

# Joint Independent Evaluation

## Timor-Leste Police Development Program

### Final Report

December 2021



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# Acronyms

|          |   |
|----------|---|
| ABF      | Australian Border Force   |
| AES      | Australian Evaluation Society   |
| AFP      | Australian Federal Police   |
| ALFeLa   | Assistência Legal ba Feto no Labarik  |
| AIMR     | Annual Investment Monitoring Report [DFAT]  |
| AQC      | DFAT Aid Quality Check  |
| CG       | Commander-General [PNTL]  |
| CIGI-ICO | Integrated Information Management and Organised Crime Investigation Centre<br>( <i>Centro Integrado de Gestão de Informação e da Investigação Crime Organizado</i> ) [TNCC] |
| COP      | Community of Practice   |
| CPSP     | Community Policing Support Program [MFAT]   |
| CSO      | Civil Society Organisation  |
| C-TLPDP  | Commander TLPDP   |
| DAC      | Development Assistance Committee [OECD]   |
| DCP      | Defence Cooperation Program [Australia]   |
| DFAT     | Department of Foreign Affairs and Trade [Australia]   |
| DTC      | District Training Centre  |
| EOPO     | End of Program Outcome  |
| ERG      | Evaluation Reference Group [JIE-TLPDP]  |
| EU       | European Union  |
| F-FDTL   | Timorese military ( <i>Forças Armadas de Libertação de Timor-Leste</i> )  |
| FM       | Fundasaun Mahein  |
| GBV      | Gender Based Violence   |
| GoA      | Government of Australia   |
| GoTL     | Government of Timor-Leste   |
| GfD      | Governance for Development  |
| GNR      | Republican National Guard ( <i>Guarda Nacional Republicana</i> ) [Portugal]   |
| GWG      | Gender Working Group  |
| HCDF     | Human Capital Development Fund  |
| HR       | Human Resources   |
| ICMC     | Integrated Crisis Management Centre [GoTL]  |
| IMS      | Information Management System   |
| IIMS     | Integrated Information Management System  |
| INDMO    | National Institute for Labour Force Development [GoTL]  |
| IO       | Intermediate Outcome  |
| IWD      | International Women's Day   |
| JFC      | Joint Fusion Cell   |
| JIE      | Joint Independent Evaluation  |
| JSC      | Joint Steering Committee [TLPDP]  |
| JSMP     | Judicial System Monitoring Program  |

|          |   |
|----------|---|
| JSSF     | Justice Sector Support Facility   |
| KEQ      | Key Evaluation Question   |
| KSOT     | Field Operations Supervision Course ( <i>Kursu Supervizaun Operasaun Terenu</i> )             |
| LADV     | Law Against Domestic Violence   |
| LES      | Locally Engaged Staff [TLPDP]   |
| M&E      | Monitoring & Evaluation   |
| MEL      | Monitoring, Evaluation and Learning   |
| MELP     | Monitoring, Evaluation and Learning Plan  |
| MoF      | Ministry of Finance [GoTL]  |
| MoI      | Ministry of Interior [GoTL]   |
| MoJ      | Ministry of Justice [GoTL]  |
| MPR      | Mission Performance Report  |
| MSSI     | Ministry of Solidarity and Social Inclusion   |
| MTR      | Mid Term Review   |
| NAP-1325 | National Action Plan on Women, Peace and Security [GoTL]                                      |
| NAP-GBV  | National Action Plan – Gender Based Violence [GoTL]   |
| NGO      | Non-government Organisation   |
| NOC      | National Operations Centre  |
| NZ MFAT  | New Zealand Ministry of Foreign Affairs and Trade   |
| ODA      | Official Development Assistance   |
| OECD     | Organisation for Economic Co-operation and Development  |
| OPG      | Office of the Prosecutor General  |
| OST      | Operational Safety Training   |
| PAF      | Performance Assessment Framework  |
| PASK     | Community Security and Justice Program ( <i>Programa Apoio Seguransa Komunidade</i> )         |
| PCB      | Project Coordination Board [TLPDP]  |
| PCIC     | Scientific Investigation Police ( <i>Polícia Científica de Investigação Criminal</i> ) [GoTL] |
| PDHJ     | Provedor for Human Rights and Justice ( <i>Provedoria Ba Direitus Umanus No Justisa</i> )     |
| PDP      | Police Development Partnerships   |
| PFM      | Public Financial Management   |
| PHD      | Partnership for Human Development   |
| PNTL     | Polícia Nacional de Timor-Leste   |
| PPE      | Personal Protective Equipment   |
| PSA      | Public Service Announcement   |
| PTC      | Police Training College   |
| R4D      | Roads for Development   |
| RoU      | Record of Understanding   |
| SDG      | Sustainable Development Goals   |
| SIC      | Criminal Investigation Service (PNTL)   |
| SIP      | Police Information Services ( <i>Servisu Informasaun Polísia – PNTL</i> )                     |
| SoE      | State of Emergency  |

|        |  |
|--------|--|
| SSC    | Story of Significant Change  |
| STA    | Short-term Advisor   |
| TAF    | The Asia Foundation  |
| TCoPA  | True Cost of Policing Analysis   |
| TLPDP  | Timor-Leste Police Development Program                                     |
| TNC    | Transnational Crime  |
| TNCC   | Transnational Crime Centre [CIGI-ICO]                                      |
| TSOC   | Transnational and Serious Organised Crime                                  |
| UEP    | Special Police Unit ( <i>Unidade Especial Polisia – PNTL</i> )             |
| UNDP   | United Nations Development Programme                                       |
| UNFPA  | United Nations Population Fund   |
| UNICEF | United Nations Children's Fund   |
| UoF    | Use of Force   |
| UPF    | Border Patrol Unit ( <i>Unidade de Patrulhamento de Fronteiras- PNTL</i> ) |
| UPM    | Maritime Police Unit ( <i>Unidade Polisia Marítima - PNTL</i> )            |
| USAID  | United States Agency for International Development                         |
| VPU    | Vulnerable Persons Unit  |
| VVSG   | VPU Victims Support Group  |
| WoG    | Whole of Government  |

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# 1 Executive Summary

## 1.1 Rezumu Ezekutívu Tetum

Dokumentu ida ne'e maka relatóriu Avaliasaun Independente Konjuntu (JIE) ba Programa Dezenvolvimentu Polísial Timor-Leste (TLPDP) 2018-2022 (Faze IV) nian, ne'ebé halo entre Setembru to'o iha Dezembru 2021. TLPDP hanesan programa kooperasaun bilateral entre Polísia Federál Austrália (AFP) ho Polísia Nasionál Timor-Leste (PNTL), ne'ebé apoiu liu husi akordu entre Governu Timor-Leste (GoTL) ho Governu Austrália (GoA). Faze IV ne'e la'o entre Jullu 2018 to'o iha Juñu 2022, ho apoiu \$22 milloens husi DFAT no \$2.4 milloens husi AFP. TLPDP kontrola husi Komité Diresaun Konjunta (JSC) kompostu husi Departamentu Negósiu Estranjeiru no Komérsiu Austrália nian (DFAT) ho AFP; no Konsellu Koordensaun Programa (PCB) kompostu husi TLPDP ho PNTL. GoA mos fornese apoiu ba PNTL liu husi TLPDP dezde 2004.

Avaliasaun ida ne'e hakarak sukat oinsá ho programa nia atinjimentu ka progresu ba iha Rezultadu Fin de Programa (EOPO); no mos identifika nesesidade no oportunidade dezenvolvimentu nian hodi informa ba programa TLPDP iha futuru no mos ba asisténsia polisiamentu no seguransa iha Timor-Leste. Avaliasaun ne'e iha kriteria xave rua:

- Oinsá ho efikás no efisénsia TLPDP nia kontribuisaun ba atinjimentu ka progresu ba programa nia rezultadu final?
- Oinsá ho relevánsia rezultadu TLPDP nian en termus de aliñamentu estratéjiku ba prioridade Timor-Leste ho Austrália nian.

Avaliasaun ne'e hetan fiskalizaun husi Grupu Referénsia Avaliasaun ho membru lima (5), kompostu husi representante husi AFP, TLPDP, DFAT, GoTL ho PNTL. Ekipa avaliasaun lokalizadu iha Austrália no Timor-Leste tanba limitasaun pandemia COVID-19. Hafoin ideia inisiu no planeamentu komesa, ekipa hala'o konsultasaun no rekolla dadus liu husi entrevista, peskiza dokumental (desk research) nian, no survei. Depois, ekipa analiza dadus ne'e; e apresenta rezumu rezultadu inisiál no ezbosu relatóriu avaliasaun. Relatóriu avaliasaun ida ne'e tarjeta ba Komandu Internasionál AFP nian no DFAT nia Gabinete Pasífiku. Jestor AFP sei hakerek resposta ba relatóriu, ho kontribuisaun husi Komité Diresaun Konjunta TLPDP nian.

TLPDP nia objetivu mak suporta PNTL atu fornese servisu polisiamentu ho skill no profesionálizmu ne'ebé aas, iha ne'ebé bele responde ho efikás ba nesesidade comunidade nian; no kontribui ba Timor-Leste ida ne'ebé estável no seguru. EOPO tolu (3) kontribui ba objetivu ida ne'e:

1. PNTL nia governasaun, sistema auto-mellora no lideransa organizaun nian sai kompetente, lejítimu no responsável;
2. PNTL fornese servisu polisiamentu operasionál ne'ebé efétivu liu husi kapasidade ne'ebé forte liu tan; no
3. Ligasaun no kolaborasaun ho comunidade sai diak liu tan hodi fasilita fornese servisu polisiamentu ne'ebé responsívu.

Rezultadu husi avaliasaun: Tantu TLPDP no PNTL hetan impaktu boot husi COVID-19, inundasaun Paskua 2021, no Estadu Emerjénsia (EE) dezde Marsu 2020. Durante periodu ne'e TLPDP nia orsamentu koa ho montante \$0.75 millaun tanba osan ne'e aloka ba DFAT nia resposta ba COVID-19. Maibé, ema barak rekoñese TLPDP nia flexibilidade atu bele adapta ba mudansa iha kontextu lokál liu husi apoiu ne'ebé lalais, responsívu no práttiku. Nune'e, PNTL bele adapta ba prioridade servisu nian no mos buka meius hodi kria ambiente servisu ne'ebé seguru liu tan. Ida ne'e kontribui ba rezultadu servisu ne'ebé pozitívu tebes, inklui haforsa comunidade sira nia koñesimentu no konfiánsa, haforsa kontrola iha area fronteira, sustenta saúde organizaun no operasaun PNTL nian, inter-operabilidade ne'ebé diak liu, kooperasaun entre ajénsia oi-oin, no relasaun ho PNTL ne'ebé forte tebes. Ema barak liu konsidera TLPDP ho PNTL hanesan parseria, ne'ebé hatudu husi TLPDP nia istóra naruk iha Timor-Leste, PCB konjunta entre TLPDP ho PNTL, TLPDP nia kapasidade atu adapta ba prioridade PNTL nian, no prezensa TLPDP ne'ebé kontinua durante situasaun pandemia nian. Evidénsia barak hatudu katak TLPDP haforsa direktamente PNTL nia kapasidade atu bele fornese servisu liña frente liu husi TLPDP nia apoiu COVID-19 ba PNTL; no mos apoiu ba Komandu Munisípiu Dili, ne'ebé ajuda PNTL utiliza nia rekursu atuál ho diak. Iha mos evidénsia hatudu katak apoiu ba Komandu Jerál (KG) no KG Segundu mellora PNTL nia kapasidade atu fornese servisu liña frente nian. TLPDP nia apoiu ba Sentru Operasoens Nasionál (NOC) fasilita audit ba PNTL nia aset komunikasaun nian no mos hala'o workshop balun hodi haforsa sistema komunikasaun no operasaun sira. TLPDP mos suporta PNTL hodi halo proposta ba Fundu Dezenvolvimentu Kapítal Humanu (FDKH), atu halo programa treinamentu ne'ebé Centru Formasaun Polisiál (CFP) mak sei lidera, atu nune'e redús CFP nia dependénsia ba doador.

Maske TLPDP suporta funsionamentu PNTL nia Sistema Jestaun Informasaun (IMS), sistema rasik iha risku fallansu boot, signifika prezisa avaliasaun atu komprende opsaun saida mak iha ba futuru no oinsá bele suporta baze dadús foun ba PNTL. Iha mos problema operasionál oi-oin ne'ebé prevene IMS atu hadi'ak nia jestaun kazu no prosesu foti desizaun. Uluk inisiativa ida koko atu implementa sistema IMS ida ba setór justisa tomak, maibé inisiativa ne'e falla, no desizaun na'in sira tenke aprende husi fallansu ida ne'e bainhira sira konsidera atu kria sistema inter-ajénsia ruma iha futuru.

TLPDP konsege hasa'e númeru fetu iha PNTL ne'ebé simu treinamentu, no mos kontribui ba jéneru "mainstreaming" no hasa'e númeru fetu ne'ebé koloka iha misaun TLPDP no staff fetu lokál sira. Iha evidénsia ne'ebé hatudu TLPDP nia kontribuisaun ba inkluziun ema ho defisénsia, maske ida ne'e la tama iha dezeńu Misaun nian. TLPDP nia servisu liga ho igualdade jéneru aliña ho Estratéjia Jéneru PNTL nian, no inklui programa ba Treinamentu Lideransa Fetu no apoiu ba PNTL atu estabesele Working Group ba Jéneru. Atividade sira ne'e nafatin iha faze inísiu, no programa sira la'o tarde tanba razaun oi-oin, tanba ne'e susar atu sukat rezultadu konkretu husi Treinamentu Lideransa Fetu no Estratéjia Jéneru. Ema barak konsidera TLPDP hanesan parseiru ne'ebé hatudu komitmentu boot ba apoiu Unidade Ema Vulnerável (VPU) iha Timor-Leste laran tomak. Iha mos evidénsia hatudu katak kursu kona-ba Abuzu Seksual no Abuzu kontra Labarik konsege duni hasa'e koñesimentu investigadór sira husi VPU. Iha evidénsia hatudu katak iha possibilidade Kampania Média kontra Violénsia Doméstika konsege duni hasa'e númeru reportajen kazu violénsia doméstika sira. Iha oportunidade ba TLPDP atu servisu besik liu ho Organizasaun Sosedade Sivil (CSO) sira hodi kombina servisu prevensaun ho resposta, hadiak koordensaun ba mekanizmu stakeholder sira, no inkorpora prinsípiu "la bele halo aat ema seluk" no konfidensialidade iha programa treinamentu sira. Bele mos kolabora ho programa asisténsia seluk hodi prevene dupla servisu no haforsa servisu TLPDP nian hodi atinje rezultadu igualdade jéneru ho inkluziun sosiál.

Tanba razaun ne'ebé kompleksu no inter-ligadu, susar ba TLPDP atu hatudu progresu ba Rezultadu Intermediáriu (IO) sira hanesan deskreve iha dezeńu TLPDP 2018-2022. Razaun ne'e inklui atividade sira ne'ebé tama iha dezeńu TLPDP la aliña ho envelope fundus, misaun nia staf durante periodu implementasaun la atinje númeru ne'ebé akordadu, no programa barak la'o tarde tanba COVID-19, EE ne'ebé renova dala barak, no inundasaun Paskua 2021. Razaun seluk ne'ebé fo dezvantajen ba TLPDP mak: asesór M&E la iha, Planu provizóriu ba Monitorizasaun, Avaliasaun no Aprendizajen (MELP) introdús tarde, no oportunidade atu reeve fila fali IO sira lakon. Rekursu ba kapasidade M&E kontinua nuudar prioridade urjente. Tanba MELP ne'ebé funsiona seidauk iha, entaun sedu liu atu bele hatene to'o iha ne'ebé mak TLPDP konsege haforsa PNTL nia kapasidade organizasional atu halo planu no jere rekursu ne'ebé iha. Evidénsia kuaze la iha kona-ba haforsa kapasidade PNTL hodi fornese treinamentu jerál ka spesialisista iha kada munisípiu, ka oinsá apoiu ba NOC PNTL nian impaktu ba PNTL nia kapasidade atu detekta, responde no investiga krime. Sedu liu atu bele hatene se apoiu ba laboratóriu forensik PNTL nian ka edifísiu TNCC sei haforsa PNTL nia kapasidade atu detekta, responde no investiga krime. Seidauk iha evidénsia hatudu kona-ba konteudu ka rezultadu husi Programa Vijilánsia ba SIC no SIP, ka apoiu ba SIC PNTL. Seidauk iha evidénsia kona-ba rezultadu Treinamentu Poder Polísial Komandu Distritu nian.

TLPDP nia EOPO aliñadu ho prioridade GoTL/PNTL hanesan deskreve iha Konsituisaun RDTL, Planu Estratéjiku Dezenvolvimentu Nasionál 2011-2030, Programa Governu Konstituisional VIII, Planu Asaun Nasionál ba Violénsia Bazeia ba Jéneru (NAP-GBV), Planu Asaun Nasionál ba Fetu, Páz ho Seguransa (NAP 1325), Lei Organika PNTL (Dekretu-Lei Nú. 9/2009), Estratéjia Jéneru PNTL, GoTL nia komitmentu ba konvensaun internasionál oi-oin no Objétivu Dezenvolvimentu Sustentável (SDG) relevante sira (SDG 5, SDG 16 no SDG 17). Atu haforsa liu tan filosofia polisiamentu komunitáriu iha instituisaun PNTL sai hanesan prioridade ba TLPDP ho PNTL, maibé ida ne'e prezisa tan komitmentu, planu no rekursu hodi bele implementa. EOPO TLPDP nian mos aliñadu ho White Paper Política Esterna Austrália nian husi 2017, Austrália nia komitmentu ba konvensaun internasionál no SDG relevante sira, GoA nia prioridade atu promove estabilidade iha Timor-Leste, no foin lalais GoA nia polítika dezenvolvimentu "Partnerships for Recovery" (Parseria ba Rekuperasaun) – Austrália nia Resposta Dezenvolvimentu COVID-19. EOPO TLPDP aliñadu mos ho AFP nia Estratéjia Jéneru Komandu Internasionál 2018-2024. TLPDP kontinua ho papél rua – ida hanesan parseiru dezenvolvimentu no ida fali hanesan parseira aplikasaun lei. Iha futuru sei iha oportunidade atu separa papél rua ne'e, atu nune klarifika entre DFAT no AFP kona-ba area saida iha programa bele/la bele konsidera nuudar ODA (asisténsia dezenvolvimentu estranjeiru) iha relatóriu sira.

Durasaun naruk programa TLPDP nian no relasaun diak entre PNTL ho TLPDP signifika katak TLPDP agora iha pozisaun diak atu haforsa benefísiu husi investimentu ne'ebé sira halo to'o agora. Maibé, sustentabilidade rezultadu limitadu tanba falta rekursu iha PNTL, possibilidade programa bele sai nakonu liu ho konteudu bar-barak, no kapasidade ne'ebé sei dezenvolve hela. Bele haforsa nia sustentabilidade liu husi apoiu ne'ebé bele assiste PNTL atu bele komprende no utiliza sistema no mekanizmu koordensaun GoTL no PNTL nian. Asisténsia ne'e bele inklui kria sistema ne'ebé koordena, prioritiza no reeve pedidu atu fó sasán/ekipamentus ho gratuita, no asegura akordu kona-ba oinsá ho utilizasaun no manutensaun aset sira. Karik TLPDP bele ajuda kria mekanizmu koordensaun ba doadór sira hotu, ida ne'e bele rezolve problema ne'ebé mosu bainhira PNTL husu ba doadór oi-oin atu fornese buat ida ne'ebé hanesan. Bele mos haforsa sustentabilidade liu husi halo avaliasaun ba inisiativa TLPDP nian nuudar parte programa M&E regular, atu nune informa ba prioridade sira iha futuru; no asegura katak TLPDP sempre komunika lisaun sira entre ekipa TLPDP no mos ba PNTL rasik.

TLPDP utiliza nia rekursu ho efisiente liu tan; no bele haree katak haforsa mekanizmu ba governasaun no reportajen konsege duni halo prosesu avaliasaun efisénsia sai fasil uituan kompara ho uluk. TLPDP mos konsege sai responsívu liu tan ba COVID sein uza rekursu adisionál. Maibé, TLPDP kontinua hanesan programa ne'ebé karun liu kompara ho investimentu seluk husi GoA, maske kooperasaun entre polísia ho polísia lori benefísiu barak. Iha oportunidade oi-oin atu hadiak efisénsia ne'ebé bele haree ba oinsá atu asegura katak asesór sira nia skil liga duni ho sira nia papél servisu, planu servisu ne'ebé klaru ba asesór sira hotu, koloka ekipa ne'ebé kompostu husi membru polísia hamutuk ho kontrator/staf sivil, esforsa liu tan atu utiliza staf profesionál ne'ebé ligadu iha area lokál sira, haforsa koordensaun ho doadór sira, no utiliza sistema MEL atu halo desizaun ne'ebé bazeia ba evidénsia.

Iha mos melloramentu iha kolaborasaun entre programa TLPDP ho programa assisténsia dezvoltimentu sira seluk iha Timor-Leste, hanesan DFAT, Programa Kooperasaun Defeza, Forsa Fronteira no Asuntus Internus Austrália nian, UNWOMEN no Programa Spotlight ne'ebé apoiu husi Uniaun Europeia. Iha mos espasu ba kooperasaun ne'ebé forte liu tan ho programa seluk iha Programa Assisténsia Austrália iha Timor-Leste, no mos ho programa doador seluk ne'ebé foka ba area ho interese komún.

PNTL sei kontinua preziza TLPDP nia assisténsia ba oin. PNTL rasik iha neseseidade dezvoltimentu kritiku barak, iha kontextu orsamentu ne'ebé menus no nasaun ida ne'ebé besik krize finansiera, no mos possibilidade ba eventu klimátiku extremu no número joven ne'ebé kontinua sa'e makas. TLPDP nia apoiu ba PNTL sei kritiku ba eleisaun sira iha 2022 no 2023. Ba oin, TLPDP bele dezeńha estratéjia ida ne'ebé liga hamutuk aspeitu sira hotu no evita uza rekursu barak liu. Saida mak TLPDP no assisténsia polisiál bele atinje iha futuru depende ba fundus ne'ebé disponível, maibé agora dadaun ida ne'e seidak klaru.



**Rekomendasaun 1:** Urjente ba AFP atu fornese apoiu STA M&E iha faze TLPDP ida ne'e. Faze TLPDP tuir mai la bele la'o ba oin sein apoiu ba asesór M&E ne'ebé signifikatívu.



**Rekomendasaun 2:** Iha faze tuir mai TLPDP tenke redús número atividade bazeia ba fundus ne'ebé mak iha. Diak liu hamenus prioridade ba infraestrutúra.



**Rekomendasaun 3:** DFAT ho TLPDP, hamutuk ho GoTL ho PNTL, tenke klarifika lalais objetivu no planu ba TNCC fora de konstrusaun no ekipamentus, no ajénsia saida mak sei envolve iha TNCC. Tenke asegura katak TNCC la hadau rekursu husi GoTL nia prioridade doméstika.



**Rekomendasaun 4:** Urjente tebes ba TLPDP atu suporta PNTL hodi kria lista kona-ba saida mak nia preziza lolos hodi harii Sistema Jestaun Informasaun ne'ebé apropriadu. .



**Rekomendasaun 5:** JSC tenke asegura katak programa nia despeza iha faze tuir mai liga klaru ho programa nia lójiku, ho pontu agenda espesífiku iha enkontru JSC ne'ebé dedika ba asegura kompreensaun mutuál kona-ba despeza saida mak ODA no la'ós-ODA.



**Rekomendasaun 6:** TLPDP tenke estabese fila fali sistema ida hodi koordena, prioriza no revee pedidu atu fó sasán/ekipamentu ho gratuita, no bainhira fó buat ruma tenke halo analiza ba neseseidade ne'ebé kompreensívu, akordu kona-ba uza no manutensaun sasán no infraestrutúra iha futuru, no garantia katak tranferénsia finansiera ka asset sei rejistu tuir rekeztus PNTL, Mol no MoF nian.



**Rekomendasaun 7:** AFP ho TLPDP tenke konsidera efisénsia saida mak bele atinje iha faze tuir mai liu husi asegura katak asesór sira nia skill liga ho sira nia papél servisu, planu servisu ne'ebé ba klaru ba asesór sira hotu, koloka ekipa ne'ebé kompostu husi membru polisiá hamutuk ho kontrator/staf sivil, esforsa liu tan atu uza staf profesionál ne'ebé ligadu ba area lokál sira, haforsa koordensaun ho doador sira, no utiliza sistema MEL atu halo desizaun ne'ebé bazeia ba evidénsia.



**Rekomendasaun 8:** AFP no TLPDP tenke asegura katak asesór sira aprende lian Tetun antes no durante sira nia servisu. Kustu ba rekeztu ida ne'e tenke inkorpora iha envelope orsamentál.



**Rekomendasaun 9:** Iha inísiu faze tuir mai, TLPDP tenke dezvoltolve estratéjia longu-prazu ne'ebé inkorpora fokus ba dezvoltolve PNTL nia kapasidade atu responde ba risku sira hanesan krize fiskál/orsamentál, possibilidade boot ba eventu klimátiku extremu, no número joven ne'ebé sa'e makas.



**Rekomendasaun 10:** AFP ho TLPDP tenke halo orsamentu no implementa análise neseseidade PNTL nian / "True Cost of Policing Analysis".



**Rekomendasaun 11:** TLPDP bele haforsa PNTL nia kontribuisaun ba Assisténsia Umanitária no Preparasaun Dezastre hanesan parte resposta koordinadu husi Governu Tomak (GoA ho GoTL).



**Rekomendasaun 12:** Iha faze tuir mai TLPDP tenke fokus ba hametin Polisiamentu Komunitáriu iha instituisaun PNTL, tuir prioridade GoTL ho PNTL; no mos suporta PNTL hodi utiliza nia rekursu ho sustentável. Ida ne'e tenke inklui 1. Apoiu ba kursu ba membru foun (se posível); ka fokus liu tan ba treinamentu UoF bazeia iha prinsípiu direitu umanu; 2. Servisu igualdade jéneru no VPU; 3. Apoiu ba servisu korporativus no abilitadores ho flexibilidade atu apoiu hadiak IMS, prosesu orsamentu no aprovizionamentu PNTL nian, rekursu umanu, desentralizasaun no/ka treinamentu lideransa.



**Rekomendasaun 13:** TLPDP tenke dezvoltolve liu tan nia ligasaun no koordensaun ho parte programa Assisténsia Australiana sira seluk



**Rekomendasaun 14:** TLPDP tenke suporta mekanizmu koordensaun doador ne'ebé PNTL mak lidera, atu nunee mellora PNTL no doador sira nia efikás no efisénsia.



**Rekomendasaun 15:** TLPDP tenke kontinua foka ba jéneru no inkluzsaun sosiál, inklui haforsa ligasaun no koordensaun ho parseiru dezvoltimentu sira seluk no ajénsia Timorens ne'ebé servisu iha area ne'e.



## 1.2 English Executive Summary

This is the report of the Joint Independent Evaluation (JIE) of the Timor-Leste Police Development Program (TLPDP) 2018-2022 (Phase IV) carried out September-December 2021. TLPDP is a bilateral development cooperation program between the Australian Federal Police (AFP) and the Polícia Nacional Timor-Leste (PNTL), supported through agreements between the Government of Timor-Leste (GoTL) and the Government of Australia (GoA). Phase IV runs from July 2018-June 2022, with \$A22 million from DFAT and \$A2.4 million from the AFP. TLPDP is governed by a Joint Steering Committee (JSC) comprising the Department of Foreign Affairs and Trade (DFAT) and AFP; and a Program Coordination Board (PCB) comprising TLPDP and PNTL. The GoA has provided support to PNTL through the TLPDP since 2004.

The evaluation seeks to assess the extent of program achievement of, and/or progress toward, End of Program Outcomes (EOPO); and identify any ongoing development cooperation needs and opportunities to inform subsequent TLPDP and policing and security assistance in Timor-Leste. There are two key evaluation criteria:

- How effectively and efficiently has TLPDP contributed to the achievement of, and/or progress toward, end of program outcomes? and
- How relevant are TLPDP's outcomes in terms of strategic alignment with both Timorese and Australian priorities?

The evaluation was overseen by a five-member Evaluation Reference Group comprising representatives of AFP, TLPDP, DFAT, GoTL and PNTL. The evaluation team was located in both Australia and Timor-Leste, due to the constraints of the ongoing COVID-19 pandemic. Following inception and planning, consultations and data gathering occurred through interviews, desktop research, and survey administration. This was followed by analysis; and presentation of an initial findings' summary and draft evaluation report. The primary intended audience of the evaluation report is the AFP International Command and DFAT Office of the Pacific. AFP will draft a management response to the evaluation report, for input from the JSC.

TLPDP aims to support PNTL to deliver skilled and professional policing services, which respond effectively to community needs; and contribute to a stable and secure Timor-Leste. Three EOPO contribute to the goal:

1. PNTL's governance, self-improvement systems and organisational leadership are capable, legitimate, and accountable;
2. Effective operational policing services are delivered through enhanced capability and capacity; and
3. Improved community engagement and collaborations enable the delivery of responsive policing services.

**Findings:** Both TLPDP and PNTL have been by COVID-19, the Easter 2021 floods,<sup>1</sup> and the States of Emergency (SoE) since March 2020. TLPDP was required to manage a \$A0.75m flexibility withholding as part of DFAT's response to COVID-19. However, TLPDP is widely recognised for rapidly and flexibly dealing with these contextual changes through its timely, responsive, and practical support to PNTL to adapt work priorities and resource improved safety, resulting in positive and highly significant outcomes including increased community awareness and confidence, strengthened border controls, sustained PNTL organisational health and operations, improved interoperability, multi-agency cooperation, and a very good relationship with PNTL. TLPDP and PNTL are increasingly perceived as a partnership, underwritten by TLPDP's long history in Timor-Leste, the joint PCB, TLPDP responsiveness to PNTL's priorities, and TLPDP's continued presence during the pandemic. There is good evidence that TLPDP has directly enhanced PNTL capacity to deliver frontline services through its COVID-19 support to PNTL; and the support to Dili District Command, which also improved use of available resources. There is some evidence that support to the Commander-General (CG) and 2nd CG has enhanced PNTL capacity to deliver frontline services. TLPDP support to the PNTL National Operations Centre (NOC) facilitated an audit of all PNTL communications assets and a series of workshops designed to improve existing communications and operations systems. TLPDP has supported PNTL to bid for Human Capital Development Fund (HCDF) support, successfully reducing its reliance on donor funding.

While TLPDP has supported keeping PNTL's Information Management System (IMS) functioning the high risk of system failure requires timely assessment of future options and feasibility of supporting a new PNTL database. There are also a range of operational issues which prevent IMS better supporting case management and decision making. A previous unsuccessful attempt to implement a justice sector wide IMS system should be borne in mind if any cross-agency system is being contemplated.

TLPDP has contributed to improvements in the proportion of women receiving training in PNTL, some mainstreaming of gender, and some improvements in the number of women deployed to the TLPDP mission and locally engaged women staff. There is some good evidence of contribution to improved disability inclusion, although this was not included in the

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<sup>1</sup> A State of Calamity was declared in Dili Municipality in response to Cyclone Seroja and the ensuing floods and this was in place until 4 August 2021. It resulted in 15,876 people having to live in temporary evacuation shelters

Mission design. TLPDP's gender equality work aligns with the PNTL Gender Strategy and has included Women's Leadership Training and support for establishing a PNTL Gender Working Group. These activities are in their initial stages and unavoidable delays means it is difficult to demonstrate outcomes from the Women's Leadership Training and the Gender Strategy. TLPDP is seen as a committed partner for the Vulnerable Persons Unit (VPU) of PNTL across Timor-Leste. There is evidence that Sexual Assault and Child Abuse Courses have increased knowledge of VPU investigators. There is some evidence that the Domestic Violence Media Campaign may have increased reporting of domestic violence. There are opportunities for working more closely with Civil Society Organisations (CSO) to combine prevention and response work, better coordination of stakeholder mechanisms, and incorporation of 'do no harm' principles and confidentiality into training. A stronger focus on working with other development assistance programs could avoid duplication and strengthen TLPDP's work in achieving gender equality and social inclusion outcomes.

For a complex range of interconnected reasons, TLPDP has had difficulty demonstrating progress towards the program's eight Intermediate Outcomes (IO) as outlined in the TLPDP design 2018-2022. These reasons include that the scope of activities in the TLPDP design did not match the funding envelope, mission staffing was below the agreed complement for much of the implementation period, and significant delays due to COVID-19, the enduring SoEs, and the Easter 2021 floods. The lack of an M&E advisor, late introduction of an interim Monitoring, Evaluation and Learning Plan (MELP), and missed opportunities to revisit IOs put TLPDP at a disadvantage. Resourcing of M&E capacity within TLPDP remains an urgent priority. In the absence of a functioning MELP, it is too early to say to what extent TLPDP has strengthened PNTL's organisational capacity to plan and manage available resources. There is little available evidence of strengthened PNTL capacity to deliver general and specialist training in all districts, or whether support to the PNTL NOC resulted in any increased capacity to detect, respond to, and investigate crimes. It is too soon to say whether the PNTL forensics laboratory or the Transnational Crime Centre (TNCC) building and fit out will increase PNTL's capacity to detect, respond to, and investigate crimes. There is no available evidence on the content or outcomes of the completed Surveillance Program for the Criminal Investigations Service (SIC) and Police Information Services (SIP), or the Support to PNTL SIC. There is no available evidence on the outcomes of the District Commanders Police Powers Training.

TLPDP's EOPOs align with GoTL/PNTL priorities as outlined in the Constitution, the Strategic Development Plan 2011-2030, the VIII Constitutional Government Program, the National Action Plan on Gender Based Violence (NAP-GBV), the National Action Plan on Women, Peace and Security (NAP 1325), PNTL's Organic Law (Decree Law No. 9/2009), the PNTL Gender Strategy, GoTL's commitment to a number of international conventions and the relevant Sustainable Development Goals (SDG 5, SDG 16 and SDG17). The further institutionalisation of a community policing approach within PNTL is an agreed priority for both TLPDP and PNTL; but will require further commitment, planning, and resources to implement. TLPDP EOPOs also broadly align with Australia's 2017 Foreign Policy White Paper, Australia's commitment to a number of international conventions and the relevant SDGs, the GoA priority to promote stability in Timor-Leste, and more recently the GoA development policy Partnerships for Recovery — Australia's COVID-19 Development Response. It also aligns with AFP's International Command Gender Strategy 2018–2024. TLPDP continues to play a dual role as development partner and a law enforcement partner. In future there is the opportunity to differentiate these roles and establish clarity between DFAT and AFP on which areas of the program can/cannot be reported as Overseas Development Assistance (ODA).

The longevity of the TLPDP program, coupled with the good relationship with PNTL, means it is well placed to consolidate past investment gains. However, sustainability of outcomes from TLPDP activities are constrained by PNTL resourcing shortfalls, potential for saturation, and developing capacity. Improved sustainability could be achieved by supporting PNTL to further understand and use existing GoTL and PNTL systems and coordination mechanisms, including through putting in place systems to coordinate, prioritise and review gifting requests, and ensuring agreement on the future use of and maintenance of assets. Development of a donor coordination mechanism across all donors would address the phenomena of PNTL asking multiple donors for the same thing. Improved sustainability can also be supported by carrying out post-completion reviews of TLPDP initiatives as part of regular monitoring and evaluation (M&E) to inform future priorities; and ensure that the learnings are communicated within the TLPDP team and to PNTL. TLPDP has increasingly made more efficient use of resources, and improvements in governance arrangements and reporting have made determining its efficiency somewhat easier. It has delivered significantly in its pivot to being COVID responsive without additional resources. However, TLPDP remains a more expensive program to run than other comparable GoA investments, notwithstanding the clear benefits of police-to-police connection. A range of opportunities for increased efficiencies could include developing a clear and targeted strategy, limiting the amount of activities they deliver to strengthen their impact, a greater focus on ensuring that advisors have skills matched to their responsibilities, clear workplans for all advisors, deploying a mix of police officers and contractors/civilian staff, an increasing focus on using professional locally engaged staff in some roles, improved donor coordination, and utilising the MEL system for evidence-based decision making.

There have been good advances in collaboration between the TLPDP program and other development assistance programs in Timor-Leste, including DFAT, the Defence Cooperation Program (DCP), Australian Border Force (ABF) and Home Affairs, UNWOMEN and the European Union (EU)-funded Spotlight program. There remains substantial room for

enhanced cooperation with other programs within the broader Australian Aid Program in Timor-Leste, and with some other donor-funded programs focused on areas of common interest.

TLPDP assistance will be required for PNTL for the foreseeable future. PNTL has an extensive range of critical development requirements in the context of a falling budget in a country approaching a fiscal cliff, with an increased likelihood of extreme weather events, and a growing youth bulge. TLPDP support to PNTL will continue to be critical for the 2022 and 2023 elections. Moving forward, TLPDP could design an overall development strategy that links together disparate elements and avoids overstretch. What can be achieved with subsequent TLPDP and policing assistance is highly dependent on the available funds which at this stage is not known.



**Recommendation 1:** The AFP, as a matter of urgency, should deploy (Short-term Adviser) STA M&E support to this phase of TLPDP. The next phase of TLPDP should not proceed without substantial M&E advisor support.



**Recommendation 2:** In the next phase TLPDP should undertake a more limited range of activities, commensurate with the funding available. A reduced emphasis on infrastructure would be appropriate.



**Recommendation 3:** DFAT and TLPDP, in conjunction with GoTL and PNTL, should urgently clarify the purpose and plan for the TNCC beyond construction and fit out, and which agencies are to be involved. It should ensure that the TNCC is not drawing resources away from GoTL domestic concerns.



**Recommendation 4:** TLPDP should support PNTL to scope the requirements for a fit-for-purpose Information Management System as a matter of urgency.



**Recommendation 5:** The JSC should ensure that program expenditure in the next phase is clearly linked to the program logic, with a specific agenda point at JSC meetings dedicated to ensuring a mutual understanding of what expenditure is ODA and non-ODA.



**Recommendation 6:** TLPDP should re-establish systems to coordinate, prioritise and review gifting requests, with any gifting of assets preceded by comprehensive needs analysis, agreement on the future use of and maintenance of assets and infrastructure, and assurance that financial transfers and assets are being registered in accordance with PNTL, Ministry of Interior (MoI) and Ministry of Finance (MoF) requirements.



**Recommendation 7:** AFP and TLPDP should consider the efficiencies that can be achieved in the next phase by ensuring that advisors have skills matched to their responsibilities, clear workplans for all advisors, deploying a mix of police officers and contractors/civilian staff, an increasing focus on using professional locally engaged staff in some roles, improved donor coordination, and utilising the Monitoring Evaluation and Learning (MEL) system for evidence-based decision making.



**Recommendation 8:** AFP and TLPDP should ensure advisors develop Tetum language skills prior to and during deployment. This requirement comes at a program cost that should be factored into the budget envelope.



**Recommendation 9:** TLPDP should develop a long-term strategy early in the next phase that includes a focus on developing PNTL's capacity to respond to emerging risks including, but not limited to, the approaching fiscal and budgetary crisis, an increased likelihood of extreme weather events, and a growing youth bulge.



**Recommendation 10:** AFP and TLPDP should budget for and implement a PNTL needs analysis/True Cost of Policing Analysis (TCOPA).



**Recommendation 11:** TLPDP could strengthen PNTL's contribution to Humanitarian Assistance and Disaster Preparedness as part of a Whole of Government (GoA and GoTL) coordinated response.



**Recommendation 12:** In the next phase TLPDP should focus on institutionalising Community Policing in accordance with GoTL and PNTL priorities; and support the PNTL to use its limited resources more sustainably. This should include 1. support for a new recruit course (if possible); or in the alternative a greater focus on human rights based UoF training; 2. gender equality and VPU work; and 3. support for PNTL corporate and enabling services with flexibility to support one or more of IMS overhaul, PNTL budget and procurement processes, human resources, decentralisation and/or leadership training.



**Recommendation 13:** TLPDP should further develop its engagement and coordination with other parts of the Australian Aid program



**Recommendation 14:** TLPDP should support a PNTL-led donor coordination mechanism to improve both PNTL and donor effectiveness and efficiencies.



**Recommendation 15:** TLPDP should continue its focus on gender and social inclusion including strengthened engagement and coordination with other development partners and Timorese agencies working in this area.

## 2 About the evaluation

### 2.1 Purpose and Scope

The Department of Foreign Affairs and Trade (DFAT) and the Australian Federal Police (AFP) commissioned a Joint Independent Evaluation (JIE) of the Timor-Leste Police Development Program (TLPDP) 2018-2022 to commence in September 2021, undertaken by independent consultants from Tetra Tech International Development, and representatives from each of the AFP, DFAT and the Polícia Nacional de Timor-Leste (PNTL). The primary purpose of this independent evaluation was to:

- Assess the extent of program achievement of, and/or progress toward, End of Program Outcomes (EOPO), and
- Identify any ongoing development cooperation needs and opportunities to inform subsequent TLPDP and policing and security assistance in Timor-Leste.

The evaluation was a collaborative process between the PNTL, Government of Timor-Leste (GoTL), Government of Australia (GoA) and AFP (including TLPDP). The primary intended audience of the evaluation report is the AFP International Command and DFAT Office of the Pacific, however all stakeholder needs are considered and factored into the process. AFP will draft a management response to the evaluation report, for input from the TLPDP Joint Steering Committee (JSC). While the ToR for the JIE-TLPDP anticipates that both the final report and management response will be published when completed, this will need to be confirmed.

The evaluation covers the current phase of TLPDP from 2018-present. It provides an opportunity for AFP to engage with internal and external stakeholders in understanding the significance of the program and its activities, to contribute to findings, build stronger relationships and to engage in implementing recommendations. This is especially relevant to ensure effective, trusted relationships and adaptive management are key to successful responses to changing circumstances and unlocking investment potential.

There are two key evaluation criteria:

1. How effectively and efficiently has TLPDP contributed to the achievement of, and/or progress toward, end of program outcomes?
2. How relevant are TLPDP's outcomes in terms of strategic alignment with both Timorese and Australian priorities?

### 2.2 Key Evaluation Questions (KEQ)

The KEQ were informed by the TLPDP 2018-2022 Design Document program and aid criteria results frameworks, the Organisation for Economic Co-operation and Development-Development Assistance Committee (OECD-DAC) criteria and DFAT Monitoring and Evaluation Standards. This evaluation plan identifies appropriate sub-questions to provide collated evidence against the KEQ, as shown in Table 1.

**Table 1: Evaluation criteria, KEQ and sub-questions**

| Evaluation criteria  | Key evaluation questions   | Sub-questions   |
|--|--|---|
| <b>How effectively and efficiently has TLPDP contributed to the achievement of, and/or progress toward, end of program outcomes?</b> | Have the intended outcomes or results been achieved in each core component? What evidence supports these findings? | <ul style="list-style-type: none"><li>• To what extent were intended intermediate and end of program outcomes achieved? Have there been unexpected outcomes?</li><li>• Were the core components consistent with the program's logic and intended outcomes?</li><li>• Are the outcomes achieved sustainable? Have they consolidated past investment gains?</li><li>• How has the program dealt with contextual change, particularly in relation to COVID-19?</li></ul> |
|  | Does the TLPDP model make efficient use of resources? Is it adaptive and responsive to police                      | <ul style="list-style-type: none"><li>• Were the funding and timeframe sufficient to achieve the program outcomes?</li><li>• Does the TLPDP model make efficient use of resources?</li></ul>  |

| Evaluation criteria  | Key evaluation questions  | Sub-questions   |
|--|---|---|
|  | development needs of PNTL?  | <ul style="list-style-type: none"> <li>• Is it adaptive and responsive to police development needs of PNTL?</li> <li>• Has the program addressed the recommendations from the Mid-Term Review?</li> <li>• Have MEL systems supported program implementation?</li> </ul>   |
| <b>How relevant are TLPDP's outcomes in terms of strategic alignment with both Timorese and Australian priorities?</b> | How have TLPDP outcomes delivered on GoTL, Australian Government and PNTL priorities?   | <ul style="list-style-type: none"> <li>• How have TLPDP outcomes delivered on GoTL and PNTL priorities?</li> <li>• How have TLPDP outcomes delivered on Australian priorities?</li> <li>• How well has the Partnership and joint program management approach worked?</li> <li>• What are the most critical ongoing development cooperation needs and opportunities to inform subsequent TLPDP and policing assistance in Timor-Leste?</li> </ul>  |
|  | How have TLPDP interacted and/or collaborated with other development assistance programs, and what are the effects of these interactions? | <ul style="list-style-type: none"> <li>• How and to what extent has the TLPDP interacted or collaborated with other development assistance programs in Timor-Leste?</li> <li>• What have been the effects of interactions with other development assistance programs?</li> </ul>  |
|  | Has TLPDP's support contributed to improvements on gender equality and social inclusion? What evidence supports these findings?           | <ul style="list-style-type: none"> <li>• Has TLPDP's support contributed to improvements on gender equality and social inclusion? If so, how?</li> <li>• How effectively has TLPDP interacted or collaborated with other development assistance programs and organisations working on gender equity and social inclusion in Timor-Leste?</li> <li>• To what extent do TLPDP's gender equality and social inclusion initiatives follow recognised best practice including "Do No Harm" principles?</li> <li>• What could promote stronger gender and social inclusion outcomes in the future?</li> </ul> |

### 2.3 Approach and methodology

The evaluation represents a collaboration between the TLPDP, PNTL, AFP and the Evaluation Reference Group (ERG). It focused on the assessment of the extent of program achievement of and/or progress towards EOPOs and intermediate outcomes (IO); and identifying any ongoing development cooperation needs and opportunities to inform subsequent TLPDP and policing assistance in Timor-Leste.

The evaluation team delivered a phased evaluation approach comprising inception and planning. It then conducted consultations and data gathering through interviews with Australian and Timorese stakeholders, desktop research, survey administration, analysis of surveys and interviews, and the development and delivering of an initial findings' summary. While there was an initial preference for this work to be done in person, an alternative plan for remote interviewing and surveying, divided between Australian-based and in-country researchers was enacted.

The evaluation had an emphasis on qualitative methods. There is some quantitative analysis from the budget and through quantitative data collected as part of the TLPDP training component. This balance is appropriate, noting the dual focus of the evaluation on discerning the level of achievement of program outcomes; and identifying any ongoing development cooperation needs and opportunities.

There was a purposive approach to sampling for interviews to ensure coverage of key identified stakeholders, with the option to use snowball or referral sampling where appropriate. Stratified random sampling of beneficiaries of

selected training programs for survey was used to ensure an appropriate balance of male and female participants, however the survey was dropped after an initial pilot in favour of greater focus on interviews.

In formulating utility-focussed recommendations, the evaluation team assesses the range of available future options (inclusive of the status quo), presenting the pros and cons of each, and appropriately justifying preferred options. The review below provides clear evidence to inform findings and recommendations, and indicates where evidence is strong, moderate, or weak.

The evaluation team included both in-country researchers from Fundasaun Mahein (FM), and Australian-based evaluators. FM is a non-government organisation (NGO) founded in 2009 and based in Timor-Leste. FM carries out research, monitoring and advocacy on the development of Timor-Leste's security sector. FM's mission is to assist in increasing the legitimacy and capacity of Timor-Leste's security sector through citizen participation in the development of relevant policy, legislation, and budgets. The staff of FM are experienced researchers and evaluators who have previously carried out evaluations on behalf of New Zealand Ministry of Foreign Affairs and Trade (NZ MFAT), The Asia Foundation (TAF), United States Agency for International Development (USAID) and the PNTL. The interviews and surveys done carried out in Timor-Leste were translated by a Timor-based consultant, with the written notes analysed by the Australia-based team. FM were crucial in providing contemporary contacts for respondents and providing advice on interpreting contextual security sector issues in Timor-Leste.

**Table 2: Evaluation phases, tasks and deliverable dates**

| Phase  | Task  | Date                       |
|--|---|----------------------------|
| <b>1. Planning and preparation</b>           | <ul style="list-style-type: none"> <li>Finalise evaluation plan, including evaluation methodology, drawing on terms of reference</li> <li>Conduct desktop research/literature review</li> </ul>   | 24 Sep 2021                |
| <b>2. Consultations &amp; data gathering</b> | <ul style="list-style-type: none"> <li>Consultations: Timor-Leste and Australia</li> <li>Finalise consultation schedule; virtual/remote consultations, where appropriate; further desktop review</li> <li>Initial summary of findings and insights</li> </ul> | 05 Nov 2021                |
| <b>3. Report Development</b>                 | <ul style="list-style-type: none"> <li>Prepare draft evaluation report and recommendations</li> <li>Circulate report for AFP and DFAT comments and feedback</li> <li>Finalise evaluation report</li> </ul>  | 26 Nov 2021<br>10 Dec 2021 |

## 2.4 Limitations and challenges

Limitations and challenges experienced are outlined in Table 3.

**Table 3: Limitations and challenges**

| Limitation  | Mitigation and adaptive strategies   |
|---|--|
| <b>Difficulties contacting Timorese stakeholders</b>        | Timor-Leste-based researchers were able to conduct interviews over the phone and in person. There was a lack of up-to-date phone numbers available for the PNTL trainee survey, which reduced the utility of the survey approach to a point that it was abandoned after the pilot. Recommendations on future surveying of trainees (including a question set) is contained in this report. |
| <b>Hesitancy for interview/survey by PNTL members</b>       | The evaluation team requested a <i>Despacho</i> from Commander-General PNTL that authorises PNTL to participate in interviews and surveys, and to participate in interviews by phone.  |
| <b>COVID-19 risks associated with face-to-face contacts</b> | The evaluation was fortunate that the COVID wave experienced in August-September 2021 subsided to a point that many interviews were able to be conducted in person by Timor-Leste based researchers. Other interviews were conducted remotely.   |
| <b>Delays in obtaining key documents</b>                    | There were no delays in obtaining key documents.   |

| Limitation           | Mitigation and adaptive strategies   |
|----------------------|--|
| <b>Sampling bias</b> | <p>The list of beneficiaries was allocated a number from Excel's random number generator. These numbers were used to determine the survey sample.</p> <p>The use of key informant interviews further mitigated the risk of bias through interviewing a wide range of stakeholders.</p> |

### 3 About the Timor-Leste Police Development Program

The TLPDP is a bilateral development cooperation program between PNTL and the AFP, supported through agreements between the GoTL and the GoA.

Since 2018, the AFP has delivered Phase IV of the TLPDP program with funding from DFAT in accordance with an Activity Schedule under the Record of Understanding (RoU) between DFAT and AFP. The current phase of TLPDP runs from July 2018 to June 2022 with funding of \$A22 million from DFAT's appropriation and \$A2.4 million from AFP's appropriation.

The AFP requires that TLPDP is independently evaluated during its funding period. This evaluation is one of DFAT's priority independent evaluations for Timor-Leste in 2021.

#### 3.1 Background to TLPDP

The GoA has provided support to PNTL through the TLPDP since 2004. The 'Timor-Leste Police Development Program 2018-2022 Design' document guides the current phase of cooperation. The long-term objective of the program is to support the PNTL to deliver skilled and professional policing services, which respond effectively to community needs; and contribute to a stable and secure Timor-Leste.

##### 3.1.1 Program objectives and funding

Three EOPO contribute to the goal:

1. PNTL's governance, self-improvement systems and organisational leadership are capable, legitimate, and accountable;
2. Effective operational policing services are delivered through enhanced capability and capacity; and
3. Improved community engagement and collaborations enable the delivery of responsive policing services.

##### 3.1.2 Program governance

The Joint Steering Committee (JSC) enables DFAT and AFP to improve transparency and accountability in joint decision making. The Program Coordination Board (PCB) is a joint coordination body between TLPDP and PNTL for discussion and approval of individual projects.

## 4 Key findings

### 4.1 Have the intended outcomes or results been achieved in each core component?

This section considers the extent to which the intermediate and end of program outcomes have been achieved. It outlines the evidence to support these findings.

#### 4.1.1 How has the program dealt with contextual change, particularly in relation to COVID-19?



**Finding:** TLPDP programming, and PNTL operations, in Timor-Leste have been significantly impacted by COVID-19, the Easter 2021 floods,<sup>2</sup> and the States of Emergency (SoE) that have been in almost constant effect since March 2020. The program was also required to manage a \$A0.75m flexibility withholding as part of DFAT's whole of program response to COVID-19. These factors compounded the uncertainties present in any development undertaking.

<sup>2</sup> A State of Calamity was declared in Dili Municipality in response to Cyclone Seroja and the ensuing floods and this was in place until 4 August 2021. It resulted in 15,876 people having to live in temporary evacuation shelters



**Finding:** TLPDP is widely recognised for the way it rapidly and flexibly dealt with contextual change through its timely, responsive, and practical support to PNTL to adapt work priorities and resource improved safety in the face of COVID-19, the Easter 2021 floods, and the SoE, resulting in a number of positive and highly significant outcomes. This included: increased community awareness and confidence, strengthened border controls ensuring a safe and secure Timor-Leste, sustaining PNTL organisational health and operations, improved interoperability, and multi-agency cooperation.

TLPDP is widely recognised for the way it rapidly and flexibly dealt with contextual change through its timely, responsive, and practical support to PNTL to adapt work priorities and resource improved safety in the face of COVID-19, the Easter 2021 floods, and the SoE.<sup>3</sup> PNTL had a critical role during the SoE to maintain the integrity of Timor-Leste's borders and maintain safety and security, whilst protecting the community. Yet it lacked infrastructure and personal protective equipment (PPE) to provide protection from COVID-19 infection and limit transmission risk to community members. TLPDP provided PNTL members with PPE, sanitation facilities, infrastructure at key locations, community education resources, and other logistics support to enable this.

Infrastructure provided by TLPDP included a temporary police post at Tibar quarantine site, two checkpoint stations for vehicles entering Dili (Tasi Tolu, Beduku), a police services facility in Ermera and a temporary police post at Batugade border post. Six border posts have subsequently been constructed, four land-based ones for the Border Patrol Unit (*Unidade de Patrulhamento de Fronteiras*: UPF) and two maritime ones for the Maritime Police Unit (*Unidade Polísia Marítima*: UPM). The border posts have been built to a sustainable standard, and the GoTL has since sought additional funding to build 13 more using the design and model from TLPDP<sup>4</sup>. This provides an example of a good innovation that has been replicated. TLPDP also provided COVID-19 health education brochures for vulnerable communities near the land border with Indonesia; and communications equipment and repair to facilitate liaison between the Integrated Crisis Management Centre (ICMC) PNTL Liaison Officer and the NOC.

A Joint Fusion Cell (JFC) was developed in response to COVID-19, by TLPDP and DFAT at the commencement of GoTL COVID response planning. This brought members of PNTL Police Information Services (Servisu Informasaun Polísia: SIP), Military (Falintil-Forças de Defesa de Timor Leste: F-FDTL) and other partners together to produce daily intelligence briefs ensuring a collective shared intelligence picture to inform respective agencies, partner agencies and the ICMC, a whole-of-government response comprising representatives from relevant ministries and agencies. GoA inputs to this mechanism were led by TLPDP, with Whole-of Government (WoG) input from other agencies including the Defence Cooperation Program (DCP).

TLPDP worked with DFAT to document the achievements from the JFC through a Story of Significant Change (SSC) covering Performance Assessment Framework (PAF) Indicator 8: "Instances of improved systems for service delivery". An independent verification panel established that TLPDP's support resulted in outcomes of increased community awareness and confidence, strengthened border controls ensuring a safe and secure Timor-Leste, sustaining PNTL organisational health and operations, improved interoperability, and multi-agency cooperation. The panel rated the SSC as highly significant.<sup>5</sup>

The response provided a key contribution to an enhanced sense of GoA agencies working together ('Team Australia'), and successful modelling of a collaborative approach through the establishment of the JFC. These successes were underpinned by TLPDP staying in country to assist at the time that some other donors were leaving. Participating in the SSC process itself was also an opportunity for TLPDP to see the value of Monitoring Evaluation and Learning (MEL) processes in more successfully demonstrating their outcomes.

TLPDP also engaged with the UN-led Gender and Protection Working Group to support PNTL to adapt its work priorities in response to COVID-19 and the Easter floods through developing Gender Based Violence (GBV) awareness messaging on PNTL national broadcast services and social media platforms and providing necessary resources and equipment to VPU staff.

A number of PNTL respondents noted TLPDP responsiveness to their immediate needs during the floods<sup>6</sup>. The PNTL data centre flooded with loss of critical servers and capability and TLPDP paid for additional servers to restore the system, although the system no longer functions as well as it did and remains a significant risk. TLPDP is now proposing construction of a new IT centre. The floods also damaged the national Criminal Investigation

<sup>3</sup> R2, R42, R53, R72; DFAT, 2021.AIMR 2020

<sup>4</sup> Feedback from C-TLPDP

<sup>5</sup> TLPDP, 2021. Story of Significant Change: Support to Policia Nacional Timor-Leste (PNTL) to maintain security and ensure community protection during COVID-19

<sup>6</sup> R2, 42, R48, R50, R48






Service (SIC) building, documents, computers, tables, and cupboards. TLPDP supported replacement of the damaged items. SIC moved immediately to the new Transnational Crime Coordination Centre (TNCC),<sup>7</sup> which TLPDP had built, but which has not yet been inaugurated. The VPU disseminated brochures provided by TLPDP in evacuation centres following the floods.

While the 2021 floods were the most serious in many decades, floods are a regular occurrence in Dili. TLPDP had previously identified risks of flood inundation to the PNTL data centre. The impact of the floods on the data centre was a contributing factor<sup>8</sup> in TLPDP raising the residual risk rating of 'PNTL ICT systems for data management are insufficient or do not meet contemporary policing requirements' from Significant to High.<sup>9</sup> One PNTL respondent cited assistance TLPDP had provided during a previous flooding occurrence, including the loan of equipment and cars to remove mud inundation.<sup>10</sup>

DFAT advised the AFP in August 2020 that \$A0.750m was being withheld from Mission funding due to embedded flexibility decisions across Australia's Aid Program. This impacted TLPDP's discretionary project budget and reduced TLPDP project capacity by 40%. TLPDP suspended four projects including the True Cost of Policing Analysis (TCOPA), the Digital Radio Network (Phase 1), PEACE Model Interview/Statement Training, and Monitoring & Evaluation (M&E) Framework/Reporting and Reviews to achieve the \$A0.75m withholding. TLPDP was subsequently able to secure the release of \$A0.316m to upgrade the PNTL Radio Network, deemed a critical gap in security coordination.

#### 4.1.2 To what extent were intended intermediate outcomes achieved? Have there been unexpected outcomes?

-  **Finding:** For a complex range of interconnected reasons, TLPDP has had difficulty demonstrating progress towards the program's eight IOs as outlined in the TLPDP design 2018-2022. Significant delays in program implementation due to COVID-19, the enduring SoEs, and the Easter 2021 floods have impacted all development efforts in Timor-Leste since March 2020. TLPDP is no exception.
-  **Finding:** There is also a broad consensus between DFAT and TLPDP that the scope of activities contained in the TLPDP design did not match the funding envelope, and consequently the design was only partially implemented. Coupled with Mission staffing being below the agreed complement for much of the implementation period these resource constraints have impacted on the Mission's progress.
-  **Finding:** A planned M&E advisor for TLPDP never eventuated due to a reduction in available funding, and a decision made by TLPDP to prioritise operational roles. Together with a late introduction of an interim Monitoring, Evaluation and Learning Plan (MELP) in Mission,<sup>11</sup> and a lack of focus on the IOs, TLPDP remains at a disadvantage, with difficulty demonstrating outcomes. A consensus on the mismatch between activities and resources was slow to emerge, and opportunities to revisit the IOs were also missed.

The JIE evaluation questions require evaluation against a design that is deemed not fit for purpose by both DFAT and TLPDP. As such, there are major gaps between the IO proposed in the design and the strategy followed by the TLPDP. Over the last eighteen months TLPDP has attempted to match EOPOs and IOs to projects. However, each of the eight IOs has up to 15 projects allocated to it, making reporting unwieldy and repetitive. Additionally, with reporting still focused on activities rather than outcomes, there is often very limited evidence of progress towards IOs. While this does not mean that progress has not been made, it remains difficult to demonstrate. The evaluation team has endeavoured to assess what evidence is available for the contribution of each project to progress towards IOs. Setting aside projects that have been suspended or terminated, in most cases the evidence of progress towards IOs is limited, not available, it is too soon to say, or on other occasions it is difficult to see the theory of change that would connect that project with the nominated IO.

Annex 2 provides a table of which projects TLPDP nominates contribute to which IOs,<sup>12</sup> the status of the project at June 202, and the intended progress on the project for 2021-22.<sup>13</sup> In the case of IO 1.1 the use of the word

<sup>7</sup> Timorese counterparts are seeking GoTL Prime Ministerial approval to rename the centre the Centro Integrado de Gestão de Informação e da Investigação Crime Organizado (CIGI-ICO)

<sup>8</sup> Other factors in the risk being raised are outlined in the JSC June 2021 agenda papers: that the sole independent IMS contractor proposed to withdraw future support; the delay of the replacement scoping project; and the assertion that 2021-22 FY funds would be unlikely to be available to implement a pilot trial of a suitable replacement system

<sup>9</sup> TLPDP, 2021. JSC June 2021 Agenda papers

<sup>10</sup> R42

<sup>11</sup> Further detail of how issues developed with M&E in TLPDP in this Phase are discussed at 4.2.5. The interim or draft MELP was designed with assistance from the DFAT-funded M&E House program.

<sup>12</sup> This is derived from the JSC November 2020 reports.

<sup>13</sup> This is obtained from the JSC June 2021 reports.


“improve” assumes (incorrectly) that there is a baseline that progress can be measured against. Most of the other IOs would require fairly sophisticated M&E to report against which is beyond the current capacity of TLPDP to undertake, and beyond the capacity of the evaluation team to make more than tentative findings retrospectively. In the next phase of TLPDP there will need to be a significantly more concerted effort to match project activities with IOs and EOPOs, and to ensure the design and program logic is understood and implemented by TLPDP members. This will allow any revisions to be made in a timely fashion. As has now been fully recognised, TLPDP will require professional MEL support to fulfill these requirements.

Annex 2 of the interim MELP appears implicitly to recognise that TLPDP would have difficulty reporting against the IOs and has devised an alternative reporting arrangement. This lists seven questions arranged under the three EOPOs, with each question matched exclusively with several Projects (referred to as activities) and an attendant list of indicators. While this is a simpler arrangement, it is still the case that evidence remains largely unavailable against indicators. Annex 3 of this report reproduces Annex 2 of the MELP. Further details about TLPDP’s M&E trajectory during this phase can be found in Section 4.2.5 (KEQ2).

After consideration, the evaluation team has decided that a report by project according to the interim MELP against activities, indicating outcomes where possible is the only feasible option. This is outlined below.

### Progress towards EOPO1: PNTL’s governance, self-improvement systems and organisational leadership are capable, legitimate, and accountable


#### Q1: To what extent has TLPDP strengthened PNTL’s organisational capacity to plan and manage available resources?

 **Finding:** *Using the MELP framework, it is too early to say to what extent TLPDP has strengthened PNTL’s organisational capacity to plan and manage available resources. However, it is noted that TLPDP has enabled PNTL to bid more effectively for funds under GoTL’s human capital development budget, to reduce its reliance on donor funding; and that support to the Dili District Command has improved use of available resources.*

**True Cost of Policing Analysis (TCOPA):** This project was suspended and is unlikely to occur within the timeframe of this phase of TLPDP.

**HR Advisor:** The AFP HR Advisor commenced in Mission 21 April 2021 however had to return to Australia for medical reasons between 19 May and 8 September 2021. The Locally Employed Staff (LES) Human Resources (HR) Development Manager commenced in Mission on 1 September 2021. It is too soon to report any outputs or outcomes.

#### Q2: To what extent has TLPDP strengthened PNTL’s capacity to deliver general and specialist training in all districts?

 **Finding:** *Using the MELP framework there is little available evidence of strengthened PNTL capacity to deliver general and specialist training in all districts. PNTL members who have received the Cert IV in Training and Workplace Assessment through TLPDP in this phase, and previous phases of TLPDP, are a currently under-utilised resource, although it is expected they will be used in rolling out Use of Force (UoF) Training.*

**Police Training College (PTC) Accreditation:** To date, no PNTL PTC course has been accredited by the National Institute for the Development of Manpower (INDMO)<sup>14</sup> however, Certificate III Train the Trainer and Certificate IV Training and Assessment are in the final stage for accreditation. It is hoped to get accreditation for Certificate III & IV in Investigations, Certificate III Police Management (Sergeant Course), Certificate IV Police Management (Inspector Course) and the Certificate III & IV English Language. In 2020 TLPDP assessed that there was an unstructured approach to PTC achieving accreditation and temporarily partnered with TAF to assess the full range of accreditation requirements with INDMO and the National Agency for Academic Accreditation and Evaluation (*Agência Nacional para a Avaliação e Acreditação Acadêmica: ANAAA*)<sup>15</sup> to establish the competency pathways required by the PTC to meet relevant criteria. This partnership has since been discontinued. There is a range of tensions around PTC accreditation to deliver vocational courses with some PNTL officers aspiring to having the PTC accredited as a higher learning institution or academy instead.<sup>16</sup> Anecdotally, there are those who would prefer not to see the vocational level accreditation happen as it is seen as providing an obstacle to becoming an academy.<sup>17</sup>

<sup>14</sup> GoTL accreditation body for Certificate courses

<sup>15</sup> GoTL accreditation body for Diploma courses

<sup>16</sup> R36, R51

<sup>17</sup> R12

During interviews it was estimated that there were about 40 Certificate IV Workplace Training and Assessment accredited instructors in the PTC of which 26 are located throughout the Districts (two in each District).<sup>18</sup> These members had all been supported through their training and subsequent development of curriculum by the TLPDP.<sup>19</sup> In April 2019 41 PNTL members were selected to become Operational Safety Training (OST) instructors and undertook the four-week Certificate IV course.<sup>20</sup> These trainers are a currently underutilised resource, although it is understood they are delivering the Field Operations Supervision Course (*Kursu Supervizaun Operasaun Terenu*: KSOT) and will deliver the new UoF curriculum. There is an opportunity to monitor the effectiveness of these trainings according to Annex 3 of the MELP.

For many years TLPDP has aspired to support the recruit curriculum at the PTC but an MoU between GoTL and the Guarda Nacional Republicana (GNR) has been perceived as an obstacle. With a greater commitment by PNTL (and TLPDP) to institutionalising community policing in PNTL, coupled with a reported reduction in GNR influence and presence at the PTC, there is enthusiasm by PNTL and the Vice Minister of the Interior for a renewed role for TLPDP at the PTC, focused in particular on the recruit curriculum. However, there is a perception among many PNTL respondents that TLPDP has largely lost interest in supporting training and is now focused primarily on infrastructure.<sup>21</sup> There are a range of continuing challenges at PTC including the potential for PNTL recruitment to be stymied by a GoTL plan for joint PNTL/F-FDTL recruitment, the potential for the GNR-GoTL MoU to be reinvigorated, and tension between PTC trainers and district trainers.<sup>22</sup> In addition, any increase in TLPDP involvement in PTC would require more resources for training than are currently allocated.

**Auditorium refurbishment:** In June 2021 TLPDP reported that the PTC Auditorium was essentially complete, pending installation of final AV equipment which was expected to arrive in November 2021. While it is reported that the auditorium has been used to host numerous events, there was no available evidence of it being used to support enhanced learning outcomes.

**District Training Support:** In the early part of this phase of TLPDP there was a concerted focus on District Training Support, and implementation of the Sustainable District Training Model, which enabled PNTL to deliver core policing skills (e.g., command, control, and coordination; first responders, basic investigations, and police intelligence) and courses to officers in all Timor-Leste districts, with both the mid-term review and anecdotal evidence suggesting TLPDP has been effective in developing PNTL capability and contributing to a stable Timor-Leste. TLPDP supported the upskilling of trainers and provision of high-quality learning environments; and built the capacity of trainers to effectively prepare training proposals for TLPDP funding consideration. In 2019, TLPDP trained 493 officers (395 M: 98 F). Training was severely affected by COVID-19 in 2020 and 2021. In June 2021 TLPDP reported nil outcomes against this project. It has been reported that the TLPDP-built District Training Centres (DTC) are being used by Cert IV Training and Assessment accredited trainers, but they are seen as underutilised and without structured training curriculum, in part due to the tensions between PTC based trainers and district trainers discussed above. The DTCs will, however, play a significant role in the forthcoming national roll out of revised UoF training for all PNTL officers.

**English language training:** TLPDP has delivered an 11-month English language training course through SOLS24 to 175 PNTL staff over the implementation period, of this 27 % of participants were female. SOLS24 is not an accredited organisation through either INDMO or as part of the Australian Qualifications Framework (AQF). Resulting levels of proficiency are not to a recognisable or transferrable national or international standard.<sup>23</sup> Other accredited English training options such as LELI or SENAINTE could be investigated for future programming if required. LELI has, in the past, been used by TLPDP.<sup>24</sup> In 2020, the TLPDP gender advisor coordinated the English language training component for 22 female PNTL staff over a 10-day period. This contrasts with the longer period for the broader TLPDP English training. However, due to COVID-19 only 65 % of participants completed the final assessment. All training was stopped in March 2021, due to COVID restrictions.

<sup>18</sup> R15

<sup>19</sup> AFP, 2018. Mission Performance Report Jan-June 2018

<sup>20</sup> AFP, 2020. Mission Performance Report July-Dec 2019

<sup>21</sup> R2, R35, R36, R45, R48, R50, R77

<sup>22</sup> While these tensions are ostensibly around PTC trainers perceiving that District trainers lack capability, it is anecdotally understood to revolve around access to special and unregulated payments for trainers; and payments both for trainers and attendees if training is carried out in another district.


<sup>23</sup> 11 November 2020 TLPDP Activity and Projects Register Agenda Item 8 noted that: "Resulting levels of proficiency are not to a recognisable or transferrable national or international standard", and noted this issue as a **risk**

<sup>24</sup> LELI (accredited by the National Institute for Manpower- INDMO) provides training for and opportunities to undertake International English Language Testing System (IELTS) exams, although their training like other institutions has been impacted by COVID. In addition, SENAINTE, located in Dili, delivers Certificates I-II in Spoken and Written English which are Australian accredited and meet the principles of the Australian Qualifications Framework (AQF).

**PNTL PTC Online learning portal:** This project has been terminated due to lack of feasibility and there are no outcomes to report. The funds have been reallocated to a PNTL firing range project.

**Minor capital expenditures for PTC:** As of June 2021, a contract had been signed for an upgrade of the PTC firing range but there were no outcomes to report.

### **Q3: To what extent has TLPDP supported PNTL to increase representation and participation of women at all levels?**

 **Finding:** *There is limited available evidence to date of increased representation and participation at all levels, partly attributable to COVID-19 and lack of PNTL recruitment. TLPDP's success in exceeding the target of 30% of women in their trainings and increased mainstreaming of gender in their work is noted.*

**Developing Female PNTL Leaders:** TLPDP worked with PNTL to design Women's Leadership Training, comprising English language training, interview training and physical training with implementation beginning in 2019. In 2020, the TLPDP gender advisor coordinated the English language training component for 22 female PNTL staff over a 10-day period. Other components are yet to occur. All training was stopped in March 2021, due to COVID restrictions, and it is not possible to determine any outcomes from this project

**Increase Female recruitment to PNTL:** This project has been suspended. There has been no PNTL recruitment since 2017.


**Gender Working Group (GWG):** Two meetings of the GWG occurred in each of 2020 and 2021. There has been some initial progress made to support Gender Strategy implementation, however it is too soon to say whether the mechanism has supported PNTL to increase representation and participation of women at all levels. Anecdotally, the GWG has facilitated improved coordination, although the purpose and membership could be clarified.<sup>25</sup> The GWG itself and delivery of the specialised Sexual Assault and Child Abuse investigation course are both key deliverables under the PNTL Gender Strategy. There are other deliverables of the Strategy outstanding although the responsibility for this does not rest solely with TLPDP.

**Ermera Shared Services Centre:** The Ermera Shared Services Centre built by TLPDP is not being used as intended, as mothers in PNTL in Ermera reportedly do not find the arrangement suitable for their needs.<sup>26</sup> The centre was built, and officially opened in November 2020 with the objective of supporting female PNTL Officers in Ermera, with the challenges they face needing to travel back to their households during shifts to breastfeed babies and tend to young children. An initial survey was conducted with Ermera members and data was obtained in relation to current time away from the workplace. Follow up surveys were scheduled to be conducted at the 6- and 12-month marks to assess improvements. However, due to COVID restrictions this has not yet occurred. The number and % of PNTL officers in Ermera (MELP indicator) are not known.

**International Women's Day (IWD):** IWD is an annual project, in which TLPDP supports PNTL with IWD celebrations. Due to COVID restrictions in 2021 PNTL was unable to celebrate and instead TLPDP supported the PNTL Gender Cabinet with production of a short video for its Facebook page and donated essential food items to local domestic violence shelters. While supporting IWD is a worthwhile undertaking, the expectation contained in the project reporting (June 2021) that the success of the project can be measured through an increase of females in PNTL and results of the community perception survey appears tenuous.

## **Progress towards EOPO2: Effective operational policing services are delivered by the PNTL through enhanced capability and capacity**

### **Q.4. To what extent has TLPDP supported PNTL to have an Information Management System (IMS) that is sustainable and widely applied to support case management and organisational decision-making?**

 **Finding:** *While TLPDP has supported keeping the IMS functioning, and provided some district training, the high risk associated with IMS failure requires timely assessment of future options and feasibility of supporting a new PNTL database. It does not currently appear to be sustainable, and there are a range of operational issues which prevent it better supporting case management and decision making. Previous attempts to implement a justice sector wide IMS system, were unsuccessful despite extensive GoA investment. This should be borne in mind if any cross-agency system is being contemplated.*

<sup>25</sup> DFAT, 2021, AIMR 2020; R55, R68, R74,

<sup>26</sup> R45, R74

**IMS Development and sustainment:** Progress towards EOPO2 is highly dependent on the connection between IMS and intelligence led policing. A range of investments were made to sustain system function while increasing the capability and redundancy of the IMS system, including a server upgrade to ensure continued effective operation of the IMS database and to support a new Intelligence module for the PNTL. IMS district training was suspended throughout most of 2020, however two district training courses were held in late November/early December in the municipalities of Manufahi (Same) and Covalima (Suai), delivered by PNTL IMS and District training members.


However, TLPDP is of the view that the PNTL IMS policing database is not fit for purpose, could fail at any time, and presents TLPDP with funding challenges. The IMS is a legacy project still primarily supported by TLPDP almost ten years since implementation. Significant hardware and software risks exist, including withdrawal of the sole independent software support contractor. TLPDP has recommended a holistic system review to determine if IMS can reasonably sustain current and future information management needs. Consideration of alternative vendor supported systems may form part of this assessment. The evaluation team is aware that there is a view within TLPDP that any new system should be interoperable with other agencies to enable sharing of intelligence. While this may be desirable, it may not be achievable. There are a range of lessons learned available regarding attempts to get agreement across the justice sector (including PNTL) to allow sharing of relevant information across the Integrated Information and Management System (IIMS) as supported by the GoA funded Justice Sector Support Facility (JSSF) till 2014, and then by United Nations Development Programme (UNDP) for a further year.<sup>27</sup> Any scoping exercise would require careful considerations of current or future interoperability.

While it is reported that IMS data is regularly extracted for reporting purposes to inform intelligence led policing decisions made by the PNTL CG and senior executive, it is known that access to computers, IMS, internet, and consistent data entry is suboptimal, meaning that decision making based on incomplete IMS data will also not be optimal.

**Scoping Project on Sustainability and fit for purpose investigation and intelligence database:** As at June 2021 TLPDP reported that no activities have yet been identified or funded under this project.

**KSOT:** This project has variously been described by TLPDP as a course to develop Senior Sergeants to prepare for promotion to Inspector rank (2018) and a Field Supervisors Course for Sergeants and Inspectors (2020-2021). In 2020 TLPDP reported that the KSOT course had been placed on hold due to not being considered either sustainable or effective. The June 2021 JSC update reports that support to the KSOT training course was rejected by the PCB and funds reallocated to a firing range project. Interviews with TLPDP advisors indicated this course was underway at the time of the evaluation in preparation for the 2022 elections. TLPDP reports facilitating a relationship between PTC and the Human Capital Development Fund (HCDF) which resulted in the training now being run by PTC with funding for travel allowance and catering funded through HCDF. There is no available information on any enhanced knowledge or operational cooperation.

#### **Q.5: To what extent has TLPDP directly enhanced PNTL capacity to deliver frontline services?**

 **Finding:** *There is good evidence that TLPDP has directly enhanced PNTL capacity to deliver frontline services through its COVID-19 support to PNTL, and the support to Dili District Command. There is some evidence that support to the CG and 2<sup>nd</sup> CG has enhanced PNTL capacity to deliver frontline services. With suitable monitoring and evaluation, it should be possible to demonstrate the contribution of the roll out of Use of Force training.*

**Dili District Command Support:** TLPDP reports that mentoring and logistical support to PNTL Dili District Commander resulted in the embedding of community policing principles and strengthened community engagement across Dili District. Examples for 2020 cited include repairing Dili District's only two vehicles in 2020 resulted in increased traffic patrols, interception rates and traffic police directing traffic at major intersections; and enhancing watchhouse conditions (security and lighting repairs) improving safety of staff and prisoners.

TLPDP also provides examples of PNTL engaging with an external stakeholder and utilising existing systems and processes to achieve a positive outcome, with advisory support. This includes the registering, servicing, and auction of 151 confiscated motorbikes (confiscated between 2007 and 2013) through the Office of the Prosecutor General (OPG); and the transfer of a large number of old and obsolete criminal exhibits from shipping containers at Dili District Headquarters into the custody of the OPG. In 2021, TLPDP provided a permanent police post at Madohi, Comoro and the SSC reports that in response to COVID-19 TLPDP supported Dili District PNTL with

<sup>27</sup> TLPDP, 2017. Timor-Leste Police Development Program 2014-2018 Mid-Term Review Report; JSSF, 2014. Performance Management Framework Completion Report, January 2014

construction of temporary police posts used as arrival checkpoints in Tasi Tolu and Beduku, supported by regular traffic inspection stations along key road routes in the city.

**Operational Safety Training (OST):** TLPDP has provided OST/ UoF Training since at least the early stages of the 2014-2018 phase of TLPDP.<sup>28</sup> In the early stages of this current phase TLPDP entered into strategic partnerships with UNDP and NZ for the UoF Project.<sup>29</sup> In 2019, 41 PNTL members were selected to become OST instructors and undertook a four-week Certificate IV in Workplace Training and Assessment Course, followed by a six-week instructors' course, providing PNTL with certified trainers and an approved OST curriculum. From 2020 TLPDP worked with PNTL and GNR to develop a contemporary, human rights compliant UoF model which requires annual recertification and competency assessment. This resulted in signing of three new Norms of Operational Procedure (NOP) in late October 2021 on Use of Force and the Principles of Using a Firearm, Operational Safety Training, and Issue of PNTL equipment. TLPDP has also produced the training manual and is working with the PNTL PTC to establish an implementation plan which will involve UoF retraining of all PNTL Trainers (previously accredited to Cert IV in training and assessment with TLPDP support) to deliver the training and recertification across all 13 Districts ahead of the 2022 election. It is noted there is some dissatisfaction with the process of developing the UoF training from TAF who had initially worked together with TLPDP on developing and providing UoF training; but were not included in the subsequent working group. While TLPDP is of the view that they negotiated a more efficient and cost-effective modality to deliver the UoF training than what was initially proposed by PNTL, a very senior PNTL member<sup>30</sup> remains aggrieved and of the view that TLPDP reneged on an agreement to provide Task Force and the Public Order Battalion (BOP) with this training.

It is noted that the GoTL Provedor for Human Rights and Justice (*Provedoria Ba Direitus Umanus No Justisa*: PDHJ) has cooperated with PNTL to provide human rights training since 2014 and in 2019 updated PNTL's Human Rights Manual which includes, among other topics, a human rights approach to UoF. It will be important for TLPDP to liaise with PDHJ to ensure that UoF training is consistent between the two trainings.

**UEP professionalisation:** TLPDP has constructed a Tactical Training Centre at the Special Police Unit (*Unidade Espesial Polisia*: UEP) Compound. PNTL report this centre is used daily for training. In 2020 TLPDP reported collaborating on this project with USA who will provide furnishings and plastic offenders weapons for the training facility, as well as ballistic rated helmets and vests for 102 UEP-COE members.


**Support to the Office of the CG and 2nd CG:** This is a discretionary fund to support the CG and 2nd CG and has included diverse expenditure on vehicle repairs, lightbulbs, gate repairs, office completion at PNTL HQ, furniture, signage, printing, catering etc. In June 2021 it was reported that the project may require some management of CG & 2nd CG expectations in the second half of the financial year. There are no indicators in the MELP for this project

**COVID Support to PNTL:** This has been covered extensively in Section 4.1.1 above.

**Construction of a Digital Radio and Data Network:** This project is not included in the draft MELP as it was only recommenced after withheld funding was reinstated. It was reported on in the JSC June 2021 update noting that TLPDP had supported PNTL to conduct site surveys of all proposed tower locations and repaired the existing analogue network as a stopgap until the new network is installed in late 2021.

**Progress towards EOPO3: Improved community engagement and collaborations enable the delivery of responsive policing services.**

**Q6: To what extent has TLPDP strengthened PNTL's response to victims of GBV and other gender-related crime?**

 **Finding:** *There is evidence that the two delivered Sexual Assault and Child Abuse Courses have increased knowledge of VPU investigators. Further evaluation will enable an assessment of whether this has resulted in strengthened PNTL response to victims of GBV and other gender-related crime. Further investigation is required as to whether the VPU Victims Support Group (VVSG) is duplicating existing mechanisms in Dili. There is some evidence that the Domestic Violence Media Campaign may have increased reporting of domestic violence.*

<sup>28</sup> TLPDP, 2017. Timor-Leste Police Development Program 2014-2018 Mid-Term Review Report; TLPDP, 2018. Mission Performance Report Jan-June 2018

<sup>29</sup> DFAT, 2020. Aid Quality Check for INN260 Timor-Leste Police Development Program 2018-2019

<sup>30</sup> R28


**Sexual Assault and Child Abuse Course:** The objective of this course is to train VPU Investigators on Sexual Assault & Child abuse investigations, and is co-funded by UNDP through the Spotlight Initiative. A knowledge survey is conducted at the beginning and end of each course; and it is reported that in the first two courses there was an improvement in all areas. The delivery of the specialised Sexual Assault and Child Abuse investigation course is a key deliverable under the PNTL Gender Strategy. This course was delivered for the first time during the 2020 calendar year with two courses delivered. An additional course is planned to run later in 2021.

**Interviewing Vulnerable Persons Course:** This course was suspended in 2020.

**Project Wraparound Support Group:** Establishment of the VVSG in Dili by TLPDP and VPU is designed to provide enhanced support and case tracking for victims of domestic and GBV. See section 4.5 for a discussion on whether this duplicates the existing mechanism of the Rede Referral Network.

**Domestic Violence Media Campaign:** In response to the high level of unreported domestic violence in Timor-Leste,<sup>31</sup> TLPDP produced a Public Service Announcement (PSA) to encourage victims to report to police. It showcases strong and healthy families and relationships with positive messaging about the right to feel safe, mutual respect, alcohol being destructive to families and the importance of family time. The PSA was broadcast on local television, radio, and social media platforms, twice a day for a month over the Christmas holiday period. The number of domestic violence cases reported monthly to PNTL increased slightly in the months following the campaign airing in December 2020.<sup>32</sup> Higher reporting of cases may be linked to greater awareness due to the media campaign; a future planned survey may provide more evidence on whether the campaign influenced individuals to report.

#### **Q7: To what extent has TLPDP increased PNTL's capacity to detect, respond to, and investigate crimes**

 **Finding:** *Support to the PNTL NOC facilitated an audit of all PNTL communications assets and a series of workshops designed to improve existing communications and operations systems. While these are positive developments, it would be helpful to evaluate whether this resulted in any increased capacity to detect, respond to, and investigate crimes. It is too soon to say whether the PNTL forensics laboratory or the TNCC building and fit out will increase PNTL's capacity to detect, respond to, and investigate crimes. There is no available evidence on the content or outcomes of the completed Surveillance Program for SIC and SIP, or the Support to PNTL SIC. There is no available evidence on the outcomes of the District Commanders Police Powers Training.*

**PNTL Forensics Laboratory:** TLPDP is supporting the establishment of a basic functional laboratory capacity that can support fingerprint physical and chemical detection, optical examination techniques and digital photographic capabilities. This is intended to form part of a fit out of the new PNTL Forensics Office at the TNCC. Consequently, it is too soon to evaluate MELP indicators on compliance with international standards or improved capacity for criminal investigation.

It is understood that the Chinese and South Korean governments are also supporting forensics development in Timor-Leste. While it is clear that Timorese stakeholders are very interested in receiving the substantial investment in a forensics laboratory and fit out, the specific business case for why this investment is necessary does not provide clear reasoning for forensics beyond its inclusion in the TNCC facility.<sup>33</sup> Forensics was not mentioned in the initial program design; and has not been linked into a program logic since.

The unresolved political conflict between the Scientific Police (*Polícia Científica de Investigação Criminal: PCIC*) which sits under the Ministry of Justice (MoJ) and PNTL which sits under the Ministry of Interior (MoI), over responsibility for forensics is noted. TLPDP is focused on identifying synergies and areas of cooperation between the PNTL and PCIC whilst establishing forensic capabilities within PNTL over the longer term. This focus aims to slowly build bodies of expertise within PNTL which supports investigation and prosecution outcomes.

**Surveillance Program for SIC and SIP:** This project is listed as complete but there is no project reporting that covers the activity.

**Support to PNTL NOC:** In late 2020 TLPDP support facilitated the PNTL NOC to conduct an audit of all PNTL communications assets across 13 districts, involving the coordination of activities relating to 14 PNTL members over a five-day period. This led to the preparation of an audit report which has resulted in a series of workshops designed to improve the existing communications and operations systems in the District and National Operations Centres.

<sup>31</sup> The Nabilan survey found that only four % of domestic violence assaults are reported to police which is largely due to cultural issues such as Timorese seeing domestic violence as a 'normal' and 'private matter'.

<sup>32</sup> DFAT, 2021b, AIMR

<sup>33</sup> AFP International Forensic Engagement (IFE) team support to TLPDP Executive Briefing 10 March 2021

**Support to PNTL SIC:** This project is listed as complete but there is no project reporting that covers the activity. It may refer to support to SIC following the floods, support for SIC during their investigation into an irregular maritime arrival, or something else.

**District Commanders Police Powers Training:** TLPDP facilitated three PNTL District [sometimes referred to as Station] Commanders Police Powers training to 66 PNTL members to provide common understanding of senior leadership roles in the execution of policing duties. There is no information available on outcomes from this training. This project is listed as complete.

**Investigations Level 1 Training:** This project is listed as suspended.

**TNCC Construction and TNCC Fit out (2 projects):** TLPDP has funded the construction and fit out of a new building for the TNCC. PNTL have requested permission from the Prime Minister to change the name to CIG-ICO and this is the term in common use by Timorese. TLPDP state the objective of the building is to:

*...build a high quality, sustainable transnational crime coordination centre (TNCC) to house PNTL National Investigations Division members and Timor-Leste law enforcement partners including PNTL Forensics, Customs, Immigration, Scientific Police (PSIC), Military Intelligence (F-FDTL J2), Security Intelligence (SNI), Office of Prosecutor General (OPG) and TLPDP.*

While the project, as described, is only a construction and fit out, the outcomes that are expected by TLPDP are ambitious, yet lacking in detail:

*...this will put in place frameworks, processes and pathways that enable and support the PNTL and other agencies, including customs, immigration, and the intelligence agency to share information and investigate crimes which have the potential to impact on the safety and security of both Timor-Leste and Australia.*

The objectives for the centre appear to go beyond transnational crime considerations to more domestic concerns including that investigations capacity is improved through inter-agency cooperation to effectively plan and manage investigations. It is unclear whether all of PNTL's investigation work, and all the work of the OPG are intended to operate from the new building. Similarly, given that TLPDP also intends to occupy the building, it is unclear whether non-transnational crime support activities are planned to take place here as well. This should be clarified.

The principal concern of the evaluation team is that the TNCC, an intrinsically sensitive undertaking, envisioned to involve various aspects of GoTL and GoA has been built without appropriate consultations with the GoTL, a clear picture of who will be involved, or getting the agreement of the Council of Ministers for its operation. This should have been done prior to construction and runs the high risk of the GoTL being unhappy with the development.

It was difficult to gain a consistent picture of who is intended to work from the TNCC. Senior respondents across DFAT, TLPDP and PNTL<sup>34</sup> cited different combinations of GoTL agencies that were intended to be accommodated there including PNTL, F-FDTL, Migration, Pass Office, PSIC, Intelligence agencies, OPG, the Anti-Corruption Commission, Police and Military Intelligence Services, and TLPDP.

The Project Status Report for the fit out of the TNCC provided at the June 2021 JSC update states that the building will "house PNTL National Investigations Division members and Timor-Leste law enforcement partners including Customs, Immigration, PCIC, Office of Prosecutor General (OPG) and TLPDP". TLPDP advisors noted in interview that they expected to be housed in the TNCC. A range of DFAT, AFP and GoTL respondents noted that getting agreement from many agencies to move into the building was challenging and that getting the involvement of F-FDTL, PCIC and Intelligence agencies would be very challenging. Given that PCIC is the formal link with Interpol this is problematic for any transnational crime cooperation. While it is unlikely that TLPDP envisions such a broad sweep of involvement, the purpose of the centre has not been well communicated, and the GoTL should have been more involved from the beginning in determining who it is intended to house there.

The establishment of a new forensic laboratory within the TNCC appears to be for a broader purpose than transnational crime, with the 2020 Mission Performance Report (MPR) noting one of the outcomes for 2020 as "Essential Forensic equipment procurements for the fit out of the new PNTL Forensics office within the new Transnational Crime Centre" and that "The mission Forensics Advisor has engaged AFP Forensics – International Forensic Engagement team to assist with production of a strategic paper to guide forensic capability development within the PNTL. This plan will be developed by end Q2 2021." It is also the understanding of PNTL that the laboratory will enable them to carry out *everyday* forensics work including capabilities for autopsies, DNA

<sup>34</sup> R10, R48, R53, R54, R63, R67



collection and the testing of people's and animals' blood as part of autopsies to understand cause of death.<sup>35</sup> This would appear to be a remit beyond transnational crime issues.

TLPDP and DFAT respondents were of the view that the Joint Fusion Cell used during COVID-19 response would be "replicated" in the TNCC with the 2020 MPR noting that:

"Adoption of a collaborative approach by stakeholders, including TLPDP, Australian Embassy personnel (DFAT) and the Australian Defence Cooperation Program (DCP) utilising established partnerships, including those with PNTL SIP, Security National Intelligence (SNI), F-FDTL and ICMC facilitated a rapid response to evolving needs and threats to Timor-Leste during the COVID-19 pandemic. The success of the JFC was a demonstrable achievement and which will be replicated within the soon to be finalised PNTL Transnational Crime Centre."

Both GoTL and PNTL respondents raised concerns with the evaluation team that the purpose of the building was unclear and that there was a need to discuss the undertaking with the Prime Minister/Minister of Interior. By way of example, a senior PNTL respondent<sup>36</sup> noted that "TLPDP should present to the government on the use of the CIGI-ICO" and that "the completion of the SOP for the CIGI-ICO should be given high priority, and the Centre should be utilised" and "there is still no understanding between investigatory and information organisations on how to use this place".

Following the Easter 2021 floods some PNTL agencies whose offices were severely damaged moved into the incomplete building on a temporary basis. While this was a pragmatic response and the agencies welcomed the opportunity, it appears that the building is not being occupied as intended with meeting rooms being taken over as offices with attendant complaints about the lack of facilities in those rooms.

There is broad support amongst GoA personnel interviewed for the concept of a Centre that enables the sharing of information on transnational threats although it was not possible to reconcile various accounts of the extent to which different GoA agencies are/would be involved in the project.<sup>37</sup> It is recognised that gaining the agreement of the requisite GoTL agencies for the concept faces considerable hurdles. One senior GoA respondent believed that getting agreement from the Chief of the Defence Force for F-FDTL to collaborate would not happen, and that the current Prime Minister would never allow the combining of FDTL and PNTL information systems. One TLPDP respondent acknowledged that getting agreement was "very much a work in progress" and that TLPDP did not yet have agreement from all the agencies that they hoped would move into the centre, noting that getting agreement from the Prime Minister had proved difficult as he was busy. Several GoA respondents cited the success of the JFC as evidence that the concept could be 'replicated' for sharing of information among Timorese agencies through the TNCC. It is the view of the evaluation team that there is a marked difference in agreeing to share information related to COVID-19 responses and sharing broader intelligence on highly sensitive matters: as such there needs to be clear and modest targets set to guide the next, more difficult, phase of bringing various stakeholders together at the TNCC. Such targets should also consider the extent to which activities can rightfully be considered ODA eligible.

GoTL respondents including those from PNTL and MoI had mixed views on the building. While some were of the view that it was a good development or may be a prerequisite for joining ASEAN, others were concerned that the purpose of the building was unclear, responsibilities for future maintenance were unclear, and that TLPDP needed to explain it better. Some reported concern that the building appeared unfinished. One senior respondent expressed categorically that the Prime Minister, the Chief of the Defence Force, and the Minister for Defence would never allow the concept to be implemented.<sup>38</sup> While collaboration on combatting transnational crime is a high priority, the project is at an early stage and there are no outcomes beyond construction to report at present.

An overarching point on the achievement of IOs and EOPOs relates to expenditure on equipment and major infrastructure projects. The TLPDP design identified supply of equipment and infrastructure as a *limited* aid modality (p.19), yet program implementation has leaned heavily in this direction. There are three points of concern identified by the evaluation team. First, there is a perception and concern among PNTL and other stakeholders that this expenditure on equipment and infrastructure comes at the expense of training<sup>39</sup> (see also Section 4.1.2 on PTC above). Second and relatedly, it is not clear that sufficient Value for Money (VfM) analysis was done to enable a decision on what were the most pressing priorities for GoTL and GoA. There are a number of questions that are unanswered: is there an assumption of additionality, i.e., could the GoTL have built some of this infrastructure themselves had TLPDP not paid for it? Are other donors seeking to provide support in this area? Is there sufficient

<sup>35</sup> R51

<sup>36</sup> R53

<sup>37</sup> It was reported in the 2019 MPR that "the TNC building has been communicated with the Minister of Home Affairs through AFP International Operations as part of the Pacific Step-Up"

<sup>38</sup> R65

<sup>39</sup> R26, R35, R36, R48, R77

GoTL budget for ongoing repair and maintenance? Is it adequately clear that infrastructure/equipment will be used for identified purpose? By way of example, VPU have been donated many cars by many donors over the years, however they now state that they have almost no cars. Thirdly, it has not always been clear that infrastructure expenditure has been appropriately linked to the program logic. For example, see Annex 2 which notes that it is unclear which intermediate outcome the PTC Firing Range is intended to contribute to.



**Recommendation 1:** The AFP, as a matter of urgency, should deploy STA M&E support to this phase of TLPDP. The next phase of TLPDP should not proceed without substantial M&E advisor support.



**Recommendation 2:** In the next phase TLPDP should undertake a more limited range of activities, commensurate with the funding available. A reduced emphasis on infrastructure would be appropriate.



**Recommendation 3:** DFAT and TLPDP, in conjunction with GoTL and PNTL, should urgently clarify the purpose and plan for the TNCC beyond construction and fit out, and which agencies are to be involved. It should ensure that the TNCC is not drawing resources away from GoTL domestic concerns.



**Recommendation 4:** TLPDP should support PNTL to scope the requirements for a fit-for-purpose Information Management System as a matter of urgency.

#### 4.1.3 Were the core components consistent with the program's logic and intended outcomes?



**Finding:** *The core components were consistent with the program's logic and intended outcomes. However, there is a consensus between DFAT and the AFP that the scope of activities did not match the funding envelope. Over the last year there has been an increased effort to match projects against EOPOs and report on these. While projects have been matched against IOs these are not directly monitored or reported on.*

#### 4.1.4 Are the outcomes achieved sustainable? Have they consolidated past investment gains?



**Finding:** *The longevity of the TLPDP program, coupled with the good relationship with PNTL, means it is well placed to consolidate past investment gains.*



**Finding:** *Sustainability of outcomes from TLPDP activities will, for the foreseeable future, be constrained by PNTL resourcing shortfalls, potential for saturation from too much development programming, and developing capacity.*



**Finding:** *Improved sustainability could be achieved by supporting PNTL to further understand and use existing GoTL and PNTL systems and coordination mechanisms. This could be supported by putting in place systems to coordinate, prioritise and review gifting requests, and ensuring agreement on the future use of and maintenance of assets.*



**Finding:** *Improved sustainability can also be supported by carrying out post-completion reviews of TLPDP initiatives as part of regular M&E to inform future priorities; and ensure that the learnings are communicated within the TLPDP team and to PNTL. One such example would be six-monthly reviews of trainees from TLPDP supported courses.*

The longevity of the TLPDP program, coupled with the good relationship with PNTL, means it is well placed to consolidate past investment gains. However, as with other development initiatives, changes of personnel in both TLPDP and PNTL, mean that there is often a loss of institutional memory on both sides regarding initiatives that have been undertaken previously. Some respondents suggested prioritising handovers between outgoing/incoming TLPDP staff to ensure improved institutional memory.<sup>40</sup> Increased employment of LES in professional positions can also support this process.

A number of key TLPDP initiatives currently lay the foundation for improved sustainability including the digital radio network upgrades, recent employment of an LES in a professional role, supporting the accreditation of PTC courses and training/accreditation of PNTL trainers. TLPDP can claim a degree of sustainability via a reduced burden of providing funding. For example, the KSOT training being run by PTC at the time of interviews represents a major achievement in that TLPDP is neither funding nor supporting the training delivery. TLPDP reports that Mol has at the end of 2021 signed contracts with a local company to replicate the six border posts built under TLPDP funding with a further 13 posts using the same design and model. Broadly, these are all positive indications of

<sup>40</sup> R56,R74

sustainability. There is an ongoing requirement for budgetary support, but with a greater focus on using GoTL systems.

Sustainability of outcomes from TLPDP activities will, for the foreseeable future, be constrained by PNTL resourcing shortfalls and developing capacity. The risk of the GoTL facing a major financial crisis in the foreseeable future is high, with a consequent impact on PNTL's ability to provide core policing services. There is a role for TLPDP to support PNTL to use what budget they have more efficiently and effectively. This could be achieved by supporting PNTL workforce's planning capability, and planning, financial and budgeting capability. However, such a role would require appropriately qualified Timorese staff and/or civilian advisors with experience of reforming GoTL systems and appropriate language skills— this is particularly important noting the requirement for Tetun and Portuguese language skills to understand current legislation and processes.

Improved sustainability could be achieved by supporting PNTL to further understand and use existing GoTL and PNTL systems and coordination mechanisms. Of note is that TLPDP has at times found it difficult to manage the many uncoordinated requests for assistance from PNTL and Vice Minister of Interior (VMoI).<sup>41</sup> TLPDP has raised this issue with the Commander-General. While TLPDP has increasingly been highly responsive to PNTL requests, much of this has been on an ad-hoc basis, with various PNTL noting that TLPDP respond 'immediately' 'without long and complicated bureaucracy', with 'minimal bureaucracy', with 'short bureaucracy' or that 'TLPDP bureaucracy is soft'.<sup>42</sup> In some circumstances such responsiveness is appropriate but there is a danger that this approach is not supporting PNTL to understand, use and where necessary improve GoTL systems, but rather to circumvent them. There is not a lot of sustainability embedded in this approach. A number of PNTL respondents were of the view that TLPDP could be more discerning in what requests it approved.

Improved sustainability could be supported by putting in place systems to coordinate, prioritise and review gifting requests, with any gifting of assets preceded by comprehensive needs analysis, agreement on the future use of and maintenance of assets and infrastructure, and assurance that financial transfers and assets are being registered in accordance with PNTL, MoI and Ministry of Finance (MoF) requirements. While there is no evidence to suggest that gifting to date is specifically unsustainable, there is a strong case for strengthening and using country systems as outlined in the Busan partnership agreement.<sup>43</sup> While ensuring that gifting is appropriately registered through GoTL systems is a PNTL responsibility, TLPDP should look for opportunities to reinforce the requirement for gifting to be conducted in close coordination with Timorese systems, including registration processes; integration into Timorese maintenance systems; and a rigorous conduct of needs analysis.

An example of possible lack of sustainability relates to the gifting of forensics equipment. Forensics was not mentioned in the original design document. The forensics strategy briefing put to AFP and shared with the Evaluation Team does not include substantial consideration of the long-term sustainability of a forensics capability within PNTL. Likewise, the 2020 MPR does not address sustainability of Forensics procurement. The evaluation team acknowledges that there is planned to be a Forensic Development Strategy (not sighted by evaluation team) which may provide further detail on sustainability. At this stage though, the \$A200,000 expenditure on specialised forensic equipment to establish the laboratory appears to present a clear risk for sustainability as it is not linked to the program logic, not grounded in a clear business case, and not does not appear to have a plan for maintenance, repair, and replenishment of expendable items.

Consideration could also be given to providing a procurement systems advisor but this is not a straight-forward undertaking and would require significant MoI and PNTL buy-in and the ability of the advisor to understand the role of whole of government systems. A number of senior PNTL noted the importance of the GoTL taking responsibility for the ongoing maintenance of what TLPDP has provided.<sup>44</sup>

The sustainability of the IMS is parlous, not only as an information system but other program development activities are dependent upon the effectiveness of the IMS. Without significant investment this remains a key risk. It is noted that the TLPDP advisor assigned to IMS is not an IT specialist and therefore lacks the requisite skills to facilitate a sustainable solution.

Improved sustainability can also be supported by carrying out post-completion reviews of TLPDP initiatives as part of regular M&E to inform future priorities; and ensure that the learnings are communicated within the TLPDP team and to PNTL. One such example would be six-monthly reviews of trainees from TLPDP supported courses, using

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<sup>41</sup> R36, R63

<sup>42</sup> R36, R42, R53, R57

<sup>43</sup> <https://www.oecd.org/dac/effectiveness/busanpartnership.htm>

<sup>44</sup> R1, R42, R48, R57, R64, R81

the process outlined in the interim MELP. The evaluation made an early attempt to develop such a review of trainees and piloted a short survey across 10 PNTL participants. The major problem with this was a lack of verifiable phone numbers for respondents. Phone numbers and consent to conduct follow-up reviews should be collected at the time of training. The piloted survey questionnaire is included at Annex 6 and could be implemented for future training courses run with TLPDP support.

## 4.2 Does the TLPDP model make efficient use of resources?

This section considers efficiency of the program and asks: Is it adaptive and responsive to police development needs of PNTL?

### 4.2.1 Were the funding and timeframe sufficient to achieve the program outcomes?



**Finding:** *It is broadly accepted that there is a mismatch between the design and the funding available. A key role (M&E) and activities (TCOPA/Needs Assessment) were not funded under the program, resulting in an inability for program outcomes to be properly tracked. There is, however, evidence of major achievements in terms of strengthening the TLPDP-PNTL relationship.*

This section outlines an analysis of budgeted versus actual expenditure and whether or not funding and resourcing were sufficient in the available timeframe.

The design document “anticipated that the Program will have a budget of \$A24.3 million (from 1 July 2018 – 30 June 2022)”. Full activity, resource and budget planning was to be undertaken by the AFP during the planning phase of the Program. This allocation has been consistent throughout the program and represents the DFAT allocation of \$A22m and AFP allocation of \$A2.4m (excluding salaries). In the JSC June 2021 agenda papers, it was noted that “The 2020-21 DFAT funding allocation of \$A5.750m has been subject of a \$A0.750m flexibility withholding by DFAT which impacts the discretionary project budget and reduced TLPDP project capacity by 40%”. DFAT subsequently released \$316,000 in order to enable the upgrade of the PNTL radio network to continue.

The program budget of \$A24.4m has been criticised by TLPDP as too great a reduction from the 2014-18 envelope (\$A29m), which was itself a vast reduction on previous phases (Phase I: \$A143m, Phase II: \$A74.6m). TLPDP is also of the view that their budget compares poorly with other programs in Timor-Leste and other Police Development Partnerships (PDP) in the Pacific.<sup>45</sup> TLPDP often makes comparisons between their budget and that of DCP, as well as the better ratio of DCP personnel to F-FDTL counterparts, compared to the TLPDP ratio to PNTL counterparts. Likewise, other PDP are viewed as having a greater ratio of personnel to national police counterparts, and greater budget relative to the size of their counterparts. However, TLPDP is the biggest single sector program across the Australia Timor-Leste Partnership, and has high overheads compared with other DFAT-funded programs, reflecting its advisor heavy character. Getting more out of what is already available through achieving greater efficiencies in overheads could be a better solution than expanding the existing envelope. The 2020 Annual Investment Monitoring Report (AIMR) noted the requirement for greater flexibility of the existing budget envelope suggesting “DFAT assesses TLPDP could utilise its budget in a more agile manner by relying more on contracted and local expertise that could be more responsive to contextual changes”. The way in which the budget is spent is further addressed in Section 4.2.2.

In terms of whether funding was sufficient, there is a broad consensus that the program outcomes in the design were too ambitious given the funding and timeframe available.<sup>46</sup> However, despite a determination that the program outcomes in the design could not be achieved, there has not been a new set of program outcomes and accompanying program logic to take their place. The idea that the design was too ambitious for the funding envelope has three key constituent issues which are addressed below:

- A lack of funding for M&E (see section 4.2.5 below);
- Funding modalities; and
- Overseas Development Assistance (ODA) and non-ODA expenditure in TLPDP.

It is recognised that the TLPDP funding model, where funding comes to AFP via DFAT, is different from other AFP PDP through the Pacific. It is clear that the current model has not been entirely satisfactory to either AFP or DFAT and discussions are ongoing about what type of model should be used going forward.<sup>47</sup>

<sup>45</sup> TLPDP Joint Steering Committee Combined Agenda papers June 2021 pp 31-32

<sup>46</sup> DFAT, 2021.AIMR; R22, R60

<sup>47</sup> R32, R41, R60, R67

TLDPDP fulfills both a development and law enforcement partnership role in Timor-Leste, with an innate tension between the two. Timor-Leste's young police service and nascent law enforcement partnership with AFP will continue to evolve. The AFP have numerous partnerships across the Indo-Pacific at different stages of development which provide an indication of the possible trajectory of the TLDPDP. Whereas development work can clearly be regarded as ODA, there is an ongoing debate about the extent to which work on transnational and serious organised crime (TSOC) can be considered ODA. There is no indication that TLDPDP is delivering TSOC work in the place of ODA, however the debate over the securitisation of aid continues to be a point of contention across this and other security-focused investments in the Australian aid program. Differentiating ODA/non-ODA can be hard to achieve but should be more clearly dealt with in future iterations of the program. This requires an agreed upon framework for determining which (in particular TSOC) activities still fit in development parameters. It is acknowledged that activities which occur under TLDPDP that cannot be attributed to ODA can still provide major development benefits. Anecdotally, some of the best formative activities for partnered forces can occur through cooperation on live operations, and 'learning-by-doing'.<sup>48</sup> The 2018 'RAMSI legacy for policing in the Pacific region' report, which included interviews with various police forces from the Pacific noted that the majority of respondents favoured this model.<sup>49</sup> But this raises questions of the extent to which it can be considered ODA. By way of example, if in the course of providing advisory support to TNC units, counterparts passed on information to AFP, questions could arise over whether that is TSOC or ODA. The current JSC arrangements provide a foundation for such a joint approach to agreeing on ODA. Inclusion of an agenda item to jointly assess activities which exist on the margins of ODA would be beneficial. Such a framework also needs to be extended to advisors, with specific briefs and avenues for clarification provided to advisors throughout their time as part of the program.



**Recommendation 5:** The JSC should ensure that program expenditure in the next phase is clearly linked to the program logic, with a specific agenda point at JSC meetings dedicated to ensuring a mutual understanding of what expenditure is ODA and non- ODA.

#### 4.2.2 Does the TLDPDP model make efficient use of resources?

**Finding:** *The TLDPDP model has increasingly made more efficient use of resources, and improvements in governance arrangements and reporting have made determining its efficiency somewhat easier. It has delivered significantly in its pivot to being COVID responsive without additional resources. The deployment of an in-country M&E advisor on an ongoing basis, as a continuing matter of urgency, will assist the program to demonstrate its efficiencies.*

**Finding:** *TLDPDP remains a more expensive program to run than other comparable GoA investments, notwithstanding the clear benefits of police-to-police connection. A range of opportunities for increased efficiencies could include a greater focus on ensuring that advisors have skills matched to their responsibilities, clear workplans for all advisors, deploying a mix of police officers and contractors/civilian staff, an increasing focus on using professional locally engaged staff in some roles, improved donor coordination, and utilising the MEL system for evidence-based decision making.*

**Finding:** *Both the PCB and JSC contribute to efficiency. JSCs are now convened twice annually. This has enabled senior managers to formalise several arrangements that improved program efficiency, including improved financial and risk reporting.<sup>50</sup>*

This section focuses on costs of the program in relation to the overall budget, the efficiency of resource allocation, and the coordination mechanisms used to ensure efficient use of resources. The overheads involved in TLDPDP are significant – including salary and support costs. The proportion of TLDPDP budget attributed to activity costs is lower than the average for GoA development investments in Timor-Leste, reflecting the advisor-heavy nature of TLDPDP.<sup>51</sup> A range of opportunities to improve staffing and other efficiencies are addressed below.

Police-to-police connection is a vital feature of TLDPDP. However, a mix of uniformed police and civilians in administrative capacity building roles could provide the mission with more targeted skills and experience in a more cost-effective manner (see also 4.2.5 for a discussion on the MEL role). This has occurred in previous phases of TLDPDP and could address PNTL and Mol's requests for a return to strengthening PNTL's corporate and enabling services (planning, finance, human resources, and logistics/procurement).<sup>52</sup> At the time of the evaluation, an AFP

<sup>48</sup> R32

<sup>49</sup> Putt, J., Dinnen, S., Keen, M., & Batley, J. (2018). The RAMSI Legacy for Policing in the Pacific Region. Also senior PNTL R51 expressed a preference for training from ASEAN/Pacific police

<sup>50</sup> DFAT, 2021.INN260 Annual Investment Monitoring Report

<sup>51</sup> R17, R63, R75

<sup>52</sup> R35, R36, R54, R59, R62

HR advisor had recently started with the program. There is no suggestion that this advisor should be replaced by a civilian. An alternative proposal raised with the evaluation team by the AFP is that AFP corporate and enabling services advisors could split their time between advising PNTL counterparts and completing corporate work for TLPDP. This model was strongly discouraged by a variety of interviewees with experience in these sorts of functions in TLPDP advisory contexts, with the likelihood that the advisor would be pulled between two competing priorities and not be available to PNTL when they were required.<sup>53</sup>

Several respondents also pointed to the need for advisors to be experienced in the areas they are allocated to and to have a clearly delineated workplan with time allocated towards achieving key goals and attendant performance indicators. There are several instances of job descriptions emerging/evolving after advisors arrive and, in some instances, advisors being put in roles for which they are not qualified. For example, the current advisor responsible for activities around IT does not have that background but was given the ongoing IMS project due to other advisor(s) leaving. While the advisor has ensured that the IMS has not failed, it is not an efficient use of resources to allocate responsibilities for technical work to those who aren't appropriately qualified. Numerous respondents also referred to a need for deployees with good ability to build relationships and a base level of cultural competence.<sup>54</sup> However, there was no indication during this evaluation that any current deployees were not suitable in this regard. Greater efficiency and effectiveness could also be achieved by requiring TLPDP advisors to develop Tetum language skills. Finally, a number of respondents requested a more institutionalised hand-over process to ensure that institutional memory is not lost every time there is a change of advisor. This could involve overlap between incoming/outgoing staff, and a clear structure for developing a hand over document.

It has been noted that there is scope for the employment of an increasing number of Timorese to fulfill professional roles in TLPDP, as occurs in other development programs. Until recently, except for the long-standing contract administration advisor, Timorese have only been employed as language and logistics assistants. The recent employment of an Australian educated HR Development Manager is a very positive development.

Many and diverse stakeholders raised concerns regarding TLPDP's gifting processes and the attendant lack of sustainability.<sup>55</sup> The phenomena of PNTL donor shopping, the lack of asset registration with MoI and MoF, a lack of coordination, low impact development, and the major risk of items/infrastructure lacking maintenance and upkeep plans were all raised by respondents (these risks and the results of long-term lack of sustainability are elaborated in the 2021 PNTL Maritime Review Report v0.2 conducted by TLPDP and supplied to the evaluation team). GoTL respondents also expressed concern that current TLPDP gifting practices are insufficient to encourage the use of and strengthening of PNTL and broader GoTL procurement systems. TLPDP advisors noted being overwhelmed by uncoordinated and ad-hoc requests, that too many advisors were authorised to disburse gifts, and that while the TLPDP gift register has now been acquitted, it was for a long-time months out of date due to the sheer volume of gifting. While some emergency requests are warranted, many are just circumventing PNTL systems. The aid effectiveness commitments agreed upon in Rome, Paris and Accra by Australia and other OECD countries call for an increase in the use of partner country systems, in particular the national budget and Public Financial Management (PFM) systems.<sup>56</sup> The risks associated with infrastructure are of course well known to TLPDP and efforts have been made to develop long-term planning for maintenance – in particular the collaboration with DCP around the radio network is an indication of multiple redundancy and clear focus on local solutions. However, there a number of opportunities for strengthening that have been identified:

- There is a need for a single gatekeeper within TLPDP for gifting. TLPDP should reinstate an approach from previous phases where all support is signed off by the Commander-General. The gift register needs to be kept up to date.
- There is a vital need for gifting to be registered through appropriate PNTL, MOI and MOF channels. While ensuring that gifting is appropriately registered through GoTL systems (PNTL, MoI, MoF) is a PNTL responsibility, TLPDP should look for opportunities to reinforce the requirement for gifting to be closely coordinated with Timorese systems. Such a system was established in previous phases of the TLPDP and should be revitalised now. LES could plausibly be engaged in a role to coordinate registration of TLPDP-procured items.
- MFAT and the former Community Policing Support Program (CPSP)<sup>57</sup> used a gifting system whereby assets were only provided following extensive consultation and a written agreement on use and maintenance. A

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<sup>53</sup> R14, R22

<sup>54</sup> R10, R17, R32, R51 R66

<sup>55</sup> R3, R32, R35, R36, R45, R50, R56, R63, R64, R79,

<sup>56</sup> OECD, nd. What are the Benefits Of Using Country Systems? Policy Brief 1

<sup>57</sup> This has been succeeded by the Community Security and Justice Program (*Programa Apoio Seguransa Komunitade*: PASK)

notable example is the provision of housing provided for community policing (OPS) which was only constructed once the agreement was in place. This was reportedly very successful and some of their systems could plausibly be introduced into TLPDP.

The Roads for Development (R4D) program did some major work in procurement systems for the Ministry of Public Works.<sup>58</sup> If TLPDP is to conduct similar advisory support to the PNTL around PNTL procurement systems, they should seek to leverage learnings from R4D's previous investment.



**Recommendation 6:** TLPDP should re-establish systems to coordinate, prioritise and review gifting requests, with any gifting of assets preceded by comprehensive needs analysis, agreement on the future use of and maintenance of assets and infrastructure, and assurance that financial transfers and assets are being registered in accordance with PNTL, MoI and MoF requirements.



**Recommendation 7:** AFP and TLPDP should consider the efficiencies that can be achieved in the next phase by ensuring that advisors have skills matched to their responsibilities, clear workplans for all advisors, deploying a mix of police officers and contractors/civilian staff, an increasing focus on using professional locally engaged staff in some roles, improved donor coordination, and utilising the MEL system for evidence-based decision making.



**Recommendation 8:** AFP and TLPDP should ensure advisors develop Tetum language skills prior to and during deployment. This requirement comes at a program cost that should be factored into the budget envelope.

#### 4.2.3 Is it adaptive and responsive to police development needs of PNTL?



**Finding:** *TLPDP's adaptability and responsiveness to PNTL's development needs is one of the strengths of the program, highlighted during responses to COVID-19 and the floods, and resulting in a very good relationship with PNTL. Responsiveness to requests for Use of Force training has also been important.*

Notwithstanding the need to revise the approach to gifting discussed above, TLPDP's adaptability and responsiveness has been a major positive of the program. Over the past 18 months TLPDP has demonstrated responsiveness and adaptability to PNTL's needs to respond to the requirements of both COVID-19 and the Easter 2021 floods. From multiple accounts TLPDP has been cited as providing support in line with what GoTL and PNTL needed in a timely fashion.<sup>59</sup> This has been appropriate, however, as Timor emerges from these crises there needs to be a scaling back of flexibility and a greater focus on achieving set scope and objectives.

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**“TLPDP is flexible and PNTL can communicate anytime to ask for support and receive a fast response” –Executive-level PNTL respondent**

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Prior to COVID there were also strong indications of responsiveness, in particular through the response to the off-duty PNTL shooting incident that occurred in 2018. This incident was seen as pivotal in that it highlighted TLPDP as a partner of choice. PNTL asked for TLPDP advice, who provided guidance to 'own the problem'. The PNTL then arrested the people involved, went public in accepting fault, and instigated changes around UoF protocols, all supported by TLPDP. It is therefore clear that TLPDP has the requisite skills and attributes to respond to an evolving situation and shape the response towards more positive outcomes.

#### 4.2.4 Has the program addressed the recommendations from the Mid-Term Review (MTR)?



**Finding:** *The MTR provided a major benefit in introducing M&E thinking to the program. This remains a work in progress and subject to ongoing M&E support. While some of the recommendations were practical and have been followed, others were more long-term and require continuous consideration.*

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<sup>58</sup> ILO, 2017. Launch of the Roads for Development (R4D) Phase II Program: Rural Road development for better rural employment and economy

<sup>59</sup> R36, R53, R60, R63, R72,

The TLPDP MTR was conducted in January 2020, brought forward six months in response to concerns raised by DFAT that the MEL framework envisaged in the TLPDP design was not being implemented.<sup>60</sup> The DFAT Aid Quality Check (AQC) 2018-19 noted that the MTR being brought forward resulted in the terms of reference not being approved by the JSC, and no DFAT or external advisor was brought onto the MTR team. It is noted that although the TLPDP design outlines a requirement for a JSC this did not occur until November 2020, over two years after the start of the program. This context notwithstanding, the MTR proposed 20 recommendations, which have been reproduced in Annex 5. Those recommendations were responded to by the TLPDP Commander (C-TLPDP) as part of the 2020 MPR. Of these recommendations, the evaluation team has determined that two have been achieved, eleven are in progress/some delay and seven have not been achieved.

The MTR broadly acknowledged TLPDP success – particularly related to relationship building with the PNTL and GoTL – but was very clear in noting the shortcomings around a lack of M&E. It noted that there was an urgent requirement for M&E support, as well as an “observation that some of the TLPDP projects lack clearly articulated objectives and targets at the working level, which contributes to the inability to capture progress”. The linked recommendation suggested a refocus of advisor mindset to think about program design and link between core program outcomes. It is not clear that any of this has made major advances. While there have certainly been improvements to the reporting component of the TLPDP, the strategic use of the program logic and MEL framework has not yet emerged and requires substantial effort to ensure that activities have an outcome focus.

Other aspects of the MTR have a more practical focus. For example, the MTR noted that there have been instances of highly specialised training being delivered in a context where basic needs aren’t fully understood. It therefore “recommended that a needs assessment of the PNTL be conducted in conjunction with a TCoPA of the PNTL, to help the TLPDP establish where to direct its efforts”. This recommendation was not taken forward as the TCoPA was delayed by COVID, then cut completely in response to the Whole of Government (WoG) flexibility withholding. The requirement for a comprehensive needs assessment therefore still remains. This may not necessarily require a TCoPA, however it is clear that greater focus is required for the TLPDP to avoid some of the more ad hoc components of the activity straying too far from agreed Timorese/Australian priorities.

A final point made with reference to the MTR was that it represented a good learning process for TLPDP advisors.<sup>61</sup> Evaluations by nature involve a process of compromise, education, and learning. Continuous promotion of a culture of MEL within TLPDP should be prioritised as a means of bridging the gap in understanding between the two organisations. At the same time, there needs to be a broader recognition of the requirement for an MEL system that adequately deals with the complexity of combining ODA and non-ODA funding, noting in particular that AFP are not development practitioners but instead provide the sort of police-to-police connection that has been identified as invaluable to the program

#### 4.2.5 Have MEL systems supported program implementation?

 **Finding:** *To date MEL systems have not supported program implementation, although the late development of the MELP has resulted in improved reporting. Resourcing of M&E capacity within TLPDP remains an urgent priority.*

There are two main findings in terms of MEL systems: the first around the extent to which the MEL systems work, and the second the extent to which they *should* work. This section also contains an outline on what an MEL position could and should cover in the current and next phase of TLPDP.

Due to the reduction in available funding from phase III to phase IV, a decision was made by TLPDP to prioritise operational roles rather than an M&E adviser. This meant that for almost two and a half years the program was without any substantive M&E capacity. In response to poor AQC ratings TLPDP sought assistance from M&E House which led to the development of an interim MELP, approved in November 2020. The interim MELP is described as a ‘lean’ version but is essentially unfinished. The three core components are still the main focus and a greater emphasis has been placed on gender disaggregated data collection for training, as well as conducting SSC for some of the activities that were not forecast (e.g., COVID response). However, resourcing is still not available for anyone to implement the MELP.

Interviews with various DFAT/TLPDP staff indicate that there is a mismatch in understanding over the role of M&E and how it ought to be implemented. Reluctance to fully implement proposed amendments to the MELP has resulted

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<sup>60</sup> AFP, 2020. TLPDP MPR July-December 2019

<sup>61</sup> R32



in an abbreviated MELP<sup>62</sup> that does not enable strategic application to new and existing activities. However, the MELP has facilitated improved reporting and an attendant improved relationship with DFAT at Post. Despite improvements, reporting remains activity based and continues to mix activities undertaken and those proposed. TLPDP has sought to align reporting against activities which are broadly attributed to the EOPOs, but do not contain reference to the IOs (Annex 2 of the MELP, reproduced at Annex 3 of this document). The SSC developed by TLPDP represents a strong, outcomes-focused piece of evaluation. However, the TLPDP staff member who was part-time allocated to M&E is no longer performing an M&E function.

The second major point relates to the broad recognition that TLPDP is not strictly a development program and AFP are not development practitioners. There is general acceptance that the 2020 MPR was an improvement with less anecdotal and more demonstrable evidence. That said, it still does not meet the DFAT M&E reporting standards required from a development program.<sup>63</sup> As has been explored above, the greater benefit of policing work is said to derive from operational cooperation, which is not development work. The TLPDP could nonetheless stand to benefit from a clear and concise outline of key expected outcomes, and the development of IOs which provide a clearer framework for assessing the success and utility of activity implementation. There is a common recommendation across all aid programs: adopt modest and specific outcomes. This should be strongly written into the next phase of TLPDP and adhered to by the implementing team.

The TLPDP team have made it clear that they do not believe there is funding available for an MEL advisor, however it would be highly desirable that one be brought on. In particular this is required to:

- Appropriately link program activities to a broader program logic/strategic intent;
- Integrate TLPDP efforts with other Australian Aid Program activities;
- Ensure transparent expenditure in line with DFAT's ODA reporting requirements;
- Enable consideration of new PNTL requests against a coherent strategy;
- Identify where parts of the program are not being achieved and allow for TLPDP to address requests for adjustments to the program goals to the JSC/PCB;
- Enable monitoring to inform learning within the program;
- Start the process of developing evaluative thinking within TLPDP ahead of the next phase of the program; and
- Report on the final year of the program.

While the interim MELP was a good step, in the absence of any dedicated individual focusing on MEL, even in a part-time capacity, it is unlikely that the MELP can be implemented. In particular:

- SSCs are seen by TLPDP as too time consuming and there are no plans for further SSCs to be done;
- The enhanced evaluation of training provided to PNTL, in particular participant self-assessment of training impact and longer-term follow up to assess whether participants are applying their new skills has not been done; and
- Annual MEL plans have not been made.

Finally, the program logic and IOs in the MELP remain the same ones given in the design, despite a general agreement that they are out of scope for the level of resourcing at TLPDP. While programs may hesitate to change a program logic mid-way through, there should be some clarity around which IOs remain relevant and which have been pushed to the next phase or should be scrapped altogether.

### Options for urgent implementation of MEL

The DFAT mission in Timor-Leste requested advice on how to conduct M&E without another advisor noting the already large proportion of support costs compared to activity costs in TLPDP. These options are as follows:

**Immediate term:** STA brought on for up to 40 days through end of program to support the implementation of the MELP including: devise an MEL plan for the rest of the current phase including targets and indicators of success; work with TLPDP staff to create another SSC; conduct longer-term follow up to assess trainee's use of training; provide a number of training sessions for TLPDP staff to better understand the value and purpose of M&E, and support completion of final reporting. The STA should further seek to train an LES member who can support the conduct of ongoing data collection for training.

<sup>62</sup> R30, R49

<sup>63</sup> R17, R49, R72

**Next phase:** Consideration should be given to the recommendation: adopt modest and specific goals. Doing so requires a strong design that is explicit in what will and won't be funded as part of TLPDP. A smaller, more focused program with an explicit focus could still have the flexibility to respond to requests, however these requests would require robust business cases to be made, and a clear alignment with program objectives. There are no programs of the same size as TLPDP that do not make use of an MEL position.


**Cost for next phase:** Table below breaks down cost of MEL expertise for the next phase

| Option                           | Cost   | Notes  |
|----------------------------------|--|--|
| <b>STA MEL and LES</b>           | STA approx. \$A620,000 for 100 days + flights, accommodation, per diems over four years. Cost includes contractor management fee and C4 level consultant.<br>LES costs in line with current estimates. | With a suitably proficient LES, an STA could continue to support the TLPDP each year for 100 days remotely and periodically in country.              |
| <b>AFP MEL and LES</b>           | B5 Professional Officer approximately \$A785k over four years. This does not include accompanied allowance or accommodation.<br>LES costs in line with current estimates.                              | This assumes a fulltime, in-country role for the AFP advisor. <sup>64</sup> Note that the evaluation team does not have costs for AFP accommodation. |
| <b>FT MEL contracted advisor</b> | Full time MEL contracted advisor approx. \$A1.2m over 4 years (including reimbursement, mobilisation, allowances and accommodation).   |  |

### 4.3 How have TLPDP outcomes delivered on GoTL, Australian Government and PNTL priorities?

This section considers the extent to which the program has delivered on priorities for Australia, Timor-Leste and the PNTL. It does not repeat the findings on effectiveness against KEQ1, but rather examines the relevance and strategic alignment of the program. It assesses the success of the partnership and joint program management approach detailed in the program design and identifies critical ongoing development cooperation needs and opportunities to inform subsequent TLPDP and policing assistance in Timor-Leste.

#### 4.3.1 How have TLPDP outcomes delivered on RDTL and PNTL priorities?

 **Finding:** TLPDP's End of Program Outcomes (EOPO) are in broad alignment with GoTL/PNTL priorities as outlined in ss 6, 17 and 147 of the Constitution, the Strategic Development Plan 2011-2030, the VIII Constitutional Government Program, the National Action Plan on Gender Based Violence (NAP-GBV), the National Action Plan on Women, Peace and Security (NAP 1325), PNTL's Organic Law (Decree Law No. 9/2009), the PNTL Gender Strategy; GoTL's commitment to a number of international conventions and the relevant Sustainable Development Goals (SDG 5, SDG 16 and SDG17).

 **Finding:** The further institutionalisation of a community policing approach within PNTL is an agreed priority for both TLPDP and PNTL; but will require further commitment, planning, and resources to implement.

TLPDP's three EOPOs, with their emphasis on PNTL's governance, self-improvement systems and organisational leadership being capable, legitimate, and accountable; delivery of effective operational policing services through enhanced capability and capacity; and improved community engagement and collaborations enabling the delivery of responsive policing services; align well with GoTL/PNTL priorities. Ensuring that TLPDP activities are aligned with GoTL and PNTL is facilitated through a joint TLPDP and PNTL PCB that met in November 2020 and June 2021.

<sup>64</sup> One option was proposed as being part-time MEL and part-time 'executive assistant' to C-TLPDP. The evaluation team do not support this proposal.

Timor-Leste's Constitution outlines the responsibility of the police and anticipates the creation of a law that determines the rules for the police. This is realised through PNTL's Organic Law (Decree Law 9/2009)<sup>65</sup> which outlines the mission to defend democratic legality, guarantee people's security and property, and safeguard citizens' rights in accordance with the Constitution and the law. The law also outlines the powers, responsibilities, and structure of the organisation. Continued TLPDP support reflects the need for an effective PNTL capable of providing services for Timorese citizens, managing transnational, serious and organised crime and responding to issues that lead to instability.

TLPDP's three EOPOs also align closely with the VIII Constitutional Government Program, a five-year policy instrument that notes that:

*maintaining peace and promoting justice in Timor-Leste are key issues. Reviewing, training, and improving the institutions guaranteeing these conditions will continue to be a national priority, since without peace and without justice it is not possible to overcome the barriers that lead to a situation of fragility as a State.*

The Program anticipates further development of bilateral and international cooperation with development partners; and undertakes to ensure that PNTL "operates with qualified and responsible professionals, backed by modern infrastructures and equipment, governed by regulations that promote efficiency, accountability and good governance of the sector". The program includes the requirement to strengthen the community policing model; improve operational capacity in the consolidation of public security, crime prevention, and criminal investigation; strengthen institutional training, modernise infrastructure, equipment, and information technologies in the sector; and strengthen engagement with the United Nations including through peacekeeping missions. It contains specific mention of required work on development of the PTC, the border management system, intelligence, the combatting of domestic violence and protection of women and children.

The VIII Constitutional Government Program also incorporates the roadmap defined by Timor-Leste to comply with the 2030 Sustainable Development Agenda of the United Nations. Timor-Leste undertook to implement this Agenda and was particularly involved in the inclusion of Objective 16: Peace, Justice and Effective, Responsible and Inclusive Institutions at all levels, recognizing that without peace, justice, and sound institutions it is very difficult to implement any of the other objectives essential to sustainable development.

Timor-Leste's NAP-GBV envisages a significant role for the PNTL, including collaboration with other agencies under Outcome 3: Ensure that victims/survivors' rights are fully protected through the formal justice system and perpetrators are brought to justice and the associated Output 3.3: Enhanced capacities of policing, prosecution, and institutions to ensure the provision of gender sensitive, safe, accessible, free, and responsive services for victims. Timor-Leste's NAP-1325 expired in 2020 but had particular relevance to PNTL in PILLAR I: Women have equal and active participation in decision making processes relating to governance, peace and security and the associated Output 1.3. Increase promotion, recruitment, and representation of women in national institutions for security, defence, and justice. TLPDP support is aligned with the four outcomes of the PNTL Gender Strategy 2018-2022 and is focused both on improved gender equality within the PNTL workforce and support to the PNTL VPU, with further detail provided in Section 4.5 of this report.

Timor-Leste is also signatory to a range of international instruments that require a police service with a commitment to human rights and gender equality including the Convention Against Torture and Other Inhumane, Cruel or Degrading Treatment or Punishment (CAT); the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW); the Convention on the Rights of the Child (CRC), the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography; the International Convention on the Civil and Political Rights (ICCPR), the International Covenant on Social and Economic Rights (ICESR), and the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW).

TLPDP's initiatives under EOPO1 (PNTL's governance, self-improvement systems and organisational leadership are capable, legitimate, and accountable) includes a focus on a diverse and inclusive workforce in support of the PNTL Gender Strategy; a focus on the PTC, in support of the PTC Strategic Vision, with curriculum development, support for accreditation with INDMO, and an early focus on district training capabilities; and supporting organisational capacity to effectively plan and manage available resources through the deployment of an HR

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<sup>65</sup> PNTL's Organic Law (Decree Law) replaces the earlier Decree Law 8/2004. The preamble of the new law notes that the 2006 crisis highlighted the need to provide the police with a greater operational capability and an efficient chain of command, based on a clearly defined hierarchy

advisor. District training capabilities will be key to the roll out of newly minted, human rights compliant, Use of Force training.

TLDP's initiatives under EOPO2 (Effective operational policing services are delivered through enhanced capability and capacity) includes support to the IMS and intelligence-led policing, including forensics.

TLDP's initiatives under EOPO3 (Improved community engagement and collaborations enable the delivery of responsive policing services) includes support to investigations and victim response capability, community engagement and inter-agency collaboration. Responsive policing services via a focus on transnational crime and gender-based violence are both clearly aligned with GoTL and PNTL priorities. The activities undertaken here are small parts of wider programs run by various GoA agencies and other donors.

## Community policing

Timor-Leste's Strategic Development Plan (2011-2030) notes that:


*Community policing will be promoted and be central to the basic training and professional development of police. A community oriented policing model for all police will be adopted as the guiding philosophy for the PNTL. This model will inform and guide management and operational decision-making and ensure that the PNTL focuses its role on community policing.*


Similarly, the Program of the VIII Constitutional Government aims to strengthen the community policing model and give continuity to the practice of community policing (visibility, involvement, and professionalism). PNTL's Organic Law establishes a Department of Community Policing, and notes that PNTL strategy and approach to policing shall have the characteristics of a community police; and community policing is mainstreamed throughout PNTL's Gender Strategy.

In November 2018, Timor-Leste's Minister of Defence and Security and interim Minister of Interior requested TLDP to support PNTL to develop a community policing model. The 2019 DFAT AQC recommended that refocusing of TLDP efforts towards community policing should be considered by the end of 2020. Similarly, the TLDP MTR, finalised in May 2020 recommended that TLDP encourage a shift to a community policing model by influencing the senior leadership of the PNTL and continuing training and project initiatives. **Community policing is a significant recommendation for the TLDP to implement and aligns with GoTL and PNTL expectations.** The JSC update in June 2021 notes that while this forms part of the ongoing work plan and agenda for TLDP, it is a significant change initiative which requires additional investment and resourcing to implement. Support for PNTL to develop a community policing model was provided for many years by NZ MFAT and was implemented jointly through NZ Police and TAF. With the departure of NZ Police in 2020, there is the opportunity for TLDP to assume a police-to-police role in institutionalising community policing in Timor-Leste. TAF continues their work through the Programa Apoio Seguransa Komunitade or Community Security and Justice Program (PASK).

### 4.3.2 How have TLDP outcomes delivered on Australian priorities?

 **Finding:** TLDP EOPOs broadly align with Australia's 2017 Foreign Policy White Paper, Australia's commitment to a number of international conventions and the relevant SDGs, the GoA priority to promote stability in Timor-Leste, and more recently the GoA development policy Partnerships for Recovery — Australia's COVID-19 Development Response. It also aligns with AFP's International Command Gender Strategy 2018–2024.

 **Finding:** Over the course of implementing the current phase of TLDP it has become easier to discern the extent that TLDP outcomes are delivering on Australian priorities through implementation of, and reporting through, the JSC mechanism; reporting against the interim MELP; and TLDP's involvement in WoG approaches to COVID-19 and the Easter 2021 floods.

 **Finding:** TLDP continues to play a dual role as a development partner and a law enforcement partner. Moving forward there is the opportunity to differentiate these roles and establish clarity between DFAT and AFP on which areas of the program can/cannot be reported as ODA.

TLDP EOPOs broadly align with Australia's 2017 Foreign Policy White Paper commitment to continue to support Timor-Leste's national police, and cooperate on regional security issues, including maritime challenges, border security and transnational crime. There is also alignment with the GoA priority to promote stability in Timor-Leste — one of the three key DFAT outcomes for the development partnership. More recently, TLDP has aligned closely

with the GoA development policy Partnerships for Recovery — Australia's COVID-19 Development Response, and the accompanying Timor-Leste COVID-19 Response Plan, in particular the focus on development of professional policing services that are responsive to community needs and that contribute to a more stable and secure Timor-Leste and responding to violence against women and children. TLPDP delivered well on these priorities in early stages of response to COVID-19 and the Floods supporting GoA commitment to a WoG approach, and the AFP Commissioner's priority focus on partnerships/stakeholders. Australia is also a signatory to the same international conventions as Timor-Leste and the SDGs as discussed in the section above.


TLPDP outcomes are also informed by the AFP's International Command Gender Strategy 2018–2024 which is aligned with UNSCR 1325; and has strategic priorities to improve gender composition of International Command deployments, ensure gender mainstreaming across deployment activities, improve composition and capacity with partner police, improve capability on gender related law enforcement operations, and increase stakeholder engagement and collaboration.


TLPDP being able to deliver on Australian priorities can in part be attributed to a commitment to Timor-Leste since 2004, the longest existing investment in the Australian aid program. Special mention must be made of Maria Bernardino who, as a contractor with Coffey, and later Tetra Tech, has facilitated the relationship between TLPDP and PNTL since 2005 at both high and low points in the relationship. It is unlikely that the TLPDP program could have achieved its outcomes without her assistance.

In the early stages of the current phase of TLPDP, the extent of alignment with broader Australian priorities was difficult to determine, as the absence of an operational MEL Framework meant it was not possible to discern whether TLPDP was following or progressing against the three outcomes of the design. The mid-term review acknowledged that measurement of progress had been inadequate without a resourced MEL implementation plan. Although the TLPDP Mission Design Document 2018-2022 outlined a strategic governance framework for the mission via a DFAT & AFP Joint Steering Committee, this was not implemented until November 2020 and the delay is attributed by the TLPDP 2020 MPR to appropriate relationships not being cultivated from mission with DFAT Canberra and Dili Post. During this time DFAT was frustrated by the absence of regular JSC meetings, and the lack of formal discussions on risk management, information sharing, budget, and acquittals.<sup>66</sup> This has shifted considerably since 2020 with improved communication and information sharing between TLPDP and the Embassy, the commencement of JSC meetings, and improved reporting.

TLPDP continues to play a dual role as a development partner and a law enforcement partner. Moving forward there is the opportunity to differentiate these roles and establish clarity between DFAT and AFP on which areas of the program can/cannot be reported as ODA. There is clear appetite among TLPDP and AFP stakeholders for long-term strategic coherence and planning for an eventual shift to a full partnership in line with how AFP currently works in some other locations.<sup>67</sup> This is understood to be decades away, therefore long-term planning of what TLPDP is trying to achieve in 20, 10 and 5 years would greatly enhance the likelihood of achieving this goal.

#### 4.3.3 How well has the Partnership and joint program management approach worked?

 **Finding:** TLPDP and PNTL are increasingly perceived as a partnership, underwritten by TLPDP's longevity as an investment in Timor-Leste, the joint TLPDP and PNTL PCB, TLPDP responsiveness to PNTL's priorities, and a continued presence during the pandemic.

 **Finding:** TLPDP's flexibility in responding to ad-hoc PNTL requests outside this governance arrangement has been appreciated by PNTL, however both organisations would benefit from development of a mechanism to coordinate such short notice requests. Development of a donor coordination mechanism across all donors would address the phenomena of PNTL asking multiple donors for the same thing.

TLPDP and PNTL are increasingly perceived as a partnership, underwritten by TLPDP's longevity as an investment in Timor-Leste, and that advisors remained in country to support PNTL during COVID-19. The joint TLPDP and PNTL PCB first met in May 2016. It currently meets bi-annually and undertakes annual project planning which aligns projects to both PNTL and GoTL priorities.


PNTL's budget allocation, procurement systems and financial management remain challenging. Consequently, TLPDP's flexibility in responding to ad-hoc PNTL requests outside the PCB mechanism has been appreciated by PNTL and is undoubtedly a contributing factor to the good relationship. There are clear examples of this


<sup>66</sup> AFP, 2019.TLPDP AQC 2018-19; DFAT, 2021.AIMR 2020

<sup>67</sup> R17, R60, R72, R75,

responsiveness being appropriate, however both organisations would benefit from development of a mechanism to coordinate such short notice requests, and ensure that all requests, associated record keeping, and responsibility for asset maintenance are aligned with GoTL and PNTL systems.

#### 4.3.4 What are the most critical ongoing development cooperation needs and opportunities to inform subsequent TLPDP and policing assistance in Timor-Leste?

 **Finding:** *PNTL has an extensive range of critical development requirements in the context of a falling budget in a country approaching a fiscal cliff, with an increased likelihood of extreme weather events, and a growing youth bulge. TLPDP support to PNTL will continue to be critical for the 2022 and 2023 elections.*

 **Finding:** *TLPDP assistance will be required for PNTL for the foreseeable future. Moving forward, TLPDP could design an overall development strategy that links together disparate elements and avoids overstretch. This could be realised through TLPDP's intention stated in the 2020 MPR to develop a more structured 5-year capability roadmap. What can be achieved with subsequent TLPDP and policing assistance is highly dependent on the available funds which at this stage is not known.*

PNTL has an extensive range of critical development requirements in the context of a falling budget in a country approaching a fiscal cliff.<sup>68</sup> For the design of the next phase of TLPDP, C-TLPDP has identified priorities including work on maritime security; protecting women and children; policing database information management and security; operational command and control and communications security; border security; training management and development; corporate and enabling services; and embedding a community policing model across PNTL. These priorities broadly conform with the emerging issues identified in this evaluation. What is possible will depend on the funding envelope available in the next phase, how flexible that funding is to cover ODA and non-ODA priorities, and what efficiencies can be introduced into the program. There is an argument to attempt fewer activities in greater depth, while linking more comprehensively with other GoA investments. However, TLPDP support to PNTL will continue to be critical for the 2022 and 2023 elections. Modalities for delivering future TLPDP outcomes will depend on the priorities that are chosen for the next phase, within the available funding.

TLPDP assistance will be required by PNTL for the foreseeable future, with a transition to increasing partnership rather than development assistance over time. Development of a long-term strategy could ensure that future areas of TLPDP work are more targeted and focused on developing PNTL's capacity to respond to emerging risks including the approaching fiscal and budgetary crisis, an increased likelihood of extreme weather events, and a growing youth bulge. All of these events are likely to impact on national stability and PNTL's ability to respond.

If institutionalising community policing is to be prioritised there will need to be a substantial commitment to the development of recruit training, notwithstanding that this is resource intensive and that there are a range of identified challenges. This should be approached with concomitant support to PNTL decentralisation and enhancing municipal policing. It will also require a major focus on gender and social inclusion – both continuing to grow capacity of staff at the VPUs, as well as broader gender and social inclusion capacity development for PNTL more broadly. These efforts should be coordinated with the PASK program.

During this evaluation, the senior leadership of PNTL have repeatedly stressed the need for support to corporate enabling services, as TLPDP has done in the past. This would put PNTL in a better position to manage its human and financial resources more efficiently, something that will become increasingly important over the next few years. However, this job should not be undertaken lightly. It is much harder (but ultimately necessary) to work with PNTL and GoTL systems than creating parallel systems. It will be vital to ensure cooperation with other programs, in particular Governance for Development -GfD/PROSIVU) as well as the cross-program working groups that have been convened by GfD. This role may require civilian support noting the need for very specific expertise around governance in Timor-Leste, Portuguese/Tetun language, and ability to influence in a contested space.

In addition to those priorities identified by C-TLPDP, there is a case for strengthening PNTL's role in whole of GoA and GoTL disaster preparedness, alongside the DCP and the Australian Humanitarian Partnership. Finally, there is a real desire from PNTL for opportunities for joint training, and also for the visits to Australia that occurred prior to COVID-19.<sup>69</sup> In 2018, the TLPDP sent Timorese police to Darwin for training alongside the NT Police. This was seen as a cheaper option than travel to Canberra, and more importantly, it had greater alignment with what PNTL were facing in Timor-Leste, rather than if they were to partner with police in Sydney or Canberra. In particular, Darwin is not a large city and has a focus on policing rural and remote communities. A second element of taking

<sup>68</sup> Scheiner, C., 2021. Timor-Leste economic survey: The end of petroleum income. *Asia & the Pacific Policy Studies*, 8(2), 253–279.

<sup>69</sup> R2, R42, R48, R62

PNTL to Australia was participation at a Cairns conference on vulnerable persons and gender. This was seen as a beneficial exercise, among other things to show that GBV is not just a Timor-Leste problem, but a worldwide problem.<sup>70</sup> There is potential for further in-Australia activities to occur in the next phase of TLPDP with an ongoing trilateral partnership between AFP, PNTL and NT Police.<sup>71</sup>



**Recommendation 9:** TLPDP should develop a long-term strategy early in the next phase that includes a focus on developing PNTL's capacity to respond to emerging risks including, but not limited to, the approaching fiscal and budgetary crisis, an increased likelihood of extreme weather events, and a growing youth bulge.



**Recommendation 10:** AFP and TLPDP should budget for and implement a PNTL needs analysis/True Cost of Policing Analysis.



**Recommendation 11:** TLPDP could strengthen PNTL's contribution to Humanitarian Assistance and Disaster Preparedness as part of a Whole of Government (GoA and GoTL) coordinated response.



**Recommendation 12:** In the next phase TLPDP should focus on institutionalising Community Policing in accordance with GoTL and PNTL priorities; and support the PNTL to use its limited resources more sustainably. This should include, if possible, 1. support for a new recruit course; or in the alternative a greater focus on human rights based UoF training; 2. gender equality and VPU work; and 3. support for PNTL corporate and enabling services with flexibility to support one or more of IMS overhaul, PNTL budget and procurement processes, human resources, decentralisation and/or leadership training.

#### 4.4 How have TLPDP interacted and/or collaborated with other development assistance programs?

This section considers interactions and collaborations with the various other donor programs in Timor-Leste, and asks what are the effects of these interactions?

##### 4.4.1 How and to what extent has the TLPDP interacted or collaborated with other development assistance programs in Timor-Leste?



**Finding:** *There have been good advances in collaboration between the TLPDP program and other development assistance programs in Timor-Leste. There is evidence of an improved relationship with DFAT, a current high point of relations with the Defence Cooperation Program, reports of solid cooperation with Australian Border Force (ABF) and Home Affairs, and collaboration with UNWOMEN and the EU-funded Spotlight program. There remains substantial room for enhanced cooperation with other programs within the broader Australian Aid Program in Timor-Leste, and with some other donor-funded programs focused on areas of common interest.*

This section discusses collaboration between TLPDP and other GoA agencies, as well as collaboration with other donor programs. Such collaboration is important to ensure complementarity, harmonisation, and co-ordination with others, and that any intervention is adding value while avoiding duplication of effort.<sup>72</sup> This will enable TLPDP to avoid the pitfalls of acting in isolation. This is particularly important given the scope of TLPDP's ambition with respect to addressing corporate governance, engaging with gender equality initiatives, and guiding Timor-Leste's desired shift towards embedding community policing as their key approach. It is noted that TLPDP probably collaborates most strongly with other security focused agencies, and to a lesser extent with development actors.

Collaboration between TLPDP and DFAT has intensified in recent times with joint efforts directed at COVID-19 response and the floods. The improved relationship between TLPDP and PNTL, the reinvigoration of the JSC meetings, and TLPDP's improved reporting has also improved the working relationship. Currently, TLPDP and the DCP are at a high point of collaboration and relations. There is substantial pride from both TLPDP and DCP with regards to VHF communications, which is seen as a major positive outcome for both the PNTL and F-FDTL, with substantial support provided in a cost-effective manner. The shared approach is seen as providing a level of redundancy whereby one system can support the other. While the project is in early stages and is so far largely infrastructure based, there are future opportunities including formalisation of a classification system across services for easier information sharing. Should this process be realised it would represent a positive step towards Australian support for normalising relations across Timor-Leste's security sector: a clear priority for both GoTL and GoA. The

<sup>70</sup> R29

<sup>71</sup> See also the 2020 MTR which specifically recommended further work with NT Police.

<sup>72</sup> Ibid

other main areas of cooperation with DCP are likewise nascent with emerging cooperation around the maritime sector and the recognition from both DCP and TLPDP that the joint PNTL/F-FDTL responsibility for border security will require a degree of coordination. The maritime sector is an emerging priority and requires close coordination across each of Defence, Home Affairs, AFP and DFAT. The TLPDP is part of the maritime security group set up by the Mission to coordinate these interests. Finally, TNCC is another area that requires close coordination across Home Affairs, AFP and DFAT. The DCP only has peripheral involvement, but nonetheless remains an interested party. The greatest area for collaboration in this area needs to be with Home Affairs. Whereas Home Affairs has traditionally only had an immigration role in Timor, transnational crime including human trafficking, is recognised as an emergent area.<sup>73</sup> Home Affairs more broadly sees that there are natural synergies around training of officers for search and interception that fit within Home Affairs, AFP, and ABF. And the TNCC is seen by Home Affairs as an area that could involve migration and in particular human trafficking. Home Affairs has established the Migration Data Analysis System (MIDAS) which is important both for INTERPOL alert lists and for a GoTL secure border. It is clear that the cooperation between Home Affairs and TLPDP should continue to grow across a number of areas including transnational crime, maritime security, and customs/border. There has also been joint training on narcotic identification with ABF, and ad hoc support requests such as advice and support on development of procedures and SOPs for a pocket notebook for the customs team. DFAT also has a role in this space and has very much appreciated strong collaboration from both TLPDP and Home Affairs colleagues. While the evaluation team has heard of excellent collaboration in these security sector areas, it is important to reinforce that future programming should not allow these opportunities to overshadow the core mission of the TLPDP or to stretch the budget beyond the key areas defined in the Program design.

The broader aid program presents a number of opportunities for greater collaboration. TLPDP has had exploratory discussions with the Nabilan program. However, at the time of interviews for the evaluation, there was a clear opportunity for far greater collaboration across a number of other Australian aid programs including: Roads for Development, PARTISIPA, GfD, and the Partnership for Human Development (PHD) While there has been some disruption caused by COVID-19, these various programs have run a number of working groups/communities of practice (COP) across areas such as M&E, gender, and decentralisation. TLPDP could more actively seek engagement in these COPs. One such example is a workshop run by GfD on the budget cycle. Noting the proposed interest in future works supporting PNTL corporate systems, there could be real benefit in TLPDP joining these sorts of presentations. There are also a number of areas in which TLPDP could engage in greater collaboration as follows:

- GfD has provided extensive support to GoTL in the area of PFM and public administration reform as well as gender and disability mainstreaming. Given that PNTL never fares well in GoTL budget processes; and has requested TLPDP finance and administration advisory support, it would be a missed opportunity not to engage with work already undertaken by GfD.
- R4D has made major investment in procurement systems with the Ministry of Public Works. If TLPDP engages more fully with supporting corporate enabling services within PNTL that are aligned with GoTL systems, there may be learnings from the R4D investments;
- PARTISIPA has extensive experience in decentralisation and strengthening of municipal governance (which includes PNTL) as well as rolling out infrastructure that is designed to be fit for purpose, sustainable, appropriately registered in MoF systems, and properly coordinated with other donors. There are opportunities for mutual learning between TLPDP and PARTISIPA;
- PHD has undertaken a range of gender and disability inclusion work that may be of interest to TLPDP moving forward.

There a range of other donors operating in areas that TLPDP currently works in. TLPDP has made some laudable efforts to cooperate across the gender sphere which are addressed in section 4.5 below. This includes not only preliminary work with Nabilan but also substantial work with UN Women, the EU-funded Spotlight program, and other gender-actors through the Gender Working Group, outlined in Section 4.5 below. In the security sector, there is evidence of collaboration with the USAID Customs project.

The MFAT-funded CPSP which was implemented jointly by NZ Police<sup>74</sup> and TAF involved some early collaboration with TLPDP on community policing and working groups for reviewing curriculum. TAF previously provided a 5-day course for human rights and policing added to the beginning of TLPDP's Use of Force Train the Trainer course. With the conclusion of the CPSP program, a new MFAT-funded program (PASK) has recently commenced, implemented by TAF in collaboration with PNTL. TLPDP has provided questions for the forthcoming TAF

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<sup>73</sup> R58, R63

<sup>74</sup> NZ Police left Timor-Leste in 2020.



community police perceptions survey and will use this as a baseline to assess the outcomes of the UoF training. The evaluation team became aware of some current shortcomings in collaboration between TLPDP and MFAT/TAF. Both TAF and TLPDP have been approached by PNTL to develop recruit curriculum and it is not clear the extent of any coordination of efforts. Additionally, different parts of PNTL are concurrently working separately with both TLPDP and MFAT to establish a donor coordination mechanism for PNTL and were unaware of each other's efforts in this area. While TAF has been involved in community policing programming since 2009, it is something that TLPDP has only adopted in more recent times. There would be benefit in TLPDP collaborating more closely with MFAT/TAF on these matters, including through the new PASK program.

The hardest area for cooperation continues to be the relationship between TLPDP and the GNR. As has been described in detail elsewhere,<sup>75</sup> the paramilitary nature of GNR training is often in opposition to the more community policing oriented approach that TLPDP wishes to take. This is most relevant with the PTC where the GNR has been paid by GoTL to develop and conduct recruit, sergeant, and inspector curriculums. This issue remains open with evidence of ongoing contest within GoTL over whether and how training curriculums will be revised.<sup>76</sup> While PNTL respondents raised concerns that TLPDP and GNR are not open with one another, there is evidence available of useful relationships between individual GNR/AFP.<sup>77</sup> However, it is relevant that GNR was part of the UoF curriculum working group headed by the Department of Justice alongside PTC, UEP, TLPDP and Commander Administration Jose Soares. This sort of police-to-police interaction should continue to be prioritised by TLPDP advisors and leaders with a view towards continuing to look for mutually beneficial areas for cooperation. The TLPDP should continue to support the PTC and GoTL more broadly with offers to work on the curriculum for recruits, using a thinking and working politically approach.<sup>78</sup> There is a clear and present need for greater donor coordination in relation to PNTL, something that would be welcomed by both GoTL and the donor community.



**Recommendation 13:** TLPDP should further develop its engagement and coordination with other parts of the Australian Aid program



**Recommendation 14:** TLPDP should support a PNTL-led donor coordination mechanism to improve both PNTL and donor effectiveness and efficiencies.

#### 4.4.2 What have been the effects of interactions with other development assistance programs?



**Finding:** *Shared outcomes are evident through joint investment in radio capacity with DCP; emerging collaboration with Nabilan, UNDP/Spotlight and UNWOMEN in growing the capacity of the VPUs and gender mainstreaming across PNTL; and joint work with customs and immigration with both the USAID customs project and GoA Home Affairs. There are emerging/possible future partnerships to be established through enhancing the above-mentioned existing areas of collaboration, as well as seeking collaboration with other investments in Australia's Aid Program, and other investments with common interests.*

A major outcome from interactions with other programs has been the ability to model cross-agency cooperation, which is theorised to result in a greater likelihood of Timorese security agencies cooperating with one another. This has been mentioned by a number of Australian interlocutors as a key reason to enhance relationships through cross-departmental Australian programming. It is too early to call the TNCC a success: the functioning of the Centre and the ability to enable cross-agency cooperation among Timorese agencies, as well as to fill the priorities around ASEAN integration and enhance GoTL ability to respond to transnational crime, are yet to emerge. Similarly, results from the Radio Towers, planned investments in the UPM, joint border patrols and shared objectives with customs and immigration are all emerging. These investments should be regularly assessed in cross-agency collaboration meetings (with both GoA and Timorese agencies) to identify areas of success, and opportunities for improvement.

Future opportunities are principally in the Aid program. TLPDP has a deepening relationship with Nabilan as well as with TAF including requesting some questions to go into the upcoming survey. Aid programs conduct multiple cross-

<sup>75</sup> See the TLPDP Design for 2018-2022 and 2019 MPR

<sup>76</sup> R15, R18, R23, R31, R61, R80

<sup>77</sup> R18, R23, R42, R65

<sup>78</sup> Thinking and working politically is a concept that recognises the inherently political nature of development work – see Booth, David, 2015. "Thinking and working politically." GSDRC professional development reading pack 13. Other parts of the Australian Aid Program, for example PARTISIPA, have actively engaged with this process through strategic hires of Timorese staff and major investment in political relationships. Noting the probable political incentive structures around GNR's ongoing employment by GoTL to deliver recruit training, it is likely that any attempts by TLPDP to revise such structures would require a politically sensitive approach.

program working groups and community of practice meetings. TLPDP should seek to join these groups in order to not be approaching issues in isolation. This is a good opportunity for TLPDP to learn from other's experience.

#### 4.5 Has TLPDP's support contributed to improvements on gender equality and social inclusion?

##### 4.5.1 Has TLPDP's support contributed to improvements on gender equality and social inclusion? If so, how?

###### **PNTL Gender Strategy 2018-2022**


**Outcome 1:** By 2022, create a more representative security service, particularly increasing the institutional promotion, recruitment, and representation of women


**Outcome 2:** By 2022, PNTL is an institution that promotes gender equality, and has laws, policies and procedures that reflect gender equality (Outcome 1.2. Participation Pillar NAP-1325)


**Outcome 3:** By 2022, ensure that PNTL has built good relationships with communities where PNTL serves in respect of human rights

**Outcome 4:** By 2022, ensure adequate facilities for female and male PNTL officers to provide services to the community, including to vulnerable groups. Ensure that infrastructure is available to respond to the needs of women and men in PNTL to undertake their roles and responsibilities; Ensure equal access to facilities for female and male PNTL officers and treatment adapted to their work needs

###### **TLPDP's Gender Equality and Social Inclusion work**

 **Finding:** TLPDP has contributed to improvements in the proportion of women receiving training in PNTL, some mainstreaming of gender throughout the broader program, and some improvements in the number of women deployed to the TLPDP mission and locally engaged female staff. It is not yet possible to demonstrate any outcomes from the Women's Leadership Training. There is some good evidence of contribution to improved disability inclusion, notwithstanding that this was not included in the Mission design.

 **Finding:** TLPDPs work in gender equality and social inclusion has focused on the implementation of activities aligned to the PNTL Gender Strategy. This has included a focus on supporting the promotion of women to leadership positions through Women's Leadership Training and establishing a PNTL Gender Working Group. These activities are in their initial stages and delays have occurred due to COVID-19 and the Easter flooding, as such implementation of the Gender Strategy has been slower than expected.

 **Finding:** While the PNTL Gender Working Group has been identified as a useful mechanism to promote gender equality issues across PNTL, a combination of COVID-19 delays, a lack of PNTL funding for implementing the Gender Strategy, and lack of implementation of the monitoring framework means it is difficult to identify outcomes in support of gender equality arising from this mechanism.

Since 2018, TLPDP's gender equality work has focused both on improved gender equality within the PNTL workforce and support to the PNTL VPU. Support is also aligned with some areas of Timor-Leste's national gender policies (NAP-GBV and NAP 1325). TLPDP supports the PNTL GWG to implement the four outcomes of the PNTL Gender Strategy;<sup>79</sup> has designed and partially implemented a Women's Leadership Training to support the promotion of females in PNTL to leadership roles; advocated for 30% of training participants to be female across all TLPDP training activities; and mainstreamed gender throughout TLPDP activities. TLPDP has also sought to model gender inclusion through deployment of female advisors and appointment of locally engaged staff.

In 2015, the PNTL Gender Cabinet with support from TLPDP established the GWG to coordinate international and national partners for the promotion of gender equality in PNTL. TLPDP support to the GWG in the current phase is aligned to the PNTL Gender Strategy's objectives to establish a coordination mechanism that promotes gender equality within PNTL<sup>80</sup> and to support the promotion of women to leadership positions within PNTL. This also aligns with the AFP International Command Gender Strategy 2018-2024 strategic priority to improve composition and capacity of partner police.

<sup>79</sup> PNTL, 2018, PNTL Gender Strategy

<sup>80</sup> The PNTL Gender Strategy contains an objective to establish a coordination mechanism, but it becomes clear later in the document that this coordination is to take place through the already established Gender Working Group.

Although these activities have been supported in previous phases of TLPDP, in the current phase they did not commence until 2020 and were then disrupted to a significant degree by COVID-19. The GWG met twice in 2020 and again in 2021. Meetings in 2021 focused on designing the new gender strategy, recruitment and promotion of women and combatting sexual harassment in the workplace. The GWG has supported PNTL to coordinate with other gender stakeholders including other donors, CSOs and government institutions. Some stakeholders reported that they see value in the GWG as a lever to raise awareness of gender equality issues across PNTL<sup>81</sup> however, some stakeholders have highlighted that the purpose of the group is unclear and that it could be duplicating other gender coordination mechanisms, including the National Gender Working Group led by the Secretary of State for Equality and Inclusion.<sup>82</sup>

TLPDPs focus on promotion of women into leadership roles in PNTL is aligned with both the Gender Strategy and the current NAP-1325. TLPDP worked with PNTL to design Women's Leadership Training, with implementation beginning in 2019. The training comprises English language training, interview training, and physical training. Training in English has been identified as potentially providing opportunities for women to participate in international professional development opportunities, which in turn enhances their exposure to leadership skills and capabilities; and physical training and interview skills have been identified as improving women's chances of promotion. In 2020, the TLPDP gender advisor coordinated the English language training component for 22 female PNTL staff over a 10-day period. This contrasts with the one-year period for the broader TLPDP English training. However, due to COVID-19 only 65 % of participants completed the final assessment. The other components of the training have not yet begun due to COVID-19.

With increased resources, a more ambitious approach to improving women's leadership opportunities could include training and mentoring on leadership and management, and public speaking; as well as a longer component for English language training.<sup>83</sup> TLPDP could also further align its work to the NAP-1325, by developing approaches to increase recruitment of women as coordinators, mediators, and focal points for conflict prevention at municipal level. Monitoring of staff progress and promotional opportunities during and after course completion would also provide data on where participants are going post-training. As a result of delays in training delivery, the program has not yet been able to support further promotion of female leaders within PNTL.

In addition, due to funding constraints, no PNTL recruitment has occurred since 2017, so there have been no opportunities to support increased female recruitment during this phase of TLPDP. As such, women's participation in PNTL's workforce is still at 15 %, despite the strategy stating a target of 30 % of women by 2022. Stakeholders have identified however, that there are plans within the 2022 budget for PNTL recruitment, suggesting female recruitment could be an additional focus for TLPDP in the new design.<sup>84</sup> This may, however, be further complicated if recently mooted GoTL initiatives to undertake joint F-FDTL/PNTL recruitment proceed.

TLPDP has been able to continually advocate for female participation in the area of training, an area recognised among a range of donors including DCP and USAID Customs program as quite resistant to change. This has included advocating successfully for 30% of trainees in TLPDP training programs to be women as outlined in the PNTL Gender Strategy. In 2020/21 TLPDP exceeded this target (35% of 229 PNTL trained), a significant improvement on the two previous years' figures of 20% (2018/19) and 14% (2019/20). TLPDP has also undertaken successful gender mainstreaming through advocacy, in the face of some opposition, for the inclusion of women as Use of Force trainers, by refusing to support an NOP that would only allow male UoF trainers, having a female PNTL member involved in all demonstrations and training, and ensuring course manuals included pictures of women demonstrating physical techniques.

TLPDP have also delivered an 11-month English language training course to 175 PNTL staff over the implementation period, of this 27 % of participants were female. This falls just short of the 30 % target TLPDP have for all trainings. This training is significantly longer than the 10-day training course delivered under the Women's Leadership Program. Extending English language training to more female staff/officers within PNTL would enhance female leadership and promotional opportunities.

In line with the AFP International Command Gender Strategy 2018-2024 Strategic Priority to improve gender composition of International Command deployments there has been a modest increase in women as advisors within TLPDP.<sup>85</sup> In addition to delivering programmatic outcomes TLPDP has an important role to play in modelling

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<sup>81</sup> R5, R55, R71, R74,

<sup>82</sup> R4, R17, R20, R34, R37,

<sup>83</sup> In earlier phases of TLPDP, public speaking courses were designed and delivered to both women and men in PNTL by gender advisors.

<sup>84</sup> R59


<sup>85</sup> The strategy target is for the deployment gender composition to mirror the AFP wide gender composition for sworn and professional roles, with a goal of 35% sworn females by 2028

women's inclusion in the TLPDP mission. While noting challenges in recruiting, deploying, and retaining women in Mission there is now greater representation of women as TLPDP advisors. The 2020 MPR report notes a gender ratio for AFP personnel in mission is 7M / 1F. By November 2021 the gender ratio had increased to 7M/2F. In addition, there are currently 2F STM, 1 F contractor, and 7M/4 F LES.

In summary, there has been some initial progress made to support Gender Strategy implementation. However, progress will require a longer time-period to test the degree to which TLPDP contributes to gender equality and social inclusion outcomes. It will be critical to carry out routine monitoring of these activities in line with program and Gender Strategy targets, to better demonstrate the achievements towards gender equality. There are other areas outlined within the Gender Strategy that TLPDP could support in future programming. These include:

- Establishing a gender sensitive monitoring and evaluation mechanism
- Establishing a mechanism to combat sexual harassment and abuse of power within PNTL
- Increasing awareness of gender equality to a broad reach of PNTL staff, engaging men in the conversation as well as women

### **TLPDP's support for the Vulnerable Persons Unit**

 **Finding:** *TLPDP is seen as a committed partner for VPU, particularly in the areas of mentoring staff and delivering child and sexual abuse training, although there are opportunities for working more closely with local CSOs to deliver training, collaborating with gender and social inclusion development partners to combine prevention and response work, and greater attention to better coordination of stakeholder mechanisms, incorporation of do no harm principles and confidentiality into training, and broadening training to the PNTL Investigations Unit.*

TLPDP's support for the VPU in this phase includes delivery of Child and Sexual assault investigations training and capacity building, the development of a new VPU in Dili, provision of resources to VPUs including office equipment and supplies to produce evidence for court, and hygiene resources to support prevention of COVID-19. TLPDP's focus on building capacity of VPU staff; and supporting VPU resourcing aligns with both the PNTL Gender Strategy and the NAP-GBV. It also aligns with two of the strategic priorities of the AFP International Command Gender Strategy 2018-2024: to improve capability on gender-related law enforcement operations, and to increase stakeholder engagement and collaboration (internally and externally) with civil society.

TLPDP delivered a 10-day Sexual Assault Investigations training in 2020, in collaboration with UNDP through the Spotlight Initiative. This training was delivered to 55 VPU staff, of which 67 % were female. The training focused on building capacity in the areas of investigator attributes, sexual assault offences, victim and crime scene management, forensic evidence collection, case file preparation and interviewing suspects to enhance staff skills to respond to sexual assault, domestic violence, and child abuse. Anecdotal evidence from evaluation interviews and surveys suggests that VPU investigations training delivered by TLPDP has been effective in enhancing VPU staff capacity to respond to victims of gender-based violence. A PNTL officer who responded to the survey indicated that the VPU training they received was "very relevant and aligned to their work and they were able to apply what they learnt daily, which supported them to undertake their work much better." Self-evaluations by participants post training report an improved level of knowledge of legal issues and victim care. However, constant staff rotation through the VPU and limited PNTL staff knowledge of the Law Against Domestic Violence (LADV) means that unskilled staff are moving into the VPU without sufficient training. Based on this limited evidence, it is unclear the extent to which the VPU investigations training translated to improved VPU staff skills and knowledge to respond to sexual assault, domestic violence, and child protection within the community.

Stakeholders from Nabilan, ALFeLA, Judicial System Monitoring Program (JSMP), Fokupers and PRADET indicated that PNTL have a strong relationship with CSO service providers, and that referral mechanisms designed to connect the legal, medical, and psychosocial aspects of response were working well. The referral network (Rede Referral) is coordinated by the Ministry of Solidarity and Social Inclusion (MSSI), includes service providers and PNTL, and operates in all municipalities. The network is referenced in the LADV 7/2010, and its responsibilities and operation are outlined in MSSI's 'Standard Operating Procedures for case management and coordination to assist victims of domestic violence, sexual violence and other forms of violence against women and children'. The SOP covers case management, coordination mechanisms, and roles and responsibilities of members of the network.

Following a study visit to the Northern Territory in 2019, TLPDP gender advisors supported the establishment of the VPU Victims Support Group (VVSG) in Dili. While it has not been possible to reconcile various stakeholders' views of the membership or purpose of this group it appears the group is likely duplicating the work of the Rede

Referral Network.<sup>86</sup> Different accounts suggest the group is supposed to meet two-monthly or quarterly, although it has not been particularly active during COVID-19. It has variously been described as ensuring that any victim who reports to police is provided with information and support from initial reporting up to end of court procedures, providing police with information on victim court updates, a better understanding of the victims' end-to-end experience of the system, enabling police to regularly update victims and their families, and provide ongoing support; and assisting in complex case management reviews. VPU's view that the mechanism enables ongoing information to be provided to victim's families raises potential issues regarding confidentiality, safety, and consent. Similarly, the broad nature of the reported membership of the group suggests there may be confidentiality issues in the forum being used to discuss complex cases, and the infrequent nature of the meetings suggest that its utility in dealing with urgent cases may not be high. Clarifying the purpose of the VVSG and ensuring it is not duplicating prior existing mechanisms will be important moving forward.

Stakeholders have identified a range of opportunities to further strengthen VPU training and management including extending training timeframes to 2-3 months; working more collaboratively with partners to link training to prevention and 'do no harm' principles, advocating for VPU autonomy, and facilitating law reform to better align the formal legal system to community needs.<sup>87</sup> Stakeholders have highlighted value in TLPDP working more closely with other women's rights organisations and development partners who work with PNTL and VPU staff in the areas of prevention and 'do no harm.'<sup>88</sup> This would create opportunities to close the gap between prevention and response work. In addition, some stakeholders suggest training needs to be delivered more broadly beyond just VPU staff.<sup>89</sup> There is an identified need for the PNTL Investigations Unit to also receive gender-based violence awareness training to ensure staff moving into the VPU are aware of the provisions of the LADV<sup>90</sup>, and have the skills required to respond sensitively to cases of domestic violence including understanding the importance of confidentiality.

In addition, stakeholder observations have highlighted a need for reform of the national legal framework to better protect women and children.<sup>91</sup> This includes amendments to the Penal Code and the LADV to ensure the formal legal system is meeting community needs. Suggestions have been for TLPDP to support the VPU to identify key challenges the community are facing with formal legal responses to GBV and child protection reports, to advocate for more victim centred legislation that responds more effectively to survivor needs.<sup>92</sup> Current gaps in the system are creating a lack of community trust in the formal justice system, and driving some to revert to customary justice mechanisms, which does not accord with legal requirements and rarely provides justice for victims. TLPDP gender advisors could work closely with service providers, including JSMP and ALFeLA to support VPU staff to raise awareness of these issues, and advocate for legislation reform.

Service providers are of the view that VPUs key challenge has been a lack of independence to manage its own resources, including financial and human resources. ALFeLA and Fokupers are currently advocating for VPU to become its own independent unit, instead of being subordinate to the PNTL Investigations Unit. ALFeLA claimed that gaining independence would support VPU to manage its own resources, including transport, IT, and staff. There have been challenges in the past whereby donor resources, in particular vehicles, allocated to VPU have been reallocated by PNTL to other departments. VPU remains heavily dependent on CSOs for transport, and a lack of internet in the municipalities prevents VPUs from consistently entering domestic violence reports into the IMS.

### **TLPDPs contribution to improvements on social inclusion**

While disability was not included in the TLPDP design, there have been some positive developments in implementation including the use of the Washington Group Short Set on Functioning (WG-SS)<sup>93</sup> in training and requesting these to be included in the next TAF Community Police Perceptions Survey. Additionally, new infrastructure supported by TLPDP includes access for people with a disability, and TLPDP supported use of sign language translators in Public Service Announcements. One TLPDP respondent mentioned TLPDP/PNTL's effort to escort a water truck to a local disability shelter that had no access to water. It is likely that this sort of ad hoc engagement could open the door for future, more strategic engagement with disability organisations in future. Further work could involve inclusion of disability organisations in planning and implementation of TLPDP activities, as well as designing training for PNTL staff on specific factors of vulnerability that people with a disability

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<sup>86</sup> R4, R20, R34

<sup>87</sup> R4, R19, R20, R25, R34, R37, R55, R68

<sup>88</sup> R4, R5, R19, R20, R25, R34, R68

<sup>89</sup> R4, R20, R34, R37, R55,

<sup>90</sup> R4, R34, R37, R55


<sup>91</sup> R4, R19, R34, R68

<sup>92</sup> R19, R34, R68,

<sup>93</sup> Washington Group on Disability Statistics, 2020. The Washington Group Short Set on Functioning (WG-SS)

experience within the community to support police early prevention strategies. There are also opportunities to align TLPDP activities to the new National Action Plan for Disability (NAP-D).

#### **4.5.2 How effectively has TLPDP interacted or collaborated with other development assistance programs and organisations working on gender equity and social inclusion in Timor-Leste?**

 **Finding:** *TLPDP have had some engagement with donors through the establishment of the PNTL Gender Working Group, including with Nabilan and UN Women, and through the delivery of Child and Sexual Assault training with UNDP. A stronger focus on working with other development assistance programs, including INGOs, could avoid duplication and strengthen TLPDP's work in achieving gender equality and social inclusion outcomes.*

During this phase of implementation, TLPDP's gender activities have had most engagement with UN agencies, including UNDP, UN Women, United Nations Population Fund (UNFPA) and UNICEF; some nascent engagement with DFAT-funded development program Nabilan; and some engagement with local CSO service providers. There was some engagement with the former CPSP. There has been no substantive engagement with other relevant GoA development investments that maintain a focus on gender and social inclusion, such as GfD, PHD or PARTISIPA. There is no evidence of TLPDP engagement with INGOs working on gender and social inclusion such as HAMNASA, World Vision or Marie Stopes or with GoTL agencies such as the Secretary of State for Equality and Inclusion or MSSl. In 2020, TLPDP in partnership with UNDP, developed a Sexual Assault and Child Abuse Course, which has begun roll out to 106 VPU Investigation Officers. The training is a specialist crime investigations course that covers the progressive investigation of sexual assault and related offences from receipt of initial complaint through to preparing a case file. Two courses have been delivered since July 2020 to 59 participants of which 66 % were female. The focus of this two-week course is on developing and enhancing core investigative policing skills for sexual assault and related offences.


TLPDP have engaged with UN Women through the PNTL GWG. UN Women highlighted that TLPDP were open to working with UN agencies and found it valuable to meet with them to discuss key gender issues faced by PNTL, including sexual harassment in the workforce and recruitment of women to PNTL. There has also been some work with UN Women to support gender mainstreaming across PNTL, including reportedly the development of a gender mainstreaming tool that is used in the development of TLPDP activities and projects. Both the evaluation team and an AFP gender team member in Canberra requested a copy of this tool from both the previous and current TLPDP gender advisors, but it has not been provided. There is no available evidence to show how this tool has been used by TLPDP, and whether it has been effective in enhancing gender equality more broadly across PNTL. UN Women were of the view that further work was required to engage male PNTL staff, and staff that were not already engaged in PNTL's gender cabinet. As such, this suggests that the focus of TLPDP gender activities could be further improved by developing ways to engage more PNTL more broadly on gender mainstreaming issues.

During the SoE in Timor-Leste, the previous TLPDP gender advisor participated in the Gender and Protection Working group, hosted by UN Women and UNICEF. Through this group they gathered and provided information to PNTL and organized gender-based violence messaging for PNTL social media platforms. TLPDP also worked with UN Women, UNICEF, and UNFPA on a code of conduct for the evacuation centres. In response to the Easter 2021 flooding TLPDP worked with UNFPA to create a code of conduct for security personnel to respond to VAWG in the community.

TLPDP gender advisors have had some nascent engagement with Nabilan, but most work is directly through CSO service providers including PRADET, ALFeLa, Fokupers and JSMP. TLPDP gender advisors provided practical material support for ALFeLa and PRADET (upgrades to the AC system and spare beds), understanding that this also facilitates the work of PNTL and VPU staff to protect victims of violence.

Both TLPDP and Nabilan see benefit in strengthening their relationship to focus on building stronger partnerships between PNTL and CSO service providers. Noting TLPDP's increasing focus on supporting infrastructure projects Nabilan was of the view that upgrading a crisis centre may provide more impact than upgrading VPUs across Timor-Leste. In addition, Nabilan suggested that further focus and resourcing on prevention and enhancing awareness of gender equality within PNTL could support a more strategic approach to end violence against women. This could include Nabilan providing training to PNTL on specific areas of GBV prevention, as well as possible funding for CSOs to build the capacity of PNTL staff on GBV and child protection issues.

#### 4.5.3 To what extent do TLPDP's gender equality and social inclusion initiatives follow recognised best practice including "Do No Harm" principles?


 **Finding:** *There is an opportunity for TLPDP activities and approaches to utilise gender equality research and best practice EVAWG frameworks to further strengthen their gender equality and social inclusion work, in alignment with 'do no harm' principles.*

TLPDP gender activities and approaches are aligned to the AFP International Command Gender Strategy 2018-2024, PNTL Gender Strategy and to some extent the NAP-GBV and NAP-1325. However, they are not yet grounded in evidence-based best practice approaches and recognised gender equality frameworks.

By way of example, it is reported that in the recently built Dili VPU,<sup>94</sup> victims of violence are required to report their cases in the main police office, which has glass doors and is attended by other members of the public. There were concerns that this practice could put victims at risk of further violence or harm, and they believed TLPDP could facilitate PNTL staff to uphold better confidentiality practices to safeguard victims and follow 'do no harm' approaches. In another example service providers expressed some concerns with gaps in PNTL staff knowledge of privacy and confidentiality in responding to reports of gender-based violence.<sup>95</sup> There could be opportunities for TLPDP to work more closely with service providers to deliver a 'do no harm' training and develop educational material on safe and sensitive approaches to GBV across PTNL offices.

Best practice frameworks such as the Ecological Model, the RESPECT Framework and EVAWG WHO Policy Guidelines would enhance TLPDP capacity development and training approaches, including ensuring they align with 'do no harm' principles.

#### 4.5.4 What could promote stronger gender and social inclusion outcomes in the future?

 **Finding:** *TLPDP gender advisors have worked closely with PNTL and VPU staff to coordinate gender stakeholders, promote female leadership and build the capacity of the VPUs across Timor-Leste. Their gender activities are aligned to the PNTL Gender Strategy and national gender policies. There are a range of significant initiatives that could promote stronger gender and social inclusion in the future including increasing the number of TLPDP gender advisors, developing a long term GEDSI strategy, grounding initiatives in evidence based best practice, strengthening collaboration, resourcing CSO service providers, and integrating prevention and response work.*

With increased or reallocated resourcing TLPDP could:

- provide two gender advisors, with one focused on VPU staff and one working more closely with the Gender Cabinet and PNTL;
- provide core funding to CSOs including PRADET, ALFela and Fokupers to enhance the capacity of these organisations to respond to all victims of violence and reduce the burden on PNTL. This could ALSO include these organisations co-delivering training with gender advisors to build legal, 'do no harm' and contextual approaches into the VPU training to enhance the relevance and effectiveness of the training;

In the future TLPDP could:

- develop a longer-term strategy for gender equality and social inclusion, which incorporates both a focus on prevention and response, including an approach to mainstreaming gender across the organisation and identifying the police and justice role within the Ecological Model of change. This could usefully consider a near future of diminished government funding when oil resources run out, which is likely to result in a deteriorating security situation, with a significant impact on women and children; design and implement all activities using evidence-based best practice EVAW approaches in line with the ecological model, RESPECT Framework and WHO Guidelines;
- develop a comprehensive gender mainstreaming tool, which is linked to the PNTL and AFP IO gender strategies, and identifies specific approaches that will build GBV knowledge and awareness across PNTL including gender bias, do no harm approaches and gender sensitive responses to victims;
- establish a gender sensitive monitoring and evaluation system including targets that would better enable an assessment of the extent to which TLPDP is contributing to improvements in gender equality and social inclusion;

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<sup>94</sup> R5, R20

<sup>95</sup> R4, R16, R19, R21, R25, R31, R34, R37, R39, R65, R68

- strengthen relationships with other development partners working in GBV prevention and response, to enhance TLPDPs work on gender equality and social inclusion and avoid duplicating existing efforts;
- strengthen the coordination envisaged through the PNTL Gender Strategy by working through the existing mechanisms of the national Gender Working Group coordinated by the Secretary of State for Equality and Inclusion, and the coordination mechanism that will be set up through the new NAP-GBV to enhance understanding of the gender equality and social inclusion landscape in Timor-Leste;
- strengthen the PNTL Gender Working Group through a clearer definition of mandate and membership, and development of strategies to engage broader PNTL staff, especially male staff. This would improve the likelihood of PNTL outside the VPU responding appropriately to GBV reports, something that is currently problematic;
- build stronger relationships with the OPG and MSSSI to better incorporate child protection response into TLPDP training and capacity development
- advocate for targeted PNTL staff to participate in training courses delivered by Nabilan including Prevention 101, Certificate III in Social Work, 'Stepping Stones' training on sexual and reproductive health (with Marie Stopes), and KOKOSA!;<sup>96</sup>
- coordinate with relevant INGOs, including World Vision and Marie Stopes, who deliver training to PNTL and VPU on prevention of GBV and sexual assault, including through Healthy Relationships training and 'Stepping Stones'. Future engagement with these organisations and others working in the prevention space would enhance TLPDPs understanding of prevention work and support better coordination between prevention and response;
- specifically engage with disability organisations to design activities and approaches that include engagement and training for staff with a disability, and train PTNL staff in skills specifically responding to community members who have a disability



**Recommendation 15:** TLPDP should continue its focus on gender and social inclusion including strengthened engagement and coordination with other development partners and Timorese agencies working in this area.

<sup>96</sup> The KOKOSA! program is Nabilan's adaptation of SASA! for the Timor-Leste context. SASA! is a community mobilization approach to prevent violence against women (VAW) and HIV, developed by Raising Voices in Uganda. A randomized control trial conducted with the Center for Domestic Violence Prevention, London School of Hygiene and Tropical Medicine and Makerere University, evidenced SASA!'s effectiveness in preventing intimate partner violence against women and that change can occur at a community level within programmatic timeframes. Translated into several languages and adapted to many contexts, SASA! is now being implemented by more than 65 organizations in over 25 countries (Michau and Namy, 2021).



## **Annexes**

## Annex 1 Consultations

| #                                | Organisation                | Position  | Name                                |
|----------------------------------|-----------------------------|---|-------------------------------------|
| <b>Government of Timor-Leste</b> |                             |   |                                     |
| 1                                | <b>PNTL</b>                 | Commander General                                       | Faustino da Costa                   |
| 2                                |                             | 2 <sup>nd</sup> Commander General                       | Mateus Fernandes                    |
| 3                                |                             | Commander Operations                                    | Pedro Belo                          |
| 4                                |                             | Commander Administration                                | Jose Soares                         |
| 5                                |                             | Chief Criminal Investigation Service (SIK)              | José Maria Neto Mok                 |
| 6                                |                             | Chief Transnational and Organised Crime Unit            | Almeiro Filipe Nicolao Diaz Quintas |
| 7                                |                             | Commander Police Training Centre                        | Arquimino Ramos                     |
| 8                                |                             | Chief Vulnerable Persons Unit                           | Ricardo da Costa                    |
| 9                                |                             | Director of Administration and Planning                 | Calisto Gonzaga                     |
| 10                               |                             | Chief of International Relations PNTL                   | Roberto Pereira                     |
| 11                               |                             | Commander Special Police Unit (UEP)                     | Orlando Gomes                       |
| 12                               |                             | Commander International Relations                       | Natercia Martins                    |
| 13                               |                             | Chief IT  | Deklino da Costa Marçal             |
| 14                               |                             | Commander IMS   | Mateus da Costa Teixeira            |
| 15                               |                             | Director Logistics                                      | Felner Corte Real                   |
| 16                               |                             | Commander UPM   | Basilio de Jesus                    |
| 17                               | <b>Ministry of Interior</b> | Vice Minister of Interior                               | Antonio Armindo                     |
| 18                               |                             | Chief of Minister of Interior's Office                  | Horácio de Almeida                  |
| 19                               |                             | Chief of Vice-Minister of Interior's Office             | Serpa Pinto Rocha dos Santos        |
| 20                               |                             | Senior Advisor to Vice Minister of Interior             | Jose Turquel                        |
| 21                               |                             | Senior Advisor to Vice Minister of Interior             | Jose Manuel Soares de Jesus         |
| 22                               |                             | General Inspector, Inspection and Audits Office         | Benvinda da Costa Freitas           |
| 23                               |                             | Director, Directory for Logistic, Patrimony and Archive | Fernando da Silva Cardoso           |
| 24                               |                             | National Director of Community Conflict Prevention      | Antonio Viegas                      |
| 25                               |                             | National Director of Finance and Budget                 | Abel Abreu da Costa Belo            |
| 26                               | <b>PDHJ</b>                 | Provedor for Human Rights and Justice                   | Jesuina Maria Ferreira Gomes        |
| <b>AFP and TLPDP</b>             |                             |   |                                     |
| 27                               | <b>AFP</b>                  | Commander Pacific                                       | Melinda Phelan                      |
| 28                               |                             | Acting Manager International Strategy                   | Alisha Warner                       |

| #   | Organisation | Position  | Name                |
|---|--------------|---|---------------------|
| 29  |              | Team Leader (Evaluation) Strategy, Design and Evaluation, International Command                                     | Mardi Grundy        |
| 30  |              | Coordinator, Strategy, Design and Evaluation, International Command   | Tony Speldewinde    |
| 31  |              | Team Leader (Design) Strategy, Design and Evaluation, International Command   | Greg Ley            |
| 32  |              | Team Leader (Gender) Strategy, Design and Evaluation, International Command   | Leanne Lomas        |
| 33  |              | Team Member (Gender) Strategy, Design and Evaluation, International Command   | Elizabeth Cowan     |
| 34  | <b>TLPDP</b> | Commander TLPDP   | Darren Booy         |
| 35  |              | Coordinator Training and Operations   | Mark Silvertand     |
| 36  |              | Office Administration Advisor (Tetra Tech)  | Maria Bernardino    |
| 37  |              | Gender Advisor  | Suzanne Preston     |
| 38  |              | Transnational Crime Advisor   | Glen Evans          |
| 39  |              | Police Advisor-General and Specialist Policing  | Scott Saywell       |
| 40  |              | Team Member Training  | Adrian Bell         |
| 41  |              | Team Leader Mission Services  | Clayton Acker       |
| 42  |              | Advisor TLPDP, Learning and Management Development Team   | Peter Cross         |
| 43  |              | HR Advisor  | Kate Coop           |
| 44  |              | LES Language assistant  | Marito da Costa     |
| 45  |              | LES Logistics Assistant   | Pedro Colo          |
| 46  |              | Former Commander TLPDP  | Geoff Turner        |
| 47  |              | Former Team Leader, Gender/VPU  | Leesa Alexander     |
| 48  |              | Former Coffey Advisor's Team Leader and Organisational Planning and Administration Advisor (and former GfD Advisor) | Andrew Patching     |
| 49  |              | Former Gender Advisor   | Susan Harwood       |
| <b>Other GoA agencies and investments</b> |              |   |                     |
| 50  | <b>DFAT</b>  | Ambassador (HOM), Timor-Leste   | Peter Roberts       |
| 51  |              | Deputy Ambassador (DHOM)  | Suzy Wilson-Uilelea |
| 52  |              | Director Timor-Leste Section  | Bruce Soar          |
| 53  |              | Assistant Secretary Timor-Leste and Micronesia Branch   | Fleur Davies        |
| 54  |              | Assistant Director, Timor-Leste Section   | Darrell Hawkins     |
| 55  |              | Counsellor Political  | Bonnie Hoffmann     |
| 56  |              | Second Secretary (Development)  | Geordie Fung        |

| #                                   | Organisation               | Position   | Name                          |
|-------------------------------------|----------------------------|--|-------------------------------|
| 57                                  |                            | P&Q Advisor  | Natasha Osborne               |
| 58                                  | DCP                        | Senior Military Advisor -HQ, Defence Cooperation Program | Lachlan Searle                |
| 59                                  |                            | Program Manager  | Reg Dunthorne                 |
| 60                                  | Home Affairs               | First Secretary (Home Affairs)                           | Wanda Sendzimir               |
| 61                                  | Nabilan                    | Team Leader, Nabilan                                     | Anna Yang                     |
| 62                                  | Governance for Development | Team Leader, GfD   | Carolyn Peterken              |
| 63                                  | PARTISIPA                  | Team Leader, PARTISIPA                                   | Fiona Hamilton                |
| 64                                  | PHD                        | Team Leader, PHD   | Inga Mephram                  |
| 65                                  | M&E House                  | Former Team Leader, M&E House                            | Erin Passmore                 |
| <b>Other donors and investments</b> |                            |  |                               |
| 66                                  | MFAT                       | Senior Development Program Coordinator                   | Augusto Soares                |
| 67                                  | UNWOMEN                    | Gender Mainstreaming Advisor                             | Wai Shan Chan                 |
| 68                                  | PASK                       | Team Leader, PASK, The Asia Foundation (MFAT)            | Heidi Arbuckle                |
| 69                                  |                            | Senior Technical Advisor for Security                    | Adelio Tilman                 |
| 70                                  | USAID                      | Former Chief of Party, Customs project                   | Mark Hamill                   |
| <b>Civil Society Organisations</b>  |                            |  |                               |
| 71                                  | The Asia Foundation        | Former Country Representative, Timor-Leste               | Pauline Tweedie               |
| 72                                  | Fundasaun Mahein           | Founder  | Nelson Belo                   |
| 73                                  | ALFeLa                     | Legal Coordinator  | Marcia Sequeira               |
| 74                                  |                            | Program Manager  | Olinda Cardoso                |
| 75                                  | PRADET                     | Forensic Medical Advisor                                 | Margaret Gibbons              |
| 76                                  |                            | Director, Oecusse-Ambeno                                 | Sancia F.P. Bano              |
| 77                                  | World Vision               | Gender and Child Protection Technical Specialist         | Joana Camoes                  |
| 78                                  |                            | Project Coordinator – P2P Project Covalima Area Program  | Aureo Moniz Cardoso           |
| 79                                  | HAMNASA                    | Executive Director                                       | Xylia Ingham                  |
| 80                                  | JSMP                       | Executive Director                                       | Ana Paula Marcal              |
| 81                                  | FOKUPERS                   | Executive Director                                       | Maria Fatima Pereira Guterres |

## Annex 2 TLPDP attribution of projects to IOs (derived)

| EPOO  | Intermediate Outcome  | TLPDP Projects intended to contribute to this IO   | Status June '21 | Intention '21/22       |           |          |
|---|---|--|-----------------|------------------------|-----------|----------|
| <b>1. PNTL's governance, self-improvement systems and organisational leadership are capable, legitimate, and accountable.</b> | 1.1 Organisational capacity is improved to effectively plan and manage available resources. | PNTL Gender Working Group  | Suspended       | New Project            |           |          |
|   |   | TNCC Fit out   | Commenced       | Finalise               |           |          |
|   |   | Support to PNTL NOC  | Complete        | Assess                 |           |          |
|   |   | Support to PNTL SIC  | Complete        | New Project            |           |          |
|   |   | Digital Radio Network Phase 1  | Commenced       | Finalise               |           |          |
|   |   | PTC Accreditation  | Commenced       | Finalise               |           |          |
|   |   | True Cost of Policing Analysis   | Suspended       | Implement              |           |          |
|   |   | HR Advisor   | Commenced       | Implement              |           |          |
|   |   | KSOT   | Terminated      | Assess                 |           |          |
|   |   | District Training Support  | Terminated      | New Project            |           |          |
|   |   | Operational Safety Training  | Commenced       | Finalise               |           |          |
|   |   | IMS Development and Sustainment  | Complete        | Continue               |           |          |
|   |   | Scoping Project on Sustainability and Fit for purpose investigation and intelligence PNTL database | Complete        | New Project            |           |          |
|   |   | COVID Support to PNTL  | Complete        | Assess                 |           |          |
|   | TNC Construction  | Complete   |                 |                        |           |          |
|   | 1.2 General and specialist training is delivered by PNTL, in all districts.                 | Sexual Assault and Child Abuse Course  | Commenced       | Finalise               |           |          |
|   |   | Sexual Assault and Child Abuse Course  | Commenced       | Finalise               |           |          |
|   |   | Interviewing Vulnerable Persons Course   | Suspended       | Implement              |           |          |
|   |   | Domestic Violence Media Campaign   | Complete        | Assess                 |           |          |
|   |   | PTC Accreditation  | Commenced       | Finalise               |           |          |
|   |   | Auditorium Refurbishment   | Complete        |                        |           |          |
|   |   | KSOT   | Terminated      | Assess                 |           |          |
|   |   | District Training Support  | Terminated      | New Project            |           |          |
|   |   | English Language Training  | Complete        | New Project            |           |          |
|   |   | 1. PNTL's governance, self-  |                 | Developing Female PNTL | Commenced | Finalise |

| EOPO   | Intermediate Outcome   | TLPDP Projects intended to contribute to this IO  | Status June '21                                    | Intention '21/22  |
|--|--|---|--|-------------------|
| <b>improvement systems and organisational leadership are capable, legitimate, and accountable.</b>           | 1.3 Increased representation and participation of women at all levels.                             | Leaders   |  |                   |
|  |  | Increase Female recruitment to PNTL   | Suspended  | New Project       |
|  |  | Gender Working Group  | Suspended  | New Project       |
|  |  | Ermera Shared Services Centre   | Complete   | M&E               |
|  |  | International Women's Day   | Complete   | New Project       |
|  |  | English Language Training   | Complete   | New Project       |
|  | 1.4 PNTL leaders apply leadership and management practices and principles                          | Developing Female PNTL Leaders  | Commenced  | Finalise          |
|  |  | District Commanders Police Powers Training  | Complete   |                   |
|  |  | HR Advisor  | Commenced  | Implement         |
|  |  | <b>2. Effective operational policing services are delivered through enhanced capability and capacity.</b> | 2.1 Intelligence-led policing decisions delivered. | TNCC Construction |
| TNCC Fit out   | Commenced  |   |  | Finalise          |
| Dili District Command Support  | Complete   |   |  | New Project       |
| IMS Development and Sustainment  | Complete   |   |  | Continue          |
| Scoping Project on Sustainability and Fit for purpose investigation and intelligence PNTL database           | Complete   |   |  | New Project       |
| 2.2 The IMS is sustainable and widely applied to support case management and organisational decision making. | Digital Radio Network (Phase 1)  |   |  | Commenced         |
|  | Support to the Office of CG and 2nd CG   |   | Complete   | New Project       |
|  | IMS Development and Sustainment  |   | Complete   | Continue          |
|  | Scoping Project on Sustainability and Fit for purpose investigation and intelligence PNTL database |   | Complete   | New Project       |

| EOPD   | Intermediate Outcome  | TLPDP Projects intended to contribute to this IO                            | Status June '21                       | Intention '21/22 |
|--|---|---|---------------------------------------|------------------|
| <b>3. Improved community engagement and collaborations enable the delivery responsive policing services.</b> | 3.1 Ability to detect, respond to and investigate crimes, especially transnational crime. | Sexual Assault and Child Abuse Course                                       | Commenced                             | Finalise         |
|  |   | Interviewing Vulnerable Persons Course                                      | Suspended                             | Implement        |
|  |   | Domestic Violence Media Campaign  | Complete                              | Assess           |
|  |   | PNTL Forensics Laboratory   | Commenced                             | Finalise         |
|  |   | TNCC Fit out  | Commenced                             | Finalise         |
|  |   | Surveillance program for SIC and SIP  | Complete                              |                  |
|  |   | Support to PNTL NOC   | Complete                              | Assess           |
|  |   | Support to PNTL SIC   | Complete                              | New Project      |
|  |   | PEACE Model Interview / Statement Training                                  | Suspended                             | Assess           |
|  |   | Investigations Level 1 Training   | Suspended                             | Assess           |
|  |   | Dili District Command Support   | Complete                              | New Project      |
|  |   | Support to the Office of CG and 2nd CG                                      | Complete                              | New Project      |
|  |   | TNCC Construction   | Complete                              |                  |
|  |   | 3.2 Improved response to the victims of GBV and other gender related crime. | Sexual Assault and Child Abuse Course | Commenced        |
|  | Interviewing Vulnerable Persons Course  |   | Suspended                             | Implement        |
|  | Project Wraparound Support Group  |   | Complete                              | New Project      |
|  | Domestic Violence Media Campaign  |   | Complete                              | Assess           |
|  | Gender Working Group  |   | Suspended                             | New Project      |
|  | International Women's Day   |   | Complete                              | New Project      |
|  | PNTL Forensics Laboratory   |   | Commenced                             | Finalise         |

Projects where it is not known what IO's they are intended to contribute to:

Flood repairs and Recovery for PNTL  
ICT Centre Build  
PTC Firing Range

## Annex 3 Key Evaluation Questions from TLPDP MELP (Annex 2)

### Annex 2: Key Evaluation Questions and Activity Schedule

| Work area  | Activity                            | Project Outputs  | Funding AUD | Indicators   |
|--|-------------------------------------|--|-------------|--|
| <b>Progress towards EOPO1: PNTL's governance, self-improvement systems and organisational leadership are capable, legitimate and accountable</b> |                                     |  |             |  |
| <b>Q1: To what extent has TLPDP strengthened PNTL's organisational capacity to plan and manage available resources?</b>                          |                                     |  |             |  |
| Finance  | True Cost of Policing Analysis      | A strategic budget forecast for the PNTL covering out-years which will enable the PNTL to influence DRGoVTL to deliver a sustainable budget. | \$367,647   | <ul style="list-style-type: none"> <li>Budget forecast endorsed by PNTL</li> <li>Evidence of PNTL using budget forecast (e.g. to advocate to DRGoVTL)</li> <li>Evidence of increased/sustainable budget allocation</li> </ul>            |
| HR   | HR Advisor                          | Formalisation of a strategic integrated workforce plan, career management and learning pathways with appropriate governance and systems      | \$44,118    | <ul style="list-style-type: none"> <li>Strategic integrated workforce plan endorsed by PNTL</li> <li>Governance mechanism established</li> <li>Evidence of career management and learning pathways established</li> </ul>                |
| <b>Q2: To what extent has TLPDP strengthened PNTL's capacity to deliver general and specialist training in all districts?</b>                    |                                     |  |             |  |
| LMD  | PTC Accreditation                   | PTC assistance to achieve National training Institute Accreditation  | \$7,353     | Achievement of accreditation   |
| LMD  | Auditorium Refurbishment            | Finalisation of a fit for purpose PTC Auditorium supporting enhanced learning outcomes   | \$7,353     | <ul style="list-style-type: none"> <li>Description of upgrades</li> <li>Evidence of auditorium being used to support enhanced learning outcomes</li> </ul>   |
| LMD  | District Training Support           | Provision of technical and specialist training to PNTL PTC District Trainers improving ability to deliver more curriculum remotely.          | \$36,765    | See Annex 2  |
| LMD  | English Language Training           | Strengthened English Language skills for PNTL officers   | \$28,676    | See Annex 2  |
| LMD  | PNTL PTC Online learning portal     | Delivery of a Beta Version of an on-line learning portal to allow remote and distance learning by all PNTL officers - phase 1 Trial          | \$21,324    | <ul style="list-style-type: none"> <li>Online learning portal established</li> <li>Number of PNTL completing training via portal (by gender, district)</li> <li>Evidence of portal expanding the reach or quality of training</li> </ul> |
| PTC  | Minor Capital Expenditures for PTC  | Repairs to the PNTL Firearms Range making it safe and usable aligned to OST training program.  | \$36,765    | <ul style="list-style-type: none"> <li>Description of upgrades</li> <li>Evidence of improved compliance with safety standards</li> </ul>   |
| <b>Q3: To what extent has TLPDP supported PNTL to increase representation and participation of women at all levels?</b>                          |                                     |  |             |  |
| Gender Strategy  | Developing Female PNTL Leaders      | Increasing Representation of women in Senior PNTL positions  | \$7,353     | <ul style="list-style-type: none"> <li>Number of female PNTL officers supported by TLPDP</li> <li>Number and % of women in senior PNTL positions</li> </ul>  |
| Gender Strategy  | Increase Female recruitment to PNTL | Enhanced representation of women in policing   | \$7,353     | <ul style="list-style-type: none"> <li>Number and % of PNTL applicants who are female</li> <li>Number and % of PNTL staff who are female</li> </ul>  |



| Work area   | Activity   | Project Outputs  | Funding AUD | Indicators  |
|---|--|--|-------------|---|
| Gender Strategy   | Gender Working Group   | Facilitated meetings of PNTL Gender Cabinet; enhanced stakeholder coordination & Gender Strategy milestone achievement tracking  | \$7,353     | Evidence of achievement of Gender Strategy milestones                                     |
| Gender Strategy   | Ermera Shared Services Centre  | Increased participation of female PNTL officers across Ermera District   | \$10,294    | Number (and %) of PNTL officers in Ermera who are female                                  |
| Gender Strategy   | International Women's Day  | PNTL Gender mainstreaming conference & recognition / celebration of the role of women in policing  | \$22,059    | Description of activities   |
| <b>Progress towards EOPO2: Effective operational policing services are delivered by the PNTL through enhanced capability and capacity</b>                               |  |  |             |   |
| <b>Q4: To what extent has TLPDP supported PNTL to have an IMS that is sustainable and widely applied to support case management and organisational decision-making?</b> |  |  |             |   |
| IMS   | IMS Development and Sustainment  | Maintenance of essential hardware and software systems; physical network infrastructure to support an effective national PNTL IMS.   | \$88,235    | <ul style="list-style-type: none"> <li>% of PNTL units and Districts using IMS</li> </ul> |
| IMS   | Scoping Project on Sustainability and Fit for purpose investigation and intelligence PNTL database | Assessment of the future requirements and suitable COTS products for PNTL investigation and intelligence requirements  | \$22,059    | <ul style="list-style-type: none"> <li>Assessment completed</li> </ul>                    |
| LMD   | KSOT   | Field operations Supervisors course for Sgt' s and Inspectors enhanced knowledge and operational coordination  | \$29,412    | See Annex 2   |
| <b>Q5: To what extent has TLPDP directly enhanced PNTL capacity to deliver frontline policing services?</b>   |  |  |             |   |
| Dili  | Dili District Command Support  | Support to Dili District Command delivering resources for frontline PNTL officers  | \$29,412    |   |
| UOF   | Operational Safety Training  | Delivery of OST training to PNTL officers ensuring compliance with laws and implementing a regular certification framework to ensure officers are compliant  | \$29,412    | See Annex 2   |
| UEP   | UEP professionalisation  | Delivery of specialist training and upskilling of UEP officers   | \$88,235    | See Annex 2   |
| CG  | Support to the Office of CG and 2nd CG   | Discretionary projects in support of CG / 2CG aligned with emerging PNTL priorities and capability gaps: <ul style="list-style-type: none"> <li>- Support for Transito IMS access in 3 border districts</li> <li>- Support to UEP Bomb techs for regional safety awareness</li> <li>- Hardware support for National Transitos for Road Safety</li> </ul> | \$110,294   |   |

| Work area   | Activity                                   | Project Outputs  | Funding AUD | Indicators  |
|---|--|--|-------------|---|
| COV   | COVID Support to PNTL                      | Urgent and unavoidable support to PNTL to assist with Border integrity and protection of PNTL officers associated with COVID-19 priorities   | \$191,176   | <ul style="list-style-type: none"> <li>Number of security and border officials (M/F) reached and trained in coordination, preparedness and response (PAF Indicator)</li> </ul> Examples of strengthened governance systems (including in emergency preparedness and response) (PAF indicator)             |
| <b>Progress towards EOPO3: Improved community engagement and collaborations enable the delivery of responsive policing services</b>         |  |  |             |   |
| <b>Q6: To what extent has TLPDP strengthened PNTL's response to victims of GBV and other gender-related crime?</b>                          |  |  |             |   |
| VPU   | Sexual Assault and Child Abuse Course      | Enhanced first response to Sexual, Child and Domestic Violence incidents - 4 courses (25)  | \$44,118    | See Annex 2   |
| VPU   | Interviewing Vulnerable Persons Course     | Provision of interviewing equipment. Upskilling of investigators and enhancing evidence collection - 4 courses (25)  | \$36,765    | <ul style="list-style-type: none"> <li>Details of equipment provided (items, quantity)</li> </ul> See Annex 2   |
| VPU   | Project Wraparound Support Group           | Enhanced Support and case tracking for victims of domestic and GBV.  | \$2,941     | N/A   |
| VPU   | Domestic Violence Media Campaign           | Increasing community awareness and reporting of alleged cases of domestic violence to PNTL   | \$14,706    | <ul style="list-style-type: none"> <li>Number of media activities</li> <li>Estimated reach of media activities (i.e. estimated number of viewers/listeners)</li> <li>Evidence of improved community awareness</li> </ul> Evidence of increased reporting of domestic violence as a result of the campaign |
| Monitoring & Evaluation   | M&E Framework / reporting                  | Evidence based evaluation for TLPDP  | \$132,353   | Framework completed   |
| <b>Q7: To what extent has TLPDP increased PNTL's capacity to detect, respond to and investigate crimes, especially transnational crime?</b> |  |  |             |   |
| Forensics   | PNTL Forensics Laboratory                  | Delivery of a fit for purpose Forensics facility to support PNTL major criminal investigations (Phase 1)   | \$220,588   | <ul style="list-style-type: none"> <li>Quantity, type of equipment provided</li> <li>Evidence of improved quality of facility (e.g. compliance with international standards)</li> </ul> Evidence of improved capacity for criminal investigations (qualitative)   |
| TNC   | Surveillance program for SIC and SIP       | Enhanced investigative effectiveness (1 course x 20)   | \$5,147     | See Annex 2   |
| TNC   | Support to PNTL NOC                        | Enhanced communication and situational awareness and establishment of Governance   | \$2,941     | N/A   |
| TNC   | Support to PNTL SIC                        | Enhance SIC operational procedures and governance to improve coordination and response to crimes   | \$7,353     |   |
| TNC   | District Commanders Police Powers Training | Enhancing community engagement, trust and operational effectiveness of PNTL officers through appropriate use of legislation and powers. Three Courses: August; 24-28 August and 31 Aug - 4 Sept. | \$6,618     | See Annex 2   |

| Work area                        | Activity                        | Project Outputs   | Funding AUD | Indicators                           |
|----------------------------------|---------------------------------|---|-------------|--------------------------------------|
| TNC                              | Investigations Level 1 Training |   | \$44,118    | See Annex 2                          |
| TNC                              | TNC Construction                | Finalisation of construction of the PNTL TNCC   | \$735,294   |                                      |
| TNC                              | TNCC Fitout                     | Coordinated, integrated and informed national investigations capability delivering enhanced outcomes. Finalisation and outfitting of TNCC | \$147,059   | Quantity, type of equipment provided |
| <b>Other evaluation criteria</b> |                                 |   |             |                                      |
|                                  |                                 |   |             |                                      |

## Annex 4 Recommendations from the MTR

| # | MTR Evaluation Team recommendations   | July 2020 TLPDP Response   | Status as reported in 2020 MPR   | Evaluation team assessment  |
|---|---|--|--|-----------------------------|
| 1 | Continue efforts to maintain and develop strong relationships with the PNTL, the Timorese government and other stakeholders.  | TLPDP has excellent relationships with the PNTL, RDTL and majority of stakeholders.  | This is a fundamental ongoing component of Mission objectives. Stronger relationships now exist with Vice Minister of Interior Office  | Achieved                    |
| 2 | All TLPDP advisors obtain Tetum language prior to and during deployment   |  | Not addressed in the MPR   | Not achieved                |
| 3 | Continue to focus on basic investigative, crime scene and intelligence capacity development in line with skills required to match capability that is sustainable by the PNTL. | Agreed   | Ongoing body of work with PNTL Police Training Centre to develop a contemporary learning continuum aligned with community policing needs.  | In progress/<br>some delays |
| 4 | M&E Support needs to be initiated as a matter of urgency to better demonstrate the return on investment.  | Agreed   | A Monitoring, Evaluation and Learning Plan (MELP) covering the period Jan 2021 through June 2022 has been developed. The MELP aligns to the Post COVID Development Response Plan; DFAT Investment Monitoring Review requirements and performance indicators. | Not achieved                |
| 5 | Refocus advisor mindset to thinking about program design and the link between core program outcomes.  | Agreed.  | Work undertaken to map all projects against EOPOs combined with a continuum of capability development.   | In progress/<br>some delays |
| 6 | Consider options to further harness local and regional expertise as part of the program.  | Agreed. TLPDP will continue with the NT Police placement program and wishes to engage more with AIPM around senior executive development noting the success of the AAR program. A more targeted gender balanced investment focusing on the top 10 leaders would be a better approach | The impacts of COVID and the enduring State of Emergency have significantly impacted the ability to engage in regional programmes and placements. This recommendation is considered completed as it will form part of the ongoing Mission objectives.        | In progress/<br>some delays |
| 7 | Continue to try to establish a positive and cooperative working relationship with the GNR where possible and appropriate  |  | Not addressed in MPR   | In progress/<br>some delays |
| 8 | Continue to look for opportunities to establish and develop relationships with the Prosecutor General, possibly through   | Agreed but this has to be driven by the PNTL executive   | The TNC Implementation plans for dedicated liaison officers to be embedded within the TNC which includes a rep from the OPG. Further consideration will be given to  | Not achieved                |

| #  | MTR Evaluation Team recommendations  | July 2020 TLPDP Response  | Status as reported in 2020 MPR   | Evaluation team assessment |
|----|--|---|--|----------------------------|
|    | the engagement of a PLO position   |   | recruiting a permanent former prosecutor as an advisor to be embedded within the TNC to support PNTL.  |                            |
| 9  | Continue to ensure all TLPDP support to the PNTL aligns with the Design's program logic  | Agreed  | Implemented as part of BAU Mission practices where possible noting constraints in the shifting environment.  | In progress/<br>some delay |
| 10 | Conduct a needs assessment of the PNTL in conjunction with a True Cost of Policing Analysis of the PNTL to help the TLPDP establish where to direct its efforts.                                 | Agreed. This is supported within PNTL and RDTL. A procurement process had commenced however delayed due to COVID. | This is a PNTL accepted priority project which is on hold. Project cannot be funded due to withholding of Project funds by DFAT due to embedded flexibility requirements. Significant impact to influencing PNTL budget management and planning arises.  | Not achieved               |
| 11 | Continue to utilise NT Police Force in PNTL training and development opportunities (as relates to community policing)  |   | Not addressed in MPR   | Not achieved               |
| 12 | Continue to influence a shift to a community policing model through influence at senior leadership, training, and project initiatives, noting the politically complex and sensitive environment. | Agreed  | Underway. This forms part of the ongoing work plan and agenda for TLPDP. Delivered via advisory support to Dili District Command and engagement with PNTL PTC to rewrite the Base recruit training program. Significant change initiative which requires additional investment and resourcing. | In progress/<br>some delay |
| 13 | Consider providing more support to districts should more resources be attributed to the mission.   | Agreed but most emphasis will be on support to the District trainers  | Recommendation is not resourced within existing Mission funding & staffing constraints. Focus on developing with PNTL PTC a Regional Training Program.   | Not achieved               |
| 14 | Continue to support a Timor-owned, Timor-led approach, while managing and reducing dependency where possible.  | Agreed  | Complete. This forms part of the Mission BAU approach.   | In progress/<br>some delay |
| 15 | Support the development of the PNTL capability to maintain IMS   | Agreed, this will form part of the True Cost of Policing Analysis.  | Current IMS management presents considerable risks. IMS is not sustainable and a replacement solution is to be scoped during 2020-2021 project cycle. Additional significant funding and resourcing would be required to implement a sustainable solution.                                     | Not achieved               |

| #  | MTR Evaluation Team recommendations  | July 2020 TLPDP Response                            | Status as reported in 2020 MPR   | Evaluation team assessment |
|----|--|---|--|----------------------------|
| 16 | Future support be focused on ensuring HQ and district leadership understand and enable PNTL trainers to deliver the appropriate training as required.  | Agreed. PNTL CG committed to this on 15 April 2020. | Completed. Forms part of TLPDP BAU engagement with PNTL PTC establishing a District training program based upon revised training curriculum and aligned to community policing needs. | In progress/<br>some delay |
| 17 | Continue and reinforce improved outcomes for women within the PNTL and in Timor-Leste  | Agreed  | Completed. Forms part of the TLPDP BAU approach to Gender related projects.  | In progress/<br>some delay |
| 18 | Should the TLPDP reorient towards supporting a community policing model, a fundamental component of the approach should be an integrated effort to ensure positive advancement for women in Timor-Leste. |   | Completed. Forms part of the TLPDP BAU approach to Gender related projects.  | In progress/<br>some delay |
| 19 | As the PNTL partner of choice, look for opportunities to play more of a leadership role in coordinating donor and volunteer efforts in the Gender space.   | Agreed.   | Completed. Forms part of the TLPDP BAU approach in engagement with PNTL and international NGOs and donor agencies  | In progress/<br>some delay |
| 20 | Continue to prioritise efforts to increase the number of women in mission including LES staff, in line with the IO Gender Strategy   | Agreed in motion with IO Deployment Management.     | Completed. Forms part of the TLPDP BAU approach to Gender related projects.  | Achieved                   |

## Annex 5 Pilot survey questions

Good day. My name is \_\_\_\_\_. I am working on an evaluation of the Timor-Leste Police Development Program (TLPDP) to understand how the training you participated in benefitted you and your colleagues. We have a Despacho from the CG PNTL authorising you to speak with us (Can send photo of Despacho if required) Your name was on a list of PNTL officers who received training. Is this correct? (if yes proceed, if no, thank them and finish).

**Bon dia/boa tarde. Hau naran \_\_\_\_\_. Dadaun ne'e hau hala'o avaliasaun ba Programa Dezenvolvimentu Polisia Timor-Leste (TLPDP), atu komprende oinsá treinamentu ne'e fó benefisiu ba ita boot ho ita boot nia kolega PNTL sira. Ami iha Despaixu ida husi Komandu-Jerál PNTL ne'ebé autoriza ita boot koalía ho ami (se presiza, ami bele haruka foto Despaixu ba ita boot). Ita boot nia naran mensiona iha lista ofisiál PNTL ne'ebé partisipa iha treinamentu ne'e. Ne'e los ka? (Karik responde 'sim', kontinua. Karik 'la'e', fó obrigado ba partisipasaun no para entrevista).**

There are no right or wrong answers; we want to know about your opinions or experiences. All your answers will be recorded along with 40 other participants and joined together to help TLPDP continue to improve its training packages for PNTL.

**Iha peskiza ne'e, la iha resposta ne'ebé mak 'los' ka 'sala'. Ami hakarak komprende deit kona-bá ita boot nia opiniaun ho esperiéncia durante treinamentu ne'e. Ami sei nota resposta hotu-hotu ne'ebé mak ita boot fornese mai ami, no mos resposta husi partisipante na'in 40 seluk. Depois ami sei kompila (tau hamutuk) resposta sira hotu hodi ajuda TLPDP kontinua hadi'ak programa treinamentu ba PNTL.**

Your responses will be kept anonymous and we will not report any information about your name or police station. We will not share your name with PNTL or TLPDP. We do not foresee any risks to you from participating in this survey, and we expect that your responses will help us to continue to improve the TLPDP. If you have any questions, please call Sr Abel Amaral from Fundasaun Mahein on +670 7745 4324

**Ita boot nia resposta sei la inklui naran, no ami sei la fahe informasaun ruma kona-bá ita boot nia naran ka postu polisia (kantór polisi). Ami mos sei la fahe ita boot nia naran ho PNTL ka TLPDP. Ami laran metin katak peskiza ne'e sei la lori risku ruma ba ita boot, no ami haré katak ita boot nia resposta sei ajuda ami atu kontinua hadi'ak TLPDP nia servisu. Karik ita boot iha pergunta ruma kona-bá prosesu ne'e, favor bele telefone ba Sr Abel Amaral husi Fundasaun Mahein +670 7745 4324**

These questions will take about 10 minutes of your time. If you can't/don't want to answer any of them, you can tell me to skip it. Are you willing to proceed with this survey?

**Pergunta sira iha kraik nee sei han maizumenus 10 minutos. Karik ita boot la bele ka lakohi responde ba pergunta ruma, favor bele fo hatene hau, no ita bele hakat ba pergunta tuir mai. Entaun, ita boot prontu atu kontinua ho peskiza ida ne'e ka lae?**

Is now an okay time for us to talk?

**Agora tempu di'ak atu koalía ho ami ka?**

## Section 1 basic respondent information Seksaun 1 Partisipante nia informasaun báziku

### Respondent number

Partisipante nia  
númeru

**Course completed** (input from own list)

Kursu ne'ebé  
kompleta ona **(hatama husi ita nia  
lista rasik)**

**Gender** Jéneru M/F

**Interviewer** Name **Naran**  
Intervistador/a

## Section 2 Survey **Peskiza Seksaun 2**

**You attended a training course called \_\_\_\_\_ on [date]. I want to ask about your experience of this training course**

Ita boot tuir kursu treinamentu ho naran \_\_\_\_\_ iha [data]. Hau hakarak husi kona-bá ita boot nia esperiénsia iha kursu ne'e.

**Was the training relevant to your work?**  
Not at all/not much/a little bit/a lot/don't know.

Treinamentu ne'e relevante ba ita boot nia servisu ka lae?  
**La'e total / ladun relevante / relevante uituan / relevante tebes / la hatene**

**What did you like most about the course?**  
Record answer.  
**Hakerek resposta.**

Saida mak ita boot gosta liu husi kursu ne'e?

**What did you like least about the course?**  
Record answer.  
**Hakerek resposta.**

Saida mak ita boot la gosta husi kursu ne'e?

**Can you give me a concrete example of something that you learned in the training that you now use in your work?**  
Record answer.  
**Hakerek resposta.**

Iha ezemplu konketu prátika ka ideia ruma ne'ebé ita boot aprende husi treinamentu ne'ebé ita boot aplika ita nia boot nia servisu lor-loron?

**Are there any obstacles to implementing what you learned in the**  
Record answer.  
**Hakerek resposta.**



Section 1 basic respondent information Seksaun 1 Partisipante nia informasaun báziku

**course? What are those?**

Ita boot enfrenta obstáklu ka bareria ruma ne'ebé prevene ita boot implementa saida mak ita boot aprende iha treinamentu?

**How could this training be made more effective?**

Oinsá treinamentu ne'e bele sai efetívu liu tan?

Record answer

**Hakerek resposta.**

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