



Timor-Leste

FINAL REPORT

Security Sector Review Capacity Development Facility



Supported by
The European Union Instrument for Stability

June 2011

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List of Acronyms

ANP	National Petroleum Authority
CAVR	Commission for Reception, Truth and Reconciliation (Comissão de Acolhimento, Verdade e Reconciliação de Timor-Leste)
ASEAN	Association of Southeast Asian Nations
CDF	Capacity Development Facility
CPLP	Community of Portuguese Language Countries
CPRU	Crisis Prevention and Recovery Unit, UNDP
CVTL	Red Cross of Timor-Leste
DNAS	National Directorate of Social Assistance (Ministry of Social Solidarity)
DNPC	National Directorate for Civil Protection (Secretariat of State for Security)
DNPCK	National Directorate for Community Conflict Prevention (Secretariat of State for Security)
DNSEP	National Directorate for Public Buildings Security (Secretariat of State for Security)
DPKO	UN Department of Peacekeeping Operations
EU	European Union
F-FDTL	Falintil-Defence Force of Timor-Leste
ICRC	International Committee of the Red Cross
INGOs	International Non-Governmental Organizations
ISF	International Stabilization Force
NDI	National Defense Institute
NDMD	National Disaster Management Directorate (Ministry of Social Solidarity)
NGOs	Non-Governmental Organizations
OCHA	Office for the Coordination of Humanitarian Affairs
PNTL	National Police of Timor-Leste
PSCs	Private Security Companies
RDTL	Democratic Republic of Timor-Leste
SED	Secretary (or Secretariat) of State for Defense
SES	Secretary (or Secretariat) of State for Security
SSR	Security Sector Reform
SSSU	Security Sector Support Unit (UNMIT)
UN	United Nations
UNDP	United Nations Development Programme
UNMIT	United Nations Integrated Mission in Timor-Leste
UNPOL	United Nations Police

I. Project Summary

Project Name:	Security Sector Review in Timor-Leste: Capacity Development Facility
Project Objective:	Support the development of national capacity to manage the security sector in a sustainable and comprehensive manner through promoting the four dimensions of security sector reform, namely civilian oversight, operational management, financial accountability and policy research.
Duration:	24 months (initially from December 2008 to June 2010 with a no cost extension until 15 December 2010).
Total Cost of Action:	Donor: European Union - Instrument for Stability Total project budget: 1,640,509 Euros (US\$2,251,853) Total expenditure: 1,525,706 Euros (US\$2,094,269) Percentage delivery: 93% Remaining funds: 114,803 Euros (US\$ 157,584)
Target Beneficiaries:	<ul style="list-style-type: none"> • Ministry of Defence and Security • Office of the President • Parliamentary Committee B on Foreign Affairs, Defence and National Security • Other security governance and oversight institutions • Timorese civil society organisations
Location:	Dili, Timor-Leste
National Counterpart:	<ul style="list-style-type: none"> • Secretariat of State for Security • Secretariat of State for Defence • Office of the President/ National SSR Coordination Committee • Parliamentary Committee B on Foreign Affairs, Defence and National Security.

II. Executive Summary

The Capacity Development Facility provided capacity development support in four aspects of security sector reform: civilian oversight, operational management, financial accountability and policy research. UNDP directly implemented the project in close collaboration with UNMIT. This project complemented the Timor-Leste Security Sector Review (SSR) project that had two objectives, namely, (1) a comprehensive review of the security sector; and (2) capacity development for managing the security sector and priority reform needs in a sustainable, accountable and comprehensive manner.

Over the course of the 24-month implementation period, a number of activities were executed to achieve the following outputs: 1) oversight skills, accountability measures and policy research capacity put in place and 2) improved public building security, private security industry regulation and clearer frameworks for emergency response identified. All activities undertaken were approved by the Project Management Board, chaired by the Secretary of State for Security, and composed of a Member of Parliament, the SSR Adviser to the President and two UN representatives.

I. Support to the Structural Environment

The objective was to enhance security management and leadership and to broaden policy dialogue on security to include civil society, academia, legislators, and civil servants.

A series of lectures were organized to introduce relevant international practices and to inform national debate on the security sector. They provided a forum for discussion among key international experts and representatives from various security institutions and the civil society. Topics included gendarmerie models, maritime security, democratic oversight for police, and strategic planning and management of the security sector.

To further encourage civil society engagement, the project funded four NGOs and the National University of Timor-Leste to undertake security sector related research. The research papers are expected to inform policy makers, the UN and other NGOs working on peace and security in Timor-Leste. Ten public consultations were held by the Secretariat of the Commission for Reception, Truth and Reconciliation (CAVR) with Parliamentary Committee A in Dili and the districts on the draft laws for the creation of a Public Memorial Institute and reparations for victims. Written analyses of the laws, as well as outreach and information material were produced. The process has provided an opportunity for the victims and their representatives to provide feedback to the Parliament.

II. Institutional Assistance

The objective was to strengthen effective oversight, accountability, and operational management for peace and stability.

The project supported the establishment of the National Defence Institute for research and training on defense and security issues. It also assisted the National Directorate for Public Building Security (DNSEP) in conducting an assessment of the private security industry and submitted proposals for the professionalization of this industry. As part of

the assessment, two roundtables were organized to discuss regulations, powers, trade/professional associations and code of conduct, and regulatory improvements for the oversight of security companies were proposed in the form of a draft legislative framework. Through these roundtable discussions, the link was recognized between the capacity of security sector institutions to perform effectively, and the broader regulatory environment in which they operate.

In support of the National Directorate for Civil Protection (DNPC), an assessment of the National Fire Service was done and based on this, a capacity development and equipment upgrade plan was developed. Furthermore, an assessment was undertaken of Government capacity for responding to complex emergencies and recommendations submitted for discussion.

Finally, experts were deployed to the Secretariats of State for Security and Defence; the Office of the President and the Parliamentary Committee B to provide technical advice in security oversight and governance.

III. Individual Professional Development

The objective was to develop the necessary skill-sets for transparent and efficient management of the security sector. Both local and international opportunities for training, leadership development and exposure to international practices were provided to representatives of the security institutions.

Thirty-five representatives of national security institutions at the level of national advisers and middle management completed a pilot training course on national security and defense organized under the patronage of the President. The objective of the training was to develop basic skills and concepts among staff of the National Integrated Security System on strategic analysis, strategic planning, risk and threat analysis, drivers of insecurity, disrupting factors to the democratic order and political system. General management and analytical thinking modules were also delivered.

Approximately one-third of the unarmed civilian guards from the National Directorate for Public Building Security completed basic training and thirty-nine instructors graduated. A training manual was published in three languages for continued training beyond the project. In parallel, thirteen participants from private security companies in Dili and districts received training-of-trainers.

Four training courses were provided to the early warning district focal points of the National Directorate for Community Conflict Prevention (DNPCK) on conflict analysis, reporting on conflict triggers and indicators and training handbooks were developed for future use. Representatives from security institutions were also trained on basic maintenance and repair of communication equipment, and a training manual was developed. As follow up on the national fire services assessment, forty fire fighters were trained on the use, care and maintenance of new hoses and coupling system procured to upgrade their trucks and equipment.

Four overseas trainings and three study tours for representatives from the national police, the defense force, the Secretariat of State for Defence, the Office of the President, Parliamentary Committee B, and the Provedoria (Ombudsman Office) were organized. They covered issues such as civilian oversight, international experience in

strategic planning and management of the security sector, gender-responsive police reform, security and defense policy development, civil military cooperation and the role of the military in civil protection.

In addition to these capacity development activities in the three pillars, a 15-minute documentary entitled '*Securing the Future*' was produced in English, Portuguese and Tetum for public information and outreach.

III. Introduction

Timor-Leste is transitioning from a post-conflict situation following the 2006 crisis to a development mode. Concerted efforts towards maintaining stability and establishing sustained socio-economic development are underway by the Government of Timor-Leste with support from the international community. The reform and development of the security sector is one of the major tasks to secure long-term peace and stability in the country.

UNMIT was mandated by UN Security Council Resolutions 1704 (2006), 1745 (2007), 1802 (2008), 1867 (2009) and 1912 (2010) to assist the Government of the Democratic Republic of Timor-Leste (RDTL) in conducting a comprehensive review of the role and needs of the security sector. Resolutions 1876 (2009) and 1912 (2010) reaffirmed the importance not only of review, but also of reform, including strengthening of legal frameworks and enhancing civilian oversight and accountability mechanisms of the armed forces (F-FDTL) and the National Police (PNTL).

Against this backdrop, the Security Sector Review (SSR) project, agreed by the Prime Minister and the UN, was launched in June 2008 to assist Timor-Leste's national institutions in (1) the implementation of a comprehensive review of the security sector; and (2) capacity development for managing the security sector and priority reform needs in a sustainable, accountable and comprehensive manner.

The EU-funded Capacity Development Facility complements the capacity development component of the Security Sector Review project. Its principal objective is to promote the four dimensions of security sector reform, namely, civilian oversight, operational management, financial accountability and policy research.

The project is governed by a Project Management Board, chaired by the Secretary of State for Security representing the Ministry of Defence and Security, and composed of a Member of Parliament representing Committee B, the SSR Adviser to the President and two UN representatives. Over the course of the project, 9 meetings¹ were held by the Project Management Board, which provided strategic guidance and oversight to project implementation. All activities undertaken including concept notes, the Project Management Board approved key procurement and recruitments. The EU Delegation to Timor-Leste requested observer status, which was granted in August 2009. Records of the PMB meetings are included in Annex II.

A UN SSR Team, consisting of the UNMIT Security Sector Support Unit (SSSU) and the UNDP Crisis Prevention and Recovery Unit (CPRU) was formed to work together in the implementation of the project.

¹The PMB meetings took place over the life-span of the project on the following dates: 15 January 2009, 5 February 2009, 19 March 2009, 25 June 2009, 5 November 2009; 11 March 2010; 22 July 2010; 28 October 2010, and 25 November 2010.

IV. Results and Achievements

Budget

Euro 1,640,509 (equivalent to approximately US\$2,251,853) were committed to support the Security Sector Review – Capacity Development Facility. Out of the total US\$2,212,409 received to-date, US\$2,094,331 (EUR 1,525,752) have been expended. Accordingly, the delivery rate is of 93%. Unused funds are 114,757 Euros (US\$ 157,521). A detailed expenditure report is included in Annex I.

Results and Activities

Result 1.1 Oversight skills-sets, accountability measures and policy research put in place

Activity 1.1.1 Facilitate security sector management trainings in European institutions for national authorities with oversight responsibilities over the security sector

This activity aimed to enhance leadership and other capacities of security sector representatives through exposure to international practices and training on current issues relating to security sector reform. The project facilitated six events under this activity, namely:

1. **NDI Study Tour in Europe:** In July and August 2009, three members of the Force 2020² of the Secretariat of State for Defence³ undertook a two-week study tour to London, Brussels, Lisbon and Paris. The team visited the Ministries of Defence in London and Lisbon, NATO Headquarters and a number of defence academies and security policy think tanks, such as the International Institute for Strategic Studies (IISS), King's College, the Defence Academy of the UK (London), the European Union Institute for Security Studies (EUISS) (Paris), and the National Defence Institute (Lisbon). The study tour served two main objectives: 1) to develop an understanding of how international organisations and Ministries of Defence in other countries are structured and undertake their planning activities and 2) to assess security policy think tanks with a view to use lessons learned for informing the establishment of the National Defence Institute.
2. **Training on Strategic Planning for Security and Development, Change Management and Leadership:** In November and December 2009, two representatives from the Secretariat of State for Defence (SED), and PNTL⁴

² F2020 is the strategic development plan for the Armed Forces.

³ Colonel Filomeno da Paisao de Jesus, Mr Martinho Mai Gocalves, Director of Strategic Planning and International Policy and Special Advisor Force 2020

⁴ Lieutenant Domingos Oki, Strategic Planning and International Policy; Inspector Mateos Fernandes, PNTL National Operations Commander and UNMIT SSSU Special Advisor to the SoSD, Mr Chandrabalan Sinnadurai (funded by UNMIT own resources).

attended training on Strategic Planning for Security and Development, at Cranfield University in the UK. As a follow up they also participated in the training on Change Management and Leadership.

3. **Training on Security and the Rule of Law:** In May 2010, the project supported the training of F-FDTL Chief of Technical Cooperation⁵ on the Management of Security and the Rule of Law, at Cranfield University in the UK.
4. **Training on Civil Military Cooperation:** From 26 May to 3 June 2010, the National SSR Project Manager⁶ attended a training course organised jointly by the Swedish Folke Bernadotte Academy and the European Security and Defence College as part of national empowerment. This training focused on the issue of civil military cooperation, namely, EU Civil-Military Coordination in Common Security and Defence Policy.
5. **Study tour to Angola and Mozambique on Parliamentary Oversight of the Security Sector:** In May 2010, the project supported a multi-party delegation of seven from the National Parliamentary Committee B to visit Angola and Mozambique⁷. The intention of this visit was to assess lessons learned by the defence and security committees of the two respective country's legislatures. A key issue identified by the delegation in this trip was the importance of regulating private security companies and their potential role in the protection of petroleum facilities. The hosting countries were chosen by the Parliament because of historical, contextual and linguistic considerations.
6. **Seminar on Gender-Responsive Police Reform:** In an effort to promote gender equality and empower women in a traditionally male-dominated sector, the project facilitated the participation of a woman PNTL representative⁸ in the Gender-Responsive Policing in Post-Conflict Settings, which took place in Nepal in September 2010. In addition to the host's representatives from the national police and its Inspectorate-General, the Ministry for Home Affairs, and the Ministry for Women, Children and Social Welfare, the seminar included representatives from other police forces from Asia-Pacific countries, women NGOs, as well as UN Police and gender advisors. The three-day event was closed by defining the main elements for the development of an action plan to enhance gender-responsiveness in policing.
7. **Study tour to Cape Verde on Security Sector Reform:** In October 2010, a delegation of six persons⁹ representing F-FDTL, National Parliament Committee B, Ombudsman (Provedor) for Human Rights, PNTL, and the National SSR Coordination Committee of the Office of the President visited Cape Verde. The

⁵ Lieutenant Domingos Oki, Chief of National and International Technical Cooperation for F-FDTL.

⁶ Loro Horta, National SSR Project Manager.

⁷ Mr. Duarte Nunes MP, Head of Delegation and President of Committee B; Mr. Domingos Mesquita MP, Secretary of Committee B; Mr. Cornélio da Conceição Gama MP; Mr. Álvaro do Nascimento MP; Mr. Domingos da Costa MP; Mr. Mário Amaral, Committee technical assistant (participation costs covered by the National Parliament); and Mr. Bruno de Lencastre, Legal Adviser to the Standing Committees of the National Parliament.

⁸ Sergeant Laura Abrantes, Deputy Head of the PNTL Vulnerable Persons' Unit.

⁹ Brigadier Lere Anan Tibur, Vice Chief of Defence Force and head of the delegation; Mr. Jose Augusto Teixeira MP, Member of Commission B of the National Parliament; Mr. Sebastiao Dias Ximenes, Ombudsman for Human Rights; Mr. Octavio de Araujo, PNTL Superintendent; Dr. Roque Rodrigues, Security Advisor to the President; and Mr. Loro Horta, National Project Manager.

objective of the tour was to observe and share experiences in the area of security sector reform, ranging from security and defence policy development, to civil military cooperation and the role of the military in civil protection.



Deputy Head of PNTL Vulnerable Persons' Unit (3rd from right) during the International Seminar on Gender Responsive Policing in Post-Conflict Settings, 8 – 10 September 2010

The mission reports are attached in Annex III.

Indicator (s): At least six security management trainings overseas for national authorities with oversight responsibilities

Progress on Indicator(s): Completed

Twenty-one persons benefited from overseas exposure on seven occasions, as following:

- Four overseas trainings held for representatives of PNTL, SED, F-FDTL, and the National Project Manager.*
- 3 overseas study tours organized for representatives of PNTL, F-FDTL, SED, Office of the President, Parliament Committee B, and the Ombudsman.*

Activity 1.1.2 Organise locally in collaboration with European institutions seminars on leadership, accountability, management & service orientation of the security sector

A key element of capacity development is training to develop individual skills and knowledge. The locally organized trainings aimed to cover priority topics identified by national counterparts and benefit a wider audience. National counterparts have also expressed the need for more south-south exchange and suggested partnerships with institutions, which have a similar political context to Timor-Leste or share cultural or regional links. Accordingly, training events were designed to include representatives from the Community of Portuguese Language Countries (CPLP) and the Association of Southeast Asian Nations (ASEAN). The locally organized seminars included:

1. A two-day workshop entitled “**Whole of Government Approach to Natural Disaster Response in Timor-Leste**” was conducted in December 2010 in coordination with the Office for the Coordination of Humanitarian Affairs (OCHA). The objective of the

workshop was to share international experience, assess Civilian-Military Cooperation and propose recommendations for an integrated approach for response to natural disasters. The eighty participants included the Vice Prime Minister, representatives from the National Directorate for Disaster Management (NDMD), Directorate for Civil Protection (DNPC) of the Secretariat of State for Security, Ministry of Education, Ministry of Health, Ministry of Foreign Affairs, National Directorate for Social Assistance (DNAS), F-FDTL, PNTL, ANP (National Petroleum Authority), NGOs, Red Cross (CVTL and ICRC), AusAid, Spanish Cooperation, International Stabilization Force (ISF), UN Police (UNPOL) as well as UN Agencies.

The workshop underscored the shared concern about the lack of clarity on the roles, responsibilities and coordination mechanisms among disaster management actors, as well as the overlaps and gaps in the disaster management legal and institutional framework in Timor-Leste. Recommendations were made by the participants to strengthen the legal framework, reinforce operational mechanisms and develop capacity.



Whole of Government Approach to Natural Disaster Response in Timor-Leste, December 2010

2. **Training course on National Security and Defence:** From 25 October to 13 December 2010, the project facilitated a pilot training course on national security and defence at the Office of the President for thirty-five representatives of national security institutions at the level of advisers and middle management. The objective of the course was to develop basic skills on security issues among staff of the National Integrated Security System and introducing them to key security concepts such as: strategic analysis, strategic planning, risk and threat analysis, drivers of insecurity and disrupting factors to the democratic order and political system. The pilot course served to develop training modules adapted to the specific security context in Timor-Leste; it also informed the intensive training course planned for 2011. It included:

- Modules delivered by two experts from the Brazilian Supreme School of War¹⁰ on Timor-Leste's strategic environment, including legislative framework, human rights and gender; strategic security analysis; leadership and planning; and Dr. Rui Marquez¹¹ from Portugal on leadership development.

¹⁰ Col. Heleno Moreira, and Col. Juaris Weiss Gonçalves.

¹¹ Dr. Rui Marquez, Portuguese scholar in the area of political communication and organizer of the "Lusitânia Expresso" expedition which attracted international attention on Timorese independence struggle.

- Discussion panels with Timorese leaders and decision-makers were embedded in the training to bring in the national perspective. Speakers included the President of the Republic, the Prime Minister, the Vice-President of the Parliament and the Head of the Parliament Committee B, the Vice-Prime Minister, the Head of the Opposition Party (Fretilin), the General Commander of the Army, and the Secretaries of State for Defence and Security.
- Presentations on international experience and practices by representatives of UNMIT, the Timorese Diplomatic Corp, as well as guest speakers¹² from Australia, Indonesia, Portugal, and Singapore. A compendium was published in cooperation with Portugal and Australia.
- Trainings on management and analytical thinking skills by the East Timor Development Association (ETDA). The training material was translated and disseminated in Tetum and Portuguese.

During the closing ceremony, the President of the Republic handed over certificates of completion to participants.

A summary report is attached in Annex IV along with other relevant publications.

Indicator(s): At least four security sector seminars organised in Timor-Leste.

Progress on Indicator(s): Completed.

- *The training course on National Security and Defence included four main components: strategic security analysis and planning; Timor-Leste security context; international experience and practices; management and analytical thinking skills.*
- *A workshop on international experience for response to natural disasters.*

Activity 1.1.3 Manage small grants to support research and awareness-raising on security sector issues for NGOs and academia

The aim of this activity was to promote research and analytical capacity among Timor-Leste's civil society. Following the approval by the Project Management Board in July 2010, a request for proposals was launched to allocate on a competitive basis small grants of USD 10,000 each to civil society organizations to undertake research in the area of security. Given that security is a wide and complex concept, the selection of research topics adopted a human security centred approach, varying from work focused on traditional security institutions such as the F-FDTL and the PNTL to less traditional topics such as domestic violence or martial arts groups. Four national NGOs and the National University of Timor-Leste were selected; they produced the following research papers:

¹² Mr. Brendan O'Connor MP who held various ministerial briefcases in successive Australian governments, namely, Home Affairs, Justice, Privacy and Freedom of Information; Mr. Hassan Wirajuda, former Minister of Foreign Affairs and Ambassador Eddi Haryadhi from Indonesia; Mr. Barry Dresker from Singapore; and Mr. Juan Carlos Rey-Salgado, EU Ambassador to Timor-Leste.

- Belun: Production of Early Warning and Early Response Trimester Monitoring Analysis.
- Democratic Research: Study on Human Security and Stability in Dili: The Influence of the Old Urban Village.
- Unidade Feto ba Desenvolvimento (or Women's Unity for Development): Human Security in Former Conflict Areas with a Focus on Women's Security.
- Fundasaun Mahein: Veterans in Timor-Leste since the Crisis of 2006.
- University of Timor-Leste (UNTL): Community Baseline Survey on Martial Arts Groups Contribution to Peace and Security in Timor-Leste.

Most of the research involved fieldwork in the form of district level focus groups and surveys, which came up with recommendations for addressing identified issues underlying the perception of insecurity. These recommendations will serve as a basis for targeted advocacy by NGOs vis-à-vis communities and concerned Government institutions and will be a source of information for future policy development.

The research papers are attached in Annex V.

It is worth noting that media grants were to be allocated on a competitive basis to three Timorese organizations following submission of proposals. As the number of qualified candidates was insufficient, this activity was not implemented.

Indicator(s): At least 3 organisations are supported through small grants for research and awareness-raising on security issues

Progress on Indicator(s): Partially completed.

- 4 NGOs and the National University of Timor-Leste received small grants and produced five research papers on security-related issues of concern to the wider population that could contribute to policy debate in this sector.
- 3 media grants allocated (incomplete due to insufficient number of qualified candidates to meet competitive requirements).

Activity 1.1.4 Initiate a constructive debate on SSR among security actors, oversight institutions, academia and civil society in the neutral forum of high-profile quarterly lecture series, and promote networking, transfer of knowledge and best practices

With the aim of promoting policy debate on current security issues and providing exposure to relevant international practices, four lecture series were organised during the course of the project under the patronage of the President of the Republic, as follows:

1. On 19 April 2010, the first lecture was delivered by a representative of the Spanish Guardia Civil, Colonel Coca, on the concept of the Gendarmerie in a modern democracy. This topic added to the work done by the Portuguese Gendarmerie in Timor-Leste, and contributed to the ongoing debate on PNTL reform. The plan was to also present the French Gendarmerie model by General Pierre Renault but his trip

was cancelled at the last minute due to the volcanic eruption that paralysed most of the airports in Europe.



Colonel Coca from the Spanish Guardia Civil

2. On 12 June 2010, a one-day international conference, entitled "*Timor-Leste, a Maritime State*", was organised with the Secretariat of State for Defence following the commissioning of the new patrol ships "Betano" and "Jaco". The conference included representatives from a number of countries in the region and addressed the maritime security needs of Timor-Leste. The aim of the Conference was to socialize the State's emerging maritime concepts and exchange experience with relevant maritime partners as a basis for further development of these concepts, policies, coordination mechanisms, and associated organisations.



"Timor-Leste, a Maritime State", 12 June 2010.

3. As a follow up to the conference, a second lecture was delivered on 21 June 2010 by Naval Officer and Strategic Analyst from Australia, Commodore Samuel Bateman, on the role of civilian coast guard in maritime security. The aim of the lecture was to debate possible models for a Timorese maritime force and associated possible advantages and disadvantages.

4. On 9 September 2010 Baroness Nuala Patricia O'Loan gave a third lecture¹³ on democratic oversight of the security forces. The lecture contributed to the current debate and exposed the Timorese government and civil society to international experience and good practices in this area. The speaker drew practical examples from her own extensive experience covering oversight, the powers needed, and the role of the executive and the security services. The participation of Baroness O'Loan was valuable not only in terms of technical input and insight but also for the message it sends on gender equality and empowerment and the potential capacity of women to excel in traditionally male-dominated professions such as security.



***“Democratic Oversight of the Security Forces”
by Baroness O'Loan, September 2010.***

5. The last lecture series was embedded in the pilot training course on National Security and Defence to provide participants with examples of international experience. Guest speakers from Australia, Indonesia, Portugal, and Singapore were invited by the President to participate¹⁴. They addressed various issues of security and associated diplomacy, including regional cooperation.

A summary of the lecture series conducted under this activity is attached in Annex VI.

Indicator(s): At least 4 quarterly lecture series in security sector development and international experience.

Progress on Indicator(s): Completed.

- 5 events organised on gendarmerie models; maritime security; democratic oversight of the police, and security from the perspective of regional cooperation.

¹³ Baroness O'Loan is the former Police Ombudsman for Northern Ireland, as well as the Republic of Ireland's Roving Ambassador for Conflict Resolution and Special Envoy to Timor-Leste.

¹⁴ Mr. Brendan O'Connor MP who held various ministerial briefcases in successive Australian governments, namely, Home Affairs, Justice, Privacy and Freedom of Information; Mr. Hassan Wirajuda, former Minister of Foreign Affairs and Ambassador Edy Ariadi from Indonesia; Dr. Rui Marquez from Portugal; and Mr. Barry Dresker from Singapore.

Activity 1.1.5 Support the development of a Defence and Security Policy Research Institute (a think tank) as a base for knowledge and policy advice on defence and security issues, and sustainable

The establishment of the National Defense Institute (NDI) was one of the targets of 2010 National Priorities¹⁵, with the objective of developing the knowledge base in defense and security. Work on NDI started as soon as the NDI Organic law was approved on 2 June 2010, and was publically inaugurated in December 2010 by the Secretary of State for Defense on behalf of the Minister of Defense and Security. In an effort to widely publicize the role of the NDI, public outreach materials such as banners, posters and brochures were produced. Work to operationalise NDI has continued beyond the project with support from UNMIT and others.



NDI launching Ceremony

The NDI is intended as a semi-public institute that will provide training in strategic thinking for senior military officers and selected civil servants, and research on defense and security issues in order to inform government policy in the sector.

“... a public Institution, and although it is a part of Indirect Management of the State, it detains administrative, financial and property autonomy. This Institution aims to create adequate conditions for the investigation and education promotion in matters of Security and Defence, seeking to add value, with excellence, of the Armed Forces, Safety Services, Leadership Levels of Public Administration and private entities with interest on these matters. The NDI structure includes a Director, a General Council, a Board of Directors and a Pedagogic and Scientific Council, serving the objectives of its establishment, without unnecessarily overloading its administrative structure and public funds, delaying the creation of other organs for a future phase after its establishment. Therefore, in this phase, NDI will make use of the existing administrative structure, as well as the future relation to establish with other government services, especially with F-FDTL”.

(NDI Organic Law of 2 June 2010)

¹⁵ National Priorities No. 7 on Security and Public Safety, target under Goal “Sustainable F-FDTL defence management, professional staffing”.

The project supported the rehabilitation of the allocated premises in the Government Palace, as well as the procurement of furniture, IT equipment, and a library. The final site selection and construction of the final premises are still pending at the time of drafting this report. Given the semi-autonomous status of NDI, there has been a decision to allocate dedicated premises outside the new Ministry of Defence and Security.

It should be noted that NDI staff recruitment had to be undertaken according to the Government Civil Service process and contractual arrangements, and hence was not accomplished within the time frame of the project implementation.

Indicator(s):

- Defence and security policy research institute established.
- At least 2 annual reports and 4 policy papers published.

Progress on Indicator(s): Partially accomplished.

- Defence and security policy research institute established.
- At least 2 annual reports and 4 policy papers published (incomplete due to delays in approving NDI Organic Law and recruitment of staff).

Activity 1.1.6 Monitor the implementation of the consultation process of the CAVR (Commission for Reception, Truth and Reconciliation) successor institution initiative

Upon inclusion on the agenda of the Parliamentary Committee on Legal Affairs, Justice, Public Administration, Local Power and Government Legislation (Committee A) in June 2010, the Post CAVR Technical Secretariat launched its activities to facilitate national consultations on the make-up of a CAVR successor organisation, and specifically on the two draft laws relating to the creation of a Public Memorial Institute and the establishment of a national reparations program for victims.

Amendments to the approach of the consultations have been introduced after launching activities. Victims' representatives and members of the CAVR working group were invited to the National Parliament in July 2010 for public consultations instead of parliamentarians going to the districts for this purpose. Upon discussion with the secretariat, it was agreed that this approach would be most cost effective and would provide exposure to the institution of the National Parliament, which would emphasise good governance principles and enhance the perception of State.

The post-CAVR secretariat partnered with the Transitional Justice Working Group to hold consultations, comprising the following members: Justice System Monitoring Project (JSMP), The Timorese Human Rights Association HAK, the National Alliance for an International Tribunal (ANTI), International Centre for Transitional Justice Timor (ICTJ), National Consensus Dialogue (led by Bishop Gunnar Staelsett, Special Envoy for the Norwegian Government), the Justice and Peace Commission Dili, Timor's Justice and Human Rights Provedor, the gender-focused NGO Fokupers and UNMIT's Transitional Justice Unit.

Throughout the project period, Post-CAVR Secretariat organized 6 working group meetings as well as briefings on the laws and evaluations following the 6 district consultations at the Parliament, and later at the Post-CAVR Secretariat's offices. The draft laws were translated into English and Tetum and informational leaflets were produced to facilitate the consultations. In total, consultations were held with over 140 victims and with a range of NGOs in July 2010, and eight written submissions (of which three by Post-CAVR Secretariat) on the two draft laws were provided to Committee A.

In response to the recommendations coming out of the consultations, Committee A redrafted both laws. However, the laws were not debated before the Parliamentary recess of 15 July 2010, as it was planned. At the time of project closure in December 2010, the laws were scheduled to be debated in the Parliament on 15 February 2011. However, the debate is still pending at the date of drafting the report.



Consultations in Muapite, Los Palos district, 17-20 November

Annex VII provides further details on this activity.

Indicator(s):

- Small grant allocated to post-CAVR Secretariat to facilitate discussions on the Parliamentary Committee A's draft legislation on CAVR/CTF follow-up mechanism
- At least thirteen regional consultations conducted on the CAVR successor organisation
- One video produced on CAVR related issues

Progress on Indicator(s): Completed

- Ten consultations including representatives from the 13 districts held in Dili (variation in approach to provide exposure to the National Parliament and optimize use of resources)
- Eight written submissions to the Parliamentary committee A on the two draft laws.
- Translations of the draft laws, leaflets, and press releases were produced instead of the video to ensure wider dissemination and understanding of the laws.

Result 1.2 Improved public building security, professionalized private security industry and a clear framework for emergency response identified

Activity 1.2.1 Support the professionalization of the unarmed Civil Security Guards 'Seguranca Civil' to provide efficient security services, and manage access to public buildings and facilities.

The support to the professionalization of unarmed civil security guards aimed to provide efficient civilian security services and access management to public buildings and facilities. The National Directorate for Public Building Security (DNSEP) was the counterpart and beneficiary of this activity.. This activity was conducted in partnership with the French Ministry of Interior and in coordination with the Australian Timor-Leste Police Development Programme. The following specific elements were identified at the start of this activity:

1. Provide training to a first group of DNSEP instructors and guards, based on international standards and best practices.
2. Provide DNSEP with the basic pedagogic and technical resources to establish a training unit (training manual, training curriculum, basic training equipments)
3. Promote gender equality within the DNSEP by involving female trainees.

A three-step approach was used to implement these capacity building activities: (1) first, a training of trainers was provided with the aim of establishing a pool of well-qualified DNSEP instructors who could lead future training exercises; (2) a skills refresher course for instructors was conducted including on-the-job mentoring to implement the basic training for new recruits; (3) a final review of instructors skills was undertaken, along with the training of new instructors and new recruits by Timorese instructors. A training manual was developed in the process and handed over to the DNSEP in three languages.



DNSEP Opening Ceremony

The table below provides a breakdown of DNSEP training results. The EU-funded trainings in 2009 and 2010 have built on and complemented the initial training in 2008¹⁶:

¹⁶ The first training in 2008 preceded the launching of the EU-funding activities. It was funded by other donors' contributions under the Security Sector Review Project.

- A core group of 8 DNSEP instructors with sufficient technical knowledge of professional and self defense techniques to begin training new instructors and new recruits alone.
- Thirty-one guards from Dili and 12 districts, who received a basic instructors training. Some of these guards have gained sufficient basic skills to begin transferring their knowledge and skills to new recruits. They have been identified as future assistant instructors and recommended to DNSEP Senior management.
- A hundred trained new recruits from Dili and the districts. Many of these new recruits are assigned to key and sensitive sites in Dili and throughout the country.

This critical mass of well-trained DNSEP staff (summary table below) has contributed to elevate the level of professionalism and image of the unarmed guards. Indeed, there has been a perceived increase in DNSEP professionalism at key sites in Dili, namely, the Presidential Palace, the Government Palace, and the International Airport. This has been confirmed by field visits by French experts and through interviews with partners (TLPDP and the Portuguese Guardia Civil). The improvement was noted by the guards' appearance and behavior, their capacity to follow orders and the line of command, their capacity to control access to public buildings for both vehicles and individuals and to patrol around public buildings, and their preparedness and capacity to manage crisis.

DNSEP training participants				
DNSEP	2008	2009	2010	Total
Instructors	15	12	12	39
New recruits		50	50	100

While few female guards and instructors were nominated for training during the earlier phases of the activity, 2010 had a significant gender component. Thanks to the support of DNSEP management, two female instructors and eight new recruits from Dili and the districts were identified and were trained alongside their male colleagues. One of the two instructors has demonstrated excellent capacity to learn and to transmit knowledge. This instructor could play a lead role in training future recruits. The presence of female security officers in DNSEP should be encouraged in order to respond to an operational necessity. Female guards are more efficient in dealing with female suspects (control, pad down, etc.), and often have a calming behavior when responding to crisis, which contributes to reducing tensions.

The final training report and handbooks are attached in Annex VIII.

<p><i>Indicator(s):</i></p> <ul style="list-style-type: none"> - <i>At least ¼ of Civil Guards (equivalent to 175 of 700 guards – benchmark 2008) trained</i> - <i>Training manual of Civil Guards developed</i> <p><i>Progress on Indicator(s): Completed.</i></p> <ul style="list-style-type: none"> - <i>A total of 139 of 700 civilian guards trained, specifically 100 guards and 39 instructors. Total number variation is due to unforeseen costs for purchase of training equipment.</i> - <i>Training manual of Civil Guards developed and officially launched in 3 languages.</i>

Activity 1.2.2 Support the regulation and professionalization of the private security industry through research, regulatory development, establishment of potential professional trade organisations and targeted training

The responsibility for regulating private security companies industry is the responsibility of DNSEP according to the Organic Law of the Ministry of Defence.

An assessment of the private security sector in Timor-Leste was undertaken in October and November 2010. A first roundtable held on 28 October introduced the objectives of the assessment and facilitated a discussion on key issues and challenges with regard to regulating the private security companies sector. Participants included representatives of the Secretariat of State for Security (SES), including DNSEP, as well as private security companies, PNTL, F-FDTL and NGOs. This provided an important basis for the assessment as well as for refining the planned training scope for Private Security Companies (PSCs).

Following this first roundtable, extensive consultations were held with stakeholders¹⁷ in Dili and the districts of Oecusse and Baucau. Findings as well as recommendations for licensing, self-regulation and the structure of an oversight body, were proposed. These were proposed during a second roundtable organized in collaboration with DNSEP on 18 November 2010. In parallel, a draft legislative framework was developed. It was informed by the assessment results and corresponding discussion.

To complete this activity, training for Private Security Companies was undertaken. The objective of this training was to promote good practice and voluntary measures for professionalizing the industry, and to define a basis for a standardized PSCs basic training curriculum. The training session was held from 22 November to 3 December with the collaboration of a private security expert from the French Ministry of Interior and a DNSEP national instructor¹⁸. The training was provided to thirteen private security guards from the following companies: APAC, Gardamor and Maubere security.

The training curriculum was based on the training provided to DNSEP national instructors and security guards in 2008 and 2009 as well as the preliminary information compiled during the baseline assessment. The PSCs professional training module included all of the duties required by PSCs in order to evaluate the knowledge on these different professional topics.

The module consisted of the following components: 1) Instructors and senior managers' training set; 2) Ethics (Values and ethics, conduct and discipline in the workplace, salute); 3) Operational procedures (Radio communications, patrolling, observation, intervention, pad-down, handcuffing); 4) Physical activities (Self-defense/unarmed techniques, baton defensive techniques); and 5) PSC guards professional course.

¹⁷ PSCs, DNSEP, *Seguranca Civil*, PNTL, representatives from other government institutions, clients of PSCs, academics, NGO personnel and UN departments (ranging from Security to Human Rights and Legal Advisor).

¹⁸ According to DNSEP's role, as defined by the organic law for the Ministry of Defence and Security, the training has been provided jointly with a DNSEP national instructor and a French international security expert



Training of Private Security Companies Representatives

On 10 December, a joint demonstration by trained DNSEP and PSCs guards and instructors was presented during the closing ceremony of the activity. This demonstration showcased the technical progress achieved as a result of the training.

The training evaluation highlighted participants' satisfaction. They recognized, however, the need for more training, especially training-of-trainers. One of the companies has included training-of-trainers in its annual business plan for 2011. National counterparts also highlighted the need for capacity-building activities for establishing a DNSEP unit mandated to oversee and regulate PSCs.

The consultant's report, the draft PSCs law, as well as the training report is included in Annex IX.

Indicator(s):

- *Report on private security situation published*
- *At least two roundtables organized to discuss regulations, powers, trade/professional associations and code of conduct*
- *At least twenty-five participants from security companies in Dili and the districts trained*
- *Regulatory improvement for security companies submitted*
- *Voluntary self-regulation developed to prevent any future misuse by organized crime.*

Progress on indicator(s): Completed

- *Report on private security situation published.*
- *2 roundtables organized for consultation and discussion of recommendations.*
- *13 participants train-the-trainers from security companies in Dili and the districts trained. Total number variation is due to unforeseen costs for purchase of training equipment.*
- *Draft legislative framework proposed.*
- *Voluntary self-regulation, namely voluntary code of conduct, proposed as part of the assessment report on PSCs.*

Activity 1.2.3 Identify or develop specialised training courses to target specific needs of public security actors as identified by the Government

The following initiatives were undertaken within the framework of this activity to develop the knowledge and skill-sets of security sector institutions:

- *Training of District Focal Points of the National Directorate for Community Conflict Prevention (NDCCP)*

The goal of the newly established National Directorate for Community Conflict Prevention (NDCCP) of the SES is to minimise destructive responses to conflict by collating and analysing relevant information and by convening governmental and non-governmental partners to ensure that appropriate strategies and responses are developed and implemented. The National Directorate will accomplish this task through the appointment of focal points in the districts who will report on conflict triggers and issues.

A total of ninety-one district focal points and staff of the NDCCP were trained during three workshops from 15 November to 1 December 2010. The training developed skills on conflict analysis and reporting on conflict triggers and indicators. Refresher training was held from 9-10 December. It brought together all district focal points for a finalization of the training module as well as an exchange of experience in early warning at the district level. The training closed with a ceremony attended by the Secretary of State for Security during which certificates were distributed to participants. For further information, please refer to Annex X.

- *Training of Radio Communications Technicians*



In collaboration with UNPOL and TLPDP, a radio maintenance capacity building project was implemented. It aimed to develop the capacity of communications technicians from PNTL and other key security sector institutions in the area of repair, maintenance and use of radio communication equipment. It should be noted that communication was identified as a priority for PNTL and a weak link during the 2006 crisis. This initiative was undertaken in two phases, of which Phase II was funded under this project.

A preliminary assessment was undertaken in January 2009. The assessment noted that the Communications Unit of PNTL was manned by three uniformed PNTL officers and two non-uniformed personnel from the Transport and Telecommunications Department of the Ministry of Infrastructure. At that time, PNTL had four hundred and ten radio communications sets, of which fifty-four radios (i.e. thirteen percent) were operational nationwide.

The first phase was launched in February 2009 with 30 students out of 32 completing the course entirely at the PNTL Academy. Participants were from PNTL, F-FDTL, Seguranca Civil, National Fire Service, Transport and Telecom Department, DNSEP, and Civil Aviation. This phase preceded the launching of the EU-funded activities.

Given need and importance, a follow up Phase II was implemented from 3 August to 15 December 2010 with thirty-five participants from PNTL, F-FDTL, DNSEP, the National Fire Service, Civil Aviation, and the Department of Telecommunication. The training included three parts 1) Lectures on the Theory of Electronics and Telecommunications; 2) Practical Work on the identification of electronics components and 3) Field Work for the installation and regular maintenances. Thirty-one skilled technicians out of thirty-five participants successfully completed the training.

The EU-funded Phase II resulted not only in a group of thirty-one skilled technicians who successfully completed the training but also the reprogramming and repair of nine hundred radios (including 410 old and 400 newly purchased PNTL radios and other UN donated radio sets) and their integration into the existing PNTL Communications Network. In addition, more than one hundred radio bases were installed and/or restored, and twenty-three repeater stations were installed for running VHF radio police network in the districts.

The full report and training manual are attached in Annex XI.

- *Assessment and Training of the National Fire Service (Bombeiros)*

Given the key role that the National Fire Service plays in civil protection, an assessment¹⁹ of the National Fire Service was undertaken in March 2010 by an NGO established by Australian fire fighters which is actively involved in training activities in the region. It constituted the baseline for proposing a comprehensive capacity development plan and underlined the basic need for a common hose and coupling standard to be adopted in order to provide the Bombeiros with the capacity to perform their role.

Building on the findings and recommendations of the assessment, training was implemented to develop the basic skills and knowledge of fire fighters in Dili and the surrounding districts for undertaking fire-fighting activities using Australian and Pacific Island standard equipment. The following results were achieved:

- Introduction of a new coupling system and hose to fire-fighters from Dili, Baucau, Aileu and Oecusse
- 40 fire-fighters were trained in the use, care, maintenance and safety considerations of the new equipment (Dili, Baucau, Alieu, Oecusse)
- Live fire fighting response exercise training was conducted using a decommissioned vehicle. Fire-fighters were guided through techniques and tactics for safe and effective

Although not originally planned, the concept of 'Community Education' was introduced. The programme is based on similar international experience to promote fire safety principles to children. Using local artists and consulting with the Director of Civil Protection Directorate, and representatives from the National Fire Service, a mascot was agreed to in order to relate to children and aid in learning. 'Lafaek Bombeiro' (Firefighter Crocodile) will now be the new mascot of the fire service and will promote fire safety messages to the community in the future. The NGO funded the development of the

¹⁹ Funded by the UN Security Sector Review project

artwork and translation of key messages and agreed with a local school/orphanage to trial and demonstrate the programme to the Dili Bombeirosos.

The assessment is attached in three languages in Annex XII.

Indicator(s):

- At least 2 specialized training courses to target specific needs of public security actors as identified by the Government for at least 25 participants each

Progress on indicator(s): Completed

- Ninety-one early warning district focal points and staff of the NDCCP were trained during four workshops from 15 November to 10 December 2010 on conflict analysis and reporting on conflict triggers and indicators-*
- Thirty-one technicians were trained on basic radio maintenance and repair. In the process, Nine-hundred radios were repaired and programmed, over one-hundred radio bases installed and repaired, covering all districts, twenty-three repeater stations were installed around Timor Leste;*
- Forty fire-fighters were trained on the use, care, and maintenance of new standard hose and coupling system in Dili, Baucau, Alieu, Oecusse, and a vehicle fitted and equipped for Road Accident Rescue.*



Fire fighters in Aileu displaying hose handling techniques



Fire fighters Training

Activity 1.2.4 Direct support for institutional strengthening and capacity development through deployment of international experts to address the short-term needs of public security actors and mentor local counterparts

The provision of specific technical expertise to Government counterparts based on identified priorities served to address short-term capacity gaps. To ensure sustainability through transfer of experience and know-how, such experts were embedded in the hosting organization structure alongside national staff for facilitating transfer of know-how and expertise. Advisors have played an important role in drafting and reviewing security legislation as well as in the organization and functioning of key government offices. During the project period, several experts were deployed in the following areas:

Office of the President:

A Legal Advisor to the President funded by the project from October 2009 assisted the Office of the President in reviewing legislation and providing specific advice and assistance to the President's Security Sector Reform and Development Coordinator. The Advisor played an important role in drafting the National Security Policy as well as in organizing the 6-week pilot training course on national security and defence in November and December 2010. The assignment was completed on 15 December 2010.

Secretariat of State for Defence

A Legal Advisor to the Secretary of State for Defence was appointed in May 2009. The Legal Advisor took part in drafting the National Security law, National Defence law, the Law on Military Police and a number of other subsidiary pieces of legislation. The Legal Advisor was also a member of the Force 2020 policy office within the Secretariat and provided legal advice on the implementation of the Force 2020 law. The assignment was completed in January 2010.

An Executive Assistant to the Secretary of State for Defence was appointed in July 2009 to assist in organizing work processes and managing the cabinet of the Secretary of State as well as building capacity within the Secretariat of Defence's Front Office Administration. She has also organized a number of major public meetings on behalf of the Secretariat, including one on civil-military relations and natural disasters. The assignment was completed on 15 December 2010.

Secretariat of State for Security

An Executive Assistant to the Secretary of State for Security was recruited in October 2009 for organising work processes and managing the cabinet of the Secretary of State as well as building capacity within the Secretariat of Security's Front Office Administration. The assignment was completed on 15 December 2010.

Parliamentary Committee B

A Policy Advisor to the Committee B (Foreign Affairs, Defence and National Security) was appointed in August 2009. The Advisor assisted the Committee on draft legislation, including the National Security Law, National Defence Law and Internal Security Law. The advisor produced briefs for the Committee and provided advice on international norms and standards. The assignment was completed in May 2010.

Indicator(s):

- At least four experts deployed to support short-term needs of security institutions and mentor local staff.

Progress on indicator(s): Completed.

- Five experts deployed to the Secretariats of State for Security and Defence; Office of the President and the Parliamentary Committee B.

Activity 1.2.5 Evaluate government capacity to respond to complex emergencies (i.e. Riots, natural disasters, disease outbreaks, etc) where there is a need for inter-agency communication and coordination

The responsibilities for dealing with complex emergencies are covered by a wide range of legislation, including the Internal Security Law, the National Defence Law, the National Security Law, and the National Disaster Risk Management Policy, in addition to the forthcoming Civil Protection Law.

A preliminary assessment of the current mechanisms for a coordinated government response to complex emergency situations was undertaken in order to recommend options to strengthen coordination mechanisms and capacities, and to guide future policy and legal developments in this area. The assessment was also timed to feed into the drafting of the Civil Protection Law, which is still ongoing at the time of writing of this report.

Extensive consultations were undertaken with national and international stakeholders, including ministries concerned with DRM and complex emergencies in close cooperation with the Director of Civil Protection Directorate. The districts of Los Palos, Suai and Oecusse were visited. They were chosen on the basis of their DRM capacities, the most advanced being Los Palos. Oecusse was chosen for its specific condition of exclave.

The assessment report is included in Annex XIII.

Indicator(s):

- Study on capacity to respond to complex emergencies completed

Progress on indicator(s): Completed.

- Assessment report of national capacity to respond to complex emergencies completed.

An independent consultant undertook a final project evaluation (<http://erc.undp.org/>). The donor also commissioned an independent review. These have noted positive results as well as implementation challenges and lessons learned, and underscored the complex context in which the project was operating.

Visibility

In addition to publications and outreach material produced within the framework of activities, a fifteen-minute documentary was produced to document progress achieved so far in Timor-Leste on security sector reform and the project contribution to capacity development in support of this process. The documentary was produced in English, Portuguese and Tetum. A DVD copy and a compendium of press releases are attached in Annex XIV.

V. Conclusion and Lessons Learned

The project gathered pace as the important process of fostering consensus and national ownership grew. This process was crucial given the sensitivity of the security sector and the need for strong national leadership for impact and sustainability. National counterparts were involved in all technical and financial decisions, as documented in the Project Management Board meeting minutes.

High-level representatives were nominated by the Prime Minister to the PMB. Discussions and negotiations with national counterparts and partner organizations in developing ideas into implementable activities required time, in particular at the beginning of the project implementation. The project team closely followed up with PMB members with regular briefings and updates. One of the most important achievements of the project was to enable key state institutions engaged in civilian oversight of the security sector to convene on a regular basis and to develop consensus on institutional reform initiatives carried out by the various institutions under this project. Facilitating complex consultations to foster consensus were an integral part of project implementation and demonstrated that process is often time consuming, yet integral to achieving national ownership.

Recruitment of project positions also took time and contributed to delays in project implementation. It was often difficult to find qualified professionals with the combined skill sets of security expertise, legal or management background and language requirements. Similar challenges were met in procurement processes where the minimum number of qualified bidders was not always available (Multiple advertisements).

Externalities, such as the pace of government regulatory or policy development processes (for instance, the Post-CAVR consultations at the parliament and the adoption of the Organic Law of the National Defense Institute) have also impacted on progress. All of these led to unforeseen delays in launching activities. A no cost-extension was granted, extending project implementation from 15 June 2010 until 15 December 2010.

Over the course of the project, a number of lessons have emerged, which are more widely applicable to supporting SSR and in particular capacity development in security sector institutions:

1. **National ownership** progressed over time through the Project Management Board, which was instrumental in the management of the project. National ownership is not only limited to the government but it also includes civil society. While the project design acknowledged the potential role of civil society in civilian oversight and the importance of enhancing their research and advocacy capacities, relevant interventions came late in the implementation process to foster such ownership.
2. **Capacity development** is a complex process that requires time, partnerships building and sustained political will. Financing mechanisms should allow some flexibility to accommodate such a complex, non-linear process undertaken in a very sensitive political environment and a context of fragility.

The project managed to balance short-term needs with long-term capacity development goals to sustain political interest. This meant implementing activities which provided visible results and addressed immediate capacity needs, such as filling in priority gaps in line functions, training representatives from security institutions on basic maintenance and repair of communication equipment, training the national fire service on basic fire-fighting protocols and use of equipment, and forming civilian guards on access control in public buildings and safety procedures.

3. **International coordination on SSR is paramount to achieving results.** Generating a shared understanding of the added value of interventions among various donors and between the donors and the government is critical for coordination and division of labor in assisting the Government to lay the foundations for a transparent, coherent and accountable security sector that responds to the needs and aspirations of the population it serves.
4. The project design was optimistic and over-estimated the **absorptive capacity** of the national institutions. A six-month no-cost extension had to be secured to complete implementation.
5. **Process monitoring and evaluation.** The project has contributed to the increase in political debate around SSR issues. Even though it was not its primary function, the Project Management Board served as a common ground for interaction and debate on SSR among key state institutions. Furthermore, the project team endeavored to strike and maintain a balance between political realities, effectiveness, transparent procedures and consensus building. The resources and results/ logical framework indicators were not designed to capture such process information. The “SMART” indicators for assessing activities could have been complemented by process indicators for assessing political engagement, institutional awareness and level of uptake.
6. **Selection of staff.** Given the sensitivity of the security sector, SSR advisors need to be flexible enough to adapt to the local context (political, cultural and linguistic) for better access and working rapport with national counterparts. Involving counterparts in recruitment through vetting key personnel’s terms of references and participation in interview panels was key in securing ownership.

It is widely acknowledged that it is extremely difficult to recruit a project manager who possesses specific security sector background and professional experience, as well as strong project management skills. The option of recruiting an Operations Manager has shown its merit during the last quarter of project implementation.

7. **Public communication as risk management strategy.** Managing expectations, preventing misinterpretations and rumors should be a priority as they can affect political buy-in, and public confidence. In late 2010 at a public seminar, a project expert was misquoted, leading to media attacks on the UN and harassment of the project expert putting his personal safety at risk. A communication strategy to reassert the purpose, objectives and key messages of the project should be agreed between the UN, national institutions and the donor.

ANNEXES

- Annex I Detailed Financial Report
- Annex II Minutes of Project Board Meetings
- Annex III Mission Reports of Study Tours and Overseas Trainings (Activity 1.1.1)
- Annex IV Reports of Local Trainings (Activity 1.1.2)
- Annex V NGOs Research Papers (Activity 1.1.3)
- Annex VI Lecture Series Summary Reports (Activity 1.1.4)
- Annex VII CAVR Consultations Report (Activity 1.1.6)
- Annex VIII Training Report of the National Directorate for Public Building Security Guards and Instructor's Training Handbook of the National Directorate for Public Building Security (English, Portuguese and Tetum) (Activity 1.2.1)
- Annex IX Training Report of Private Security Companies and Draft Law Proposal for the Regulation of Private Security Companies (Activity 1.2.2)
- Annex X Training of the Early Warning Focal Points of the National Directorate for Community Conflict Prevention (Activity 1.2.3)
- Annex XI Report Training for PNTL and Security Sector Communications Technicians in Equipment Repair and Maintenance (Activity 1.2.3)
- Annex XII Training of the National Fire Service 'Bombeiros' (Activity 1.2.3)
- Annex XIII Assessment of the National Response Capacity to Complex Emergencies (Activity 1.2.5)
- Annex XIV Project Documentary and Press Releases
- Annex XV Transfer of Assets