



Project Document

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**Preparatory Assistance  
Crisis Prevention and Recovery (CPR) Strategy  
For Timor-Leste**

January 2008



**PREPARATORY ASSISTANCE  
CRISIS PREVENTION AND RECOVERY (CPR) STRATEGY  
FOR TIMOR-LESTE**

UNDAF Outcome(s)/Indicator(s):	Comprehensive and sustainable reintegration programmes for IDPs, returning refugees and ex-combatants in place <sup>1</sup>
Expected Outcome(s)/Indicator (s):	Supporting Crisis Prevention and Recovery <sup>2</sup>
Expected Output(s)/Annual Targets:	Technical support to the Government to carry out reliable and unbiased assessment of the destruction and a detailed plan for quick recovery activities developed
Executing Entity:	UNDP Timor-Leste
Implementing agencies:	UNDP Timor-Leste

**Narrative**

In April and May 2006, long simmering tensions burst suddenly and violently into open conflict, triggered by the dismissal of 30% of the army. The country experienced a massive displacement of people, significant loss of life, and large-scale damage/destruction of houses, commercial properties and infrastructure. The corollary has been a sharp economic and employment downturn and a significant increase in poverty. Moreover, the crisis resulted in the sharpening and entrenchment of latent regional division between East and West.

Healing that rift is the significant challenge facing Timor-Leste (TL). A sustainable solution to the current crisis requires a holistic and focused approach to addressing the underlying and deep-rooted causes of conflict. UNDP's current programme is relevant to national development and long-term capacity building but because it has been designed prior to the recent crisis, it is not necessarily tailored to address the specific priorities emerging from the recent crisis or the root causes of conflict.

In this context, UNDP-TL will initiate the development of a comprehensive and coherent crisis prevention and recovery (CPR) strategy along with a strategic partnership framework as per the new BCPR approach aiming to strengthen engagement with priority COs in line with its new five-year strategy emphasizing depth and coherence of support.


The PA will support the formulation of a CPR strategy that addresses key challenges and caters for the Timorese context through in depth analysis of capacity development for conflict management and social cohesion, youth, gender, durable solutions for IDPs and access to justice. It will also allow UNDP TL to reorient its ongoing programme and to develop new initiatives in response to current peace-building and recovery challenges as well as to integrate the CPR dimension in the new UNDAF and UNDP country programming framework.

Programme Period:  
Programme Component: Crisis Prevention and Recovery  
Project Title: Preparatory Assistance for a Crisis Prevention and Recovery Strategy for UNDP Timor Leste  
Project ID:  
Project Duration: 12 months  
Management Arrangement: UNDP

Total Budget USD 399,000  
Allocated resources:

- Government
- Regular
- TRAC 3 (proposed): USD 399,000

**Agreed by UNDP:**

  
 pp \_\_\_\_\_ 28.1.08  
 Mr. Finn Reske-Nielsen,  
 UN Resident and Humanitarian Coordinator  
 UNDP Resident Representative, Timor-Leste  
 Nick BERESFORD. RR a:

<sup>1</sup>UNDAF and CPD 2003-2005 were formulated prior to the 2006 crisis, and therefore did not include an outcome related to Crisis Prevention and Recovery. Given the context in TL, they were extended without major changes till 2008. However, during target setting for 2007, the Country Office introduced the above under Practice area no. 4 "Crisis Prevention and Recovery".

<sup>2</sup> Same as above.

## **A. SITUATION ANALYSIS**

The upheaval of April and May 2006 thrust Timor-Leste into a socio-political crisis with potentially serious consequences for its future social and economic development. Long simmering tensions and divisions that go back to colonial times and to the struggle for independence gave rise to open conflict, triggered by the dismissal of 30% of the army. By the time order was restored, an estimated 145,000 people had become displaced with many taking refuge in IDP camps in Dili and around the country; (70,000 in Dili which was more than half the population), while an estimated 3,200 houses and buildings were damaged or destroyed in Dili. More important than the violence, which resulted in displacement of populations and major economic losses, however, was the deep division of the Timorese society. The amplification of East-West identities has become a major feature of inter-group relations especially in Dili. Repairing this division may well be one of the significant challenges facing Timor-Leste. The challenge is not made easier by the continued presence of rampant poverty and a frustrated and disillusioned population, most of which came of age in the climate of wanton violence under Indonesian occupation, and that expected independence to usher in a period of prosperity for all. The crisis led to a significant loss in the momentum for the recovery that was beginning to take hold.

The range of factors at work is social, economic, historical and political, and is complicated by the fall-out of the weak performance of embryonic governance structures and the long-standing socio-political dynamics. In economic terms, high levels of unemployment and lack of opportunities for income generation have resulted into keener competition for scarce economic opportunity both within and between social groups, resulting in turn in new tensions or exacerbating old ones. Enterprising women, for instance, are resented for entering areas of economic activity traditionally dominated by men. In a society where gender based violence is one of the highest reported crimes, this adds greatly to the day-to-day pressures of life for women. Young men too are victimized by the context. High unemployment has transformed youth, especially young males, into a fertile breeding grounds for social and political manipulation and instability. This was a key factor in the April-May 2006 crisis. Young men perpetrated much of the violence during the crisis. Yet, it bears noting that the general perception is that, while young men perpetrated most of the violence, the crux of the problem is political, stemming from divisions at the level of the political leadership.

The management of the immediate symptoms of the crisis does not necessarily mean an end to problems. The crisis has endured much longer than expected in spite of significant efforts by the Government and its international partners, including high-level dialogue among the political leaders through the President sponsored national dialogue and community-level reconciliation effort under the Government's Simu Malu programme. One year after the crisis there are still around 100,000 IDPs in the country with approximately 30,000 living in sub-standard conditions in IDP camps, mostly in Dili. They have become the focus of a great deal of tension.

### **1) UNDP Timor Leste's response to the current crisis**

Since 1999, UNDP has played an important role in the rehabilitation and reconstruction of Timor-Leste. Under the current Country Programme (2002-2008), UNDP focuses on four thematic areas: (1) Governance; (2) Poverty Reduction and Community Development; (3) Environment and Natural Resources Management; and (4) Pro-poor Policies.

These programme areas are relevant to national development and capacity building needs but because the programme has been designed prior to the recent crisis, it is not necessarily tailored to address the specific priorities emerging from the crisis or the root causes of conflict. UNDP launched as a response to the 2006 crisis four early recovery projects under the Flash Appeal. They included *Servi Nasau* (cash for work project); damage assessment and recovery planning; communication support in IDP Camps; and support to UN assistance coordination. These initiatives have made an important contribution to initiate early recovery effort, addressing urgent livelihood and reintegration needs of IDPs. UNDP submitted six projects under the Consolidated Appeals Process (CAP) launched last January. However, less than 25% of the resource needed have been met so far.

## **2) BCPR and UNDP Timor Leste: partnership initiatives**

Since the crisis of May 2006, BCPR has increased its engagement with the Timor-Leste Country Office. It provided financial support to the Flash Appeal projects and deployed a recovery advisor to enhance the CO's capacity to engage in the recovery process. In addition, BCPR also coordinated and fielded a justice sector programme review mission in January 2007. However, BCPR's engagement with UNDP Timor-Leste has to-date consisted of supporting CO requests on an ad hoc basis, rather than on the basis of an informed strategic assessment of CPR challenges in the country.

An analysis of the current crisis in Timor-Leste indicates that the political situation is likely to remain tenuous for some time to come, requiring a more comprehensive and sustained recovery effort by both national actors and the international community in order to effectively address the underlying causes of conflict. It is very likely, therefore, that UNDP will continue, if not expand, its recovery and peace-building efforts in the foreseeable future. To that end, BCPR and UNDP Timor-Leste have agreed to develop a strategic partnership framework for the development of a more comprehensive and coherent crisis prevention and recovery strategy and programme.

The strategic partnership approach is a new BCPR initiative intended to strengthen engagements with priority COs in line with BCPR's new five-year strategy which emphasizes the depth and coherence of support. The specific objectives of the partnership approach are to: (i) build a coherent programme and consistent relationship between BCPR and COs; (ii) organize predictable programmatic support from BCPR; and (iii) build linkages and access to BCPR's global and regional initiatives (i.e. training opportunities) and BCPR's knowledge network. The standard duration of the partnership is for two years, with annual reviews to measure results of partnership initiatives and to make necessary adjustments.

While the specific modality and format of the strategic partnership framework is under development by BCPR, it is envisaged to:

- Identify key areas for collaboration in (i) the CPR-related programmes/initiatives; (ii) support CO's CPR policy, programming and operational capacity and (iii) knowledge management through lessons learned from CO's CPR experience.
- Define the roles and responsibilities of the CO and BCPR, including the scope and nature of BCPR support (policy, technical and financial) for each area of collaboration.
- Establish management arrangements through which the CO, BCPR and the Regional Bureau can regularly monitor progress in the implementation of the partnership.

The Security Council Resolution 1704 adopted in 2006 established the UN Integrated Mission for Timor-Leste (UNMIT) and tasked it to “*promote a compact between Timor-Leste and the international community for coordinating Government, United Nations and other multilateral and bilateral contributors to priority programme*”. The interface between the Compact<sup>3</sup> and the newly adopted National Recovery Strategy<sup>4</sup> remains to be fully fleshed out. Both, however, weigh priorities and their ranking in the wake of the multi-dimensional crisis. Whereas the Compact is a process of ensuring shared commitment, coordination and monitoring of results for each priority sector, the National Recovery Strategy is an official Government planning, budgeting (resource allocation) and disbursement framework. Priorities identified in both frameworks coincide in general, with elections; justice sector strengthening with a focus on human resources development, decentralization and budget execution; and youth employment and skills development in specific, being highlighted additionally by the Compact. Hence, UNDP Timor-Leste and BCPR will design a partnership framework in line with both frameworks.

### **3) CPR Challenges for UNDP Timor Leste**

Against the above background and for moving beyond the limitations inherent in the short-term flash appeal interventions towards addressing more long term multi-dimensional peace-building needs, UNDP Timor-Leste is confronted with two key challenges: (a) strategy gap in terms of conflict prevention and recovery (CPR) programming; and (b) capacity gap in relation to the use of existing UNDP/BCPR analytical tools to identify entry points for mainstreaming conflict-sensitivity and prevention in programming.

#### ***a. The conflict prevention and recovery strategy gap in country programme***

The first challenge is to address the strategy gap in UNDP’s current programme framework to address conflict prevention and recovery needs that emerged from the recent crisis. As highlighted by the Compact, the crisis in Timor-Leste requires a multi-dimensional and integrated effort to address the root causes of conflict and achieve stability and sustainable recovery.

However, UNDP’s existing framework and capacity are not sufficient to comprehensively reorient its programme and develop new initiatives from a conflict prevention perspective. The ongoing UNDP Country Programme (2003-2008) was formulated before the crisis and its main focus and approaches are focused on capacity building and long-term development. It does not practically address conflict prevention concerns. In the absence of an overall CPR strategy, UNDP’s response to the current crisis has been largely limited to support through Flash Appeal projects, which were developed as stand-alone interventions with a short-term objective.

To complement the current Country Programme and lay the foundations for the next UNDAF cycle, there is an urgent need for UNDP Timor-Leste to develop a comprehensive CPR

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<sup>3</sup> Security Council Resolution 1704 (2006) mandates UNMIT “to promote a compact between Timor Leste and the international community for coordinating Government, United Nations and other multilateral and bilateral contributors to priority programmes”. Through the *Compact*, adopted on 31 October 2007, the Government will chart a path of recovery for the nation, while guiding the commitment of the international community. The Compact recognizes multi-dimensional nature of the current crisis in Timor-Leste. In order to frame a successful transition process, it takes a comprehensive and integrated approach to recovery in terms of political, institutional, security and social dimensions. With Government in the lead, a focused programme with jointly agreed priorities will guide the process and ensure linkages between immediate humanitarian priorities and medium to long-term development planning while supporting national reconciliation efforts. The content of the compact have not been finalized, but preliminary drafts have been developed.

<sup>4</sup> Adopted on 29 November 2007, the National Recovery Strategy prioritizes 5 areas: (1) housing solutions for IDPs; (2) stability; (3) confidence building; (4) socio-economic dimension ; and (5) protection,

strategy that will promote a more conflict-sensitive approach incorporating post-crisis transitional elements to bridge the gap between humanitarian response and future long term development. The strategy will provide a framework to organize a range of UNDP's programmatic response to the crisis including re-orienting existing programmes in a more holistic and coherent manner. More specifically, the UNDP CPR strategy for Timor-Leste will look into opportunities for programmatic adjustments in terms of:

1. Modifying and possibly expanding ongoing UNDP programmes by incorporating explicit CPR activities;
2. Developing new initiatives to directly address conflict prevention needs where UNDP has a comparative advantage;
3. Identifying early recovery needs and priorities and assuming a leadership role in coordinating early recovery planning within the framework of the IHCC<sup>5</sup> and/ or related multi-stakeholder working groups.

The CPR strategy will look into potential triggers of conflict and/or threats to human security to define needs and corresponding UNDP support in the following six thematic areas:

- Conflict management and social cohesion
- Youth (young men and women)
- Gender equality
- Durable solution for IDPs
- Access to justice
- Disaster Risk Management (DRM)

**Conflict management/social cohesion:** The key to restoring and sustaining social cohesion and peace in Timor-Leste is strengthening national and local capacities for conflict management and conflict transformation. Some indigenous conflict resolution efforts supported by the international community are underway. They exhibit mixed results; hence, it is important to take-stock and analyze these initiatives as well as existing capacity for conflict mitigation and management to identify strategic entry points for UNDP engagements. Some of the areas to look into in terms of possible UNDP engagement include: how UNDP can help foster “vertical linkages”, linking various peace-building and reconciliation initiatives at government, civil society and grassroots levels; how best UNDP should support ongoing community-level initiatives, such as as *simu malu*; and how UNDP could play a useful role in supporting UNMIT's effort in promoting high-level political dialogues.

**Youth:** Unemployment among young men and women, the politicization of youth organizations and martial arts groups, the lack of opportunities including access to education are issues of overwhelming national concern. Moreover, conflict analyses have increasingly identified ‘youth’ as key contributors to violence. Many studies and comprehensive analytical work have been conducted by the government, AusAID, USAID and UNICEF on youth and youth organizations, and many youth initiatives have been launched by various donors including UNDP and the government. A careful and holistic analysis of the youth is required to better understand the concerns and needs of young men and women with the aim of developing a programme to address the root causes of their disaffection and to minimize

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<sup>5</sup> The Inter-Agency Standing Committee (IASC) was merged with the Humanitarian Committee to form IHCC, which adopted a cluster/ working group approach including food security, water and sanitation, health, shelter, site liaison support, security, sustainable livelihood and early recovery (Led by UNDP).

violence as a means of expressing frustration. Under the PA a niche role for UNDP will be explored and developed in partnership with ILO, UNICEF and the Secretary of State for Youth and Sports on the basis of a review of the studies and analysis of the various donor and government youth initiatives including the newly adopted National Youth Policy.

**Gender equality:** Gender based domestic violence<sup>6</sup> is the highest reported crime in the country. Moreover, emphasis on the potential role of women in conflict mitigation, peace building and social cohesion began during the UNTAET mission in 2002, with the creation of a gender mainstreaming policy and Gender Affairs Unit. The good groundwork done since then should be built-upon. Opportunities to develop and champion women specific programmes should be explored in partnership with UNIFEM and UNFPA. UNDP should look for opportunities for joint programme development for the implementation of aspects of the Eight Point Agenda (8PA) on gender equality and women's empowerment<sup>7</sup> in the context of Timor-Leste.

**Durable solutions for the IDPs:** With close to 15% of the population displaced and a significant proportion living in camps around the capital Dili, finding durable solutions for the IDPs is a key strategic objective of the Government of Timor-Leste and its international partners. Without a peaceful and permanent solution to the IDP situation, return to normality (peace, social cohesion and stability) and the resumption of economic development in Dili and the rest of the country will be difficult to promote if not impossible. The imminent inter-agency initiative to formulate a comprehensive framework in support of the government's effort to address the IDP situation and the momentum created by the development of the National Recovery Strategy provide a timely opportunity for UNDP to expand its engagement in the promotion of durable solutions for the IDPs.

The recovery framework will enable UNDP country office to consolidate existing programmes under a coherent recovery umbrella/framework and to re-evaluate through a conflict prevention lens the lessons learned from completed projects, such as the community development programmes (OCAP, AMCAP, PERWL). Increased programmatic coherence will enable individual programmes to contribute more effectively to the overarching goal of restoring national social cohesion, which is the central objective of the PA, and focus on geographic priorities. For examples, districts such as Baucau, Ermera, and Los Paolos which experienced a large inflow of IDPs and where a large percentage of the IDP population is expected to resettle, are not covered by UNDP community development projects.

**Access to justice:** The justice sector is one of the UNDP's core programme areas aimed at capacity building and institutional development of justice sector institutions. Recent analysis has identified the lack of an effective justice system, including backlog, politicization of certain cases and limited public access to justice and trust in the system, as one of the root causes of conflict. An assessment should be made of the sector and mechanisms devised for ensuring that the existing justice sector programmes are more conflict-sensitive. One such mechanism would be to strengthen public information outreach capacity so that information on judicial outcomes is shared with the public. In addition to the ongoing UNDP capacity building programme of the formal justice system, mechanisms for increasing public access to

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<sup>6</sup> Domestic violence is seen as a private matter and reported cases are most often mediated. A draft bill on domestic violence has been discussed at the Council of Ministers but is yet to be sent to the National Parliament due to hold ups in the penal code. Women's limited access to justice is limited due to prevailing attitudes are compounded by the weakness of the system (UNIFEM 2006).

<sup>7</sup> The 8PA was endorsed in November 2006 by the Administrator as UNDP's framework for action on gender equality in crisis prevention and recovery.

justice, in Dili as well as in the districts, are crucial to the peace building effort. Increasing women access to justice is essential, for instance, for combating the high rates of sexual and gender-based violence, which fester in Timor-Leste because of the problem of male impunity for such crimes.

**Disaster risk reduction and management** is another potential area of support to the GoTL. Timor-Leste is vulnerable to a range of natural hazards, including earthquake, tsunami, bush fires, landslides, floods and drought. UNDP provided in the past some support in disaster risk reduction, including the provision of a disaster risk management adviser to the Ministry of the Interior. Timorese nationals participated in RCB organized workshops in early 2006. At present, however, UNDP's engagement in this area is very limited. An assessment should be made under the PA to determine UNDP engagement in this area.

**b. Capacity gap in conflict-sensitive programming.**

The second challenge is to address a capacity gap in the Country Office in carrying out conflict-sensitive programming. The Country Director, Unit Heads and CO advisers expressed the need for capacity building on crisis prevention programming and in particular, conflict-sensitive approaches to development.

The UNDAF/ CPD processes are currently underway. The UNCT has agreed on the overarching theme of *Promoting Democracy, Peace and Stability*. Accordingly, four thematic groups were formed:

1. Democratization: Nation and State building, Stability and Justice
2. Poverty and Sustainable Growth (particular attention on youth, training, livelihoods, and recovery)
3. Basic Social Services (including primary Education and health care, water, and sanitation)
4. Cross-cutting themes, namely gender, human rights and capacity development.

It is therefore, important to raise awareness and develop internal capacities for conflict sensitive programming that addresses the latent conflict context.

**A. STRATEGY**

**1) Project Objectives.**

The overall objective of this Preparatory Assistance (PA) project is to strengthen UNDP's support to capacity development for peace and social cohesion in Timor-Leste. The PA is intended to serve as a vehicle for formulating a CPR strategy and reorienting UNDP Timor-Leste's programmes in response to emerging peace-building and recovery challenges. The CPR strategy will constitute the basis for a BCPR-UNDP Timor-Leste strategic partnership framework.

**2) Strategy**

As was recommended by the BCPR Scoping Mission in May 2007, UNDP should develop a clear conflict prevention and recovery strategy on the basis of which it can engage the UNCT and Government. It would be difficult for UNDP country team to exercise their leadership



role on Recovery without a well articulated CPR strategy. UNDP's strategy should be sufficiently flexible to accommodate humanitarian/emerging issues and to seize opportunities as they emerge. The strategy needs to be aligned to government recovery plans and cognizant of other partners' plans.

Since the new Government came into office in August 2007, it has also commenced a series of processes intended to minimize conflict and to promote peace, unity and development. To this end, the government has drafted a National Recovery Strategy. In its current form, the National Recovery Strategy can only be described as a broad framework which appears to leverage a "whole of government" approach to address the issue of IDPs and the wider community. While this is its strength, it may very well also be its weakness as it would require considerable coordination capacity, horizontal/vertical linkages across government departments, facilitated by systems, processes and timely information sharing to affect implementation, in addition to the need for balancing the demand of equity between IDPs and the wider community and the political need for an expedient solution.

The formulation of the recovery framework and programme will capitalize on UNDP experience to date in providing post-conflict support to the government, including the human resource assets generated in the process. An advisory pool (of which three advisors to be funded under the PA) will be placed at the disposition of the Office of the Vice Prime Minister, who is by law responsible for coordinating and managing the Government's response to crisis (including IDPs) and natural disasters. They will also support key line ministries (TOR attached in Annex) and secure regular and timely horizontal coordination and communication as well as vertical interaction with the Vice Prime Minister's Office. They will also inform UNDP strategy formulation and approaches to early recovery.

In order to ensure that each thematic area is assessed in a holistic manner and put in the proper context, CO will also rely on BCPR expertise on key issues. This will help facilitate resolution of internal challenges (capacity and strategic gaps) as well as external challenges (strategic programming and resource mobilization.).

Given the nature of the PA, participation and close consultation with concerned government partners and stakeholders will be observed throughout the process, and strategic alliances explored with other UN agencies and programmes (ex. UNICEF, UNIFEM, UN-Habitat and UNV) and NGOs for future implementation.

### **3) Expected Results/Outputs**

The PA will produce the following three deliverables:

1. CO's capacity strengthened for conflict-sensitive programming through training of CO staff and key UN partners on Conflict-related Development Analysis (CDA). Consideration will also be given to the deployment of a conflict prevention advisor who could support the CO and the UNCT in integrating a conflict prevention dimension into the forthcoming CCA/UNDAF process, beginning in late 2007.
2. CPR strategy for UNDP Timor- Leste developed with key programmes and initiatives defined through research and analysis to identify niche areas and opportunities for UNDP programmatic engagement in:

- a. Social cohesion and capacity building for conflict management
  - b. Youth (young men and women)
  - c. Gender equality
  - d. Durable solutions for displaced populations
  - e. Access to justice sector
  - f. Disaster risk management.
3. A BCPR-UNDP Timor-Leste Strategic Partnership Framework for 2008-2010

#### 4) Budget

EXPECTED OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME		RESPONSIBLE PARTY	PLANNED BUDGET		
		From	To		Source of Funds	Budget Description	Amount
1.1. CO's capacity on conflict-sensitive programming strengthened	1.1.1. Conduct training on conflict - elated development analysis (CDA) for both UNCT and local counterparts, focusing on review of UNDAF priorities, CPD and National Recovery Strategy and identification of opportunities for strengthening peace and recovery programming	Jan. 08	Jan.08	UNDP	TRAC 3	71200 Int. Consultant <sup>8</sup>	10,000
	1.1.2. Identify potential support to the implementation of the National Recovery Plan, including deployment of relevant expertise to government counterparts	Nov. 07	Jan. 08	UNDP	TRAC	71200 Int. Consultant	86,000
	1.1.3. Field a Senior Recovery Advisor to support CO on conflict prevention and recovery	Oct. 07	Apr. 08	UNDP	TRAC 3	61300 Salary & post adj-IP Staff (300 S)	132,000
<b>Sub-total 1</b>							<b>228,000</b>
1.2. CPR strategy developed for UNDP-TL	1.2.1. Develop UNDP strategy and program on social cohesion and capacity development for crisis management	Mar. 08	Mar. 08	UNDP	TRAC 3	71200 Int. Consultant <sup>8</sup>	12,250
	1.2.2. Analyze the context of IDP s re-integration (social, economic and physical/ shelter) and develop UNDP approach for support in this area	Jan. 08	Jul. 08	UNDP	TRAC 3	71200 Int. Consultant	50,000
						71200 Int. Consultant <sup>8</sup>	35,000
	1.2.3. Review the gender context , consult with main partners and identify UNDP approach for promoting gender equality and empowerment in post-conflict situation as per UNDP/BCPR 8PA	Dec. 07	Jan. 08	UNDP	TRAC 3	74500 Miscellaneous	1,000
						71200 Int. Consultant <sup>8</sup>	35,000
	1.2.4. Identify the impact and role of youth in crisis and define UNDP role fn promoting youth social inclusion	Dec. 07	Jan. 08	UNDP	TRAC 3	74500 Miscellaneous	1,000
						71200 Int. Consultant <sup>8</sup>	35,000
	1.2.5. Assess adjustment needs to the justice system from a CPR perspective (e.g. public information and access to justice)	Feb. 08	Feb. 08	UNDP	TRAC 3	71600 Travel	12,250
1.2.6. Identify capacity needs for disaster risk reduction and management and corresponding UNDP support	Feb. 08	Mar. 08	UNDP	TRAC 3	71600 Travel	12,250	
1.2.7. Based on the above, develop a CPR strategy for UNDP-TL	Mar. 08	Mar. 08	UNDP	-	-	-	
<b>Sub-total 2</b>							<b>158,750</b>
1.3. Strategic partnership framework agreed with BCPR	1.3.1. Define BCPR/ UNDP-TL partnership framework to support the implementation of the CPR strategy	Apr. 08	Apr. 08	UNDP	TRAC 3	71600 Travel	12,250
<b>TOTAL</b>							<b>399,000</b>

<sup>8</sup> Local Consultants will be recruited as and where possible.

## **B. MANAGEMENT ARRANGEMENTS**

The project will be executed by UNDP under the DEX modality, in close consultation with the relevant partners in particular UNMIT and the UNCT.

The Crisis Prevention and Recovery Unit will manage the PA in close collaboration with the Recovery Advisor under the overall supervision of the UNDP Country Director. The CPR Unit will be responsible for the day-to-day management of the project, including coordination within the country office team and with partners external to UNDP.

Sector experts who will be recruited within the framework of this PA will report directly to the ARR Crisis Prevention and Recovery.

BCPR Asia Pacific Regional Team will coordinate BCPR technical and financial support to implement this project.

A **Project Management Board (PMB)** will be established to provide overall guidance and oversight of project implementation, including making management decisions when guidance is required by the Project Manager. This includes the approval of project revisions. The PMB will be comprised of the following members (TOR included in annex):

1. UNDP Country Director and/ or Deputy Country Director/ Programmes
2. Representative of the Office of VPM and/ or MSS (responsible for Leading the implementation of the National Recovery Strategy)
3. BCPR Asia Pacific Regional Team
4. UNDP ARR Crisis Prevention and Recovery
5. UNDP Planning Monitoring and Evaluation Unit
6. UNDP Recovery Advisor

The PMB will meet on a quarterly basis, i.e, a minimum of 2 meetings during the life of the project. Its membership could be extended to include other concerned stakeholders as and when needed.

## **C. MONITORING AND EVALUATION**

### **1) Monitoring and reporting:**

Monitoring and evaluation activities will be undertaken in accordance with UNDP standard policies and procedures. UNDP will conduct regular monitoring of the Programme through the framework of Programme Management Board.

The main potential risks to be monitored in order to mitigate and/or counteract any resulting negative impacts should they materialize are summarized in the following table:

**Table 1: Activity/Deliverable Quality Criteria and Methods**

<i>Nº</i>	<i>Risk Description</i>	<i>Impact</i>	<i>Probability</i>	<i>Degree of Impact</i>	<i>Mitigation</i>	<i>Notes</i>
1	The overall security situation deteriorates	Failure to implement	M-H	M-H		Security situation to be monitored
2	Failure to implement the National Recovery Strategy	Renewal of social unrest	L	M-H	The process takes into consideration the National Recovery Strategy (NRS) and the International Compact. Consultations are underway to insure that NRS is incorporated in the 2 <sup>nd</sup> NPD. It also focuses on complementing and reinforcing government relevant initiatives.	UNDP will play a convener role to consolidate different partners and stakeholders support around the NRS.
3	Skewed participatory process	Lack of transparency	L	M	Government counterparts have been involved in the design process. They were invited to comment on the draft proposal and clear TOR. Moreover, VPM's Office and MSS will be represented on the PB. Results will be shared with other partners (ex. IHCC)	Identify potential champions/ supporters for engagement in project implementation and capacity development

Note: (L) Low, (M) Medium, (H) High

## 2) Progress reporting:

The Crisis Prevention and Recovery Unit will prepare and submit on behalf of the CO quarterly progress reports, narrative as well as financial to UNDP BCPR.

Programme review meetings will be undertaken every three months and will involve all parties UNDP, BCPR and relevant UN Agencies as and when needed. A report reflecting the major achievements and issues for two quarters will be prepared and circulated by the Crisis Prevention and Recovery Unit and will be presented at the meeting.

Financial reporting: The Crisis Prevention and Recovery Unit/Project Manager will submit quarterly financial reports to BCPR.

## D. LEGAL CONTEXT

This document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement (SBAA) between the Government of the Democratic Republic of Timor-Leste and the United Nations Development Programme, signed on 20 May 2002.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the implementing partner.

The executing agency shall:

1. Put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

2. Assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

## E. Project Results and Resources Framework

<b>Intended Outcome as stated in the Country/ Regional/ Global Programme Results and Resource Framework:</b> Comprehensive and sustainable reintegration programmes for IDPs, returning refugees and ex-combatants in place <sup>9</sup>				
<b>Outcome indicators:</b>				
<ol style="list-style-type: none"> <li>1. Decreased dependency on humanitarian assistance, more IDPs are self-reliant</li> <li>2. Destroyed and damaged houses identified; construction and rehabilitation activities started</li> <li>3. Communication channels to IDPs strengthened, accurate and timely.</li> </ol>				
<b>Applicable MYFF Service Line:</b> Conflict Prevention and Recovery				
<b>Partnership Strategy:</b>				
<ol style="list-style-type: none"> <li>1. Systematic programmatic and operational partnership between UNDP Timor-Leste and humanitarian, recovery and peace-building interventions of the UN System as a whole</li> <li>2. Expand existing partnership with the Government through a more systemic support within the framework of the National Recovery Strategy</li> <li>3. Consolidate the strategic partnership between UNDP Timor-Leste and BCPR, providing coherent technical and financial support to the Country Office on key CPR issues.</li> </ol>				
<b>Project title and ID (ATLAS Award ID):</b> Preparatory assistance for UNDP crisis prevention and recovery strategy in Timor-Leste				
<b>Expected Outputs</b>	<b>Output Targets</b>	<b>Indicative Activities</b>	<b>Responsible parties</b>	<b>Inputs</b>
1. CO's capacity on conflict-sensitive programming strengthened	Training on conflict-analysis completed CPR mainstreamed in UNDAF/ CPD Senior Recovery advisor on board	<ol style="list-style-type: none"> <li>1.1 Conduct training on conflict related development analysis both for UNCT and local counterparts, focusing on review of UNDAF priorities, CPD and National Recovery Strategy and identification of opportunities for strengthening peace and recovery programming</li> <li>1.2 Identify potential support to the implementation of the National Recovery strategy, including deployment of relevant expertise to government counterparts</li> <li>1.3 Field a Senior Recovery Advisor to support CO on CPR</li> </ol>	UNDP-TL	Advocacy Technical expertise, BCPR mission USD 228,000
2. CPR strategy developed for UNDP-TL	UNDP strategy for CPR elaborated and UNDP niche and approaches in the 6 priority areas identified	<ol style="list-style-type: none"> <li>2.1. Develop UNDP strategy and program on social cohesion and capacity development for crisis management</li> <li>2.2. Analyze the context of IDPs re-integration (social, economic and physical/shelter) and develop UNDP approach for support in this area</li> <li>2.3. Review the gender context, consult with main partners and identify UNDP approach for promoting gender equality and empowerment in post conflict situation as per UNDP/ BCPR 8PA</li> <li>2.4. Identify the impact and role of youth in crisis and define UNDP role for promoting youth social inclusion</li> <li>2.5. Assess adjustment needs to the justice system from a CPR perspective</li> <li>2.6. Identify capacity needs for disaster risk management and corresponding UNDP support</li> <li>2.7. Based on the above, develop a CPR Strategy for UNDP-TL</li> </ol>	UNDP TL	Technical expertise, BCPR mission(s) USD 158,750
3. Strategic partnership framework agreed with BCPR	Strategic framework finalized and consulted with main stakeholders	Define BCPR/ UNDP-TL partnership framework to support the implementation of the CPR strategy	UNDP TL	Technical expertise, BCPR mission USD 12,250

<sup>9</sup>UNDAF and CPD 2003-2005 were formulated prior to the 2006 crisis, and therefore did not include an outcome related to Crisis Prevention and Recovery. Given the context in TL, they were extended without major changes till 2008. However, during target setting for 2007, the Country Office introduced the above under Practice area no. 4 "Crisis Prevention and Recovery".

## **List of Annexes**

### **Annex 1: Terms of References for Project Staff**

- *Recovery Advisor, UNDP*
- *Recovery Advisor, Vice Prime Minister's Office*
- *Social Reintegration Advisor, Ministry of Social Solidarity*
- *Land Rights Advisor, Ministry of Justice*

### **Annex 2: Terms of Reference for Project Management Board**

### **Annex 3: Terms of Reference for Project Assurance**

### **Annex 4: Terms of Reference for Desk Review on Youth in Timor-Leste**

### **Annex 5: Terms of Reference for Desk Review on Gender in Timor-Leste**



## **Annex 1: Terms of Reference for Project Staff**



**Title:** Recovery Adviser  
**Duty Station:** Dili with travel to the districts  
**Duration:** 6 Months (additional 6 months to be covered by UNDP TL-Leste)

## Background

Timor-Leste is one of the poorest countries in Asia, with per capita income under US\$370 per year, and the world's fastest growing population. Unemployment is at least 40% among the youth in the capital, Dili. With meager industrial prospects other than oil and natural gas, the challenges of building a sustainable economy are significant.

It is against this challenging socio-economic background that in April and May 2006 Timor-Leste experienced a socio-political crisis with potentially catastrophic consequences for its future development. Long-simmering tensions and divisions among the political leadership that go back to colonial times and to the struggle for independence burst suddenly and violently into open conflict, triggered by the dismissal of close to 40% of the army. By the time order was restored, an estimated 145,000 people had become displaced with many taking refuge in IDP camps in Dili and around the country; (70,000 in Dili which was more than half the population), while an estimated 3,200 houses and buildings were damaged or destroyed in Dili alone.

The crisis led to a significant loss in the momentum for the recovery that was beginning to take hold. Unemployment increased sharply while poverty increased similarly throughout the country. The conflict may well have reversed much of the painstaking social and economic gains made since independence.

More important than the social dislocation, (the displacement of populations and the economic losses) that resulted from the crisis however, was the deep division of Timorese society that emerged from the conflict and has begun to take hold. Manipulation and amplification of East-West identities has become a major feature of inter-group relations especially in Dili since the crisis. Healing this division may well be one of the biggest challenges facing Timor-Leste for some time, if not a long time to come.

Apart from the political factors mentioned above, the range of other factors at work is social, economic and historical, complicated by the fall-out of the weak performance of embryonic governance structures and the longstanding socio-political dynamics. The frustration of people unmet expectations, in terms of improved living standards and job opportunities, particularly for the youth, provide fertile breeding grounds for social instability. It is their manipulation for political ends that was the key-driving factor in the April-May crisis. Yet, it must be underlined that the widely held perception remains that the crux of the problem is political and stems from divisions at the highest level of the political leadership.

The management of the immediate crisis, therefore, does not necessarily mean an end to problems. The crisis has endured indeed much longer than expected in spite of significant efforts by the Government and its international partners, including high-level dialogue among



the political leaders through the President sponsored national dialogue and community-level reconciliation effort under the Government's Simu Malu programme. One year after the crisis, there are still around 100,000 IDPs in the country with approximately 30,000 living in sub-standard conditions in IDP camps, mostly in Dili. They have become the focus of a great deal of tension. . The consensus is that a peaceful and permanent solution to the IDP situation is a pre-requisite to a return to normalcy, (the restoration of a requisite minimum level of social cohesion) and the resumption of economic development in Dili and the rest of the country. In this regard, it is noteworthy also that many camp-dwelling IDPs who returned to the districts during the last eight months, reportedly came back to Dili soon after, not because of any known hostility from the communities to which they returned, nor because of a lack of building materials as they received generous government assistance in this regard, but because of lack of opportunity to generate means of self sustenance and lack of access to social services. The return, resettlement and reintegration of the IDPs have been indeed key strategic objectives of both the outgoing and incoming Governments of TL and of the international partners of TL.

### **UNDP Response to the Crisis**

UNDP main response to the 2006 crisis has been four early recovery projects under the Flash Appeal. They are *Servi Nasau* (cash for work project); damage assessment and recovery planning; communication support in IDP Camps; and UN coordination support. UNDP also submitted six projects under the CAP launched in January 2007, and three projects under the CAP launched in July 2007, but only about 25% of the resource requirements have been met so far. The Country Office is currently re-prioritizing and adjusting the CAP projects in response to the evolving humanitarian and recovery needs.

UNDP TL also recognizes the need for adjusting its regular programs and incorporating post-crisis transitional elements, with particular focus on conflict prevention and recovery. The Poverty and Environment unit programs, for instance, are under review for their linkages between with Suco (village) Councils and conflict resolution, for incorporating IDP reintegration elements into community development initiatives and poverty reduction strategies, and placing more focus on youth employment generation.

It is in this context that BCPR and the Timor-Leste CO have agreed to develop a strategic partnership framework for the development of a more comprehensive and coherent crisis prevention and recovery strategy and programme. The vehicle for planning and implementing the development of the said strategic partnership is a PA document of which this annex forms an integral part.

The current TOR articulates the role and responsibilities of the Recovery Adviser, who will supervise the implementation of the PA, in addition to providing advisory support on recovery to the Country Office



## Reporting Lines

The Recovery Advisor will work under the overall guidance and direct supervision of the UNDP Deputy Country Director/ Programmes, and in close coordination with the Assistant Resident Representative, Head of the Crisis Prevention and Recovery Unit.

## Duties and Responsibilities

The overall task of the Recovery Advisor is to provide technical support to UNDP Timor-Leste and to the Government of TL in the development of an overall recovery framework and a recovery program, with the former aimed at underpinning a coherent approach to UNDP interventions in the current post-crisis context, and with latter aimed specifically at providing durable solutions for the displacement of populations in the aftermath of the April-May 2006 crisis. As such, the Recovery Adviser will:

1. Design and oversee the implementation of a needs assessment for the formulation of the comprehensive Recovery Framework and the Recovery Program covering sectors such as:
  - a. Social reintegration cum crisis/conflict prevention and restoration of social cohesion
  - b. Lands and property
  - c. Shelter rehabilitation
  - d. Social infrastructure rehabilitation
  - e. Livelihoods strategies including: income and employment generation, micro-enterprise development, etc.
2. Develop a close working relationships with the concerned new national stakeholders, such as the Ministry of Public-Works, Ministry of Health, Ministry of Public Administration, and District Administrations, (or their successor institutions in the aftermath of the change of government), and mobilize the same for the design and implementation of the needs assessment.
3. Formulate a comprehensive Recovery framework and a recovery program(s) as outlined under (1) above. The recovery framework and programs will form a basis for an eventual international appeal, for resource mobilization.
4. Provide direct support to the various UNDP programming units, especially the Poverty Reduction and Environment unit and the Recovery Unit, in the preparation of concept notes for the formulation of new programs and projects,
5. Provide direct support to the Country Director in the formulation of UNDP positions to be put forward in inter-agency programmatic initiatives involving the other member agencies of the UNCT, and UNMIT as required, and represent the CD as required in the working meetings of the same.
6. Provide direct support to the country Director, by vetting and clearing programs proposals/documents before their submission for his approval.



7. Lead on behalf of UNDP, the newly established “Recovery and Social Infrastructure” working group, which serves as an Early Recovery forum bringing together UN agencies and International NGO members of the IASC.
8. Oversee the formulation of UNDP Early Recovery projects under the umbrella of the UN Interagency Humanitarian Group.
9. Participate in UNDP BCPR and other UNDP and UN knowledge networks to gather and disseminate information on best practices and lessons learned in other post-conflict settings on crisis prevention and recovery.
10. Maintain liaison and strengthen relationship with Donors, for purpose of resource mobilization,
11. Undertake other duties as directed by the Country Director.

### Outputs

- A Recovery Framework and Strategy document,
- Recovery program(s) (in the form of Project/program, document) aimed at providing durable solution for the displacement of populations in the aftermath of April-May 2006 crisis,
- A concept note and program document on “Sports for peace”,
- Various concept notes on new programmatic ideas on crisis prevention and recovery originating from UNDP Programming Units,
- Contribution to the formulation/drafting of various program documents based on the above concept notes.

### Qualifications

- Postgraduate degree in economics or related discipline,
- At least 10 years of experience providing technical assistance in post conflict recovery
- Strong conceptual, analytical and writing skills
- Ability to work in teams and to relate to a wide range of UN, government and non-government actors
- Knowledge of Portuguese is an advantage



**Title:** Recovery Policy Adviser to the Vice Prime Minister  
**Duty Station:** Timor-Leste (Dili with occasional travel to the districts as needed)  
**Duration:** 6 months

### Context

The April/ May 2006 upheaval resulted in losses in human lives and property. 30 deaths and 5,000 destroyed or damaged houses were recorded in Dili and the districts causing the forced displacement of an estimated number of 150,000 people. The situation deteriorated again following the successful Presidential and Parliamentary elections in April/ June 2007 when violence irrupted in Dili and the districts leading to further destruction and homelessness. The social, economic, historical, institutional and political context played a major role in the escalation. Recurrent crises have significantly affected the recovery momentum. Unemployment and poverty increased sharply throughout the country and the conflict threatened much of the hard-earned social and economic gains achieved since independence.

Overcoming the dual effect of social disharmony and economic decline is a significant challenge for a young nation such as Timor-Leste. The political will is crucial for buttressing diligent development efforts undertaken by both the emerging Timorese institutions, and society at large, and the international community.

The new Government came to power in September 2007 with the ambition to resolve the crisis and the impulse of a renewed energy for addressing its root causes and re-launching the recovery process. The new Prime Minister appointed a Vice Prime Minister (VPM) for coordinator the Government's action towards resolving the crisis. The Decree-Law setting the "Structure of the IV Constitutional Government" defined in its 7<sup>th</sup> Article the VPM's role and responsibilities as following:

1. The Vice Prime Minister coordinates, through delegation by the Prime Minister, other members of the Government, in specific areas of the governing activity.
2. The following competences are delegated to the Vice Prime Minister:
  - a) To take responsibility for the area of Social Affairs, always in coordination with the Minister of Social Solidarity;
  - b) To take responsibility for inter-ministerial coordination in case of natural disasters;
  - c) To take responsibility for the area of civil society, in coordination with the Prime Minister, concerning the policies to be established;
  - d) To take responsibility for the committees or workgroups to be created, in coordination with the Prime Minister, concerning the policies to be established;
  - e) To ensure the supervision of the activities in the Districts and Sub-districts, as well as establish contacts with the more isolated and/or deprived communities, in accordance with the programmes set up by the Minister of State Administration;
  - f) To monitor and be the focal point in the contacts with the National Parliament and the respective parliamentary groups, in coordination with the Office of the Secretary of State for the Council of Ministers;



3. The Vice Prime Minister also has all other competences that the Prime Minister or Council of Ministers delegate upon him.
4. The Vice Prime Minister coordinates the Government, in the absences and impediments of the Prime Minister.

Given the scope and complexity of the VPM's role, the UNDP TL CO is recruiting a Recovery Policy Adviser to support the VPM in carrying out his multi-dimensional and complex tasks. S/He will provide necessary technical assistance and policy advice to strengthen the VPM's office for assuming the coordination of future policy-making including the Government's plan for resolving future crises or disasters. This is particularly important given the challenges ahead of a complex budgeting and planning exercise that the Government is embarking on in 2008, including the adoption of a 5-year National Development Plan and an integrated National Recovery Plan (as per the outcomes of the retreat held by the Government on 9 October 2007 in this respect).

### **Supervision**

The Recovery Policy Advisor will work under the direct supervision of the ARR Crisis Prevention and Recovery and in close collaboration with the UNDP Recovery Adviser.

### **Duties and Responsibilities**

The work of the Recovery Policy Adviser will focus on supporting the VPM in promoting an integrated approach for preparedness and recovery, and setting standard mechanisms for coordination with line ministries, and consultation with civil society. It will touch upon key areas of early recovery, conflict management, resettlement, disaster preparedness, organizational development and related capacity building.

### **Specific Duties**

The Recovery Policy Adviser will:

1. Formulate standard mechanisms for coordination with the Ministry of Social Solidarity, including data collection and analysis, regular consultation and return on information, to assist the VPM in his responsibilities in the area of Social Affairs;
2. Support the establishment and strengthening of inter-ministerial coordination for preparedness and response to natural disasters;
3. Develop standard procedures for consultation and access to relevant information by the civil society;
4. Follow up regularly on developments, identify obstacles and propose solutions for crisis management (including prevention and preparedness), and social reintegration;
5. Liaise with other government ministries involved in the simu malu programme and other government sponsored dialogue and reconciliation initiatives as well as with non-governmental bodies involved in dialogue promotion and conflict resolution and/or transformation strategies, analyze progress achieved and/ or obstacles faced and propose suitable institutional and/ or regulatory solutions.



6. Prepare and participate as necessary in the various committees or workgroups on new or revised policies and assist the VPM in preparing for these meetings;
7. Undertake a SWOT analysis of current conflict management processes and identify the potential role of different stakeholders in resolving/ or exacerbating conflicts and preventing their recurrence, and identify suitable solutions following relevant consultations;
8. Assist the VPM in the discharge of his function as the Government Focal Point at the National Parliament and set up a monitoring system for respective parliamentary groups in coordination with the Office of the Secretary of State for the Council of Ministers;
9. Establish a system for monitoring the activities in the Districts and Sub-districts, and consultation with representatives of the more isolated and/or deprived communities in accordance with the programmes set up by the Minister of State Administration;
10. Develop local capacities and advise the VPM on all issues relating to communication, reporting, coordination and consultation as needed.

### Outputs

Bi-weekly substantive reports reflecting the state of progress and a final report addressing the topics outlined above along with an analytical overview of lessons learned and further support required to the Office of the VPM.

### Essential Requirements

- Masters degree in development studies with special focus on conflict management or alternatively, a BSc. degree with at least 10 years of relevant international experience in post-conflict countries.
- At least 7 years of working experience in conflict resolution/transformation programmes. Experience and knowledge of the context in Timor Leste is an advantage.
- Previous working experience in organizational development and policy analysis, namely on IDPs and conflict resolution.
- Previous international experience as part of a multi-disciplinary team. Previous working experience with the UN System is an asset.
- Excellent communication and interpersonal skills and ability to work and handle stressful conditions.
- Strong working knowledge of English, Portuguese and Tetum. Indonesian Bahasa is an asset.

### Desirable Requirements

- Previous experience working on youth and/or gender related programmes.
- Familiarity with customary practices associated with conflict resolution in Timor Leste.
- Previous experience of working with representatives of the GoTL and knowledge of the *simu malu* initiative.





**Title:** Social Reintegration Advisor  
**Duty Station:** Timor-Leste (Dili with occasional travel to the districts as needed)  
**Duration:** 6 months

### **Context**

The April/ May 2006 upheaval resulted in losses in human lives and property. 30 deaths and 5,000 destroyed or damaged houses were recorded in Dili and the districts causing the forced displacement of an estimated number of 150,000 people. The situation deteriorated again following the successful Presidential and Parliamentary elections in April/ June 2007 when violence irrupted in Dili and the districts leading to further destruction and homelessness. The social, economic, historical, institutional and political context played a major role in the escalation. Recurrent crises have significantly affected the recovery momentum. Unemployment and poverty increased sharply throughout the country and the conflict threatened much of the hard-earned social and economic gains achieved since independence.

Overcoming the dual effect of social disharmony and economic decline is a significant challenge for a young nation such as Timor-Leste. The political will is crucial for buttressing diligent development efforts undertaken by both the emerging Timorese institutions, and society at large, and the international community.

The new Government came to power in September 2007 with the ambition to resolve the crisis and the impulse of a renewed energy for addressing its root causes and re-launching the recovery process. The National Recovery Strategy, adopted in November 2007, recognizes the fact that dialogue is the key to securing stability and understanding that are central to the relocation and integration of IDPs. A variety of programmes and support mechanisms are currently being developed by the Government to provide IDPs with viable options for relocation from camps. Central to all of them will be the need for dialogue to alleviate the concerns of those who are to move and those who are to receive them.

For the purpose of supporting the implementation of the National Recovery Strategy, the Social Reintegration Expert will be hosted at the Ministry of Social Solidarity but will work under the general oversight of the UNDP Country Director, and the direct supervision of the ARR Crisis Prevention and Recovery.

### **Supervision**

The Social Reintegration Advisor will work under the direct supervision of the ARR Crisis Prevention and Recovery and in close collaboration with the UNDP Recovery Adviser.



## Duties and Responsibilities

### Specific Duties

1. Developing local capacity and setting necessary mechanisms to support the Ministry of Social Solidarity (MSS) in the implementation of the National Recovery Strategy
  - Identify obstacles to social reintegration within the framework of the National Recovery Strategy and propose relevant recommendations in consultation with MSS and relevant stakeholders.
  - Liaise with other government ministries involved in the *Hamutuk Hari'i Futuru* programme and other government sponsored dialogue and reconciliation initiatives as well as with non-governmental bodies involved in dialogue promotion and conflict resolution and/or transformation strategies.
  - Participate as necessary in the various working groups dealing with issues around social reintegration of those currently displaced, for the purpose of information collection and analysis.
  - Undertake an assessment of the scope and the actual and potential role played by customary community-based practices in bringing to an end contemporary conflicts and preventing their recurrence. As part of this assessment consideration will be given to challenges encountered by recent attempts to employ such approaches under the current *Hamutuk Hari'i Futuru* programme, the previous Government led *Simu Malu* programme, and those incorporated in the earlier work of the Commission for Truth, Reception and Reconciliation. An analysis will also be provided of the impact on tensions at the community level of the relatively recent practice of electing those appointed as *Chefe de Suco's* and the members of the *Conselho de Suco's* as well as proposed strategies for the transformation of any tensions found. The scope and level of details will be determined in consultation with MSS.
  - Identify public information and consultation needs to promote proposed solutions for the return of IDPs and promotion of social cohesion
2. Liaising with the Office of the Vice Prime Minister as and when needed to insure a coherent and mutually reinforcing approach
  - Support the Office of VPM on relevant technical issues, policy development and coordination
  - Maintain regular channels of two-way communication between Office of VPM and MSS on social reintegration and dialogue initiatives
  - Maintain regular contacts with the Advisory Pool supporting the Office of VPM on the development and implementation of the National Recovery Strategy
3. Monitoring change in context and government orientation and needs and propose to UNDP possible adjustments in its support to the development and implementation of the National Recovery Plan
  - Insure compatibility between UNDP recovery framework and government's programmes and institutions established as part of IDP reintegration efforts



## Outputs

- Assessment of the scope and the actual and potential role played by customary community-based practices in bringing to an end contemporary conflicts and preventing their recurrence.
- Bi-weekly substantive reports reflecting the state of progress
- Final report addressing the topics outlined above along with an analytical overview of lessons learned and further support required to the Office of the VPM.

## Essential Requirements

- Master's Degree or equivalent in Conflict Studies, Political Sciences, Social Sciences or related field.
- At least five years of relevant experience in working on conflict resolution/transformation programmes
- Experience in Timor-Leste and knowledge of local context including customary practices for conflict resolution is an advantage.
- Fluency in English and Tetum. Working knowledge of Portuguese or Indonesian Bahasa is an asset.
- Previous experience in dealing with civil society, namely stakeholder engagement in consultation processes
- International experience as part of a multi-disciplinary team.
- Excellent communication and interpersonal skills and ability to work and handle stressful conditions.
- Computer literacy.

## Desirable Requirements

- Previous experience of working with the GoTL and knowledge of its dialogue processes including the Simu Malu initiative
- Previous working experience with the UN System is an asset.



**Title:** Land Rights Adviser  
**Duty Station:** Timor-Leste (Dili with occasional travel to the districts as needed)  
**Duration:** 6 months

### Context

Lands and property rights have been a pending issue complicated by overlays of previous practices during Portuguese and Indonesian times resulting in conflictual entitlements and rights. These included Portuguese dispossession, Indonesian trans-migration, invasion and forced evictions.

The large scale destruction of homes constitutes the primary cause of the East-West tensions and divisions that have been long underlying group relations in Timor-Leste, especially following the massive departure of Indonesians following the referendum of 1999 resulting in displacement and illegal occupation. The situation was further exacerbated by destruction during the 2006 and 2007 conflicts.

Overcoming the dual effect of social disharmony and economic decline is a significant challenge for a young nation such as Timor-Leste. The political will is crucial for buttressing diligent development efforts undertaken by both the emerging Timorese institutions, and society at large, and the international community. The new Government came to power in September 2007 with the ambition to resolve the crisis and the impulse of a renewed energy for addressing its root causes and re-launching the recovery process. A Vice Prime Minister (VPM) was appointed to coordinate the Government's action towards resolving the crisis and is hence by law the primary manager of future crisis or disasters (Refr. Article 7 of Decree-Law entitled "Structure of the IV Constitutional Government").

Against this background, the UNDP TL CO is recruiting a Land and Property Rights Adviser for supporting the Prime Minister's Office through providing necessary technical assistance and policy advice on land and property rights issues. S/He will also support the Ministry of Justice on relevant issues, as and when needed, This is particularly important for assuming the challenges of a complex budgeting and planning exercise that the Government is embarking on in 2008, including the adoption of the 5-year national development plan and an integrated National Recovery Plan (as per the outcomes of the retreat held by the Government on 9 October 2007).

### Supervision

The Land and Property Rights Adviser will work under the direct supervision of the ARR Crisis Prevention and Recovery and in close collaboration with the UNDP Recovery Adviser.

### Duties and Responsibilities

The work of the Land and Property Rights Adviser will focus on supporting the VPM in promoting an integrated approach for the preparedness and recovery process, and setting standard mechanisms for coordination with line ministries, consultation and dialogue,



including civil society. It will touch upon key areas of resettlement and durable housing, public consultation and related capacity development.

### **Specific Duties**

The Land Rights Adviser will:

- Support the National Directorate of Land and Property (NDLP), under the Ministry of Justice, to plan and implement a legal and administrative response to land and property issues related to the displacement of persons based on international experience and thorough analysis of the Timorese context;
- Advise the NDLP Director on strategies to promote property restitution and as well as contribute to the formulation of a UNDP recovery framework;
- Work closely with the Minister of Justice, the National Director of the NDLP, the head of the UNDP Recovery Unit and other implementing partners on legal matters related to the reintegration of IDPs and property restitution;
- Advise the VPM, as and when required, on issues relating to land and property rights to ensure consistency with International Laws and Principles, as well as with the Timorese Constitution and national legislation;
- Support the VPM Office in other related land and property rights tasks as required.

### **Outputs**

Bi-weekly substantive reports reflecting the state of progress and a draft final report addressing the topics outlined above along with an analytical overview of lessons learned and further support required to the Office of the VPM.

### **Essential Requirements:**

- A graduate degree in Law with special focus on property rights, or a graduate degree in Development Studies with a focus on Spatial Planning or equivalent;
- At least 5 years of relevant working experience on rights issues, of which at least 3 year on land rights issues. Working experience and knowledge of the Timorese context is an advantage;
- Previous experience in dealing with civil society, namely stakeholder engagement in consultation processes pertaining to land and rights issues.
- Previous international experience as part of a multi-disciplinary team. Previous working experience with the UN System is an asset.
- Excellent communication and interpersonal skills and ability to work and handle stressful conditions.
- Strong working knowledge of English, Portuguese and Tetum. Indonesian Bahasa is an asset.

### **Desirable Requirements:**

- Previous experience working on youth and/or gender related programmes.
- Familiarity with customary practices associated with conflict resolution in Timor Leste.



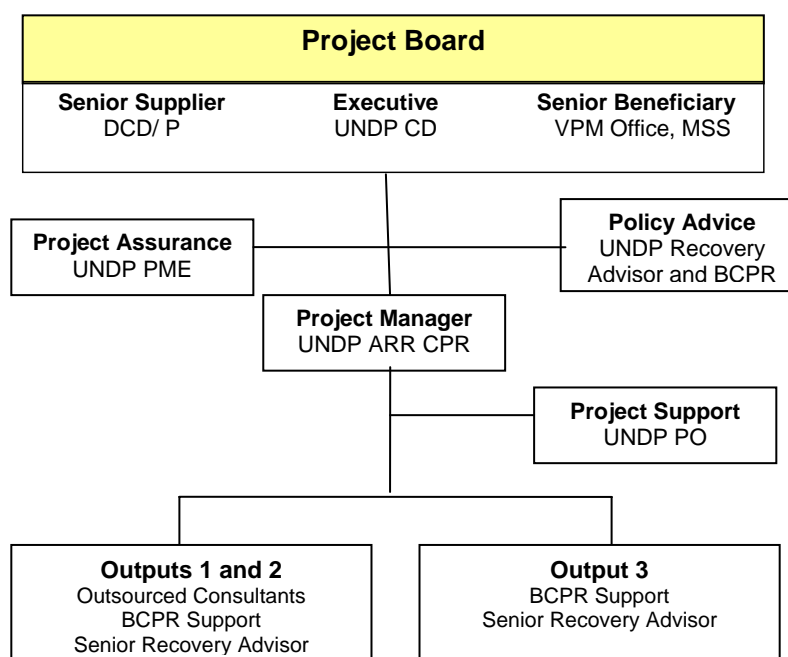
- Previous experience of working with representatives of the GoTL and knowledge of the *simu malu* initiative.

## Annex 2: Terms of Reference for Project Management Board

The Project Board (PB) provides overall technical advisory and management guidance, project assurance and oversight for the implementation of the project. Day-to-day coordination of the project will rest with the Project Manager. The PMB will comprise:

1. UNDP Country Director and/ or Deputy Country Director/ Programmes
2. Representative of the Office of VPM and/ or MSS
3. UNDP ARR Crisis Prevention and Recovery
4. UNDP Planning Monitoring and Evaluation Unit
5. UNDP Recovery Advisor

**Figure 1: Schematic representation of the project management structure**



The Project Board will meet on a quarterly basis, i.e., a minimum of two times during the life of the project, or as needed.

The Project Board will be responsible for the following:

- Provide overall guidance and direction to the project, ensuring it remains within any specified constraints;
- Agree on Project Manager's tolerances in the achievement of Outputs and Activities;



- Review and approve end project report, make recommendations for follow-on actions;
- Provide ad-hoc direction and advice for exceptional situations when the project manager's tolerances are exceeded;
- Assess and decide on project changes;
- Assure that all planned deliverables are delivered satisfactorily.

For the process of closing a project:

- Assure that all products and deliverables completed satisfactorily;
- Review independent project evaluation and approve the end project report;
- Make recommendations for follow-on actions and post project review plan.





### **Annex 3: Terms of Reference for Project Assurance**

The Project Assurance Officer will have overall responsibility for project monitoring, risk management, quality assurance and for timely submission of reports to the Project Board. Specifically, the Project assurance officer will perform the following tasks:

- Ensure that funds are made available to the project;
- Ensure that risks and issues are properly managed, and that the logs in Atlas are regularly updated;
- Ensure that critical project information is monitored and updated in Atlas, using the Activity Quality Assessment page in particular;
- Ensure that Project Quarterly Progress Reports are prepared and submitted on time, and according to standards in terms of format and content quality;
- Ensure that financial reports are submitted to UNDP on time, and that Combined Delivery Reports (CDR) are prepared and submitted to the Project Board;
- Perform oversight activities, such as periodic monitoring visits and “spot checks”.
- Ensure that the Project Data Quality Dashboard remains “green”

#### Qualifications:

Qualifications required for the Project Assurance Officer:

- Masters degree in an international development-related discipline, governance, political science, social sciences or related disciplines;
- At least 3 years of international experience in the field of SSR– Work experience in post-conflict countries is a must;
- Previous experience in project monitoring and evaluation;
- Considerable experience and understanding of gender equality and women’s empowerment issues in conflict and post-conflict settings;
- Experience with the UN System and good understanding of UNDP programme finance and operational procedures will be an asset;
- Excellent written and spoken communication skills in English. Knowledge of Portuguese and/ or Tetun will be an asset.



## **Annex 4: Terms of Reference for Desk Review on Youth in Timor Leste**

### **Context**

The April/ May 2006 upheaval resulted in losses in human lives and property. 30 deaths and 5,000 destroyed or damaged houses were recorded in Dili and the districts causing the forced displacement of an estimated number of 150,000 people. The situation deteriorated again following the Presidential and Parliamentary elections in April/ June 2007 when violence irrupted in Dili and the districts leading to further destruction and homelessness. The root causes of the violence are varied and include social, economic, historical, institutional and political aspects. The common denominator, however, is the involvement of a large number of young people who feel alienated due to a sense of disenfranchisement resulting from a range of factors including unemployment, security concerns and lack of access to opportunities including education.

The current desk review falls within the framework of the Preparatory Assistance for Developing the UNDP Strategy on Crisis Prevention and Recovery in Timor-Leste. It will serve as a basis for informing UNDP programming, identifying strategic partnerships, and scoping future areas of intervention to support the early recovery and conflict prevention efforts in Timor-Leste.

### **Suggested Activities**

- Compile existing documentation, studies and government policy if available, as well as lessons, reviews and evaluation documents (including through Internet search)
- Meet with other partners actively involved in the area of gender (UNICEF, ILO, NGOs, etc.)
- Review background documentation

### **Expected Outcomes**

- A desk review matrix identifying per publication:
  - ✓ Context in Timor-Leste from a youth focus
  - ✓ Who (the agency)
  - ✓ What (sector or specific focus area, issues and/ or challenges addressed)
  - ✓ Where (target group or geographical area)
  - ✓ How (approaches, strategies, etc.)
  - ✓ Gaps and general comments.



## Annex 5: Terms of Reference for Desk Review on Gender in Timor Leste

### Context

Gender inequality is embedded in many pre-crisis environments and constitutes a driver for social conflict and underdevelopment. Hence, promoting women's capacities and participation is a firm foundation for building a more equitable post-conflict environment conducive to successful recovery and development efforts. Gender empowerment is given special emphasis across all UNDP activities in crisis-affected countries. As part of a corporate effort to concretize the advancement of gender equality, UNDP/ BCPR has developed an eight-point agenda for women's empowerment and gender equality in crisis prevention and recovery (attached).

The current desk review falls within the framework of the Preparatory Assistance for Developing the UNDP Strategy on Crisis Prevention and Recovery in Timor-Leste. It will serve as a basis for informing UNDP programming, identifying strategic partnerships, and scoping future areas of intervention to support the early recovery and conflict prevention efforts in Timor-Leste.

### Suggested Activities

- Compile existing documentation, studies and government policy if available, as well as lessons, reviews and evaluation documents (including through Internet search)
- Meet with other partners actively involved in the area of gender (UNICEF, ILO, NGOs, etc.)
- Review background documentation

### Expected Outcomes

- A desk review matrix identifying per publication:
  - ✓ Context in Timor-Leste from a gender focus
  - ✓ Who (the agency)
  - ✓ What (sector or specific focus area, issues and/ or challenges addressed)
  - ✓ Where (target group or geographical area)
  - ✓ How (approaches, strategies, etc.)
  - ✓ Gaps as per the UNDP/BCPR 8 Point Agenda focusing on women in crisis/recovery 8 point agenda and general comments.



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