



Empowered lives.  
Resilient nations.

## Annual Progress Report 2013

---

### UNDP Capacity Building Support to Policia Nacional de Timor Leste Project



PNTL General Commander Longuinhos Monteiro and UNDP Country Director Mikiko Tanaka  
Project document signing ceremony January 2013  
Photo by Sandra Magno UNDP Timor Leste

## Table of Contents

- I.** Project summary
- II.** Introduction
- III.** Financial summary
- IV.** Main activities and achievements
- V.** Monitoring and Evaluation
- VI.** Challenges and limitations
- VII.** Conclusion and way forward

---

## Project summary

Project Name:	UNDP Capacity Building Support to Policia Nacional da Timor-Leste (PNTL)
Project Objective:	By 2015, Management capabilities of the PNTL high Command for institutional and behavioural change strengthened and Systematic collaboration between the PNTL and the prosecutor services improved.
Duration:	3 years (2013-2015)
Budget:	Approved budget 2013: \$769,548.00 Expenditure 2013 (provisional): \$634,538.32 Total Budget: \$3,718,605.18 Australian Federal Police \$1,383,417.64 Japanese Government \$985,187.54 BCPR \$500,000.00 BCPR-Netherlands \$250,000.00 RBAP \$500,000.00 TRAC1 \$100,000.00 <b>TOTAL \$3,718,605.18</b>
Target Beneficiaries:	National Police of Timor-Leste
Location:	Dili, Timor-Leste
National Counterpart:	National Police of Timor-Leste

---

## Introduction

The project aims to strengthen the capacity of the Timor Leste National Police (PNTL) to deliver quality policing services to the people of Timor Leste. The project focus is on supporting the high command transform their strategic and annual plans into tangible, measurable and financed activities. This is being done through the project team being co-located and working with counterparts on: 1) strategic planning, 2) Information technology, 3) Human resources, 4) Asset and procurement management, 5) Fleet management and 6) Public relations.

The project builds on international assistance provided to the PNTL led by the United Nations Mission in Timor (UNMIT) which completed its mission at the end of 2012, and the ongoing assistance provided by UNDP since 2003. The project also complements international assistance provided through the Timor Leste Police Development Programme (TLPDP), the Timor Leste Community Policing Programme (TLCPP), and other bilateral support from Japan and the United States of America.

The established project management model has maximised national ownership and sustainability with the appointment of a national project manager and the recruitment of national civilian specialists in accordance with government pay scales. An international senior technical advisor and international advisors provide specialist support in areas identified by the PNTL. The project has been supporting the development of the first PNTL strategic plan which will be launched in early 2014 to ensure project support targets PNTL priorities.

Despite some delays in recruiting of staff, sound progress has been made in; establishing the project office co-located in Police headquarters, establishing relationships with counterparts, and commencing substantive technical inputs into key management and administrative units within the PNTL. A review has been conducted of the information sources and technology used by the PNTL to manage the organization and the adequacy of the systems in place. This has included; human resources, asset management, armoury, and complaints. The completion of assessments in the Public Relations Unit, Information Technology Unit, and Human Resources Unit has identified capacity development issues to guide project support. Assistance to commanders of these units has resulted in the development of unit work plans which are consistent with the draft PNTL strategic plan 2014 – 2018.

Essential training and equipment for these units has enabled the production of PNTL identity cards, and reporting on district and unit staffing details disaggregated by gender and rank, and multi- media design capability to enable the Public Relations Unit to produce professional promotional material.

In May 2013 a US\$1.4 million funding agreement with the Australian Federal Police was signed and in November 2013 a \$985,000 funding agreement with the Government of Japan was signed. This has addressed project funding deficits and enabled an expansion of key activities including the recruitment of national civilian specialists.

There has been active co-ordination with the Timor Leste Police Development Programme funded by the Australian Federal Police (TLPDP), the New Zealand funded Timor Leste Community Policing Programme (TLCPP), and bilateral projects from Japan and United States of America which has assisted in harmonizing donor support to the PNTL. Project challenges have been managed to minimize disruptions to implementation. The project management board has been actively engaged in project oversight and at its December 2013 meeting agreed to extend the project by one year until December 2015. This now provides sufficient time to meet expected capacity development outcomes in accordance with the project document.

Extensive consultation and alignment with the PNTL draft strategic plan formed part of the development of the 2014 project annual work plan. This coupled with evidence of increasing leadership by the PNTL, including the appointment of an international liaison officer will assist in meeting planned project objectives for 2014.

---

## Achievements of 2013

**Output 1:** Management capacities of PNTL High Command for institutional and behavioural change strengthened

Activity 1.1 The PNTL High Command have adequate skills and equipment to effectively plan day-to day operations

PNTL strategic planning commenced in 2013 with a five year strategic plan 2014 – 2018 expected to be launched in early 2014. This strategic plan will help address fundamental weaknesses in the direction, priority setting, monitoring and oversight of current police activity.

A review has been conducted of the information sources and technology used by the PNTL to manage the organisation and the adequacy of the systems in place. This has included; human resources, asset management, armoury, and complaints. Management and technical skills to meet expectations both present and future were found to be deficient. Short term action has been taken to ensure existing information sources can be used to inform planning and oversight as well as ensuring the security of existing information systems and data bases. More comprehensive and longer term solutions will be explored in 2014.

Immediate equipment needs in the form of desk top computers, servers, software development and maintenance of systems has been attended to with on the job training provided to uniformed officer of the Information Technology Department.

To address deficiencies in specialist administrative and support functions the recruitment of specialist civilian staff under PNTL contracts was initiated in 2013. Position descriptions for nine officers in the fields of public relations, information technology, human resources, procurement and fleet maintenance were prepared and recruitment commenced. This was done with a view to addressing the low baseline of technical skills and the attrition in these areas caused by transfers and promotion of uniformed officers who had received specialist training. It is expected that should this approach be considered successful by the PNTL they will make budgetary provision to continue funding this positions from 2016 onwards. At the end of December 2013 the first of these national civilian specialists; a journalist and a multi media specialist had commenced duty with the Public Relations Office.

Five months of specialist information technology inputs were provided from March 2013 with the employment of an Information Technology contractor, followed by the recruitment of a fixed term Information Technology and Data Base specialist in November 2013.

Planning commenced in late 2013 and arrangements confirmed to conduct a study tour for PNTL senior commanders to the Royal Malaysian Police Force in 2014. The delegation will examine their use of information, oversight mechanisms and information technology for the purposes of actively implementing police strategic and activity plans.

### Activity 1.2 The PNTL High Command have adequate capacities to manage human resources and assets

A short term Human Resources advisor was contracted for three months in March and a fixed term specialist was appointed in December. A position description for a national human resources officer was prepared and recruitment commenced. The Human Resources Unit was provided with guidance to prepare a work plan which covered the following activities: a) PNTL identity cards, b) job descriptions, c) staffing tables, d) performance appraisal system, and e) staff management issues.

Stand-alone information systems for; human resources, weapons storage and internal affairs were established in order to improve immediate information management needs. However this is considered a short term solution and a comprehensive longer term solution will be developed in 2014.

The Human Resources Unit was assisted to formulate specifications of equipment, software applications, drivers and consumables for PNTL Identity Cards and procure the equipment and materials necessary to produce the cards. PNTL officers have been trained on the use of the equipment resulting in 1,800 identity cards being produced in 2013. The Human Resources Unit now maintains and reports on PNTL staffing details disaggregated by gender and rank.

A short term asset management and procurement advisor was engaged for six weeks in March 2013. A fixed term appointment was concluded but the successful applicant declined the offer resulting in re-advertisement. This process is expected to be concluded early 2014.

Recruitment for a fleet management specialist and national fleet management officer and procurement officer has also commenced and is expected to be finalized in early 2014.

### Activity 1.3 The PNTL has developed and efficiently applied communication and coordination mechanisms to direct international support and to collaborate with relevant stakeholders

A Public Information Officer was recruited in September 2013 and national civilian journalist and multi media specialist recruited in November. An assessment of the existing functions and capacity of the public relations unit was conducted to form the basis of future public relations office activities. Based on the assessment:

- a PNTL public relations vision and strategic objectives and a six month unit work plan aligned with the draft PNTL strategic plan was prepared
- renovations of the PNTL public relations office commenced in order to create a more effective working environment
- job descriptions, work plan and monthly timetable for the PNTL media team was completed

- video equipment, and design and digital management software was procured to enable in-house development of media products. Existing computers were cleaned from viruses and appropriate software installed
- on the job training commenced on graphic design and photography
- workshop conducted with female PNTL officers and UN Women representatives to identify gender issues faced by women within the PNTL and specifically to seek feedback on development of messaging to aid recruitment of women
- sourcing of content for a PNTL bi-monthly magazine commenced
- design of a PNTL annual calendar completed
- production of photos for PNTL photo exhibition to mark Independence Day commenced.

In December 2013 the PNTL announced the appointment of an International co-operation liaison officer. This officer will be targeted for assistance in 2014 to improve international cooperation and coordination.

## Output 2: Systematic collaboration between the PNTL and the prosecution services improved

### Activity 2.1 Laws and guidance relevant to PNTL will be translated and widely disseminated:

No translation requests were received from PNTL concerning this activity in 2013.

### Activity 2.2 PNTL officers and Prosecutors have a better understanding of their respective duties, tasks and functions for improved cooperation and joint intervention:

No activity was implemented this year.

---

## Monitoring and evaluation

At the December 2013 Project Management Board meeting it was agreed to reduce the project outputs from one to two in order to focus the project on its core PNTL capacity building objective. The project document strategic results framework will be further reviewed in 2014 to ensure alignment with the Government of Timor-Leste strategic framework including the draft PNTL Strategic Plan and enhancement of baseline, indicators and targets. The revised framework will be tabled at the 2014 first quarterly project management board meeting. The existing indicators as per the 2013 annual work plan are reported on below.

Indicator 2013	Progress
<b>1.1 PNTL High Command have adequate skills and equipment to effectively plan day to day operations</b>	
All PNTL units have developed their own mission, objectives, action plans and indicators, based on the PNTL strategic plan	PNTL strategic plan (2014-2018) was developed in draft form in 2013 with approval expected in early 2014. PNTL and units and districts will develop their annual action plan based on the approved strategic plan and annual activity plan.
<b>1.2 PNTL High command have adequate capacity to manage human resources and assets</b>	
The PNTL High Command uses a Management Dashboard to follow PNTL annual strategic plans and action plans and any other action that requires administrative mentoring	Assessments were conducted of existing information systems which will inform management decision making. Where necessary short term action has been taken to facilitate the use and security of existing information systems.
Advisors on strategic planning and database management co-located at PNTL HQ	The project Senior Technical Advisor and Information Technology advisor were recruited in the last quarter of 2013 and are co-located at PNTL HQ
Two fully dedicated and trained (Database and strategic planning) management staff	Positions descriptions and selection process commenced for national civilian specialists
Trainings on strategic planning provided at HQ and districts level	Training requirements will be informed by “strategic plan implementation groups” which have been proposed to be established once the strategic plan is launched in 2014
Trainings on computer use (HQ and districts level)	Training will be supported in 2014.
Reports following the study tours	Planning completed to conduct a study tour to the Royal Malaysian Police Force in February 2014.
The PNTL implement a robust assets management monitoring system	Progress is pending the recruitment of an asset management specialist who is expected in March 2014.
Additional windows in the Management Dashboard (Community Policing, Assets Management, HRM)	There is currently no management dashboard. The use of existing information to inform management decision making has been identified as a first step, followed by development of data bases where necessary, followed by linkages and extraction of management information in a dash board format
PNTL is fully autonomous (two fully dedicated and trained management staff)on HRM and assets management	Mentoring of the Human Resources Unit staff commenced in December with the recruitment of a Human Resources Unit advisor and the asset and procurement advisor is expected in March 2014.
HRM strategy on positive discrimination	Not progressed in 2013
<b>1.3 PNTL has developed and efficiently applied communication and coordination mechanisms to direct international support and collaborate with stakeholders</b>	
Minutes of coordination meetings	The PNTL formally appointed an international liaison officer with responsibility to co-ordinate



	international assistance. These meetings will commence early 2014.
PNTL is fully autonomous (two fully dedicated and management staff trained on communication)	Training and mentoring of the nine PNTL officers and two national civilian specialists commenced in the fourth quarter of 2013
Communication strategy developed and adopted	The Public Relations Office was assisted to develop its own vision and strategic objectives and a six month work plan, but this will need to be developed further to a whole of PNTL communication strategy in 2014
Communication strategy targeting female population developed	This will form a component of a whole of PNTL communications strategy for 2014
<b>2.1 Laws and guidance relevant to PNTL will be translated and widely disseminated</b>	
10 documents translated	No translation assistance requested
Documents printed and distributed to 13 PNTL districts	No translation assistance requested
<b>2.2 PNTL Officers and prosecutors have a better understanding of their respective duties, tasks and functions for improved cooperation and joint intervention</b>	
12 PNTL-magistrates trainings	Not funded. This activity has been funded through the UNDP Justice Support Project
25,000USD for the joint PNTL-magistrates fund	Not funded. This activity has been funded through the UNDP Justice Support Project

---

## Financial summary

No	Donor	Activity#	Budget	Total Expenditure	Balance	Delivery Rate
1	TRAC/04000	1 & 3	200,000.00	244,988.44	- 44,988.44	122.49
2	TRAC/04160	1 & 3	170,000.00	136,523.57	33,476.43	80.31
3	BCPR/26920	1 & 3	250,000.00	229,490.89	20,509.11	91.80
4	AFP/30000	1 & 3	149,848.08	23,535.42	126,312.66	15.71
<b>Total</b>			<b>769,848.08</b>	<b>634,538.32</b>	<b>135,309.76</b>	<b>82.42</b>

Note: This summary is provision only and final financial information for 2013 will be available in April 2014.

---

## Challenges and limitations

Key staff recruitment has taken from five to seven months which has delayed project implementation. Outstanding staff recruitment has now been completed with the international asset and procurement specialist and fleet management specialist expected to be deployed in early 2014. This issue was raised at the December 2013 project management board meeting and as a result it was agreed to extend the project completion time by one year to December 2015.

The co-location of project staff in PNTL headquarters has posed difficulties in securing adequate accommodation and access to basic facilities and communication services. With assistance from project counterparts and service providers these issues are being managed with a view to having them resolved in early 2014.

The use of civilian specialists has great potential to improve the professionalism of the PNTL. A number of issues have been identified which will be required to be worked through during the next 12 months for civilian specialists to be accepted and their skills properly utilized. These include; a tradition in PNTL where civilians have previously only been used for low level cleaning and administrative assistant roles, trust and access to information, legislative and accountability issues where the civil service commission controls the recruitment and deployment of civilian officers within the PNTL, and budgeting.

There are a number of generic issues concerning each of the administrative units the project is working with and the broader PNTL organizational culture. These include weaknesses in accountability, delegation of authority, performance management, and technical skills. While the project is designed to improve the technical skills of select administrative units and senior commanders, it is acknowledged that the organizational culture influences these efforts. Conversely progress on the development of technical skills positively influences the organizational culture. This issue is well understood by the implementing team and consequently project support aims to not only improve technical capacity but to positively influence the organizational culture.

---

## Conclusion and Way Forward

Despite delays in project commencement the project approach is showing signs of success. Effective working relationships have been established with project counterparts who are demonstrating increasing levels of leadership within their areas of responsibility. This has been facilitated by having a national project manager and co located advisors.

A strong partnership has been developed with the Timor Leste Police Development Programme both through donor coordination and harmonising respective capacity development activities. The project management board has been actively engaged in project oversight with regular quarterly meetings taking place in 2013. With the appointment of a PNTL international liaison

officer in late 2013, further enhancements with donor coordination and collaboration are expected in 2014.

With the launch of the PNTL strategic plan 2014-2018 scheduled for early 2014 a sound framework will be in place to ensure project support is consistent with strategic and annual PNTL objectives. Project assessments, planning and activities conducted or supported to date have been highly valued by PNTL counterparts who are demonstrating increasing levels of engagement. The project annual work plan (AWP) for 2014 is aligned with the draft strategic plan and was developed in close collaboration with project counterparts. The 2014 AWP merges the existing two outputs into one and creates additional activities directly aligned with project focus areas. This action simplifies understanding of project objectives by counterparts and will focus the project team on its core PNTL capacity development role. This provides a sound platform to strengthen the capacity of the PNTL in targeted areas in 2014.

The no-cost extension request for 12 months was endorsed by the Project Management Board in December 2013. Therefore, the project is now scheduled for completion in December 2015.