

### **3. Promotion of Community Reconciliation and Peacebuilding Process through Development Projects**

War-affected communities possess particular mutual characteristics. The evaluation report on post-conflict humanitarian assistance prepared by UNDP and the Japanese government (2002) concludes that many features in post-conflict situations affect all humanitarian assistance projects: Lack of baseline data and lack of reliable information relating to damages and needs of the communities lead the requirement of modification in planning and budgeting of projects. Security issues and the difficulties of arranging logistics delay the projects. The presence of international organisations and personnel raises the prices of every product dramatically in the country and makes for an unnatural economy. This also increases the project budget. Short term contract of staff in international organisations in war-affected countries makes cooperation among humanitarian assistance organisations, as well as the sustainability of projects, difficult physically. In many cases, the recipient government and its administration system are not existing or not viable enough. And there are lack of techniques and the people who have special skills and techniques. This increases the dependency of the recipient countries on international assistance.

This chapter will discuss how the development project could or should promote the community reconciliation and peacebuilding process at the community level. Firstly, the author will describe the development projects in Ainaro district. Secondly, the author will assess three particular development projects; aim, performance, implementation structure, relationship with local communities, relevance, efficiency, effectiveness, impact, sustainability, challenges and relation with promoting reconciliation process. Then discuss how the development project could or should promote the community reconciliation and peacebuilding process at the community level based on the lessons learned from project analysis in Ainaro.

#### **3-1 Development Aid Projects in Ainaro: Actors, Activities and Challenges**

There have been so many emergency relief projects implemented by various international organisations in Ainaro. Most of them were infrastructural projects, such as rehabilitation of buildings and/or water supply projects. Most of the projects were accomplished in a short time, therefore, it was difficult for me to trace the project in details. Now the country is in the term of bridging from emergency relief to long term development and the number of projects has decreased dramatically. In Ainaro the number of international and local NGOs present seems to be relatively smaller than the other districts. At the time of report writing in February 2005, 2 projects of the UN agencies (UNDP), 3 international NGOs, 3 local NGOs and 1 bilateral aid project were ongoing<sup>28</sup>. Four of them are district wide projects, while the others work in a particular area or sub-district. In

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<sup>28</sup> See appendix 5: Major Projects Implemented in Ainaro District.

terms of the field of work, there is a variety of projects. There are 3 projects for agriculture, 2 for infrastructure, 2 for micro credit, 1 for human rights and 1 for NGO networking. Communication between the projects is unfortunately not active.

### **3-2 Comparative Study of Three Development Aid Projects in Ainaro**

This section will assess in particular three development aid projects implemented in Ainaro: AMCAP (Ainaro and Manatuto Community Activation Project), RESPECT (Recovery, Employment and Stability Programme for Ex-combatants and Communities in Timor-Leste) and Road Construction Project<sup>29</sup>. There are several reasons to choose these three projects for in-depth assessment. Firstly, all these three projects are funded by the government of Japan, although the commitment of Japan is different between the projects<sup>30</sup>. It is useful to assess the Japanese commitment in post-conflict reconstruction through these different projects. Secondly, at the time of the research all these projects were ongoing in Ainaro. Therefore it is relatively easy to obtain the information about the projects.

The author set up eight indicators in order to assess the projects<sup>31</sup>; relevance, performance, implementation process, efficiency, impact, effectiveness, sustainability, challenges and relation with promoting the reconciliation and peacebuilding process. Relevance is to question whether the outputs, project purpose and overall goal are still in keeping with the priority needs and concerns. Performance is the achievement and outcome of each project so far. Implementation process is to assess how each project is organised on the ground, including the overview of implementation structure and the relationship with local communities. Efficiency is a measure of productivity of the implementation process how efficiently inputs are converted into output. Impact means positive and negative changes propagated directly or indirectly, as the result of project implementation. Effectiveness is a measure of achievement of project purpose relative to the degree to which the outputs have contributed to its achievement. Sustainability is extent to which the recipient country's institutions can continue to pursue the project benefits after the external aid is terminated. Challenges are problems or difficulties each project encounters. Relation with promoting the reconciliation and peacebuilding process is to assess if each project aims to promote the reconciliation and peacebuilding process. If it aims so, it measures how the project has contributed to the process on the ground.

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<sup>29</sup> Although AMCAP is conducted in Manatuto district and RESPECT is conducted in the whole country, in this research their activities in Ainaro are targeted and discussed.

<sup>30</sup> AMCAP is funded by the UN Trust Fund for Human Security. Government of Japan is the donor of the Fund.

<sup>31</sup> The criteria of five indicators (efficiency, effectiveness, impact, relevance and sustainability) are cited from monitoring and evaluation based on the PCM (Project Cycle Management), which was developed as a measurement tool for Japan's ODA project by FASID (the Foundation for Advanced Studies on International Development) (FASID, 1998).

### **3-2-1 Relevance**

It can be said that all three projects bear possible relevance. For AMCAP, rehabilitation and development of the agricultural sector is highly required in the situation that majority of the population depend on agriculture for their livelihood. Furthermore, assisting agriculture sector has a high potential to respond the growing frustration among the people in rural areas. For RESPECT, high unemployment rate has been one of the serious concerns in the country. Therefore the project has the certain level of relevance, although the project gives only the short term employments. For both AMCAP and RESPECT, the range of targeted beneficiaries is large. AMCAP beneficiaries are vulnerable farmers and household, while beneficiaries in RESPECT are vulnerable groups of society, including ex-combatants, disabled, widows and unemployed youths, that are identified in the communities themselves. The identification of vulnerable residents should be carefully examined and justified in each activity. The road is the basic infrastructure for people and the country. Considering the aspect of road as a public utility, the project bears a certain level of relevance, although it requires high cost and economic development of the area could not be expected a lot through this road rehabilitation.

### **3-2-2 Performance**

AMCAP is a project of UNDP (the United Nations Development Programme) /UNOPS (the United Nations Office for Project Service), started in 2002 for a five year project. Its aim is to increase food security and incomes of poor households on an environmentally sustainable basis, using community focused participatory methods. This is achieved through the development of sustainable upland farming systems, irrigation rehabilitation, livestock improvement, local seed multiplication capacity, and reforestation while improving technical capacities through a community training centre (UNDP/UNOPS, 2001). There are so many activities and it is difficult to write here all of them. Major achievements in Ainaro are as follows;

- 21 demonstration plots for upland farming are established
- 8 commercial tree nurseries are organised, which have general revenue
- 6 demonstration plots for lowland farming are implemented
- Various capacity building training on extension facilitators and village facilitators have been organised
- Regular chicken vaccinations, hygiene, nutrition and housing are implemented in 11 villages
- Establishment of ACTC (Ainaro Community Training Centre)
- Community baseline survey, PRA is implemented
- 13 SAGs (Self Affinity Groups) are formed

RESPECT is a UNDP project. It started in May 2003 for a two year project. Its aim is to support vulnerable groups of society, including ex-combatants, disabled, widows, jobless youths and other community inhabitants, with employment and skill development and other livelihood opportunities. The programme comprises three main components: agricultural development and reforestation,

infrastructure rehabilitation, and vocational training and micro-enterprise development (UNDP, 2002b and 2004b). So far all 17 Ainaro district level projects had been implemented and accomplished. The list of 17 projects is as follows (See table 3-1);

**Table 3-1 Ainaro District Project for RESPECT**

Sub-district	Project Name	No. of Employees	Amount(US\$)	Beneficiaries
Hato-Udo	Fence for water resources	20	4,506	4 aldeia
	Fence for water resources	20	2,500	4 aldeia
	Open new road	100	7,400	1 aldeia
	Build a bridge	40	7,369	1 sub-district
	Bridge rehabilitation		6,698	
Ainaro	Road rehabilitation	44	7,387	3 aldeia
	Community centre rehabilitation	10	5,600	1 suco
	Open new road	35	5,285	1 suco
	Water supply rehabilitation	10	3,964	3 aldeia
	Water supply rehabilitation	22	5,844	1 aldeia
	Community centre rehabilitation	20	7,316	1 suco
	Cede Suco construction		9,224	1 suco
	Drainage rehabilitation		4,968	
Hato-Builico	Bridge rehabilitation	20	5,592	3 aldeia
	Reforestation	250	3,445	1 suco
	Open new market	25	5,568	1 sub-district
Maubisse	Water supply rehabilitation	-	7,334	3 aldeia

(Source: RESPECT, 2004)

The road construction has started in October 2004 until March 2006. Compared with these two projects, the aim of road construction project is quite simple – to promote development of the area by constructing roads between Dili, Ainaro and Cassa. At the time of writing the report in February 2005, roads have been measured and levelled. The compound for its office as well as the accommodation of staff was established in Ainaro. Rehabilitation of channels beside the roads has been implemented in many places.

### **3-2-3 Implementation Process: implementation structure, relationship with local communities etc.**

Each project has its own implementation structure. The principle implementation body of AMCAP Ainaro<sup>32</sup> is at PCU (Project Coordination Unit) in Ainaro, which consisted of a national project coordinator as the head, national assistant project coordinator and 2 international UNVs

<sup>32</sup> AMCAP Manatuto has different operation system. In this report the another only discuss the case of Ainaro.

(the United Nations Volunteers)<sup>33</sup>. Under PCU, there are 7 extension facilitators and 7 TOT members as regular local staff of AMCAP. Under their supervision, there are 97 village volunteer facilitators<sup>34</sup>. UNOPS Dili supports administration matters and supervises the project. The key persons of the project are extension facilitators, TOT members and village facilitators, who directly work with communities. Their relationship with communities seems relatively good. More active approaches and commitments from them are highly required in the project. MAFF (The Ministry of Agriculture, Forestry and Fishery) is the counterpart of the project. However, small number of MAFF staff and their poor equipments at the ground level in Ainaro cause the anxiety toward the sustainability of activities in the future. The principle decision-making body of RESPECT district level projects is at DRC (District RESPECT Committee), which consists of local community leaders, such as the district administrator (DA), Community Development Officers (CDOs), sub-district chiefs and suco (village) chiefs<sup>35</sup>. RESPECT staff are in relatively small number and they assist and supervise DRC. The relationship of each community leader with their community and their capacity has a lot of influences on each project. The concern is that local power structure might affect on the decision making of each project design and implementation, although there are many members in DRC and the influence could not be so big. The project should have established a particular third party in order to check and justify each project. Despite the information campaigns, a particular project which community people see in their community leads the people to establish the image of RESPECT. This might have caused that the projects in Ainaro do not have much variety and concentrate on infrastructure rehabilitation. While AMCAP and RESPECT are basically run by Timorese nationals, the primary responsibility of the road construction project is on the outsider, Tobishima construction company. The relationship with local communities is basically on employment basis - employer and employee relationship. The active commitment with local communities cannot be seen, although the project has close relationship with the Ministry of Public Works.

### **3-2-4 Efficiency/Impact**

Since AMCAP started in 2002, about 2 million US dollars has been spent on the project. Compared with the cost spent and the technical assistances the project have achieved, the efficiency of the project could be still low. AMCAP has about 30 local employees in Ainaro. In addition to each activity, AMCAP has provided many opportunities of work and capacity building for local residents. This could be counted as positive impact. Whether the project could create a long term positive impact among communities depends on the work of community workers, especially extension facilitators, TOT members and village volunteer facilitators. In other words the project has the potential to create considerable impact on communities. More active approaches

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<sup>33</sup> There used to be three international UNVs in AMCAP Ainaro. At the time of writing in March 2005, all of them left and another two international UNVs were working under the project.

<sup>34</sup> There are 21 suco (villages) in Ainaro. Each suco has 4-5 village volunteer facilitators for particular activity of nursery, reforestation, farming, livestock and women.

<sup>35</sup> There are two levels of projects in RESPECT: national and district level projects. In this paper I will discuss only district level projects implemented in Ainaro.

and commitments from them are highly required. Considering the cost of each project in RESPECT, which is not so high and an aspect of the project as QIP (Quick Impact Project), the efficiency could be evaluated positively. On the other hand, how each facility established could contribute effectively on the development of the community in the future should be studied and the results should be taken into account for the future activities in each area. The project aim of road construction is quite clear. Once the road is rehabilitated, its aim is accomplished. In this sense, the project is cost effective. On the other hand, it seems the economic effects on communities after the completion of project is not high. In this sense, the effectiveness is low, while the project requires a huge amount of money.

### **3-2-5 Effectiveness**

At the project sites of each activity of AMCAP, the technical support has achieved a certain level of success, especially in nursery groups and regular chicken vaccinations. On the other hand, there are so many activities going on in AMCAP and it is quite difficult to know what exactly happens in each activity. The project lacks an information sharing system, because everybody is busy on their own activities. In addition, most of the reports, which are prepared by UNDP cooperated with UNOPS such as quarterly report and an annual progress report, are not used as a reflective tool geared to improving the project implementation on the ground. This reduces the effectiveness of the project. In RESPECT, in regard to the aim of providing employment for vulnerable groups, a certain level of effectiveness is achieved, although the project only creates the short term employment. On the other hand, more consideration should have been made in the identification of vulnerable groups, which are identified in local communities themselves. This is because, especially in rural areas, there might be a possibility that employment opportunities might have been used in favour of local leaders or driven under the kinship relations. In every community along the roads, the road construction project employs thousands of local community people. In this sense, the project is effective in communities. The aim of the project is simple. Therefore the effectiveness could be examined by how the project moves smoothly in the planned budget and project term.

### **3-2-6 Sustainability**

Currently most of the activities heavily depend on AMCAP budget. Based on community activation approach & strategies, whereby the poor organise themselves into social affinity based Self-Reliant Groups (Munsoor, 2004), all activities should be linked up in order to maintain and expand what its technical support creates in communities. All the RESPECT projects in Ainaro are construction projects, such as building roads, community centres and rehabilitation of water supply systems. Therefore once the construction is completed, sustainability cannot be an issue. However, maintenance of each construction should be considered by assisting local government and communities through the possible future development assistance in each area. For the road construction, it depends on how well the government of Timor-Leste and the Ministry of Public Works can maintain the roads. Some considerations from the side of Japan will also be required for

the maintenance of the roads.

### **3-2-7 Challenges**

There are challenges at every level of implementation of the project in AMCAP. At the ground level, currently many activities are going on separately. Each activity lacks communication because everybody is busy on his/her activity. The passive attitude of community workers should also be transformed through the on-going capacity building training strategy. At the higher level, the administration system of UNOPS, which requires an approval for every activity from regional office in Bangkok and which causes delays in procurement necessary materials and payments, restricts the implementation of each activity in quite a limited way. UNOPS Dili should have more authority to control and supervise each activity. All the projects of RESPECT in Ainaro have been accomplished. Now the arrangement of the final payment is on process. Therefore, there is not much to say for the implementation at this stage. The experience and lessons learned through the project should be documented and shared among the development aid stakeholders in order to utilise the experience effectively in the future development plan and implementation. Like any other ODA (Official Development Assistance) project, this road construction project takes the self-sustained way of implementation. It has less commitment with communities. While this might not be a big issue for the project itself it could be asked, is it the only way or best way to implement the project. However, considering the ideology of development assistance, the project should consider how the project impacts on communities and how well the project contributes to the overall development of the project area.

### **3-2-8 Relation with Promoting the Reconciliation and Peacebuilding Process**

Promoting reconciliation is one of the objectives of AMCAP<sup>36</sup>. Although there is not particular consideration for this issue in implementation of each activity, most of the local staff are from the local communities of Ainaro. Therefore, it seems they have their own measures in choosing the activity sites. They tend to choose the place with less problems of reconciliation and communication among residents. It seemed that RESPECT planned to take a part in the peacebuilding process of the country, especially in DDR (Disarmament, Demobilisation and Reintegration) of ex-combatants at the beginning<sup>37</sup>. However, at the project planning stage it was recognised that unemployment issue is not only for the ex-combatants but also for the wider

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<sup>36</sup> Project proposal of AMCAP (2001) states that the project assists in key aspects of community development, including healthcare, post-trauma community reconciliation and women's empowerment. These components combined together, with overriding focus on improved agricultural production and environmental restoration, will promote food security and livelihood of the rural poor.

<sup>37</sup> Project proposal of RESPECT (2002) states about the need to assist ex-combatants in programme justification as follows; The ex-combatants and the resistance network members comprise a large part of the society... A reintegration programme...has now ceased and those who were not given the opportunity to join the new defence force and the police...could pose a threat to the stability of the country... They have the potential to influence or mobilise unemployed youths, low-income rural communities and unsatisfied individuals to provoke social disturbances and unrest which could lead instability.

populations. The dissatisfaction and sensitivity towards the idea of DDR was also identified in society. Furthermore the definition of ex-combatants was not set by the government of Timor-Leste and it was difficult for UNDP alone to establish the definition, therefore ex-combatants turned out to be as a part of vulnerable groups, which were identified by each community itself in RESPECT projects. As a result, projects focused on community development as QIP (Quick Impact Project), especially at the district level<sup>38</sup>. Compared with these two projects, the road construction project does not have any relation with promoting reconciliation and the peacebuilding process. It is designed as a development project. In the implementation, especially in employing the local workers, the project has some problems. In the process of problem solving, the consideration of the past history of the particular community must be required.

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<sup>38</sup> RESPECT staff interviewed told that at the district level projects focus on community development, while projects focus on the issue of ex-combatants and peacebuilding at national level (interviewed by the author on Sep. 3<sup>rd</sup>, 2004).



**Table 3-2 Comparative Study of Three Development Aid Projects in Ainaro**

Issue	AMCAP (Ainaro)	RESPECT (Ainaro)	Road Construction
Project Aim	To increase food security and incomes of poor households on an environmentally sustainable basis, using community focused participatory methodologies.	To support vulnerable groups of society, including ex-combatants, disabled, widows, jobless youths and other community inhabitants, with employment and skill development and other livelihood opportunities.	To promote development of the area by constructing roads between Dili, Ainaro and Cassa.
Project Term	2002.01 –2006.12	2003.05 –2005.05	2004.10 – 2006.03
Funding Organisation	UNDP Trust Fund for Human Security (The government of Japan)	The government of Japan	The government of Japan
Field of Work	Agriculture (Reforestation, Nursery, Upland & Lowland farming and Livestock improvement)	Grants for the projects in the field of agriculture, infrastructure and vocational training	Construction of roads Dili – Ainaro – Cassa
Budget (US\$)	5 million (for both Ainaro and Manatuto districts)	4 million (for national level projects) 100,000 (for Ainaro district level projects)	13,920,000
Principle Decision Making Body	PCU (Project Coordination Unit)	DRC organised by community leaders (for district level projects)	Tobishima Construction Co. Ltd. (Japanese construction company)
Implementation Structure			

Issue	AMCAP (Ainaro)	RESPECT (Ainaro)	Road Construction
Beneficiaries	Vulnerable farmers and household in Ainaro and Manatuto districts.	Vulnerable groups of society, including ex-combatants, disabled, widows and unemployed youths.	Inhabitants along the roads Dili – Ainaro – Cassa
Performance	<ul style="list-style-type: none"> <li>-21 demonstration plots for upland farming</li> <li>-8 tree commercial nurseries</li> <li>-6 demonstration plots for lowland farming</li> <li>-various capacity building trainings on extension facilitators and village volunteer facilitators</li> <li>-Regular chicken vaccinations, hygiene and nutrition in 11 villages</li> <li>-Establishment of ACTC</li> <li>-PRA</li> <li>-13 SAGs are formed</li> </ul>	<ul style="list-style-type: none"> <li>-17 district projects in Ainaro have been accomplished.</li> <li>[17 Ainaro District Projects]</li> <li>-2 fences for water resources</li> <li>-3 rehabilitation/ building of road</li> <li>-3 rehabilitation/ building of bridge</li> <li>-3 community centre rehabilitation</li> <li>-3 water supply rehabilitation</li> <li>-1 reforestation</li> <li>-1 opening new market</li> <li>-1 drainage rehabilitation</li> </ul>	<ul style="list-style-type: none"> <li>-Measurement of the roads</li> <li>-Levelling of the roads</li> <li>-Rehabilitation of channel beside the roads</li> <li>-Establishment of the office and accommodation in Ainaro</li> </ul>
Relationship with Local Communities and Other Organisations	The key persons are extension facilitators, TOT members and village volunteer facilitators. Although their relationship with communities is relatively good, their passive attitude on work, which depends on the project coordinator and international UNVs should be transformed. MAFF is the counterpart of the project. However, small number of MAFF staff and their poor equipments at the ground level in Ainaro cause the anxiety toward the sustainability of activities in the future.	The key persons for district projects are community leaders, who consist of DRC. Their relationship with their community and their capacity influences a lot on each project. The concern is that local power structure might affect on the decision making of each project design and implementation. The project should have established a particular third party in order to check and justify each project.	The relationship with local communities is basically on employment basis - employer and employee relationship. The active commitment with local communities cannot be seen, although the project has close relationship with the Ministry of Public Works.

Issue	AMCAP (Ainaro)	RESPECT (Ainaro)	Road Construction
Relevance	<p>Rehabilitation and development of agricultural sector is highly required in the situation that majority of the population depend on agriculture for their livelihood. Thus the project has a high level of relevance. The range of targeted beneficiaries is large. The identification of vulnerable residents should be carefully examined and justified in each activity.</p>	<p>High unemployment rate has been one of the serious concerns in the country. Thus the project has a certain level of relevance. The range of targeted beneficiaries is large. The identification of vulnerable residents should be carefully examined and justified in each activity.</p>	<p>Considering the aspect of road as a public utility, the project bears a certain level of relevance, although it requires high cost and economic development of the area could not be expected a lot through this road rehabilitation.</p>
Effectiveness	<p>The technical support has achieved a certain level of success. There are so many activities going on in AMCAP and it is quite difficult to know what exactly happens on each activity. The project lacks the information sharing system. More careful design and implementation of each activity is highly required. In addition, most of the reports prepared are not reflected well for the better implementation on the ground. It reduces the effectiveness of the project.</p>	<p>In the aim of providing employments, it has a certain level of effectiveness, although the projects only create the short term employments. On the other hand, more consideration should have been made in the identification of vulnerable groups, which are identified in local communities themselves in order to prevent the possibility that employment opportunities might have been used in favour of local leaders.</p>	<p>In every community along the roads, the project employs local community people. In this sense, the project is effective in communities. The aim of the project is simple. Therefore the effectiveness could be examined by how the project move smoothly in the planned budget and project term.</p>
Efficiency	<p>Since the project started in 2002, about 2 million US dollars have been spent on the project. Compared with the cost spent and the technical assistance the project achieved, the efficiency of the project could be still low. More active approaches and commitments are highly required from community workers.</p>	<p>Considering the cost of each project, which is not so high and an aspect of project as QIP, the efficiency could be evaluated positively. On the other hand, how each facility established could contribute effectively on the development of the community in the future should be studied and the results should be taken into account for the future activities in each area.</p>	<p>Once the road is rehabilitated, its aim is accomplished. In this sense, the project is cost effective. On the other hand, it seems the economic effects on communities after the completion of project is not high. In this sense, the effectiveness is low, while the project requires a huge amount of money.</p>

Issue	AMCAP (Ainaro)	RESPECT (Ainaro)	Road Construction
Impact	<p>For the project to create a long term impact among communities depends on the work of community workers. The project has a possibility to create considerable impact on communities.</p>	<p>Consideration for the maintenance and how to use facilities efficiently of each project are required in order to create longer term impact in each community.</p>	<p>Road is a fundamental infrastructure. Therefore the project creates good impact on communities along the road by providing better transportation and communication. On the other hand, the impact on local and national economy could not be big as the result of the project.</p>
Sustainability	<p>Currently most of the activities heavily depend on AMCAP budget. Based on community activation approach &amp; strategies, all the activities should be linked up in order to maintain and expand what its technical supports create in communities.</p>	<p>All the projects in Ainaro are construction projects. Therefore once the construction completed, sustainability cannot be an issue. However, maintenance of each construction should be considered by assisting local government and communities.</p>	<p>It depends on how well the government of Timor-Leste and the Ministry of Public Works could maintain the roads. Some considerations from the side of Japan will be also required for the maintenance of the roads.</p>
Challenges	<p>At the ground level, currently many activities are going on separately. Each activity lacks communication. At the higher level, administration system of UNOPS restricts the implementation of each activity in quite limited way.</p>	<p>All the projects are accomplished. Now the arrangement of the final payment is on process. Therefore, there is not much to say for the implementation at this stage. The experience and lessons learned through the project should be documented and shared among the development aid stakeholders.</p>	<p>It has less commitment with communities. This might not be a big issue for the project itself. However, considered the ideology of development assistance, the project should consider how the project affects on communities and how well the project contributes to the overall development of the project area.</p>
Relation with Promoting Reconciliation and Peacebuilding Process	<p>Promoting reconciliation is one of the objectives of AMCAP. Although there is not particular consideration for this issue in implementation, most of the local staff are from the local communities. Therefore, it seems they have their own measures in choosing the activity sites.</p>	<p>The project was planned to take a part in DDR of ex-combatants at the beginning. However, at the project planning stage ex-combatants turned out to be as a part of vulnerable groups, which were identified by each community itself because of various factors. As a result, projects focused on community development as QIP, especially at the district level.</p>	<p>It does not have any relation with promoting reconciliation and peacebuilding process. In employing the local workers, the project has some problems. In the process of problem solving, the consideration on the past history of particular community must be required.</p>

### **3-3 Development Aid Project and the Process of National Reconciliation and Peacebuilding**

This section will discuss how the development aid project could or should promote the process of reconciliation and peacebuilding in post-conflict communities based on the lessons learned from the current situation of communities and project circumstances implemented in Ainaro.

In chapter 2 we saw the situation of local communities which contain a high level of frustration and recognised the potential for improving the circumstances through development aid projects. On the other hand, however, in the last section we saw the reality of development aid projects that do not have the time to consider the reconciliation and peacebuilding process of communities, because each project itself possesses the challenges and difficulties in its implementation at the ground. How can we fill the gap between these realities? There might be no clear answer for this. However, I believe that each project has a high potential to promote the reconciliation and peacebuilding process. The question is how this could be achieved. I feel that the promotion of the reconciliation and peacebuilding process should not be emphasised a lot in projects. Considering the fragility of society and high sensitivity among people, the soft manner which aims co-existence of inhabitants should be applied in projects rather than directly aiming to promote reconciliation in order not to cause negative impact through the activities. Several recommendations could be made at the each stage of a project.

At the stage of project planning, detailed research about the project areas, communities and people should be conducted on the ground. This is because written data is often not reliable enough and does not show the real situation or does not follow the frequent changes of fragile societies. Each project should consider the peacebuilding process including the reconciliation process, for example taking into consideration the gender point of view. There is a need in planning a comprehensive project that involves or at least anticipates the future of a wider area to consider the national policy of the country. For example, in Maubisse town, Ainaro district, the water supply system has totally collapsed because of the lack of comprehensive project planning as well as the lack of leadership on this issue. In Maubisse several NGOs came to assist building water tanks after independence without considering the water supply system for the whole town. As a result, each tank is the possession of “the owner” and this makes connections to the water supply system quite complicated and produces chronic water problems, although there is a huge amount of water there. Before planning any project in war affected communities, the area, people living there, culture, traditions and power structure should also be carefully examined. At the implementation stage, each project should consider the fragility of post-conflict communities and pay careful attention to small changes or divisions in each community. A local NGO which has been working on community reconciliation, Yayasan HAK told me three important points required for outsiders to work in communities – sensitivity, openness and neutrality. Sensitivity is the sympathy toward the past tragedy as well as the current division within and beyond communities. Openness is the way of

work when all the information is shared with all the people in the project sites. Neutrality is the stance not to take a part in divisions of each community. It is also important to make good use of the opportunities of regular monitoring or ongoing evaluation, to identify each projects relation with the peacebuilding and reconciliation process. And especially in the communities of Timor-Leste, which consist of a small number of people in a small area, development aid projects should take the role of bridging communities through giving them opportunities to interact each other<sup>39</sup>. This could be the first step of mutual understanding. At the evaluation stage, each project should include the indicators to assess how the project has contributed to the process of reconciliation and peacebuilding process. Sustainability of each project should be carefully considered as well.

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<sup>39</sup> In divided societies, efforts to foster inter-community relations, including trade, information exchanges, and dialogue can play an important role in defusing inter-community tensions, breaking down long-standing social barriers, and fostering tolerance and understanding (OECD, 2001: 121).

## Conclusion

In chapter 1 we saw an example of community in Timor-Leste, which has a great variety of characteristics. People obtain the small sense of community based on their kinship. There are often no community leaders who could unite the whole community beyond the kinship. In addition, even in the same community, each family and each person has different experiences of Indonesian occupation and the violence following the referendum in 1999. This fact adds each community further complexity and division. In chapter 2 we saw there was a huge gap between the national level and the community level on reconciliation. The government stance of “unity and forgiveness” and its effort in establishing the first step of reconciliation was widely accepted and evaluated positively. However, the government soon faced the reality that real justice cannot be met because of the internal politics of Indonesia. While the government motivation on reconciliation seems to be toned down now in front of so many challenges for the nation-building, what we identified from the cases of Cassa and Manutasi as an example of community is the existence of high sensitivities between the ex pro-autonomy side and ex pro-independence side, and substantial growing frustration because of the difficulties in sustaining livelihoods among the people. It seems that the growing psychological gap between the capital Dili and remote areas causes distance between the central government and people in rural areas. This raises anxiety about the future reconciliation process as well as the process of sustainable nation-building. Under these circumstances, a possibility was identified in each development aid project to promote the reconciliation and peacebuilding process through reducing or/and minimising the frustration, especially in rural areas. Nevertheless, the reality of development projects at the ground level as described in chapter 3 showed the difficulties of operating daily activities of the projects. This is because the development work itself is such a difficult task to do. The features and complexities of war-affected communities add the task even more difficult. Consideration of promoting reconciliation and peacebuilding is an extra hard work for project implementers at the ground. Under these realities, how the development aid project could promote the reconciliation and peacebuilding process? I feel that the promotion of the reconciliation and peacebuilding process should not be emphasised a lot in development projects, although all projects implemented in war-affected communities should contain the view toward reconciliation and peacebuilding in the project strategies. Considering the fragility of society and high sensitivity among people, the soft manner which aims co-existence of inhabitants should be applied in projects implementation rather than directly aiming to promote reconciliation in order not to cause negative impact through the activities. Sensitivity, openness and neutrality should be always kept in minds among development aid workers as the basic working stances in communities. Regular monitoring or evaluation could be used as opportunities to identify each projects relation with the peacebuilding and reconciliation process. There are multiple ways in promoting the reconciliation and peacebuilding process. Each activity could contribute the process even in a limited way. Further study and research should be conducted on the projects which focus on the promotion of reconciliation in order to discuss the way the projects could contribute

reconciliation more.

In order to promote further reconciliation in Timor-Leste, several points should be recognised. Firstly, in Timor-Leste there is a traditional culture that seeks unity and harmony within a community rather than clarifying the justice and punishing the criminals in order not to maintain grudge. It is clearly seen in the work of traditional conflict mediator, Lian Nain. Therefore each community itself has potentials to promote the reconciliation. This culture should be recognised for the future reconciliation. Secondly, there is a great need of establishing identity as a nation of Timor-Leste among the people. The current sense of small identity based on the kinship could deepen the division among the people and prevent further reconciliation. It might be difficult for each project to address this issue. However, each project should take a role of bridging the communities and people through various activities, and promote to establish the wider sense of identity, which could unite beyond the kinship. Third, the gap and psychological distance between the capital Dili and rural areas should be minimised. In rural areas the concern and frustration about the centralisation of government administration and development in Dili are growing, although the government does not intend to do so. Much more attention should be paid in rural areas.

There are several things we could learn from the reconciliation challenges in Timor-Leste; First of all reconciliation is such a difficult task at every level. At the national level it is affected heavily by international relations. It is difficult for a small and fragile war-affected country, like Timor-Leste to influence international relations. At the community level, the reconciliation process is closely connected with the process of nation building, therefore it is difficult to assess or evaluate the reconciliation process by itself. On the other hand, the reconciliation process can be evaluated through the relationship with the nation building process. Secondly, the situation of reconciliation is quite different between war-affected countries and even between communities within a country, because each country, each community and each person has different experiences from each conflict and has different culture, and traditions. Thus at the national level each war-affected country should establish its own purpose, strategy and process on reconciliation as well as for nation building. At the community level, it is essential to recognise the different situations of each community. A flexible system needs to be designed and established to promote reconciliation under different circumstances and to meet the needs of each community based on its own situation. Thirdly, reconciliation requires long term processes and it can only be established by community people by their own desire. In addition, all projects face many difficulties on the ground in conflict-affected communities. Therefore it can be said that reconciliation should not be emphasised a lot in each project. However, each project in conflict-affected communities should be examined well from the view of reconciliation and peacebuilding process at each stage of a project.

Japan is one of the biggest donor in Timor-Leste. People very much appreciate the huge contribution from Japan. Massive assistance to Timor-Leste shows the stance of Japan which is eager to take an important role in post-war reconstruction. However, its assistance lacks



comprehensive strategy as “Japan” among a huge number of projects. Japan has many channels of providing assistance. Each channel has its own strategy and approaches of assistance. It seems that information sharing and communication cannot be systematised well among these channels. This leads the lack of consistency on Japanese assistance on the ground. For instance, the three projects described in chapter 3 are all funded by Japan. Although the degree of Japanese involvement differs one by one, local people as well as other international partners of assistance recognise that all the projects represent the government of Japan; its desire, aim and objectives. Under this circumstance, however, we cannot see any comprehensive strategy of Japan towards the reconstruction and peacebuilding of Timor-Leste among these three projects. This not only reduces the efficiency of assistance compared with the huge amount of money spent, but also confuses the recipient country, people on the ground and international partners of assistance what the government of Japan wants to do through these assistance. Specifically, in the projects which have international intermediate organisations such as AMCAP and RESPECT, there is not organised reporting system between implementing organisation and Japan. It causes frustration and confusion for both sides. In both projects, there are some commitments of Japanese personnel at various levels of the projects. However, this does not mean that the projects reflect the intention of Japanese government. The government of Japan should establish the protocol for reporting in each project funded in order to have better assistance as a donor as well as to conduct better activities on the ground.

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## Appendixes

### Appendix 1: List of Suco and Aldeia in Ainaro District

Sub-district	Suco	no.	Aldeia
Ainaro (7 suco)	Ainaro	7	Ainaro, Nugupu, Teliga, Builico, Hatomera, Lugatu, Sabagulau
	Cassa	5	Mau-suca, Boltama, Lai-lima, Sivil, Quesamau
	Mau Nuno	3	Mamalau, Aileu, Mau-sica
	Mau Ulo	5	Mau-ulupu, Mau-ululau, Hatulelo, Hatulau, Dagamesa
	Soro	4	Guar-udo, Ter-lola, Poelau, Leo-lala
	Manutasi	4	Hatumetaulu, Kanudu, Bauhatulau, Rebuitudu
	Soro Craic	4	Basar, Ailau, Riamori, No-ulu
Hato Udo (2 suco)	Leolima	11	Nunuboco, Raisoro, Hatseo, Soro-craic, Goulau, Groto, Luru, dausur, Aimerleu, Lesse, Bonuk
	Beikala	6	Ainaro-kik, Raimerlau, Baha, Ailora, Lebumera, Lessu
Hato Builico (3 suco)	Nuno moge	8	Nunomogelau, Hato-serakei, lebulau, tukaro-koiloko, hato-builico, Ceorema, Mausou Ramata, Laqueco
	Mauxiga	5	Mauxiga, Hatocero, Goulora, Leo-telo1, Leo-telo2
	Mulo	8	Mulo(Dare), Tatiri, Hautio, aituto, Manumera, Maulafulu, Blehetu, Guerudu
Maubisse (9 suco)	Maubisse	12	Liquitei, Hatufae, Telituku, Hatululi, kanumera, Koulala, rimori, urahou, Rileku, Sarlala, Maubisse, Hautadu
	Aituto	9	Lientuto, Ruslau, Goulolo, Aihou, Hatubiti, Maulefo, Lebotutu, Betulala, Airakalau
	Horai Kiik	4	Lauheli, Hatusao, Coumera, Cartolo
	Maulau	10	Usoluli, Lacamalicau, Tarabula, hahimau, Aihosan, Malaria, hatulete, hatucade, Rita, Lumoluli
	Fatubessi	6	Hohulu,, Titibauria, Tutufili, Kaitara, Raebutilau, Casimedei
	Edi	6	Lobibo, Raimera, Demotete, Talitelo, Talale, Hebau
	Liulai	4	Rebean, Bertai, Hohonaro, Maumude
	Manetu	7	Kirikoli, Maulai, Hahitali, Leoboluli, Rusurau, Daulelo, Borulu
	Manelobas	4	Ernaro, kotomatan, Hautei, Hautilo

(Source: the author)

## **Appendix 2: List of People Interviewed in Selected Field Research**

Community (Suco) Person Interviewed

Visited

Cassa (17-20 Sep. 2004) Cassa Suco chief, Lailima aldeia chief, Quesemane aldeia chief, Local police officer based in Cassa, Community residents in Boltama, Mau-suca, Lai-lima and Civil aldeia

Manutasi (20-22 Oct. 2004) Hatumetaudu aldeia chief, Bahatelau aldeia chief, Community residents in Hatumetaudu, Bahatelau and Kanudu aldeia

(Source: the author)

### Appendix 3: List of Organisations or Projects Visited

	Name of Organisation/ Project	Field of Work	Location of Interview/ Investigation
UN Agencies	RESPECT (UNDP)	Creation of employment	Dili, Ainaro
	AMCAP (UNOPS)	Agriculture	Dili, Ainaro
International NGOs	CONCERN	Water and Sanitation	Dili
	CARE	Water and Sanitation	Dili
	PARC	Coffee production	Aianro
	CRS	Agriculture, Peace and Reconciliation, and Civil education	Dili, Ainaro
	GTZ	Small business promotion, Micro credit	Dili, Ainaro
Local NGOs	Yayasan HAK	Human rights, Reconciliation and Justice	Dili, Ainaro
	Moris Rasik	Micro Credit	Ainaro
	Fokpers	Women/ Gender	Dili
	GFFTL	Women/ Gender	Dili
	Kuna Buka Hatene	Women/ Gender	Dili
Others	CAVR	Reconciliation / Justice	Dili
	Suco Election Commission	Conduct suco election	Dili
	OMT	Women/ Gender	Ainaro
	OPMT	Women/ Gender	Ainaro
	Tobishima Construction Co. Ltd.	Road construction	Ainaro, Dili
Individuals	Government official	-	Dili
	Ainaro District Administrator	-	Ainaro
	Liulai Tais Metan	One of a traditional king	Ainaro
	Beluloko Lia Nain	A traditional conflict mediator	Ainaro

(Source: the author)

## Appendix 4: The List of Questions Asked

1. Questions about General Living Condition and Personal/Family History (Chiefs/ Community Residents)
  - 1-1 How many family members do you have?
  - 1-2 Do you have a job? / What is the source of livelihood?
  - 1-3 Where were you staying during the Indonesian occupation? How did you stay?
  - 1-4 Where were you when violence happened in 1999? How did you survive?
  - 1-5 What did you see in 1999 violence?
  - 1-6 Where did you live after 1999?
  - 1-7 Since independence in 2002, are there any changes or development on your living condition? If any, how and in which way?
  - 1-8 What are the difficulties of living?
  - 1-9 How do you feel about the international assistance in this country?
  
2. Questions about the Work of Community Leader and the Community (Suco chiefs/ Aldeia chiefs)
  - 2-1 Are you elected as the chief?
  - 2-2 What are the difficulties of the work as a chief?
  - 2-3 What are the problems of the community here?
  - 2-4 Are or were there any organisations working in the community?
  - 2-5 If there are/were, what kinds of work are/ were they?
  - 2-6 How is the attitude of community people toward your work as a chief? Are they cooperative or not?
  - 2-7 Do you stand for the next suco election as a candidate?
  - 2-8 Do you think it is good to have suco election?
  
3. Questions about Reconciliation (Chiefs/ Community Residents/ Organisations)
  - 3-1 Are there any sensitivities between ex pro-independent side and ex pro-autonomy side in the community?
  - 3-2 After 2 years of independence, are there any improvement on community reconciliation in your community?
  - 3-3 How do you think about the reconciliation programmes conducted by various organisations, such as CAVR and Yayasan HAK?
  - 3-4 What is required to promote further reconciliation at the community level?
  - 3-5 Do you think the development programmes could promote the reconciliation? If yes, why?
  - 3-6 It is clear that there is the certain level of limitation on justice. What do you see the connection between justice and reconciliation?

4. Questions about the organisation and its activities (Organisations)
  - 4-1 When did the organisation start working in Timor-Leste? / When was the organisation established?
  - 4-2 How many staff do you have?
  - 4-3 What kind of activities do you have? And where do you work?
  - 4-4 Do you have donors?
  - 4-5 Did you or do you have any difficulties to have activities in the field? If yes, what were/are the difficulties?
  - 4-6 During the activities in communities, did you see any difficulties or concern relating to reconciliation in the communities?
  
5. Questions about security (Chiefs/ Community Residents/ Police officers)
  - 5-1 Are there any security threats in the community?
  - 5-2 How many martial arts groups are there in the community?
  - 5-3 How many martial arts group members do you have in each group in the community?
  - 5-4 Are they (martial arts groups) active in the community?
  - 5-5 How do they affect to the people and the security of the community here?



## Appendix 5: Major Projects Implemented in Ainaro District

UN Agencies

Project Name	Implementing Organisation		Budget (US\$)	Project Term	Field of Work	Goals/ Objectives	Actual Activities
	Funding Donor						
CEP (The Community Empowerment and Local Governance Project)	The World Bank		18 million (for whole country)	2000.02 – 2003.12 (Completed)	Grants and Credit for various projects	- To provide a model for democratic, and transparent forum to increase community participation in the planning and decision-making process of development issues at the hamlet and village level	- Reconstruct the basic infrastructure - Support local economic activities - Establishment of village development council
AMCAP (Ainaro and Manatuto Community Activation Project)	UNOPS/ UNDP		5 million (for both Ainaro and Manatuto districts)	2002.01 – 2006.12	Agriculture	- To increase food security and incomes of poor households in Ainaro and Manatuto districts on an environmentally sustainable basis, using community focused participatory methodologies	- Reforestation - Nursery - Upland & Lowland farming - Livestock vaccination
	Japanese government (through UNDP Human Security Fund)						
RESPECT (Recovery, Employment and Stability Programme for Ex-combatants and Communities in Timor Leste)	UNDP		4 million (for national level projects) 100,000 (for Ainaro district level projects)	2003.05 – 2005.05	Grants for various projects	- To provide both short and medium/long term employment and sustainable livelihood opportunities to vulnerable groups of society, including ex-combatants, widows, unemployed youths	Grants for the projects in agricultural development, reforestation, infrastructure and vocational training
	Japanese government						
Civic Education Programme	CSO (Civil Society Organisations)/ UNDP			(Completed in Ainaro)	Civic education		Education on gender, human rights and voter's right on election etc.

(Source: the author)

NGOs

NGO Name	Field of Work	Office in Ainaro	Project Term	Actual Activities
GTZ	Small business promotion, Micro credit	Maubisse	Until June 2006 (Maubisse office)	<ul style="list-style-type: none"> <li>- Market rehabilitation</li> <li>- Private sector development</li> <li>- Business training; how to write proposals and report, and training on accounting</li> </ul>
CARE	Water and Sanitation, Agriculture	Maubisse	Completed in Ainaro (Capacity building project is expected.)	<ul style="list-style-type: none"> <li>- seed distribution to women's groups</li> <li>- PRA in Maubisse</li> <li>- TOT workshop in Dare</li> <li>- Establish water supply system in communities of Hato-Builico</li> </ul>
CONCERN	Water and Sanitation, Education on sewing	Maubisse (closed)	Completed in Ainaro	<ul style="list-style-type: none"> <li>- Water and sanitation projects for 200 primary schools (water tank an toilet building)</li> <li>- Education how to use sewing machines for women's groups to assist them to run small businesses</li> </ul>
CRS	Agriculture	Ainaro	1999-emergency relief 2002-development aid	<ul style="list-style-type: none"> <li>- Organising 4 community groups for agricultural activities</li> <li>- Technical support for agricultural activities</li> </ul>
PARC	Coffee plantation	Maubisse		<ul style="list-style-type: none"> <li>- Assisting 6 community groups for coffee plantation and other activities like agriculture</li> <li>- Capacity building training for the community groups</li> </ul>
NGO Forum	Networking NGOs, Capacity building of NGOs	Maubisse		<ul style="list-style-type: none"> <li>- Bridging NGOs, making networks among NGOs</li> <li>- Problem solving and capacity building training</li> <li>- Having monthly meeting</li> </ul>
Yayasan HAK	Human rights	Maubisse	Aug. 1996 -	<ul style="list-style-type: none"> <li>- Human rights monitoring</li> <li>- Education on human rights</li> <li>- Looking for the justice for victims of violence under the Indonesian occupation and 1999 violence</li> <li>- Victims' healing</li> </ul>
Moris Rasik	Micro credit	Maubisse, Ainaro		<ul style="list-style-type: none"> <li>- Forming 30 centres (groups) for micro credit in Maubisse</li> <li>- Introducing Gramine Bank system to Timor-Leste</li> </ul>
Suhurama Group	Women's rights	Maubisse	Currently there are no activities because of the lack of fund	<ul style="list-style-type: none"> <li>- Education on human rights, especially for women</li> <li>- Capacity building training for women</li> </ul>

(Source: the author)

## **Appendix 6: SWOT(Strength, Weakness, Opportunity and Threat) Analysis of Current Circumstances in Timor-Leste**

### *Strength/Opportunity*

The country enjoys the full support from the international community. Many donors have paid attention to the country since 1999 violence. Total ODA received reached 219.8 million US dollars in 2002, which meant each person received 297.6 US dollars for assistance (UNDP, 2004). The international community quickly responded the violence and established the UN mission in the country. They also have been interested in assisting the rehabilitation of the country. The multi-donor Trust Fund for East Timor (TEET) was set up in 2000 to coordinate the projects among donors. Around 175 million US dollars has been committed to the fund. The massive international presence in the country contributes the maintenance of security and gives many job opportunities to the people in the UN missions and various international organisations. Detailed baseline data surveys, such as population census, have been conducted with the assistance of various international organisations since 1999.

The country also achieved substantial economic growth in 2000-2001, growing rate of over 15% per year (See table below). In time, oil and gas revenues will start to underwrite state expenditures, although there are some sensitivities and difficulties about the relationship with the government of Australia. During the stay in Timor-Leste, I saw there are a lot of potentials for business chances and economic development. Everything could be started in the “new” way for the nation building.

**Economic Indicators of Timor-Leste**

<b>Issue</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
GDP at current price (US\$)	270m	328m	397m	394m	
Real GDP growth (%)	-35.0	15.0	17.0	3.0	
Consumer price inflation (%)	140.0	3.0	0.0	5.0	4.0
Exports of goods fob (US\$)	52m	5m	4m	6m	
Imports of goods fob (US\$)	-119m	-218m	-216m	-186m	

(Source: The Economist Intelligence Unit, 2004)

Politically the government has been trying to establish good relationship with foreign countries. Especially the government puts considerable diplomatic effort for the improvement of relationship with Indonesia. The international diplomacy of Timor-Leste is welcomed and supported by the international community. This could be very much essential and the only way for a tiny country like Timor-Leste to sustain the country.

At the ground level, people are basically very honest, polite and hard working. Once they are given some work, they are serious on the tasks. Under the brutal oppression and tyranny of

Indonesian military force<sup>40</sup>, people had continued the fighting for the justice for a long time. People are very proud of their guerrilla war against the Indonesian occupation. When this great patience and strong will in the societies and people's minds could be transferred well for the nation-building, the future of the country will be brighter. Strong family tie keep people in the societies<sup>41</sup> and social cohesion under the Roman Catholic Church are also positive tools.

### ***Weakness/ Threat***

As the result of 1999 violence, most of the infrastructures, such as roads, water and electricity supply systems, schools, hospitals, markets were destroyed. In addition, most of the people who have special skills and techniques, such as school teachers, doctors, lawyers had returned to Indonesia and there are few Timorese people who have such skills. Unemployment rate remains very high, especially among young generations. According to a report written by Shoemith (2003:233), unemployment in the capital, Dili is around 70%. With 50% of the population below 20 years of age, the pressure for jobs is unrelenting, with around 20,000 young people joining the current labour force of just over 300,000 each year. Despite the high unemployment rate, the salary rate is very high. It is said that it reaches three times more than the rate of Indonesia. This leads the capacity building of Timorese people more difficult and affects to promote national industries, which could stand in the severe international competition.

The massive international presence, on the other hand, has exerted negative effects. First, the country heavily depends on the foreign aid in every aspect of the country. In 2002 ODA occupied 56.6% of GDP (UNDP, 2002). There is ambiguous but forthcoming anxiety toward the self-sustainability in the future. Second, the substantial economic growth in 2000-2001 was created mainly by the international presence in the country. Actually, the Economist Intelligence Unit (2004) measured that the economic growth prospects in 2004-05 are limited. Third, the massive international presence causes high consumer price in Timor-Leste. The price is substantially expensive, compared with the standards of neighbouring countries. It can be said that massive international presence promoted the economy which cannot suit to the national capacity. This divides the society into two; the people who have work and afford to buy the goods and the people who cannot afford to buy them. Forth, the attitude of some internationals, who did not respect the communities and people of Timor-Leste, created hatred toward internationals among the people. When the UN mission was established, so many internationals arrived at once to the tiny country. At the beginning almost all cars on the roads belonged to the UN. People drove the cars so fast without caring the people along the roads. Many livestock were hit and dead. Many expensive shops and restaurants, which local people cannot afford to enter were established for internationals. People even threw stones to the UN cars.

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<sup>40</sup> It is estimated that about 200,000 people (one-third of the population) were killed directly and indirectly from late 1970s until 1980s in East Timor (Furusawa, 2002:37)

<sup>41</sup> Societies were organised into social groups, united through marriages and expressing their relationship through political alliances in the form of kinship.

As mentioned above, the country now enjoys high level of security. However, the country possesses several potential threats and unclearness of security after the UN PKF mission leaves in May 2005. Externally, pro-Indonesian militia still present an irritant to the border security of Timor-Leste. Internally, the combination of poverty and unemployment poses a continuing threat to law and order. In rural areas, one of the potential sources of conflict is land tenure (Smith, 2004:279). The fighting between martial arts groups is also a big issue. At the community level, many cases of domestic violence (DV) are reported (Min. of Interior, 2004). Above all these, the political instability toward the presidential election planned in 2006 could be the biggest threat for the future security<sup>42</sup>.

There are at least two issues which could raise as political threats. Firstly, there is the opposition between followers of President Gusmão and the Alkatiri government. The politics of Timor-Leste is “semi presidential system”, which is to say that executive power lies with the majority party (FRETILIN) in Parliament (Smith, 2004). Therefore, Gusmão’s relationship with FRETILIN has become quite rocky since his inauguration over the president’s rights (Smith, 2004:280). By late 2001, the UN was also aware that the division was widening and a potentially dangerous power structure was under way (Shoesmith, 2003:246). Another threat is that there is growing frustration toward the administration of the government. When people finally achieved their long-term dream of independence and obtained the freedom, it was clear that there were a full of expectations, hopes and ambitions for the bright future. After two years of independence, they can not be kept at the same level in front of severe reality and enormous challenges for the nation-building. It seems that all these expectations turned out to be the frustration toward the government. Many people complain about the poor living condition, which people feel it becomes even worse than before and the poor capacity of the government. The government policy over languages also creates the strong frustration among the people, especially among young generation. There are some 37 dialects in Timor-Leste (Nicol, 2002:24). The government set Tetun (the language most widely used in Timor-Leste) and Portuguese as official languages, and Indonesian and English as working language (Hull, 2004). As the result, many young generations, who do not understand Portuguese cannot have the jobs in the government<sup>43</sup>. It is easily predicted that growing politically motivated small scale conflicts could occur everywhere. One local NGO I interviewed told me that all the activities with men are manipulated by local politics in the communities. In addition, President Gusmão already declared that he was not going to stand for the next presidential election in 2006. This could also escalate the political competition and create political instability in the country.

Another concerning threat for the government administration is that the government officials aims to establish centralised and “strong” government. Timor-Leste is consisted of wide variety of small communities, each of which has its own identity, root and characteristics. It is recorded that in the past there were 47 kingdoms in East Timor. Societies were organised into social groups,

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<sup>42</sup> See appendix 7: Political Parties in Timor-Leste

<sup>43</sup> It is reported that less than 5% of the population understand Portuguese.

united through marriages and expressing their relationship through political alliances in the form of kinship (Soares, 1999:34). Considered the features of Timorese societies and traditions, it seems that the centralised system cannot respond the various demands of local communities. It could promote the resistance and even uprising against the central government among rural populations. Smith (2004:279) stated the fact that a crowd was so easy to mobilise was worrying and indicative of underlying tensions towards the government, the police and foreign business.

Most of the people sustain their livelihood in agricultural activities in Timor-Leste. Nevertheless, arable lands are small, not quite fertile and soil erosion can be seen everywhere. In addition, the government concentrates on education and health sectors rather than industrial sectors, including agriculture. There is no objection that the government spends the budget on education and health sector based on National Development Plan (NDI). On the other hand, there is the certain level of anxiety on the government decision. The circumstances of agricultural sector requires immediate improvements in so many ways. It directly affects on the lives of the majority of the people. For example, the only major agricultural exports in Timor-Leste is coffee. Nevertheless, the coffee price has decreased dramatically after the independence. People used to get about 70 cents from 1kg of coffee cherries under the Indonesian rule. Now people can get only 15 cents from the same amount of coffee cherries.

## SWOT Analysis for Current Circumstances of Timor-Leste

<p><b><u>STRENGTH</u></b></p> <ul style="list-style-type: none"> <li>- Full support is given from the international community.</li> <li>- Many donors have been interested in assisting the country.</li> <li>- The Catholic Church contributes to social cohesion and stands as the core for civil society.</li> <li>- There is the certain security all over the country.</li> <li>- Many job opportunities are given to the people in international organisation.</li> <li>- People are basically very honest, polite and hard working.</li> <li>- People achieved their long-term dream of independence and obtained the freedom of movement, talking and doing something etc.</li> <li>- People keep substantial strong family ties.</li> <li>- People are very proud of their guerrilla war against the Indonesian occupation.</li> <li>- The country achieved substantial economic growth in 2000-01.</li> <li>- There are reliable baseline data of the country since 1999.</li> </ul>	<p><b><u>WEAKNESS</u></b></p> <ul style="list-style-type: none"> <li>- The country heavily depends on the foreign aid.</li> <li>- Lack of basic infrastructures.</li> <li>- Lack of people who have special skills or techniques, such as doctors, lawyers etc.</li> <li>- No major industries in the country.</li> <li>- High unemployment rate, especially among young generations + high rate of monthly salary.</li> <li>- Most of the populations depend on agriculture for their livelihood. However, the lands are not so fertile and soil erosion occurs everywhere.</li> <li>- High rate of domestic violence (DV) cases.</li> <li>- Communities do not have the institutional power structure.</li> <li>- People are heavily traumatised through the history of foreign occupation.</li> <li>- Confusion of national languages.</li> <li>- Consumer price is substantially high.</li> </ul>
<p><b><u>OPPORTUNITY</u></b></p> <ul style="list-style-type: none"> <li>- There are a lot of potentials for business chances and economic development.</li> <li>- Considerable diplomatic effort goes into the improvement of relationship with Indonesia.</li> <li>- Everything could be started in the “new” way for the nation building.</li> </ul>	<p><b><u>THREATS</u></b></p> <ul style="list-style-type: none"> <li>- Lack of leadership, which leads a lack of responsibility.</li> <li>- People are easily agitated by a rumour.</li> <li>- High level of frustration among the people.</li> <li>- It seems that the government officials aim the centralised and strong government.</li> <li>- Security threats and unlearnness after the UN PKF mission leaves in May 2005.</li> <li>- Certain level of fear and fragility in societies towards the next presidential election in 2006.</li> <li>- People tend to see foreigners as special persons, who stand over them. (There is hatred towards foreigners?)</li> <li>- Sensitivities remain between ex pro-Independent side and ex pro-autonomy side.</li> </ul>

(Source: made by the author)

## Appendix 7: Political Parties in Timor-Leste

No.	Full Name of the Party	Abbreviation of the Name	Result of the 2001 Election	
			% of the vote by party	Seats by party
1	Partido do Povo de Timor	PPT	2.01%	2
2	Partido Democrata Cristão	PDC	1.98%	2
3	Frente Revolucionária do Timor-Leste Independente	FRETILIN	57.37%	55
4	Partido Democrata' Cristão de Timor	UDC/ PDC	-	1
5	Partido Socialista de Timor	PST	1.78%	1
6	Klibur Oan Timor Asuwain	KOTA	2.13%	2
7	Partai Democratic Maubere	PDM	-	
8	Partido Trabalhista Timorese	PTT	-	
9	Partido Democrático	PD	8.72%	7
10	Partido Nationalista Timorese	PNT	2.21%	2
11	Associação Social' Democrata Timorese	ASDT	7.84%	6
12	Partido Social Democrata	PSD	8.18%	6
13	União Democrática Rimorese	UDT	2.36%	2
14	Partido Republika Nacional Timor Leste	PARENTIL	-	
15	Partai Liberal	PL	-	1
16	Associação Popular Democratica de Timor	APODETI PRO. REF.	-	

(Source: UNTAET Independent Electoral Commission, 2001)



## Appendix 8: The UN Missions in Timor-Leste

Mission	The UN Resolution	Mandates
UNTAET	1246 (11 June 1999)	-To organise and conduct a popular consultation
INTERFET (International Force, East Timor)	September 1999	-To restore peace and security in East Timor -To protect and support UNTAET in carrying out its tasks -To facilitate humanitarian assistance operations within force capabilities
UNTAET	1272 (25 Oct. 1999) 1392(31 Jan. 2002) for extension	-To provide security and maintain law and order throughout the territory of East Timor -To establish an effective administration -To assist in the development of civil and social services -To ensure the coordination and delivery of humanitarian assistance, rehabilitation and development assistance -To support capacity building for self-government -To assist in the establishment of conditions for sustainable development
UNMISSET	1410 (17 May 2002)	-To provide assistance to core administrative structures critical to the viability and political stability of East Timor -To provide interim law enforcement and public security and to assist in the development of a new law enforcement agency in East Timor, the East Timor Police Service (ETPS) -To contribute to the maintenance of the external and internal security of East Timor
UNMISSET	1543 (14 May 2004) 1573 (16 Nov. 2004) for extension	-To support for the public administration and justice system of Timor-Leste and for justice in the area of serious crimes -To support for the development of law enforcement in Timor-Leste -To support for the security and stability of Timor-Leste

(Source: <http://www.un.org>, 2004)

## Background of the Author

### Education

- Mar. 1994 Graduated from Kashiwa-minami senior high school in Chiba, Japan  
Mar. 1998 BA in Education, Department of Languages, Sapporo University, Japan  
June 2004 MA in Post-war Recovery and Development Studies, Department of Politics, The University of York, UK

### Present Post

Since Jan. 2006 Consultant of Grass-root Grant Project (GGP) for the Embassy of Japan in Angola

### Employments

- Oct. 1998 - Mar. 1999 Solidarity Worker (volunteer) in a Danish NGO called ADPP (Ajuda Dezenvolviment de Povo para Povo) in Cabinda, Angola  
Apr. 2000 – Apr. 2002 JOCV (Japan Overseas Cooperation Volunteer) entitled as a Community Development Advisor in Kenya  
Oct. 2003 – Mar. 2004 Intern in Humanitarian and Development Assistance Unit, IDCJ (International Development Centre of Japan) in Tokyo, Japan  
Dec. 2003 – Jul. 2004 Junior Research Assistant in JDS (Japan Development Service) Co. LTD in Tokyo, Japan  
Jul. 2004 – Jul. 2005 UNV (the United Nations Volunteer) entitled as a Community Empowerment Advisor in AMCAP project under UNDP/UNOPS in Ainaro, Timor-Leste  
Dec. 2005 – Jan. 2006 Joined the emergency relief for the earthquake in northern Pakistan as a member of JCCP (Japan Centre for Conflict Prevention)

## 経 歴

### 学歴

- 1994年3月 千葉県立柏南高等学校卒業  
1998年3月 札幌大学外国語学部ロシア語学科卒業  
2004年7月 英国ヨーク大学政治学部戦後復興と開発修士号取得

### 現職

2006年1月～ 在アンゴラ日本大使館草の根外部委嘱員

### 職歴

- 1998年10月～1999年03月 デンマークのNGOADPP (Ajuda Dezenvolviment de Povo para Povo) に参加。アンゴラ国カビンダ州でコミュニティー開発活動に従事  
2000年04月～2002年04月 青年海外協力隊村落開発普及員としてケニア国キスム県の現地 NGO においてコミュニティー開発活動に従事  
2003年10月～2004年03月 IDCJ 東京事務所人道開発支援室でのインターン  
2003年12月～2004年07月 開発コンサルタント会社 JDS においてリサーチアシスタント  
2004年07月～2005年07月 国連ボランティア (コミュニティーエンパワーメントアドバイザー) として東ティモールアイナロ県において UNDP/UNOPS のプロジェクト (AMCAP) に従事  
2005年12月～2006年01月 日本紛争予防センター (JCCP) からパキスタン北部地震緊急援助支援に参加、カシミール州で活動