili

In-depth Interviews: 11

Mona Pistrui, BELE Project Manager
Rui Oliveria Reis, BELE Technical Supervisor
Christopher Gascon, Chief of Mission
Oscar Sandoval, Chief of Operations
Monique van Hoof, Head of Alieu Sub-Office
Mike Pillinger, IOM Geneva, DDR Specialist
Sertorio _____, National BELE Coordinator for Cova Lima District

Jim Coy, Legal Advisor on Human Rights, UNTAET
Irene Camarine, UNTAET Development Officer in Dili District
Nina Bowen, USAID/OTI Country Representative
Adelmo Risi Valdettaro, UNHCR Repatriation Coordinator

Research Activities Conducted in the U.S.

Literature Review: 46 pages in length (Available upon Request)

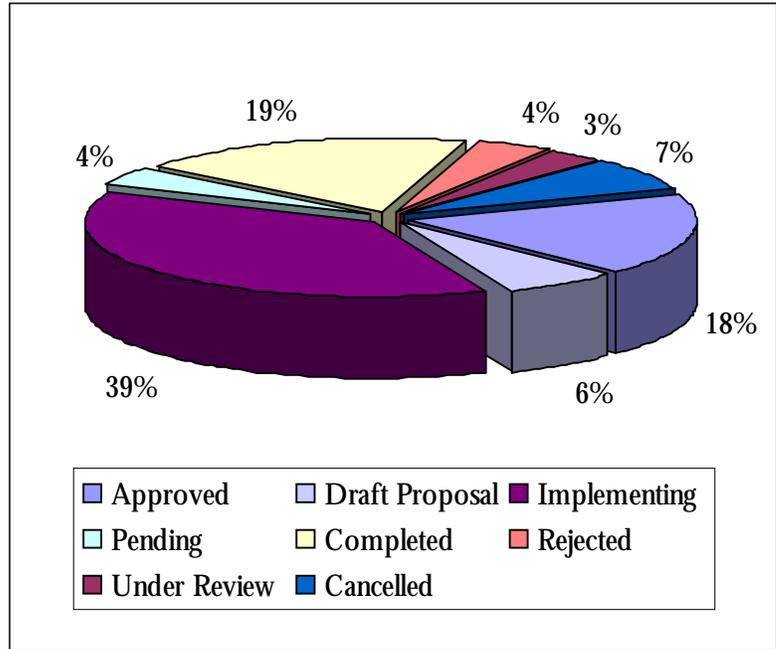
In-depth Interviews

Barbara Smith, District Dili Administration, Political and Civil Affairs Officer
Donald Krumm, OTI, Washington, D.C.
Rebecca Engel, ICRP, Columbia University
John Miller, East Timor Action Network (ETAN)
Brian Grogan, OCHA and former UNTAET human rights monitor
Filamena Del Barro, Fokupers (East Timore)

appendix h

**BELE PROJECTS BY CURRENT STATUS
FOR ALL DISTRICTS AS OF MARCH 13, 2001**

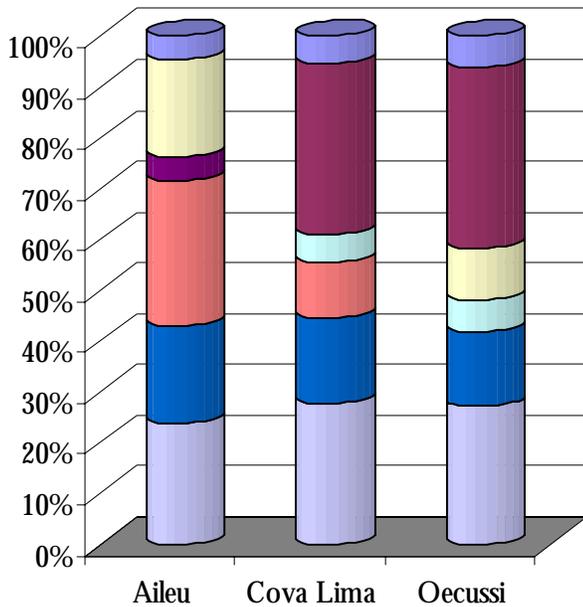
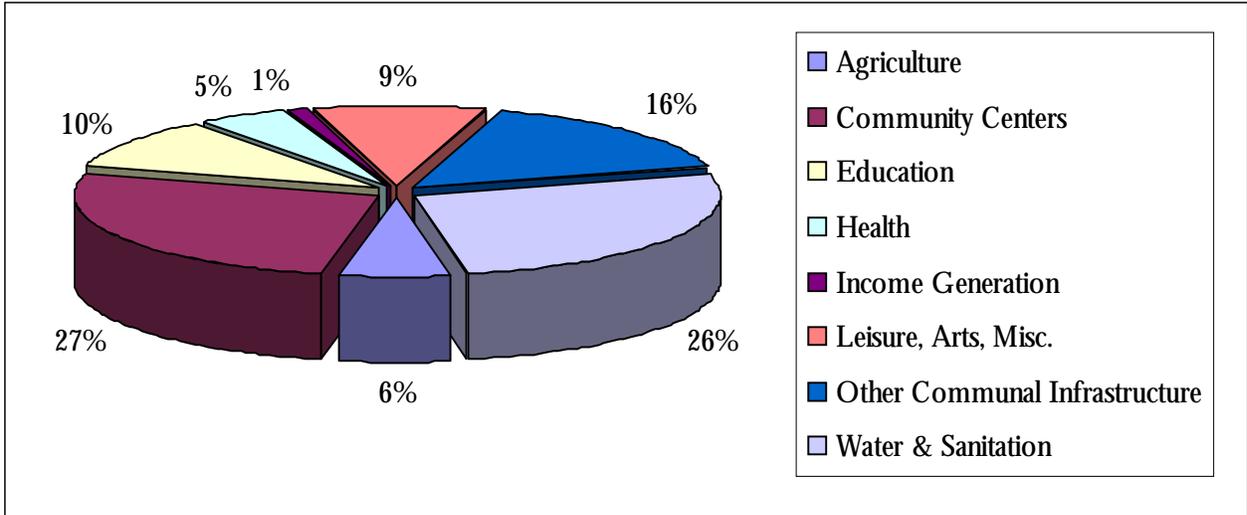
Project Status	Number of Projects
Approved	17
Draft Proposal	6
Implementing	36
Pending	4
Completed	18
Rejected	4
Under Review	3
Cancelled	7
Total	95



Source: IOM Project Database

appendix i

**COMMUNITY ASSISTANCE PROJECTS BY SECTOR/TYPE
IN TARGETED DISTRICTS**



Sector/Type of Project	Aileu	Cova Lima	Oecussi	Total
Agriculture	1	1	3	5
Community Centers	0	6	17	23
Education	4	0	5	9
Health	0	1	3	4
Income Generation	1	0	0	1
Leisure, Arts, Misc.	6	2	0	8
Other Communal Infrastructure	4	3	7	14
Water & Sanitation	5	5	13	23
Total	21	18	48	87

Source: Data collected from Sub-Office Heads in Aileu, Cova Lima and Oecussi reflecting all community assistance (excluding UNICEF projects) as of the end of February 2002.

appendix j

BELE PROGRAM INDICATORS: ORIGINAL AND REVISED

Original BELE Proposal Indicators⁶³	OTI Revised Indicators⁶⁴
Objective A: To strengthen local governing structures through community engagement.	Local governance structures strengthened through community engagement.
Participatory decision-making in project identification.	# and type of local implementing partners (farmers groups, cooperatives, village through village leaders, youth groups, etc.)
Community Management Committees functional.	# of new groups established for project implementation and management.
Number of trainings and people trained.	Diversity of actors involved in decision-making and participation (to be refined).
Number of Community Management Committees established.	# of other funding sources (member contributions, fees charged, donors/NGOs/government).
Number and types of local implementing partners involved in immediate and potentially longer term development activities in the communities.	
Number of direct beneficiaries and project implementers disaggregated by gender and groups of age.	
Objective B: To restore and enhance the social and productive asset based of rural men, women and youth.	Social and Productive Asset Base of rural men, women and youth restored and enhanced.
Community Management Committees functional.	# men and women and beneficiaries (direct/indirect)
Amount of material resources given and used by local NGOs and number of NGOs implementing BELE projects.	# men and women project implementers (direct)
Number of infrastructures rehabilitated.	# and type of infrastructure improvements
Number of income generating groups supported/trained.	# and type of income generating groups supported.
	# group members trained in management skills for infrastructure maintenance (e.g. water management committees).

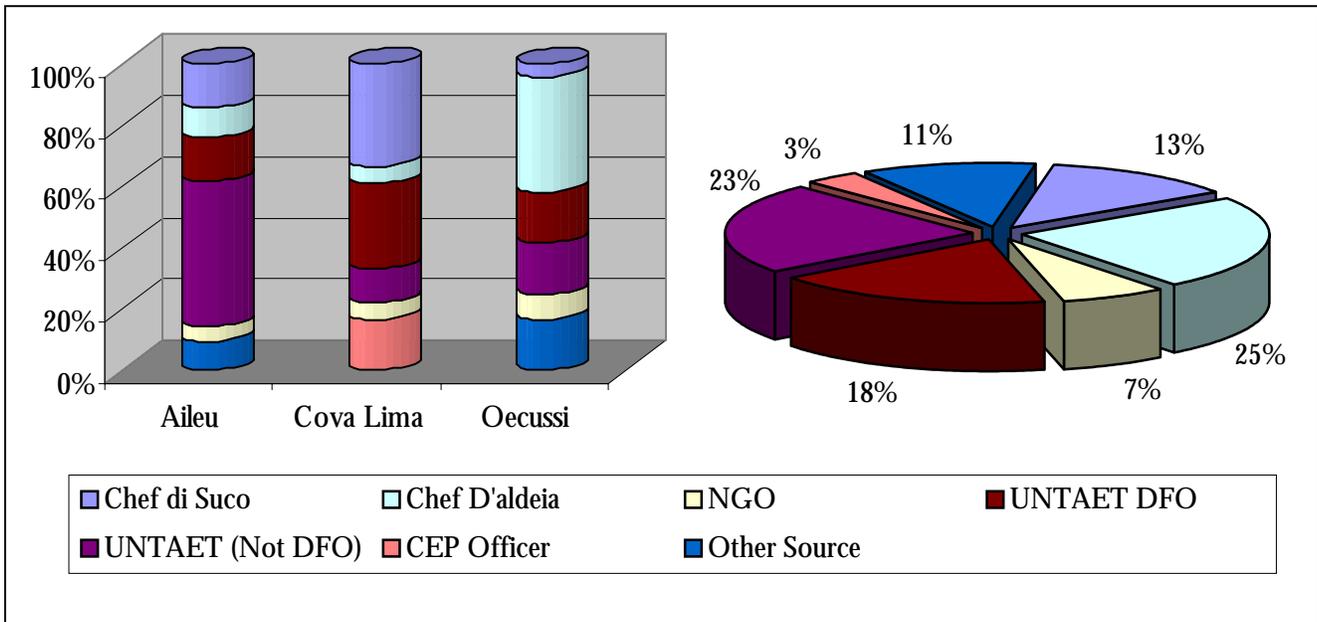
⁶³ IOM BELE Proposal.

⁶⁴ USAID OTI BELE Indicators, from OTI, East Timor.

appendix k

ORIGIN OF PROJECT PROPOSALS IN TARGETED DISTRICTS

Origin of All Proposals Approved or Under Review	Aileu	Cova Lima	Oecussi	Total
Chef di Suco	3	6	2	11
Chef D'aldeia	2	1	18	21
NGO	1	1	4	6
UNTAET DFO	3	5	8	16
UNTAET (Not DFO)	10	2	8	20
CEP Officer	0	3	0	3
Other Source	2	0	8	10
Total	21	18	48	87



Source: Data collected from Sub-Office Heads in Aileu, Cova Lima and Oecussi reflecting all community assistance (excluding UNICEF projects) as of the end of February 2002.

appendix I

FRAMEWORK FOR STRUCTURED INTERVIEWS CONDUCTED IN JANUARY FIELDWORK

1. Kabupaten: (*District*)
 - a. Ambeno
 - b. Aileu
 - c. Cova Lima

2. Masyarakat: (*Community*) _____

INFORMASI PRIBODI (*PERSONAL INFORMATION*)

3. Sex:
 - a. Laki-laki (*Male*)
 - b. Perempuan (*Female*)
4. Umur: (*Age*) _____
5. Tahun sekolah: (*Years of School*) _____
6. Bahasa daerah anda (*Primary language*)
 - a. Tetum
 - b. Bahasa Indonesian
 - c. Portuguese
 - d. Yang lain (*Other*) _____
7. Berapa anggota keluarga didalam rumahmu _____
(*Number of people in Household*)
8. Apakah kamu yang kepala keluarga? (*Are you the head of household?*)
 - a. Ya (*Yes*)
 - b. Tidak (*No*)
9. Apa yang sedang kamu lakukan sekarang? _____
(*What is your current occupation?*)
10. Apakah kamu ganti pekerjaan selama selama ada konflik?
(*Did your occupation change as a result of the conflict?*)
 - a. Ya
 - b. Tidak (Pindah → 11)
- 10a. Sebelumnya apa pekerjaananda? _____
(*What was your previous occupation?*)

PENGUMESI (RETURN STATUS)

11. Apakah tempat tinggal anda pindah karena ada konflik?
(Did the location of your residence change as a result of the conflict?)
- Ya
 - Tidak (Pindah → 12)
- 11a. Kemana anda mengungsi pada saat konflik? *(Where did you go?)* _____
- 11b. Kapan anda pergi pada waktu itu? *(When did you leave?)* _____
- 11c. Dimana anda tinggal sekarang? *(Where do you live now?)* _____
- 11d. Kapan anda kembali ke rumah/tempat tinggal anda? _____
(When did you move or return to your current residence?)
- 11e. Apakah anda masih tinggal/satu tempat dengan masyarakat yang sama sebelum konflik?
(Is your current community the same as prior to the conflict?)
- Ya
 - Tidak
- 11f. Mengapa anda memutuskan untuk kembali ke sana pada saat itu?
(Why did you decide to return at that point in time?)
- 11g. Apakah ada organisasi yang membautu anda kembali ke rumahmu?
(Did any organizations assist you in your return?)
- Ya (Organisasi apa itu?) _____
 - Tidak (Pindah → 11i)
- 11h. Apakah anda merasa senang dengan organisasi yang membawa anda pulang?
(How satisfied were you with the assistance you received in your return?)
- Sangat Puas *(Very Satisfied)*
 - Puasc *(Satisfied)*
 - Tidak cukup puas *(Somewhat unsatisfied)*
 - Sangat tidak puas *(Very unsatisfied)*
 - Tidak tahu *(Don't know)*
- 11i. Apakah ada organisasi yang berjanji membantu anda setelah anda kembali kesini?
(Were you promised assistance from any organizations after your return?)
- Ya (Organisasi apa?)
 - Tidak (Pindah → 11k)
- 11j. Apakah janji organisasi ini menjadi faktor terpenting untuk anda kembali ?
(Was this promised assistance an important factor in your decision to return?)
- Sangat penting *(Very important)*

- b. Penting (*Important*)
- c. Tidak penting (*Not important*)

11k. Bagaimana harapan anda supaya masyarakat di tempatmu menerima anda?
(*How were you received when you returned to your community?*)

- a. Sangat menerima kedatanganmu (*Welcomed by most*)
- b. Menerima dengan acuan tak acuan (*Welcomed by few*)
- c. Tidak penting (*Welcomed by none*)

11l. Apakah pada waktu ini anda takut kembali ke rumah?
(*Were you scared to return to your community?*)

- a. Ya
- b. Tidak

12. Apakah rumahmu dibakar /rusak? (*Was your house destroyed?*)

- a. Ya
- b. Tidak (Pindah → 13)

12a. Apakah ada yang membantu untuk membangun rumah anda ?
(*Did anyone assist you in rebuilding your home?*)

- a. Ya (Organisasi apa itu?) _____
- b. Tidak

13. Apakah anda atau anggota keluarga anda menerima bantuan dana untuk pejuang ex-falintil?
(*Were you or any members of your household eligible for benefits available for Falintil ex-combatants?*)

- a. Ya
- b. Tidak

PROGRAM

Saya akan membacakan daftar organisasi yang yang membantu anda di desa anda. Dari mereka apakah anda kenal atau tahu mereka bekerja atau melayani anda. (*I am going to read a list of a number of organizations that are providing assistance in your community. For each, please indicate whether or not you are familiar with their work or services.*)

14. CEP (Programa memperdayakan masyarakat, Bank Dunia)
CEP (Community Empowerment Program) [World Bank]

- a. Ya
- b. Tidak (Pindah → 15)

14a. Apakah anda atau anggota keluargamu menerima dana dari program ini?
(*Have you or any members of your household benefited from this program?*)

- a. Ya
- b. Tidak (Pindah → 15)

14b. Bagaimana atau apa yang anda lakukan dengan dana ini ?
(*How or in what way have you benefited?*)

15. CAPS (membantu mengistabilkan masyarakat) IOM
CAPS (Community Assistance for Population Stabilization) [IOM]
- Ya
 - Tidak (Pindah → 16)
- 15a. Apakah anda atau anggota keluarga anda yang kerja dalam program ini?
(Have you or any members of your household benefited from this program?)
- Ya
 - Tidak (Pindah → 16)
- 15b. Bagaimana anda bekerja diprogram ini?
(How or in what way have you benefited?)
16. BELE (Memperdayakan masyarakat lewat sarana umum, IOM)
BELE (Building Empowerment, Leadership and Engagement) [IOM]
- Ya
 - Tidak (Pindah → 17)
- 16a. Apakah anda atau anggota keluarga anda ikutserta dalam program ini secara sukarela untuk bekerja? *(Did you or members of your household participate in this program by volunteering or working?)*
- Ya (Pindah → 16c)
 - Tidak
- 16b. Apakah ada alasan anda atau anggota keluarga anda tidak ikut berkerja dalam program ini? Tolong Jelaskan. *(Is there a reason why you or members of your household did not participate in this program? Please Explain.)*
- Ya _____
 - Tidak
- 16c. Apakah anda atau anggota keluarga anda yang bekreja di program ini?
(Have you or any members of your household benefited from this program?)
- Ya
 - Tidak (Pindah → 17)
- 16d. Bagaimana anda bekerja? *(How or in what way have you benefited?)*
- Ya
 - Tidak
17. FRAP (Program Reintegrasi Falentil, IOM). *FRAP (Falintil Reintegration Assistance Program) [IOM]*
- Ya
 - Tidak (Pindah → 18)
- 17a. Apakah ada anggota keluarga yang menrima dana dari program ini? *(Have you or any members of your household benefited from this program?)*
- Ya
 - Tidak

17b. Apa yang anda lakukan dengan dana ini? (*How or in what way have you benefited?*)

18. QIP's (Program Bantuan Darurat, UNTAET)

QIP's (Quick Impact Programs) [UNTAET]

- a. Ya
- b. Tidak (Pindah → 19)

18a. Apakah anda atau anggota keluarga anda yang dipkerjakan dalam program ini?
(Have you or any members of your household benefited from this program?)

- a. Ya
- b. Tidak (Pindah → 19)

18b. Bagaimana anda bekerja disitu? (*How or in what way have you benefited?*)

19. TEP (Program Kerja harian, IOM (Kerja Harian 3 Dolar))

TEP (Temporary Employment Program) [International Organization for Migration]

- a. Ya
- b. Tidak (Pindah → 20)

19a. Apakah anda atau anggota keluarga anda pernah bekerja di dalam?
(Have you or any members of your household benefited from this program?)

- a. Ya
- b. Tidak (Pindah → 20)

19b. Bagaimana anda bekerja? (*How or in what way have you benefited?*)

20. Apakah ada organisasi LSM masyarakat lain yang anda kenal atau pernah berja denganya?
(sebutkan) (*Are there any other community assistance organizations that you are familiar with or have benefited from? [List below]*)

I.O.M. COMMUNITY ASSISTANCE PROGRAM SATISFACTION / IMPACT

[Jika jawabanya tidak hubungan ada dengan IOM program didalam community, apakah anda bisa menjelaskan sedikit tentang pekerjaan yang sudah pernah dilakukan.]

[If respondent is not familiar with any of the IOM programs in their community, briefly explain some of the work which is being/has been done.]

21. Apakah anda merasa senang dengan program IOM di lingkungan anda?
(How satisfied are you with IOM programs in your community)?

- a. Sangat memuaskan
- b. Memuaskan
- c. Tidak memuaskan
- d. Sangat tidak memuaskan
- e. Tidak tahu.

22. Apakah dampak, kerja IOM di lingkungan anda?
(*What impact, if any, has IOM had on your community?*)
- Dampaknya sangat positif
 - Positif
 - Dampaknya negatif
 - Dampaknya sangat negatif
 - Tidak tahu.

PENDAPAT TENTANG KELOMPOK

(ATTITUDES TOWARDS PROGRAM BENEFICIARIES AND SPECIFIC GROUPS)

23. Apakah di lingkungan anda ada kelompok atau orang yang menerima bantuan lebih dari yang lainnya. (*Do you feel that certain groups of people in your community have received more assistance than others?*)

- Ya (Sebutkan) _____
- Tidak

24. Apakah di lingkungan anda ada kelompok atau orang yang seharusnya lebih diperhatikan dari yang lainnya? (*Do you feel that certain groups of people in your community deserve more assistance than others?*)

- Ya (Sebutkan)
- Tidak

25. Apa dampak kembalinya pengungsi keluarga dan masyarakat anda?
(*What impact has the return of families to your community had?*)

- Dampaknya sangat positif
- Dampaknya positif
- Dampaknya negatif
- Sangat Negatif
- Tidak ada dampaknya.
- Tidak tahu

26. Apa dampaknya mantan pejuang Falintil kembali ke masyarakat anda?
(*What impact has the return of Falintil ex-combatants to your community had?*)

- Dampaknya sangat positif
- Dampaknya positif
- Dampaknya negatif
- Sangat Negatif
- Tidak ada dampaknya.
- Tidak tahu

PERUBAHAN DI MASYARAKAT (CHANGES IN COMMUNITY)

27. Bagaimana yg anda inginkan untuk membangun/infrastruktur di daerah anda?
(*How would you describe the infrastructure in your community?*)
- Apakah anda mendapat masalah (*good*)
 - Membutuhkam beberapa perubahan (*adequate*)
 - Tidak mendapat masalah/masalah besar (*bad*)
28. Dibanding tahun yang lalu, bagaimana anda menilai pembangunan di lingkungan anda?
(*In the last year, how would you characterize the change in your community's infrastructure?*)
- Perubahan besar (*greatly improved*)
 - Berubah (*improved*)
 - Tidak ada perubahan (*no change*)
 - Buruk (*worse*)
29. Bagaimana tingkat kehidupan di masyarakat anda?
(*How would you describe the standard of living in your community?*)
- Sangat miskin/buruk (*very bad*)
 - Sedikit burut (*sometimes bad*)
 - Baik (*fine*)
 - Cukup (*good*)
30. Dibanding pada tahun yang lalu, bagaimana anda melihat standard/tingkat kehidupan di masyarakat anda? (*In the last year, how would you characterize the change in living standards within your community?*)
- Perubahan besar (*greatly improved*)
 - Berubah. (*improved*)
 - Tidak ada perubahan (*no change*)
 - Buruk (*worse*)
31. Bagaimana tingat keamanan anda?
(*How would you describe the security/safety in your community?*)
- Sangat aman (*very safe*)
 - Kadang aman kadang tidak aman (*sometimes safe, sometimes not safe*)
 - Tidak aman (*not safe*)
32. Dibanding pada tahun yang lalu, bagaimana dengan tingkat keamanan di Desa anda?
(*In the last year, how would you characterize the change in security/safety within your community?*)
- Sangat Kurang (*greatly improved*)
 - Kurang (*somewhat improved*)
 - Tidak ada perubahan (*no change*)
 - Buruk (*worse*)
33. Bagaimana kesenjangan social di masyarakat anda?
(*How would you describe the level of social tension in your community?*)
- Sangat baik
 - Kadand baik kadang tidak baik
 - Tidak baik

34. Dibanding pada tahun yang lalu bagaimana kesenjangan sosial di masyarakat anda?
(In the last year, how would you characterize the change in social tension within your community?)

- a. Sangat Kurang
- b. Kurang
- c. Tidak ada perubahan
- d. Kurang menonjol
- e. Sangat Menonjol

35. Apakah ada seseorang yg membandu anda organisasi apa yang berperan penting dalau melakukau perubahan itu? (Sebutkan) *(Who do you feel has been most responsible or helped bring about the changes within your community?)*

36. Apakah masih ada kebutuhan yang anda inginkan dalam masysaakat? (Sebutkan)
(What are the three largest needs in your community?)

- a.
- b.
- c.

37. Nama yang diwawancarai: _____
(Respondant's Name)

appendix m

FRAMEWORK FOR KEY INFORMANT INTERVIEWS CONDUCTED IN MARCH FIELDWORK

The following document is one of 6 different forms that were used as a general framework for the key informant interviews that were conducted during March fieldwork in East Timor. Similar forms were created for key-informant interviews with project participants, non-participants, women leaders, recent returnees and economically excluded community members.

Key Informant Interviews: Chefe

Introduction

We are students from Columbia University conducting on a study on participation in local development projects. We are interested in hearing some of your opinions. Everything you say will not be repeated to anyone else in your village and your name will never be used in our documentation. Are you willing to participate?

[INTERVIEWER FILL OUT]

District:

Aldeia:

Demographic Questions

1. Sex:
2. Age:
3. Languages Spoken:
 - a. Tetum
 - b. Bahasa
 - c. Portuguese
 - d. Other
4. Occupation:

Baseline Questions

5. Think back to the last harvest. Is your aldeia better, worse or not changed at all since the last harvest?
6. Who or what do you think contributed to this **[INSERT HERE improvement, worsening, stasis]**?
7. Think back to the last harvest. Is your family/household better, worse or not changed at all since the last harvest?
8. Who or what do you think contributed to this **[INSERT HERE improvement, worsening, stasis]**?

9. Has the **[INSERT APPROPRIATE IOM PROJECT HERE: school, water pump, irrigation, market, community center)** made a difference in your life? Is it a positive or negative difference?
10. Do you use **[INSERT APPROPRIATE IOM PROJECT HERE: school, water pump, irrigation, market, community center]**? How often? How often do others in the village use the project?

Project Participation – Decision Making and Implementation

11. How did you find out about IOM's community grants program?
12. How did aldea members find out about this project? **[PROBE FOR PROCESS]**
13. Did you receive assistance from IOM or any other group in creating your proposal to IOM? **[PROBE FOR SPECIFICS]**
14. Were there community meetings to discuss ideas for the project?
15. **[If yes:]** Who attended the meeting(s)? **[PROBE FOR GROUPS, NUMBERS OF PEOPLE AND SPECIFIC PEOPLE]**
[If no:] How did the project get decided upon? **[PROBE FOR MAIN PLAYERS AND PROCESS]**
16. Were there other projects being considered in your aldea? Why did you chose the project that you chose?
17. What do people in your aldea think about **[INSERT APPROPRIATE IOM PROJECT HERE: school, market, water pump, irrigation, community center]**. Does everyone in the aldea feel this way? **[PROBE FOR SPECIFIC MEMBERS OF TARGET GROUPS]**
18. Who was chosen to work on this project? **[PROBE FOR GENDER, AGE and RETURNEE STATUS.]**
19. Who chose the people who built the project?

20. How were these people chosen to build the project?
21. Have there been any repairs needed for **[INSERT APPROPRIATE IOM PROJECT HERE: school, water pump, irrigation, market community center]**? **[IF YES:]** How did your aldea take care of these problems? **[IF NO:]** If something broke, how would your aldea deal with it? **[PROBE FOR SPECIFIC COMMUNITY MECHANISM.]**
22. Who benefited from **[INSERT APPROPRIATE IOM PROJECT HERE: school, water pump, irrigation, market community center]**? **[PROBE]**
23. Are there any hard feelings about this? Did you find that there were people who were upset that they weren't included in deciding on the project? In building the project?

Concluding – Tension Questions

24. Did this project help your aldea? Why did you answer this way?
25. Describe some of the problems in your aldea? **[IF NOT MENTIONED:]** Are there land disputes?
26. Is there tension between those who stayed and those who left for West Timor?
27. Did deciding a project and building it make these issues worse? Better? No impact?

appendix n

OVERVIEW OF COMMUNITY MAPPING TOOL UTILIZED DURING MARCH FIELDWORK

The following framework was drafted as a guide for mapping exercises that were conducted in East Timor during the period of March fieldwork.

In addition to interviews and surveys, the Columbia team will carry out a participatory exercise in at least one of the communities in each district visited. We believe that *community mapping* would be a beneficial participatory tool for the evaluation process at hand, given the overall goal of the Community Stabilization program. The involvement of key community members in the process of mapping out the physical characteristics of their village or community has great potential for frank and accurate community feedback on IOM projects.

Mapping exercises in general are useful for the following:

Collecting baseline data on a number of indicators

A starting place for social assessment

As part of a sequence of rapid appraisal evaluations

Generating discussion about local priorities

Comparing actual and perceived change

This tool is particularly valuable because of the level of grassroots participation in the evaluation of projects with local impact. Using a visual product can bridge any verbal communication gaps between outside evaluators and project participants. Other evaluators have found it to be surprisingly valuable because it a) broke the ice with the community; b) enabled them to quickly get up to speed on concerns presented by the community and to prompt questions on issues kept quiet or taken for granted, like access to resources; c) allowed them to identify marginalized people who were not part of the general congregation. In a recent experience, not only did the community completely accept the idea, but they also actively participated and readily contributed to/corrected the community member who was drawing. The tool is also easily replicable without external facilitators, promoting an ongoing monitoring and evaluation process.

How will we do mapping?

With the help of our team interpreter, we will first take a walk around the village with community members to observe and discuss the area. We will be prepared with a set of semi-structured questions to help stimulate discussion about a. the use of land; b. stages of reconstruction of houses and other structures/infrastructure; c. access to, and ownership of resources; d. equitability of access to projects/resources; and possibly others.

At the conclusion of our preliminary walk, village members will draw (or somehow otherwise reproduce) their village, identifying homes, communal infrastructure, and natural resources. The drawing exercise will hopefully prompt extensive discussion among community members about their village, while uncovering valuable data for evaluation purposes.

Issues and questions

It is highly beneficial for the team, as well as the interpreter, to have an idea of some of the issues and questions that the exercise and discussion should probe. Though not a finalized list, we have identified the following issues and questions as important for the discussion surrounding mapping in each village:

- a. Mapping infrastructure and movement. The mapping exercise will permit us to partially capture the destruction the community survived, through assessing the level of damage to housing and infrastructure. This will also give us an idea about the levels of population movement. Possible questions:
 - How many houses have been rebuilt? Whose have not? Did everyone help?
 - Has everyone returned? If not, what's happened to their houses?
 - Has there been any confusion or dispute over land ownership since people have returned?
- b. Problem-solving. We also hope to get a sense of the security level in the community in the post-'99 violence period.
 - Who is involved in reconciling any conflicts, like land disputes or theft?
 - Who or what institution (group) provides security in the village?
 - Do you feel more or less secure now or a year ago?
 - Where do people go if they are the victims of violence or other crimes?
 - Is UN/CIVPOL physically present or when was the last time you saw them?
- c. Participatory decision-making. We would like to get the community's impressions about the process of needs identification, project conception and design. When visiting the project site and later when mapping the community, some questions could be:
 - Does the Chefe have a council of advisors?
 - Are community meetings held regularly? Was there a community meeting held to discuss problems, needs and project ideas? Who attended? Who organized it? When was it held (time of day, day of week, date –if known)?
 - Who was involved in deciding what project would be most helpful to the village? How was that decision made?
 - Were women's priorities taken into consideration? How?
 - How was it decided where the project should be located?
 - How does this change your livelihoods, tasks, children's lives, and relationships with other villagers?
- d. Asset Base: access and ownership. The mapping exercise will allow for this analysis, but also we would like to hear community members' impressions on this issue.

Access:

 - How many families (estimate %) have easy access to the project? (Community-defined indicator) How easy/hard was it before to get access to this resource?
 - Are all households able to access the resource created by the project, or are there only a few sectors that have access?
 - Any divisions along different group lines? (widows, single female head of households, returnees, etc.)

Ownership:

- Who built the project? How were they chosen? Were they paid?
 - Was there any training offered? Who was invited? What was the process? Who was the trainer?
 - How is the project being protected or maintained?
 - Is there a management council? Why or why not? Who? Funds? Or is there a CEP that acts as the management council? Why?
 - What happens when there's a problem or question? What about procurement/logistics? Feedback mechanisms?
- e. Outcome. We are interested to discover the short-term impact of the project or the immediate outcomes.
- How does this change your livelihoods, tasks, children's lives, and relationships with other villagers?
 - Is the project in a physical location that allows for equitable access?

Who should be included in the exercise?

We would like to include as many community members as possible without getting overwhelmed (no more than 15). Participants: the community "Chefe", widows, other prominent women, returnees, religious leaders, teachers, a few youth, and any other community leaders who play significant roles in decision-making or other community advancement activities.

appendix o

QUESTIONNAIRE PROVIDED FOR SUB-OFFICE HEADS

The following questionnaire was used to gather information to supplement in-depth interviews that were conducted with Heads of IOM Sub-offices in Aileu, Cova Lima and Oecussi East Timor.

SECTION 1: CAPS

1. Did you conduct any sort of district-wide needs assessments prior to the CAPS program?
 - A. Yes, conducted by sub office head
 - B. Yes, conducted by sub office staff
 - B. No, were not advised to
 - C. No, were not able to
 - D. Not applicable

2. Did you conduct any sort of rapid gender surveys prior to the CAPS program?
 - A. Yes, conducted by sub office head
 - B. Yes, conducted by sub office staff
 - C. No, were not advised to
 - D. No, were not able to
 - E. Not applicable

3. Did you conduct any sort of institutional assessments prior to the CAPS program?
 - A. Yes, conducted by sub office head
 - B. Yes, conducted by sub office staff
 - C. No, were not advised to
 - D. No, were not able to
 - E. Not applicable

4. Did you conduct any community workshops to provide training and enhance local skills as part of the CAPS program?
 - A. Yes, in the majority of project communities
 - B. Yes, in some project communities
 - C. No, were not advised to
 - D. No, were not able to
 - A. Not applicable

5. Did you provide any training in project proposal writing for community members as part of the CAPS program?
 - A. Yes, in the majority of project communities
 - B. Yes, in some project communities
 - C. No, were not advised to
 - D. No, were not able to
 - E. Not applicable

6. Were any sort of tool banks created in communities as part of the CAPS program?

- A. Yes, in the majority of project communities
- B. Yes, in some project communities
- C. No, were not advised to
- D. No, were not able to
- E. Not applicable

7. What were the specific criteria that you used for selecting and approving projects under CAPS? (Feel free to briefly indicate below or you may attach any basic documents that you relied on to make these decisions.)

SECTION II: BELE

8. Were Community Management Committees created in project site communities for priority setting as a part of the BELE program?

- A. Yes, in the majority of project communities
- B. Yes, in some project communities
- C. No, similar structures were already pre-existing
- D. No, were not advised to
- E. No, were not able to
- F. Not applicable

9. Did you provide any training for members of such committees or community members related to the project as part of the BELE program?

- A. Yes, in the majority of project communities
- B. Yes, in some project communities
- C. No, were not advised to
- D. No, were not able to
- E. Not applicable

10. In community meetings that you attended or participated, if applicable, were relatively equal numbers of men and women included?

- A. Yes, in the majority of project communities
- B. Yes, in some project communities
- C. No, were not advised to
- D. No, were not able to
- E. Not applicable

11. Did you collaborate with local NGO's or specific community groups in implementing BELE projects?

- A. Yes, in the majority of project communities
- B. Yes, in some project communities
- C. No, there were no existing or interested groups to involve
- D. No, did not seek involvement of such groups
- E. Not applicable

11. What were the specific criteria that you used for selecting and approving projects under BELE? (Feel free to briefly indicate below or you may attach any basic documents that you relied on to make these decisions.)

a p p e n d i x p

COMMUNITY ASSISTANCE PROJECT DATA FOR TARGETED DISTRICTS

The following data was collected from Sub-Office Heads in Aileu, Cova Lima and Oecussi reflecting all community assistance (excluding UNICEF projects) as of the end of February 2002.

**IOM COMMUNITY ASSISTANCE PROJECTS (EXCLUDING UNICEF PROJECTS) IN AILEU, COVA LIMA AND OECUSSI
ACCEPTED, COMPLETED OR UNDER REVIEW AT THE END OF FEBRUARY 2002 AS REPORTED BY SUB-OFFICE HEADS**

Project ID	Project Title	Aldeia	Sector/Type	Proposal Submitted to IOM by Whom?	Project Status	IOM community mtg for project identification	Proposal Approval Date	Project Start Date	Project Completion Date	Number of Paid Laborers	Number of Volunteer Laborers	MOU Signed?	Additional Funding Required?	Total Final Budget /Cost	Direct Beneficiaries	Indirect Beneficiaries	UN Dev't Coordinator or DFO Advised
CAPS/QIP HS	Hatulai School	Hatulai	Education	Other Source	In Progress	N/A	11/15/01	12/14/01	expected end March	15	0	N/A	Yes	approved 16,352.00	120 schoolchildren plus teachers		yes
CAPS/QIP HW	Hoholau Waterworks	Hoholau	Water & Sanitation	Chef di Suco	Completed	yes	11/15/01	02/19/02	03/12/02	58	0	N/A	Yes	approved budget 11,333.00	301		yes
CAPS/QIP MW	Maurussa Waterworks	Maurussa	Water & Sanitation	Chef D'aldeia	Completed	yes	11/15/01	02/20/02	03/07/02	33	0	N/A	Yes	approved budget 6,374.00	670		yes
CAPS/QIP TS	Talito School	Talito	Education	UNTAET DFO	In Progress	N/A	11/15/01	01/02/02	expected end March	15	0	N/A	Yes	approved 12,572.00	75 children plus teachers		yes
CAPS-AL-0002	Bridge Repair: Suculiurai & Maurasa	Suculiurai & Maurasa	Other Communal Infrastructure (Markets, Bridges, etc)	Chef di Suco	Completed	no	09/14/00	12/04/00	01/06/01	16	0	N/A	No	\$5,034.48	2529		yes
CAPS-AL-0009	Bridge railing installation	Aileu+ Aisirimou	Other Communal Infrastructure (Markets, Bridges, etc)	UNTAET DFO	Completed	No	12/14/00	01/11/01	01/23/01	11	0	N/A	No	\$673.63	all traffic/pedestrians		yes
CAPS-AL-0012	Aileu Road clearing and Drainage	several	Other Communal Infrastructure (Markets, Bridges, etc)	UNTAET Other	Completed	yes	10/24/00	11/07/00	06/22/01	a total 1,418 mandays divided over 30 laborers per day	0	N/A	No	\$5,807.42	all road users	families of paid laborers	yes
CAPS-AL-0018	Casamo Water Project	Casamo	Water & Sanitation	Chef D'aldeia	Completed	no	12/14/00	12/20/00	02/15/01	35	0	N/A	No	\$4,604.52	about 400 people		yes
CAPS-AL-0029	Lismori Water Pipeline	Lismori	Water & Sanitation	Chef D'aldeia	Completed	yes	09/01/00	09/20/00	11/21/00	111		N/A	No	\$9,555.88	322		yes
CAPS-AL-0033	Land Property Office/ Human Rights Center	Aisirimou	Other Communal Infrastructure (Markets, Bridges, etc)	UNTAET Other	Completed	no	05/23/01	06/06/01	07/20/01	10	0	N/A	No	\$3,372.00	population of Aileu	3 civil servants	yes
CAPS-AL-0042	School Furniture Carpentry Workshop	Aileu	Education	Other Source	Completed	N/A	08/03/01	08/22/01	09/27/01	8	0	N/A	No	\$4,073.98	120 students 10 teachers	8 workers	yes
CAPS-AL-0043	Supply Chickens	District wide	Income Generation	NGO	Completed	N/A	05/15/01	05/22/01	07/15/01	0		N/A	No	\$4,948.85	64 women	their families	yes
CAPS-AL-0053	Remexio Waterworks Rehabilitation	Remexio	Water & Sanitation	UNTAET Other	Completed	N/A	06/11/01	06/18/01	07/21/01	43		N/A	No	\$1,829.39	1154		yes
CAPS-AL-0055	Aileu Municipal Public Park Rehabilitation	Aileu	Leisure, Arts, Misc.	UNTAET Other	Completed	N/A	06/26/01	07/23/01	08/10/01	20		N/A	No	\$2,664.55	children of Aileu		yes
CAPS-AL-0059	Rehabilitation of Agricultural Extension Center	Aisirimou	Agriculture	UNTAET Other	Completed	N/A	08/03/01	10/08/01	12/05/01	11	0	N/A	No	\$7,241.33	5 staff	5597 farm families	yes
CAPS-AL-0060	OMT Office's Furniture Equipment	Asumau	Leisure, Arts, Misc.	UNTAET DFO	Completed	N/A	07/23/01	07/25/01	10/10/01	2	0	N/A	No	\$1,278.00	10 women	all women's group	yes
CAPS-AL-0066	Partial Rehabilitation of Aileu Kota Junior Highschool	Aileu	Education	UNTAET Other	Completed	N/A	07/24/01	08/03/01	10/29/01	18	0	N/A	No	\$13,659.14	all students		yes
CAPS-AL-0074	Aileu Kota Sports Equipment	subdistrict wide	Leisure, Arts, Misc.	UNTAET Other	Completed	N/A	08/06/01	08/07/01	08/08/01	0	0	N/A	No	\$1,142.50	22 children		yes
CAPS-AL-0075	Aileu District Sports Equipment - Laulara	subdistrict wide	Leisure, Arts, Misc.	UNTAET Other	Completed	N/A	08/06/01	08/07/01	08/08/01	0		N/A	No	\$577.00	2 football/volley and basketball teams		yes

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CAPS-AL-0076	Aileu District Sports Equipment - Remexio	subdistrict wide	Leisure, Arts, Misc.	UNTAET Other	Completed	N/A	08/06/01	08/07/01	08/08/01	0		N/A	No	\$577.00	2 football/volley and basketball teams		yes
CAPS-AL-0077	Aileu District Sports Equipment - Liquidoe	subdistrict wide	Leisure, Arts, Misc.	UNTAET Other	Completed	N/A	08/06/01	08/07/01	08/08/01	0		N/A	No	\$577.00	2 football/volley and basketball teams		yes
BELE-OE-0001	Passabe Access Bridge	Huen	Other Communal Infrastructure (Markets, Bridges, etc)	NGO	Completed	Yes	08/09/01	10/17/01	10/29/01	5	N/A	Yes	No	\$1,371.97	5	3500	Yes
BELE-OE-0002	Irrigation - Usapin Aldeia	Usapin	Agriculture	UNTAET DFO	In Progress	Yes	09/09/01	10/02/01		2		Yes	No	\$1,605.86	2	61 fam	Yes
BELE-OE-0003	Passabe Market	Huen	Other Communal Infrastructure (Markets, Bridges, etc)	UNTAET DFO	Completed	Yes	09/09/01	10/02/01	01/24/02	6	N/A	Yes	No	\$10,338.89	6	3000	Yes
BELE-OE-0004	Rehabilitation of Bobocasse Community Center	Bobocasse	Community Centers	Chef di Suco	Completed	Yes	09/09/01	10/03/01	11/19/01	6	N/A	Yes	No	\$5,003.05	6	1987	Yes
BELE-OE-0005	Rehabilitation of Cunha Community Center	Cunha	Community Centers	Chef di Suco	Completed	Yes	09/09/01	10/03/01	11/19/01	4	13	Yes	No	\$7,402.94	4	2777	Yes
BELE-OE-0006	Rehabilitation of Lalisuk Community Center	Lalisuk	Community Centers	Chef D'aldeia	Completed	Yes	09/09/01	10/22/01	12/06/01			Yes	No	\$4,448.10		600	Yes
BELE-OE-0007	Water Pumps (19) for Usabela Community	Usabela	Water & Sanitation	UNTAET DFO	Completed	Yes	09/27/01	10/23/01	02/13/02	1		Yes	No	\$4,600.71	1	445	Yes
BELE-OE-0008	Water Pumps (9) for Roti Community	Roti	Water & Sanitation	UNTAET DFO	Completed	Yes	10/01/01	10/23/01	02/12/02	1		Yes	No	\$2,361.61	1	260	Yes
BELE-OE-0009	Water Pumps (10) for Nunuhenu Community	Nunuhenu	Water & Sanitation	UNTAET DFO	Completed	Yes	09/09/01	10/24/01	12/11/01	1		Yes	No	\$2,023.24	1	335	Yes
BELE-OE-0010	Water Pumps (2) for Sonamnasi Community	Sonamnasi	Water & Sanitation	UNTAET DFO	In Progress	Yes	09/09/01			1		Yes	No	\$19.00	1	508	Yes
BELE-OE-0012	Kabun Water System Community Center - Boeknana	Kabun	Water & Sanitation	Chef D'aldeia	In Progress	Yes	01/28/02	01/28/02		1		Yes	No	\$2,816.63	1	341	Yes
BELE-OE-0013	Improvement of water supply - Manan Aldeia	Manan	Water & Sanitation	Chef D'aldeia	Completed	Yes	11/25/01	11/23/01	03/25/02	2		Yes	No	\$1,589.32	2	674	Yes
BELE-OE-0014	Bimanu Community Center	Bimanu	Community Centers	UNTAET DFO	Completed	Yes	11/22/01	11/23/01	04/01/02	0	N/A	Yes	No	\$2,281.98	0	435	Yes
BELE-OE-0015	Water supply - Lamasi Aldeia	Lamasi	Water & Sanitation	Chef D'aldeia	In Progress	Yes	12/01/01	12/04/01		0		Yes	Yes	\$6,392.63	0	442	Yes
BELE-OE-0017	Oelcaem Community Center	Oelcaem	Community Centers	Chef D'aldeia	In Progress	Yes	11/20/01	11/21/01		2		Yes	No	\$2,689.55	2	1178	Yes
BELE-OE-0018	Nitibe Water Tank	Nitibe	Water & Sanitation	Chef D'aldeia	In Progress	Yes	01/18/02	01/18/02		1		Yes	No	\$744.10	1	43 fam	Yes
BELE-OE-0019	Oelabis Water Tank	Oelabis	Water & Sanitation	Chef D'aldeia	Completed	Yes	01/18/02	01/18/02	04/01/02	1	N/A	Yes	No	\$564.49	1	50	Yes
BELE-OE-0020	Oesonon Community Center	Oesonon	Community Centers	Chef D'aldeia	Completed	No	01/10/02	01/10/02	03/05/02	2	N/A	Yes	No	\$2,006.25	2	450	Yes
BELE-OE-0022	Baqui Cultural and Sports Center	Baqui	Other Communal Infrastructure (Markets, Bridges, etc)	Other Source	In Progress	Yes	02/23/02	02/27/02		2		Yes	No	\$925.53	2	424	Yes

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BELE-OE-0024	Nijamtasa Water Pumps	Nijamtasa	Water & Sanitation	Other Source	Completed	Yes	01/14/02	01/14/02	02/08/02	1	N/A	Yes	No	\$1,009.60	1	500	Yes
BELE-OE-0025	Mahata Community Center	Mahata	Community Centers	Chef D'aldeia	Completed	No	01/14/02	01/14/02	03/11/02	2	N/A	Yes	No	\$3,611.81	2	575	Yes
BELE-OE-0026	Kabuk Ana Irrigation Canal	Kabuk Ana	Agriculture	Other Source	Completed	No	01/18/02	01/18/02	03/20/02	0	N/A	Yes	No	\$748.60	0	491	Yes
BELE-OE-0027	Maquelab Community Center	Maquelab	Community Centers	Chef D'aldeia	Completed	Yes	01/24/02	01/25/02	03/11/02	2	N/A	Yes	No	\$845.84	2	419	Yes
BELE-OE-0028	Kinloki Irrigation Canal	Kinloki	Agriculture	Other Source	In Progress	No	01/25/02	01/25/02		0		Yes	No	\$2,486.90	0	263	Yes
BELE-OE-0029	Huebanais Community Center	Huebanais	Community Centers	Chef D'aldeia	In Progress	Yes	02/11/02	02/11/02		2		Yes	No		2	250	Yes
BELE-OE-0030	Palaban Community Center	Palaban	Community Centers	Chef D'aldeia	In Progress	Yes	02/15/02	02/15/02		2		Yes	No	\$3,646.49	2	281	Yes
BELE-OE-0031	Cruz Community Center	Cruz	Community Centers	Chef D'aldeia	Completed	Yes	02/19/02	02/19/02	04/03/02	2	N/A	Yes	No	\$1,914.95	2	280	Yes
BELE-OE-0032	Saben Community Center	Saben	Community Centers	Other Source	In Progress	Yes	02/25/02	02/21/02		2		Yes	No	\$2,182.02	2	360	Yes
BELE-OE-0033	Hoineno Water System	Hoineno	Water & Sanitation	Chef D'aldeia	In Progress	Yes	02/25/02	02/25/02		0		Yes	No	\$3,932.88	0	461	Yes
BELE-OE-0034	Bobometo Community Center	Bobometo	Water & Sanitation	Other Source	In Progress	Yes	04/05/02	04/05/02		2		Yes	No		2	1000	Yes
BELE-OE-0035	Tumin Community Center	Tumin	Community Centers	Chef D'aldeia	In Progress	Yes	04/08/02	04/05/02		2		Yes	No		2	1375	Yes
BELE-OE-0036	Nibin Community Center	Nibin	Community Centers	Chef D'aldeia	In Progress	Yes	04/08/02	04/05/02		2		Yes	No		2	1040	Yes
BELE-OE-0037	Oesilo Water Works	Bobometo	Water & Sanitation	Other Source	In Progress	Yes	04/08/02	04/08/02		2		Yes	No		2	1000	Yes
BELE-OE-0038	Sakato Community Center	Sakato	Community Centers	Chef D'aldeia	Under Review	Yes						No					Yes
BELE-OE-0039	Lifau Community Center	Tulaika	Community Centers	Chef D'aldeia	Under Review	Yes						No					Yes
BELE-OE-0040		Lifau	Other Communal Infrastructure (Markets, Bridges, etc)	UNTAET Other	Under Review	No						No					Yes
CAPS-BD	Rehabilitation of Bobometo Girls Dormitory	Bobometo	Education	UNTAET Other	Completed	No	08/07/01	09/05/01	03/20/02	10	0	N/A	No		10	40	Yes
CAPS-MA	Rehabilitation of Mahata Primary School	Mahata	Education	UNTAET Other	Completed	No	N/A	11/18/00	04/24/01	13		N/A	No		13	298	Yes
CAPS-NE	Reconstruction of Nefomtasa Primary School	Nefomtasa	Education	UNTAET Other	Completed	Yes		10/19/00	04/11/01	12		Yes	Yes		12	138	Yes
CAPS-OE-0006	Oecussi Market Toilet Reconstruction	Oecussi	Other Communal Infrastructure (Markets, Bridges, etc)	UNTAET Other	Completed	No		09/26/00	10/06/00	5	0	N/A	No				Yes
CAPS-OE-0007	Oecussi Market Roof Reconstruction	Oecussi	Other Communal Infrastructure (Markets, Bridges, etc)	UNTAET Other	Completed	No		09/26/00	11/18/00	7	0	N/A	No				Yes
CAPS-OE-0008	Piping and Sinks for the Emergency Wing, Oecussi Hospital	Oecussi	Health Sector (Clinics and Hospital Rehabilitation)	NGO	Completed	No		09/19/00		N/A	N/A	N/A	No		N/A	N/A	Yes

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CAPS-OE-0026	Rehabilitation of Nitibe Medical Clinic	Nitibe	Health Sector (Clinics and Hospital Rehabilitation)	NGO	Completed	No		05/16/01	07/17/01	5	0	N/A	No		5	3000	Yes
CAPS-OE-0026	Rehabilitation of Pune Medical Clinic	Pune	Health Sector (Clinics and Hospital Rehabilitation)	NGO	Completed	Yes		05/21/01	10/30/01	15	0	N/A	Yes		15	4000	Yes
CAPS-OE-0047	Sumlili Emergency Erosion Control	Sumlili	Other Communal Infrastructure (Markets, Bridges, etc)	Other Source	Completed	No	02/11/01	11/02/01	02/14/01	0	30	N/A	No	\$804.29	12	30	Yes
CAPS-PG	Rehabilitation of Palaban Girls Dormitory	Palaban	Education	UNTAET Other	Completed	No	03/11/01	06/19/01	11/16/01	13	0	N/A	No		13	40	Yes
CAPS-WL	Women's Literacy Pilot Program		Education	UNTAET Other	Completed	No	03/10/01	08/01/01	10/31/01	6		N/A	No	\$1,215.77	6	186	Yes
BELE-CL-0002	Camanassa Dam Rehabilitation	Camanassa	Water & Sanitation	CEP Officer	In Progress	Yes	11/01/01	11/16/01		0	25	yes	no	\$2,555.68	467		yes
BELE-CL-0003	Dais Community Center Rehabilitation	Dais	Community Centers	Chef D'aldeia	Completed	yes	11/01/01	11/20/01	15/01/02	0	15	yes	no	\$1,119.25	250	400	yes
BELE-CL-0005	Maubessi Water Source Rehabilitation	Maubessi	Water & Sanitation	CEP Officer	Completed	yes	10/26/01	11/19/01	01/04/02	0	15	yes	no	\$1,612.00	250		yes
BELE-CL-0006	Leogore Water Tanks	Leogore	Water & Sanitation	UNTAET DFO	In Progress	yes	11/21/01	01/05/02		0	25	yes	no	\$2,151.00	800		yes
BELE-CL-0007	Tilomar Irrigation Canal Rehabilitation		Agriculture	CEP Officer	In Progress	Yes	10/27/01	11/19/01		1	20	yes	no	\$3,900.00	214		yes
BELE-CL-0008	Zumalai Water Source Rehabilitation		Water & Sanitation	Chef di Suco	Completed	yes	11/01/01	11/22/01	01/12/02	0	30	yes	no	\$1,656.00	170		yes
BELE-CL-0009	Suai Information Boards	Suai	Leisure, Arts, Misc.	UNTAET DFO	Under Review	No						No		\$800.00			yes
BELE-CL-0020	Lela Community Center	Lela	Community Centers	Chef di Suco	In Progress	yes	01/29/01	04/10/02		0	22	yes	no	\$3,900.00	850		yes
BELE-CL-0024	Covalima Youth Center	Debos	Leisure, Arts, Misc.	NGO	In Progress	yes	04/01/02	04/12/02		0	12	Yes	no	\$4,800.00	1500	3500	yes
CAPS-AL-0025	Tilomar Community Center Rehabilitation	Salele	Community Centers	UNTAET DFO	Completed												
CAPS-CL-0006	Suai Hospital Rehabilitation	Suai	Health Sector (Clinics and Hospital Rehabilitation)	UNTAET Other	Completed	N/A	04/19/01	05/01/01	06/01/01	21	0	Yes	No	\$14,102.00	95	1500	Yes
CAPS-CL-0024	Suai Town Market	Suai	Other Communal Infrastructure (Markets, Bridges, etc)	UNTAET Other	Completed	Yes	09/15/00	10/25/00	05/19/01	25	0	Yes	Yes	\$48,000.00	200	estimated 18,000 / entire population of Cvlima	Yes
	Lepo Water Source Rehabilitation	Lepo	Water & Sanitation	Chef di Suco	Completed	yes	01/21/02	02/02/02	03/25/02	0	20	yes	no	\$1,094.00	500		yes
	Holbelis Community Center Rehabilitation	Holba and Meop	Community Centers	Chef di Suco	Completed	Yes	01/20/02	02/05/02	04/01/02	0	30	yes	no	\$1,968.00	600		yes
	Labarai Community Center	Labarai	Community Centers	Chef di Suco	In Progress	Yes	01/25/02	03/25/02		0	20	yes		\$3,998.00	189	879	yes
	Fohorem Bridge Rehabilitation	Fohorme and Nularen	Other Communal Infrastructure (Markets, Bridges, etc)	UNTAET DFO	In Progress	Yes	01/21/02	04/01/02		0	25	yes		\$2,431.00	220	350	yes

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	Lepo Market Rehabilitation	Lepo	Other Communal Infrastructure (Markets, Bridges, etc)	Chef di Suco	In Progress	Yes	01/25/02	03/25/02		0	30	Yes		\$7,592.00	298	1357	yes
	Maucatar Community Center	Leogore	Community Centers	UNTAET	Accepted but not implemented	Yes	01/20/02					Yes		\$3,896.00	300	7000	yes