

### 付録資料 3 : 補論－東ティモール政府のマネジメント能力

Management capacity and institutional strengthening have been ongoing issues since the independence of Timor-Leste. Prior to that time, the civil service in Timor-Leste employed approximately 28,000 people, most of whom were Indonesian. After independence many of the Indonesians left and new institutions had to be established. Both bilateral and multilateral donors as well as Timor-Leste government officials recognize the importance of strengthening staff in all ministries, especially the Ministry of Planning and Finance (MoPF).

#### **a. Donor Perspective**

Capacity building is directly linked to the TSP program. Managing the budget under TSP is in itself a type of on-the-job-training, capacity-building mechanism. Using this method, it is hoped that Timorese will eventually learn to manage their own governmental affairs. Accordingly, capacity building is an inherent objective of the TSP and its provision has been a critical element to the smooth functioning of the program.

Currently, 58 critical GOTL posts are filled with UNMISSET II expatriate advisers. These are allocated to the MoPF (19), MoJ (15), other ministries (16), and other GOTL offices (8). An additional 102 positions were identified for financing by donors through UNDP, but by end-July 2004, only 33 had been filled and recruitment was underway for an additional seven.<sup>14</sup> Both donors and the GOTL recognize that international staff carries out critical technical and line functions and that some of this staff may be needed for the medium to long term.

A further problem is the discrepancy between skill levels of advisers and local counterparts, or in some cases the lack of a local counterpart due to delays in recruitment. Standards and procedures may be higher than needed for jobs in certain ministries. If standards were lowered, skill levels could also be lowered which may facilitate training. Donors view the Portuguese and Tetum language requirements for advisers as an obstacle. It impedes drawing experts from the region and drives up costs.

The World Bank is keenly aware of the ongoing need to strengthen management and technical capabilities of Timorese staff. The TSP Review Mission in May 2004 designated capacity building in the MoPF and line agency financial management as a high-risk area. To address this issue the World Bank prepared a concept paper for a program to strengthen local personnel skills. Training would be directed at both the MoPF and line ministries and focus on: 1) the ability to link budget allocation decisions to spending priorities; 2) the ability to carry out efficient and accountable budget execution; 3) strengthening skills in macro-economic forecasting which would facilitate predicting and managing oil and gas revenues. Training would be implemented using on-the-job international advisers and local facilities in Timor-Leste to minimize the time that key staff members are away from their jobs. It would be directed towards ten offices in the MoPF and other ministries targeted in the NDP. In some offices language training will be a priority. A proposal is to fund this program with a multi-donor trust fund for capacity building.

TSP Review Missions recognize that developing a personnel management system is also critical to improving skills of government staff. This would include a central registry of personnel, position descriptions and standards, a performance evaluation system and salary levels within each of the seven grades delineated for civil service personnel. This has been included in the TSP Action Matrix. When

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<sup>14</sup> United Nations Security Council, "Progress Report of the Secretary-General on the UNMISSET," S/2004/669, New York, 13 August 2004.

this system is functioning, it will be easier to match skills with job requirements and, fill positions with competent people.

**b. Host Government Perspective**

The GOTL also recognizes that a critical component of effective government is personnel with competent management and technical skills. The GOTL would like the TSP to finance more projects and to strengthen Timorese capabilities in project design and management. They would like to have experts available in this process to offer advice when requested, but they want personnel to learn by doing as opposed to watching others do the work.

Expatriate technical advisers currently have key roles in the GOTL in the MoPF as well as line ministries and often have dual roles: carrying out government functions and training their Timor-Leste counterparts. In some offices where local staff has little on-the-job tenure, advisers are critical to operations and ministers rely extensively on them. In worst-case scenarios advisers have sufficient power to determine the course for specific offices. The Prime Minister recognizes this and has been critical of international advisers who make themselves indispensable rather than transferring skills to Timorese.

Foreign advisers are frequently paired with local counterparts to facilitate and encourage on-the-job training. The GOTL and donors collaboratively identify positions for foreign advisers and work together to develop terms-of-reference. Some advisers have been more effective than others and well developed, specific terms-of-reference can contribute to their effectiveness.

Other modes of training may take place in local facilities or off-shore. For example, personnel may be sent to the National Academy of Civil Service or trained at the Ministry of State Administration. Bilateral donors also provide training. The Japanese JICA sent GOTL staff to Malaysia for courses as well as to Japan.

Language is an issue with respect to training. The GOTL prefers advisers who speak Portuguese or Tetum, but English has become a working language. However, most Timorese who were educated after 1977 speak Bahasa Indonesian rather than Portuguese. Some ministries take a practical approach to this problem. For example, the Ministry of Health recognizes that there may be a compromise between GOTL preferred languages and the need to efficiently impart knowledge. Accordingly, they may hire experts who speak English, and they offer English language courses for counterparts working with these experts. The Japanese found that when Timorese were trained in Malaysian (which is similar to Bahasa Indonesian) questions were more forthcoming than when the training was in English.

Government leaders would like their staff to have the capacity to develop and run a much larger capital investment program. They would like all donor activities to include a training component aimed at training staff in both the MoPF and in line-ministries. The government believes that once its staff learns how to design and manage projects, they can then progress into sector investment programs. Bilateral assistance provides TA, but often donors are more interested in completing their projects than in teaching Timor-Leste. Donors are apt to send technical specialists who design a project and implement it, but without significant impact on the Timor-Leste. The GOTL desires effective TA in which skills are transferred to Timor-Leste.