

# **Timor-Leste Police Development Program 2018-2022 Design Document**

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This document outlines the proposed program design for the Australian Federal Police development program in Timor-Leste from 01 July 2018 to 30 June 2022.

## Timor-Leste Police Development Program 2018-2022

**Start date:** 01 July 2018, End date: 30 June 2022

**Total proposed funding allocation:** AUD \$24.3 million

**Investment Concept (IC) approved by:** Australian Federal Police, National Manager  
International Operations Assistant Commissioner Scott Lee

**IC Endorsed by Aid Investment Committee:** NA

**Quality Assurance (QA) Completed:** Peer reviewed on 3 – 16 May 2018.

## Acronyms

<b>ADB</b>	Asian Development Bank
<b>ADF</b>	Australian Defence Force
<b>AFP</b>	Australian Federal Police
<b>AHC</b>	Australian High Commission
<b>APPR</b>	Aid Program Performance Report
<b>DAP</b>	Department of Administration and Planning
<b>DFAT</b>	Department of Foreign Affairs and Trade
<b>F-FDTL</b>	Falintil-Forças da Defesa de Timor-Leste
<b>GoDRTL</b>	Government of the Democratic Republic of Timor-Leste
<b>GNR</b>	Guarda Nacional Republicana
<b>ICT</b>	Information Communication Technology
<b>JSSP</b>	Justice Sector Strategic Plan
<b>LES</b>	Locally Engaged Staff
<b>MAG</b>	Martial Arts Groups
<b>MEL</b>	Monitoring Evaluation and Learning
<b>NOP</b>	Norms of Procedure
<b>ODA</b>	Office of Development Assistance
<b>OECD - DAC</b>	Organisation for Economic Cooperation and Development – Development Assistance Committee
<b>PCB</b>	Program Coordination Board
<b>PNTL</b>	Polícia Nacional de Timor-Leste
<b>PTC</b>	Police Training Centre
<b>RDTL</b>	República Democrática de Timor-Leste
<b>STA</b>	Short-term assistance
<b>TA</b>	Technical assistance
<b>TOR</b>	Terms of reference
<b>TLCCP</b>	Timor-Leste Community Policing Program (New Zealand Police)
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>UNMIT</b>	United Nations Integrated Mission in Timor-Leste
<b>VPU</b>	Vulnerable Persons Unit

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# 1. Executive Summary

## 1.1. Purpose of Design

This design assists the *Timor-Leste Police Development Program* (TLPDP) implementers and development partners by: refreshing the strategic context of the program; identifying end of program outcomes and indicative activity areas; advising how progress towards these outcomes could be monitored and evaluated; and informing planning and decision making. The design sets out a rationale for the investment, three component areas for investment and points towards possible activities. It is not prescriptive in its allocation of activities to component areas as this will be done through the planning phases of program preparation and implementation.

The TLPDP (or the Program) Program Logic provides a foundation for annual planning activities, such as project initiation documentation, action and/or work plans. These will be formed around specific outcomes to be achieved by TLPDP in collaboration with its key partner *Polícia Nacional de Timor-Leste* (PNTL).

## 1.2. Background

Timor-Leste has made significant progress since its citizens voted for independence in 1999. The Timor-Leste security sector is relatively stable compared with pre-2006 crisis years, however concerns remain. The *Government of República Democrática de Timor-Leste* (GoRDTL) recognises that stability and security are necessary preconditions for economic and social development and that the security sector has a crucial role to play in consolidating efforts to: ensure stability; guarantee the rule of law; and promote accountability and transparency.

The TLPDP is a bilateral capacity building program of assistance to the PNTL supported through agreement between the GoRDTL and the Government of Australia. The objective of the TLPDP has been to assist the PNTL to build the foundations of an effective and accountable police service. This design builds on three previous phases of support to developing the PNTL. From 2004 to 2008, AusAID and the Australian Federal Police (AFP) jointly managed and delivered the Program. From 2008 to 2018, the AFP has delivered the Program. The AFP is delivering the fourth phase which will run from 2018 to 2022.

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.

## 1.3. Program Strategy

The AFP has the primary responsibility for the implementation of this design through the provision of advice and support to the PNTL. Program implementers will work in partnership with the PNTL and other key stakeholders to identify specific activities consistent with this design, during the Program mobilisation phase, prior to Program implementation commencement on 1 July 2018.

The overarching objective of the Program is for the PNTL to deliver skilled and professional policing services, which respond effectively to community needs and contribute to a stable and secure Timor-Leste.

Three core components have been identified to achieve that broad goal:

- Sustainability, Self-Improvement and Organisational Leadership;
- Operational Effectiveness; and
- Responsive Policing Services.

Under each component, a series of activities will be undertaken. Section 2 in this design (*Program Logic and Outcomes*) describes the links between all goals, outcomes' areas, core components and indicative activity areas in more detail.

## 1.4. Program Delivery

This Program uses a bilateral, direct delivery style that continues the institutional partnership and joint-management approach between AFP and PNTL. It will primarily be delivered using the modality of technical assistance, mentoring and support in the form of advisers working jointly with PNTL counterparts on agreed activities under components of TLPDP's design. Key considerations of this program design were the reduction in resources compared with the previous phase, combined with the need for continuity with some initiatives and a continued emphasis on a partnership approach to capacity development.

The Program's personnel will be collectively responsible for implementation and management in partnership with PNTL. This means the Program will need to consolidate internal core management and program governance functions to enable technical advisers to focus on development activities. Initial inception phase activities will focus on the development of annual action plans to guide project implementation consistent with this design.

## 1.5. Measuring Progress

Progress will be measured against a range of key performance indicators, which are described in this design's Monitoring, Evaluation & Learning (MEL) Framework.<sup>1</sup> These frameworks are informed by a Program Logic, which describes how change will occur over time as a result of achieving certain outcomes.

The MEL Framework for the TLPDP will address the challenges of aggregating data, achieve an appropriate balance between quantitative and qualitative data that does not overly burden program staff, and use information as evidence for ongoing program improvement.

The following principles underpinning the MEL Framework build on the lessons learned from previous iterations of Australian investment in the TLPDP:

- Focus on criteria – MEL will inform direction of resources based on priorities evaluation criteria and not seek to comprehensively address everything to the same degree (for example, all outcomes in the Program Logic).
- Mutual accountability – MEL will generate information that allows for mutual assessment of progress against agreed outcomes.
- Learning – there will be a focus on undertaking MEL for learning purposes, which will result in better utilisation of MEL information within the Program team and with partners.
- Promoting equality and inclusion – with a focus on gender equality, and the inclusion of people from vulnerable groups (such as those with disabilities), the Program's contribution to equality and inclusion will be mainstreamed throughout the investment's MEL system.
- Adherence to MEL quality standards – in particular, the framework will adhere to the Department of Foreign Affairs and Trade (DFAT) Monitoring and Evaluation Standards 2 and 3 (April 2017).

The MEL framework has four interrelated elements:

- A detailed **Program Logic** diagram that articulates the end of program outcomes expected to be realised by the end of TLPDP, if all of the assumptions hold true.
- A set of interdependent evaluation criteria based on the Organisation for Economic Co-operation and Development – Development Assistance Committee's **(OECD – DAC) criteria**, designed to enable an overall judgement to be made about the Program's worth.
- A set of **key evaluation questions** that provide the overarching conceptual framework for MEL. These questions ultimately need to be answered by comparing expected performance to actual performance.

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<sup>1</sup> See Annex A for further detail.



- A Program Results Framework that provides program outcomes, indicative **key indicators**, areas of possible alignment with the Timor-Leste Performance Assessment Framework (PAF), DFAT Aid Program Performance Report (APPR) pillars, possible measures of success and data sources/collection methods.

## **1.6.Resourcing**

Detailed activity planning and associated budget development was not part of this design process. Full activity, resource and budget planning will be undertaken by the AFP during the planning phase of the Program. It is anticipated that the Program will have a budget of \$24.3 million (from 1 July 2018 – 30 June 2022).

## 2. Analysis and Strategic Context

This section provides background on Australian assistance to Timor-Leste, and an overview of the strategic context relevant to the Program. Analysis in this section forms the basis for how strategic and Program goals have been established for this design.

### 2.1. Country/Regional and Sector Issues

#### 2.1.1. Country Context

Timor-Leste has made significant progress since its citizens voted for independence in 1999. However, as with any young nation, challenges remain. Timor-Leste is ranked 133 out of 186 countries on the Human Development Index, and high rates of unemployment, malnutrition and poverty persist.<sup>2</sup>

The main driver of growth in Timor-Leste is GoRDTL spending supported by oil and gas revenues. Some observers note that without drastic changes, oil and gas revenues could be depleted as soon as 2023, which has serious implications for development progress, economic sustainability and the stability of Timor-Leste.<sup>3</sup>

#### 2.1.2. Law & Justice Sector Context

In the last eighteen years, Timor-Leste has experienced significant events which have affected both the security sector and the course of national development. The 2006 crisis saw a complete breakdown of relations between the PNTL and military resulting in 150,000 people being displaced. Following the crisis, the United Nations Integrated Mission in Timor-Leste (UNMIT) arrived with an official mandate to restore and maintain public security until the PNTL was reconstituted. A municipality-by-municipality handover of executive policing responsibility to the PNTL commenced in 2009 and UNMIT officially ended and withdrew in December 2012.<sup>4</sup>

The Timor-Leste security sector is relatively stable since UNMT withdrew in 2012, however concerns remain. Some of the ongoing security risks include:

1. **Transnational, serious and organised crime** – a range of Timorese, regional and Government of Australia stakeholders have increasingly expressed concerns about transnational, serious and organised crime and the potential for serious problems in the future.<sup>5</sup> Porous borders make Timor-Leste an attractive transit point and location for transnational, serious and organised crime and illicit activity. For example, Timor-Leste is a 'source and destination country for men, women, and children subjected to forced labour and sex trafficking'<sup>6</sup> and there have been local reports of young girls 'disappearing' from villages.<sup>7</sup> The United Nations Office on Drugs and Crime (UNODC) also cite Timor-Leste as a likely target destination for criminal activity. Porous borders also present the threat of terrorist activity and unmonitored returned foreign fighters. This is especially significant noting neighbouring Indonesia has previously experienced significant terrorist activity.
2. **Martial Arts Groups (MAG)** – a youth bulge coupled with high rates of unemployment has left a large number of Timorese citizens, particularly males, with few opportunities to engage meaningfully within society. The result has been the rise of MAGs, who are known to

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<sup>2</sup> UNDP, 2016, *Human Development Report - Human Development for Everyone*, New York.

<sup>3</sup> Department of Foreign Affairs and Trade, 2016, *Aid Program Performance Report 2015-16 Timor-Leste*.

<sup>4</sup> The Asia Foundation, 2015, *Timor-Leste Law and Justice Survey of Community Perceptions*.

<sup>5</sup> AFP, *Mid-Term Review Consultations December 2016*.

<sup>6</sup> US Department of State, 2016, *2016 Trafficking in Persons Report* and AFP, *Mid-Term Review Consultations December 2016*.

<sup>7</sup> Ibid.

regularly engage in, often violent, criminal activity. This is a problem that has persisted and incidences of MAG related violence continue.<sup>8</sup>

3. **Violence against women** – 59 per cent of women aged 15-49 years, who have ever been in a relationship reported having experienced some form of physical or sexual partner violence by a male partner in their lifetime.<sup>9</sup>
4. **Dissident groups** – in a young state, with emerging institutions, it is relatively easy to establish competing centres of power. While the majority of groups only pose a limited threat of direct violence, they continue to be ‘a very public test of the rule of law’<sup>10</sup>. Examples of this include formal and informal public rallies and the Popular Council for the Defence of the Democratic Republic of Timor-Leste (CPD-RDTL) whose leaders continue to voice challenges to the legitimacy of law enforcement and security agencies.
5. **Emerging institutions and chains of command** – since the departure of the UNMIT (including a 1000 strong UN Police contingent) in 2012 and the International Stabilisation Force in 2013, the PNTL, FFDTL and other agencies have had to fulfil security mandates. While a range of donors have supported the security sector in Timor-Leste, these institutions are still relatively young and their capabilities still emerging. There is also a steady undercurrent of ongoing conflict between security sector personnel. Some specific issues include:
  - Cross-agency coordination: sector agencies, like other Timor-Leste government agencies, lack a whole-of-government approach. This is particularly evident in the maritime sector and combatting transnational, serious and organised crime.
  - Community outreach: the PNTL are feared by some in the community and seen as ineffective by others. This lack of community trust leads to barriers to accessing justice.
  - Next generation of leaders: there is a lack of longer-term mentoring and skills development to facilitate the next generation of leaders in Timor-Leste, particularly in the security sector.
  - Limited regional engagement: many regional law enforcement agencies engage through exchanges, conferences and regional training exercises. This lack of regional engagement and exchanges is limiting the sector’s exposure to best practice and building links with regional countries.

The GoRDTL recognises that stability and security are necessary preconditions for economic and social development, and the security sector has a crucial role to play in consolidating efforts to: ensure stability; guarantee the rule of law; and promote accountability and transparency. The sector is recognised as a national priority in the *Strategic Development Plan 2011-2030* (SDP) and security and justice are two of the five pillars of the Peacebuilding and Statebuilding Goals under the *New Deal* adopted by the G7+ fragile states.<sup>11</sup> The *Justice Sector Strategic Plan 2011 – 2030* (JSSP) and goals of the Security Reform Sub-Sector also set out visions to build a justice system that: ensures the rights and freedoms of citizens; serves the values and culture of Timor-Leste; and enjoys the confidence of the Timorese people.<sup>12</sup>

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<sup>8</sup> Belun, 2017, *EWER: Situation Review March 2017*, Belun, 2017, *EWER: Situation Review February 2017*, Belun, 2017, *EWER: Situation Review January 2017*, AFP, *Mid-Term Review Consultations* December 2016.

<sup>9</sup> Nabilan, 2016, *Fact Sheet 1. Intimate Partner Violence: Women’s Experiences and Men’s Perpetration of Violence against Women in Timor-Leste*.

<sup>10</sup> International Crisis Group, 2013, *Timor-Leste: Stability at What Cost?* Asia Report N.246, 8 May 2013, Brussels, p.17

<sup>11</sup> International Dialogue on Peacebuilding and Statebuilding, 2013, *A New Deal for Engagement in Fragile States*, Washington.

<sup>12</sup> República Democrática de Timor-Leste, 2010, *Justice Sector Strategic Plan for Timor-Leste 2011-2030*, p 7.

### 2.1.3. Policing Context

The PNTL was established in 2002 with the support of the *United Nations Transitional Administration in East Timor* (UNTAET). The development of the PNTL since 2006, led largely by the international community, has centred on: building institutional structures; vetting potential officers and leaders; and developing individual capacity through training and mentoring.<sup>13</sup> The PNTL has faced significant internal and operational challenges, particularly given the legacy of community mistrust of uniformed personnel in Timor-Leste.

A number of stakeholders suggest the PNTL is still limited in their ability to deliver professional policing services that meet community needs.<sup>14</sup> A recent report by the Asia Foundation stated the 'PNTL is still a nascent institution with limited experience, resources, institutional systems, and procedures to adequately address local security needs.'<sup>15</sup>

According to the 2015 survey of community-police perceptions, citizens have little confidence in the PNTL's capacity to prevent crimes from escalating from minor to more serious incidents. Furthermore, a third of citizens do not trust PNTL officers will not abuse their position of power to serve their own interests and almost one in five citizens does not trust the PNTL will not physically abuse them.<sup>16</sup>

Some internal challenges for the PNTL include:

- A disjointed command structure and blurred reporting lines leading to poor management practices and lack of cooperation;
- Incomplete linking of budget and expenditure;
- Non-competitive tendering; and
- A lack of systems and personal accountability that leads to reduced transparency and reputational damage.

While these challenges continue to hamper the effectiveness of the organisation progress has been made.<sup>17</sup> The PNTL has demonstrated increased capacity to lead its own development and operate without external assistance.<sup>18</sup> The PNTL is developing a new strategic plan for 2019 to 2030. The plan will focus on effective operational capacity (such as investigations), encouraging a community policing model and institutional strengthening. There are also some improvements in community-police perceptions when compared to 2013 survey results.<sup>19</sup>

### 2.1.4. Governance across the GoDRTL and PNTL

Although the GoDRTL has made progress in strengthening its public sector, broad governance and capacity constraints continue to limit their institutions' ability to deliver services, including the PNTL. The GoDRTL has a centralised system for core functions, including financial management and budget determination, managing the workforce and construction of infrastructure.

The GoDRTL is committed to reforming governance across the public service, acknowledging that 'good governance and a professional, capable and responsive public sector are essential for the delivery of government services and the implementation of the Strategic Development

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<sup>13</sup> N Belo & G Rajalingam, 2014, *Local Leadership of Community Policing Practice in Timor-Leste*.

<sup>14</sup> The Asia Foundation, 2015, *Timor-Leste Law and Justice Survey of Community Perceptions*.

<sup>15</sup> The Asia Foundation, 2016, *Community Policing in Timor-Leste*.

<sup>16</sup> The Asia Foundation, 2015, *Timor-Leste Law and Justice Survey of Community Perceptions*.

<sup>17</sup> Ibid.

<sup>18</sup> AFP TLPDP Mid-Term Review, 2017.

<sup>19</sup> Ibid.

Plan.’<sup>20</sup> These functions require further development across the GoDRTL to ensure Timor-Leste remains on their path to development.<sup>21</sup>

The PNTL relies on the effectiveness of central GoDRTL systems to meet their own service delivery aspirations. The TLPDP will benefit from DFAT and other partner agencies assistance to the broader GoDRTL reforms across the public sector. These activities include strengthening management and leadership, systems and procedures, administration, accounting and finance, budget execution and procurement, knowledge and document management, and strategic planning and monitoring.<sup>22</sup>

Internally, the PNTL require support from the TLPDP to build its own capacity in three key areas which will need to be considered holistically and within each TLPDP activity:

- Strategic and workforce planning;
- Effective budgeting and resource allocation; and
- Legislative reform to meet transformation objectives, for example identifying changes that will be required to the organic law to implement the Transnational Crime Unit.

Timor-Leste’s recent minority government and multiple elections have stalled progress on some governance reform within the PNTL. The absence of a government mandate or approved budget has limited the resource allocation and legislative reforms required to implement TLPDP activities. There remains a risk that a subsequent minority government or a significant change in government policy could negatively impact on the TLPDP. In addition, broader economic issues facing Timor-Leste could also stall PNTL governance initiatives.

The JSSP sets out the GoDRTL plan for reforming the Justice Sector. This document sets out five key strategic goals which the TLPDP must align with:

- Strengthening the administration of justice, improving the capacity of institutions and the coordination between them;
- Strengthening and harmonizing the legal framework of the justice system and the law;
- Building the capacities and skills of the justice sector professionals, including providing institutions with the necessary and sufficient human resources to carry out their mandate, meeting training needs and ensuring performance evaluation;
- Establishing the necessary infrastructure for the justice institutions throughout the country, in respect to building, housing transportation, communication and ICT; and
- Bringing justice closer to the people, offering them access to justice, particularly in the districts, including raising the awareness of the population regarding laws, rights and available justice services, and guaranteeing the interaction between the formal and informal justice systems.<sup>23</sup>

## 2.2. Evidence-base/Lessons Learned

Previous TLPDP evaluations and program designs and a range of other AFP development activities have identified lessons in how to operate in complex capacity development environments. To assist the design of TLPDP 2018-2022, the Design Team examined documents to better understand the key lessons learned. Documents include:

- Previous TLPDP planning, reporting and guiding documentation;
- PNTL planning and strategic direction, such as the PNTL Strategic Plan 2014-2018; and

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<sup>20</sup> Government of Timor-Leste, Strategic Development Plan 2011-2030, published 17 September 2011, p183.

<sup>21</sup> James Mitchel, “Managing Fragility and Promoting Resilience to Advance Peace, Security and Sustainable Development”, *Centre for Strategic International Studies*, published January 2018, p 17.

<sup>22</sup> Australian Government Department of Foreign Affairs and Trade, “Aid Investment Plan Timor-Leste: G2015-16 to 2018-19”, published 30 September 2015; Government of Timor-Leste, “Program of the VI Constitutional Government 2015-2017 Legislature”.

<sup>23</sup> Government of Timor-Leste, “The Justice Sector Strategic Plan for Timor-Leste 2011-2030”, published 12 February 2010, p 38-39.

- Current GoDRTL planning and strategic objectives, as contained within the JSSR and the SDP.

These lessons also take account of the policy imperative to consolidate PNTL gains and TLPDP investments to date, the feasibility and sustainability of programming with a smaller TLPDP footprint, and risks at the political and programming levels.

### 2.2.1. Partnership and Joint Program Management

A key lesson cited by TLPDP stakeholders was to take a partnership approach to development programs with GoDRTL and to encourage them to take ownership of their development objectives.<sup>24</sup> It is clear strong relationships exist between the TLPDP members and the PNTL. The TLPDP will continue to be implemented in partnership between the TLPDP and PNTL. This includes the joint Program Coordination Board (PCB) and continuous engagement and joint problem solving between TLPDP advisers and PNTL staff.

### 2.2.2. Long-term but Flexible Planning

Over four years there is the potential for change in the political and operating environment of the Program. There are also unknowns in terms of costs and viability for some elements of the Program. Therefore, the Program will allow for flexibility to re-allocate resources, re-prioritise or switch-off activities, and to capitalise on opportunities that arise.

### 2.2.3. Importance of Integrated Monitoring, Evaluation and Learning

Well-resourced and effective monitoring, evaluation and learning structures along with a focus on tangible outcomes, rather than outputs, is essential to making evidenced-based decisions by Program management. The Program must undertake regular health checks to ensure it remains responsive and relevant in the context of Timor-Leste policing dynamics.

### 2.2.4. Importance of Individuals and Effective Adviser Management

A recurring theme identified by the Design Team is the major impact advisers with the right skills and technical capabilities can have. Several PNTL counterparts and other stakeholders gave significant praise to specific TLPDP members.<sup>25</sup> It is clear major steps forward have resulted from the approach taken by these individuals leading to greater effectiveness of support, as well as opening opportunities that were not previously available. With fewer staff members going forward, close attention will need to be taken in matching skills, knowledge and performance.

### 2.2.5. Key Vulnerability: Transnational Crime

Transnational crime is recognised as a major threat by the PNTL, however they currently have very limited capability to address vulnerabilities. Timor-Leste has a long and porous border with Indonesia and an extensive and largely unpatrolled coastline. Furthermore, authorities at the airport in Dili have had insufficient exposure to contemporary methods to detect criminals operating across borders. In order to address this threat, the PNTL requires an investigative function which is trained in complex crime investigations. This finding is supported by the Mid-Term Review.

### 2.2.6. Mid-Term Review

The design recognises the findings of the recent Mid-Term Review. Specifically, the 2018-2022 TLPDP Design paid special attention to the following recommendations:

- Develop substantive roles for locally engaged staff (LES);

<sup>24</sup> TLPDP Design Team in-country consultations, February-March 2018.

<sup>25</sup> TLPDP Design Team in-country consultations, February-March 2018.

- The design team's observations confirmed the review's finding. LES in mission show aptitude for further development.
- Continue to use creative approaches to Program delivery;
  - The next phase of TLPDP will be required to do more with less, making this recommendation a significant consideration for the design.
- Increase TLPDP's focus on service delivery results;
  - There is a need, recognised by the PNTL, to focus efforts on achieving outcomes for Timorese citizens accessing policing services.
- Increase engagement with Government of Australia, donor and Civil Society Organisation stakeholders;
  - The need for increased donor coordination and cooperation will be vital to achieve the ambitious aims of the Program.
- Determine an approach for extending investigations and continued development of transnational crime support to relevant agencies;
  - The Program will need to work with key donors, such as USAid and ABF to ensure the success of the multi-agency Transnational Crime Unit (TCU).

The design also considered the remaining management supported recommendations of the review:

- Provide AFP members with opportunities to complete language training;
- Complete the partially reconstructed baseline and continue support for monitoring and evaluation activities; and
- Increase the standard deployment length of AFP members (already actioned by AFP).

## 2.3. Strategic Rationale for Australian Government Engagement

### 2.3.1. Rationale for Investment

The Australian Government recognises the security, stability and cohesion of our immediate neighbourhood are key to our national interests.<sup>26</sup> Australia aims to positively influence and shape our regional environment<sup>27</sup> and play a leading role in the ongoing stability and security of the Indo-Pacific region.<sup>28</sup> Australia and Timor-Leste's proximity, strong people-to-people links and shared stake in regional prosperity and stability means Australia retains an enduring strategic interest in supporting Timor-Leste's policing capability to fulfil security and community needs.<sup>29</sup> Maritime security is an emerging area of concern as are trends in cross-border illegal activities on the Timor-Leste-Indonesia border.

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. Furthermore, consultation with PNTL has shown a clear desire for AFP's presence to continue.

While Timor-Leste has made significant progress since independence, security institutions, including the PNTL, are still developing and face challenges in the context of an economy that is

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<sup>26</sup> Australian Government Department of Foreign Affairs and Trade, *Australian aid: promoting prosperity, reducing poverty, enhancing stability*, June 2014; Australian Government Department of Foreign Affairs and Trade, *2017 Foreign Policy White Paper*, November 2017.

<sup>27</sup> Australian Government, Department of Prime Minister and Cabinet, 2013, *Strong and Secure; a Strategy for Australia's National Security*, Canberra.

<sup>28</sup> Australian Government Department of Defence, 2016, *Defence White Paper 2016*, Canberra, p. 69 and the Department of Foreign Affairs and Trade, 2014, *Australian aid: promoting prosperity, reducing poverty, enhancing stability*.

<sup>29</sup> Australian Government Department of Foreign Affairs and Trade, *2017 Foreign Policy White Paper*, November 2017, page 103-104.



heavily dependent on government spending funded by petroleum revenue; an uncertain political outlook; high numbers of unemployed/unskilled youth; and pre-conditions for significant transnational, serious and organised criminal activity, among a range of security sector challenges.

Given these factors, the long-term relationships between Australian and Timorese policing and security institutions established through the TLPDP and other Australian Government programs is considered essential and should continue into the future.

In recognition of the challenges they still face, the PNTL has expressed a desire for support from the AFP to continue at least at current levels. Australia's aim is to be Timor-Leste's security partner of choice.

Continued Government of Australia assistance to the Timorese security sector and law enforcement agencies, including the PNTL, is consistent with notions and evidence that:

- While there have been significant improvements in Timor-Leste's security sector, policing capabilities are still developing;
- The results of Australia's long-term investments in the security sector could be diminished and/or stalled without on-going support and an appropriate transition strategy in place;<sup>30</sup>
- The next ten years of development in Timor-Leste, particularly in the security sector, will be more difficult than the previous ten years;<sup>31</sup>
- A strong security sector is a precondition for achieving broader development outcomes;<sup>32</sup>
- Post-conflict countries are prone to relapse into conflict;<sup>33</sup> and
- Periods of peace in post-conflict countries can be followed by high levels of criminal activity and violence.<sup>34</sup>

The proposed investment is also consistent with:

- The Australian Government's enduring interest in a stable, peaceful and prosperous Timor-Leste;<sup>35</sup>
- The Australian Government investment priority to promote effective governance policies, institutions and functioning economies;<sup>36</sup>
- The Australian Government's aim to build effective law and justice systems, drawing on the AFP, to strengthen policing, increase the safety and security of communities and improve people's access to justice and address violence against women;<sup>37</sup>
- The United Nations 2030 Agenda for Sustainable Development;<sup>38</sup>
- The GoRDTL Program of the Sixth Constitutional Government 2015 – 2017;<sup>39</sup>
  - the *New Deal* for engagement in fragile states;<sup>40</sup>
  - the *RDTL Strategic Development Plan 2011-2030*;

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<sup>30</sup> Transition from stability operations to: a capacity development relationship to: an ongoing law enforcement cooperation partnership

<sup>31</sup> AFP, *TLPDP 2014-2018 Mid-Term Review*

<sup>32</sup> The Office of Development Effectiveness, 2012, *Building on local strengths, Evaluation of Australian law and justice assistance*

<sup>33</sup> The World Bank, 2011, *World Development Report 2011 Conflict, Security and Development*

<sup>34</sup> Ibid

<sup>35</sup> Department of Foreign Affairs and Trade, 2015, *Aid Investment Plan Timor-Leste 2015/16 to 2018/19*

<sup>36</sup> The Department of Foreign Affairs and Trade, 2014, *Australian aid: promoting prosperity, reducing poverty, enhancing stability*

<sup>37</sup> The Department of Foreign Affairs and Trade, 2014, *Australian aid: promoting prosperity, reducing poverty, enhancing stability*

<sup>38</sup> Specifically, investment in TLPDP will primarily support Goal 16: Peace justice and strong institutions.

<sup>39</sup> Democratic Republic of Timor-Leste <http://timor-lesste.gov.tl/?cat=39&lang=en>

<sup>40</sup> International Dialogue on Peacebuilding and Statebuilding, 2013, *A New Deal for Engagement in Fragile States*, Washington



- the AFP goal of ‘reduced criminal and security threats to Australia’s collective economic and societal interests through co-operative policing services; and
- Regional maritime security efforts.

### 2.3.2. Current AFP Assistance

The TLPDP is a police-to-police development program delivered by the AFP and PNTL, and funded under Official Development Assistance by the Australian Government. The TLPDP commenced in 2004 and was initially jointly delivered by AusAID and the AFP. There were 19 AFP staff, 13 locally engaged staff and 2 contractors funded in the 2014-2018 TLPDP. The 2014-2018 TLPDP had the following objectives:

- *Improved PNTL core operational capabilities*, including support for Dili District policing operations; the Prosecutions Liaison Officer Network; the Vulnerable Persons Units (VPU); the Incident Management System (IMS); PNTL’s intelligence; and the Police Training Centre (PTC).
- *Strengthened PNTL management and oversight*, including support to the PNTL Department of Administration and Planning (DAP) for strategic planning; financial management; gender equality within the PNTL; and human resource management.
- *Strengthened PNTL self-improvement systems*, including support for the PNTL to increasingly take responsibility for their own development.

A recent Mid-Term Review of TLPDP found the Program has prioritised supporting the PNTL to lead its own development and increasingly operate without external assistance. It found that the accompaniment approach being used in the current Program has shifted some Program responsibility to PNTL and the establishment of the PCB has created better alignment between GoRDTL, PNTL and TLPDP priorities.

The continued use of the train-the-trainer model has also ensured the PNTL are developing sustainable capabilities to continue their own development. These approaches will be essential in the next phase to ensure the PNTL are increasingly able to operate and function with limited external assistance.

The same review also found the TLPDP is progressing towards achieving intermediate and end of Program outcomes. For example, evidence demonstrates the PNTL DAP are increasingly implementing sound corporate management practices; some District Commanders are applying effective leadership and management skills in their day-to-day work such as targeted training and mentoring; and reports generated from IMS are increasingly informing planning and decision making.<sup>41</sup>

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<sup>41</sup> Evidence from TLPDP *Mission Performance Reports 2014-2016*; TLPDP M&E documentation; in-country consultations December 2016;

### 3. Investment Description

This section describes the proposed Timor-Leste Police Development Program and covers the:

- Program logic, Program goal and expected outcomes;
- Pathways and activities for achieving the outcomes;
- Key assumptions underpinning the program logic; and
- Approach to Program delivery.

#### 3.1. Program Logic and Outcomes

The process of developing the Program Logic is an opportunity to chart a course and to understand the theory of change, to guide the Program and its stakeholders. It also provides the basis upon which relevant performance indicators can be identified, and MEL and learning can be undertaken to ensure a program is achieving optimum results. This section describes what the Program is expected to achieve over the immediate to longer term and the theory or reasoning behind those expectations.

##### 3.1.1. Principles

The following principles guided the design process and program implementation for the TLPDP:

- **Consolidation of past investment gains:** the Program will support previous capability investments and build on these to strengthen the ongoing development of the PNTL to sustain itself and its capabilities without donor support and guidance.
- **Partnership and joint Program management:** it is clear that strong relationships exist between the TLPDP and the PNTL. The TLPDP will continue to be implemented in partnership between the TLPDP and PNTL. This includes the joint PCB and continuous engagement and joint problem solving between TLPDP advisers and PNTL staff.
- **Gender Equality:** Gender perspectives will be mainstreamed across all TLPDP activities to support gender equality and women's empowerment. Equality should be interpreted as inclusion of diverse and vulnerable groups such as youth and people living with disabilities. This is important to ensuring all people are treated fairly and with respect.
- **Protection of vulnerable groups:** vulnerable persons include children, people with disabilities and others. These groups are more greatly affected by violence in all its forms and their protection is recognised as a key factor for any development program.
- **Alignment with Government of Timor-Leste and PNTL policy and strategic direction:** the Program will align with the strategic priorities of the GoDRTL, the JSSP and the PNTL's Strategic Plan.
- **Leveraging and coordination:** the Program will seek to leverage partner programs and coordinate with other donors to ensure efficiency and alignment of goals.
- **Flexibility and adaptability:** over four years there is the potential for change in the political, security and broader national context of the Program. There are also unknowns in terms of costs and viability for elements of the Program. Therefore, the Program should allow for flexibility to re-allocate resources, re-prioritise or switch-off activities, and to capitalise on opportunities that arise.
- **Risk Management:** political factors, such as Timor-Leste's recent minority government, have stalled progress on some TLPDP initiatives in the past. The absence of a government mandate or approved budget limits resource allocation and legislative reforms required to implement TLPDP activities. There remains a risk that a subsequent minority government or change in government policy could negatively impact on all aspects of the TLPDP. In addition, broader economic issues facing Timor-Leste could also stall PNTL initiatives.
- **Clear and effective MEL:** the development of realistic indicators established from the existing baseline data will be essential and where possible MEL Framework themes

should be aligned to the pillars of DFAT's PAF for Timor-Leste. The developed indicators must capture PNTL data, particularly attitudinal and behavioural changes which can be attributed to TLPDP development activities and support.

### **3.2. Program Logic Assumptions**

Some assumptions underpin the Program Components of the Program Logic. The most important assumptions are:

- Ongoing funding is available for the Program;
- Appropriately skilled human and other resources are available to support internal Program delivery;
- Participants in TLPDP activities are the right people from PNTL;
- PNTL supports the Program activities;
- The AFP can do enough to minimise the negative impact of socio-cultural and political factors that undermine effective policing;
- Training PNTL officers translates into change over time including improved work practices;
- Appropriate leadership is positioned to lead training and projects;
- TLPDP remains a trusted partner of PNTL; and
- The level of investment in the Program is sufficient to achieve TLPDP's stated objectives (as per the Program Logic).

## 4. Implementation Arrangements

This section sets out how the proposed investment will be delivered. The AFP will provide key Program leadership and management through the in-country team. Program activities will be jointly planned and implemented with the PNTL, particularly through the PCB.

### 4.1. Delivery approach

This design sets out three component pathways under which indicative activities sit. The Program's AFP members, contracted advisers and LES will be collectively responsible for implementation and management. This means the Program will need to consolidate internal core management and program governance functions to enable technical advisers to focus on development activities.

Initial inception phase activities will need to focus on the development of annual action plans. The plans should guide project implementation and highlight specific details, including the partnership approach with PNTL, budget and monitoring arrangements consistent with this design. The Program will need to also consider and update risk assessment and treatments plans. This annual planning process will support informed decision making, reporting and improve Program performance.

Streamlined reporting based on the current robust internal monitoring processes but prioritising Program results and outcomes. TLPDP will continue to generate monthly, quarterly and annual performance reports and, where possible, will involve PNTL in preparing these reports as part of the joint Program management approach.

The AFP's technical and operational policing experience combined with LES' contextual knowledge and the expertise of development practitioners, particularly in the PNTL strategic and governance space, will be crucial to the achievement of desired outcomes over the next four years.

### 4.2. Aid Modalities

Delivery mechanisms for the design include a range of aid modalities to deliver activities under each component. These include:

- Long-term and short-term AFP advisory support;
- Contracted technical assistance;
- Locally Engaged Staff (e.g. in specialist areas such as Language Assistance, MEL and corporate support);
- Training (including training of trainers);
- Mentoring;
- Coordination of workshops and conferences;
- Opportunities to explore a range of aid delivery modalities such as twinning, shadowing, exchanges and secondments (particularly for training and development);
- Funding innovation/pilot projects, where appropriate;
- Support provided to other programs and institutions that work in Timor-Leste (e.g. co-payments/shared resourcing arrangements to deliver activities with NGOs, victim support services, and local advocacy groups);
- Leveraging of other AFP and DFAT supported programs in the region; and
- Limited supply of goods (assets, equipment and infrastructure; services).

The Program will remain responsive and flexible to environmental changes or changes to PNTL organisational and strategic priorities. The Program will also take a more focused approach to addressing key crosscutting thematic issues such as ensuring that gender considerations are mainstreamed within all Program activities and that governance reform is considered when required to support operational policing initiatives.

### 4.3. Cross Program Collaborations

The number of donors in Timor-Leste has decreased significantly since the withdrawal of the United Nations in 2012. Direct support for PNTL has also decreased.<sup>42</sup> As a result, the PNTL has focussed on support from the AFP, New Zealand Police and *Portuguese Guarda Nacional Republicana* (GNR). The PNTL has also received ad hoc support from the United States and China. There are opportunities for the TLPDP to leverage other donor support, in particular other Australian Government programs and NGOs working in Timor-Leste. The next phase of the New Zealand Police's TLCCP is currently in the design phase and could provide an opportunity to leverage and partner on relevant activities. For details on how these programs and activities can be leveraged see Annex B.

### 4.4. Value for money

The delivery of this approach represents value for money and is the best practical option for achieving intended outcomes. The most significant factors being:

- A smaller program of assistance to be provided by AFP in 2018–2022, which will however influence a broader sphere of development, particularly in support of district and municipal level training outcomes;
- A need to sustain existing gains made by TLPDP over past years, particularly in sustaining the capability and accountability of the PNTL's administration, and governance systems to underpin self-improvement and operational development; and
- The need to translate PNTL capability gains into more effective policing services at community level.

### 4.5. Innovation and Private Sector Engagement

The TLPDP will need to be flexible and innovative in its approach to capacity development. With fewer staff and resources at its disposal the Program will need to find efficient and innovative ways to support PNTL priorities and to meet the investment's capacity development objectives.

The TLPDP will need to ensure it has advisers with appropriate specialist skills, technical abilities and cultural awareness to deliver each element of the Program. This may require some advisers to be deployed on a short-term or secondment basis where a critical skill is required, or the formation of temporary taskforces, committees, steering groups to collaboratively develop solutions or capitalise on opportunities as they arise.

Like other developing countries, Timor-Leste faces substantial challenges in accessing basic services.<sup>43</sup> Access to information and communications technology (ICT) equipment and infrastructure is limited, particularly outside of Dili.<sup>44</sup> The previous TLPDP has used innovative solutions to overcome some of these challenges, such as the use of portable wireless internet and providing deployable kits of laptops with relevant software to the PNTL to support training activities. Whilst any technological initiative carries inherent sustainability risks, these innovative solutions to overcoming basic services and infrastructure will need to continue to be developed throughout the next phase of the TLPDP.

With limited resources and an unpredictable operating environment, the TLPDP will also need to manage risks to new and innovative activities. The use of pilot projects should continue to be utilised as they provide an opportunity to learn from outcomes and assist in determining if activities will work in the local context. One such pilot could include TLPDP supporting child

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<sup>42</sup> TLPDP Design in-country consultations, February-March 2018.

<sup>43</sup> Australian Government Department of Foreign Affairs and Trade, "Australian aid: promoting prosperity, reducing poverty, enhancing stability", June 2014, page 3.

<sup>44</sup> TLPDP Design Team first in-country consultations, March-April 2018.

care solutions for female police officers deployed in the districts. This may support the PNTL to overcome barriers created by complex societal and cultural issues.<sup>45</sup>

The TLPDP has demonstrated a willingness to support private industry in the delivery of infrastructure to support PNTL projects, with local materials and services being used wherever possible. This approach facilitates support for capacity development activities, whilst also providing investment returns to the local economy.

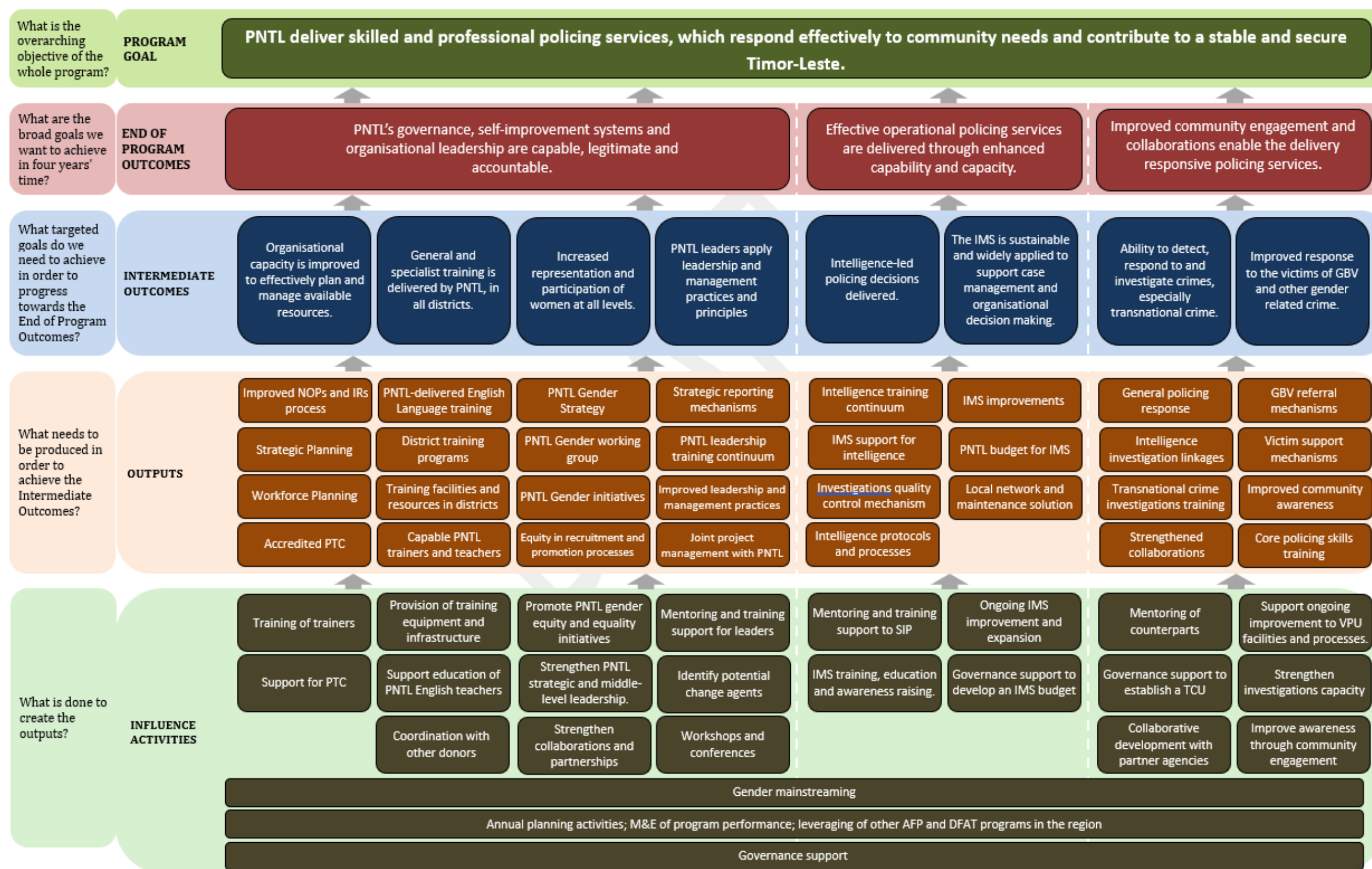
The TLPDP will need to increase and strengthen partnerships with other actors in the next phase, to leverage existing activities and seek out the most effective collaborations to deliver the Program. This will mean more engagement with private sector, non-government organisations, volunteer organisations, philanthropic organisations and partner governments.

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<sup>45</sup> TLPDP Design Team second in-country consultations, 3-6 April 2018.



## Program Logic: TLPDP 2018-2022



## 4.6. Program Components

### 4.6.1. Component Pathway 1: Sustainability, Self-Improvement and Leadership

This component is focused on increasing the PNTL's ability to develop its own reform agenda and sustain itself and its capabilities without donor support. It is also focused on increasing the quality of the PNTL's organisational leadership and management to implement reforms and achieve operational effectiveness across the PNTL. This component encompasses an efficient domestic capability to train PNTL officers and maintain their skills; the ability to undertake strategic and financial planning and governance activities; development of a framework to build the leadership capability within the PNTL; and developing strategies for a diverse and inclusive workforce.

#### *Theory of Change*

This component pathway (Component One) is designed to reduce the PNTL's reliance on donor support to develop and sustain core organisational capabilities. The four-year end of Program outcome is that *PNTL's governance, self-improvement systems and organisational leadership are capable, legitimate and accountable.*

To achieve that outcome, this component will focus on PNTL workforce development and planning, strategic planning, organisational leadership, women's participation, district training.

**IF** improvements occur in:

- Strategic planning and resource management – to effectively manage and fund the institution's limited resources;
- Leadership training – a continuum of training is needed to ensure current and future leaders have the skills and knowledge required and to provide equitable training opportunities to women;
- Gender Strategy Development – this will be needed to promote women's participation and influence equitable access to training, development and promotion opportunities for women in policing;
- Workforce planning – this is needed to ensure the right people are in the right positions and areas of policing are adequately resourced;
- District training capabilities – providing the districts with the infrastructure, resources and training capability to ensure that PNTL officers across Timor-Leste are provided with the skills and knowledge required to provide policing services and to provide equitable training opportunities to women;
- Accreditation of the Police Training Centre and its curriculum – this will be needed to guide district trainers to provide consistent, valid and nationally recognised training and assessment; and
- English language teaching capacity – initially through training, this will be needed to increase access to training, networks and collaborations.



**THEN** the PNTL should improve their:

- Leadership and management capacity;
- Representation and opportunities for women;
- Organisational capacity to effectively plan and manage available resources; and



- Ability to deliver general and specialist training within the districts with support from an accredited Police Training Centre (PTC).

#### *Activity 1.1: PNTL internal capacity development*

The first activity of this component will be support and advice to the PNTL to develop and deliver an accredited training curriculum. The TLPDP will work with the PNTL to enable a broader cohort of PNTL members to undertake core and specialist training both through the District Training Centres and international providers. The TLPDP will focus on:

- Support to establish a District Training Centre in each of the 14 districts;
- Strategic and technical advice on the development of a district training model including Norms of Procedures (NOP), curriculum development, training records management, and financial planning;
- Pilot initial training to develop a model for PNTL English language teaching capability; and
- Re-accrediting the Police Training College courses through the National Agency for Academic Accreditation and Evaluation (ANAAA).

#### *Activity 1.2: Strategic planning and implementation*

The second activity of this component is the provision of technical advice to the PNTL to develop its strategic planning capability and transformation agenda. Advisers will work with the PNTL to ensure strategic planning is linked with budget processes and wider administrative planning processes. The TLPDP will focus on:

- Support to the PNTL to plan for and undertake annual strategic planning cycle;
- Ensuring all PNTL activities have identified and planned for future funding requirements;
- Improving PNTL ability to collect and analyse data to inform strategic reform and future resource allocation; and
- Support the PNTL to establish and maintain structures and processes for problem solving across the GoRDTL on the common cross-government issues that face the PNTL.

#### *Activity 1.3: Leadership Development Model*

The third activity of this component is to provide support and technical advice to the PNTL to develop a structured leadership development model. The model will include a base-line leadership program which targets the PNTL members that make the day-to-day management decisions and have the most frequent contact with the majority of PNTL employees. A more targeted and sophisticated framework of leadership courses and activities will build on the foundational leadership course to develop the next generation of PNTL leaders. The TLPDP will focus on:

- Support and technical advice to the PNTL to develop a foundational development course focused on leadership, core values, strategic thinking, managing performance and decision making;
- Support and technical advice to the PNTL to develop a structured leadership development model; and
- Support to the PNTL to identify efficient and sustainable advanced leadership programs for identified future leaders.

The likely aid modalities to support this activity are:

- Adviser support;
- Training activities;
- Twinning, secondments and exchanges;

- Funding for innovations and pilots; and
- Supply of goods (assets, equipment, infrastructure).

#### *Activity 1.4: Increased Representation of Women*

The fourth activity of this component is to support the PNTL to develop its own strategy to promote women's participation and advancement in the PNTL. The Strategy should identify priority actions, budget requirements and legislative reform required to support its implementation. This should be read in conjunction with 3.11 of this document – Gender – which extends across the entire TLPDP. The TLPDP will focus on:

- Provide support and technical advice to assist the PNTL in developing its organisational Gender Strategy. The Strategy should seek to improve gender composition, ensure gender mainstreaming across organisational activities, and increase stakeholder engagement and collaboration;
- Providing support and assistance to the PNTL to collect and analyse data to support the development of appropriate and transparent strategies on the recruitment, retention, promotion and mentoring of women; and
- Provide support and assistance to the PNTL on the development of appropriate mechanisms to address instances of sexual harassment, sexual abuse and bullying in the workplace.
- Identifying and targeting individuals and groups that exhibit conscious and unconscious bias against women in the PNTL, particularly through the promotion of male champions of change.

The likely aid modalities to support this activity are:

- Adviser support;
- Mentoring;
- Training activities;
- Twinning, secondments and exchanges;
- Funding for innovations and pilots;
- Supply of goods (assets, equipment, infrastructure);
- Consideration for contracted TA and/or locally engaged staff; and
- Support provided to other programs and institutions that work in Timor-Leste (e.g. co-payments/shared resourcing arrangements to deliver activities with NGOs, victim support services, and local advocacy groups).

#### *Activity 1.5: Workforce planning*

The fifth activity of this component is the provision of support and advice to the PNTL to strengthen their workforce planning to ensure alignment to the needs and priorities of the PNTL, GoRDTL and the community. The TLPDP will assist the PNTL to align the recruitment, training and distribution of personnel with financial planning and operational requirements. The TLPDP will focus on:

- Support to the PNTL to collect, analyse and report on current workforce data, identify current capacity and capability shortages, and develop a plan for areas of policing to be adequately resourced;
- Support to the PNTL to develop an Operational Workforce Plan (12-18 months outlook) and Strategic Workforce Plan (three years plus outlook); and
- Support to the PNTL to identify the workforce capacity and capability needs to meet its future objectives.

#### *Component Interconnectedness*

Beyond the activities above, this component will flow significantly into the outputs of other components, as illustrated in the figure below:



#### 4.6.2. Component Pathway 2: Operational Effectiveness

This component seeks to build the PNTL's capacity to deliver policing services to the community. It focuses on the existing enabling capabilities of PNTL that directly support operational areas.

##### *Theory of Change*

The four-year end of Program outcome is that *effective operational policing services are delivered through enhanced capability and capacity*. To achieve this outcome, Component Two will focus on intelligence-led policing and the Incident Management System (IMS).

**IF** improvements occur in:

- Intelligence model supported by IMS – this is needed to ensure the PNTL can analyse IMS data to make evidence-based organisational and operational policing decisions;
- Tiered intelligence training – to ensure that PNTL intelligence officers are provided with the required skills and knowledge at the appropriate level;
- Intelligence module within IMS – an intelligence module will be needed to enhance the SIP's capacity to gather, record and analyse information to better address PNTL information requirements;
- Increased usage of IMS – access to the IMS must be improved through overcoming infrastructure challenges and raising awareness across PNTL, with a focus on the districts; and
- Planning and resource management – to effectively manage, maintain and fund the IMS without donor support.



**THEN** the PNTL should improve their:

- Intelligence capacity to inform police decision-making;
- Capacity to effectively manage and maintain IMS; and
- Utilisation of IMS across Timor-Leste to support police service delivery.

#### *Activity 2.1: Sustainable and enhanced utilisation of data management and collection*

The first activity of this component is the development of management systems to maintain IMS, and use other data sources for decisions – where appropriate. This includes consideration of the budgetary and technical issues that face the sustainability of data management and collection activities, including the IMS. Its goal is to ensure the sustainability of these systems beyond donor support. The activity will also seek to promote the use of data and evidence for decisions at all levels of PNTL. The TLPDP will focus on:

- Governance support to develop an IMS budget;
- Awareness raising for IMS with a focus on the districts;
- Ongoing improvement and expansion of the IMS;
- Innovation to address infrastructure challenges hindering the use of the IMS in remote areas; and
- Promotion of the use of data for future operational planning to support the leadership and management and self-improvement within PNTL.

Likely aid modalities to support this activity are:

- Adviser support;
- Training of trainers;
- Funding for innovations and pilots;
- Supply of equipment (computer networking); and
- Support provided to other programs and institutions that work in Timor-Leste (e.g. co-payments/shared resourcing arrangements to deliver data collection and analysis activities such as community perception surveys)

#### *Activity 2.2: Intelligence-led policing*

The second activity of this component is the provision of support to the PNTL to increase their use of intelligence in policing activities to anticipate, prevent, disrupt and detect criminal

activity. This will also include support to create a clear career pathway for intelligence officers. The TLPDP will support the PNTL to:

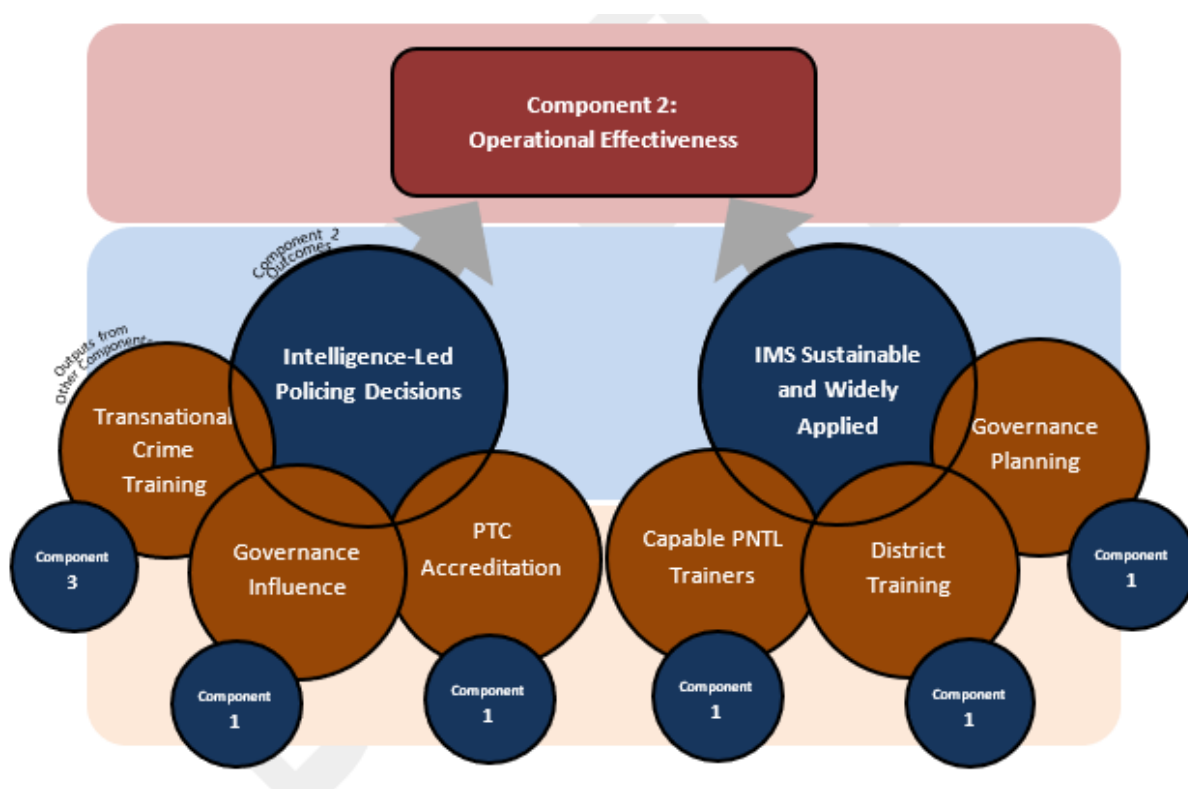
- Increase their specialist intelligence capability through the establishment of an intelligence training continuum that will improve the PNTL's ability to collect, analyse, produce and disseminate intelligence; and
- Ensure appropriate data collection and management systems are in place, for example through the IMS.

Likely aid modalities to support this activity are:

- Adviser support;
- Mentoring and training support;
- Training of trainers; and
- Facilitation of technical support.

#### *Component Interconnectedness*

Beyond the activities above, this component will benefit from crossover with other components as illustrated in the figure below:



#### 4.6.3. Component Pathway 3: Responsive Policing Services

This component pathway (Component Three) is designed to improve the delivery of policing services to the community. The four-year end of Program outcome is that *improved community engagement and collaborations enable the delivery of responsive policing services*.

This component seeks to build PNTL's capacity to respond to key threats in the law enforcement environment. It will directly support the delivery of policing services which will be reinforced by improved community engagement and collaborations. To achieve that outcome, this component will focus on the detection and investigation of organised and transnational crime, and improving responses to the victims of gender based violence and other vulnerable persons.

## *Theory of Change*

**IF** improvements occur in:

- Detection and investigative capability through infrastructure, resources and organisational reform to establish a specialised unit – this will be needed to respond to organised and transnational crime;
- Specialised investigation training – to ensure that PNTL officers are provided with the skills and knowledge needed to effectively investigate complex crime, such as transnational and organised crime;
- Victim response capability – improvements in this area will provide improved investigational capability and support to victims (including vulnerable people) of GBV and other gender related crime; and
- Community engagement and inter-agency collaboration – this is needed to ensure a joint-approach to address Timor-Leste's crime vulnerabilities.



**THEN** the PNTL should improve their:

- Capacity to detect and investigate organised and transnational crime;
- Capacity to respond to the victims (including Vulnerable people) of all gender related crime types ; and
- Engagement and collaboration with community groups and partners to strengthen capacity to provide responsive policing services.

### *Activity 3.1: Create a domestic Transnational Crime capability*

The first activity of this component is the establishment of a function within PNTL tasked specifically with addressing the threat of transnational crime. This will include the capacity to investigate complex crime and liaise with counterparts in other GoDRTL agencies and partner agencies in the region. The TLPDP will focus on:

- Governance support for the legislative and administrative arrangements required to establish a Transnational Crime Unit;
- Promoting intelligence-investigation linkages;
- Transnational crime investigations training; and
- Promoting interagency collaboration.

Likely aid modalities to support this activity are:

- Adviser support;
- Limited supply of goods (assets, equipment and infrastructure; services);
- Training of trainers; and
- Workshops and conferences.

### *Activity 3.2: Support the PNTL Vulnerable Persons Unit (VPU)*

The second activity of this component is the continuation of support to assist PNTL in addressing Gender Based Violence (GBV). This activity will take the form of technical advice to reinforce victim support mechanisms, develop core policing skills for members of the VPU and to improve community awareness (this includes addressing attitudes that domestic violence is best resolved within the family and the community). The TLPDP will focus on:

- Promoting community engagement;
- Support improvements to the VPU; and

- Continuing support for core policing skills training to strengthen investigations capacity.

Likely aid modalities to support this activity are:

- Community engagement;
- Support for awareness campaigns;
- Support provided to other programs and institutions that work in Timor-Leste (e.g. co-payments/shared resourcing arrangements to deliver activities with NGOs, victim support services, and local advocacy groups)
- Training of trainers; and
- Workshops and conferences.

### *Activity 3.3: Support for general policing response*

The third activity of this component is the continuation of support across PNTL's operational areas to boost their ability to detect, respond to and investigate crimes. This activity will seek to improve basic policing services in multiple areas. The TLPDP will focus on:

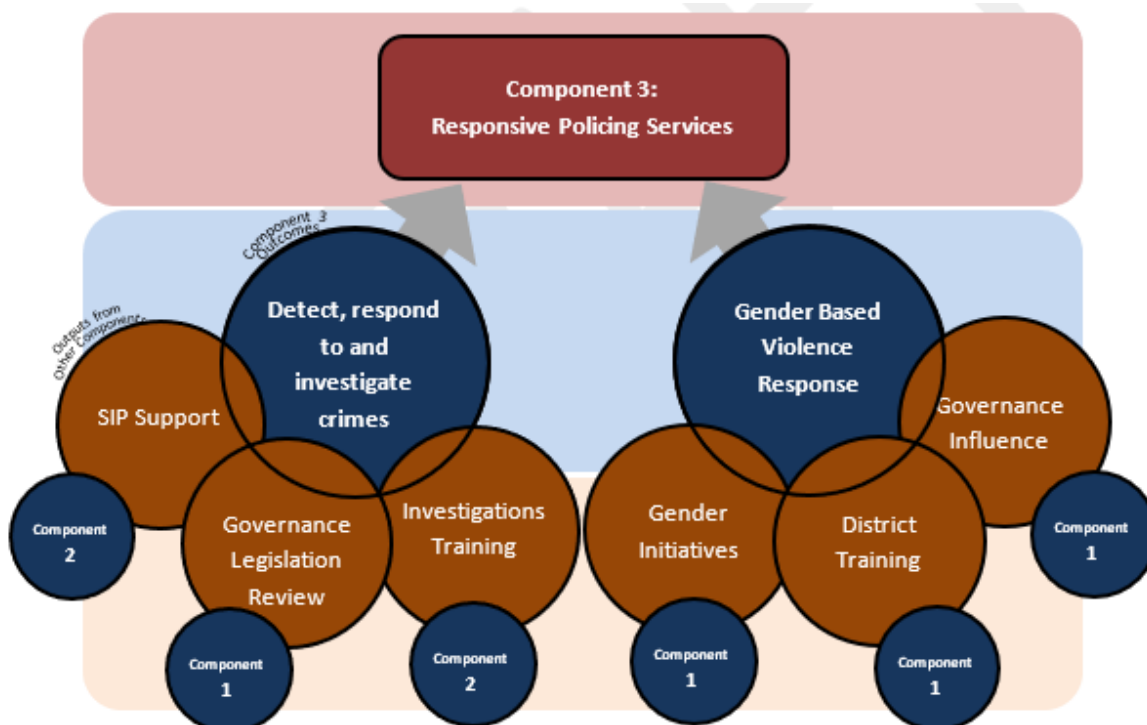
- General policing response; and
- Core policing skills.

Likely aid modalities to support this activity are:

- Training of trainers;
- Gender and Human Rights training; and
- Adviser support.

### *Component Interconnectedness*

Beyond the activities above, this component will benefit from crossover with other components as illustrated in the figure below:





#### 4.6.4. Activity-Program Logic Linkages

The component pathways and their corresponding activities are directly linked to the program logic. The link between the activities listed in the program components section above and the program's intermediate outcomes is illustrated below:



#### 4.7. Program Management Structure

##### 4.7.1. Program management structure

This section focuses on the roles and responsibilities of the Program's key implementation personnel.

At the Program implementation level, the AFP Commander is responsible for the delivery of all activities described in this design. The Commander will structure the team to provide adequate leadership and expertise to deliver each component of the Program from experienced advisers deployed. The Commander or their delegate will be directly responsible for the oversight of jointly-delivered activities such as those undertaken by the PNTL with Program support. The



Commander will be supported by operational staff to perform functions such as ICT, security, finance, human resources, contracts and logistics, project management and other regular Program management needs.

#### 4.7.2. Joint Steering Committee

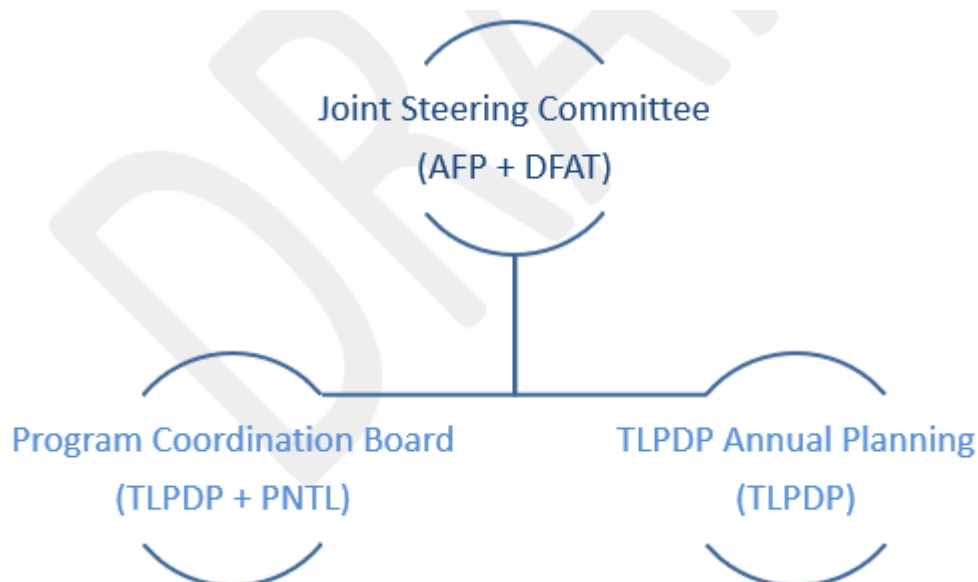
A Joint Steering Committee that brings together DFAT and AFP will be established to share strategic context and inform the future direction of the Program. The Joint Steering Committee will meet (via teleconference where necessary) at least once a year and will membership will comprise:

- Manager Pacific (AFP) (Chair)
- HOM (DFAT)
- TLPDP Commander (AFP)
- DHOM (DFAT)
- TLPDP Deputy Commander (AFP)
- Coordinator International Strategy (AFP)
- Director Timor Desk (DFAT)
- Other people as agreed.

The roles and responsibilities of the Joint Steering Committee will be:

- Provide strategic context to the Program, including updates on Australian and Timor Government policy and political environments,
- Provide strategic guidance to the Program, including in relation to emerging issues;
- Review and provide comments on program progress against the overarching MEL framework; and
- Consider if existing collaboration and coordination mechanisms are effective.

The AFP will provide secretariat support services to the Joint Steering Committee, including ensuring all meeting materials are disseminated in a timely manner, and organising meetings and their logistics if necessary. The meetings could be timed such that the Program Annual Plans and Progress Reports are discussed at each meeting.



#### 4.7.3. AFP roles and responsibilities

The AFP is responsible for the implementation of the policing program and achievement of outcomes described in this design. It will manage the operational and administrative resources necessary to implement this Program, as well as the technical capacity required to achieve the Program outcomes. The AFP will provide high-level strategic and operational oversight of the

Program, support in-country management, manage accountability requirements (reporting etc.) and planning processes, manage the operational aspects and their contribution to MEL.

The AFP will be the key conduit for maintaining consistent operational standards, quality assurance and maintaining effective communications between all key stakeholders relevant to the Program.

The AFP will:

- Manage the recruitment, mobilisation, training and in-country management and support for advisers;
- Develop and manage work plans collaboratively with PNTL and advisers;
- Ensure compliance with Australian aid policies and Program standards;
- Support the development (with DFAT and PNTL input, where appropriate) of the full suite of required strategies, plans and performance improvement activities that are detailed in this design;
- Provide ongoing operational, logistics and technical support to advisers;
- Develop and manage the budget and allocation of funds
- Undertake annual planning processes, events, monitoring visits, etc; and
- Undertake monitoring and evaluation of the Program and collate data for this purpose.

Efficient and fit-for-purpose systems and processes will be established and adequately resourced to deliver quality human resource management, administration, finance, grants, logistics, security and marketing and communications.

#### 4.7.4. Program staffing

The placement of AFP advisers, contracted technical advisers and LES is to be arranged around the most effective and efficient means for both the development of PNTL capability and for the overall management of the Program. To enable the achievement of the Program's objectives, the organisational structure will need to be aligned against the key Program Components and the Program's management, support and MEL requirements. This will involve the deployment and engagement of personnel with a range of capacities, including advisers with appropriate specialist skills, technical abilities and cultural awareness to deliver each element of the Program.

The Program will need to exercise a degree of flexibility and adaptability in aligning individuals against shared outcomes and the probable need at various times to adjust the focus of personnel. Equally, with limited resources available the Program will need to assign multiple roles to some technical and support personnel. The Program's joint management approach should also provide collaborative problem-solving opportunities.

Resourcing the investment's MEL framework, considering the limited available resources, will be a challenge for the program. The MEL will comply with DFAT Monitoring and Evaluation Standards 2 and 3 (April 2017). Consistent with Standard 1, the Program will require ongoing and targeted support provided by an adequately qualified MEL Practitioner. The following options could be considered to resource the MEL requirement:

#### **Option 1: part-time AFP member MEL support, and AFP Australia-based support.**

- An AFP member performing a dual role encompassing MEL and some Program Management functions (finance, HR, contracts or logistics). This option assumes that TLPDP will be provided with short-term MEL support from Australia-based (A-based) AFP members, otherwise it is an inadequate option to provide satisfactory MEL resources.

#### **And/or:**

#### **Option 2: Option 1, plus LES and short-term MEL advisory support.**

- LES team member/s collating MEL data collectively provided by the Program's AFP advisers, with intermittent support from MEL practitioner/s providing short-term in-country inputs. Short-term support could be scheduled to coincide with the Program's key MEL events (planning and various reporting), and this support would likely be contracted services, with some A-based AFP support provided

Option 2 provides an added capacity development benefit for an LES to learn the principles and processes involved in managing the MEL framework. Regardless of the MEL implementation model applied, all Program advisers will need to play an active MEL role during their delivery of respective activities.

## 4.8. Reporting

In addition to occasional requests for reports from DFAT, AFP and PNTL, the Program will be required to provide regular performance reports which include the following:

- Weekly situation reports;
- Health Checks;
- Official Development Assistance (ODA) reports (Six-Monthly);
- Bi-monthly progress reports;
- Program Coordination Board reports;
- Mission Performance Reports (six monthly);
- Project Completion reports (Annually); and
- Aid Program Performance Reports (APPR) - (Annually).

Report content will vary and may include the following:

- Highlights from previous period;
- Update on progress against the Annual Action/Work Plans targets;
- Progress against the Performance Indicators (see Monitoring, evaluation and learning section) and analysis demonstrating progress towards outcomes;
- Health checks on the relationships with PNTL;
- Innovation and Research Initiatives and outcomes;
- Risks and Mitigation Strategies;
- Proposed future directions; and
- Financial report.

### 4.8.1. Adviser Reporting

Advisers will be required to submit reports at regular intervals (to be determined), outside of standard reporting processes. The reports will outline, among other things, key achievements against the assignment, challenges, opportunities (including innovation), lessons learned and recommendations for future directions. This information will guide ongoing Program decisions and inform changes in approaches to implementation and planning for future assignments.

## 4.9. Monitoring, Evaluation and Learning (MEL) Framework

MEL is expected to demonstrate accountability, the effectiveness of Program delivery and results achieved. In the development environment MEL requires the establishment of an effective and flexible structure of continuous analysis, design, implementation and evaluation of effort. This is critical to the success of the Program and its individual initiatives.

The MEL Framework of the TLPDP will address the challenges of aggregating data, including data sourced from IMS, achieve an appropriate balance between quantitative and qualitative data that does not overly burden Program staff, and use information as evidence for ongoing Program improvement. The full details of the MEL Framework are included in Annex A.

#### 4.9.1. Purpose of the MEL Framework

Within the TLPDP, MEL has four main objectives:

- To support the management of the Program;
- To generate Program information that is sufficiently disaggregated;
- To ensure accountability of the Program and its partners; and
- To build the MEL capacity of Program partners.

#### 4.9.2. Scope

The scope of the MEL is broad and intended to measure, evaluate and learn from two distinct areas of Program performance:

- Internal – The performance (efficiency and effectiveness) of the Program’s internal management of capacity development approaches. This includes the effectiveness of:
  - The Program’s application of MEL, e.g. benchmarking, setting targets, establishing Action Plans and delivering outcomes within timeframes
  - Project management – including time management, budget, outcomes, etc.
  - Adviser performance and accountability
  - Collaborative approaches with stakeholders.
- External - The impact of the Program on PNTL effectiveness. This includes its impact on:
  - PNTL’s Sustainability, self-improvement and leadership (Component 1);
  - PNTL’s Operational policing services (Component 2);
  - PNTL’s Responsive Policing Services (Component 3); and

#### 4.9.3. Audience for MEL data and products

The primary users of MEL information will be the investment’s Program team who are engaged directly in key aspects of Program implementation and PNTL members of the PCB sub-committee. Secondary users include AFP International Operations, DFAT mission staff and others who wish to be informed about Program progress and results.

#### 4.9.4. Approach to MEL

The approach to MEL has been influenced by previous Australian investments, DFAT MEL standards, and the investment’s design. The MEL Framework is largely focused on the need of the investment’s Program team to gather evidence that will be useful for the continual improvement of the Program. This can be described as a utilisation-focused approach, which selects Key Evaluation Questions (KEQs) that relate closely to the information needs of the primary audience. Consequently, one of the first tasks of the Program Team will be to discuss these needs with the other users to confirm or refine the tentative KEQs and Results Framework presented below.

The following principles underpinning the MEL Framework build on the lessons learned from previous iterations of Australian investment in TLPDP:

- Focus on criteria – MEL will direct resources to prioritised evaluation criteria and not seek to comprehensively address everything to the same degree (for example, all outcomes in the Program Logic).
- Mutual accountability – MEL will generate information that allows for mutual assessment of progress against agreed outcomes.
- Learning – there will be a focus on undertaking MEL for learning purposes, which will result in better utilisation of MEL information within the Program team and with partners.

- Promoting equality and inclusion – with a focus on gender equality, and the inclusion of people from vulnerable groups (such as those with disabilities), the Program’s contribution to equality and inclusion will be mainstreamed throughout the investment’s MEL system.
- Adherence to MEL quality standards – in particular, the framework will adhere to DFAT Monitoring and Evaluation Standards 2 and 3 (April 2017).

Consistent with the DFAT MEL Standards, throughout the life of the investment the Program team will require ongoing and targeted support provided by an adequately qualified MEL Practitioner. This will facilitate the development of a strong learning culture within the Program team, reinforced through practical utilisation of MEL data.

#### **4.10. Sustainability**

Timor-Leste’s deteriorating economic prospects and/or changes in government support to Australian programs could potentially undermine gains made from Australian Government investments to date. A flexible and realistic approach to Program activities has been adopted to best mitigate against these sustainability risks.

The minority GoDRTL was not able to pass important 2017-18 budget measures through Parliament, which has a significant effect on financial allocations to the PNTL. The severe lack of funding is perhaps the biggest constraint to the PNTL’s ability to not only undertake core policing functions, but also achieve organisational objectives.

The newly elected GoDRTL could see significant policy changes. The TLPDP should have a politically informed approach to program implementation. The TLPDP should engage closely with DFAT on the political environment, and consideration of a tailored political environment analysis, to assist in managing these risks.

PNTL budget constraints are likely to continue, and the TLPDP will address these issues by:

- Ensuring all activities are in line with and support implementation and reporting on the PNTL Strategic Plan and its Annual Plan’s;
- Supporting the PNTL to develop a culture of management and planning and ensure strategic and workforce planning is linked with budget planning and management;
- Enhancing the PNTL’s planning cycle with data from IMS to ensure a strong evidence-base underpins resourcing decisions;
- Undertaking realistic and flexible projects that are not too ambitious;<sup>46</sup> and
- Encouraging the PNTL to use existing government systems rather than approaching TLPDP for financial support in the first instance.<sup>47</sup>

The current phase of the TLPDP has already shifted its focus towards sustainability and self-improvement of the PNTL. The TLPDP moved away from directly providing training to developing a capability within the PNTL to train its members. This ‘train-the-trainer’ approach will continue in the next TLPDP phase, in particular through the District Training Model and English language training. Establishing an effective leadership training and development continuum will ensure that the PNTL continues to independently plan and manage the organisation’s development progress.

#### **4.11. Gender Equality and Women’s Empowerment**

Gender equality and inclusion remain key challenges for Timor-Leste. Timorese society is deeply patriarchal and characterised by rigid gender roles and unequal power relations

between men and women.<sup>48</sup> Over two decades of militarization and armed conflict in Timor-Leste positioned men in central roles within Timor's political elite and resistance movement, which have continued in the post-conflict era.<sup>49</sup> Timor-Leste acknowledges that this has led to a culture that 'favours a style of power through domination'<sup>50</sup> and 'tends to marginalise women and prevents their equal participation in leadership and politics'.<sup>51</sup> Fertility rates in Timor-Leste are also some of the highest in our region,<sup>52</sup> and a woman's role is still primarily viewed as child-rearing and domestic household chores.<sup>53</sup> This is amplified by the cultural perception of one's wealth as being measured by the number of children a family has.<sup>54</sup> Women's economic aspirations, educational opportunities, and potential for political engagement are effectively undermined by a lack of power in both private and public life.<sup>55</sup>

In this complex social, economic and political structure, women are challenged with a high prevalence of domestic violence, and significant barriers to economical inclusion. The socio-cultural and political factors mentioned above not only limit women's ability to join and be promoted within the security sector, but also their ability to access justice. Women's social, economic and cultural lives are centred on their relationships. With domestic violence considered a normal part of married life in Timor-Leste, the risks of involving the formal justice system, such as losing their livelihood or being spurned by their families, outweighs the benefits of reporting the crime. Most women that do seek help turn to customary law systems. These systems operate within the patriarchal cultural framework, and often do not provide satisfactory results for women.

Overwhelmingly, the PNTL officers the Design Team spoke to regarded domestic violence as a serious crime and supported victims access to justice. However other stakeholders suggested that some PNTL officers (generally outside of Dili) considered domestic violence a private matter that should be dealt with at the village-level. These attitudes seriously undermine victim's access to justice. The TLPDP will continue to influence the PNTL and reiterate that domestic violence is a serious crime that impacts the entire community and development of Timor-Leste and the need to ensure all officers deal with domestic violence cases appropriately. This will generally mean that offenders are prosecuted in a timely manner and victims are taken to a safe environment (such as a VPU), put in contact with appropriate medical and social services, receive information about their cases and are treated with dignity and empathy by the PNTL.

The next phase of the TLPDP will seek to advance gender equality and promote the empowerment of women and girls by focusing on the following strategic objectives:

- Support the PNTL to develop a Gender Strategy which promotes women's participation and advancement in the PNTL;
- Strengthen PNTL capability to respond to gender-based violence and other gender related crime through improved investigational capability and support to victims including vulnerable people;
- Ensure Gender mainstreaming across all Program activities; and
- Increase stakeholder engagement and collaboration with civil society on gender-related objectives and activities.

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<sup>48</sup> Asia Foundation, *Understanding violence against women and children in Timor-Leste: findings from the Nabilan Baseline Study*, 2016, page 5.

<sup>49</sup> Government of the Democratic Republic of Timor-Leste, *National Action Plan on United Nation's Security Council Resolution 1325 (2000) on Women, Peace and Security (2016-2020)*, page 13.

<sup>50</sup> Ibid, page 13.

<sup>51</sup> Ibid, page 13.

<sup>52</sup> Asia Foundation, *Understanding violence against women and children in Timor-Leste: findings from the Nabilan Baseline Study*, 2016, page 23.

<sup>53</sup> Ibid, page 24.

<sup>54</sup> TLPDP Design, In-country consultations, February-March 2018.

<sup>55</sup> Ibid, page 24.



Gender mainstreaming across the TLPDP will be achieved primarily through the advice and guidance of the TLPDP Gender Adviser. The Gender Adviser will be consulted in the planning and implementation of each TLPDP activity to ensure women's empowerment is incorporated in every aspect of the Program. Consistent with the AFP International Operations Gender Strategy 2018-2022, 100 per cent of women and men deployed by AFP International Operations will undertake gender pre-deployment training. Similarly, the TLPDP design and evaluation processes will include a gender analysis to ensure gender is appropriately integrated into the Program.

#### 4.11.1. Violence against women

Violence against women is a critical development issue for Timor-Leste.<sup>56</sup> The economic and social costs associated with violence against women are significant, and this violence substantially undermines development objectives.<sup>57</sup> Research suggests that violence against women is a significant and wide-spread issue in Timor-Leste.<sup>58</sup> The most common form of violence against women is domestic violence, although non-partner rape, sexual assault, sexual harassment and human trafficking are also common.<sup>59</sup>

A 2016 study found that in Timor-Leste three in five women have experienced physical and/or sexual violence from a male intimate partner in their lifetimes.<sup>60</sup> The study also found that 14 per cent of women aged 15-49 experienced non-partner rape, which is double the global average.<sup>61</sup> Childhood trauma and abuse is also widespread, and it is likely that using violence is somewhat normalized as a form of discipline in Timor-Leste.<sup>62</sup> Members of the PNTL also acknowledged that domestic violence is significantly under-reported in Timor-Leste, with generally only the most severe or relentless cases being brought to police.<sup>63</sup>

The GoDRTL has committed to the goal of being “a gender-fair society where human dignity and women's rights are valued protected and promoted by our laws and culture”.<sup>64</sup> In May 2017 the GoDRTL approved a revised *National Action Plan on Gender-Based Violence* (NAP-GBV), which outlines the Government's commitment to reduce and ultimately eliminate gender based violence that affects women, men and children in Timor-Leste.<sup>65</sup> The NAP-GBV established four strategic priorities:

- The **prevention** of gender-based violence;
- The provision of **services** to victims;
- Access to **justice**; and
- **Coordination** and **monitoring** and **evaluation**.

The TLPDP, through support to the PNTL, will contribute to each of these strategic objectives, in particular the provision of advice, support and funding to the Vulnerable Persons Unit; improving the PNTL's investigative capability; expanding specialist training opportunities to PNTL officer s in the districts; and increasing women's participation in the PNTL. These

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<sup>56</sup> Ibid, page 6.

<sup>57</sup> C Garcia-Moreno, C., H A F M Jansen., M Ellsberg, L Heise, L. and C H Watts, *World Health Organization Multi-country Study on Women's Health and Domestic Violence against Women*, World Health Organization: Geneva, 2005, <http://www.unwomen.org/en/docs/2005/9/who-study-on-womens-healthand-domestic-violence> [accessed 19 April 2018].

<sup>58</sup> Asia Foundation, *Understanding violence against women and children in Timor-Leste: findings from the Nabilan Baseline Study*, 2016, page 13.

<sup>59</sup> Ibid, page 13.

<sup>60</sup> Ibid, page 49.

<sup>61</sup> Asia Foundation, *Understanding violence against women and children in Timor-Leste: findings from the Nabilan Baseline Study*, 2016, page 70

<sup>62</sup> Asia Foundation, *Understanding violence against women and children in Timor-Leste: findings from the Nabilan Baseline Study*, 2016, page 74-75.

<sup>63</sup> TLPDP in-country consultations, February-March 2018.

<sup>64</sup> Government of the Democratic Republic of Timor-Leste, *Strategic Development Plan 2011-2030*.

<sup>65</sup> Government of the Democratic Republic of Timor-Leste, *National Action Plan on Gender-Based Violence*, page 7.

activities will assist the GoDRTL to reach its objectives by increasing the capability of the police to sensitively and appropriately support victims of gender-based violence, and through adequate investigations provide them with improved access to justice. The TLPDP will also ensure in their training and capacity building activities that they continue to express to the PNTL that domestic violence is a serious crime and should be investigated by police, not dealt with at the family or community level.

#### 4.11.2. Empowering women in the PNTL

Violence against women stems from gender inequality and discrimination. The GoDRTL recognises that although progress to women's empowerment has been made, "women continue to face violence and discrimination at home and in public spaces because of the discrimination and limitations imposed upon them."<sup>66</sup> These limitations prevent women from active participation in peace-building, conflict resolution and the development process.<sup>67</sup>

In October 2016, the GoDRTL introduced the *National Action Plan on United Nation's Security Council Resolution 1325 (2000) on Women, Peace and Security (2016-2020)* (NAP-WPS). The NAP-WPS gives effect to the GRTL's commitment to UNSCR 1325 (2000), and sets out how it will be implemented. The NAP-WPS has four pillars:

- **Participation:** increasing participation of women elected or appointed in all aspects and at all levels of decision-making in governance, security and justice sectors at national and local levels.
- **Protection:** Protecting women and girls from all forms of gender based violence and discrimination: physical, psychological, economic, social-cultural; in conflict and post-conflict situations, in the home and the community.
- **Prevention:** Prevention of conflict and gender based violence, including sexual violence perpetrated as a tactic of war.
- **Peacebuilding:** Establishing lasting peace through inclusion and equality. Promoting the role of women in peace-building and conflict resolution, particularly in communities, and ensuring the participation of women in all areas of post-conflict planning, including economic recovery and gender-sensitive budgeting.

The PNTL, as Timor-Leste's primary law enforcement agency, has a significant role to play in implementing the strategic objectives of the NAP-WPS. The TLPDP will consider ways to implement these objectives in each project and activity that they undertake. In particular, the TLPDP can assist the PNTL in implementing activities to promote and guarantee women's participation in decision-making, including in the defence and security sectors.<sup>68</sup>

Research has shown that more gender diverse organisations attract and retain the best possible talent in the labour market,<sup>69</sup> innovate and adapt in fast-changing environments,<sup>70</sup> give rise to

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<sup>66</sup> Government of the Democratic Republic of Timor-Leste, *National Action Plan on United Nation's Security Council Resolution 1325 (2000) on Women, Peace and Security (2016-2020)*, page 5.

<sup>67</sup> Ibid, page 5.

<sup>68</sup> *National Action Plan on United Nation's Security Council Resolution 1325 (2000) on Women, Peace and Security (2016-2020)*, pae page 6-7.

<sup>69</sup> Sojo and R Wood (2012) 'Women's Fit, Functioning and Growth at Work: Indicators and Predictors' Centre for Ethical Leadership, <https://cel.edu.au/our-research/resilience-womens-fit-functioning-and-growth-at-work-indicators-and-predict> (viewed 18 April 2018).

<sup>70</sup> G Desveaux, S Devilland and S Sancier-Sultan (2010) *Women Matter: Women at the top of corporations: Making it happen*, McKinsey and Company.



enhanced performance and productivity<sup>71</sup> and have better decision-making capabilities.<sup>72</sup> Furthermore, more gender diversity protects women from sexual harassment and sexism,<sup>73</sup> and more women in leadership roles provide motivation for women to succeed.<sup>74</sup>

The NAP-WPS is committed to ensuring women have significant involvement in all aspects and at all levels of decision-making in public and private life.<sup>75</sup> The PNTL has a significant role to play in implementing the objectives of the NAP, which is committed to:

- Increased representation of women elected or appointed to roles in decision-making positions in the security and justice sectors at local and national levels;
- Ensure Laws, Policies and Programs regarding peace and security are developed with maximum participation from various groups of women and men, and promote gender equality;
- Increase promotion, recruitment and representation of women in national institutions for security, defence and justice; and
- Ensure community conflict resolution mechanisms and leaders provide opportunities for women to participate actively as mediators and focal points in peace and security.

The TLPDP has worked with the PNTL to strengthen women's leadership and participation in the organisation, and empowering women in the PNTL will continue to be a key priority. Figures provided to the Design Team suggest that approximately 15% of the PNTL workforce is female. However, there has been a steady decline in the recruitment of women into the PNTL and the number of women officers is reportedly at its lowest point since 2012.<sup>76</sup>

The physical entry requirements, lack of child care and family pressure to stay at home create difficulties for women entering the PNTL. The latest available figures show that only 7 per cent of recruits were women.<sup>77</sup> The PNTL Executive noted an intention to aim for 30 per cent women in all recruitment rounds.

Women in the PNTL also face barriers to promotion. Data provided to the Design Team shows that there is only one woman at the Chief Inspector level or above within the District Offices (this does not include PNTL Head Quarters). Anecdotally, the Design Team were told that women often opt to take administrative roles that are less likely to result in promotion so that they do not have to move away from their family. In addition the physical requirement of the promotions criteria, which also comprises an invasive physical component, also dissuades many women from seeking promotion.

The PNTL would benefit from an articulated Gender Strategy and priority actions, backed-up with appropriately skilled staff, resourcing and legislation. The TLPDP Gender Adviser will

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<sup>71</sup> R Adler (2009) 'Profit, thy name is... Woman?' in *Pacific Standard*, Feb 27, 2009; Catalyst (2004) *The Bottom Line: Connecting Corporate Performance and Gender Diversity*; McKinsey & Company (2012) 'Is there a payoff from top-team diversity?' in *McKinsey Quarterly*, April, 2012; B Lejczak (2012) *Diversity on Board*, Credit Suisse <https://www.credit-suisse.com/us/en/articles/articles/news-and-expertise/2015/06/en/diveristy-on-board.html> (viewed 18 April 2018).

<sup>72</sup> Ernst and Young (2016) *Navigating disruption without gender diversity? Think again*, [http://www.ey.com/Publication/vwLUAssets/EY-women-in-industry/\\$FILE/EY-women-in-industry.pdf](http://www.ey.com/Publication/vwLUAssets/EY-women-in-industry/$FILE/EY-women-in-industry.pdf) (viewed 27 July 2016). Forbes, *Fostering Innovation Through a Diverse Workforce*, Forbes Insights, [http://images.forbes.com/forbesinsights/StudyPDFs/Innovation\\_Through\\_Diversity.pdf](http://images.forbes.com/forbesinsights/StudyPDFs/Innovation_Through_Diversity.pdf) (viewed 18 April 2018).

<sup>73</sup> V Sojo and R Wood (2012) 'Women's Fit, Functioning and Growth at Work: Indicators and Predictors' Centre for Ethical Leadership, <https://cel.edu.au/our-research/resilience-womens-fit-functioning-and-growth-at-work-indicators-and-predict> (viewed 18 April 2018).

<sup>74</sup> G Desveaux, S Devilland and S Sancier-Sultan (2010) *Women Matter: Women at the top of corporations: Making it happen*, McKinsey and Company.

<sup>75</sup> Government of the Democratic Republic of Timor-Leste, *National Action Plan on United Nation's Security Council Resolution 1325 (2000) on Women, Peace and Security (2016-2020)*, page 17.

<sup>76</sup> TLPDP, 2016, *TLPDP Gender Focussed Environmental Scan*; Australian Federal Police, *TLPDP 2014-2018 Mid-Term Review*, page 17.

<sup>77</sup> AFP, TLPDP Gender Environmental Scan, 2017, p367.

focus on assisting the PNTL to design their organisational Gender Strategy to identify priority actions, budgeting requirements and legislative reform required to support its implementation.

The Gender Strategy will need to align with the aims and objectives set out in the NAP-WPS. Any TLPDP assistance must align with the principles set out in the AFP's *International Operations Gender Strategy (IOGS) 2018-2022*. The IOGS should be used to guide and support the development of a PNTL Gender Strategy.

The strategy should seek to improve gender equality and composition; ensure gender mainstreaming across organisational activities; and increase stakeholder engagement and collaboration. It is imperative that any gender strategy is developed in partnership with the PNTL and has agreement and buy-in from PNTL senior management.

#### 4.12. Vulnerable Groups - inclusive police development

Approximately 15 per cent of the global population have a disability,<sup>78</sup> and those people and their families are disproportionately affected by poverty.<sup>79</sup> In line with the Australian aid program policy, the TLPDP will work with its partners, vulnerable groups, and their representative organisations to improve the quality of life of vulnerable people in developing countries. The TLPDP will support partners to improve equality for vulnerable people through police service delivery. The TLPDP will focus on:

- Supporting the PNTL to provide appropriate and accessible support services to meet people's basic needs;
- Promoting awareness of disabilities and diversity to reduce stigma; and
- Ensuring infrastructure funded through AFP support is physically accessible for people with disabilities (as well as for pregnant women, children and the elderly), as appropriate.

#### 4.13. Risk Management

##### 4.13.1. Contextual Risks

Current **contextual risks** relate largely to the political environment in Timor-Leste. Outcomes of the Parliamentary elections scheduled for May 2018 have the potential to influence the priorities of Timor-Leste and therefore the PNTL policing priorities and needs.

The proposed risk treatment is to ensure the Program design aligns with existing GoRDTL priorities but also remains flexible and responsive to potential emerging changes to the operating environment. This will be achieved by setting realistic Program objectives and by maintaining dialog and relationship-building with a range of stakeholders.

##### 4.13.2. Program Risks

A key **Program risk** is that Timor-Leste's available technology and infrastructure is insufficient to sustain IMS development and utilization and that the PNTL will not be able to fund, manage and maintain the IMS themselves. This risk is particularly significant given that other Program development activities are dependent upon the effectiveness of IMS.

The proposed risk treatments are to ensure the Program seeks to identify a local IMS support and development service provider and to also support the PNTL to develop governance and funding mechanisms for IMS.

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<sup>78</sup> World Bank and World Health Organization, World Report on Disability, 2011, p. 261

<sup>79</sup> Australian Government Department of Foreign Affairs and Trade, *Australian aid: promoting prosperity, reduction poverty, enhancing stability*, published June 2014, page 24.

### 4.13.3. Institutional risks

The most significant **institutional risk** is linked to Timor-Leste's political environment (see contextual risk), that PNTL will not have the funding required to provide core policing services, both during the life of the next phase of TLPDP assistance and beyond.

The proposed risk treatments are to ensure the Program encourages the PNTL to develop its workforce planning capability and to consider requests for support on a case by case nature particularly through the PCB.

See the Risk Matrix in Annex D for a full description of identified risks and proposed mitigation strategies.

## 4.14. Safeguards

DFAT and the AFP have a number of safeguards in place to manage the environmental and social impacts of Australian aid investments and assist in managing aid program risks; complying with Australian and partner government policies and laws for social and environmental protection; and improve the consistency, transparency and accountability of decisions.<sup>80</sup> The TLPDP will need to remain cognisant of, adhere to, and apply these safeguards. Program management will refer to the DFAT website for the most up to date versions of DFAT safeguards.

### 4.14.1. Environmental and Social Protection

The Policing Program must comply with DFAT's *Environmental and Social Safeguard Policy for the Aid Program*<sup>81</sup> and any updates over the course of the TLPDP. The policy applies to all DFAT Official Development Assistance funded aid investments regardless of value or funding mechanism. Safeguards are measures taken to avoid, or minimise and manage the negative impacts of aid investments on people and the environment.

The policy provides a structured approach to assessing and managing environmental and social impacts and will enhance risk management and improve the quality and sustainability of DFAT's aid investments. The policy requires early identification of environmental and social risks and impacts during the planning stage of investments and the continued management of risks through the life of investments. The policy is underpinned by the following five safeguard principles, which have been considered in the design of the TLPDP and will be used to guide its implementation:

1. Do no harm;
2. Identify, assess and manage environmental and social impacts;
3. Engage effectively with stakeholders;
4. Work effectively with partners; and
5. Promote improved environmental and social outcomes.

The policy sets out requirements for considering the following five safeguards, which must be identified and managed:

- Environmental protection;
- Children, vulnerable and disadvantaged groups;
- Displacement and resettlement;
- Indigenous peoples; and
- Health and safety.

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<sup>80</sup> Australian Government Department of Foreign Affairs and Trade, *Environmental and Social Safeguard Policy for the Aid Program*, January 2018, available at <http://dfat.gov.au/about-us/publications/Pages/environmental-social-safeguard-policy-for-the-aid-program.aspx> (accessed 20 April 2018), page 1.

<sup>81</sup> Ibid.

#### 4.14.2. Child Protection

Children are the most vulnerable member of society and their rights must be safeguarded. Children have the right to live free from all forms of physical and mental violence, injury or abuse, neglect or negligent treatment, maltreatment and exploitation. There are long-term detrimental psychological, physical and social consequences to violence experienced in childhood, including the acceptance that violence is a suitable response or problem-solving mechanism.<sup>82</sup> In a recent study by the Asia Foundation, over half of the participants reported having experienced some form of hardship, neglect or physical abuse before the age of 18.<sup>83</sup> Nearly half of the women participants and over a third of male participants reported witnessing physical violence perpetrated against their mothers.<sup>84</sup> Similarly, there is widespread tolerance of physical child abuse, with many parents believing it is right for to sometimes beat their children with a stick.<sup>85</sup>

Through the VPUs, the TLPDP has a unique ability to assist the PNTL to strengthen their capability to prevent and respond to child abuse. The TLPDP will capitalise on opportunities to influence police and community perceptions of child abuse, and encourage appropriate responses, which includes treating instances of child abuse as a crime.

The PNTL also reported cases of human trafficking of girls from Timor-Leste into Indonesia, and have increased the number of human trafficking investigations and prosecutions. The GRDTL has increased efforts to counter human trafficking, including promulgating draft anti-trafficking legislation and conducting training sessions with law enforcement agencies. The TLPDP will complement these efforts by enhancing the capacity of the PNTL to identify and respond to transnational crime.

#### 4.14.3. Fraud Control

The AFP has extensive fraud policies in place and in addition the Policing Program must consider the DFAT fraud control policy. DFAT has a policy of zero tolerance approach towards fraudulent and corrupt activity or behaviour. This applies to departmental staff (including locally engaged staff at overseas posts) and external parties that receive Australian Government funds, including all aid program funds. Accordingly, the policy applies to contractors, third party service providers, partner governments, multilateral organisations, non-government organisations and other funding recipients.

Fraud is defined as 'dishonestly obtaining a benefit, or causing a loss, by deception or other means'. This definition extends beyond the legal definition of fraud to include benefits obtained that can be both tangible and intangible. It thus encompasses activities or behaviours broader than the misuse or misappropriation of monies or assets.

Examples of fraud include:

- misappropriation of funds
- altering documents
- falsifying signatures
- misuse of Commonwealth assets
- providing false information to the Commonwealth

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<sup>82</sup> Asia Foundation, *Understanding violence against women and children in Timor-Leste: findings from the Nabilan Baseline Study*, 2016, page 74-75.

<sup>83</sup> Ibid page 75.

<sup>84</sup> Ibid page 76.

<sup>85</sup> Ibid page 78.

- unauthorised disclosure of confidential information
- theft of aid program funds or assets
- bias, cronyism or nepotism.

A key obligation of DFAT staff and aid delivery partners is to report without delay all cases of attempted, alleged, suspected or detected fraud and corruption. All cases of fraud and corruption are handled in a confidential, prompt and professional manner. The Policing Program will ensure that all advisers and staff are made aware of the Fraud Control policy.

## **5. Annexes**

Annex A – Monitoring, Evaluation and Learning Framework

Annex B – Cross Program Collaboration

Annex C – Indicative Critical Path Activities

Annex D – Risk Register

Annex E – Literature Consulted

## Annex A – Monitoring, Evaluation and Learning Framework

Monitoring, Evaluation and Learning (MEL) is expected to demonstrate accountability, the effectiveness of Program delivery and results achieved. In the development environment MEL requires the establishment of an effective and flexible structure of continuous analysis, design, implementation and evaluation of effort. This is critical to the success of the Program and its individual initiatives.

The MEL Framework of the TLPDP will assist the TLPDP advisers, Head of Program and the Program Coordination Board (PCB) to carry out regular and systemic assessment of their progress towards the Program Outcomes. The MEL Framework will inform program decision making and ensure that any lessons are incorporated to improve the Program's success. The MEL Framework will address the challenges of aggregating data, achieve an appropriate balance between quantitative and qualitative data that does not overly burden Program staff, and use information as evidence for on-going Program improvement.

Drawing on the results and findings produced for each Key Evaluation Question, the Program management team will be positioned to reflect in the following ways:

- What is working and not working, in relation to how the Program is: engaging with PNTL and other partners;
- What are we learning about PNTL, in relation to its capacity, need and support for the Program, etc; and
- In what ways can TLPDP be working differently to be more effective and efficient, in relation to support to PNTL.

### Key Evaluation Questions

The TLPDP MEL Framework utilises a set of interdependent evaluation criteria designed to enable an overall judgement to be made about the Program's worth. These criteria are based on the Organisation for Economic Co-operation and Development – Development Assistance Committee's (OECD – DAC) criteria, to which DFAT and other bilateral donors subscribe. The criteria include relevance, efficiency, effectiveness, sustainability and impact. The focus of each criteria is explained in the box below.

#### Monitoring and Evaluation Criteria for the TLPDP MEL system

**Effectiveness:** – relates to the degree to which the investment's immediate and intermediate outcomes are achieved, and concerns the relationship between outputs and outcomes. Outcomes include positive, negative, intended and unintended effects produced directly or indirectly by the Program. Of particular interest are the results that relate to the **equality and inclusion** (especially **gender**) and **policy influence**.

**Efficiency:** – concerns how economically and timely inputs (human and financial resources and equipment) were converted into sufficient quantity and quality outputs, including integration of **gender** and other **equality and inclusion** tenets. Therefore, it concerns management processes (of the Program, the PNTL and Program Coordination Board), as well as the speed of the Program's transition towards new approaches that build momentum and environments in which key system changes can happen. This contributes to an understanding of value for money. This criterion should also consider the Program team's technical expertise and resourcing against current and emerging Program needs.

**Relevance:** – is the extent to which the Program is aligned with delivering on Australian government policy and the goals of our partners. The Program operates in a politically sensitive and dynamic context, facilitating cooperation between state and non-state actors (civil society and private sector). Current situational information on regional and national contexts will need to be captured and analysed to ensure that the Program remains relevant to any significant changes.

**Gender Equality** should also be considered, especially in assessing the extent to which the TLPDP remains the best instrument through which Australia can support the capacity development of the PNTL.

**Sustainability:** – TLPDP follows 14 years of continuous Australian investment. Over the next four years, significant gains are expected from the capacity development activities and the establishment of self-sustaining processes and relationships. The MEL should enable reporting on which key elements are likely to be sustained, and if not, identify efforts that may increase this likelihood.

**Impact:** - is concerned with the positive and negative changes produced by the Program, directly or indirectly, intended or unintended. The MEL will consider what has happened as a result of Program activities, what real difference has the Program made to the beneficiaries, and how many people have benefited.

## Timor-Leste Police Development Program Results Framework

This section articulates the expected results of the TLPDP from 2018-2022, the key indicators that will demonstrate the impact of the Program, the indicative measures of success and what data will be used to measure the indicators. This will need to be reviewed by the MEL practitioner in the initial six months of the Program to confirm proposed data sources and check their viability.

### Outcome Pathway/Component 1: Sustainability, Self-Improvement and Organisational Leadership

**Outcome:** PNTL's governance, self-improvement systems and organisational leadership are capable, legitimate and accountable.

Indicators	Indicative Measures of Success	Data Collection
<b>The extent to which strategic and workforce planning and budgeting is linked to police deployment and activities across Timor-Leste</b>	Strategic planning processes in place and used	DAP strategic planning and reporting processes <i>Frequency:</i> Annual
<b>Improvements in PNTL's ability to manage workforce planning</b>	PNTL assign personnel and resources consistently with workforce plan	Periodic review of PNTL Processes/plans/reports <i>Frequency:</i> Annual
<b>Number of Districts engaged in training delivery using infrastructure, resources and support provided by the program</b>	Increase in the number of training participants in the municipalities (disaggregated by sex)	PCB and PTC reporting <i>Frequency:</i> Six monthly  District Health Check <i>Frequency:</i> Annual
<b>Proportion/number of participants who are satisfied with the appropriateness and quality of district training supported by the program (disaggregated by sex)</b>	Increase in the number of District officers trained (disaggregated by sex)	Pre & post training evaluation questionnaires <i>Frequency:</i> at time of delivery



	At least 50% of participants surveyed report application of new skills or knowledge	Knowledge, attitudes and practices (KAP) survey or a District Health Check (including most significant change question) <b>Frequency:</b> Annual
<b>Proportion of PNTL officers engaged in program supported leadership and management development (disaggregated by sex, rank and location)</b>	Increased participation in leadership training and development (disaggregated by sex, rank and location)  Evidence of improved leadership and management principles being applied as a result of program support	Pre & post training evaluation questionnaires <b>Frequency:</b> at time of delivery  Knowledge, attitudes and practices (KAP) survey or a Health Check (including most significant change question) <b>Frequency:</b> Annual
<b>The extent to which PNTL gender strategy reform and opportunities for women are influenced by the program</b>	Increased opportunities for women in the PNTL (disaggregated by sex, rank and location)  Evidence of formal PNTL gender strategies being applied	PNTL workforce planning/HR documents <b>Frequency:</b> Annual  Knowledge, attitudes and practices (KAP) survey or Health Check (including most significant change question) <b>Frequency:</b> Annual

<b>Improvement in PNTL's demonstrated leadership and management</b>	Evidence of improved leadership and management principles being applied as a result of program support	Knowledge, attitudes and practices (KAP) survey or Health Check (including most significant change question) <i>Frequency:</i> Annual

#### Outcome Pathway/Component 2: Operational Effectiveness

**Outcome:** Effective operational policing services are delivered by the PNTL through enhanced capability and capacity

Indicators	Indicative Measures of Success	Data Collection
<b>Proportion of IMS use in the PNTL</b>	At least 75% of PNTL units and Districts use IMS (disaggregated by unit and location)  The extent to which the PNTL maintain and manage IMS	IMS reporting <i>Frequency:</i> Annual  IMS Health Check (qualitative: sustainability) <i>Frequency:</i> Annual
<b>The extent to which operational policing services are supported by criminal intelligence</b>	Number of times criminal intelligence analysis is applied to incidents  Increase in the quality of criminal intelligence analysis (qualitative).	<i>Frequency:</i> Annual  <i>Frequency:</i> Annual

### Outcome Pathway/Component 3: Responsive Policing Services

**Outcome:** Improved community engagement and collaborations enable the delivery of responsive policing services

Indicators	Indicative Measures of Success	Data Collection
<b>The extent to which the PNTL are detecting and investigating crime, including transnational and organised crime</b>	Number of transnational and organised crimes detected and investigated	PNTL reporting <i>Frequency:</i> Bi-annual
<b>The extent to which the PNTL is responding to the victims of gender based violence</b>	Increase in reporting of gender based violence incidents  Increase in VPU response and investigations	CSO and PNTL VPU reporting & statistics <i>Frequency:</i> Bi-annual  VPU reporting & statistics <i>Frequency:</i> Bi-annual  Community Perception Survey <i>Frequency:</i> Biennial
<b>The extent to which the PNTL is visible and accessible to the community, delivers appropriate policing services, and mitigate crime and violence</b>	Increase in front line service at the community level and more visible, accessible and approachable to the community  Increase in PNTL efforts to engage communities in relation to potential community conflict	Community Perception Survey <i>Frequency:</i> Biennial  PNTL reporting <i>Frequency:</i> Bi-annual
<b>The extent to which the PNTL is engaging with the community to develop policing approaches and increasing community awareness of crime and justice</b>	Changes in community perceptions of the PNTL	Community Perception Survey <i>Frequency:</i> Biennial

## Timor-Leste Police Development Program Aid Criteria Results Framework

Six KEQs and related sub-questions have been developed against the OECD – DAC criteria to guide the investment's MEL efforts and should assist the Program to maintain continuity in performance measures over time. These KEQs will need to be reviewed by the MEL practitioner in the initial six months of the Program to confirm proposed data sources and check their viability.

### 1. How relevant are TLPDP's outcomes in terms of alignment with Australian policy and the goals of Timor-Leste?

Sub question/s	Indicators/measures	Data Collection
How well does TLPDP align with Australia's and Timor-Leste's priorities?	<p>Number (and %) of supported initiatives consistent with priorities and rating of alignment</p> <p>What have we learned about enablers/constraints to change in Timor-Leste (context)? (qualitative)</p>	<p>Work Planning Processes</p> <p>Mid-Term Review</p>

### 2. How effective has TLPDP been in contributing to key outcomes in the overarching program logic?

Sub question/s	Indicators/measures	Data Collection
To what extent were key outcomes achieved in each of the component pathways (refer to the Results Framework indicators)?	Progress towards key outcomes (see Results Framework)	<p>Results Framework Monitoring</p> <p>MPRs and annual reports</p> <p>Mid-Term Review</p>

### 3. To what extent can the program be considered operationally efficient and cost-effective?

Sub question/s	Indicators/measures	Data Collection
To what extent has the program cost-effectively met its objectives?	<p>Value for money assessment (quantitative)</p> <p>Examples of efficiencies provided in MPR reports, such as co-locating to reduce accommodation costs, sharing costs for events/training, sharing resources, etc. (qualitative)</p>	<p>MPRs</p> <p>Mid-Term Review</p>

4. To what extent have the key practices and processes to ensure local engagement and ownership in program decisions been sustained?

Sub question/s	Indicators/measures	Data Collection
To what extent have partners contributed to the inputs and implementation of activities supported by TLPDP?	Proportion of activities where direct implementing agencies are delivering content or leading	Workshop/ training database PTC reporting MPRs and annual reports Mid-Term Review
To what extent have partners established and maintained arrangements for organisational reforms, and/or ongoing operational costs for initiatives?	Instances of embedding of curriculum, processes, initiatives (as verified in official documents)	PCB minutes DAP reporting Results Framework Monitoring MPR and annual reports Mid-Term Review

5. How successful has TLPDP been in promoting gender equality policies and practices?

Sub question/s	Indicators/measures	Data Collection
How did TLPDP influence policy and practice change to promote gender equality?	Number of equality, inclusion and gender mainstreaming related changes in policy and practice recorded and verified	Results Framework Monitoring, most significant change stories, MPRs and annual reports Mid-Term Review
How did TLPDP strengthen AFP and partner law enforcement capacity and capability to response to gender based domestic and transnational crimes?	Number of women and other vulnerable persons participating directly in, or indirectly benefiting from, program capacity development activities	Workshop and training databases Results Framework Monitoring MPRs and annual reports Mid-Term Review

		Case Studies (stories of significant changes)
Did the outcomes achieve positive change for women and other vulnerable groups?	Ratings of encouragement / confidence of diverse training participants; evidence of impact from program interventions	Workshop and training databases Most significant change stories MPRs and annual reports
To what extent were barriers to promoting gender equality policies and practices overcome as a result of TLPDP activities?	Examples of where gender policy changes have occurred and are being used/implemented (.e.g. maternity / paternity leave; recruitment matters; promotions etc.)	Workshop and training databases MPRs and annual reports Mid-Term Review Case Studies (stories of significant changes)

6. To what extent did the program utilise innovative practices and involve the private sector?

Sub question/s	Indicators/measures	Data Collection
What innovative programs or processes have been trialled in TLPDP, including with partners?	Examples of program activities assessed as innovative	Results Framework Monitoring Pilot/trial evaluations MPRs and annual reports Mid-Term Review

## Annex B – Cross Program Collaboration

### Department of Foreign Affairs and Trade

DFAT's aid program in Timor-Leste is focused in three strategic areas – **improving livelihoods**; enhancing **human development**; and strengthening **governance and institutions**. Across all programs, DFAT priorities improving nutrition, empowering women and girls and supporting disability-inclusive development.

There are several programs managed by DFAT in Timor-Leste that focus on issues in the areas of Economy (such as support for agriculture, roads and employment), People (education, health and domestic violence) and Society (governance, public management and policy). The TLPDP will regularly engage with DFAT to benefit from their specialist knowledge, particularly around gender and governance reform.

The TLPDP will engage with DFAT on how they can leverage Australia's Governance for Development program. This program helps Timor-Leste Government agencies to develop good policy and improve government systems. The program works in a range of important areas, including public financial management, economic policy, enabling business and investment, public service administration, law reform and financial services.

The TLPDP will also collaborate with the Nabilan: Ending Violence Against Women program (discussed below).

### Australian Defence Force

The Australian Defence Forces (ADF) contribution to Timor-Leste's security and stability has continued from 2006. ADF activities focus on capacity development and community engagement, and there are currently strong relationships between the ADF and TLPDP. The next phase of the TLPDP will look to leverage these good relationships to collaborate on capacity development initiatives where possible, and increase engagement and rapport between the FFDTL and PNTL wherever possible.

Maritime security remains a high priority for the Government of Timor-Leste. Australia will provide the FFDTL with two new Guardian-class Patrol Boats as part of the Pacific Maritime Security Program. It is anticipated that the delivery of the vessels will occur in mid-2023 and includes long-term training, advisory, maintenance, infrastructure and other support. These vessels will support Timor-Leste's sovereign capability to patrol and secure its maritime borders. Many of the potential threats to Timor-Leste's borders stem from serious and organised crime, and the PNTL will need to work in partnership with FFDTL to address these threats and disrupt transnational crime. Therefore, the TLPDP must continue to work closely with the ADF and Australian Border Force to incorporate relevant activities in each agencies capability development program. This joint-development is also an opportunity to increase engagement and partnerships between the FFDTL and PNTL more broadly.

### Australian Border Force

The ABF supports capacity development and operational activities of the Timor-Leste customs, immigration and land and maritime border police functions. Timor-Leste's customs and immigration organisations are undergoing significant reform and capacity development with the assistance of ABF and USAid. The ABF is consistently leveraging the TLPDP's relationships and investments to further improve maritime and land border control and combat transnational crime in the region. The TLPDP will look for opportunities to engage with the ABF on transnational crime and border control, and for possibilities to jointly fund and implement mutually beneficial activities.

## Australian Attorney General's Department

The Attorney General's Department (AGD) implements the Indo-Pacific Justice and Security Program (IP-JuSP) to promote development in the Indo-Pacific region by assisting partner countries to strengthen their legal, policy and institutional responses to transnational crime and violent extremism.

The IP-JuSP has three key focus areas for assisting Indo-Pacific countries:

- more comprehensive laws and policies to combat transnational crime and counter violent extremism;
- more effective implementation of laws and policies to combat transnational crime and counter violent extremism; and
- improved regional cooperation and coordinated responses to security, transnational crimes and violent extremism in the region.

The TLPDP will engage with AGD to identify areas where the IP-JuSP could assist the Program by complimentary capacity building in legal and policy development to assist PNTL priorities. In particular, the TLPDP will ascertain the viability of IP-JuSP assistance in the development of a transnational crime capability..

## New Zealand

The Timor-Leste Community Policing Program (TLCCP) is implemented by the New Zealand Police (in partnership with the Asia Foundation, see below) and aims to develop PNTL community policing capacity in the districts. The next phase of the TLCCP is being designed at the time of writing. The program is currently centred on providing policy advice to assist the PNTL with strategic planning, legislative reform and the development of a community policing manual.

Should the TLCCP continue to focus on these key areas of development, there is opportunity for the TLPDP to increase engagement with the TLCCP. Whilst specifically focused on community policing, many of the TLCCP's outcomes will complement TLPDP activities. Subject to the final TLCCP Design direction, the TLPDP should continue to engage with the program on a regular basis. In particular, collaboration should be increased in the governance space. This not only provides opportunity for the programs to leverage off each other, but it would also ensure the overlap between the two is limited.

## The Asia Foundation

The Asia Foundation implements a number of programs and activities that are highly-relevant to the TLPDP. The TLPDP will engage and collaborate with the Asia Foundation to leverage investment gains, share information and ensure duplication is kept to a minimum.

The Asia Foundation jointly implements TLCCP with the New Zealand Police. It supports the PNTL to achieve a locally relevant and sustainable model of community policing in Timor-Leste that aims to make a lasting impact on peace and security.<sup>86</sup> The TLCCP creates mechanisms to strengthen cooperation between police and communities by facilitating dialogues, problem solving forums, and training to enhance the capacity of community policing officers and their commanding officers. The program helps build stronger ties between local organisations, government agencies, community leaders, and the PNTL to increase awareness and understanding of local security concerns.

The Asia Foundation has completed three Community-Police Perceptions surveys in Timor-Leste between 2008 and 2015. The survey is a nationwide analysis of community police perceptions in Timor-Leste, and how they are changing over time. These surveys evaluate the

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<sup>86</sup> The Asia Foundation, *Community Policing in Timor-Leste*, available at [https://asiafoundation.org/wp-content/uploads/2016/12/Timor-Leste\\_COP\\_Dec-2016.pdf](https://asiafoundation.org/wp-content/uploads/2016/12/Timor-Leste_COP_Dec-2016.pdf) (accessed 20 April 2018).



effectiveness of community policing support; gauge perceptions of security sector performance and the overall security environment in Timor-Leste; and track the progress of community and police perceptions of policing and security indicators.<sup>87</sup> The survey is a great source of data for the TLPDP and will continue to inform monitoring, evaluation and planning over the next four years of the Program.

The Asia Foundation is also implementing the *Nabilan* program in Timor-Leste under a grant agreement with DFAT. The first four-year phase of the program commenced in April 2014, and was extended for an additional four years (Phase 2) until June 2022. The *Nabilan* program's goal is to reduce the proportion of women who have experienced violence, and to improve well-being for an increased number of women and children who have been affected by violence. The TLPDP's work with the PNTL, particularly in relation to the VPU's, should seek to leverage the *Nabilan* program where possible.

## UN Women

UN Women works with the GoRDTL to promote gender-responsive planning and budgeting; support women's participation in politics; and support the implementation of the *Convention on the Elimination of All Forms of Discrimination Against Women (1981)*, and *United Nations Security Council Resolution (UNSCR) 1325 (2000) on Women, Peace and Security*. In particular, UN Women facilitates training of the PNTL on Security Council resolution 1325 and supports community-led initiatives through the development of self-help groups to increase community building and reduce rates of sexual and gender-based violence and domestic violence.<sup>88</sup> The TLPDP will continue to work closely with UN Women to leverage investment gains, partner to increase efficiencies and share knowledge and expertise.

## ASEAN

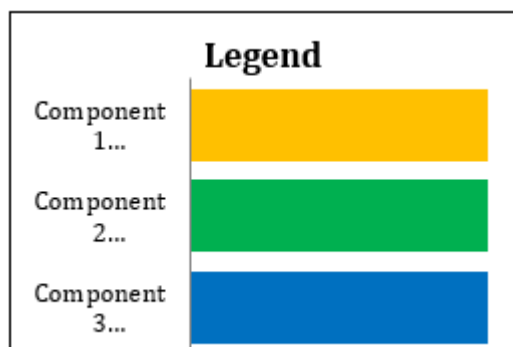
The ASEAN-Australia Counter-Trafficking Program is a 10 year investment to continue to enhance the criminal justice response to human trafficking and to implement the *ASEAN Convention Against Trafficking In Persons, Especially Women and Children (ACTIP)*. The primary goal of the ASEAN-Australia Counter-Trafficking Program is the enhancement of ASEAN Member States' justice systems to ensure they are able to provide just punishment of traffickers, while also protecting the human rights of victims. Whilst the ASEAN-Australia Counter-Trafficking Program is primarily to assist ASEAN Member States, the TLPDP should work with DFAT (Post) to determine if there is benefit to leveraging this program to assist the TLPDP's efforts to enhance the PNTL's capability to combat transnational crime.

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<sup>87</sup> The Asia Foundation, *A Survey of Community-Police Perceptions in Timor-Leste 2015*, page 19.

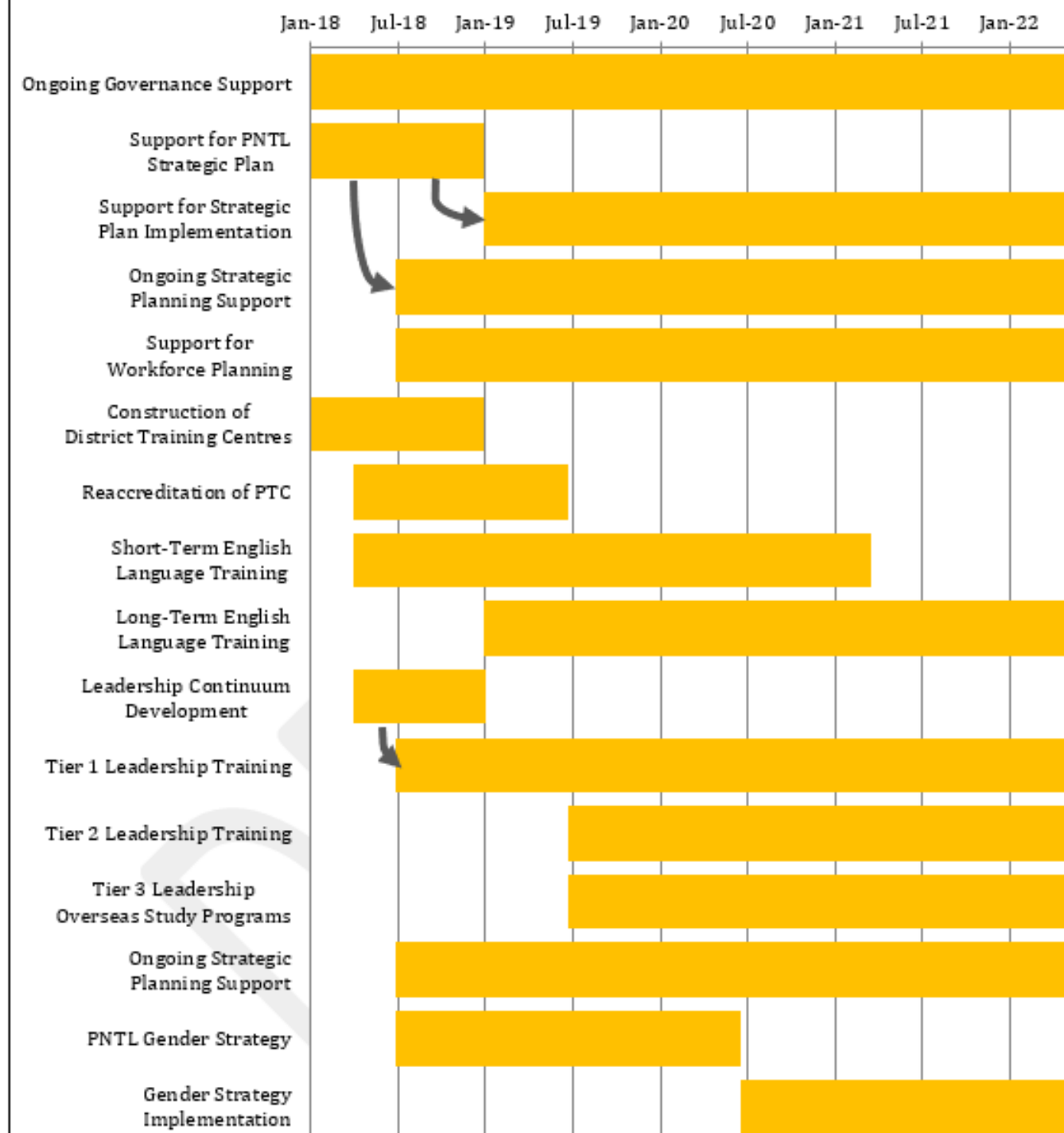
<sup>88</sup> UN Women, Timor-Leste overview, available at <http://asiapacific.unwomen.org/en/countries/timor-leste> (accessed 20 April 2018).

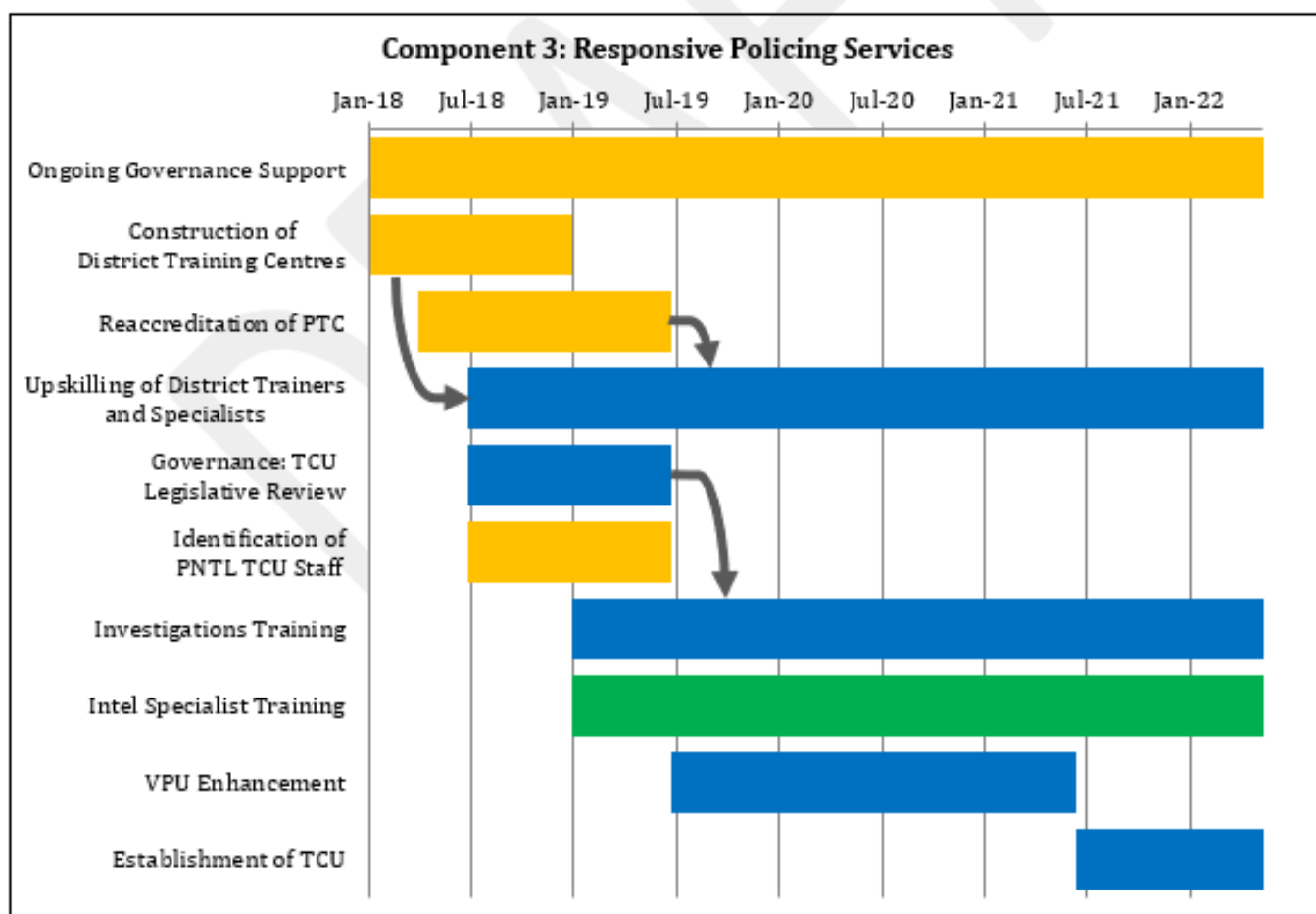
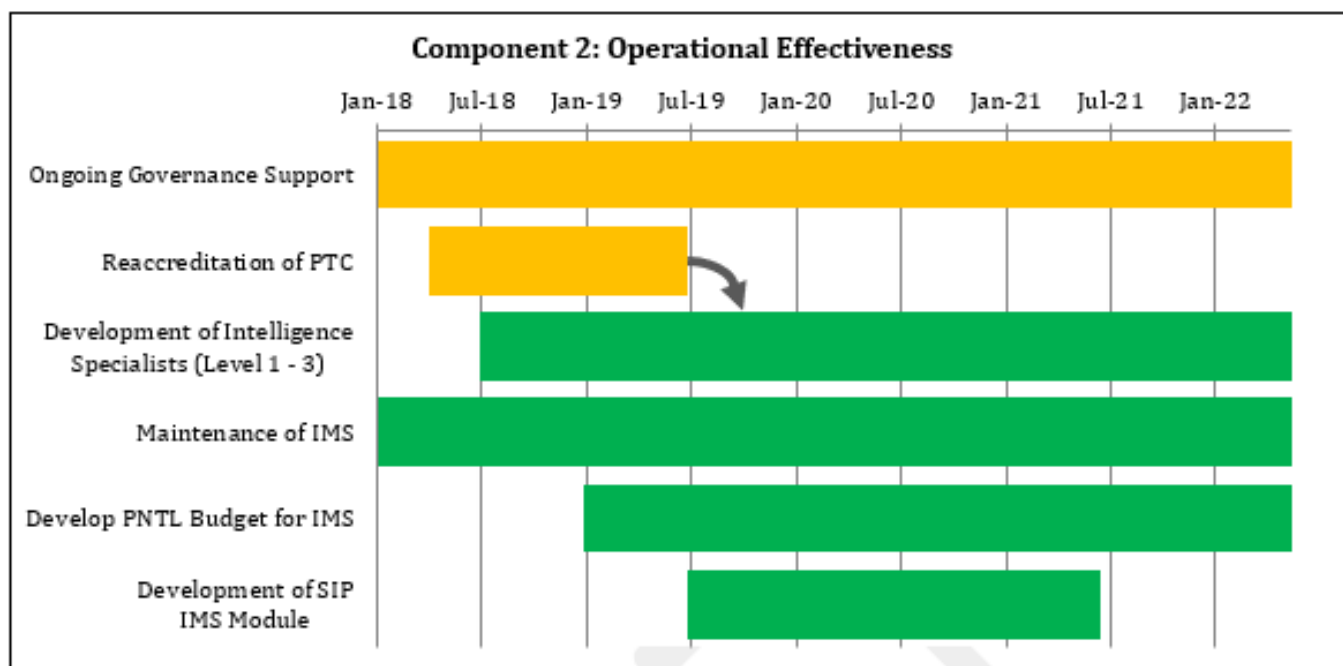
## Annex C – Indicative Critical Path Activities



This annex suggests a potential critical path that can be followed in order to achieve the intended outcomes of TLPDP 2018-2022. It also emphasises the interdependencies of each component.

## Component 1: Sustainability, Self-Improvement and Leadership





## Annex D – Risk Register

This risk register will need to be reviewed, revised and endorsed at the start of implementation. The Program Commander will be required to develop a comprehensive risk matrix that addresses risks at the implementation level. Country specific risk management plans will need to be developed at the start of implementation and consolidated and updated in the global risk management plan throughout implementation.

Probability of Risk Occurring	Impact of Risk Occurring				
	Negligible = 1	Minor = 2	Moderate = 3	Major = 4	Severe = 5
Almost Certain = 5	Moderate = 2	Moderate = 2	High = 3	Very High = 4	Very High = 4
Likely = 4	Moderate = 2	Moderate = 2	High = 3	High = 3	Very High = 4
Possible = 3	Low = 1	Moderate = 2	High = 3	High = 3	High = 3
Unlikely = 2	Low = 1	Low = 1	Moderate = 2	Moderate = 2	High = 3
Rare = 1	Low = 1	Low = 1	Moderate = 2	Moderate = 2	High = 3

KEY:

**P** Probability | **I** Impact | **IRR** Initial Risk Rating | **RE** Responsible Entity | **RRR** Residual Risk Rating

Risk No.	Risks	P	I	IRR	Impact on Program	Existing controls	RE	RRR
1	Contextual Risks (outside of the control of, or only limited control by, the project)							
1.1	Outcome of the May 2018 parliamentary election could influence government priorities	3	4	3	Impacts on relationship with Australia and support for its programs Changes in government and policing priorities undermines objectives of the Program	Alignment with Timor-Leste's strategic policies High-level diplomatic dialogue Continual political economy analysis informing discussion with PNTL Realistic Program objectives Build flexibility into Program to allow adjustment	DFAT and Head of Program	3
1.2	Political decisions leading to interference and poor decision making and creating disincentives	4	3	3	Undermines the outcomes of the Program Undermines the confidence of advisers and staff	Strong adviser relationships Realistic Program objectives High-level diplomatic dialogue Donor coordination mechanisms	Head of Program	3
1.3	Lack of alignment with PNTL priorities and lack of commitment to those priorities	3	3	3	Limited buy-in from PNTL Undermines the ability of the Program to achieve its objectives	Alignment with PNTL priorities Program Coordination Board Annual work plans agreed with PNTL Avoid unrealistically ambitious reform agendas Build flexibility into Program and Program budget Continual political economy analysis informing discussion with PNTL	Head of Program	2
2	Program Risks							
2.1	Program fails to deliver expected outcomes	3	5	3	Program does not meet expectations and does not create change	Robust MEL framework, ensuring personnel are aware what is working and what needs changing Actively manage regular Program oversight mechanisms such as PCB particularly for monitoring Strong dialogue with PNTL	Head of Program	2

Risk No.	Risks	P	I	IRR	Impact on Program	Existing controls	RE	RRR
2.2	Program approach is too broad and ambitious given available resources	3	4	3	Program does not meet specific expectations in all or some areas of focus	Focus adviser efforts on workplan and approved PCB initiatives only Continues dialog with PNTL relating to Program scope	Head of Program	2
2.3	Program is not sufficiently resourced	3	3	3	Program activities are more difficult to implement Relationships with key partners could be damaged due to reduced engagement	Focus adviser efforts on workplan and approved PCB initiatives only Continue dialog with PNTL relating to Program scope Enhanced coordination with other donors to ensure efficient use of resources Innovative and flexible use of resources and piloting new activities to ensure effectiveness	Head of Program	2
2.4	Poorly-performing advisers	3	3	3	Likely to damage relationships with key PNTL counterparts Lack of value for money	Recruitment and deployment of appropriately skilled and experienced advisers Active adviser management	Head of Program	2
2.5	District training initiative not fully embraced by PNTL	3	3	2	Reduced impact of dependent initiatives Temptation to return to expensive centralised unsustainable training	Socialise principles at all relevant levels to ensure understanding of benefits Encourage buy-in of leaders and relevant major players	Head of Program	2
2.6	Local technology and infrastructure insufficient to sustain the IMS initiative	4	5	4	The system could fail without ongoing maintenance and support IMS does not realise its potential for the PNTL Dependent initiatives do not reach full potential	Support the PNTL to establish a budget and maintenance schedule for IMS Identify a local solution for IMS maintenance and upgrade Consider manual data back-up systems in the advent of IMS failure	Head of Program	4
2.7	Insufficient partnering and collaboration between TLPDP and other programs and organisations	3	3	3	Loss of opportunities and benefits to the Program and some initiatives Initiatives requiring a collaborative approach (e.g. TNC) would not reach full potential	Formalise and schedule engagement with other relevant programs and organisations Facilitate PNTL leadership in community forums and collaborations	Head of Program	3

Risk No.	Risks	P	I	IRR	Impact on Program	Existing controls	RE	RRR
					Program's limited resources are not maximised Some Program outcomes not achieved			
<b>3</b>	<b>Institutional Risks</b>							
3.1	Poor relationship between PNTL and TLPDP	2	4	2	Limited access to key partners May lead to passive or active resistance on the part of PNTL Overall, would undermine the ability of the Program to achieve its objectives	Clear and agreed Program oversight mechanisms including PCB Ensure a partnership approach to project and activity management Perform collaborative reflection processes to learn from activity outcomes	Head of Program	2
3.2	Weak leadership in PNTL (resulting from changes)	3	3	3	Undermines objectives of the Program Risks gains already made (when strong leaders are replaced) Impacts on relationships and outcomes of the Program	Strong and focused discussions on succession planning Continual dialog to seek buy in from new leaders Development of new and future leaders	Head of Program	2
3.3	Lack of budget allocation for PNTL to provide core services	4	5	4	Could jeopardise existing core services May lead to requests for further TLPDP support	Consider requests on a case by case basis (through the PCB) Dialogue with PNTL on prioritisation Encourage PNTL development of workforce planning and budget management	Head of Program	3
3.4	PNTL policies limit the ability to support Program gender initiatives	4	4	3	Program outcomes aimed at progressing opportunities for women cannot be achieved	Support related PNTL institutional and policy reform Demonstrate gender mainstreaming within all Program activities Support PNTL gender initiatives	Head of Program	3



Risk No.	Risks	P	I	IRR	Impact on Program	Existing controls	RE	RRR
3.5	Poor relationship between PNTL and other GoRDTL [RDTL] agencies.	4	2	2	Reduced effectiveness and efficiency of support in addressing complex and transnational crimes Effectiveness of investigations support reduced due to poor relationship with OPG	Support for prosecutions liaison officers Coordination and leveraging of partner development programs	Head of Program	2
3.6	Changes in influential or specialised PNTL personnel	4	3	2	Progress may be negatively impacted Could undermine Program objectives	Strong adviser relationships Build flexibility into Program to allow adjustment Governance reform program Strong and focused discussions on succession planning	Head of Program Advisers	2

## Annex E – Literature Consulted

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