

**ASIAN DEVELOPMENT BANK**

**TAR: ETM 34004**

**TECHNICAL ASSISTANCE**

**TO**

**EAST TIMOR**

**FOR**

**COMMUNITY EMPOWERMENT PROGRAM**

**February 2000**

## ABBREVIATIONS

ADB	–	Asian Development Bank
CNRT	–	Conselho Nacional da Resistência Timorese (National Council of Timorese Resistance)
JAM	–	Joint Assessment Mission
MIS	–	management information system
NGO	–	nongovernment organization
TA	–	technical assistance
UNAMET	–	United Nations Mission in East Timor
UNTAET	–	United Nations Transitional Administration in East Timor

## NOTE

In this report, "\$" refers to US dollars.

## I. INTRODUCTION

1. In the ballot of August 30th 1999, the people of East Timor voted overwhelmingly for independence. During the following month, the country was subjected to a sustained campaign of destruction and terror that forced three quarters of the population forced to flee their homes and destroyed most of the country's infrastructure, including 75% of private homes. In response to the crisis, the United Nations Mission in East Timor (UNAMET) established emergency services and prepared a consolidated appeal for international assistance covering the initial (six months) emergency phase. To plan for urgent, but longer term, rehabilitation needs in a coordinated manner, the Asian Development Bank (ADB) joined the World Bank and other international agencies in a Joint Assessment Mission (JAM) undertaken during October and November.<sup>1</sup> The technical assistance (TA) is in response to one of the highest priorities identified by that Mission, that of rebuilding East Timor's social infrastructure and local government capacity. The United Nations Transitional Administration (UNTAET), the prevailing authority, has requested ADB assistance in providing this TA. The proposal has also been endorsed by the National Council of Timorese Resistance (CNRT). Because of the urgency of the situation, it is proposed that the TA be processed without the normal advertising period.

## II. BACKGROUND AND RATIONALE

2. At present, UNTAET is providing essential humanitarian support and a small administrative structure to oversee emergency relief and reconstruction. During the next two to three years under this United Nations administration, necessary preparations will be made to transfer all responsibilities to an elected East Timorese government. A priority task during this interim phase will be the establishment of effective and accountable institutions through which government and civil society can mobilize resources and coordinate efforts for reconstruction and development. The reintroduction of democratic processes will also be essential in the lead-up to the election of a national government.

3. The UNTAET is still being established and its limited resources prevent any extension of the system below the district level.<sup>2</sup> The majority of Timorese rural dwellers who live in the villages thus face a serious administrative vacuum at a time when there is an urgent need to reestablish public services and to undertake extensive rehabilitation programs. This problem is compounded by the fact that the majority of senior positions in the previous administration were filled by non-East Timorese, who have now left the country. Since virtually all doctors and secondary teachers have now departed East Timor, it will be essential to involve the community in finding creative ways to bridge this gap in essential services. Given this situation, all stakeholders agree that the reconstruction of some form of local government is now a matter of urgency. Failure to address this need will have a number of important implications:

- (i) a significant loss of impact and efficiency for ongoing international rehabilitation efforts;
- (ii) major delays in reestablishing basic local services including health, education and communications;

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<sup>1</sup> ADB was represented on the JAM by S. Jarvenpaa as leader of the infrastructure team and N. O'Sullivan, social development consultant, on the community recovery team C. Saldanha, Manager, OPO and L. Pieper, Programs Officer, participated in the preparation and analysis of the JAM findings.

<sup>2</sup> Provision is also being made for UN VolunteerS to be stationed at subdistrict level.

- (iii) marginalising of local communities and increased risk of creating a dependency mentality;
- (iv) loss of an important opportunity to hasten reconciliation by involving local communities in positive rebuilding programs; and
- (v) irreversible loss of some of the currently high level of social capital.

4. Establishing an effective and sustainable local government will require a system of governance that avoids the defects of the past in which the prevailing institutional culture was top-down and supply-oriented, and tended to discourage local initiative. Although the past 24 years saw a substantial investment in basic services and infrastructure in East Timor, the management and impact of those investments were weak. Major problems arose from poor design, lack of participation of intended beneficiaries, corruption, and the general social tensions and suspicion of government that prevailed during this period. In the judgement of the JAM's civil administration team, the previous civil service was considerably overstaffed, with 28,727 staff and an annual wages bill of \$43 million. The JAM recommended a 60 percent reduction in the size of a reformed civil service and close integration with community-managed local institutions.

5. The required major reform in East Timor's public administration must be based on a new system of governance. Achievement of this new system of accountability at the local level will require an intensive training and capacity-building program to reverse past practices and ensure the participation and empowerment of all citizens, especially females. The new system must also secure credibility by stressing maximum transparency and accountability. In addition to ensuring appropriate values and processes, the redevelopment of effective local government will also require a rapid transfer of practical skills in budgeting, planning, and management.

6. The proposed approach to rebuilding local governance was chosen from a limited range of options. The few nongovernment organizations (NGOs) that emerged over the last two years have exhibited potential, but are yet to expand their capacity. The traditional system formerly provided an effective means resolving local disputes and maintaining social cohesion. While this system remains a positive force in much of the country, its power and influence have been substantially eroded over the last 24 years of social and physical dislocation. The two key indigenous institutions supporting the community have been the CNRT, with its widespread clandestine networks, and the Catholic Church. Despite recent experiences, social capital in East Timor is currently very high and the recently won freedom has produced a wave of positive energy and expectation which is now being translated into such community actions as clean-up campaigns and the reopening of schools by volunteer staff. This TA will seek to create an institutional framework that will channel this energy into urgently needed productive activities and provide the foundations for a system of local governance that will be efficient, effective and responsive to public demand. Failure to respond quickly may result in a reemergence of serious social unrest, especially among the urban youth.

### **III. THE TECHNICAL ASSISTANCE**

#### **A. Objective**

7. The ultimate objective of the TA is the development of an effective system of local government. Such a goal will demand a more sustained level of support that can be provided simply from short-term TA. For this reason, ADB in conjunction with the World Bank, is pursuing a parallel path to prepare a full-scale project that is expected to

commence by mid-2000.<sup>3</sup> This TA therefore proposes to set the stage for that project by addressing the more urgent elements of the overall program. The TA will focus particularly on the formation of community councils at the three traditional levels: district, subdistrict, and village. The councils will focus initially on the coordination and support of relief and rehabilitation efforts, support for vulnerable groups and special reconciliation programs (in areas where these are considered desirable). In addition to establishing the councils, this TA will take the first steps in developing the capacity of the councils to become an effective vehicle for popular participation, bottom-up planning, and efficient local governance. A TA framework is attached as Appendix 1.

8. The plan is to integrate the above activities seamlessly into the follow-on project proposal, which is expected to be presented for approval in time to allow implementation to commence in mid-2000. The project design is expected to expand the pilot work of the TA and address the longer term capacity-building requirements of the councils to ensure their ability to cover five key functions:

- (i) preparing and executing village development plans that address local needs in agriculture, health care, education, communications, etc;
- (ii) producing village codes of conduct and resolving disputes;
- (iii) managing village funds;
- (iv) relaying to subdistricts and districts the priority development needs that cannot be met through local efforts; and
- (v) strengthening participation and democratic practices

9. To avoid disruptions and to respond to the urgency of the overall needs, a team of 300-400 community facilitators will be recruited and trained under this TA, but their deployment and support will be largely financed under the follow-on project. The provision of development grants to village councils will be undertaken on a modest scale under this TA with World Bank financing, and on a much expanded basis in the follow-on project.

## **B. Scope**

10. The TA will lay the groundwork for a network of local councils that will progressively cover all 13 districts, 64 subdistricts, and 440 villages of East Timor. In addition to training and deploying district facilitators to help establish the councils, the TA will also initiate a comprehensive capacity building program to assist each village to develop the leadership, skills, and systems needed to design and implement priority rehabilitation and development projects. As noted, an expanded project will carry out the more comprehensive capacity building programs envisaged. A key element of the project will be the provision of block grants to subdistrict councils for allocation to development proposals prepared by local communities and submitted via their village councils. To support the longer term program, the TA will develop training modules for, and begin recruitment and deployment of, the first half of the approximately 800 village-level facilitators who will ultimately be required after all councils have been established. The TA thus has four components:

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<sup>3</sup> It is expected that this project will obtain grant funding from the Trust Fund for East Timor, currently being established by the World Bank to assist in the emergency reconstruction and recovery program in East Timor. As proposed, the project will be jointly administered by the World Bank and ADB.

- (i) recruitment, training, and deployment of 60 subdistrict facilitators and 10 trainers to assist in the process of forming village, subdistrict and district councils, and in strengthening the capacity of these councils to mobilize local resources and receive and disburse village development grants.
- (ii) training and deployment of up to 400 village facilitators to assist local communities to undertake rehabilitation and development projects that they will prioritize, and to which they will contribute local resources;
- (iii) provision of an initial grant to newly established subdistrict councils for allocation to rehabilitation proposals submitted by member village councils; and
- (iii) piloting and design refinement for the longer term assistance program that will ensure that councils are fully established in all geographic areas and appropriate technical support and capacity building are provided to all participating village groups (this more comprehensive program will also be expected to develop the technical capacity of village councils to manage and support basic programs in health, education, economic development, and social safety net provision).

### **C. Cost Estimates and Financing Plan**

11. The total cost of the TA is estimated at \$1,290,000 equivalent, comprising foreign exchange and local currency costs. UNTAET has requested ADB to contribute \$990,000. ADB will finance the TA on a grant basis from Japan Special Fund (JSF). The TA will be financed in parallel by the World Bank, which is expected to contribute approximately \$300,000. The World Bank will also contribute to the TA by providing other consultant inputs as needed and essential technical knowledge derived from the Kecamatan Development Project initiated in East Timor in 1998. The distinction between foreign and local costs has not been made because of the exceptional circumstances in East Timor where there exists neither sovereign government, official local currency nor local revenue sources. Similarly, in the absence of a local government, no provision has been made for counterpart financing<sup>4</sup>. Although local contributions have not been specified, UNTAET will provide counterpart staff, support services, and office facilities. Support will also be provided by CNRT and from local communities. More detailed cost estimates are provided in Appendix 2.

### **D. Implementation Arrangements**

12. The Executing Agency for the TA will be UNTAET. The TA will be implemented by a project management unit established by the consultants hired for the TA. The management unit will function under the supervision of a coordinating commission consisting of UNTAET administration, CNRT, and other civil society representatives as appropriate. Similar implementation support will be provided at district and sub-district levels by local coordination committees. Technical support will be provided under component one. Implementation at the village level will be directly through the village councils, with assistance from facilitators provided under component two. Implementation of component four will be through a working committee established between the monitoring wing of the management unit and the national department of statistics, once it is formed

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<sup>4</sup> See the Board Paper *Amendments to Technical Assistance Special Fund and Japan Special Fund to Permit Provision of Technical Assistance to East Timor* (No. R246-99) approved by the Board on 25 January 2000, in particular para. 18.

again. A working group of ADB and World Bank staff will be formed to supervise the conduct of the TA and the preparation and implementation of the follow-on project.

13. The TA will be implemented over six months commencing February 2000. It will finance four international consultants with proven experience in community participation and management. The detailed terms of reference for the international consultants are in Appendix 3. The project coordinator will be engaged directly by ADB while the candidates for the three other international positions will be nominated and recruited through a selected international consulting firm/NGO. Responsibility for recruitment of local staff and facilitators will be delegated to the selected firm/NGO. In view of the urgency of the work, it was proposed that the international firm/NGO to manage the TA be directly appointed, in accordance with ADB's *Guidelines on the Use of Consultants*, from among suitably experienced NGOs/companies that are established and operational in East Timor. After an assessment of possible organizations, ADB proposed that a contract be negotiated with Oxfam. This proposal considered the: (i) breadth and nature of Oxfam's current involvement; (ii) Oxfam's proven orientation and experience in capacity building and community development (rather than in purely emergency relief work); and (iii) its overall experience and implementation capacity. The consultants will procure required equipment in accordance with ADB's *Guidelines on Procurement*, however allowing for procurement in East Timor itself as approved by the Board (see footnote 4).

#### **IV. THE PRESIDENT'S DECISION**

15. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance, on a grant basis, to the United Nations Transitional Administration in East Timor in an amount not exceeding the equivalent of \$990,000, for the Community Empowerment Program, and hereby reports such action to the Board.

### TECHNICAL ASSISTANCE FRAMEWORK

Design Summary	Project Targets & Measurable Indicators	Means of Verification & Monitoring Mechanisms	Risks & Assumptions
<p><b>Goal</b> Establish an efficient and effective system of local governance for the people of East Timor</p>	<p>300 villages, 45 subdistricts and 13 districts with representative councils.</p> <p>Full participation, incl 50% of women on councils and significant number of traditional leaders elected</p>	<p>Field reports and random site visits.</p> <p>Council records, site visits</p>	<p>Security restored to outlying areas to be involved.</p> <p>Support and collaboration from United Nations Transitional Administration in East Timor (UNTAET)</p> <p>Base operational costs are sustained by subsequent governments</p>
<p><b>Objective/Purpose</b> Formation of representative, accountable and capable council networks</p>	<p>300 villages and 45 subdistricts with functioning local development programs by month 12</p>	<p>Technical Assistance (TA) records</p> <p>Client assessment</p>	<p>Higher-level councils able to make non-partisan decisions</p> <p>Effective technical assistance available at district and subdistrict levels.</p> <p>No exclusion of women or domination of some clans / exclusion of others.</p>
<p><b>Outputs</b> Democratically constituted councils.</p> <p>Trained facilitators</p> <p>Technically sound, village rehabilitation plans</p> <p>Comprehensive plan for long-term capacity building of all councils.</p> <p>Detailed plan for socioeconomic assessment</p>	<p>300 villages certified as holding consultations and choosing council representatives by month 12</p> <p>75 subdistrict, 300 village facilitators deployed by month 6</p> <p>Minimum 300 proposals submitted to subdistrict councils</p> <p>Detailed proposal available by month 6.</p> <p>Methodology and Terms of Reference (TOR) prepared</p>	<p>TA records</p> <p>Subdistrict records</p> <p>Proposal submitted to donors</p> <p>TA reports</p>	<p>Active collaboration of villagers and National Council of Timorese Resistance (CNRT)</p> <p>Effectively trained subdistrict facilitators.</p> <p>Village facilitators accepted and effective</p> <p>Villages have access to appropriate technical support</p>
<p><b>Inputs</b> International Consultants</p> <p>Local consultants</p> <p>Training &amp; deployment of facilitators.</p> <p>Preparation of long term governance support program</p>	<p>Total resource provision</p> <p>TA records</p> <p>TA records</p>	<p>Disbursements</p> <p>Bank review missions</p>	<p>Qualified candidates available for facilitator training.</p>

**COST ESTIMATES AND FINANCING PLAN**  
(\$'000)

<b>Item</b>	<b>Foreign Exchange</b>	<b>Local Currency</b>	<b>Total Cost</b>
<b>A. Asian Development Bank Financing</b>			
1. International Consultants			
a. Remuneration and Per Diem	360,000	–	360,000
b. International Travel	25,000	–	25,000
2. Facilitators/Administrative Staff	248,000	–	248,000
3. Reporting, Communication, and Office Costs	80,000	–	80,000
4. Transport Costs	143,000	–	143,000
5. Materials/Facilities for Training	23,000	–	23,000
6. Contingencies	111,000	–	111,000
<b>Subtotal (A)</b>	<b>990,000</b>	<b>–</b>	<b>990,000</b>
<b>B. World Bank Financing</b>			
2. Community grants (component 3)	300,000	–	300,000
<b>Subtotal (B)</b>	<b>300,000</b>	<b>–</b>	<b>300,000</b>
<b>Total</b>	<b>1,290,000</b>	<b>–</b>	<b>1,290,000</b>

## OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

### A. Background/Rationale

1. The Community Empowerment and Governance proposal follows from the Joint Assessment Mission (JAM) to East Timor that took place in November 1999. The JAM found that (i) virtually the entire pre-independence governance structure has disappeared; (ii) all technical sectors have also disappeared; and (iii) widespread loss of physical infrastructure has reached virtually 100 percent in the cities of Dili, Manututo, Suai, Oekussi, and Los Palos and much of their hinterlands. The destruction is estimated to result in a 40-45 percent drop of gross domestic product. As much as 75 percent of the total population of East Timor was displaced. Detailed proposals are currently being developed for restoration of the physical infrastructure. The technical assistance (TA) proposed here however, is in response to another of the highest priorities identified by the JAM, that of rebuilding East Timor's social infrastructure and local government capacity.

2. The JAM found that the civil service is no longer functional at any level in East Timor and that a serious administrative vacuum exists below district level. This dismantling of the civil service, however, presents a rare opportunity for undertaking fundamental reform during the reconstruction process. Policy recommendations made by the JAM for the transitional period include no rehiring of paid civil servants at the village level, an overall 60 percent cut in management and administrative staff, and replacement of full-time paid civil servants at the subdistrict level with a community-elected council. The formation of the latter councils will be a core task of this TA.

3. At the community level, the reconstruction process provides East Timor with an opportunity to replace a top-down distribution and control system with more participatory bottom-up governance structures that can more closely match public expenditure to local needs, prepare the foundations for a more inclusive development framework, and provide the resources and skills needed to optimize the opportunities for all East Timorese to participate in the country's reconstruction and development. Fostering of this sense of community empowerment will be the other main function of this TA.

4. The TA proposes to address only the more urgent elements of the overall task and focuses on the formation of community councils at the three traditional levels of district, subdistrict and village. The councils will focus initially on the coordination and support of relief and rehabilitation efforts, and support for vulnerable groups and special reconciliation programs (in areas where these are considered desirable). In addition to establishing the councils, the TA will take the first steps in developing their capacity so that they become an effective vehicle for popular participation, bottom-up planning, and efficient local governance.

5. The ultimate objective, however, is to develop a framework for an effective and highly participatory system of local government. Because such a goal will demand more sustained support than what can be provided from this short-term technical assistance, an expanded Community Empowerment Program will be based on the activities initiated in this TA. That project is expected to complete the tasks piloted under this TA and to progressively address the longer term, capacity-building requirements of both community and councils. Socioeconomic baselines will also be developed under the project.

6. A key objective of the subsequent Project (and thus of this TA) will be the creation of community organizations that will (i) assist villagers make informed choices about the kinds of projects that they need and want, and (ii) develop the skills, confidence, and motivation for communities to take responsibility for designing and implementing projects to meet these needs. To assist in this process, communities will be given access to block grants to support priority development proposals. The TA support will be limited to a single rehabilitation grant, which will be provided as a vehicle for developing the capacity and skills of local councils. The financial core of the subsequent project will lie in the unallocated block grants that will be given to each subdistrict in East Timor on an annual basis for the three-year life of the project. Project support through district-level technical specialists and local-level facilitators will provide village men and women with the information, opportunity, and freedom of choice that they need to make informed, responsible decisions using democratic processes.

7. The first activity of the TA will be to train and deploy subdistrict facilitators whose initial task will be to work with villages to appoint an interim development council made up of equal numbers of men and women. Each village group will then pick a man and a woman from the village council to participate in a subdistrict level council that represents all of the villages within the subdistrict. Subject to negotiations with East Timorese stakeholders, subdistrict councils are expected to appoint an independent group consisting of an executive officer, a treasurer, and a secretary to manage subdistrict affairs, maintain subdistrict funds, and keep records.

8. Each village council will nominate candidates for village facilitators (one man, one woman) who will be trained by the subdistrict facilitators and trainers to work with the villages to help identify priority needs, that will be developed into a small proposal. Once the subdistrict facilitators confirm that the village councils have been formed and that basic rules on popular participation in their selection have been followed, the TA will release approximately \$15,000 to each subdistrict, to be divided equally among the member villages as a one-time grant to launch the village reconstruction process. Except for a small negative list (government buildings, religious structures, pesticides, etc.), funds can be used either for physical infrastructure or productive economic investments. Productive loans will reflect local interest rates. Two percent of the grant can be used to support the village council's operating expenses, and another two percent of the subdistrict grant can be retained by the subdistrict to support the council and operating unit. In the interest of transparency, all information about how this money is used will be publicly posted.

9. The proposed design includes a second, additional financial window within the grant that is earmarked for highly vulnerable groups in each community, as identified through on-site participatory rural appraisals managed by the facilitator together with the communities. Many in these groups are expected to be widows and the disabled. Because not all villages in a subdistrict were equally affected by the violence, subdistrict councils will have the option of distributing the safety net grant equally among all member villages, or allocating it disproportionately based on group assessments of need. Technical training and backup for the facilitators will include referral linkages to health programs and specialized Non-Government Organizations (NGOs) for the more complex cases of trauma and psychological problems.

10. Money will be withdrawn from accounts maintained in the district administration. Once each subdistrict has agreed on the subprojects to be supported with its grant, they will be endorsed by the facilitator and copies sent to the district treasury. The latter will release up to 50 percent of the total grant amount against the certified proposal. Withdrawals will require the joint presence and signature of the project proponent, a council representative, and the subdistrict treasurer. Specimen signature forms that are simple to use yet provide multiple accountabilities will be developed as part of the TA.

## 1. Scope of Work

11. The specific tasks of the international consultants will include the following:
- (i) preparation of a budgeted, project implementation plan with clear timetables, staffing arrangements, and performance indicators;
  - (ii) negotiation of implementation schedule with United Nations Transitional Administration (UNTAET), CNRT, and other stakeholders;
  - (iii) recruitment, training, and supervision of all local staff;
  - (iv) establishment and equipping of suitable offices at central and district levels;
  - (v) preparation of a detailed training plan for technical, subdistrict, and village facilitators;
  - (vi) preparation of a detailed training plan to equip local councils with the skills and procedures necessary to ensure transparency and sound financial practices;
  - (vii) establishment of appropriate auditing and performance monitoring systems;
  - (viii) testing and refinement of critical elements of the longer term Community Empowerment and Local Governance Project;
  - (ix) scheduling of work program and budgets so as to ensure a smooth interface between this TA and the follow-on project.

12. In managing the TA, the international consulting company will be required to fulfill the above general tasks, the specific tasks detailed in paras. 15-20 and those relating to the recruitment, deployment, and supervision of local staff and facilitators. To assist in the accelerated implementation of the project, the Asian Development Bank (ADB) will provide the services of a project coordinator (para.2D). Considering emerging needs, the World Bank will provide consultants who will be deployed at or before the commencement of the follow-on project. Such consultants will, in general, be those who have been involved with the prior Kekamatan development Program.

## 2. Principles

13. Because this TA is being undertaken in a highly disrupted environment, the consultants will be required to meet tight deadlines in training of staff and formation of village and subdistrict councils. While responding to these deadlines, the consultants must be mindful of trade-offs in terms of compromising participation, empowerment, and overall sustainability.

14. This TA is concerned with capacity building and the consultants will be expected to reflect this concern in every aspect of the work. Accordingly, they will

- (i) consult East Timorese stakeholders on all relevant policy and implementation matters;
- (ii) design mechanisms to ensure maximum East Timorese participation in actual project implementation

- (iii) fully involve international stakeholders while at the same time giving emphasis to local NGOs and other elements of civil society; and
- (iv) from the outset of the TA, evolve strategies to ensure that by the end of the project, the program can be sustained by the incoming East Timorese administration

## **B. Specific Terms of Reference for International Consultants**

### **1. Institutional Specialist/Team Leader (6 person-months)**

15. The expert will have academic qualifications and/or equivalent high-level professional experience in institutional development at the community level. Extensive practical experience in promoting local government issues from a participatory perspective will be expected, as will a proven sensitivity to the concerns of gender and minority groups. Excellent communications and interpersonal skills will be essential. Because of the widespread social disruption and damage to infrastructure and communications, the team leader must have the capacity to demonstrate appropriate flexibility and initiative, and to maintain the morale of staff. The team leader will have overall responsibility for the successful implementation of the TA and as such will be responsible for effective liaison with UNTAET, CNRT, other relevant stakeholders and ADB.

16. In addition to the above general responsibilities, the team leader is expected to perform the following specific tasks:

- (i) develop an overall strategy for the formation of village and subdistrict councils so as to cover at least 35 subdistricts during the six months timeframe of the TA;
- (ii) assess the capacity of field staff available from the former Kecamatan Development Project (KDP) and confirm appointment as appropriate;
- (iii) recruit all other local staff required for the TA, develop their specific terms of reference, and make arrangements for their deployment and supervision;
- (iv) with the assistance of the training specialist, develop a retraining program for the former KDP staff and for all new recruits;
- (v) ensure the establishment and functioning of a formal project coordinating committee at central level and shadow committees at local level, and conduct workshops and other meetings to ensure the full participation of all stakeholders;
- (vi) establish a fully functioning central project management unit and logistics arrangements of necessary offices at district level;
- (vii) expedite acquisition and deliver of necessary vehicles and equipment;
- (viii) taking into account the absence of normal banking facilities, make necessary arrangements for payment of all local staff and provision of rehabilitation block grants to subdistrict councils;
- (ix) establish appropriate Management Information System (MIS) arrangements so as to gauge the level of participation and effectiveness of local councils and appropriateness of the facilitator training programs;

- (x) establish recruitment and training plans for the anticipated 360 village facilitators required under this TA;
- (xi) establish a recruitment and training plan for the additional 40 subdistrict facilitators and about 420 village facilitators required beyond this TA;
- (xii) identify and develop suitable technical support mechanisms to assist the village councils prepare and implement rehabilitation and development proposals;
- (xiii) with the assistance of other consultants, prepare operations manuals for the guidance of field staff and councils;
- (xiv) with the assistance of the project coordinator and ADB staff, assist in the piloting and refinement of the Community Empowerment Program to follow on seamlessly from this TA; and
- (xv) prepare in collaboration with other consultants, all reports required.

## **2. Training Specialist (3-6 person-months)**

17. The expert will have academic qualifications and/or extensive professional experience in both direct training and training of trainers. Extensive experience is expected in training related to the formation and operation of community-based organizations and/or local government. Proven experience is required in participatory methodologies, gender training, and the preparation of operations manuals. Because of the widespread social disruption and damage to infrastructure and communications, the training specialist must have the capacity to demonstrate appropriate flexibility and initiative and to adapt training approaches to local situations. The specialist is expected to perform the following specific tasks:

- (i) assess the training needs requirements of field staff available from the former Kekamatan Development Project, new recruits, and elected councilors;
- (ii) develop an overall training and capacity-building strategy for facilitators, village and subdistrict council members and subdistrict executive staff;
- (iii) assist the MIS officer in gauging level of participation and effectiveness of local councils and adapting facilitator training programs accordingly;
- (iv) establish a training plan for the additional 40 subdistrict facilitators and 420 village facilitators required beyond this TA;
- (v) identify additional technical training resources required to develop suitable technical programs to assist the village councils prepare and implement rehabilitation and development proposals;
- (vi) assist in preparing operations manuals for the guidance of field staff and councils;
- (vii) prepare a specific training program to assist elected councilors to understand and meet their responsibilities in ensuring financial discipline and proper accountability;

- (viii) develop and conduct an intensive trainer training program for the five core trainers employed under the TA;
- (ix) assist in the refinement of the training and capacity-building elements of the follow-on Community Empowerment Program; and
- (x) prepare, in collaboration with the team leader, all reports required.

### **3. Logistics Procurement Specialist (2 person-months)**

18. The specialist will have appropriate qualifications and extensive professional experience in the specification and supply of project equipment to remote locations and the development of necessary communications and backup systems. The specialist must be familiar with the specific demands of the East Timorese situation and the network of relevant suppliers able to supply equipment to East Timor with maximum efficiency. Specific tasks will include the following:

- (i) in collaboration with the team leader, identify all items to be procured and the required dates of supply;
- (ii) using ADB's procurement guidelines, identify a range of potential suppliers and seek the necessary quotations and delivery undertakings;
- (iii) expedite orders and make necessary delivery arrangements for the selected goods and sites;
- (iv) identify appropriate supply and/or repair mechanisms as necessary; and
- (v) train project, key council members, and UNTAET staff in the requisite procurement skills.

### **4. Project Coordinator (2-4 person-months)**

19. The consultant will have academic qualifications and/or extensive professional experience in the design and implementation of large-scale community-based development programs. The project coordinator must be familiar with participatory-based training programs and the design of practical village-level infrastructure project as well as with the processing and other requirements of the ADB and the World Bank.

20. The project coordinator is expected to perform the following specific tasks:

- (i) provide the necessary liaison between ADB, the World Bank, and the consultants during the preparation and implementation of both the TA and the subsequent follow-on project;
- (ii) negotiate with both UNTAET and CNRT to ensure that the design and implementation of the TA accords with the requirements of ADB, World Bank, and key stakeholders;
- (iii) supervise the implementation of the TA and provide ADB with regular reports on progress toward the TA goals, with recommendations for changes in approach or strategy where necessary; and

- (iv) assist ADB staff in the preparation, appraisal, and management of the follow-on Community Empowerment Program.

### **C. Administrative Arrangements**

21. The consultants will be fielded in Dili, East Timor, commencing in early February 2000. Essential training and administrative preparations may be required before the formal commencement. Such preparations will be supervised by the ADB-appointed project coordinator. The consultants will work closely with UNTAET whose proposed administrative structure envisages 13 UN-appointed district administrators. The district administrators will function under the direction of the deputy special representative for administration. The proposed follow-on Community Empowerment Program will be attached to the latter office. The consultants will establish a project management unit, which will work under the strategic direction of a coordinating committee established for the project. Close collaboration will also be maintained with coordinating committees established at the district and subdistrict levels. A joint ADB/World Bank working group has been formed to supervise and coordinate arrangements.