The Housing Verification and Monitoring Unit: An Organizational Study and Assessment[1]

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INTRODUCTION

This research expands the 15-page paper submitted in summer of 2002, as part of an assignment for the Project Bosnia service learning summer program at the University of Denver. Based on my experience and observations as an intern, I conducted an organizational and systems study of the Housing Verification and Monitoring Unit (HVM), one of the programs by World Vision Bosnia-Herzegovina (World Vision). Since its start in January 2000, the HVM staff has continued their tasks throughout Bosnia and Herzegovina (BiH) and the Republic of Croatia, under the auspices of the Office of the High Representative (OHR)/Reconstruction and Return Task Force (RRTF).

I choose to write about HVM, because, first, the work of the HVM is crucial for the return of refugees and internally displaced persons (IDPs) in BiH; therefore, writing about the HVM helps demonstrate that there is a project where the staff commits their lives for the welfare of the Bosnian people. Second, because the HVM is an important project, it is worthwhile to introduce the work of the HVM to people who are in the international development field, so they can learn

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1) This is a substantial research paper submitted to the University of Denver, Graduate School of International Studies, in candidacy for the Degree of Master of Arts in May 2003.

lessons of how the HVM works.

Verification Team and Monitoring & Evaluation Team

HVM is composed of three bodies: the Central Planning Management Team (CPM), the Verification Team, and the Monitoring & Evaluation Team (M&E). Although these three teams are all under the umbrella of the HVM, the M& E functions somewhat independently in terms of its tasks. As the name indicates, the M&E "monitors and evaluates" projects, funded by the Dutch Government. Because I associated more with the Verification Team and because the additional research on M&E requires more time and cost, this paper focuses exclusively on the CPM and Verification Team. As an organization[2], these three are inseparable; however I believe excluding the M&E research still achieves the paper's objective. Functions of the CPM and the Evaluation Team are explained in the second section.

Organization of This Research

In the first section, we will consider general information of the HVM. It includes the HVM's establishment, goal, and objectives, and CPM and Verification Team's functions. The second section deals with the organizational analysis of the HVM. Leadership and organizational values are analyzed, and how the leadership and the values are translated into verification's successes is also studied. Finally, the last section goes beyond the organizational study. This section assesses the HVM's impact on the stakeholders. One of the important stakeholders includes the displaced Bosnian people and the question of whether the verification really helps enforce the property law and support the minority return is

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2) I conduct the "organizational analysis" of the HVM, although the HVM is a project by World Vision.

answered, along with the HVM's impact on the other stakeholders—the OHR/RRFT, World Vision, the HVM staff, and the HVM's donors.

Sources and Cross-References

For the second section about the general information of the HVM, the World Vision's and the HVM reports are utilized. The HVM homepage is also useful as it explains the origin and general information of the HVM. For the second section about leadership and organizational values, the interview with HVM's Project Manager is also a useful source as well as my observations and experiences at World Vision. For the leadership analysis, Chapter Nine of Szilagyi Jr. and Wallace Jr.'s *Organizational Behavior and Performance* is cross-referenced.[3]

For the systematic analysis of the HVM's impact on the Bosnian community, the concept of "empowerment" is referenced from *Refugee Empowerment and Organizational Change* to explain how working at the HVM empowers at the HVM staff.

THE HVM: GENERAL OVERVIEW

The HVM is a World Vision project, initiated in January 2000. It provides verification data of reconstructed housing units to the OHR, "which has overall responsibility for promoting security, good governance and sustainable return in Bosnia and Herzegovina."[4] The OHR is the international oversight agency in BiH, which was established after the Dayton Peace Agreement.

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3) Andrew D Szilagyi, Jr. and Marc J. Wallace, Jr., *Organizational Behavior and Performance*, 2nd ed. Santa Monica, CA: Goodyear Publishing Company, Inc., 1980.
4) World Vision Bosnia and Herzegovina, *World Vision Bosnia and Herzegovina: Annual Report 2000.*

World Vision states its mission as, "A Bosnia-Herzegovina where people realize the full potential and promise that God has for their lives which celebrates the richness of its diversity."[5] Its Mission states,

WV-BiH is determined to work in partnership with communities in their struggle to establish right relationships, diminish poverty, and have society embrace those that are disenfranchised [and] to do this we must be an innovative organization, committed to quality, responsive to need and opportunity, that takes intelligent risks, is passionate about our purpose, and is relevant to our context.[6]

Under this mission and vision, the HVM supports repatriation of minorities in BiH. It promotes reintegration of the minorities into the Bosnian community, thus intending to make their lives better.

Besides the HVM, World Vision operates other programs throughout BiH. One example is the Area Development Program (ADP). In this program, World Vision divides BiH into four regions—Central Bosnia, North-West, North-East, and Sarajevo/Gorazde—and provides different types of projects that meet each community's needs. In the Sarajevo/Gorazde ADP, 38 staff members implement several projects.[7] World Vision's Operations Director noted that Creative Activities for Trauma Healing (CATH) and Psychological and Education Development Support (PEDS) are two of the successful projects Bosnia-wide.

Although the HVM is a World Vision project, it is somewhat independent from the rest of the projects, because the HVM does not belong to the ADP's and provides a service

5) World Vision Bosnia and Herzegovina, *World Vision Bosnia and Herzegovina: Annual Report 2001.*

6) *World Vision Annual Report 2001.*

7) The projects include Project for Bosniak Integrated Return to Podzeplje/Han Pijesak Municipality, Podzeplje School/Community Building Reconstruction Project, Han Pijesak Primary School Reconstruction Project, Kasindo School Reconstruction Project, and Creative Activities for Trauma Healing.

exclusively to the OHR. It is under the auspices of the OHR/RRTF and has its own office.

Under the OHR and Property Law Implementation Plan

The OHR is "the chief civilian peace implementation agency"[8] in BiH. It oversees "the implementation of the civilian aspects of the Peace Agreement on behalf of the international community."[9] The OHR also coordinates the activities of the civilian organizations and agencies in BiH.[10] On December 14, 1995, the three parties—BiH, the Croatian Republic, and the Federal Republic of Yugoslavia (Serbia)— signed the General Framework Agreement for Peace, generally referred as the Dayton Peace Agreement (Agreement), which divided BiH into two entities, the Federation and the Republika Srpska (the Republic of Serbia, RS).

The Agreement also included a constitution, and Annex 7 of the Agreement states the right of all the citizens of BiH to return to their homes. The war resulted in the displacement of nearly two million Bosnian people,[11] and the international community spent around nine billion dollars during the five years after the Agreement.[12] Yet, the repatriation process was extremely slow. Belloni explains five obstacles that prevent returns: the dominance of national elites, the lack of anything resembling the rule of law, concerns for personal security from physical attacks, the obstruction by some

8) The Office of the High Representative, "OHR General Information," http://www.ohr.int/ohr-info/gen-info/ (9 May 2003)

9) *Ibid*

10) The Dayton Agreement was finally signed in Paris, following the US-led negotiations in Dayton, Ohio.

11) The OHR, "PLIP Inter-Agency Framework Document," http://www.ohr.int/plip/key-doc/default.asp?content id=5510 (9 May 2003)

12) Roberto Belloni, "Why Are Bosnians Not Going Back Home? The Role of International Actors," in Robert H. Evans and Giuseppe de Vergottini ed., *Strategies for the Future of Bosnia-Herzegovina and Croatia*, Trino, Italy: G. Giappichelli Editore, 2001, 129.

leaders, and lack of economic and social opportunities in several regions of the country.[13] "Each of the wartime regimes allocated abandoned properties and established complex legal and administrative barriers to return, designed to make the separation of the population irreversible."[14]

The Property Law Implementation Plan (PLIP) is to tackle the second obstacle. It was developed by collaborative relationships between the OHR, the United Nations High Commissioner for Refugees (UNHCR), the Organization for Security and Co-operation in Europe (OSCE), the United Nations Mission in Bosnia and Herzegovina (UN-MIBH) and the Commission for Real Property Claims of Displaced Persons and Refugees (CRPC). In BiH, housing misallocation and abuse have been widespread. "Many of the ethnic forces, which drove the conflicts, continue to be in power and have attempted to legalize ethnic cleansing by passing property laws which allowed property to be easily transferred to the members of the ethnic group in charge."[15]

> The PLIP is a specialist operation designed to ensure that all citizens of Bosnia and Herzegovina who were dispossessed of their property in the course of the conflict can repossess it. This is the most complex legal component of the implementation of Annex 7, and accordingly requires dedicated resources and thorough management.[16]

The international community, including the OHR, believed that the misuse of the property is one of the fundamental problems for a low rate of the return, and by ensuring the property rights protection, this problem would be solved. The PLIP was "conceived as a plan to ensure that those property rights are recognised and enforceable for every

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13) Belloni, 130.
14) The OHR, "PLIP Inter-Agency Framework Document."
15) The Housing Verification and Monitoring Unit, http://www.rrtf-hvm.org/ demo/all.html (9 May 2003)
16) The OHR, "PLIP Inter-Agency Framework Document."

individual in the country, without regard to political considerations."[17]

To make the PLIP successful, the international community had to identify the misuse of property. The HVM Project Manager recalls that the idea of verification came out of necessity and started discussing it with the staff of the OHR. Since somebody had to do it, World Vision decided to begin the verification.[18] The World Vision Operations Director recalls that the OHR was looking for an organization that could conduct a verification project and approached the World Vision. Then, the World Vision staff discussed the project. There was skepticism that the verification could be successful; yet World Vision decided to begin the project.[19]

According to *4 June* 2002 *THE HVM Inception Report*, the Verification Team's project goal was as follows,

> To provide accurate and verifiable information to the OHR/ RRTF on the utilization of space resulting from reconstruction return related project and to identify double occupants to be processed by the local authorities through the implementation of the property laws.[20]

The same report articulates three "End of Project Objectives":

1 . To support the International Community's Property Law Implementation ... through the provision of information relating to the double occupancy and usage status of housing units reconstructed with funds donated by the international community.

2 . By 31 December, 2002 to have completed field verification of 30,000 housing units reconstructed by the interna-

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17) *Ibid.*
18) Elizabeth Hughes, Interview by author. Sarajevo, Bosnia-Herzegovina, 24 July 2002.
19) Sue Birchmore, Interview by author. Sarajevo, Bosnia-Herzegovina, 25 July 2002.
20) The HVM, *1 April* 2002 *HVM Inception Report.*

tional community.

3. To provide monthly the HVM database generated reports on the usage status and double occupants of aforementioned verified housing units to the PLIP central cell in order for appropriate action to be taken, based on the HVM provided information.[21]

The CPM and Verification Teams' Functions

Located in Sarajevo, the CPM deals with management. CPM staff maintains the database and deals with finance and logistics. The Project Manager belongs to the CPM, although he or she directs all the HVM functions. One of the CPM's primary responsibilities is to maintain the database of housing verification. With the data, the local authorities implement property laws. All the regional offices' verification data are sent to Sarajevo, and the technical staff updates the data. Besides the Project Manger, the CPM is made up of the Project Administrator, Grant Accountant, Finance Assistant, Technical Manager and TM's Assistant, Web Designer, Administration Assistant, and Logistics Officer.

Regarding the Verification Team, there are a total of eight regional offices, seven in BiH and one in Zagreb[22] (See "Verification Team Organizational Chart"). Each office is responsible for verifying reconstructed houses in an assigned area. Verifiers of each office physically visit every single housing unit and check its occupants. All the verifiers conduct their tasks in pairs. Their primary task is to identify illegal occupants. Based on the collected information, the verifiers ask them a series of questions. The interview process consists of 45 questions.[23] Some illegal occupants lie or

21) *1 April 2002 HVM Inception Report.*

22) Brcko, Banja Luka, Mostar, Trvnik, Tuzla, Sarajevo, and Zenica in BiH and Zagreb in Croatia.

23) The HVM website.

legitimize illegal occupancy.[24] The verifiers must be cautious not being too emotional while understanding the occupants.

To identify illegal occupants, the Verification Team must confirm numbers and addresses of the reconstructed housing units. The Verification Team has collected and is collecting reconstruction data from external organizations that came to Bosnia and helped in rebuilding housing. Each regional team collects the data for its region. Since I was in Sarajevo, I helped collect reconstruction data from several other organizations, such as the United Methodist Committee on Relief and even World Vision itself.

I followed a team of verifiers in the Sarajevo area. The two young verifiers were assigned to cover double occupancy and empty houses in apartments. If a household illegally stays at somebody else's house or apartment, it is considered a "double occupant." The Sarajevo Team Leader sent the verifiers to visit units of potential illegal occupants. In one house visit, they first rang the bell, and a resident opened the door. One of the verifiers explained to the resident that they came to check whether their residency was legal or not. The resident allowed us in. The three of us came into the apartment and asked several questions, and also asked the presumed house owner for a document. After the visit, the verifiers told me that the residents of the apartment were indeed double occupants and could tell instantly that the residents were lying. According to the verifiers, their assignments resemble the job of detectives as they have to find out whether people who are residents tell the truth or not. They sometimes have a hard time listening to the stories of resi-

24) Those occupants often claim that they do not want to go back to their home, where they are minorities, or they say they have too many family members, and so forth.

dents who explain their hardship.

One of the difficulties in the Sarajevo area is that people do not always know their neighbors, especially in apartments. The residents often do not welcome their visits, so they pretend like nobody is at home, not answering the doorbell. This does not happen in rural areas, because neighbors know each other well. If verifiers ask a person about someone else in a certain rural community, most of the time he or she will explain to them a great deal about the person.[25]

The verifiers' role is crucial to actually acquire information about empty houses and illegal occupants. The Project Manager told us that the verifiers found effective ways to collect data based on their practices. Spanning a year of visits, they finally established a way to confirm. Each office has a Team Leader (TL), and she/he is responsible for verification in her/his area. The TL sets a specific plan to achieve the statistical goal of verification, talking to verifiers and sometimes cheering them up, collecting data and submitting them to the CPM database. The TL's exchange information once a day[26] and receive the latest information regarding verification to each other.

How Data is Utilized

As mentioned in an earlier section, each regional Verification Team collects addresses and numbers of the reconstructed houses in each area, and verifiers visit them and verify illegal or double occupancy and vacant houses. These data are sent to Sarajevo, maintained by CPM, and updated regularly. The local authorities utilize the data to enforce prop-

25) Aida Mihajlovic, Interview by author, Tuzla, Bosnia and Herzegovina, 5 August 2002.
26) If there is a possibility of double occupancy, which means one family illegally stays in two houses (or apartments), a TL in a region sends information to a TL in another region.

erty law and evict illegal occupants.

Obtaining Reconstruction Data from Other Organizations

In order to verify the reconstructed houses, the HVM first needs to collect data of which houses were reconstructed and are currently being reconstructed by international organizations; each regional office asks international organizations to provide numbers and addresses. Having received the information, verification finally occurs. There are a large number of international organizations that came to BiH and either directly assisted with housing reconstruction or provided materials to residents. In this sense, the success of the HVM depends upon the cooperation of these beneficiaries.

Donors

The HVM website reveals that currently the European Community, the US Government Bureau of Population and Refugees and Migration (BPRM), the Swedish Government, the Royal Netherlands Embassy, and World Vision International are the HVM donors.[27] According to the World Vision 2001 report, the US Government (BPRM), Swedish Government, the Dutch Government[28], World Vision US, World Vision Ireland, and World Vision Australia were the donors to the HVM.[29]

LEADERSHIP AND ORGANIZATIONAL VALUES: A SYSTEMIC STUDY

This section presents key characteristics of the HVM as an organization and their positive impact on the HVM's succes-

27) The HVM website.
28) Dutch Government exclusively funds M&E project.
29) World Vision Bosnia and Herzegovina, *World Vision Bosnia Herzegovina: Annual Report 2001*.

ses. There are two features to be examined: leadership and organizational values. They are closely related, as one influences the other. For this reason, some of the analytic features overlap. After the examination of these two aspects, the paper analyzes how they contribute to the successes of the HVM operation.

Leadership

In this research the term leadership is defined as "the relationship between two or more people in which one attempts to influence the other toward the accomplishment of some goal or goals."[30] Szilagyi and Wallace introduce several theories of leadership analysis. In this research, situational theory is applied, because it diagnoses "many factors" that may "impact on the effectiveness of his or her leadership."[31] In situational theory, identification and understanding of individual differences, group structures, and organizational policies and practices are crucial. There are four domains to the theory: (1) managerial characteristics, (2) subordinate factors, (3) group factors, and (4) organizational factors. Among these four, managerial characteristics are presented in this paper.[32] The other three factors — subordinate characteristics, group factors, and organizational factors — are not included, because there was no sufficient data to analyze them.

In this paper, two positions of leadership—the Project Manager and regional TL—are studied. Regarding regional TLs, there are eight in the HVM. Only the Sarajevo TL is presented, because I was closely associated with her during my internship.

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30) Szilagyi, and Wallace, Jr., 277.
31) *Ibid.*, 288.
32) Szilagyi, and Wallace, Jr., 278.

The Project Manager

The Project Manager directs the entire HVM, including the CPM, the Verification Team, and the M&E. She is also responsible for communicating with the World Vision Headquarters. Among the managerial characteristics, there are three factors that affect leader's behavior: (a) personal characteristics, (b) needs and motives, and (c) past experience and reinforcement.[33]

Regarding personal characteristics the Project Manager demonstrates strong confidence as a leader of the HVM. This confidence comes from her success in achieving annual goals in the past two years of HVM management. She has been involved in the HVM since its establishment, and without her, the operation could not be continued. This gives her enormous confidence, because there is nobody else who knows as much about the HVM. Her attitude is very business-like as she focuses on specific goals in the project. She speaks very fast, even when she talks to subordinates who are non-native speakers of English.

Her communication skills in the Bosnian language help her understand the subordinates. Her ability to understand the language also makes her subordinates feel that the Project Manager is "with us." Besides, the Project Manger has been in BiH for more than five years, and she has an understanding of BiH, such as geography, people, and climate. She also knows the international community in BiH, including people in the OHR and other international organizations and each organization's characteristics.

Needs and motives often are involved with power, "the capacity to influence." According to French and Raven, there are five different forms of power: (1) legitimate power,

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33) Szilagyi and Wallace Jr., 288.

(2) reward power, (3) coercive power, (4) expert power, and (5) referent power.[34] First, the Project Manager holds legitimate power as a head of the HVM. She is the only international in the HVM, which makes a difference, as no local Bosnians in World Vision are allowed to be in a higher position than international staff. Second, the Project Manager also holds reward power, controlling and administering rewards to her subordinates. The rewards include promotions and praise. Third, the Project Manager holds expert power, because she knows more about World Vision's operations and the international staff than do the other staff. In this sense, she has better management skills and knowledge in the HVM. Thus, she exercises "a variety of power."

Regarding her past experience and positional reinforcement, the Project Manager has worked at World Vision for more than five years. Before the HVM's establishment in January 2000, she was in other managing positions of World Vision. World Vision has a relatively non-hierarchical style, and it reflects upon the Project Manager's style and the HVM environment. She does not intervene in subordinates' jobs and only expects that the staff achieve their goals. Regarding reinforcement, she is very task-oriented. At the same time, she allows responsibilities for others and does not direct subordinates' work, as long as they do their tasks.

The Project Manager's leadership style is summarized as follows. Because of her past work experience in Bosnia, she exhibits strong confidence and determination that she can accomplish the HVM's challenging task. The Project Manager has been involved in the HVM since its establishment, and knows the history and the development process of the

34) John R. P. French Jr. and Bertram Raven, "The Bases of Social Power," in Dorwin Cartwright ed., *Group Dynamics*, Ann Arbor, MI: Institute for Social Research, 1959, 613-621.

HVM. She is a quick talker and deals with things in a very business-like manner. She has communication skills in Bosnian, the native language of BiH. The Project Manager holds legitimate, reward, and expert power in the HVM.

Sarajevo Team Leader

Regarding her responsibilities, the indigenous Sarajevo TL directs ten verifiers, who are responsible for collecting the reconstruction data and the verification data in the Sarajevo area. She reports the latest data to the Project Manager when requested and attends regional meetings and conferences. She also ensures the verifiers' jobs. Regarding needs and motives, the TL holds legitimate power because of her institutional position as a TL. She is also responsible for selecting verifiers; therefore, she also holds reward power. Regarding past experience and reinforcement, the TL has also been involved in the HVM since its establishment. She has working experience in other international organizations prior to joining the HVM. Therefore, she has the skill to work under internationals. She has the good English communication skills, and this allows her to communicate with her boss and staff members in other organizations. Most meetings and conferences are in both English and Bosnian, and the English skills are essential for her position. At the same time, the TL must be able to communicate with subordinates in Bosnian, because they speak little or no English.

The Sarajevo TL's leadership style is summarized as follows. She has work experience at different international organizations and knows how to work with both the international and local staff. She has communication skills both in Bosnian and English. This allows her to communicate with the Project Manager and the verifiers, who are her subordinates. She holds legitimate and reward power.

Organizational Values

Organizational values are defined as important characteristics or features observed in a certain organization or corporation that shape its environment. What makes the HVM unique, and how do the values make the HVM successful? First, the Project Manager is very business-like. She sets goals and gets them done as quickly and efficiently as possible. Although she told me that it was unusual, she was constantly trying to catch up on her assignments and thus working overtime. There are specific goals required to satisfy the HVM donors. Then, the HVM is able to receive funding the following year. Besides, the HVM is in the process of handing its tasks over to the local authorities.[35] The Project Manager knows that she must leave her position some time. For this reason, the Project Manager is trying to finish as much verification as possible. This attitude reflects on the HVM's environment. This environment also is shaped by the Project Manager's personal characteristics. She talks very fast and I was not able to follow everything she said. I noticed that she was talking to the Bosnian subordinates in a similar fashion.

Second, while the Project Manager is quick in her behavior, there paradoxically is an atmosphere suggesting that time moves very slowly among the CPM. While I was at the HVM, it was a summer vacation season. The CPM staff was doing the routine work. They came to work at 9am and went home at 5pm. Typically when the staff come to work, they chat for thirty to forty minutes drinking coffee and smoking. They order and have lunch together. Only the Project Manager, the Grant Accountant, and the Financial Assistant were working overtime to deal with a report for the HVM

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35) Interview with Hughes.

donors. Besides them, the atmosphere was very friendly and relaxing among the CPM staff. It is possible that this comfortable environment is due to the effort made by the Project Manager and TLs. The Tuzla TL and the Sarajevo TL both told me that it was their job to create a comfortable atmosphere for the verifiers. This might seem to contradict what was mentioned previously: the HVM's business-like environment is due to the characteristics of the Project Manager, but I perceived this as the fact that she is trying to create a friendly environment to enhance efficiency and productivity of the staff.

Third, the HVM has only one international staff, and the rest of the 82 are all Bosnians. It is crucial for the HVM's success to emphasize and empower the local staff, because it is not only practically necessary for the verifications but it shows a commitment that the HVM does work for the welfare of the Bosnian people. Indeed, having an entirely Bosnian staff lets them think that they are the ones who make the differences for their communities. At the same time, there is a clear distinction between international and local staff, in terms of their positions and salaries. This is true in the entire World Vision structure, and so too in the HVM. The internationals maintain higher positions such as National Director, Operations Director, Finance Director, and Human Resources Director, and in the HVM, the post of Project Manager.

How the Leadership and Values Lead to HVM's Success

Having briefly analyzed the HVM's leadership and organizational values, how can we explain that these features reflect on the HVM's success? The Project Manager's leadership reflects on the HVM's success in several ways. First, the Project Manager's confidence and her possession of

different types of power give her ultimate decision making authority, this allowing the HVM flexibility and responsiveness. The HVM is just three years old, and it is still in a developmental stage. The other staff makes some decisions in the field as well. Also, the Project Manager consults with the TLs when they make decisions about the verification process. In other words, the fact that the decision authority rests with the Project Manager means that World Vision listens to the voice of the field staff. The Project Manager "is the top of the project," herself being in the field. Because of World Vision's non-hierarchical structure, the field staff initially were able to decide whether World Vision should start this important but challenging project.

One of the important tasks for the TLs is to facilitate the verification process, and the Sarajevo TL creates a comfortable environment for the verifiers. Not only does she give directions about the verification but she ensures that the verifiers do not have too hard time verifying. Not only does the TL push verifying but she ensures that the verifiers take breaks or days off, because the verification is intense as they are encountering the illegal occupants and directly talking to them. The verifiers sometimes get exhausted. The Sarajevo TL is not tense. Although responsible for her tasks, she is not as tense as the Project Manager, and it makes the verifiers' work easier.

Having interactive international and local staff makes World Vision's operations more functional. To initiate and keep the operation moving forward, it is important that internationals maintain certain positions, and in the HVM's case, it is the post of Project Manager that needs to be retained by an international. It is not to say that local staff are not able to direct a project, but this project is only three years old, and to make this project sustainable, international staff with some

experience should be in managerial positions, also assuring that donors would continue to support it. Besides, in a project like the HVM, the Project Manager needs to know people in the international community including the OHR. At the same time, the role of local staff is as crucial as that of internationals. Because the HVM ultimately aims at bettering the welfare of the Bosnian people, the HVM must have local staff who have great knowledge of BiH, including the language, culture, social structures, experience with the war, and so on. The HVM project could not be achieved without the local TLs and verifiers.

THE HVM'S IMPACT ON STAKEHOLDERS

In this section, an important question is asked: How does the HVM's work affect stakeholders? The people or groups who are directly involved and affected by the HVM include the OHR/RRFT, the Bosnian minorities who are displaced, World Vision, the HVM staff, and the donors. There are two primary ways that the HVM can contribute to Bosnian society: one through achieving the Verification Team's goals and another through empowerment of the HVM staff.

The OHR/RRTF

The HVM's objective is to provide the verification and the illegal occupancy data to the OHR/RRFT. Thus, they are able to implement the PLIP, working with the local authorities. The HVM so far has provided an estimation of around 110,000 reconstructed housing units in BiH. For the verification data from January 1999 through June 2002, the HVM covered 35,156 housing units. This represents over 30 percent of the entire total of reconstructed units. The HVM also identified 5,524 double or illegal occupancies, and these were

turned over to the local authorities. Whether these figures are high or not depends on one's interpretation. Yet, it is a fact that the HVM provided these figures, and without the HVM's effort, there was no way to make even an estimation and to verify the numbers of reconstructed units and illegal occupants.

How much the HVM's data actually affected the PLIP is difficult to measure; yet, the OHR stated that as of the end of February, 2003, the Property Law Implementation has reached 67 percent in BiH, 80 percent in the Federation, and 69 percent in the RS. There are about 56,000 out of 229,235 claims still unsolved.[36] It is certain that the HVM contributed substantially to achieve this result.

The Original Occupants

The HVM conducts its operation to promote the PLIP, thus providing the verification data. With the data, the local authorities enforce the property law and vacate illegal occupants. Ultimately, an eviction makes it possible for the original occupants to return their housing. Although the HVM is not directly involved in the eviction and return process, it is supposed to help minority returns indirectly. To answer the question of how much the verification facilitated the minority return, first, we must know the number of illegal occupants and of these, who were actually evicted. Second, we need to know the number of minorities who actually returned home. From January, 1999 through June, 2002, the HVM identified 5,524 double or illegal occupancies, and as noted earlier they were turned over to the local authorities.[37] The numbers of the Bosnians who repatriate

36)   The OHR, "February 2003 PLIP Statistics," http://www.ohr.int/ohr-dept/pres-
     so/pressr/default.asp?content id=29596 (9 May 2003)
37)   The HVM website.

to their home communities are increasing. There are three possibilities for the condition of returnees' housing: empty, still destroyed, and illegally occupied. If the housing units are empty, they are able to go home and start living there immediately. If their houses are destroyed, they need to be repaired before the return. If their houses are illegally occupied, the illegal occupants must be evicted. The HVM is involved in this third one, and as of June, 2002, it had so far identified around 5,500 double and illegal occupants. As of that date some evictions still were in process. As noted, the eviction takes place, the housing unit is emptied and this allows the original occupant to return. Thus, the HVM certainly is affecting the Bosnians' lives.

The HVM Staff

There are currently 50 local staff in the HVM, and they comprise the vital work force for the organization's success. The existence of the HVM has provided employment opportunities for these people. While BiH struggles for economic development, these people have a more secure financial base to support themselves as well as their families. Besides, what the HVM local staff do directly affects the future of Bosnia, and these people have a sense that their work is important for the betterment of BiH. It has been more than seven years since the civil war ended, and BiH has not shown much of a sign of economic recovery, and some people are becoming desperate in their situation. Furthermore, the international community is pulling out of BiH. The existence of the HVM gives local staff hope that the international community still cares about BiH.

The Donors

The donors of the HVM—the European Community, the

BPRM, the Swedish Government, the Royal Netherlands Embassy, and World Vision International—expect that the HVM will reach its objectives. When the HVM achieves them, the donors will be satisfied with what they did. So far, the HVM is reaching most of its goals and is making a positive impact on the Bosnian community. Thus, the donation is perceived as being meaningful.

CONCLUSION

This study indicates that the HVM has a positive impact on the lives of the Bosnian people. Yet the HVM still has challenges to face. The first and biggest challenge data-wise is how best the HVM can obtain the precise number of the reconstructed housing units. Since most of the international organizations which came to BiH and engaged in house reconstruction have left, it is difficult for the HVM to contact the organizations. Even where the HVM is able to contact these organizations, some do not keep records in a well-organized file. Besides, staff turnover is constant in many organizations and so the tracking of records is difficult. Thus, "institutional memory" is lost. The HVM is trying to obtain a complete listing of the reconstructed housing units with the necessary auxiliary information.

There are two primary things necessary to overcome this challenge. First, the international organizations and foreign governments should cooperate and provide their data in integrative fashion to the HVM. Many organizations seem reluctant to cooperate with the OHR/HVM's verification project. Most of these organizations have a limited number of staff, and they are constantly dealing with their own projects. I was able to observe the situation in one such organization. To push the organizations' cooperation, the

HVM should take a more aggressive approach. It must contact not only the international organizations but some foreign governments as well. Many of them already left BiH, and it is getting more difficult to contact them. For the foreign governments, the HVM should contact the embassies or consulates in BiH or neighboring countries. Last summer, the Project Manager sent a letter to the organizations asking for their cooperation, under the name of the OHR. The HVM should continue to support and send such letters and e-mails.

At the same time, the HVM needs to maintain good relationships with the implementing partners. Therefore last year, the Project Manager and I were planning to visit each organization in person and obtain the necessary records. That way, the HVM would not disturb the organization's work. This process hopefully now has started already, and if so, staff should continue to visit each organization.

The second challenge is the HVM's exit strategy. In the near future, World Vision will try to pull out of the HVM project and hand it over to the local authorities, according to the Project Manager.[38] The Bosnians must be able to take care of their business themselves to be empowered, and this handover will be a crucial step for HVM's organizational self-sustainability. Do the Bosnian people have the capability to take over this project? The answer is yes, because the current members of the Verification Teams all are Bosnian, and if they remain in the HVM, they will have the experience and skills to continue the program. Of course, questions always remain. For instance, once the current Project Manager leaves, somebody must be able to lead this project, and training a future leader will be a crucial for the HVM. It is ideal that one of the TLs become a Project Manager. Will the

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38)　Interview with Hughes.

local authorities do their job properly? Local governments might be the ones to disturb minority returns to their own communities; can they be trusted? There also must be somebody to monitor the process. The European Union or the UN are the ones to take this role. Further, the EU and World Vision must support the HVM project financially. Without this, nothing more can be done.

Finally, repatriation broadly depends on more than the success of the PLIP. There are other factors that are essential. For instance, Belloni points out obstacles to return such as the dominance of national elites, the lack of the rule of law, concerns for personal security, the obstruction by some leaders among displaced persons, and the lack of economic and social opportunities in some regions.[39] These are systemic in nature. Although it is impossible to eliminate all obstacles completely, these must be reduced as much as possible "to put BiH back together." It will take time but it can be done, little by little. The continued efforts of both internal and external actors are needed.

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39) Belloni, 130.

VISION, MISSION, AND GUIDING PRINCIPLE OF WORLD VISION BIH

Vision
A Bosnia-Herzegovina where people realize the full potential and promise that God has for their lives, and which celebrates the richness of its diversity.

Mission
WV-BiH is determined to work in partnership with communities in their struggle to establish right relationships, diminish poverty, and have society embrace those that are disenfranchised.
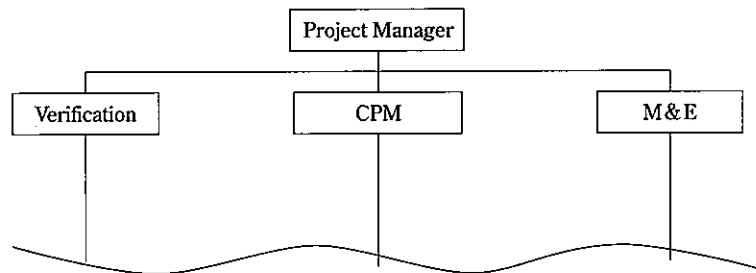
Guiding Principles
WV-BiH is inspired and guided in all it does by seven core values. We believe in ...
* Hopes and Dreams: For without dreams, there can be no hope for a better future.
* Team Work: For we are more effective together than we are alone.
* Holism: For there is a spiritual side to human development necessary to realize people's full potential.
* Humility: For we pursue our purpose not for our own glory, but in the service of others.
* Learning: For if we don't learn from our mistakes and successes, we become hollow and irrelevant.
* Diversity: For in celebrating and embracing people's God given diversity we find the full richness of our humanity.
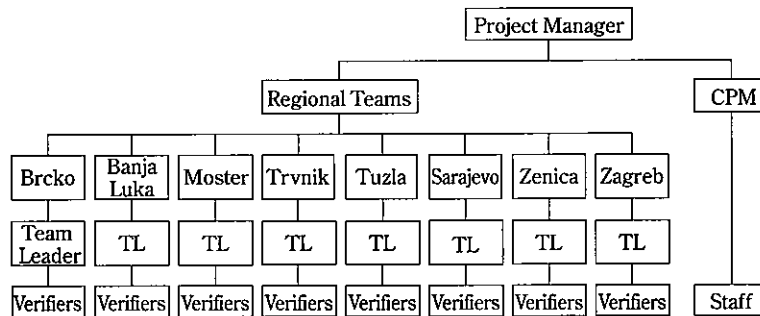* Perseverance: For we are committed to our vision, and will press on until it is attained.[40]

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40) *World Vision Annual Report 2001.*

HVM Organizational Chart

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                    Project Manager
        ┌───────────────┼───────────────┐
   Verification        CPM             M&E
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Verification Team Organizational Chart

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                        Project Manager
              ┌──────────────┼──────────────┐
         Regional Teams                    CPM
   ┌────┬────┬────┬────┬────┬────┬────┐     │
  Brcko Banja Moster Trvnik Tuzla Sarajevo Zenica Zagreb
        Luka
  Team   TL   TL    TL    TL    TL    TL    TL
  Leader
  Verifiers Verifiers Verifiers Verifiers Verifiers Verifiers Verifiers Verifiers   Staff
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ける根本的思想家だからであり、第二は、彼らが、主流の倫理理論は動物
をその対象に含めることができるし、また含むべきだとする主張を代表し
ているからである（シンガーは、帰結論者の功利主義的パースペクティヴ
を提供し、レーガンは義務論者の権利理論を主張している）。

　シンガーとレーガンの議論を追いながら、いくつかの問題をより明確に
焦点化するうえで助けとなる、ジェイムズ・レイチェルズ（James Ra-
chels）、メアリー・ミドグレイ（Mary Midgley）、スティーヴ・サポンジ
ス（Steve Sapontzis）の考えも簡潔に考察するが、しかし、あくまでも
主たる焦点はシンガーとレーガンの考えにある。（訳、田中洋二郎）

住居立証・管理部門
——ボスニア・ヘルツェゴビナにおける NGO プロジェクトの研究——

木村　寛

　1995年12月にデイトン協定が結ばれ、ボスニア紛争は一応の停戦を迎え
た。その内戦によって、地域住民はそれぞれの住居を離れ、そこに他人が
入り込み生活するという状況がボスニア全土で起こってしまった。国際社
会は、それらの不法居住者を立ち退きさせ、海外や国内で避難生活を送る
者たちを元の住居に戻すことが必要であり、それがボスニア・ヘルツェゴ
ビナの平和再構築の一歩となると考えた。その実態調査の業務を国際
NGO ワールド・ビジョンが請け負うことになった。そのプロジェクトが
住居立証・管理部門（the Housing Verification and Monitoring Unit、
以下 HVM）である。HVM の現地スタッフの大半は、寄せられた情報を
もとに住居一軒一軒を訪れ、不法居住者の存在を立証していくのである。

　2002年夏にこの HVM で約 2 ヶ月間インターンを経験し、ワールド・
ビジョンがその業務を円滑に行う原因を知りたいと思ったのが本研究の動
機である。またこの研究で HVM の活動を明らかにし、その手法を他の
地域でも応用できればとも考えたのである。

　本研究では、HVM がうまく機能している原因を、現場で働く人々と彼
らが作り出す環境にあると考え、特に管理職のリーダーシップと組織文化
（organizational culture）に注目した。研究の手法としては参加者自身に
よる観察（participant observation）とインタビューの 2 つを用いた。ま
ず 1 つ目のリーダーシップについては、HVM を統括するプロジェクトマ

ネージャーとその下のチームリーダーに注目した。研究の結果、プロジェ
クトマネージャーのリーダーシップの要素に、良き意味でのビジネス的な
態度、ボスニアの長期滞在経験、ボスニア語の理解と異文化への適応、外
国人としての立場などがあることが分かった。これらが複雑な業務に対し
て柔軟かつ迅速な処理を可能にしているのである。次に、プロジェクトマ
ネージャーと現地スタッフの仲介の立場にあるチームリーダーは、ボスニ
ア人でありながら国際組織での実務経験が豊富で国際感覚にもすぐれ、上
司とうまくコミュニケーションを取り、現場で苦労する部下のよき理解者
となっている。

　2 つ目の HVM 内における組織文化の形成については、プロジェクト
マネージャーの存在が大きい。まず、そのビジネス的な姿勢が HVM に
業績重視の空気を作り出している。と同時に、HVM の中には何かゆった
りとした雰囲気がある。仕事で結果を求めつつ、「ボスニア的」なのんび
りとした空気を尊重しようとするプロジェクトマネージャーの配慮がみら
れる。次に HVM には、管理職の立場にある少数の外国人スタッフと多
数の現地人スタッフが勤務し、待遇面で明確な差別化がなされている。一
見不合理にも思われるが、それによって外国人スタッフにはより大きな責
任が伴い、業務遂行に必要な権力（authority）を保つことが出来る。両
方がそれぞれの役割をこなしているといえるだろう。

　以上 HVM が機能している理由を述べたが、データ収集や現地スタッ
フへの業務移行など今後の課題も多い。それを解決していくためには、ボ
スニア全体の難民・国内避難民の帰還という課題も含めて、国家再生への
ボスニア国民の強い意思と国際社会の後押しの両方が必要となるであろ
う。