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Fellowship Programme**

**Reflections on the state institution-building
support in Timor-Leste**
Capacity development, integrating mission, and
financial challenges

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Executive summary



The author of this paper is Toshi Nakamura, Programme Specialist, Bureau for Crisis Prevention and Recovery (BCPR), UNDP Geneva.

With the independence of Timor-Leste in May 2002, a large scale state institution- building assistance was launched, by placing several hundreds of international advisors into key units and departments of the state institutions. This intervention is unique in its emphasis on capacity development, its joint nature with the peacekeeping operations, as well as the transitional phase of the country in which the assistance has been provided.

In this paper, the author provides a detailed description of achievements, challenges, and suggestions for the future in the area of capacity development intervention, capacity development measurement, collaboration with the peacekeeping mission, and resource mobilization. The paper also covers practical 'tools' that may be of use for development practitioners. Below is a summary of the key points made in this paper.

How to ensure effective capacity development?

1. The assistance approach should be continuously assessed, challenged and improved to make the maximum impact on the country we are assisting. A variety of mechanisms, from consultative workshops to informal brainstorming with stakeholders should be utilized for this purpose.
2. Capacity development is a long term process and goes beyond the resident expatriate model. A single development agency cannot provide comprehensive support, and therefore concerted efforts by the people, government and international community are crucial.
3. In devising capacity development assistance, language and cultural issues should not be neglected. Practical actions that could be taken include aligning recruitment criteria and provision of training in cultural and linguistic areas.
4. If the expatriate advisor model is introduced, make sure that an advisor works with multiple national counterparts. Advisory for common functions across different institutions could also be shared..
5. The three pillar model, which addresses skills and knowledge, systems and processes, and attitudes and behaviours, could be used as a starting point to develop a comprehensive institutional capacity development plan.
6. Codification of lessons learned should be mandatory, or at least encouraged periodically.
7. An exit from emergency assistance to a more sustainable assistance needs to be carefully planned at the outset. A number of existing planning frameworks, such as CCA and UNDAF, could facilitate this process if properly applied.

How to measure capacity development?

8. If we are serious about capacity development, our performance in assisting the capacity development of the country should be measured through established methodologies. A sample methodology developed in Timor-Leste is shared in the paper.
9. Capacity development measurement cannot be scientifically perfect, but it can be continuously improved. Suggested four steps (understand what needs to be delivered, identify capacity gap, develop capacity development plan, and review progress) and proposed templates could be tested, challenged and improved by development practitioners.
10. Despite renewed attention to capacity development at the conceptual level, the way we do business in the field has not yet been fully adjusted to make the capacity development focus operational. It is time to discuss concrete steps to make it happen, and one suggestion is to fully integrate a detailed capacity development plan into the national development plan.

How to strengthen coordination with the peacekeeping mission?

11. Increasing recognition of the indivisibility of peace and security, and development has been a driver for strengthened coordination between the peacekeeping operations and UN agencies, including UNDP.
12. Progress is being made, particularly in recent missions, in which the Deputy SRSG also functions as the Resident Representative of UNDP, Resident Coordinator as well as Humanitarian Coordinator.
13. In Timor-Leste, a number of efforts were made to push integration further on the ground. The state institution-building support programme exemplifies a fairly integrated process for the entire process from needs assessment, programme formulation, programme implementation through to the exit strategy development.
14. However, in this process we encountered a number of bottlenecks including different operational procedures, reporting lines and funding availability, among others.
15. In order to push the integration further, a range of suggestions are made: development of a common assessment and programming methodology and a common personnel database between UNDP and DPKO; rationalization of operational rules and regulations, and reporting line; use of assessed contributions by the UN agencies; capacity development of the UN personnel to make all the 'tools' work on the ground.

How to effectively mobilize and use resources?

16. Development agencies have long been suffering from chronic lack of funds to respond to the complex development challenges, and this is also true in post- conflict settings. In Timor-Leste too, the same problem arose.
17. Chronic shortage of funds is structurally inherent in the UNDP's budget composition, as is increasing reliance on the non core budget.
18. To respond, several efforts could be made. First, a strategy needs to be developed to increase the amount of core funds. This ultimately relies on our continued effort to improve our performance in development assistance, and quality public relations. Secondly, efforts need to be made with donors to make the category 2 (donor conference, CAP, and Transition Appeals) more efficient and timely. However, this may not be easily done, unless the budgeting cycle of the donor countries is shortened and harmonized, and our capacity to foresee and plan to prevent potential conflicts is substantially increased. Finally, an extensive discussion with the donors and the DPKO needs to be continued to make the sharing of the assessed contribution possible.

A knowledge organization needs to codify experiences gained, accumulate them and build on the successes and lessons learned to continuously improve its effectiveness in helping the developing countries deal with their development challenges. I do hope that this paper, through an illustration of our state institution-building interventions in Timor-Leste, contributes to this larger effort.

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Glossary

AAP	Annual Action Plan
BCPR	Bureau for Crisis Prevention and Recovery
BRSP	Bureau for Resources and Strategic Partnerships
CAP	Consolidated Appeals Process
CCA	Common Country Assessment
CDCU	Capacity Development Coordination Unit of the Government of Timor-Leste
DDR	Disarmament, Demobilization and Reintegration
DEX	Direct Execution
DPKO	Department of Peacekeeping Operations
DSRSG	Deputy Special Representative of the Secretary-General
ECHA	Executive Committee for Humanitarian Assistance
GDP	Gross Domestic Product
GEF	Global Environment Facility
GPSM	Governance and Public Sector Management
HRM	Human Resources Management
IFI	International Financial Institutions
INAP	National Institute of Public Administration
MDGs	Millennium Development Goals
MYFF	Multi Year Funding Framework
NDP	National Development Plan
ODA	Official Development Assistance

PRSP	Poverty Reduction Strategy Paper
RC	Resident Coordinator
RR	Resident Representative
SMSG	Special Representative of the Secretary-General
TFET	Trust Fund for East Timor
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNESCO	United Nations Education Science and Cultural Organization
UNICEF	United Nations Children Funds
UNMISSET	United Nations Mission of Support in East Timor
UNTAET	United Nations Transitional Administration in East Timor
ONUC	Opération des Nations Unies au Congo (United Nations Operations in Congo)

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