



## Project Document (revised)

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# Support to Civil Service Reform in Timor-Leste

*'Strengthened Management of  
Administrative Reform'*

January 2008



**STANDARD REVISION COVER PAGE**

Government of Timor Leste

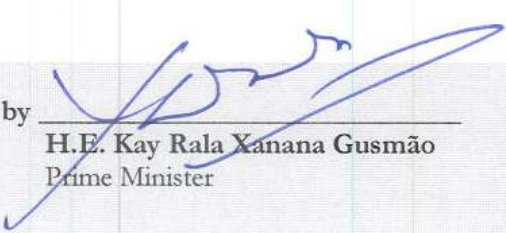
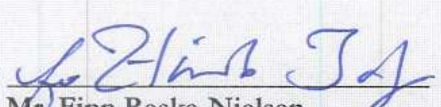
**UNITED NATIONS DEVELOPMENT PROGRAMME**

<p><b>Project number:</b> TASI component (Project id 0053830) CSM component (Project id 0053677)</p> <p><b>Project title:</b> Support to Civil Service Reform in Timor Leste (Strengthened Management of Administrative Reform)</p> <p><b>Management arrangement:</b> DEX</p> <p><b>Designated institution:</b> Ministry of State Administration &amp; Territorial Management</p> <p><b>Revision code:</b> B</p> <p><b>Revision reason:</b> Substantive revision</p> <p><b>Operational start date after revision:</b> 1 January 2008</p>	<p><b>Initial/revised Budget</b></p> <p><b>Total budget:</b> Previous: \$14,985,000 Revised: \$19,532,521 Increase: \$ 4,547,521</p> <ul style="list-style-type: none"> <li>• <b>UNDP</b> \$ 938,000</li> <li>• <b>Other:</b> <ul style="list-style-type: none"> <li>○ Irish Aid \$1,683,567</li> <li>○ Finland* \$ 486,838</li> <li>○ Australia* \$ 63,638</li> <li>○ New Zealand* \$ 36,936</li> <li>○ NORAD \$ 152,136</li> <li>○ USAID* \$ 757,102</li> </ul> </li> </ul> <p><b>In kind contributions:</b> GOTL: \$300,000</p> <p><b>Unfunded budget: \$15,414,304</b></p>
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\* Includes funds transferred from Cost Sharing Agreements under former projects (ICDS and HRM)

**Justification:**

The Support for Civil Service Reform (SCSR) project was signed September 2006 and commenced in January 2007. Several initiatives under the SCSR project were begun with Personnel Management Information System (PMIS) and the Temporary Advisory Services Initiative Fund (TASI Fund). However, support to the development of civil service subsidiary legislation and human resource development activities were slow to begin. Changes in Government (and the machinery of government) and increasing areas of support from other development partners in public administration have necessitated a review of the project document. Whilst the broad objectives of the original project document remain valid there has been a need to refocus several aspects of the project design to minimise potential overlap and to address emerging needs and gaps of the Government's capacity.

<p>Agreed by  H.E. Kay Rala Xanana Gusmão Prime Minister</p>	<p>Date: <u>20/01/08</u></p>
<p>Agreed by  Mr. Finn Reske-Nielsen UNDP Resident Representative</p>	<p>Date: <u>21/01/08</u></p>

## List of Acronyms

ARR	Assistant Resident Representative
AusAid	Australian Agency for International Development
CBF	Capacity Building Facility
CBPFM	Capacity Building for Planning and Financial Management programme
CDCU	Capacity Development Coordination Unit
CFET	Consolidated Fund for East Timor
CSG	Civilian Support Group
DAS	Development Advisory Services
ETTA	East Timor Transitional Administration
GIO	Government Information Office
GoTL	Government of Timor-Leste
HRM	Human Resource Management
ICDS	Institutional Capacity Development Support
INAP	Institute of Public Administration
INL	National Institute of Linguistics
LAMP	Leadership and Management Program
M&E	Monitoring and Evaluation
MCDAPs	Ministerial Capacity Development Action Plans
MSATM	Ministry of State Administration and Territorial Management
MOF	Ministry of Finance
NDP2	National Development Plan 2 (2008 - 2012)
NDPS	National Directorate of the Public Service
NDPEAC	National Directorate of Planning and External Assistance and Cooperation
OECD	Organisation for Economic Development and Cooperation
OPM	Office of the Prime Minister
OPE	Office of Promotion of Equality
PCT	Project Coordination Team
PFMCBP	Planning and Financial Management Capacity Building program
PSM	Public Sector Management
PSMCDP	Public Sector Capacity Development Programme
SIP	Sector Investment Program
SSAR	Secretariat of State for Administrative Reform
SWG	Sector Working Group
TASI	Temporary Advisory Services Initiative
TCT	Training Coordination Team
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Program
UNMISSET	United Nations Mission of Support to East Timor
UNMIT	United Nations Integrated Mission in Timor-Leste
UNOTIL	United Nations Office for Timor-Leste
UNTL	National University of Timor-Leste
UNV	United Nations Volunteers

# **Support to Civil Service Reform in Timor-Leste (strengthened management of administrative reform) project (2008 – 2010)**

## **A. Brief Description**

The UNDP Support to Civil Service Reform (strengthened management of administrative reform) project in Timor-Leste aims to address a series of challenges that the Timorese new government will face while managing the continuing development of the civil service. Building the tools and providing resources to assist management of the Civil Service will help to establish and build the capacities of institutions that are essential for its proper functioning and the management of its resources.

In light of recent developments with the new Government, including the growing involvement and substantive financial support to the civil service by multilateral and bilateral donors, UNDP has reviewed its program of support to the civil service in the past 12 months and is proposing a revised project to address priority needs of the Government. A detailed assessment of the background and situational analysis is provided in Annex 1.

The UNDP Support to Civil Service Reform (strengthened management of administrative reform) project bears in mind the need to address both immediate capacity needs and longer-term, sustainable capacity development for civil service management. The main goal of the UNDP project is to ***“support the development of strategic capacities required to enhance management of the civil service and to increase national ownership of the capacity development process and the management of advisory support in line with well-defined needs”***.

To achieve this goal the project will have four main project outputs:

1. A Management Information System is in place that enhances transparency and supports personnel processing and strategic planning of human resources in the civil service.
2. Strategic management of civil service is enhanced (strategic plans developed, Ministerial functional reviews conducted, roles and responsibilities of organisational structures clarified, staffing plans developed, capacity development action plans finalised and strengthened capacity of civil service management issues and roles.
3. Mechanism in place for the provision, management and monitoring of technical assistance in response to well-identified capacity development needs.
4. Efficiency and sustainability of capacity development efforts enhanced through targeted training and development of civil servants to increase the core capacities of the government.

Focal agencies are assigned to coordinate the activities required to achieve each of the project’s outcomes and related outputs (Ministry of State Administration & Territorial Management, Secretariat of State for Administrative Reform, NDPS, Ministry of Finance, INAP, and other line Ministries including the office of the Prime Minister. Technical assistance will be provided to each of the project components, bearing in mind that gender equality issues will be addressed in all the outputs produced to achieve these outcomes.

The development of this revised project takes into account previous and ongoing support provided to the sector by various development partners. Potential overlap with other donor activities will be avoided by focusing the project on a range of strategic interventions which address the Government needs and provide complementarity to other project activities.

Close working partnerships with the main donors involved in the implementation of UNDP’s current projects (HRM and TASI) will be maintained. Coordination and information sharing with donors and government agencies will be done through the regular meetings of the Sector Working Group for Public Sector Management.

## **B. UNDP’s support to Public Sector Management**

As a multilateral agency with a long term commitment to Timor-Leste and dedicated to promoting government ownership over the country’s development process, UNDP is well-placed to play a key role in the governance area.

While initially UNDP has been operating in this sector with financial support from a few bilateral donors (Ireland, Finland and New Zealand), over the years there has been growing involvement with substantive financial support from other donors also, in particular Australia.

UNDP revised its three former projects operational in the sector (the HRM project, the ICDS project and the DAS project – which all came to an end in June 2006) and consolidated these into a new Support to Civil Service Reform project which was approved in September 2006.

The consolidation of this support has identified key strategic areas which UNDP can provide complementarity to existing and emerging programs of the Government and its development partners in order to **“support the strategic management of the civil service and to increase national ownership of the capacity development process and the management of advisory support in response to well-identified needs”**.

The project’s approach bears in mind the need to address immediate capacity needs and longer term, sustainable capacity development for good public sector management. The focus of the project on these four priorities is in line with the priorities identified by the Government. These priorities will be further elaborated through the development of the National Development Plan (2008 – 2012) and sector plans in 2008. Discussions with key Government counterparts during the latter part of 2007 have provided a solid understanding of the issues and needs to be addressed.

To ensure maximum impact and efficiency in resource utilization, and reduce the burden of multiple “project management arrangements” for government counterparts, the project will adopt flexible management arrangements and work in partnership with other projects and programmes operational in the sector, in particular AusAID bilateral “Public Sector Capacity Development” program. The mechanism that brings these different programs and projects together is the coordination, strategic planning and implementation support role of the Government and its development partners. This is expected to occur within the framework of the Sector Working Groups (SWGs), specifically the Public Sector Management SWG.

## **C. Project outcomes and outputs and related resource requirements**

The main **goal** of the UNDP Support to Civil Service Reform project is **“to support the development of strategic capacities (at the system, organisational and individual level) required to enhance professionalism and integrity in civil service management and to increase national ownership of the capacity development process and the management of advisory support in line with well-identified needs”**.

**Project outcome**

**Key planning and information systems are in place and staff are trained to support the progressively sustainable management and operation of the civil service in Timor Leste.**

The project will support the Public Sector Management Sector Working Group (and its technical working groups) through technical assistance in the development of guidelines and tools on strategic and annual planning, capacity development assessments (MCDAPs), information management (PMIS), targeted technical assistance support (TASI), monitoring and evaluation and support to priority HRD needs. Gender equality considerations will be mainstreamed in all the outputs produced to achieve these outcomes. For example, gender disaggregation of civil servants’ data will be incorporated into all reporting functions, including reporting on training and development participation and in the development process of capacity development assessments at ministry level.

**Output 1: A Personnel Information Management System (PMIS) is in place that enhances transparency and supports personnel planning and strategic planning of human resources in the civil service**

To achieve this output, the project will mainly work with the National Directorate of the Public Service (NDPS), which is the institution that has major responsibilities for the overall management of personnel data, development of civil service policies and regulations. The targets for output 1 will be:

- 1.1 The PMIS is operational and staff in the NDPS have the capacity to use and manage the system (2007/8)
- 1.2 PMIS operational in pilot ministries and key staff trained (2008/9)
- 1.3 Regular reports produced on the civil service population and movements (2008-)
- 1.4 System updates reflect changes to legislation & regulations (ongoing)
- 1.5 PMIS rolled out to all ministries (2008/9)

Despite solid progress made in the past 12 months to develop PIMS the management of personnel information is still at an initial stage. Optimising information technology as a tool for improving strategic planning and management of human resources is one of the strategic interventions that UNDP will continue to support. The UNDP has started providing support in this area - with USD\$300,000 provided through in-kind support by the government and USD\$600,000 provided by Irish Aid. Additional resources are needed for its continuing and full development and implementation, across all ministries including training of national staff responsible for the information system at both user and systems administration levels. The PMIS system will allow record keeping of all personnel management related decisions and career movements and provide a history of performance useful in human resource planning and promotion. The PMIS would thus include both an automated and centralized database of as well as manual personnel records. The manual system will require the provision of storage facilities and filing cabinets and the preparation of instructions to ensure that a standardized personnel filing system is in place across the administration. The introduction of a unique identification number for each civil servant also needs to be looked at. The project will also sponsor the delivery of a training course on records management,

targeting the personnel management units as well as other target groups in the government. The workshops will be conducted in collaboration with the National Archives Directorate.

As to the automated system, with the near completion of the technical development of the system, further work will involve the establishment of a help desk facility within NDPS for line Ministry users and for the further development of capacity within NDPS to undertake network and systems administration tasks. The NDPS will be responsible for the management of the PMIS, but implementation of the system will require involvement of other agencies including the HRM units, the payroll unit in the Treasury, and INAP (training) in respect to the registration of all (overseas training) and the Ministry of Infrastructure for IT network support.

Continuing upgrading of the system will be needed to address several key areas. **Firstly**, the continuing development of subordinate regulations will require close liaison within NDPS and the project staff will provide timely inputs to the reference group which has been established to review proposed policies and regulations and their implications for the PMIS. This will ensure that systems changes are made to facilitate effective implementation of proposed timeframes (e.g. Career Regime, Leave, Recruitment, Pension policy, Disciplinary procedures, etc). **Secondly**, the lessons from the current implementation of the PMIS highlights the need to have regular technical evaluation processes in place to ensure that the system is fit for purpose and long term technical upgrade requirements are identified. This includes the protection of the data on the system from viruses and technical corruption reflecting the weak local energy and government IT network system. **Thirdly**, continuing enhancement of the functionality of PMIS may involve additional development work to be undertaken which is likely to include key HRM features such as leave processing, consolidated data on training and development (domestic and international) and performance management. Support will also be provided to enable comparative studies of regional partners’ experiences and levels of functionality in civil service management information systems.

The project will plan to engage the services of an independent IT expert to conduct regular technical assessments of the PMIS and the IT network to ensure that all of these issues are clearly identified so that action can be taken as part of a planned maintenance process. There are already links with the Public Administration Institute in Malaysia and the NDPS who have expertise in the implementation and management of a PMIS and it is the intention of the project to facilitate further development of this link so that independent technical advice can be sought by NDPS regarding the long term maintenance and sustainability of the PMIS.

**Output 2: Strategic management of the civil service is enhanced** (strategic plans developed, Ministerial functional reviews conducted, roles and responsibilities of organisational structures clarified, staffing plans developed, capacity development action plans finalised and strengthened capacity of civil service management issues and roles).

To achieve this output the Project will work with the Secretariat of State for Administrative Reform (SSAR) and the PSM SWG (and its technical working groups) to ensure that there are suitable and consistent guidelines and tools to support line Ministries to develop and implement sound planning and work management practices and to provide capacity development assessment support to line Ministries. The targets for Output 2 will be:

- 2.1 – Methodology and tools for strategic planning approved and utilised (2008)
- 2.2 – Methodology for conducting Capacity Development Action Plans in place (2008)
- 2.3 – Ministerial capacity development action plans prepared for targeted Ministries (2008 – 2010)

2.4 – Improved understanding of public sector management issues and roles (2008-)

2.5 – Strengthened participation in regional fora (2008 - )

In 2005-6 the strategic management of the planning and budget framework was established through the Sector Investment Programmes and associated sector working groups. Whilst the Public Service SWG outlined its priorities and project initiatives the implementation and monitoring of these did not materialize (the last meeting of this SWG was held in April 2006). A UNDP project review conducted during April-June 2007, recognised that this list of initiatives was not based on a strategic assessment of the institutions and it is essential now for a strategic capacity building framework to be put in place to identify the short and longer term needs of each ministry within an institutional development context over a 5 year planning cycle.

The strategy to develop this framework is considered timely with: (i) the release of the Programme of the 4<sup>th</sup> Constitutional Government; (ii) the drafting of the Organic Law for each Ministry; (iii) the preparation of the budget for 2008; (vi) preparations for the development of the National Development Plan (2008 – 2012); and (v) the proposed re-establishment of Sector Working Groups as a means to plan and coordinate the implementation of sectoral work programs.

In line with these developments it will be important for support to be provided to the strategic capacity development of key stakeholders within line Ministries. Whilst it is proposed for technical assistance to be provided by PFMCBP to assist with the operation of the SWGs, there is still a need to provide direct support at Ministry level under the guidance of the Ministry of State Administration and Territorial Management, the Secretariat of State for Administrative Reform and Ministry of Finance who are expected to be lead agencies within the Public Service Management SWG.

The capacity development support will be facilitated through the establishment of clear guidelines and tools to be used in Ministries to support the development of strategic and annual work plans which establish clear and practical performance targets and indicators. It is proposed that these tools be developed collaboratively with key Government and project counterparts (e.g. PSCDP and PFMCBP) to utilise in-country organisational development expertise.

UNDP project will assist the government with applying a customized and standardised capacity needs assessment methodology framework that will be used and adapted across government. Work in this area will relate directly to the pilot Ministerial Capacity Development Action Plan (MCDAPs) exercise that was conducted (with support from AusAID) in the Ministry of Agriculture, Forestry and Fisheries in 2005. The project will join forces with other donors to support the replication of this exercise throughout all government ministries adapting the (MCDAP) methodology as and when these may be needed. This support is regarded as necessary in the context of providing a longer term strategic framework from which all capacity development interventions can then be strategically directed to develop and enhance the Timor Leste institutions. This will form the basis of a comprehensive institutional development planning framework across all line ministries which is sustainable and will maximise and compliment all external efforts and donor interventions into each ministry at a time when individual donor resources are declining in Timor Leste. This will also help to reduce donor overlapping and duplication.

UNDP project will concentrate its initial efforts on reviewing the MCDAP (in light of the previous pilot) and following this conduct an MCDAP exercise for ministries prioritized by the Government. Over the coming few years this service will also be offered to all other line



ministries ensuring that the MCDAPs become the basic instrument to identify organizational development needs that will be targeted by future specific-sector projects, supported by different development partners. NDPS and INAP will need to be closely involved in future (MCDAP) developments as they are rolled out across all line ministries.

The project team will adopt a process facilitation approach to organisational development that builds on existing capacities and involves national counterparts directly in the design and implementation of the change process. Senior management implementation working groups will be established in each ministry to manage and direct the implementation process in their respective institutions working closely with a team of capacity development experts supported by the project with support from each minister.

The project will recruit a full time team, who will be responsible for the adaption of the existing guidelines and tools and implementation of these in priority ministries, working closely with the PSM SWG, SSAR, NDPS and INAP and all other donor partners involved in this process and the senior management and minister of each beneficiary institution.

The project will therefore use the TASI fund to first conduct a MCDAP exercise in each ministry before placing any additional long term experts into the ministries unless they are regarded as emergency positions. The MCDAP process will then form the basis of planning for future technical assistance both short and long term and also provide the opportunity to inform each ministry and donor about the actions which needs to be taken to fill some of the more core line function civil service positions from its own resources.

**Output 3: Clear mechanism is in place to provide, manage and monitor technical assistance in response to well-identified capacity development needs.**

To achieve this output the project will work in conjunction with the MSATM, MOF and SSAR to revise and document its policies and procedures relating to the operation of the TASI Fund. Guidelines and tools for the MCDAP process will also be reviewed and, once accepted, will be used as a basis for conducting capacity development action plans for ministries (linked to Output 2). The targets for Output 3 will be:

- 3.1 – Methodology for use of TASI developed (2008)
- 3.2 – A mechanism in place to mobilize the necessary technical assistance resources which have been identified from the results of the comprehensive MCDAP process (2008 – 2010)
- 3.3 – Monitoring system in place to assess the performance of TA (2008 - )

The government has made it clear that Timorese civil servants should assume greater roles and responsibilities at all levels of the administration. Therefore, dependence on advisory services by expatriate specialists will be steadily reduced over the next five years. Hence, the recruitment of technical assistance under the TASI Fund will be of an exceptional nature, and resulting from clearly identified capacity gaps and needs based on the results of the MCDAP process.

There is general agreement, both within government as well as within the donor community that continuing to fill capacity gaps along the lines of the previous ICDS project is not sustainable, but still necessary in the short-term to medium term. Beyond the immediate necessity, it is clear that if Timor Leste is not to go the way of some other countries that have unsatisfactory results from years of TA, a more strategic approach to capacity development is needed. This involves a comprehensive review of institutional capacity and re-deploying

TA resources more strategically. The increasing contribution by the Government in the funding these TA resources will be pursued.

The response to the capacity question is therefore organised along two broad strands – a) the strand of meeting immediate capacity needs and b) the strand of achieving longer term capacity development objectives. The TASI initiative provides a funding facility towards meeting both the immediate and longer term capacity development objectives in the next phase of the institutional development process.

It is important that the operation and management of the TASI Fund is clearly articulated through guidelines.

The project will therefore use the TASI fund to carry out MCDAP assessments in each ministry before placing any additional long term experts into the ministries unless they are regarded as emergency positions. The MCDAP process will then form the basis of planning for future technical assistance both short and long term and also provide the opportunity to inform each ministry and donor about the actions which needs to be taken to fill some of the more core line function civil service positions from its own resources.

It is therefore recognised that during the next 5 years as part of the exist strategy, the project will need to be in the position through TASI to provide technical advisors but within the context of real needs identified as part of the capacity development framework process and not a list simply produced from each ministry.

The MCDAP assessment process in each ministry will take full account of all bi-lateral short and long term advisors which have been provided to institutions in support of the capacity development process.

Recruitment to any identified positions as a result of the MCDAP process will be through a transparent selection process by the TASI project management team. The project will ensure that selection for these positions are based on job advertisements that guarantee the broadest possible screening of candidates. External auditing of TASI fund disbursements will be conducted by an independent audit firm (in a twinning arrangement with the Inspector General).

The TASI fund is therefore seen as an exceptional modality that will now form an integral part of the capacity building strategy and therefore will gradually be phased out.

*First*, funding for TASI positions will be on the condition that the position has been identified as a priority need in the MCDAP. *Second*, while TASI may be needed to provide rapid deployment of staff, the PSM SWG will maintain a dialogue with donors to see whether these positions cannot gradually be taken over by the sectoral programs and projects or Timor Leste civil servants. *Third*, over time the number of TASI funded positions will be steadily reduced to reach around 20 by 2010. A formal review will then be conducted to examine further needs.

The budget required for the TASI fund for the next 3 years is estimated at 11.3 million USD. This will ensure that the project can conduct MCDAPs in most of the ministries<sup>1</sup> and continue to be able to respond to the emergency long and short term technical assistance needs identified as part of the results of the MCDAP process. There will also be a constant need to have the ability to be able to mobilise international civil service experts to assist the

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<sup>1</sup> Some ministries have already undertaken a systematic organisational review and prepared capacity development plans (e.g. MFA)

GOTL with strategic level independent technical advice on a range of civil service reform and technical topics and this need has also been reflected in the foreseen budget.

The development of a systematic monitoring and evaluation mechanism will allow for more impact-based assessments of the contributions by these technical resources, rather than the individual-based performance assessments undertaken previously.

**Output 4 - Efficient and sustainable capacity development efforts enhanced through targeted training and development of civil servants to increase the core capacities of the state institutions**

To achieve this output the project will work with the PSM SWG and INAP to support the design, development and implementation of complementary, priority training and development activities. These will be identified (i) at the sectoral level through the development of the strategic and annual sector plans, and (ii) at the individual Ministry level through the MCDAP process. The targets for Output 4 will be:

- 4.1 – Selected HRD programs designed, developed and implemented based on Sector plans and harmonised with other donor supported initiatives (2008 - )
- 4.2 – Priority translation and interpretation training capacity needs identified and addressed (2008 - )

Despite the efforts of all the capacity building interventions since independence, the need for training and educational development of the civil service staff is something which is still recognised across the Timor Leste government and why it has received much attention and focus from donors as part of their sector focus projects.

In other post conflict environments, it is acceptable to anticipate the emergence of this type of reality, especially during the early years of the GOTL independence when it was building institutions from scratch within an emergency phase. These donor led training interventions however can not form the basis for building a government wide trained work force unless it is linked to a GOTL wide strategic training and education programme for its own civil servants as part of the process of moving into a development phase.

This will require the training interventions to be part of the wider process of building institutional capacity and also linked closely to the professional development of the staff in order for them to take on more responsibilities as part of the exist strategy and the reduction in the heavy reliance on international advisors who are still required to conduct what are classic line management functions in many institutions.

INAP as the government’s training institute together with the NDPS as part of the Ministry of State Administration and territorial Management are the key institutions responsible for the professional development and training of the civil servants. The PSCDP is working closely with both NDPS and INAP to develop such curriculum and it is sensible for UNDP to provide only measured support in this area. It is also recognised that there are areas not currently covered (e.g. Induction and basic administrative training capacity within ministries) and combined with emerging training needs resulting from the sector plans and MCDAPs additional support will be needed. It is also important that such training and development support be linked to INAP’s medium to longer term plan for such training to be accredited.

The issue of translation and interpretation across the public service continues to limit availability of information in multi-language form. The Constitution defines Timor-Leste as a bi-lingual State and special requirements arise from this status (amongst others, the

publication of legislation in both official languages). The development of Tetum as a fully functional national official language is another necessity that needs to be met in the short, medium and long term.

Previously UNDP supported a project which aimed at creating a pool of skilled Timorese professionals in Legal Translation and Judicial Interpreting. The project also aimed at contributing to the development of Tetum as a full working language in the Courts and in the Public Administration in general. The project equally aimed at establishing professional standards for interpreters and translators to ensure the delivery of quality services. Trained translators and interpreters are working in a pool serving the justice institutions under contract with the national authorities as an outcome of the Pilot Project.

Despite the outcome of the Pilot Project the current numbers and quality of interpreters and translators in Public Administration remains well below desired levels. However, the pilot provided valuable lessons for the extension of the concept to the entire public administration. Given the request by different institutions and which stress the urgent need for a much larger number of translators & interpreters as well as the development of Tetum and the production of materials in this language, UNDP proposes to revisit the recommendations and lessons from previous experiences. In order to support the Public Administration, sector this project will support an assessment of the needs of the Public Administration agencies and to formulate strategies and support initiatives to train a new pool/pools of translators and interpreters that will provide assistance.

#### **D. Results Framework**

Refer to Results Framework (Annex 2) and Project Workplan (Annex 3).

#### **E. Project management**

This project will continue to be managed through UNDP Direct Execution modality (DEX). Hence, overall management responsibility and accountability for the disbursement of funds lies with UNDP. The Ministry of State Administration and Territorial Management, Secretariat of State for Administrative Reform, NDPS, INAP, and the National University (National Institute of Linguistics) will operate as counterparts for the project. These agencies will contribute in kind by meeting related costs, such as telephone and office space.

Technical assistance will be provided to each of these partners (MSATM, SSAR, NDPS, and priority line ministries). The project will be under the overall coordination of a Chief Technical Advisor (CTA) who will be a senior Civil Service Reform expert with over 15 years experience in managing similar type projects. The (3) Public Sector Capacity Development Advisors will have solid experience in public management and institutional development and capacity building processes. Refer Annex 4 for Project Team structure.

Each of these three senior advisors, in consent with the directors of the respective implementing agencies will be responsible for preparing and revising workplans and for ensuring that project component activities are carried out within the financial limitations of the budget (in consultation with the CTA).

The CTA will be responsible for coordinating project activities with other donors and government agencies, for the approval of all work plans for all the components and for the preparation (approval) of Terms of References, for the day-to-day liaison with UNDP, for the supervision of project personnel, and for the effective use of project resources. The CTA will prepare the semi-annual and annual progress reports, with inputs from the advisors

responsible for their respective project outcomes. The annual progress report will not only focus on progress made towards the achievement of stated outcomes and outputs, but will also look at possible alternative implementation strategies, opportunities for additional resource mobilisation as well as possible changes in the institutional environment of the project.

**Project Board**

A Project Board will be established and will provide policy guidance and monitor the performance (timely implementation of all components) of the project. Members of the Project Board will be collectively responsible for the management of the project outputs as identified in the Project Document and the Annual Work Plans. The Project Board is responsible for reviewing progress on a periodic basis in terms of the delivery of project results and benefits. The Project Board will provide guidance on matters concerning overall project management and project finances. The day to day implementation of the project will be the responsibility of the CTA (who is not a member of the Project Board). Project implementation will be carried out according to an agreed workplan and within set budget ceilings. The structure of the Project board will be as follows:

<b>Project Board</b>		
<u>Beneficiary</u> Key Ministries	<u>Executive</u> Chair: MSATM Co-chair: UNDP	<u>Supplier</u> Key donors

Regular meetings with the UNDP programme officer will be organised for the respective components of the project. The directors of the implementing agencies will meet as required to discuss common project implementation arrangements, initiatives, challenges and resource mobilisation strategies.

Coordination and information sharing with donors and other government agencies will be done through the Project Board and through the semi-annual meetings of the PSM SWG, which is responsible for coordinating the activities of all development partners working in the sector. The SWG meetings will allow the government to inform and consult all the partners involved in the sector. The SWG provides a forum to discuss policy issues and formally share experiences and information on progress related to the different capacity building projects for public sector management. Apart from the regular SWG meetings, UNDP will continue to cooperate on a regular basis with the AusAID bilateral cooperation program (PSCDP) and other development partners supporting public sector reform.

**F. Monitoring and evaluation**

Monitoring of results and lessons learned is an essential task in which all stakeholders of the project will be periodically involved through the bi-annual meetings of the Project Team, UNDP and government and donor stakeholders and through regular informal and formal consultations with participants and beneficiaries.

Wherever possible the monitoring and evaluation of the project will be aligned to the Government’s monitoring and evaluation mechanism to be established through the PSM SWG.

Internal monitoring will be performed by the UNDP senior programme officer and programme officer responsible for following up on the different components (under the guidance of the ARR Governance Unit). To this end the project CTA and advisors/coordinators responsible for certain components of the project will keep records of the minutes of all meetings conducted with their respective implementing agencies and other partners. The UNDP project team will meet with the directors of the implementing agencies on a regular basis to discuss progress towards the project objectives, discuss budget revisions and adopt, as necessary, specific recommendations to enhance effective execution of the project for the consideration of the UNDP Resident Representative or his/her designate.

Bi-annual progress reports will be prepared by the CTA based on inputs provided by the advisors/coordinators responsible for specific components. These reports will also be submitted to UNDP and to the members of the PSM SWG. The report will include a section on disbursements made under each of the project components.

The project will be continued till the end of 2010. A final project evaluation will be carried out mid 2010 to look at the overall achievement of the project. Based on the outcome of the evaluation report UNDP may decide for an extension of an additional year or reformulation of the project. UNDP reserves the right to undertake an independent external audit of the project at any time, in accordance with UNDP regulations.

The continuing provision of technical assistance through the TASI fund will be subject to a more rigorous M&E mechanism. This mechanism will be developed during 2008 and will also provide an assessment of the impact that the technical assistance is providing to the Government in the delivery of its services. In collaboration with other development partners, the project will continue to adjust the capacity development monitoring and evaluation system, through the development of specific indicators that will allow, for each state institution that is recipient of capacity development efforts, to assess and evaluate the effectiveness of these interventions. This will be done as a development of the existing system in order to improve it. This requires the collection and development of key performance indicators for the various advisors, counterparts and state institutions which will be periodically compared to assess the impact of the capacity development efforts.

The M&E role will be carried out by a capacity development advisor who will also be responsible for oversight of the operation of the TASI Fund.

(See project management team staffing in Annex 4.)

## **G. Partnership Strategy**

The development of this revised UNDP project took into account previous and ongoing support provided to the sector by various development partners. The project design benefited from consultations with the national institutions involved in the initiative, in particular the Ministry of State Administration and Territorial Management, the Secretariat of State for Administrative Reform, the NDPS, INAP and the Ministries. Active consultations have also taken place with key units in UNMIT (including the Democratic Governance Support Unit - DGSU) as well as the main donors currently involved in the sector or co-funding UNDP's activities. Close partnerships with these actors has been maintained throughout the implementation of the two ongoing components (TASI fund and PMIS) and such collaboration will continue into the implementation and monitoring stages of the revised Support to Civil Service Reform project.

Potential overlap with the (Aus\$ 76 million) AusAID funded PSCDP has been avoided by focusing the UNDP project on specific strategic interventions, directly linked to priorities identified by the Government and in discussions with donor project partners. At the same time, these interventions provide sufficient opportunities to develop close working ties with the other donors currently involved in the sector. Collaboration between different projects will be secured through co-location of technical advisory teams (in NDPS, SSAR and target ministries for MCDAPs) as well as through the management and coordination role of the PSM SWG working group (once established).

## H. Budget

The revised budget for the project for the remaining period 2008 – 2010 is now based on a total project resource of **USD\$17 million**. This is broken down by component

**Output 1** - A Personnel Management Information System (PMIS) (USD\$1.01 million)

**Output 2** – Strengthened Strategic Management, including MCDAPs (USD\$1.04 million)

**Output 3** - TASI Fund mechanism (USD\$11.3 million)

**Output 4** - Civil Service Training (USD\$1.5 million)

**Project Management** - advisory staffing, backstopping and operational costs over 2008-2010 = USD\$2.1 million

### **Sub-Total 17 Million USD**

When combined with the expenditure made in 2007 the total project budget for the period 2007 – 2010 is **USD\$19,532,521**.

## I. Risk Analysis

<b>Risk identification and specification</b>	<b>Risk severity</b>	<b>Risk mitigation measures</b>
There is a certain donor fatigue with the ad hoc provision of advisory positions with limited impact. The total ‘stability’ and ‘development’ program combined exceeded USD 25 million/year. With a new coalition government in place, demand for technical assistance to ministers and Secretaries of State is on the increase. If TASI is not funded rapidly, these urgent demands may not be met in the short-term.	<b>HIGH</b>	All assessments conducted indicate that there is a need for further technical assistance for some years to come. The organisational and capacity development plans MCDAPs will provide the rationale for the strategic use of the TASI Fund. But to fund TASI for the short-term the project will convene donors to explain the project and mobilise resources to support the new government, and raise additional funds to conduct support to the strategic planning, capacity assessment and management of all ministries.
With AUSAID providing 7 million US\$ per year of aid to Public Sector capacity development there is a risk that other donors will be less forthcoming to co-fund the UNDP project.	<b>MEDIUM</b>	The government has always expressed its desire to see UNDP, supported by other bilateral donors, continuing to play a key role in public service reform. Other donors have expressed a desire to work with UNDP on the implementation of the civil service support programme. The project document has been revised to accommodate these potential overlaps. A donor meeting should be organised promptly to explain the revised project document and the synergies with the AusAID PSCDP project.

Risk identification and specification	Risk severity	Risk mitigation measures
There is an urgent demand to help organise the new ministries. The speedy process for developing the 2008 budget may have a negative impact on the organisational design studies. Hence the risk that an emergency approach will prevail over in-depth organisational design and capacity assessment.	<b>HIGH</b>	The project will need to take a flexible approach, provide assistance where urgently needed, while at the same time take a more strategic approach to ensure that the reforms undertaken are sustainable. The fact of having the CTA’s office located in the office of the Secretary of State for Administrative Reform will help to better find that balance and define the priority interventions that are most needed.
Many of the new government’s structures and systems are still underdeveloped. The alignment of some aspects of the project with the Secretary of State aims to strengthen the coordination of the proposed Governance - Public Sector Management Sector Working Group. The framework for the SWGs has not yet been finalised and so management and coordination responsibilities remain unclear.	<b>MEDIUM</b>	The project will continue to liaise with all Government and project stakeholders to monitor the development of the PSM SWG to provide inputs to the consultative process and also to respond promptly once these responsibilities are agreed.
The development of the MCDAPs in ministries where the Organic Laws and work plans have not been finalised risk capacity development action plans which are not aligned with the national and sector plans	<b>MEDIUM</b>	The MCDAP framework will be revised to include an important first step i.e. to assist the agency/ministry with the development of a strategic and annual planning process.

## J. Legal Context

This document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Democratic Republic of Timor-Leste and the United Nations Development Programme, signed on 20 May 2002. The host country implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government co-operating agency described in the Agreement. The following types of revisions may be made to this document with the signature of the UNDP Resident Representative only, provided s/he is assured that the other signatories of the document have no objections to proposed changes:

- a) Revisions in, or addition of, any of the annexes to the Programme document;
- b) Revisions which do not involve significant changes in the immediate objectives, outputs or activities of a Programme but are caused by the rearrangement of outputs already agreed to or by cost increases due to inflation;
- c) Mandatory annual revisions which re-phase the delivery of agreed Programme outputs of increased expert or other cost due to inflation or take into account agency expenditure flexibility.

Consistent with Article 3 of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP’s property in the implementing partner’s custody, rests with the implementing partner. The implementing partner shall:



- a) 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;
- b) assume all risks and liabilities related to the implementing partner’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 implementing partner 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”

## **LIST OF ANNEXES**

- Annex 1: Situational Analysis
- Annex 2: Results Framework
- Annex 3: Project Workplan 2008 - 2010
- Annex 4: Project team structure

## **ANNEX I: SITUATION ANALYSIS**

### **A. Current institutional and policy framework for the sector**

The vision for public sector management in Timor-Leste is articulated in Section 137 of the Constitution, which states that “public administration shall aim at meeting public interest, and that it shall be structured so as to prevent excessive bureaucracy, provide more accessible services to the people, and ensure the contribution of individuals interested in efficient management.” The National Development Plan also focuses on promoting good governance through a responsible and responsive government. In line with these objectives, the Sector Investment Program for Public Sector Management (SIP-PSM) outlined an ambitious programme of support for government-wide initiatives estimated to require 109 million US\$ over the next 5 years.

The key ministries concerned with Public Sector Management are the Ministry of State Administration and Territorial Management, the newly created Secretariat of State for Administrative Reform and the Ministry of Finance. The Office of the Prime Minister (OPM) has also been involved through several of its agencies in particular the Capacity Development Coordination Unit (CDCU), however these functions have been transferred to the National Institute of Public Administration (INAP) and MOF. There are plans to establish a Civil Service Commission within the next 2-3 years however the organisational and legal/regulatory machinery arrangements and timing are yet to be finalised.

Timor-Leste’s total contingent of public servants including the magistracy, police and defence forces has been built up gradually to reach approximately 22,000. Among these are about 12,161 permanent civil servants, two thirds of which are teachers and medical staff. The Public Service Act was approved in 2004 however this is currently under review within NDPS and the development of key subordinate regulations are planned for 2008. The Organic Laws for each ministry are currently being developed and will be finalised in early 2008. The responsibility for the training and development of public servants rests with INAP. The NDPS is responsible for all personnel covered by the Public Service Act which includes civilian personnel of the military, of the parliament secretariat and the judiciary. At present, the application of the Public Service Act is also extended to the members of the national police force, the Office of the Public Defender and the National University, until such time as separate statutes are approved and adopted.

Payments of salary and allowances are the responsibility of the Ministry of Finance (Treasury Department). At present the Treasury Department carries out the calculation of salary entitlements however NDPS will assume responsibility for this function in the near future with Treasury being responsible for the processing of the payment. As HRM capacity is developed in line Ministries it is envisaged that the processing of salary entitlements will be devolved to HRM units in line ministries. Under the recently approved Career Regime regulations the salary budget for civil servants will increase by 29% in 2008. Individual increases will depend on level and qualification.

### **B. UNDP’s support to the sector**

Since the establishment of the East Timor Transitional Administration (ETTA) in July 2000, UNDP has assumed important responsibilities in the design and implementation of capacity development strategies for the governing institutions in the Executive, the Judiciary and the Parliament. In the area of public service management, UNDP played an important role through its Capacity Development Project for Human Resource Management in the Civil

Service (HRM Project), the Institutional Capacity Development Support project (ICDS – the successor of the initial Support to Development Posts project (2002-2004) and the Development Advisory Services (DAS) project, which was a small fund that allowed for the rapid recruitment of short-term technical assistance (both national and international) for a maximum duration of three months.

The HRM project supported the development of the new Public Service Act and the validation of over 11,000 personnel records and started the establishment of an automated Personnel Management Information System (PMIS). The former Civil Service Academy was upgraded into a National Institute of Public Administration (INAP) and support was also provided to the implementation of a Leadership and Management Programme (LAMP) for civil servants.

The ICDS project (initially the 200 development Posts project) was established to manage the development posts that were funded from the voluntary contributions of donors, in addition to the “stability posts”, financed by the peacekeeping mission and managed by a special unit called the Civilian Support Group. The main counterpart of the ICDS project (also known as the Temporary Advisory Services Initiative Fund (TASI Fund) has been the Capacity Development Coordination Unit (CDCU), attached to the Prime Minister’s Office, however the functions of CDCU have been transferred to INAP and the MOF. The TASI Fund component are planned to be formally transferred to the MOF in mid-December 2007.

The previous umbrella programme approach adopted by UNOTIL and the UNDP ICDS project were replaced by a set of coordinated sector-specific and cross-sectoral donor supported programmes. The Sector Investment Program for Public Sector Management (SIP-PSM) developed under the previous Government, planned to scale down the number of (most critical) expatriate advisors to an estimated 30 over the next 3-5 years. With the re-establishment of the PSM SWG (and the development of the new NDP2 by mid 2008) it is anticipated that there will be a revised set of advisory support needs. These needs will be further refined by the Ministry Capacity Development Action Plans (MCDAPs) process as this is extended across all Ministries.

At a workshop of the UN system agencies in September 2007 the participants aimed to identify democratic governance issues which the UN could provide in its first step facilitating a dialogue with the relevant Timorese actors. The ultimate goal for this UN-Timor dialogue is an agreement on the priority areas which will require international (including United Nations) support over the next 2-5 years. The participants identified that Public Sector Mgt was one of 4 key elements of the democratization process which warrant further attention:<sup>2</sup>

The initial preparations for the development of the next United Nations Development Assistance Framework (UNDAF 2008 - 2012) noted capacity development as one of several cross-cutting themes which need to be reflected in all work program areas. This recognises the need for carefully designed capacity development programs which target key needs results in sustainability of capacity within the civil service.

### **C. Remaining challenges to be addressed**

Timor Leste has made steady progress in establishing the Pillars of State and in laying the foundations of a functioning government. It was able to restore a range of public services, created a regulatory framework for private business activities and progressed towards

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<sup>2</sup> The four key elements are: (1) Constitutionalism; (2) Human Rights, Justice and Rule of Law; (3) Public Sector Management; and (4) Political Participation

becoming a full member of the international community of nations. But as highlighted in previous reports, the country’s public sector still faces numerous problems: poor quality of services, inadequate skills and knowledge among many civil servants, lack of understanding among civil servants of the core functions of their agencies; weak management and leadership and inadequate information systems. There is also a perception that the level and quality of services in certain sectors is poor because of insufficient numbers of people available for service delivery.

With the establishment of the 4<sup>th</sup> Constitutional Government, the Timorese people and their government now have the opportunity and obligation to take charge of their own development. This task as well as the provision of essential services to the population and investors requires a competent public service and robust “systems and regulations” framework that attracts, retains and promotes qualified civil servants. It also requires a system for establishing and building the capacities of institutions that are essential for the proper functioning of the public service and the management of its resources. In short, the capacity of the public service will directly affect the long-term outcomes of the nation-building effort.

Specific challenges that the government has asked UNDP help to address are the following:

*Managing the civil service development and reform process*

- With the establishment of the new government a review of the previous sector investment programs is being undertaken to ensure strong management and coordination of the initiatives and activities within individual sectors. The proposed Public Sector Management Sector Working Group will be the focal point for a dialogue about sector policies and programs and their financing, and a mechanism whereby issues of coordination among donors and between donors and Government can be addressed. The PSM SWG should also provide a forum for ensuring that cross-sectoral linkages among projects and programs are recognized and taken into account in program design and implementation. In 2008 key targets for this SWG will be to: (i) provide inputs to the NDP2 (2008 – 2012); (ii) develop a sector plan for 2008 with practical targets and indicators; (iii) develop an effective monitoring & evaluation system; (iv) provide guidance to individual ministries on the development of strategic and annual plans; (v) establish formal links with regional counterparts responsible for civil service management; and (vi) communicate reform initiatives to ensure common understanding of objectives and progress across the sector and with the broader community.
- There appear to be inconsistencies in the development of plans, strategies, initiatives and activities at Ministry level. The development of common guidelines and tools for Ministries to follow would enable Ministries to better develop and manage their work programs and budgets, including capacity development needs and initiatives.

*In the area of civil service personnel management*

- Whilst the Civil Service Act has been approved by Law since 2004, subordinate regulations under the Civil Service Act are not yet in place. NDPS, with support from the PSCDP, is currently developing these subordinate regulations together with a review of the Law. These will be progressively developed, approved and implemented from late 2007 onwards.
- Given the gaps in the legal and regulatory framework for civil service management, there is also the ongoing potential of conflicting or overlapping mandates between different agencies, even within the Ministry of State Administration and Territorial Management

itself (e.g. Secretary of State for Administrative Reform (SSAR), INAP and NDPS) and with the proposed Civil Service Commission.

- The lack of accurate information on the civil service workforce has obstructed capacity building programs for the public service. The initial development of the PMIS has provided a strong platform for further systems development to enable increased functionality and usage in strategic HR policy and planning development. This development will involve (i) the enhancement of the system to reflect and support changes resulting from subordinate regulations (e.g. career regime); and (ii) expanded functionality which may include such features as leave management, training and development and performance management. Information is still incomplete and does not yet allow strategic human resource management and planning. The implementation will require additional efforts in terms of upgrading of equipment, training of staff, development of procedures for updating and maintaining the data, procedures for the publication of regular results, contracting for maintenance of the system etc. Integration of the PMIS and the payroll system needs to be reviewed, as well as integration of training and scholarship data, currently maintained by INAP. The lack of gender disaggregation of data further hinders any attempts to adequately identify capacity building initiatives and monitoring.
- With the exception of some of the larger ministries (e.g. health, education), HRM in the line ministries remains embryonic, as most of the HRM focal points are in acting capacity only; many of them rotate on a regular basis, leaving NDPS with no permanent interlocutors to coordinate the HRM policies and management systems in the executive and to facilitate the implementation of HRM changes. A sustainable solution regarding these ministerial HRM counterparts urgently needs to be found and their professional development secured to ensure sustainability of the civil service management system.

#### *In the area of a Capacity Development framework and related advisory positions*

- While the gradual downsizing of international advisory support has testified to the country's transition from post-crisis-emergency to a steady development phase, it also posed a number of challenges, in particular with regard to the much needed succession arrangements for a number of advisory positions currently occupied by international staff and/or advisors recruited under the UNDP managed TASI Fund facility for the mobilization of short and long term advisors.
- There is general agreement, both within government as well as within the donor community that continuing to fill capacity gaps along the lines of the former ICDS project and TASI is not sustainable. A sectoral approach with much stronger government ownership in design, planning and implementation is needed and further advisory support should be in response to well-defined institutional needs.

#### *Languages*

- Grounded in the country's past and recent history, the Constitution enshrines two official languages: Tetun and Portuguese. That constitutional provision has practical implications on the functioning of the public administration and capacity development efforts that are being implemented by a large variety of donors and NGOs. Progress is often hampered by the lack of language proficiency and the absence of a larger body of professional translators and interpreters who are able to translate between the official languages and the country's two working languages (English and Malay-Indonesian). Outsourcing of translation and interpreting work is not sustainable and also raises sovereignty and confidentiality issues. An initial pilot project to support translation services was conducted in the Ministry of Justice, but the evaluation mission of the project

recommended that further interventions in this area should be extended to other state institutions. It is important that there is a continued effort to support language training of staff.

*Donor coordination and harmonization*

- Support to capacity development for Public Sector Management and civil service personnel management in particular, has long been an important area of intervention for UNDP. With the downsizing of support under the previous UNOTIL mission, bilateral donors geared up their support to the sector, to ensure that there was a smooth transition to normal development assistance. In addition to its support to the World Bank led “Capacity Building for Planning and Financial Management programme”, AusAid is implementing a Public Sector Capacity Building Program (PSCDP) which has committed a total of AUD74 million for the next 10 years, to support capacity development for public sector management (civil service reform, manpower planning and civil service development plans, scholarships etc.). This is a positive response to the quest for continued support to the Government, but it also poses questions regarding possible overlap between the PSCDP and the ongoing and future UNDP interventions. During the UNDP project reviews in 2007, extensive discussions have held with all development partners in Timor Leste to ensure that the revised UNDP project would direct its focus and attention on the key essential areas which were still regarded as critical in enhancing but not duplicating the efforts of all donors active in the field of capacity building within the state institutions.

## **PART II: STRATEGY**

### **A. National strategy**

The government recognizes that building the capacities of the Government remains as a formidable challenge and one that will occupy the country for some years to come. This commitment has been articulated consistently over the past 5 years. The **National Development Plan (2002 – 2007)** identified four main objectives to be pursued:

- i. Defining and disseminating rights and obligations of public servants.
- ii. Improving the quality and cost effectiveness of service provision.
- iii. Improving the capacities and performance of the civil service itself (better definition of assignments and tasks to be performed by civil servants, training for civil servants, strengthened planning processes, improved revenue and expenditure management, performance management at organizational and individual levels, investment in information management systems, improved internal controls and oversight to enhance accountability and transparency).
- iv. Gender mainstreaming.

During the course of this period the SIP-PSM identified a list of support priorities for public sector management which included: (1) Human Resources Management (HRM); (2) development of Ministerial Capacity Development Plans (MCDAPs); (3) Translation, Interpretation and Communication; (4) IT systems; (5) Revision of the National Development Plan (2008 – 2012); (6) Development of the INAP Campus; (7) Institutional Strengthening; (8) SIP Development; (9) Public Sector Development and (10) Assets Database. Furthermore the strategic plan of the Office of Promotion of Equality (November 2005) comprised clear strategic objectives addressing the need to establish and institutionalize gender mainstreaming in all Government’s work practices. Limited

ownership by the Government and civil unrest in April and May 2006 constrained the implementation of these initiatives.

With the establishment of a new Government in August 2007 and the development of the Programme of the IV Constitutional Government of Timor-Leste, signed by the Prime Minister on 6 September 2007, the new Government has committed to ‘take all measures deemed necessary to render the Public Service a professional and efficient apparatus of the State that is capable of corresponding to the emerging demands resulting from the ever-increasing operational capacity of the State’.

The challenge for the Government and development partners is to distil these targets into practical strategies and activities that will deliver real services and impacts for the people of Timor-Leste.



## ANNEX 2: RESULTS FRAMEWORK

<p><b>Intended Outcome as stated in the Country Program Document:</b> Support the development of strategic capacities required to enhance management of the public service and to increase national ownership of the capacity development process and management of advisory support in line with well defined needs</p>
<p><b>Outcome Indicators as stated in the Country program Results and Resources Framework, including baseline and targets:</b> Number of capacity enhancing interventions from project monitoring system <b>Baseline:</b> All institutions are developing new Organic Laws, strategic and annual plans, functional statements and job descriptions. Capacity building support not necessarily based on strategic needs</p>
<p><b>Partnership Strategy:</b> UNDP has already mobilized start up funds to support the initial development of PMIS (Output 1) and progressive support for TASI (Output 2), listed in the results framework. Funds are now needed to provide support to the further development and implementation of the PMIS, and support to the implementation of the Governance – Public Sector Management Sector Working Group (including the MCDAP process) and the resultant capacity development needs to be managed through the TASI Fund.</p>
<p><b>Project Title and ID (ATLAS Project ID):</b> Support to Civil Service Reform in Timor Leste (Strengthened Management of Administrative Reform)</p>

Intended Outputs	Output Targets for (years)	Indicative Activities	Responsible Parties	Inputs
<p>1. A Personnel Management Information System (PMIS) is in place that enhances transparency and supports personnel processing and strategic planning of human resources in the civil service.</p> <p><b>Output Indicators:</b></p> <ul style="list-style-type: none"> <li>PMIS operational (2007/8)</li> <li>Number of staff trained to operate / administer the system (2007)</li> </ul>	<p>1.1 – The PMIS is operational and staff in the NDPS have the capacity to operate the system (2007/8)</p>	<p>1.1.1 Technical development of PMIS</p> <p>1.1.2 Capacity development for key counterpart staff in NDPS</p> <p>1.1.3 Establish PMIS help desk in NDPS</p> <p>1.1.4 Operational and hardware environment in place to support PMIS</p>	<p>National Directorate of the Public Service (NDPS)</p>	<p>Technical Assistance</p> <p>Sub-contracting to IT company</p> <p>Software license fees</p> <p>Storage equipment</p> <p>Workshops &amp; miscellaneous</p> <p>Hardware</p> <p>Training and development</p>
	<p>1.2 – PMIS operational in pilot ministries and key</p>	<p>1.2.1 Training of key counterpart users in pilot Ministries</p> <p>1.2.2 Review of progress undertaken</p>		

Intended Outputs	Output Targets for (years)	Indicative Activities	Responsible Parties	Inputs
<ul style="list-style-type: none"> <li>Regular statistical reports available on the Civil service population</li> <li>System changes are produced in a timely manner</li> </ul> <p><b>Baseline:</b> No information system available to automate HR processes or report on CS populations</p>	staff trained (2008/9)	1.2.3 Strategy for further implementation updated		(offshore and domestic) – IT, records management  Transitional salary support for backup systems administration staff (3)  Comparative studies on HRM information systems  <b>TOTAL cost:</b>  USD\$1.01 million
	1.3 – Regular reports produced on the civil service population and movements (2008-)	1.3.1 Reporting needs are identified and addressed 1.3.2 Training provided to key users (HR and management)		
	1.4 – System updates reflect changes to legislation & regulations (ongoing)	1.4.1 Regular reviews conducted to identify system needs with key user groups 1.4.2 Liaise with PMIS contractor on system changes 1.4.3 Support the process to manage system changes 1.4.4 study on integration of PMIS and payroll system (MoF)		
	1.5 – PMIS rolled out to all ministries (2008-10)	1.5.1 National Implementation strategy developed for all ministries 1.5.2 Public relations activities to promote awareness and application 1.5.3 Training on personnel records management systems 1.5.4 review of HRM Information systems		
2. Strategic management of the civil service is enhanced (strategic plans developed, Ministerial functional reviews conducted, roles and responsibilities of organisational structures clarified,	2.1 – Methodology and tools for strategic planning approved and utilised (2008)	2.1.1 Support input to the NDP2 2.1.2 Development of common strategic and annual planning guidelines and tools (through NDPEAC and PSM SWG) 2.1.3 Key counterparts trained in	SCSR Project NDPEAC PSM SWG	Technical Assistance Workshops & miscellaneous  <b>TOTAL cost:</b> USD\$1.04 million

Intended Outputs	Output Targets for (years)	Indicative Activities	Responsible Parties	Inputs
<p>staffing plans developed, capacity development action plans finalised and strengthened capacity of civil service management issues and roles).</p> <p><b>Output Indicators:</b></p> <ul style="list-style-type: none"> <li>• Strategic and annual plans are produced by target ministries (2008 -)</li> <li>• MCDAP guidelines reviewed and approved by PSM SWG (2008)</li> <li>• MCDAPs coordination process and establishment of management working groups in target Ministries (2008)</li> <li>- MCDAPs for all ministries started and senior management workshops undertaken in pilot Ministries</li> <li>- Priority positions identified for all ministries from the MCDAP process (2008/9)</li> </ul> <p><b>Baseline:</b> Initial MCDAP conducted in MAFF. No further implementation of CDAPs.</p>		<p>guidelines and tools</p> <p>2.1.4 Facilitation of strategic plans in target Ministries</p> <p>2.1.5 Dissemination and implementation of strategic plan (including M&amp;E systems)</p>	<p>SSAR</p> <p>Selected Ministries</p>	
	<p>2.2 – Policy and methodology for conducting Capacity Development Action Plans in place (2008)</p>	<p>2.2.1 MCDAP policy, guidelines and tools reviewed, adjusted and approved (through the PSM SWG and TWG)</p> <p>2.2.2 Training and development of key counterpart staff</p>	<p>SCSR Project</p> <p>PSM SWG</p> <p>SSAR</p>	
	<p>2.3 – Ministerial capacity development action plans prepared for targeted Ministries (2008 – 2009)</p>	<p>2.3.1 Pilot target Ministries identified</p> <p>2.3.2 Implementation plans developed</p> <p>2.3.3 Communication strategy developed and implemented</p> <p>2.3.4 MCDAPs prepared for target Ministries</p> <p>2.3.5 MCDAPs costed and presented to ministries and PSM SWG for approval</p>	<p>SCSR Project</p> <p>PSM SWG</p> <p>SSAR</p>	
	<p>2.4 – Improved understanding of public sector management issues and roles (2008-)</p>	<p>2.4.1 Regional workshop on public sector management experiences (Vietnam, Indonesia, Fiji, Australia)</p> <p>2.4.2 Follow-up local workshops with senior managers</p>	<p>SCSR Project</p> <p>PSM SWG</p>	
	<p>2.5 – Strengthened participation in regional fora (2008-)</p>	<p>2.5.1 Preparation for and participation in key regional fora (e.g. ACCSM, Pacific Plan) for key</p>	<p>SCSR Project</p>	

Intended Outputs	Output Targets for (years)	Indicative Activities	Responsible Parties	Inputs
		executive and technical staff	PSM SWG MSATM	
<p>3. Clear mechanism is in place to provide, manage and monitor technical assistance in response to well-identified capacity development needs.</p> <p><b>Output Indicators:</b></p> <ul style="list-style-type: none"> <li>- Contributions for TASI mobilized to fund the advisors for the MCDAP process (2008-10)</li> <li>- TASI operational guidelines in use (2008-)</li> <li>- Regular workplans developed for TASI activities</li> <li>- Priority positions identified for all ministries from the MCDAP process (2008-10)</li> <li>- Regular reporting on TASI implementation available (2008-10)</li> </ul> <p><b>Baseline:</b> Guidelines for TASI Fund operation not clear</p>	3.1 – Methodology for use of TASI developed (2008)	<p>3.1.1 Revise TASI objectives and guidelines</p> <p>3.1.2 Disseminate updated objectives and guidelines</p>	SCSR Project PSM SWG SSAR	<p>Technical Assistance (advisors recruited for priority needs) Workshops &amp; miscellaneous M&amp;E activities undertaken (training and reporting)</p> <p>TOTAL cost:11.3 million</p>
	3.2 – A mechanism in place to mobilize the necessary technical assistance resources which have been identified from the results of the comprehensive MCDAP process (2008 – 2009)	<p>3.2.1 Donor resource mobilization strategy in place</p> <p>3.2.2 Implementation TASI Fund guidelines</p> <p>3.2.3 Links established with MCDAPs process</p> <p>3.2.4 Existing management and coordination arrangements reviewed and issues addressed</p>	UNDP SCSR Project PSM SWG SSAR	
	3.3 – Monitoring system in place to assess the performance of TA (2008 - )	<p>3.3.1 M&amp;E system developed for TASI initiatives</p> <p>3.3.2 Regular assessment of TASI activities</p> <p>3.3.3 Regular reports provided for consideration by donors and PSM SWG</p>	SCSR Project PSM SWG SSAR	
4. Efficient and sustainable capacity development efforts enhanced through targeted training and development of civil servants to	4.1 – Selected HRD programs designed, developed and implemented based	<p>4.1.1 Training program needs identified</p> <p>4.1.2 Design, develop and deliver selected training HRD</p>	SCSR Project PSM SWG	Technical Assistance (curriculum development and delivery)

Intended Outputs	Output Targets for (years)	Indicative Activities	Responsible Parties	Inputs
<p>increase the core capacities of the state institutions</p> <p><b>Output Indicators:</b></p> <ul style="list-style-type: none"> <li>- Priority training needs identified through MCDAPs</li> <li>- Curriculum and materials development</li> <li>- Training of key counterparts</li> <li>- Pool of qualified translators / interpreters</li> </ul> <p><b>Baseline:</b> Limited pool of suitably qualified translators / interpreters in public administration (baseline to be further developed through Activity 4.2.1)</p>	<p>on Sector plans / MCDAPs and harmonised with other donor supported initiatives (2008 - )</p>	<p>programs (e.g. Induction training for Civil Servants)</p> <p>4.1.3 Facilitate the development of local capacity to implement these programs</p> <p>4.1.4 Evaluate and report to PSM SWG on implementation</p>	<p>SSAR INAP NDPS</p>	<p>Workshops &amp; miscellaneous</p> <p>Short term mission to identify and address translation / interpretation needs</p> <p>TOTAL cost: USD\$1.5 million</p>
	<p>4.2 – Priority translation and interpretation capacity needs identified and addressed (2008 - )</p>	<p>4.2.1 Assessment of current levels of translation and interpretation skills</p> <p>4.2.2 Strategy to address translation / interpretation need</p>	<p>SCSR Project INL</p>	

Work Plan for SCSR Project (2008 - 2010)						Annex 3															
ID	Task Name	Duration	Start	H2 '07		H1 '08		H2 '08		H1 '09		H2 '09		H1 '10		H2 '10		H1 '11			
				Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4
1	<b>Output 1 - Implementation of PMIS</b>	<b>954 days</b>	7/05/07	[Gantt bar from 7/05/07 to 7/05/10]																	
2	<b>1.1 - PMIS is operational</b>	<b>410 days</b>	7/05/07	[Gantt bar from 7/05/07 to 7/05/08]																	
3	Complete programming and data entry	100 days	7/05/07	[Task bar from 7/05/07 to 9/09/07]																	
4	Validate data records	45 days	29/10/07	[Task bar from 29/10/07 to 18/12/07]																	
5	Establish service agreement contract and arrangements	25 days	5/11/07	[Task bar from 5/11/07 to 01/12/07]																	
6	Recruitment of systems/database administration staff	50 days	14/01/08	[Task bar from 14/01/08 to 23/03/08]																	
7	Training of staff	150 days	5/05/08	[Task bar from 5/05/08 to 05/08/08]																	
8	<b>1.2 - PMIS operational in pilot ministries and key staff trained (2008/9)</b>	<b>650 days</b>	7/01/08	[Gantt bar from 7/01/08 to 7/01/09]																	
9	Training for selected staff	40 days	4/02/08	[Task bar from 4/02/08 to 14/03/08]																	
10	Infrastructure in place for key Ministries	150 days	7/01/08	[Task bar from 7/01/08 to 07/04/08]																	
11	<b>Systems analysis undertaken</b>	<b>588 days</b>	2/04/08	[Gantt bar from 2/04/08 to 2/04/09]																	
22	Full implementation strategy developed	30 days	5/02/08	[Task bar from 5/02/08 to 05/03/08]																	
23	M&E strategy developed	40 days	18/03/08	[Task bar from 18/03/08 to 27/04/08]																	
24	<b>1.3 - Regular reports produced on the civil service population and movements</b>	<b>819 days</b>	2/11/07	[Gantt bar from 2/11/07 to 2/11/09]																	
25	Draft reports produced / reviewed by senior management	35 days	3/12/07	[Task bar from 3/12/07 to 07/01/08]																	
26	Reporting needs clarified and referred to Quidgest for production	45 days	21/01/08	[Task bar from 21/01/08 to 06/03/08]																	
27	Training of key counterpart users	40 days	24/03/08	[Task bar from 24/03/08 to 03/05/08]																	
28	Ongoing review of reporting needs	50 days	2/11/07	[Task bar from 2/11/07 to 21/12/07]																	
29	<b>1.4 - System updates reflect changes to legislation &amp; regulations (ongoing)</b>	<b>825 days</b>	2/11/07	[Gantt bar from 2/11/07 to 2/11/09]																	
30	Reference Group and Implementation Group review impact of regulation changes	50 days	2/11/07	[Task bar from 2/11/07 to 21/12/07]																	
31	Requests for change referred to Quidgest	50 days	2/11/07	[Task bar from 2/11/07 to 21/12/07]																	
32	Quidgest develops changes (systems & documentation)	50 days	2/11/07	[Task bar from 2/11/07 to 21/12/07]																	
33	Training for users on changes	50 days	2/11/07	[Task bar from 2/11/07 to 21/12/07]																	
34	Implementation takes place	50 days	2/11/07	[Task bar from 2/11/07 to 21/12/07]																	
35	<b>1.5 - PMIS rolled out to all ministries (2008-10)</b>	<b>512 days</b>	10/03/08	[Gantt bar from 10/03/08 to 10/03/10]																	
36	Training of all key users	100 days	7/04/08	[Task bar from 7/04/08 to 06/07/08]																	
37	Implementation schedule finalised	40 days	10/03/08	[Task bar from 10/03/08 to 19/04/08]																	
38	M&E activities carried	80 days	7/04/08	[Task bar from 7/04/08 to 05/06/08]																	
39	Reporting on implementation	50 days	7/07/08	[Task bar from 7/07/08 to 05/08/08]																	
40																					
41	<b>Output 2 - Support to strategic Management capacity</b>	<b>823 days</b>	2/11/07	[Gantt bar from 2/11/07 to 2/11/09]																	
42	<b>2.1 - Methodology and tools for strategic planning approved and utilised (2008)</b>	<b>777 days</b>	7/01/08	[Gantt bar from 7/01/08 to 7/01/09]																	
43	Development of integrated planning, monitoring and capacity assessment framework	80 days	4/02/08	[Task bar from 4/02/08 to 14/03/08]																	
44	Training & development of key Government counterparts	40 days	26/05/08	[Task bar from 26/05/08 to 05/07/08]																	
45	Strategic Plans developed for selected Ministries	80 days	21/07/08	[Task bar from 21/07/08 to 19/09/08]																	
46	Support to PSM SWG	50 days	7/01/08	[Task bar from 7/01/08 to 06/02/08]																	
47	<b>2.2 - Methodology for conducting Capacity Development Action Plans in place</b>	<b>150 days</b>	5/05/08	[Gantt bar from 5/05/08 to 5/05/09]																	
48	Review of MCDAPs (Methodology, Tools)	50 days	5/05/08	[Task bar from 5/05/08 to 04/06/08]																	
49	Development of revised guidelines and tools	50 days	14/07/08	[Task bar from 14/07/08 to 13/08/08]																	
50	Capacity development of key counterparts	50 days	22/09/08	[Task bar from 22/09/08 to 21/10/08]																	
51	<b>2.3 - Ministerial capacity development action plans prepared for targeted Ministries</b>	<b>180 days</b>	3/03/08	[Gantt bar from 3/03/08 to 3/03/09]																	
52	Target Ministries identified	40 days	3/03/08	[Task bar from 3/03/08 to 12/04/08]																	
53	Data collection undertaken	60 days	12/05/08	[Task bar from 12/05/08 to 10/07/08]																	
54	Analysis & reporting of results	30 days	4/08/08	[Task bar from 4/08/08 to 03/09/08]																	

Work Plan for SCSR Project (2008 - 2010)						Annex 3											
ID	Task Name	Duration	Start	Timeline													
				H2 '07	H1 '08	H2 '08	H1 '09	H2 '09	H1 '10	H2 '10	H1 '11						
				Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4
55	Development of capacity development plans	40 days	15/09/08														
56	<b>2.4 - Improved understanding of public sector management issues and roles (2</b>	<b>783 days</b>	<b>2/11/07</b>	[Gantt bar from 2/11/07 to 2/11/08]													
57	Regional workshop to learn lessons on managing public sector development	65 days	7/01/08														
58	Regular National workshops on managing public sector development	783 days	2/11/07														
66	Support for PSM policy 'think tank' (guidelines, activities)	653 days	2/05/08														
73	<b>2.5 - Strengthened participation in regional fora (2008-)</b>	<b>741 days</b>	<b>25/02/08</b>	[Gantt bar from 25/02/08 to 25/02/09]													
74	Strategy for participation in regional fora	50 days	25/02/08														
75	Support to continued participation	50 days	5/05/08														
76	Follow-up workshops conducted (linked to 2.4 above)	50 days	5/05/08														
77																	
78	<b>Output 3 - Clear mechanism is in place to provide, manage and moni</b>	<b>823 days</b>	<b>2/11/07</b>	[Gantt bar from 2/11/07 to 2/11/08]													
79	<b>3.1 - Methodology for use of TASI developed (2008)</b>	<b>110 days</b>	<b>4/02/08</b>														
80	TASI design and Guidelines revised	60 days	4/02/08														
81	Guidelines approved and disseminated	50 days	28/04/08														
82	<b>3.2 - A mechanism in place to mobilize the necessary technical assistance resc</b>	<b>823 days</b>	<b>2/11/07</b>	[Gantt bar from 2/11/07 to 2/11/08]													
83	Assessment of TA needs (resulting from MCDAPs)	50 days	3/12/07														
84	Schedule of support developed and funds mobilised	50 days	1/01/08														
85	Advisory support mobilised	50 days	1/01/08														
86	Work Plans developed for each advisor	783 days	2/11/07														
91	<b>3.3 - Monitoring system in place to assess the performance of TA (2008 - )</b>	<b>711 days</b>	<b>7/04/08</b>	[Gantt bar from 7/04/08 to 7/04/09]													
92	M&E strategy developed	40 days	7/04/08														
93	Ongoing monitoring of advisory support	50 days	2/06/08														
94	Regular reporting of advisory support to Government and donors	50 days	1/07/08														
95																	
96	<b>Output 4 - Efficient and sustainable capacity development</b>	<b>780 days</b>	<b>4/02/08</b>	[Gantt bar from 4/02/08 to 4/02/09]													
97	<b>4.1 - Selected HRD programs designed, developed and implemented based on</b>	<b>643 days</b>	<b>4/08/08</b>	[Gantt bar from 4/08/08 to 4/08/09]													
98	MCDAPs identify key HRD needs	50 days	4/08/08														
99	Priority HRD needs are negotiated with Government agencies	50 days	1/09/08														
100	Tender process for sourcing HRD providers	50 days	1/09/08														
101	Contracting of HRD providers	30 days	6/10/08														
102	Development of priority curricula	30 days	5/01/09														
103	Pilot testing of HRD materials	30 days	2/02/09														
104	Review of pilot	30 days	2/03/09														
105	Training of trainers	30 days	6/04/09														
106	Implementation of HRD programs	30 days	4/05/09														
107	Evaluation of HRD programs	40 days	4/05/09														
108	<b>4.2 - Priority translation and interpretation capacity needs addressed (2008 - )</b>	<b>780 days</b>	<b>4/02/08</b>	[Gantt bar from 4/02/08 to 4/02/09]													
109	Design mission to consider needs and develop strategies	15 days	4/02/08														
110	Funding mobilised and TA resources in place	45 days	24/03/08														
111	Work plan developed and approved by UNDP and counterpart agencies	25 days	2/06/08														
112	Activities developed and implemented	50 days	7/07/08														
113	M&E systems developed and implemented	40 days	4/08/08														
114	Evaluation report	30 days	1/06/09														

# Annex 4 - Project Team Structure

