Outcome Evaluation of Programmes of Democratic Governance

Democratic Governance Programmes of UNDP Timor Leste

FINAL REPORT

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ACRONYNMS

AC&DC	Anti-Corruption and Decentralisation
ADR	Assistance Development Report
AJCs	Access to Justice Clinics
AMP	Parliamentary Majority Alliance
CNE	Commissao Nacional Eleitoral
CNRT	Congress for Timorese Reconstruction
CPAP	Country Programme Action Plan
CSOs	Civil Society Organisations
DAC	Development Assistance Criteria
EMB	Election Management Body
GBV	Gender Based Violence
JSP	Justice System Project
LEARN	Leveraging Electoral Assistance for Regionalised Nation Building
LTTC	Legal Training Centre
PNTL	Policia Nacional de Timor-Leste
M & E	Monitoring and Evaluation
MEL	Monitoring and Evaluation and learning
MDN	National Development Movement
MSD	Social Democratic Movement
SBAA	Standard Basic Assistance Agreement
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNOTIL	United national Office in East Timor
UNTAET	The United Nations Transitional Administration in Timor-Leste
UNMISET	United Nations Mission of Support in East Timor
VE	Voter Education

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1. EXECUTIVE SUMMARY

CONTEXT: Timor-Leste has a population of approximately 1,212,107[1] with over 53 per cent of its population aged from 15-64. It is a parliamentary republic with 13 municipalities and 65 administrative posts. The parliament currently has 65 seats, 26 which are occupied by women, accounting for 40% of the parliament. The country is predominantly catholic and the two official languages are Tetum and Portuguese.

Timor-Leste has made significant strides in its development since ITS independence in 2002 and in 2017 Timor-Leste ranked 132 out of 192 countries in the Human Development Index and has a rate of 0.855 on the Gender Development Index.

While Timor-Leste still faces a number of key challenges to its human rights development, in terms of democracy, it is ranked "as the most democratic country in the Southeast Asia region, based on 65 indicators including among others, political participation, electoral processes and pluralism, political culture and civil liberties, and the functioning of government.

While the country has undergone a number of setbacks, especially in the crisis of 2006-2007, Timor-Leste is heralded as best practice in terms of its development. The country in 2002 saw almost no working institutions and it is now on a transitional path to development. So much so, Timor-Leste lead the G7+ - a voluntary organization of post-conflict and fragile countries that seeks to promote country-owned and country-led development.

The United Nations has always played an important role in the development of Timor-Leste. At independence, in May 2002, UNDP signed a Standard Basic Assistance Agreement (SBAA) with UNDP, which provides an outline of UNDP's mandate as well as providing an on-going legal basis for UNDP's operations in the country.

There have been a number of Country Action Plan's since then, and the current Country Action Plan covers 2015-2019 (with an extension of one year to 2020). It aims to build the "foundations for lasting peace, resilience to climate induced natural disaster and poverty reduction."

The UNDAF currently in force focuses solely on sustainable development and is divided into four sectors with the fourth one being dedicated to Governance and Institutional Development.

UNDP Timor-Leste governance programme ensures that UNDP's projects are aligned under the Country Programme Documents (CPD) outcomes and that they do provide specialised knowledge in the areas of justice, institutional capacity building and anti-corruption. It is also of note, that the implementation of projects under the UNDAF outcomes are in alignment with the relevant social, cultural and traditional contexts of Timor-Leste.

The governance portfolio currently has six on-going projects, two of which only commenced activities in 2018. These include the Supporting Effective Service Delivery and Decentralised Public Administration (AC&D), Leveraging Electoral Assistance for Regionalised Nation Building (LEARN), the Justice System Programme (JSP), UNDP Capacity Building Support to Policia Nacional da Timor Leste (PNTL), Support for the Institutional Development of the Authority of the Ie-Cusse Special Administrative Region and Special Economic Zones for Social Market Economy (ZEESM), and the Infrastructure Development Support Project (IDSP).

SCOPE OF THE EVALUATION: The overall purpose of this outcome evaluation is to assess five of the Development Assistance Criteria (DAC), namely, relevance, effectiveness, efficiency, impact and sustainability of the projects implemented within the UNDP Governance programme.

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[1] TLPHC 2010

The report herewith also takes into consideration the impact of these programmes on cross cutting issues identified in the Country Programme Action Plan (CPAP) such as Gender Equality, Youth and Decentralisation. The evaluation covers the period from 2015-2019.

The overall purpose of the outcome evaluation is to:
- Provide substantive direction to the formulation of programme and project strategies;
- Support greater UNDP accountability to national stakeholders and partners in Timor-Leste.
- Serve as means of quality assurance for UNDP interventions at the country level and contribute to learning at corporate, regional and country levels.

This evaluation used a number of different tools to collect data. A mixed method approach was applied and both quantitative as well as qualitative information was collected. In order to draw conclusions, evidence was constructed via a triangulation analysis. Themes or patterns were examined to determine if they emanated from multiple stakeholder levels and multiple stakeholder categories. Observations or comments that only emanated from a single source or a single category of stakeholder were given less conceptual weight during the building of the analysis. Findings highlighted in the report are those emerging from multiple actors and across multiple levels with different types of stakeholders.

FINDINGS

RELEVANCE: UNDP and the United Nations as well as other partners have played an important role in the establishment and strengthening of many of the governance institutions, which prior to 2002 were practically non-existent. UNDP has been key in affording support to the electoral management bodies, the judiciary, police and a number of other institutions which strive to represent the government and the

population of Timor-Leste. The majority of the projects under the governance portfolio are designed to improve and support effectiveness and efficiency of the government institutions. The issues of transparency, equitability, inclusiveness, consensus oriented and accountability are just as important, but some of the projects´ designs do not focus on these particular characteristics as strongly as effectiveness and efficiency. Notwithstanding, ZEEMs and the Decentralization project do concentrate their main focus on "inclusiveness and consensus as well as data based decision making" at municipal level. Furthermore, the anti-corruption project is set up to create a National Anti-Corruption Strategy that will address transparency and accountability of all laws in the country and therefore places particular emphasis on transparency and accountability.

To this end, when we take the projects under the programme, the evaluation can conclude that they are indeed **very relevant.** The projects were found to be in line with national priorities, and <u>ownership of the results are very strong</u>, especially amongst the projects which are co-funded by the Timorese government. While both the UNDAF and the CPAP are indeed in line with the National Strategic Plan and can be aligned to SDG 16, the design of the projects do not always address all the issues underlined in the CPAP and to an even lesser extent in the UNDAF. In order to promote synergies amongst the projects, monthly governance meetings take place. The project managers and/or Chief Technical Advisors are invited. The projects find this a "good internal coordination and communication mechanism" as they enable the project managers "to learn from other projects experiences; understand the actions that the other projects are conducting and avoid possible duplication." As a result, for example the JSP project has cooperated with the LEARN project on conducting electoral justice workshops for judges during the 2017 electoral process and this year (2018) the two projects are co-sharing a Videographer to produce

communication materials for both projects. Furthermore, in addition, there are also monthly project meetings for each of the projects as well as monitoring and evaluation meetings in order to ensure that targets are being monitored. In line with the office and indeed the programmes commitment to gender mainstreaming, the governance unit has just established a group meeting which takes place bimonthly.

EFFECTIVENESS: As reiterated above, two of the projects only commenced this year, and it is therefore difficult to gauge whether the intended impacts of the individual projects have been achieved or are expected to be achieved, although mention will be made to these two projects under sections 6.2.2. and 6.2.4 in the main text of the report.

The other four projects commenced in 2014 (JSP), 2015 (ZESSM) and 2016 (LEARN[2] and PNTL). The police, justice sector and Election Management bodies were all supported in previous UNDP projects prior to the period under evaluation, therefore to some degree the desired impact builds upon the support formerly given to each of these respective institutions.

If we are to examine the effectiveness of each individual project, the degree in which they are currently achieving the project outcomes vary according to the project. This is some cases has had a knock-on effect on whether the CPAP results have been achieved as well. The majority of the projects have been designed after the coming into effect of the CPD, nonetheless, many aspects of the projects do not address the issues outlined in the overall outcome and/or expected results. It is acknowledged that in some instances, the targets and desired outcomes outlined in the CPD are perhaps too ambitious. Furthermore, there are only a small number of partners who are invested in promoting good governance in Timor-Leste, and therefore the onus is on

UNDP to execute a well-rounded project which can impact on a number of issues in order to achieve the desired results. This, of course, makes the probability of all of the targets being achieved as quite low, as the budget presently allocated to good governance is very small, so only small gains can be made in some of the cases, and these do not necessarily reflect the overall outcomes enshrined in the CPAP.

As has been reiterated under relevance, the sense of ownership is strong, and many of the beneficiaries consider that the projects do fulfil their needs as an institution. While the sentiment of ownership is not doubted, the ability for such focussed projects to sufficiently cover all the needs that are required to achieve the prescribed outcomes outlined in the CPAP is somewhat unrealistic. While, as this evaluation will demonstrate, the majority of the projects have either achieved or are on track to achieve a great majority of the established indicators at project level, many of the projects 'designs do not incorporate and address all the issues outlined under the CPAP. It is acknowledged that UNDP is just one partner and synergies between other UN agencies and other partners should be sought; nevertheless, in reality UNDP has the biggest commitment to democratic governance as compared to other UN agencies, therefore budgetary constraints as well as weak technical know-how on the part of the counterparts lessens the impact on the CPD goals set out as well. To this end, the evaluation concludes that effectiveness is **moderately satisfactory**.

EFFICIENCY: The evaluation was able to take a snapshot of all six projects in order to ascertain whether there was an efficient use of resources. The country office has suffered an important reduction in funds generally, and funds supporting the governance unit, have steadily decreased over the last six years. Whereas, governance used to

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[2] The ProDoc of LEARN was signed and approved in June 2015, however funds were not received until 2016, and implementation did not begin until the last quarter of 2016.

represent the healthiest budget amongst the sectors, in 2018, the governance budget was only $1.39M (which accounts for 14 per cent of the overall budget). To this end, the ability for such focussed and isolated projects to have an important contribution to the outcomes is very ambitious. Nonetheless, given the small amounts of monies involved in each project, the overall efficiency is rated as **satisfactory.**

DEGREE OF CHANGE: When examining the degree of change that has been created as a result of the projects´ intervention, in some instances, it is difficult to ascertain the real impact on the institutions and whether they are more responsive, inclusive and accountable. One of the key reasons for this, is that the present M & E system looks at outputs and not necessarily at the results and the change that occurs from the intervention and does not use a theory of change approach, whose use in project design and M & E frameworks is only now galvanising momentum. Notwithstanding, there have been some key changes which have contributed to strengthening the individuals and to some extent the institutions capacity and the programme is definitely on the right footing, although a more comprehensive inclusive strategy needs to be adopted. In order to bring about change, provision of training is not enough. The "buy in" of both the institution and the individuals is paramount. The UN Women training Centre for example, defines training for gender equality as a "transformative process that aims to provide knowledge, techniques, and tools to develop skills and changes in attitudes and behaviours.[3] The same should apply for any type of capacity building programme and an intervention aimed at strengthening a particular area and/or sector. The aforementioned framework reflects the existing KDA systems. That is their Knowledge (K) of social change; their Desire (D) or motivation to see

this through and their Abilities (A) (of articulation, reflection, communication) to make the change occur.[4]

This approach is essential to ensure that real change is affected. To this end, even if certain institutions are achieving the targets established under the individual projects, the change is still very difficult to discern. Furthermore, the original designs are too fragmented and take on an isolationist approach and do not interconnect. As a result, individual, focused projects will inevitably not create the wave and level of change that is needed to deem the outcomes achieved. As a result, the evaluation concludes that at present the degree of change is **moderately satisfactory**.

SUSTAINABILITY: The evaluation reveals that there have been some important results due to the interventions carried out, however as aforementioned whether they have created the desired change is difficult to ascertain without a more robust monitoring and evaluation system and individual evaluations of each project. Nonetheless, there is no doubt that in terms of effectiveness, many of the projects have improved and strengthened on the individual capacities and to some extent the institutions. The overall impact on the community and at the political level is somewhat more challenging and as reflected upon in this report, requires a more comprehensive strategy which adopts a human rights approach to development and is supported by more collaboration and cooperation with the other UN agencies especially, but also other development partners. In addition, the use of civil society to reach out to the grass roots and to influence and permeate at a number of levels is paramount. To this end, a comprehensive collaboration as well as cooperation and communication strategy is needed and therefore the evaluation at this

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[3] [3] Ferguson, L. (forthcoming) Training for Gender Equality: Towards a Theory of Change. Santo Domingo: UN Women Training Centre.
[4] Lesthaeghe, R. and Vanderhoeft, C. (2001) "Ready, Willing and Able -- A Conceptualization of transitions to New

Behavioral Forms." in US National Research Council: Diffusion Processes and Fertility Transition, Washington D.C.: National Academies Press, p. 240-264.

time deems that sustainability is **moderately likely.**

CONCLUSIONS:

Conclusion 1: Each of the six projects are very relevant to both the UNDAF outcome and the CPAP outcome and align with national priorities.

Conclusion 2: The projects fulfil the needs of the beneficiaries and are demand driven rather than supply driven.

Conclusion 3: National ownership of the projects and the results are very strong, this is especially pertinent for projects which are co-funded by the government.

Conclusion 4: The projects have been effective to varying degrees. If we look towards the individual projects, a number of them have already reached their designated targets and are on track to fulfilling the outcome goals set by the individual projects. Nonetheless, the current political crisis has impacted on all projects in a number of different ways, resulting in some of the activities being delayed and in some cases implementation being almost halted.

Conclusion 5: The design of the projects render it almost impossible for the governance outcomes to be achieved at the level of UNDAF and CPAP. This is due to a poor integral strategy which crosses over all six projects as well as the lack of a theory of change approach to designing the projects under evaluation.

Conclusion 6: The lack of a robust and comprehensive programme M & E framework and the fact that the majority of the projects have not been evaluated during the period under assessment has made it very difficult to assess with accuracy the successes of the individual projects to achieve the governance outcomes.

Conclusion 7: The lack of SMART indicators and relevant targets means that the projects are unable to demonstrate the potential change that could be attributed to the individual projects.

Conclusion 8: There is no integral comprehensive strategy to achieve the outcome goals and projects tend to be isolationist and designed to work towards outputs rather than outcomes.

Conclusion 9: UNDP is seen as a reliable and transparent partner and its support to government institutions is deemed to add value by the institutions and counterparts.

Conclusion 10: UNDP and the country office in particular have experienced a lull in funds especially for governance. This trend is slightly different at the regional level whereby funds for governance are increasing. At the world level, governance is seen as the second most important portfolio of UNDP.

Conclusion 11: Projects are considered to be efficient, especially given the access to such a restricted amount of funds

Conclusion 12: Programme management is seen as efficient, however a mixed approach of having experienced persons at the head of the project, combined with a heavy Timorese component and specific areas covered by UNVs seems to be ideal. Individual consultants can be called for specific needs when they arise.

Conclusion 13: M & E framework needs to be more robust. To this end, it is essential that an internal review takes place of the current framework in order to ascertain its relevance and effectiveness to track progress of the outcomes and not just the outputs.

Conclusion 14: The projects which were delayed in activities due to the political situation, should be extended in order to ensure that they are able to complete the activities in the timespan allotted.

Conclusion 15: Capacity building is deemed as having an impact on individuals, however

service delivery has been prioritised over institution building.

Conclusion 16: Institution building needs the buy-in of all key actors, and although systems have been developed, a number of these systems have not been integrated into the daily work of the institutions.

Conclusion 17: There tends to be over reliance on UNDP and its projects, and while appreciated, more strategic approaches towards medium and long-term transfer of knowledge is needed in order to improve impact and eventual sustainability of the results achieved.

Conclusion 18: While gender was included in some of the prodocs, there does not exist a comprehensive and inclusive strategy to ensure that the project incorporates gender at all levels of the project. Isolated activities with specific focus are important, however projects should have gender and human rights at the core of their strategy.

Conclusion 19: While conscious efforts were afforded to ensure the inclusion of women and gender aspects in the projects to a certain extent. Youth and children were not captured in the same light. This is especially important considering that over half of Timorese population is under the age of 25.

2.   INTRODUCTION

Timor-Leste has a population of approximately 1,212,107[5] with over 53 per cent of its population aged from 15-64. It is a parliamentary republic with 13 municipalities and 65 administrative posts. The parliament currently has 65 seats, 26 which are occupied by women, accounting for 40% of the parliament. The country is predominantly catholic and the two official languages are Tetum and Portuguese.

Timor-Leste has made significant strides in its development since independence in 2002. It is party to the majority of the key universal human rights instruments and although sometimes late, has delivered reports to the Committees on the Convention on Elimination of Discrimination Against Women, Convention on the Rights of the Child and Universal Periodic Review. In terms of development, in 2017 Timor-Leste rated 132 out of 192 countries and has a rate of 0.855 on the Gender Development Index.

Progress on the millennium development goals and the sustainable development goals has been important, and Timor-Leste has made considerable progress in terms of women´s health. In 2010, for example 30 per cent of deliveries were attended by a skilled birth attendant, in 2016 according to the Demographic and Health Survey, this has risen to 57 per cent. In 2005, maternal mortality ratio was one of the highest in the world with 506 maternal deaths per 100,000 live births and as of 2015, it stands at 215.

In 2010, poor maternal health was exacerbated by the high fertility rates, whereby the average woman had nine babies which was influenced by inadequate birth spacing, early marriage and onset of childbearing and low contraceptive use. This was further worsened by access to poor health services and conservative and culture beliefs which did not promote modern family planning. In the last five years, important inroads have been made, and the country has made outstanding improvements which have resulted in more women getting access to key health services. Notwithstanding women and girls continue to be subject to gender based violence, despite the 2010 Law on the Elimination of Violence against Women. Despite these violent acts being public crimes, the attrition rates are still quite low due to a poorly funded justice system and conservative cultural biases with regards to domestic violence.

UNDP has provided support to various institutions under the governance sector, these include the police, the justice sector and the election management bodies. A project on anti-corruption also existed. Nevertheless, despite UNDPs support to these institutions, they are still low in capacity and know-how and technical assistance and support is very much needed. The type of support is very dependent on the type of institution.

While Timor-Leste still faces a number of key challenges to its human rights development, in terms of democracy, it is ranked "as the most democratic country in the Southeast Asia region, based on 65 indicators including among others, political participation, electoral processes and pluralism, political culture and civil liberties, and the functioning of government.

The Economist Intelligence Unit's Democracy Index 2017 also ranked Timor-Leste as the most democratic country in the Southeast Asia region, based on 65 indicators including, among others, political participation, electoral process and pluralism, political culture and civil liberties, and the functioning of government. Particularly high indicators including that of electoral process and pluralism. This reflects the fair and free elections, universal suffrage, and freedom of voters that are guaranteed by the constitution.

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[5] TLPHC 2010

Furthermore, while under the Freedom Houses Freedom in the world index in 2017 Timor-Leste was considered "partly free", this rating was upgraded in 2018 to "free" reflecting its commitment to political rights and civil liberties.

Furthermore, while the country has undergone a number of setbacks, especially in the crisis of 2006-2007, Timor-Leste is heralded as best practice in terms of its development. The country in 2002 saw almost no working institutions and it is now on a transitional path to development. So much so, Timor-Leste lead the G7+ - a voluntary organization of post-conflict and fragile countries that seeks to promote country-owned and country-led development.

3. BACKGROUND
The United Nations in Timor-Leste

The United Nations has always played an important role in the development of Timor-Leste. The United Nations accompanied the Timorese during the national "consultation" which took place on 30th August 1999 and resulted in the Timorese population voting overwhelmingly to become an independent nation, whereby nearly 80 per cent of the population voted in favour of secession. Subsequent to the referendum vote, a United Nations Mission was established (The United Nations Transitional Administration in Timor-Leste (UNTAET)). It commenced its work on 25 October 1999, and had as its key mandate "to administer the territory, exercise legislative and executive authority during the transitional period and support capacity building for self-government". On 20 May 2002, Timor-Leste officially *restored* its independence and in September 2002 became the 191st country to join the United Nations. UNTAET was consequentially succeeded by the United Nations Mission of Support in East Timor (UNMISET) which provided assistance to core administrative structures critical to the viability and political stability of Timor-Leste. UMISET was succeeded by a political mission entitled the "United national Office in East Timor

(UNOTIL), which supported the development of critical state institutions, the police and provided training in the observance of democratic governance and human rights.

Amid the political crisis of 2006, UNMIT was established in August 2006 and its objectives were "to support the Government in consolidating stability, enhancing a culture of democratic governance, and facilitating political dialogue among Timorese stakeholders, in their efforts to bring about a process of national reconciliation and to foster social cohesion. Its mandate was extended to February 2012 and UNMIT and ISF troops left the country at the end of 2012. Various UN agencies remain, including United Nations Development Programme which continues to support the "Timorese people move from post-conflict recovery towards sustainable development and currently focusses on supporting the building of strong and capable public institutions, inclusive and effective democratic governance and environmental management."

At independence, in May 2002, UNDP signed a Standard Basic Assistance Agreement (SBAA) with UNDP, which provides an outline of UNDP´s mandate as well as providing an on-going legal basis for UNDP´s operations in the country.

There have been a number of Country Action Plan´s since then, and the current Country Action Plan covers 2015-2019 (with an extension of one year to 2020). It aims to build the "foundations for lasting peace, resilience to climate induced natural disaster and poverty reduction."

The UNDAF currently in force focuses solely on sustainable development without the presence of a UN peacekeeping of political mission. This is a shift in approach subsequent to the departure of UNMIT in 2012, allowing the focus to a longer-term deployment centred around inclusiveness and sustainable development along the

priority areas of the Government of Timor-Leste.

The UNDAF is divided into four sectors: - (1). Social Capital (2) Infrastructure Development (3) Economic Development and (4) Governance and Institutional Development. The established structure aligns itself with Timor-Leste Strategic Development Plan 2011-2030 and promotes national ownership and alignment of UN activities with the national priorities. Under these four sectors, four outcomes and seventeen sub-outcomes have been derived. The governance sector has one outcome and four strategic objectives. (See annex xx for a reference to the key UN documents referring to Governance).

The UNDAF foresaw the importance of ensuring strengthened institutions, and processes especially those that respond to human rights and good governance; legal and regulatory frameworks; and of skilled and trained human resources, including among civil society. In order to this, the United Nations will build partnerships in existing governance structures that can help to clarify roles and responsibilities for more effective and transparent service delivery. To this end, it was stated that focus would concentrate on strengthening institutional attitudes and behaviours towards democratic values and principles as well as skills building. Other priority areas would be to ensure effective decision making, especially strengthening women, disadvantaged groups and also youth.

The CPAP, whose overall outcome is to ensure that by 2019, state institutions are more responsive, inclusive, and decentralized for improved service delivery and realisation of rights, particularly of the most excluded groups, has been slow to react. As this report will demonstrate, only one of the three indicators is achieved, the other two are either partially achieved or the indicator is not yet available.
According to the CPAP the project will engage more with civil society and the current programmes will look into providing

opportunities for CSOs to engage with state institutions in oversight functions. The CPAP will also facilitate and encourage partnerships with UNICEF and IN Women "by strengthening and scaling up preparatory planning, implementation and accountability systems for improving access, quality and equity in local service delivery. UNDP will also ensure south-south cooperation at all levels to incorporate relevant lessons in implementing the decentralisation process and the promotion of participatory approaches for citizens engagement and accountability.

4.   OVERVIEW OF THE PROJECTS

Name of Project	Timeline	Overall Budget
1. Supporting Effective Service Delivery and Decentralised Public Administration (AC&D)	2018-2019	USD2,000,000.00
Leveraging Electoral Assistance - LEARN	2016-2019	USD5,664,495.24
The Justice System Programme (JSP)	2014-2018	USD5,648,061.00
UNDP Capacity Building Support to Policia Nacional da Timor-Leste	2013-2018	USD4,848,4899.00
Support for the Institutional Development of the Authority of the Oe-Cusse Special Administration Region and Special Economic Zones for Social Market Economy (ZEESM)	2015-2018	USD4,200,000.00
The Infrastructure Development Support Project (IDSP)	2018-2019	USD138,379.00

Table 1: Overview of the project timelines and budgets under the Governance Portfolio.

UNDP Timor-Leste governance programme ensures that UNDP's projects are aligned under the Country Programme Documents (CPD) outcomes and that they do provide specialised knowledge in the areas of justice, institutional capacity building and anti-

corruption. It is also of note, that the implementation of projects under the UNDAF outcomes are in alignment with the relevant social, cultural and traditional contexts of Timor-Leste.

The six programmes are as follows:

Supporting Effective Service Delivery and Decentralised Public Administration (AC&D)

Key Partners: Anti Corruption Commission
Ministry of State Administration.
(Funded by the Korean International Cooperation Agency (KOICA)

Leveraging Electoral Assistance for Regionalised Nation Building (LEARN)

Key Partners : National Commission for Elections (CNE)
Technical Secretariat for Electoral Adminsistration (STAE)
(Funded by Government of Republic of Korea, Government of Japan and the Korea International Cooperation Agency (KOICA)

The Justice System Programme (JSP)

Key Partners: The Ministry of Justice
The Court of Appeal
The Office of the Prosecutor General
The Public Defenders Office
(funded by the government of Japan and the Government of Republic of Korea)

UNDP Capacity Building Support to Policia National da Timor Leste (PNTL)

Key Partners: Timor Leste National Police
(funded by Australian Federal Police, The Government of Japan and the Government of the United States of America.

Support for the Institutional Development of the Authority of the Oe-Cusse Special Administrative Region and Special Economic zones for Social Market Economy (ZEESM)

Key Partners: Special Administrative Region (SAR) of Oe-Cusse.
(funded by Government of Timor-Leste)

The Infrastructure Development Support Project (IDSP)

Key Partners: Major Project Secretariat, the Infrastructure Fund.
(Funded by Government of Timor-Leste).

5.   CURRENT POLITICAL CONTEXT

Since the departure of the UN Mission in 2012, Timor-Leste has experienced a period of relative calm. As illustrated above, much progress has been made in the realm of human rights and attainment of the sustainable development goals seem to be on track. Nonetheless, while peace was sustained, a number of key incidents did have an important impact on the projects under the governance portfolio.

Perhaps one of the most important of these, was the decision to dismiss all international judicial personnel from Timor-Leste in 2014. Two resolutions were released, one on the 24th October[6] which called for an audit of the courts and the
immediate contract termination of all international judicial personnel and advisors working in the justice sector. A second resolution [7]was issued on 31st October, whereby the Government singled out eight international staff, five judges, two prosecutors and one advisor – and ordered them to leave the country within 48 hours. These resolutions directly impacted on the JSP project and as result the project was downsized and took on a more focussed approach as much of the international community no longer put their trust in the judiciary sector and funds as a result fizzled out.

While Timor-Leste has been considered free by the Freedom House and has been a success story with regards to its transition to democracy, recent years have witnessed a political impasse subsequent to the 2017 parliamentary elections. The 2017 Elections were deemed to "well administered, transparent and inclusive elections in a peaceful environment" whereby the two biggest parties took the majority of the seats. The two parties, Fretilin and CNRT had shared power informally since 2015 when

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[6] Parliamentary Resolution No 11/2014

[7] Government resolutions No 29/2014 and 32/2014

CRNT´s independent leader Xanana Gusmao stepped down and chose a Fretlilin minister as the successor. In the parliamentary elections Fretilin won with 29.6 per cent of the vote and CNRT with 29.4 per cent, which meant that each party had 23 and 22 seats respectively. It was thought that the two parties would continue their government of national unity, however this was short lived when shortly after the parliamentary elections, the CNRT announced that it would not join forces with Fretilin.

To avoid further conflict, and after a political stalemate in the parliament whereby it refused to hold parliamentary sessions in most of November and December of 2017, new elections were called for which took place in March 2018. Various coalitions had formed subsequent to the 2017 elections which meant that in the end Parliamentary Majority Alliance (AMP) as the most voted coalition/political party representing 34 seats (Fretilin 23, Partido Democratico (PD) 5 and Democratic Development Front (FDD) were declared the winners. In a tit for tat stand down between the President and the Prime Minister, whereby originally eleven persons who were nominated for ministerial and vice-ministerial posts are apparently under investigation for corruption. Nine persons remain on the list and at the writing of this report, had not yet taken up their posts.

The holding of new elections and the political stalemate has therefore impacted on the overall deliverables of the projects under the portfolio and has meant that one project has yet to officially start its activities.

6. PURPOSE AND SCOPE OF THE EVALUATION

The overall purpose of this outcome evaluation is to assess five of the Development Assistance Criteria (DAC), namely, relevance, effectiveness, efficiency, impact and sustainability of the projects implemented within the UNDP Governance programme. The report herewith also takes into consideration the impact of these programmes on cross cutting issues identified in the Country Programme Action Plan (CPAP) such as Gender Equality, Youth and Decentralisation. The evaluation covers the period from 2015-2019.

The overall purpose of the outcome evaluation is to:
• Provide substantive direction to the formulation of programme and project strategies;
• Support greater UNDP accountability to national stakeholders and partners in Timor-Leste.
• Serve as means of quality assurance for UNDP interventions at the country level and contribute to learning at corporate, regional and country levels.

SCOPE OF THE EVALUATION

The objective of the evaluation is three-fold. First, as with other standard evaluations, it serves accountability purposes. The evaluation records progress to date and highlights any barriers for the implementation of the projects as well as the impact of the management policy. Second, the evaluation has a learning dimension, as the process provides a framework for reflection and self-assessment at organisational level (both at country office and project level) as well as at the level of individuals. Third, the findings from the evaluation could be used to inform future programming and will serve as a learning tool for UNDP and will provide strategic direction and inputs to adequately prepare the United Nations Development Assistance Framework (UNDAF) and the UNDP Country Programme after 2020.

Overall the evaluation seeks to:
• Review the UNDP Timor-Leste Governance Programme with a view to understanding its relevance and contribution to national priorities and for stock taking and lesson learning, and recommending corrections that may be required for enhancing effectiveness of UNDP´s development assistance;
• Review the status of the outcome and the key factors that have affected (both

positively and negatively, contributing and constraining) the outcome;

- Assess the extent to which UNDP outputs and implementation arrangements have been effective in building capacities of key institutions which implement government schemes and policies (the nature and extent of the contribution of key partners and the role and effectiveness of partnership strategies in the outcome);

- Review and assess the Programmes partnership with the government bodies, civil society and private sector[8] and international organizations in Programme;

- Review links/joint activities with other UNDP Programmes and UN agencies and how these have contributed to the achievement of the outcome;

- Provide recommendations for future Country Programme regarding ways in which the UNDP resources can most strategically impact change in capacities of key institutions of the country so that the delivery mechanisms of the Government are better designed, suit their purpose, and that governance systems put inclusion at the centre of Government efforts;

- Through this evaluation UNDP Timor-Leste seeks to understand and articulate the key contributions that the Governance programme has made in the programmes on democratic governance processes, a rigorous analysis of the areas of synergy between the various capacity development strategies adopted within the programme and with other practice areas of UNDP Timor-Leste and recommendations to strengthen UNDP's interventions in this critical area of engagement with the Government of Timor-Leste.

OVERALL APPROACH

The evaluation utilises a mix method approach of collecting data (both quantitative and qualitative) and consisted of three distinct phases.
1. Inception Phase
2. Field Phase

3. Synthesis Phase.

The approach has been specified through a number of evaluation questions[9] corresponding to the Development Assistance Criteria (DAC) using different methods of data collection for each individual question. These questions were agreed upon subsequent to the approval of the inception report. Data collection included an exhaustive desk review of documents provided by UNDP and from a number of other beneficiaries and stakeholders who kindly forwarded the evaluation, relevant material.[10] The evaluator then proceeded to design an evaluation matrix in line with the already established intervention logic (IL) for each project as well as the country programme overall .This evaluation matrix (see annex I) serves as one of the key references against which the evaluation reviews the overall status of the outcomes.

In order to answer the questions, the evaluator collected secondary data (from the data already available from the desk review) and during the semi-structured interviews has applied data collection tools to collect new information (primary data).

EVALUATION CRITERIA AND QUESTIONS

In line with the Terms of Reference (ToR), the evaluation has also mainstreamed cross cutting themes of gender equality, youth and decentralisation across the key evaluation questions, in order to ensure that these issues are captured at all levels of the evaluation. There are a total of nine key evaluation questions (sub questions are listed under annex II)

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[8] Due to time constraints, the evaluator did not seek interviews with the private sector, and therefore the report is unable to make substantiated recommendations on the programmes future collaboration with the private sector.

[9] Please see annex II for a full set of evaluation questions.
[10] See annex XIII for a full list of documents consulted during the evaluation.

Criteria	Evaluation Questions
Relevance	EQ1: Are the project and programme outcomes relevant to UNDP´s mandate, to national priorities and to beneficiaries ´needs? (Relevance to UNDP´s country programme)
Effectiveness	EQ2: Have the intended impacts been achieved or are they expected to be achieved? EQ3: Do different outcome definitions feed into each other and is there a synergy in between? EQ4: Is the outcome achieved or has progress been made to achieve it? EQ5: Has UNDP made significant contributions in terms of strategic outputs?
Efficiency	EQ6: To what extent do the outcomes derive from efficient use of resources? EQ7: To what extent has UNDP contributed to the outcomes versus that of its partners?
Degree of Change	EQ8: What are the positive or negative, intended or unintended changes brought about by UNDP´s intervention in these outcomes?
Sustainability	**EQ9:** Will benefits/activities continue after the programme cycle?

Table 2: Evaluation Questions

All evaluation questions include an assessment of the extent to which the programme design, implementation and monitoring have taken the following cross cutting issues into consideration:-
• Human Rights
• Gender Equality
• Capacity Development
• Institutional Strengthening
• Innovation or added value to national development
• South-South cooperation

7. FOCUS OF THE EVALUATION AND ITS APPROACH

The outcome evaluation adopted a mixed method approach and used a number of different tools[11] to carry out the research. This has ensured that information is cross

checked and is representative across all stakeholders.

DATA SOURCES

The outcome evaluation has used a variety of sources of information including the documentation provided by UNDP, other documents and contextual information or each of the projects and information provided by some of the beneficiaries and/or stakeholders. The information has been triangulated with the information emanating from the interviews with the beneficiaries and/or stakeholders as well as data from the different matrixes to record progress carried out by UNDP.

DATA COLLECTION

This evaluation used a number of different tools to collect data. A mixed method approach was applied and both quantitative as well as qualitative information was collected.

Desk Review: The evaluation examined all the documentation provided by UNDP, which includes but is not limited to Country Programme Document (CPD) of Timor Leste for 2015-2019, Country Programme Assistance Programme (CPAP) for Timor-Leste for 2015-2019, United Nations Development Assistance Framework (UNDAF) for Timor-Leste 2015-2019, Strategic plans, project evaluation reports, relevant project documents and annual progress/final reports and other documents and materials related to the outcome under evaluation. A number of other context documents have been used as well as the experience the evaluator has herself from working previously in the country.

Interviews with key stakeholders: A number of key interviews were held in Timor-Leste as well as a number of interviews by Skype. Despite the time constraints, the evaluation endeavoured to interview a wide range of persons as possible, including all relevant country office staff and project staff as well

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[11] Please see under 6.2 for a full list of tools.

as a number of staff allocated to some of the more larger projects. The evaluation also met with the majority of the development partners as well as other partners invested in democratic governance. The evaluation was also able to consult a number of the key UN agencies present in the country and a number of the main beneficiaries from some of the projects. Given the time constraints and allocation of priorities, as well as taking into account that the country evaluation[12] had just taken place, no field visits were undertaken. The evaluation met with all project managers and counterparts under the Governance programme.

Prior to formulating any question in relation to the evaluation, verbal permission was sought from each interlocutor, both individuals and institutions. To obtain consent, the consultant briefly explained the reasons and objectives of the evaluation, as well as the scope of the questions to be asked during the interview. Stakeholders had the right of refusal or to withdraw at any time. The evaluation ensured respondent privacy and confidentiality. The comments and discussions emanating from all interviews (both individual, institutional and group) have been aggregated in order to make the identification of a single person/entity impossible.

In order to ensure that the evaluation was as inclusive and participatory as possible, extra efforts were undertaken to ensure that a cross section of interviewees were invited to participate in the evaluation.

8.   DATA ANALYSIS

The results of the desk and data collection phase has ensured subsequent validation. Where the evaluator still found gaps, a number of emails and follow up calls were embarked upon in order to clarify the information needed. The final report also incorporates all the comments and suggestions made by UNDP in their first reading of the draft report. A

comprehensive analysis of statistics and data provided both by UNDP and in some instances by other stakeholders has also been undertaken. The information obtained in the desk and field phases has enabled the evaluator to come to the main findings, conclusions and recommendations.

As reiterated above, in order to draw conclusions, evidence was constructed via a triangulation analysis. Themes or patterns were examined to determine if they emanated from multiple stakeholder levels and multiple stakeholder categories. Observations or comments that only emanated from a single source or a single category of stakeholder were given less conceptual weight during the building of the analysis. Findings highlighted in the report are those emerging from multiple actors and across multiple levels with different types of stakeholders.

The overall analysis is presented by answering each individual evaluation question. The analysis required to convert the data collected into findings, called for a judgement in order to arrive at the said conclusions. The type of analysis used in this particular evaluation will be primarily that of the contribution analysis, which confirms or disconfirms the cause and effect assumptions on the chain of reasoning. These linkages between the analysis explain how the evaluator has drawn her conclusions by connecting data, findings together in order to answer each of the evaluation questions. Interview matrixes were separated into themed folders using a standard matrix for each type of interview. (Semi-structured key informant interview, focus group etc.). The matrix was structured to respond to the evaluation matrix categories and questions. The consultant reviewed the range of responses from stakeholders for each element in the matrix. A standard qualitative approach of an

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[12] At the time of finalising this report, the evaluator was unable to obtain the final conclusions from the country report, (the draft findings would only be presented in mid- November 2018) and therefore it is unknown if the two evaluations drew the same conclusions.

iterative analysis of emergent themes[13] was used.

Given the sensitivities and the confidentiality of some of the issues to be addressed and in order to allow interviewees to talk more openly, all interviews were conducted using the principle of non-attribution, i.e. specific statements are not linked to specific stakeholders. To this end, in order to capture the wealth of information collected during the evaluation, the report will include quotes but will not attribute these to any single entity or person.

Risks and Limitations

This evaluation assesses the six projects in relation to the UNDAF and CPAP. The evaluator has endeavoured to conduct a thorough assessment as possible of all six projects, however the fact that none of them have undergone a previous evaluation and the limited time that was spent with each project has inevitably impacted on the quality of the assessment.

Furthermore, it was practically evident from the outset that some of the indicators under the UNDAF and CPAP were not yet achieved and in some cases, were not necessarily relevant to the project or appropriate. (Please see annexes III to VII for the current status of the indicators for each individual project). This was not only influenced by the design of some of the projects, but also reflected that in some cases the projects were designed prior to the development of the UNDAF and CPAP and therefore rendered some of the indicators void.[14] Furthermore, while some of the indicators were indeed relevant (please see under effectiveness for more details) due to the political impasse, many of the projects 'activities have been stalled or halted and therefore progress to achieve the established targets has been slow, and two of the outputs (3.2. and 3.3) are not yet

achieved as the project(s) are only just commencing their activities. To this end, the evaluator has endeavoured to go through each project individually, considering the project's own indicators in line with those of the UNDAF and CPAP and has examined what were the main obstacles to achieving progress towards the overarching outcomes of the UNDAF and CPAP respectively.

9.   FINDINGS

RELEVANCE

> **Good Governance:** Good governance has eight major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. **UNESCAP Paper – What is Good Governance?**

UNDP and the United Nations as well as other partners have played an important role in the establishment and strengthening of many of the governance institutions, which prior to 2002 were practically non-existent. UNDP has been key in affording support to the electoral management bodies, the judiciary, police and a number of other institutions which strive to represent the government and the population of Timor-Leste. Upon examination of the aforementioned definition of what good governance is, we see that many of the projects under the governance portfolio are designed to improve and support effectiveness and efficiency of the government institutions. The issues of transparency, equitability, inclusiveness, consensus oriented and accountability are just as important, but the design of the majority of projects do not focus on these particular characteristics as strongly as effectiveness and efficiency. Notwithstanding, ZEEMs and the Decentralization project do concentrate their main focus on "inclusiveness and consensus as well as data based decision making" at municipal level. Furthermore,

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[13] Patton, Michael Quinn. 2010. Qualitative Research and Evaluation. Sage Publication. San Francisco, California.
[14] Notwithstanding, when projects are indeed designed subsequent to the drawing up of the indicators of UNDAF

and CPAP, projects should ensure that the projects are a reflection of the UNDAF and/or CPAP and efforts should be sought to ensure that the outcomes of the projects reflect the intended indicators.

the anti-corruption project is set up to create a National Anti-Corruption Strategy that will address transparency and accountability of all laws in the country and therefore places particular emphasis on transparency and accountability.

To this end, when we take the projects under the programme, the evaluation can conclude that they are indeed very relevant. As will be seen below, the projects themselves are in line with national priorities, and ownership of the results are very strong, especially amongst the projects which are co-funded by the Timorese government. While both the UNDAF and the CPAP are indeed in line with the National Strategic Plan and can be aligned to SDG 16, the design of the projects do not always address all the issues underlined in the CPAP and to an even lesser extent in the UNDAF. In order to promote synergies amongst the projects, monthly governance meetings take place. The project managers and/or Chief Technical Advisors are invited. The projects find this a "good internal coordination and communication mechanism" as they enable the project managers "to learn from other projects experiences; understand the actions that the other projects are conducting and avoid possible duplication." As a result, for example the JSP projct has cooperated with the LEARN project on conducting electoral justice workshops for judges during the 2017 electoral process and this year the two projects are co-sharing a Videographer to produce communication materials for both projects. Furthermore, in addition, there are also monthly project meetings for each of the projects as well as monitoring and evaluation meetings in order to ensure that targets are being monitored. In line with the office and indeed the programmes commitment to gender mainstreaming, the governance unit has just established a group meeting which takes place bimonthly.

While a number of the Project Documents cite the collaboration and cooperation with other UN agencies, in reality, cooperation with other UN agencies is somewhat diluted.

Monthly meetings, while deemed as highly useful, do not yet comprehensively address the possible synergies between the projects and therefore to a certain extent weakens the overall impact on the CPAP indicators. While cooperation between the projects has taken place, this is more part of individual efforts to collaborate rather than a strategy adopted by the country office to galvanise on the synergies between the individual projects. Projects are largely seen as separate rather than one portfolio which results in a weaker overall strategy and an impact which is in some cases only periphery.

9.1.1. Relevance of programme outcomes to UNDP´s mandate and national priorities.

UNDP´s Mandate:

The United Nations Development Assistance Framework (UNDAF) 2015-2019 outlines the "framework for a strong and fruitful partnership between the UN System and Timor-Leste". The UNDAF´s vision emanates from the Timor-Leste Strategic Development Plan 2011-2030 which aspires to "create a prosperous, strong and inclusive nation". The Governance Sector Strategic Development Goal outlines three major areas of support: - Public Sector Management, Good Governance, Justice and Security.

As was aforementioned in the context, there are six projects under the Governance Portfolio, all of which align themselves to differing degrees to the UNDAF. Outcomes, can of course, "be influenced by the full range of UNDP activities- projects, programmes, non-project activities and "soft" assistance within and outside of projects" as well as being potentially influenced by other activities conducted by other development partners working on similar areas. Notwithstanding, while the projects broadly address the UNDAF outcomes, the design of the projects do not necessarily lead to the required changes. (please see under effectiveness).

The size of the budget inevitably effects on the type of projects that can be executed and unfortunately although there are other agencies, especially UN agencies working on the same and/or similar issues, coordination with other UN agencies is somewhat diluted therefore resulting in some of the prescribed outcomes not being achieved. Furthermore, while the design or the scope of some of the projects under evaluation may not be able to fulfil the ambitions of the UNDAF, coordination between UNDP and CSOs are not as strong as they could be, which is deemed by some interlocutors as potentially weakening the possibility of the outcomes being completely realised and enabling the connection between government and the population.

A number of interlocutors emphasised the importance of the involvement of grassroots movements and considered that many of the projects only targeted the individuals in the institutions and did little to bring together the institutions to the people and vice versa. In addition, the downsizing of the offices, and the turnover of quality staff has left some of the projects weak from a monitoring and evaluation perspective as well as communications to improve visibility, understanding and external outreach of the projects. Finally, the weak commitment by the government, especially due to budgetary concerns and the limited national capacity and resources means that many of the results remain diluted due to the government's inability to take over where the projects have left off. To this end, service delivery is more prominent than institutional strengthening and capacity building. As a result, many of the benefits do not end up trickling down to the population at large.

As was reiterated in the ADR 2013 and the UNDP CPAP, it was confirmed "that UNDP support to Justice, Parliament, the Provedoria and other sectors was critical to the transition from conflict to development.

The ADR noted that Parliament[15] and justice, anti-corruption and human rights institutions continue to face capacity challenges, requiring UNDP to extend more advanced knowledge, skills and experience over the medium to long term". To this end, the continuation of the support of the Justice project has been relevant, although given the resolution in 2014, (see under context) the justice project was considerably downsized. Weak capacity as well as institutional weaknesses are present in all the institutions under support, although the extent of this weakness depends on the type of assistance afforded prior to the intervention and the overall commitment from the government from a budgetary perspective as well as a number of other factors.

Nonetheless, while under previous UNDAF´s it used to be common practice that the majority of UNDP projects were formally Dili centric and thus were far more exclusive than inclusive of the population, the current governance portfolio (2015-2019) recognises the need to "transition from a largely Dili-centred approach to one that systematically engages the districts where the gains of oil wealth have yet to trickle down." To this end, many of the benefits impact on the regions outside of Dili and therefore also have the potential to impact on the reduction of poverty and enable marginalised and vulnerable groups to access those benefits as well. The majority of the projects under the Governance Portfolio are committed to building capacity in the regions outside of Dili, which in turn can potentially impact on the population, most of whom are poor and have not been formally exposed to these institutions prior to these interventions.

The JSP project, for example, which since 2010 has supported the mobile courts in all 13 municipalities and since 2016 Suaia and Baucau have benefitted from the Access to Justice Clinics. Furthermore, the PNTL

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[15] Two parliament projects were funded under UNDP from … to 2015. There are current negotiations for a new project to commence under UNDP however nothing is officially decided yet.

project expands outside of Dili and is particularly active in Bacau and the national PNTL through all municipal commanders in all 13 municipalities. The Oe-Cusse project is Oe-Cusse centric and the AC & D project will implement the decentralisation component in Bobonaro and Baucau as pilots. The Elections Project although not having permanent presence in the country, expanded many of its activities all around the country and will of course be looking at the municipal elections in the upcoming cycle. Finally, the IDSP project although work is concentrated in Dili, the projects cover projects from all around the country and therefore have an indirect impact on the quality of governance in the places where works take place.

In theory, basing activities in the regions, encourages the institutions to be more inclusive and responsive, however UNDP should ensure that the projects yield the anticipated results. On the one hand, some of the results are not yet evident given that the AC & D project for example has been impacted by the political impasse and is only starting its activities now. Municipal elections are still take place. The projects should be cognisant that the potential impact will enable inclusiveness at an individual level, however it is yet unclear to what extent the projects will impact at the institutional level. This is particularly true with the JSP and PNTL projects as many of the products which are regionally based do not necessarily enjoy the full support and/or professional know how of the institutions and therefore risk losing vital capacity, should the projects end prior to transferring the knowledge and capacity to the institutions themselves. To this end, some of the gains and potential "buy in" of certain activities have not yet permeated fully and means that many of the activities are not yet ingrained in the institutional set up and are in danger of fizzling out once the project(s) end.

Beneficiary Needs:

Notwithstanding, while examining the UNDAF and the CPAP and noting the alignment of activities and projects within these two frameworks, the ownership by all of the projects was expressed as being particularly strong.

The key five principles of "ownership, alignment, harmonization, managing for results, and mutual accountability" inform the 2005 Paris and 2008 Accra Declarations on Aid Effectiveness. "Efforts to increase country ownership of the development process is a central pillar of the aid effectiveness agenda[16]" and principles of alignment and harmonisation support the principle of ownership in the Paris Framework, enabling donor and partner countries to effectively operationalise and support enhanced ownership.

The present UNDAF reinforces national ownership and strong commitment to support national priorities and mechanisms. The Assessment of Development Results Report for the two programme periods (2003-2008 and 2009-2013) concluded that "a positive aspect of UNDP contributions in these past two programmes in Timor-Leste is significant ownership." Notwithstanding, interlocutors of this evaluation emphasised that there had somehow been a shift in mind-set, and ownership and relevance of the projects under the governance portfolio for the period under evaluation were **even stronger** and had buy-in by almost of the interlocutors consulted. Many of the interlocutors stated that this had differed from their previous experience, "This time UNDP came to us and asked how our strategic planning could be enhanced with their funds, rather than UNDP presenting a project to us and not assessing our needs." Much of the same sentiment was expressed by a number of the key interlocutors. All national counterparts stated that the projects had either conformed with their

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[16] "The democratic Dimension of Aid Prospects for democracy building within the contemporary international architecture of development cooperation." Literature review

for international IDEA (paper) by Lisa Horner and Greg Power, Global Partners and Associates, March 2009.

priorities and/or many had a hand in the design of the project itself. Only one of the interlocutors´ consulted considered that they did not have total ownership of the project, although they stated that UNDP was an efficient and well-respected partner.

National Priorities:

When examining the individual strategic plans from each of the institutions, the projects do indeed align themselves with the established national priorities and are pertinent to the direct beneficiaries of the interventions. The Strategic Plan of PNTL, for example, beautifully aligns with the projects projected outputs and outcomes in the area of administration and despite for example, both STAE and the CNE receiving a substantial amount of support in the previous cycle of elections, a number of priority areas still remained and these have been adequately filled by the project LEARN.

In the case of JSP, as was aforementioned prior, the justice sector still lacks capacity and language barriers only exacerbate the sectors inability to improve capacity and demonstrate due diligence when dealing with heavy and backlogged caseloads. While the JSP project did address some of the important needs of the sector, the unfortunate resolution of 2014 has led to some changes in the set-up of the project, although the efficiency and effectiveness in regards to its overall outcomes have apparently not suffered too much as a result. Nonetheless, while the CPAP and the UNDAF is aware of the many barriers and obstacles facing women in the areas of justice for example, these were not heavily factored in the design, resulting in a gender targeted project rather than one that is responsive.

The AC&D project also aligns with a definite need, especially in the background of recent allegations of mass corruption at the level of the government. Furthermore,

decentralisation is an important topic and on paper is committed to by the Government. Nonetheless, the commitment by the new government is not yet totally apparent. The Infrastructure Development Support Project (IDSP) project has only commenced in June 2018. While it is not perhaps as evident as contributing to governance as the other five projects, the project is an important one as it improves standards for planning and project preparation and professional capacity of national staff project implementation and evaluation, and therefore has a key focus on enhancing accountability and transparency of the Major Project Secretariat.

10. EFFECTIVENESS

As can be seen from table 5, two of the projects only commenced this year, and it is therefore difficult to gauge whether the intended impacts of the individual projects have been achieved or are expected to be achieved, although mention will be made to these two projects under sections 6.2.2. and 6.2.4.

The other four projects commenced in 2014 (JSP), 2015 (ZESSM) and 2016 (LEARN[17] and PNTL). As was aforementioned, the police, justice sector and Election Management bodies were all supported in previous UNDP projects prior to the period under evaluation, therefore to some degree the desired impact builds upon the support formerly given to each of these respective institutions.

If we are to examine the effectiveness of each individual project, the degree in which they are currently achieving the project outcomes vary according to the project. This is some cases has had a knock-on effect on whether the CPAP results have been achieved as well. The majority of the projects have been designed after the coming into effect of the CPD, nonetheless,

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[17] The ProDoc of LEARN was signed and approved in June 2015, however funds were not received until 2016, and implementation did not begin until the last quarter of 2016.

many aspects of the projects do not address the issues outlined in the overall outcome and/or expected results. It is acknowledged that in some instances, the targets and desired outcomes outlined in the CPD are perhaps too ambitious. Furthermore, there are only a small number of partners who are invested in promoting good governance in Timor-Leste, and therefore the onus is on UNDP to execute a well-rounded project which can impact on a number of issues in order to achieve the desired results. This is of course makes the probability of all of the targets being achieved as quite low, as the budget presently allocated to good governance is very small, so only small gains can be made in some of the cases, and these do not necessarily reflect the overall outcomes enshrined in the CPAP.

As has been reiterated under relevance, the sense of ownership is strong, and many of the beneficiaries consider that the projects do fulfil their needs as an institution. While the sentiment of ownership is not doubted, the ability for such focussed projects to sufficiently cover all the needs that are required to achieve the prescribed outcomes outlined in the CPAP is somewhat unrealistic. While, as this evaluation will demonstrate, the majority of the projects have either achieved or on track to achieve a great majority of the established indicators at project level, many of the projects 'designs do not incorporate and address all the issues outlined under the CPAP. It is acknowledged that UNDP is just one partner and synergies between other UN agencies and other partners should be sought; nevertheless, in reality UNDP has the biggest commitment to democratic governance as compared to other UN agencies, therefore budgetary constraints as well as weak technical know-how on the part of the counterparts lessens the impact on the CPD goals set out as well. To this end, the evaluation concludes that effectiveness is moderately satisfactory.

10.1.1. Have the expected results been achieved or are they expected to be achieved?

Under the CPAP, there are four key outputs. In order to ascertain the effectiveness of the governance programme and its related projects, the indicators assigned to each output will be assessed. The evaluation is cognisant of the fact that in some instances the chosen indicators do not denote a possible change, and therefore it is sometimes difficult to gauge whether a particular expected result has been achieved if one only examines whether the established target has been attained. Furthermore, a number of indicators either have not been achieved or cannot yet be assessed due to the fact that due to the contentious political situation, some of the projects activities and in some instances the whole project was put on hold.

To this end, while a comprehensive assessment is made of the chosen indicators, their relevance to the output and to the project's overall goal - other sources of information will be also used to denote effectiveness. Information collected through the desk review, interviews and subsequent emails and interviews with project staff have enabled the evaluator to paint a broader picture, and come to the conclusion as to whether a particular expected result has been achieved or is on track to be achieved. As is illustrated below, out of 11 indicators, three have been achieved, one has been partially achieved, six are not yet available due to the late start-up of projects and one is not relevant to the current project's under the current portfolio.
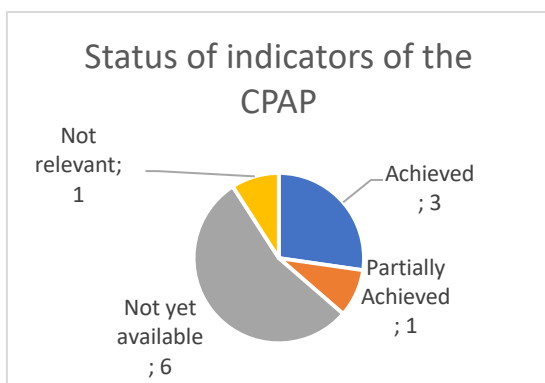
Figure 1: Overview of the status of the indicators for each of the CPAP outputs.

CPAP Output	No of Indicators	Status
Output 3.1. Capacities and systems of justice sector institutions and police enhanced to provide Access to effective and efficient justice and protection to the citizens, particularly for rural women, children and vulnerable groups	4	1 achieved 1 partially achieved 2 indicators not yet available
Output 3.2. Public sector oversight, accountability and transparency institutions, mechanisms and processes strengthened.	2	Indicators not available due to projects being delayed
Output 3.3. Capacities and systems of subnational institutions developed to provide more efficient, accountable and accessible services to citizens, particularly for the rural poor and other disadvantaged.	2	Indicators not available due to projects being delayed
Output 3.4. Democratic, including electoral, processes to promote inclusion and citizen´s voice strengthened.	3	2 achieved 1 unknown and not relevant to the particular projects under the portfolio.

Table 3: Overview of the status of the indicators for each of the CPAP outputs.

As was reiterated above, the CPAP has four key outputs. Each one is assessed below. The assessment will look at the indicators of the CPAP and the indicators for each of the individual projects under the relevant CPAP output.

> Output 3.1.
> "Capacities and systems of justice sector institutions and police enhanced to provide access to effective and efficient justice and protection to the citizens, particularly for rural women, children and vulnerable groups.

Two of the projects fall under this particular output.

Consolidating the Democratic Rule of Law and Peace through a strong Justice System (JSP) has four key outputs. These include (1) coordination, management and oversight capacities of justice institutions enhanced for more effective and efficient formulation and implementation of laws, plans and overall administration of justice; (2) Capacity of Justice Sector Strengthened and expanded to provide quality services and uphold the rule of law; (3) Improved access to justice and dispute resolution mechanisms for all with a focus on women and more vulnerable populations; and (4) coordination, co-operation and integrated systems between justice, police, communities and corrections supported in a "pilot-scale up access to justice district model". With the reduction in funds[18] subsequent to the issued resolution in 2014 which expelled the international judges from the country, the project streamlined its activities around resources on the "Human Resource Development" and "Access to Justice." This consisted in providing technical assistance and advisory services through the deployment of experts and

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[18] The original Budget was for $13,0891,191.00 but only $5,648,061 was mobilised.

personnel at the Legal & Judicial Training Centre and Public Defenders Office. It also included a streamlined structure to continue with the mobile court initiative and commenced the provision of legal aid services through the Assess to Justice Clinics in the pilot judicial districts.

When examining the project itself, although it has had a number of successes, and the mobile courts and the Access to Justice Clinics are heralded as best practices, at present only two out of the ten indicators are deemed to be achieved. Two others are deemed to be partially achieved, three partially achieved but on-going and then the remaining two on-going.[19]
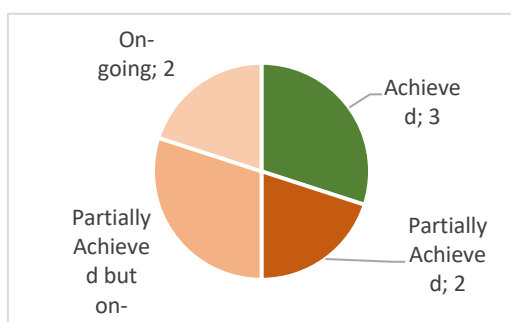

Figure 2: Status of the Indicators of the JSP Project

As can be seen from annex III, only one of the indicators for the project coincides with that of the CPAP. (indicator three). To this end, it is very difficult to link the indicators under the project with those under the CPAP and it is perhaps to this end, under output 3.1 of the CPAP, only one of the indicators is achieved. (See figure below)

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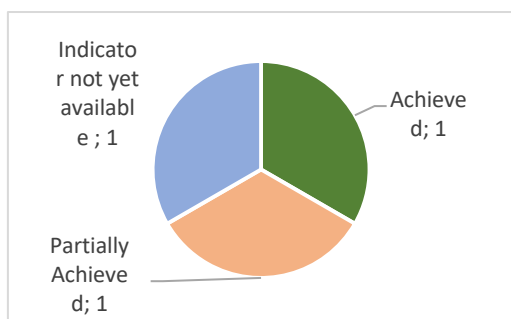
[19] For the full table of results, please see annex IV
[20] If the project were to look at measuring the case ageing or cycle time, it would be substantially more complicated to monitor as the courts do no have a system/database to track down each case, set up a court rule of a specific timeframe

Indicator 3.1.1.

When considering the original benchmark for indicator 1, which is deemed partially achieved but on going, for example, we see that in 2012 there were 1371 cases decided to 1572 which in statistical terms (if we only take the new cases) nearly 87 per cent of cases were decided. Figures emanating from 2011 similarly gave figures of 205 out of 284 (72%) for the prosecutor's office. In the APR 2017, the number of cleared cases are cited. These are illustrated below in table 5. According to the APR, it states that the criminal proceedings had a "very high clearance rate of 96%". While the first indicator refers to the ratio number of cases decided to new cases each year, we in fact see that more cases are entering the system than are being resolved, and thus contributes to the backlog as each year starts with a number of cases pending from the previous year. To this end, while cases are undoubtedly being cleared, the timespan[20] to actually clear the case is not clear, and therefore one is unable to gauge how long a case remains within the system. Nonetheless, the justice sector does not carry out such detailed tracking, and it would therefore be difficult to include such an indicator.

In reality, if we look at the cases cited below, 40 per cent of the cases have been adjudicated and 60% are still awaiting decision. Likewise, with regards to the civil proceedings, one can note that 394 new cases entered and 255 were decided upon. To this end just over 18% of cases were resolved and there is still over 81% of the cases which need to be resolved[21]. Albeit the backlog of cases is being cleared, but once again it is difficult to ascertain how long a case takes to clear on average. This would of course be difficult to monitor as the court

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would have to have a system in place which tracks down each case, and then set up a court ruling of a specific timeframe that each case should take from its filing to the final disposition, with which judges would need to comply. This of course does not yet exist.

District Court	Criminal Proceeding				Civil Proceeding			
	Carried Forward	Newly Registered	Decided	Pending	Carried Forward	Newly Registered	Decided	Pending
Dili	2323	1473	1379	2417	604	203	149	658
Baucau	544	385	486	443	193	91	68	216
Suai	634	352	307	679	146	71	28	189
Oecusse	62	300	234	128	28	29	10	47
Total	3563	2510	2406	3667	971	394	255	1110

Table 4: Case clearance in the Districts Courts, 2017

The overall target on the issue of backlog of cases was to improve by 20 per cent with an ultimate target of 107 per cent. To date the figure is up to 90 per cent which in itself could be deemed a satisfactory figure, however in real terms it is only a 5.8. per cent increase. It is unclear as to why the original M & E framework suggested 20 per cent increase, therefore it is difficult to ascertain if a clearance rate of 90 per cent is considered a marked improvement or not.

To this end, the court may be working faster and clearing cases gradually, but overall the progress is very subjective. Furthermore, it is difficult for this evaluation to ascertain the extent of the progress, as the two other APR of 2015 and 2016 are not as detailed, and they only highlight the number of new cases entered for 2014,2015 and 2016. They do state that the overall resolution rate of the criminal cases was between 76-77%[22], however once again it can be assumed this refers to the ratio rate and not the total number of cases that have entered the courts and the percentage of the cases resolved..

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[22] If this is the case, this is actually lower than the baseline.

Nonetheless, this particular indicator has become less relevant to JSP due to the expulsion of the line-functioning judges and prosecutors in the late 2014. The indicator of the CPAP was more than likely established prior to these events.

Notwithstanding, JSP is working towards improving the court's performance through the Continuing Legal Education for sitting judges and Mobile Courts. However, the former only relates to very specific areas (i.e., electoral justice and land laws) and only started in mid- or late-2017. The latter partially contributes to the disposition of cases (i.e., the criminal cases resolved through the mobile courts constitutes 18% of the total number of criminal cases resolved in 2017) by supplying more resources. JSP receives the data from the Court of Appeal and reports against the indicator, but this is of course not yet reflected in the CPAP.

Indicator 3.1.2.

With regards to the second indicator, the baseline data was taken from the Asia Foundations´ Survey on Law and Justice from 2008. A second survey was undertaken in 2013 prior to the commencement of this particular CPAP. A new survey is now overdue and is yet to come to fruition. While the CPAP inevitably uses a baseline which in theory spans the entire timeline of the CPAP, the indicator once again is very subjective and it may be harder to attribute any change of perception by the population affected by the project themselves, using such a generalised baseline at output level. Furthermore, the link between the foundation survey itself and the work that UNDP is doing, may not be captured in the survey and therefore provide a false negative or false positive result.

A number of key activities under JSP have the ability to reveal the success of whether citizen´s awareness of the formal legal

system and legal aid services have improved. The two flagship products of the JSP are indeed the Mobile Courts and the Access to Justice clinics. Both of which apparently bring effective and efficient justice and protection to the citizens, particularly for rural women, children and vulnerable groups. An indicator related to the success of either one of these two mechanisms would have better reflected the reality of the justice sector and the work that UNDP is doing.[23] Information collected in relation to either one of these two activities would give a clearer picture as to whether the expected results have been achieved.

The overall effectiveness of the mobile courts is apparently gauged in the M & E framework of the project itself, although the set indicators only refer to the number of cases resolved. During the course of the evaluation, there were mixed reviews about the mobile courts and their success. Nonetheless, there was no indication that they should not be further encouraged, as in general, the comments were positive. A number of the less positive comments provided by some of the interlocutors related to the quality of the courts themselves, especially in some cases where it was alleged that a mobile court would see over twenty cases a day in some of the regions, the overall quality was questioned. On the other end of the scale, some interlocutors questioned the fact that in other regions, some mobile courts extended their stay over a week, despite not being assigned a heavy caseload, and questioned the efficiency of such a long stay.[24]

This perception was rightfully noted by the project itself. In 2016 and 2017 the project met with the heads of the district courts to redress this problem. As a result of this delicate process, the project claims to now have a better control of the numbers of the case allocation and days of staying (i.e., the

project reduces the days of staying after considering the numbers of cases allocated in the mobile court agenda submitted by the district courts)

While the M & E framework does outline that the mobile courts are being used, the overall quality of their services has not yet been assessed to the extent desired. In the last quarter of 2017, an international consultant along with a national consultant did carry out a mid-term evaluation (MTE) of the mobile courts. The overall goal of the MTE was to assess the impact of the mobile courts on the community and justice system and at the grassroots level and how the mobile courts have improved the efficiency and productivity of the district courts. Unfortunately, the results ensuing from the evaluation itself were not deemed satisfactory, and concrete conclusions or recommendations were unable to be derived from the final report.

In order to assure the quality of the mobile courts as well as to consistently monitor their progress, it would have been useful to look at the success rates of the different cases. Unfortunately, such indicators do not exist and JSP has shied away from using such indicators in order to respect the independence of the judiciary. There are thoughts on how the project could indeed impact on GBV cases, and meetings have recently taken place with the senior pedagogical advisor in order to discuss the practice of suspending sentencing of perpetrators of gender based violence. Initial thoughts are examining the possibility of somehow addressing this issue through formal training courses at LJTC and CLE.

The second project under this output is the project offering support to the PNTL, which falls under 3.1.2. The project has two outputs: - (1) PNTL Headquarter Capacity for Management and Administrative Systems

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[23] Nonetheless, the evaluation is cognisant that the AJCs were only introduced recently therefore it would have been impossible to have included it in the framework for the CPAP.
[24] It is unclear as to whether the interlocutors were referring to a problem which was recognised and addressed by the

project in 2016/2017, or whether such a perception still exists currently as a result of the mobile courts either extending their stay unnecessarily or being overwhelmed with work in general.

Strengthened; (2) PNTL Management and Service Delivery in Pilot Districts Improved. When examining the projects M & E framework, there are a number of targets that have not been met. In total, nine out of fourteen of the project indicators are achieved. Two are achieved but are on-going and another one is not achieved. The final one is partially achieved. (see annex IV for the full status of results). All indicators are achieved under Output Two.
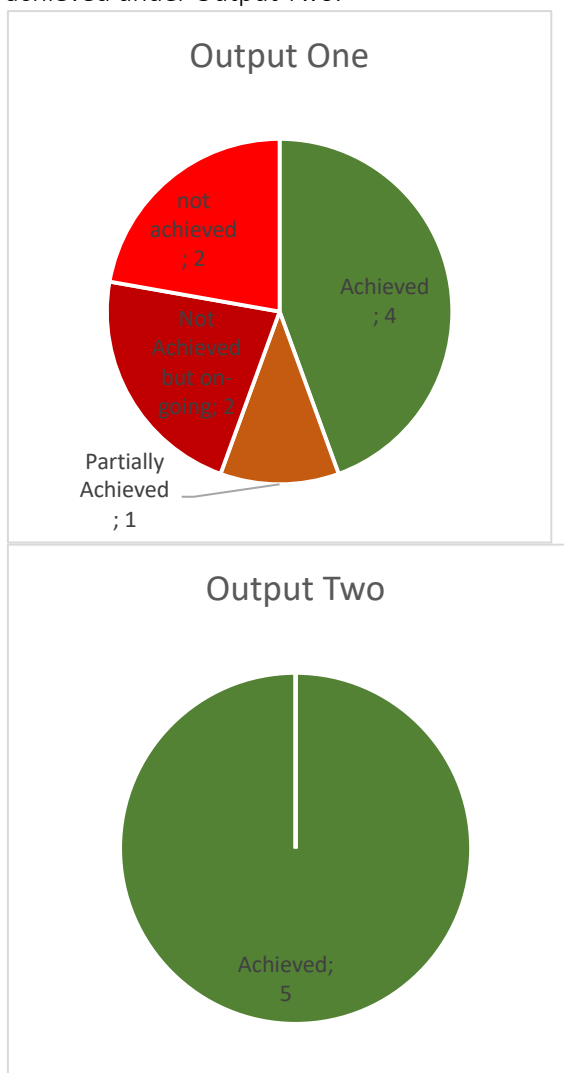
Figure 4: Overall results status for outputs one and two under the PNTL project.

Some of the indicators have not been achieved as a direct result in the delay in activities as a result of the elections both in 2017 and 2018. Nonetheless some of the targets achieved are simply lower than those established. One example of this, is that relating to the dashboard management system whose target was 60 per cent of

PNTL municipality and unit commanders should have been able to access the dashboard. Unfortunately, to date this has not been achieved as PNTL commanders were not well socialized on dashboard management system during the period of 2017 and the first half of 2018 due to the elections taking place. Socialization only took place on the 1st October 2018 and it is hoped to be achieved in the third quarter of 2018.

With regards to the CPAP output, it is unclear to what extent the project has been effective in ensuring better accountability and transparency. In fleet management for example, according to the project´s M & E framework, one indicator was whether the standard vehicle allocation ration was established and implemented. Unfortunately, this indicator was not achieved as PNTL subsequently informed the project that they would like to decide themselves later on and therefore asked the project to change the indicator in the Project Board Meeting to be held on 18 July 2018. It should have been removed in January 2018, however the holding of the project board meeting was delayed due to the early elections which were held in the first quarter of 2018. With regards to the second project indicator which talks about the number of districts where all operational PNTL vehicles have monitoring devices; this indicator has also been removed as PNTL advised UNDP to install regional workshops with maintenance equipment in Bacau, Maliana and Oecusse.

Nonetheless, strengthening the results has been on-going despite the political impasse, - the fleet management for example, which by the end of Q4 in 2017 had over 53 per cent of vehicles were maintained according to the governments guidelines - this is a significant increase compared to the baseline in 2016 of 2 per cent. While this is noteworthy, it is important to know what this type of achievement means in terms of change, does this mean that now there are less accidents, that cars are only used for professional purposes? Furthermore, the PNTL is gradually running out of

maintenance budget to maintain their own vehicles and therefore have had to contract a private company and it is therefore difficult to ascertain if the target will be maintained as it will depend on future government budget.

The attainment of some these indicators does to some extent mean that the police can be held more accountable, especially as police were notorious for using cars for their own personal usage and they evidently need to have access to cars in order to carry out the job in the more rural areas of the country. Furthermore, development partners have donated a large number of vehicles to the police, and therefore it is essential that their maintenance and up keep is ensured and that this is done in a transparent way, in order to ensure aid effectiveness. While these are activities which can contribute positively to the perception of transparency and accountability that the general public have of the police is undoubtedly true, it is not known to what extent the benefits of this particular project are disseminated, and therefore such focussed activities can only bear down on the output, if indeed the general public is aware of these changes. To this end, while the project can play a part to ensure greater accountability and transparency, it is only one part of the puzzle, and thus support provided to the police in other areas is just as important in order to obtain this particular output. The project does collaborate quite closely with the New Zealand Police, however without a more profound evaluation of the project and the police force, it is very difficult to gauge how the police are currently perceived. The CPAP indicator which once again relies on the Asia Foundation Survey is not yet produced, and therefore public perception is very hard to measure. A new survey will be published by the Asia Foundation and a national NGO Fundasaun Mahaein by the end of 2018. Nonetheless, as reiterated above, the correlation between this particular survey and project is quite distant, and therefore the indicator may prove to be misleading (either positively or negatively)

and would not give an accurate picture of the possible success of the project.

Indicator 3.1.3.

The third indicator is also only partially achieved, but the number of persons trained has surpassed the original figures. In total, over 450 persons have been trained. A total of nine national trainers are available including one in the Tetum language. While pre-and post-tests have demonstrated an increase in knowledge of the subjects, and different professionals from the justice sector are receiving training, the learning curve does not seem to be as steep as expected and the participants have not scored as well as expected in the post test questionnaires. One can perhaps assume that it is due to the complexity of the subject matter, however it is important that the methodology and indeed the language requirement are looked into, in order to ascertain why the post test results are not as high as one would expect and are definitely not high enough in order to do the job without further training.

Gender Mainstreaming

> Output 3.3.
> Capacities and systems of sub-national institutions developed to provide more efficient, accountable and accessible services to citizens, particularly for the rural poor and other disadvantaged.

The ProDoc states that the project will promote gender sensitivity and mainstream gender across polices, however as reiterated above the outcome of each of the individual cases is unclear. This is particularly pertinent for victims of gender based violence as the cases have seen a very high acquittal rate. Consultations prior to the commencement of this particular project, highlighted that "consultations about GBV cases have revealed that the acquittal rate is high, partly due to poor investigative techniques, and cases are frequently delayed."

Indicators to look at these issues would therefore be able to illustrate the type of change that the mobile courts are able to bring with the prosecution of domestic violence cases. Notwithstanding, the existence of the mobile courts in themselves are a best practice, as they do bring justice to victims, especially in the rural areas where the formal system does not have any permanent institutions, and many victims would not be able to access any type of legal recourse. Furthermore, many women would have to rely on community systems which tend to be patriarchal led and many women face punishment for reporting gender based violence as opposed to support from future bouts of violence.

While the projects have endeavoured to actively promote gender, some of the indicators, essentially under 3.2. of the JSP Project has not reached its targets of having a certain number of women as registered clients. Under the project, it could be ascertained that the targets were somewhat too high, as informal justice is prevalent and many Timorese women are often times rejected as they are not seen to have an entitlement to the ownership of property. The project should therefore acknowledge this, and ensure that women can still be useful and effective change makers as well as recipients of equal rights. To this end, it is essential that the projects along with the CPAP ensure that the projects examine the key challenges and barriers to women's participation in governance and look to address and reduce these with activities that mitigate these factors.

Furthermore, it is important to adapt a Monitoring, Evaluation and Learning (MEL) approach and ensure that monitoring and evaluation also includes a learning aspect in order to understand the dynamics under which the project is working and what could be done to improve the overall impact. Additional indicators to measure gender sensitivity of the project as well as indicators to determine the quality and effectiveness of the legal trainings as well as the police trainings would be important in order to

encourage further dissemination of information emanating from the project.

Output 3.3. looks to promote the capacities and systems of sub national institutions developed to provide more efficient, accountable and accessible services to citizens, particularly for the rural poor and other disadvantaged. Three projects are deemed to be covered under this particular output. The ZEESM project, the AC&D project and certain aspects of LEARN. As was stated under output 3.2. the AC & D project has yet to really commence its activities. With regards to the other two projects, the evaluation examines below the achievement of these two projects, however as the CPAP indicators centre around issues of decentralisation, the two indicators have not yet been achieved.

The project support to **institutional development of Oe-Cusse Special Administrative Region and ZEESM** has two Pillars with their respective outputs. The first pillar (four key outputs) is to (1) lay the foundations for an efficient, effective and agile regional administration in Oe-Cusse; (2) (three key outputs) Put in place sustainable and innovative frameworks to develop the Oe-Cusse economy and develop the linkages with the ZEESM.

The project's trajectory has not been a smooth one, and in the first 18 months of its implementation focus was placed on policy making. In 2016, the project was subject to review and two separate reappraisals of the project's efficacy were undertaken. The project's "weak implementation" was noted, as was its lack of "absorptive capacity" of the advice being provided to "trickle down" to "generate tangible results in the short term and benefits to the local population." A number of recommendations were made including a decision to readjust the project's approach by prioritising "technical assistance" in local development. A UNV component was agreed to boost the absorptive and technical capacity of the regional secretaries, linking advice and policies with day to day

implementation. The third year of the project's lifetime saw "quick visible wins" which have boosted the confidence of the project and now sees a procurement department which is able to process the entire cycle of all national tenders. Others sectors have also been supported, such as the health sector which has helped in alleviating data deficiencies which potentially led to unrealistic polies and decision making. As of 2017, the majority of the targets for outputs one and three had been achieved and as of Quarter Two in 2018, the majority of the targets have already been achieved as well, with only one indicator still on-going.
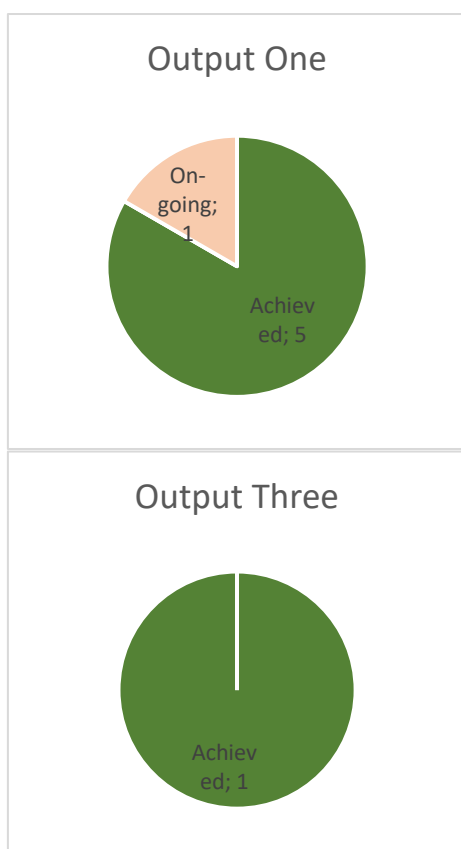
Figure 5: Status of the indicators of Outputs One and Three under the ZESSM project.

To this end, while the project did not achieve the targets established in the log frame for the CPAP, as they are dependent on decentralisation, the output is on track to being achieved taking into account the indicators of the project, whereby it is evident that more vulnerable groups such as women and youth are now playing a more

central role in activities to improve local economic activity. In addition, through the services of procurement and the data base improvements, the project is enabling the institutions to be more transparent and accountable to not only the local population but is better able to make informed decision based on the needs of the area.

The second project which comes under this particular output is the LEARN project which is discussed more thoroughly below. As can be derived from the results framework, there are no relevant and linkable indicators which can denote the success of the LEARN project at indicator level. Nonetheless, while staff were not physically based in the regions, support was provided to conduct civic education activities which in 2018 delivered the highest number of voters in the history of the elections. Democratic and electoral processes are *per se* the showcase of democratic governance, in the sense that without an efficient electoral process, there would be no executive oversight at the parliamentary and governmental levels. For this to happen, people have to come out to vote. The project ensured that a wide spread voter education campaign was conducted which encouraged inclusiveness and reached out to the disabled and the rural poor

Preliminary results from a recent survey which covered 12 out of the 13 municipalities of the country with the respondents from ages of the voting population, concluded that 87.07 per cent of those surveyed were aware of the voter education programmes conducted by STAE, CNE and UNDP Electoral Project LEARN. The survey also asked if the respondents were influenced to vote on Election-Day for the 2018 parliamentary elections by the coordinated communication strategy jointly developed by LEARN project, STAE and CNE for the voter /civic education campaign. Nearly seventy-nine per cent stated that the Voter education (VE) programme influenced them to vote in the 2018 parliamentary elections, whereas 14.29% were not.

To this end, the evaluation concludes that while the CPAP indicators were not yet achieved, the ZEESM and LEARN projects have contributed to reaching out to the rural community as well as ensuring that the capacity and systems are more accountable and accessible.

> Output 3.4.
> Democratic, including electoral, processes to promote inclusion and citizen´s voice strengthened.

When examining the given indicators of output 3.4, two of the indicators are deemed to be achieved and indicator 3.4.2 is considered not to be relevant as such an indicator would require the governance portfolio to work directly alongside the parliamentarians.

Output 3.4 of the CPAP

Not relevant; 1

Achieved; 2
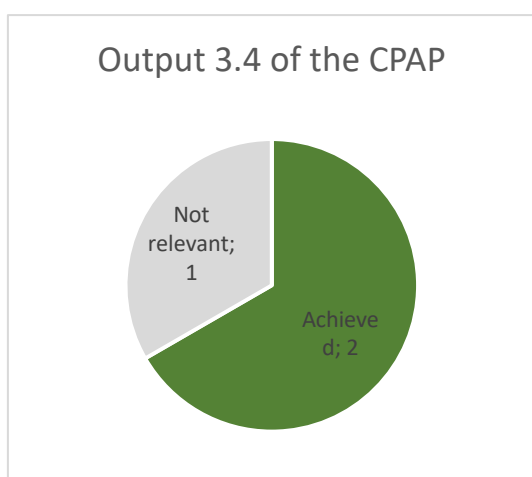
Figure 6: Overall status of the indicators for Output 3.4. of the CPAP.

Output 3.4. can be linked to the project to support the **Election Management Bodies, Leveraging Electoral Assistance for Regionalised Nation Building** (LEARN). The project has four outputs:- (1) Enhanced civic knowledge, awareness, and engagement of citizens in local democratic processes; (2) Increased political participation of women and youth at the local and national level; (3) Enhanced institutional capacity of CNE and STAE to manage and implement national

elections through an electoral cycle approach and; (4) Increased sustainability of voter registration and electoral results management system. According to the projects´ M & E framework all of the prescribed indicators have either been achieved or on track to be achieved.

LEARN Project

On track to be achieved; 1

Achieved; 3
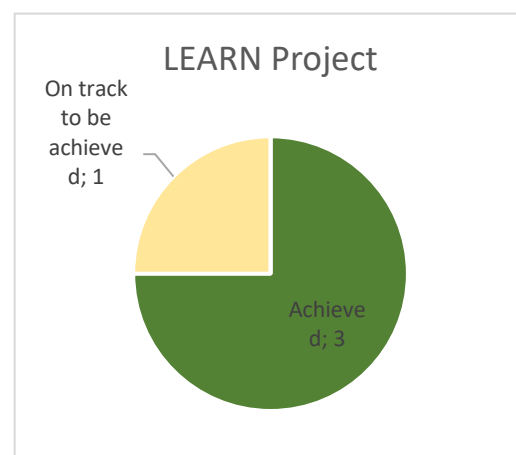
Figure 7: Overall status of the indicators for the LEARN Project

Timor- Leste has undergone a number of elections (nine in total) since 1999 under the auspices of the UNDP. The first support to the elections between 1999-2002 was under the auspices of United Nations Mission, and the mission conducted the elections rather than lent technical assistance. In the post-independence period from 2002-2018, the role of the UN supporting the Election Management Bodies had been gradually diminishing. Timor-Leste´s experience illustrates how efficient capacity development of a national institution(s) can support the whole process to transferring sufficient knowledge whereby only a handful of persons are needed to provide concrete support in specific areas. The table below illustrates the extent of international support which was provided for each of the electoral cycles

Year and Election	Number of International HR Deployed[25]
1999-2002 (Four electoral processes: Popular	530

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[25] This only includes international professional advisors and International UNVs. This does not include national staff.

Consultation; Constituent Assembly; Presidential Elections (Two Rounds)	
2007 – National Elections (Three elections – Parliamentary elections and Presidential Elections – two rounds)	285
2009 Suco Elections	190
2012 National Elections – (Three elections – Parliamentary Elections – Presidential Elections – Two Rounds)	170
2016 Suco Elections	11
2017-2018 National Elections (Three elections – parliamentary elections, Presidential elections and early parliamentary elections)	10 (in very specific areas: - legal advice, IT, voter education, graphic design and video support)

Table 5: Overview of international support to the Timorese electoral cycle since 1999 to 2018.

As is illustrated in the table above, while much of the capacity of the EMB´s has been built, and the LEARN project does not mirror the size of former election projects, key areas of support were identified and support to civil education and electoral support were provided for the planned electoral cycle.

The project was due to cover three years with the prospect of supporting an election for each year of the project. Suco elections were held in October 2016, and the project was signed in June of 2015, however activities did not commence until October 2016, therefore the impact on the suco elections was not very strong. Nonetheless, the project supported both the 2017 presidential and parliamentary elections. Furthermore, although not originally foreseen, early elections in 2018 were also supported by the project, without which, would have been a very important burden on the EMBs and the government to ensure that they would go smoothly given that they were not anticipated.

When examining the four outputs under the project, a number of targets were established for each of the outputs. (please see annex V for full details of the given indicators and their respective targets and current status). As was reiterated above, all

of these have been achieved or are on track to be achieved. If we compare the results matrix with the other projects under evaluation, LEARN is most definitely the most successful. While this report will inevitably highlight a number of best practices and highlights from the LEARN project, it should also be acknowledged, that to gauge success of an election project tends to be easier than a project which provides capacity building to a government institution. Elections although following the electoral cycle, do have a climax, where a great deal of the success of the project is placed upon. This is not so apparent in the other projects, and although the same or even stronger efforts have been put in to strengthening capacity in the other institutions, it is of course more difficult to gauge success as the justice sector and the police for example as there is no key period or event where success can be denoted to have been achieved. To this end, while LEARN is most definitely the most successful of the projects and has a number of key lessons learned that could be adapted and utilised to strengthen the other five projects, the measurement of success is far easier to ascertain and therefore is easier to pass a judgement on the supported´ institutions work.

While, upon triangulation of the data collected, this evaluation concludes that the project is successful and has achieved its overall goals, although there are a number of critiques on the design of the M & E Framework, which was developed prior to the establishment of the project and arrival of the team. When examining the chosen indicators for each of the outputs, they did not follow an electoral cycle approach but as reiterated above, used the elections as the benchmark for success. The project, on the contrary did follow an electoral cycle approach with activities in all three phases of the electoral cycle, pre-election (planning, training, voter registration, civic and voter education), electoral period (candidate nominations, political campaign, polling and counting, results tabulation) and post-electoral period (evaluations, archiving and

research, legal reform proposal, voter registration update, retrieval of election and logistics and inventories, institutional strengthening.)

Furthermore, for example output two which aimed to increase political participation of women and youth at local and national level, used the target of having 47% women voting in the 2017 elections. There was no baseline figure for the previous elections, and therefore it is very hard to gauge whether there has been an improvement or not. Nonetheless, it is an important step to disaggregate the turnout by gender, as it can serve as an important marker in the future. In addition, when looking at the increased participation and youth at local and national level, parts of the project aimed to improve women´s and youth meaningful participation, and therefore qualitative and quantitative indicators could have been established.

With regards to output three, which aims to enhance institutional capacity of CNE and STAE to manage and implement national and local elections through an electoral cycle approach, the evaluation begs the question as to whether the chosen indicator is the best to describe the prescribed change. While it is commendable that 50 per cent of women were deployed as polling staff, it does not denote the quality of the change and whether the EMBs had increased knowledge and capacity to manage and implement the elections. 2018 achieved 34.4 per cent of women to act as chairpersons of the polling centres, however this was not highlighted as a possible indicator. The evaluation also laments the lack of data on how many women actually were polling station chairpersons, or whether they were given other roles which are traditionally assigned to them. The project in its reporting did use other indicators of success and recorded for example the quality of knowledge in the administration of elections. They looked towards whether for example there were

less procedural complaints as well as peaceful acceptance of the results by all political parties, candidates and concerned actors. "The Timorese electoral management bodies (EMBs), were deemed to have demonstrated their capacity to organise well-administered, transparent and inclusive elections in a peaceful environment"[26] by the EU and a number of other election observation missions, for example.

Furthermore, output two which aims to increase political participation of women and youth at local and national level should not be measured alone with regards to female voter turnout. The project kept data on gender disaggregated data for voter registration, and affirmative actions of inclusion of men, elders and youth representatives in the suco councils.

While the number of women in parliament cannot be attributed to the project (please also see below for comments on CPAP indicator), the project did have an impact on women´s training and capacity building skills. Furthermore, some political parties who are bound by the law to provide at least one female for every three candidates and received support from the project via two women´s organisations, fielded a higher number of women than was required and in some instances, political parties put more females in the list than were required by law. This was the case for Fretilin, Social Democratic Movement (MSD), National Development Movement (MDN) and Parliamentary Majority Alliance (AMP) who each fielded 24, 24, 23 and 22 against the expected 21 female candidates that were expected. Indicators to have measured these feats would have reflected the change in a more realistic light than the indicators which were used.

In addition, there was no reference to youth, which could have also been a good indicator for the project. The project did have date on the youth registry as there were 51 per cent

[26] EU EOM final Report 2017

of young voters in the registry. In the project′s reports, comparison was made to the 2012 elections whereby there was in increase by 17 per cent of young people in the new voter register.

Indicator 3.4.1.

Turning to output 3.4 and the indicators used, the first of the indicators has been achieved in the 2018 elections, where more than 80 per cent of voter's turnout to vote. The project at the time of the writing of this report, were conducting an analysis of the voter education campaign and the impact it had on the turnout. As was reiterated under output 3.3., nearly 88 per cent of persons attributed the motivation to get to vote with the CNE/STAE and project itself. To this end this indicator is achieved.

Indicator 3.4.2.

The second indicator relates to the parliament and cannot be used as a measurement of success at this time, as there is currently no support to the parliament which would of course be fundamental to ensuring a more nuanced impact on the governance sector as well as promoting sustainability of the results of the programme (please see below).

Indicator 3.4.3.

The final indicator refers to the number of women, which in fact has been achieved, but is not contingent on any of the projects that are supported but on the law which requires at least one female candidate per every three candidates. In the 2018 parliamentary elections, a total of 21 women won seats according to the lists. (this accounts for approximately 32% of the parliament). Subsequent to the elections, a number of nominated candidates were promoted to ministerial positions and therefore an additional five women won the right to become parliamentarians' due to their order in the list. (According to the law, female parliamentarians have to be replaced by another female and male parliamentarian have to be replaced by the next person in the list irrespective of

whether it is a male or a female). To this end, the indicators do not necessarily reflect the outputs of the project.

Examining the actual desired result, there are numerous examples whereby the electoral process did promote "inclusion and citizens voice strengthened". As indicator one denotes a historic 80 per cent of the eligible voting population took part in the 2018 electoral process and disabled voters as well as women in different parts of the process were targeted in the campaigns on voter education. While special emphasis was placed on voters with disabilities, there is still more to be done. The report undertaken by representatives of persons with disabilities highlighted the needs that are still required in order to make the process more inclusive. The electoral commission is conscious of these needs and recognises the need to prioritise them during the next electoral cycle. With regards to women, as highlighted above, the number of women in the parliament is out of the scope of the project, however the potential quality of the candidates is to a limited extent under the auspices of the project. While it is the prerogative of each political party to put the names forward that they deem appropriate, the project may have had some influence in the names nominated for candidature with regards to the political parties which received support during the 2018 electoral process.

While there is an additional female in today's parliament as compared to 2012, a total of xxx are first time candidates who do not have any experience in the parliament at all. Unfortunately, there are less women in ministerial positions than there were in 2012, with a total of two out of 21 ministers being women, two out of ten vice ministers and one out of nine secretaries are women. The current project has been extended till December 2019 and even if the municipal elections take place in 2020, funding to support these elections should be secured. To this end, it is vital that efforts are continued in order to influence the number of women in the municipal elections.

10.1.2. Do the different outcome definitions feed into each other and are there synergies?

The projects per se follow very different routes, and at first glance, when comparing the projects and the desired outcome of each individual project, it is not immediately evident that they are linked or that a number of synergies could be associated across the projects. Nonetheless, when looking at the definition of good governance and what it sets out to achieve, many of the projects have the potential to interlink with each other.

While the political crisis has inevitably had an important impact on the delivery of many of the projects, for differing reasons, the interlinkages between the projects needed to become more evident and heavily nuanced in order to impact on the overall UNDAF, on the CPAP and indeed to strengthen the outcomes envisaged under each of the projects.

When looking at the synergies for example, the PNTL project and the election project although joining forces during the elections, could have somehow worked closer together (not only having a series of meetings) but worked on different outputs together to enhance both projects. Other similar synergies obviously exist between the AC&D project and the electoral process with regards to the municipal elections. The LEARN project will lead the support to the municipal elections. To this end, collaboration and mutual alignment on perhaps the same outputs and/or outcomes to be worked on from both projects internally to have a greater impact, should be encouraged. While collaboration between a number of projects is acknowledged, a more strategic approach is called for in order to align with the desired outcomes of the CPAP.

The synergies between the justice project, and the PNTL are also greatly evident. While the PNTL project in the main is looking at administrative issues, there is a component on gender based violence which could have been reinforced by the justice project for example, however there were no formalised interlinkages between the two projects. The AC&D project and the project in Oe-cusse also have strong synergies. The Project manager of the Oe cusse project has close collaboration with the AC & D project and this comradeship and prior knowledge should be galvanised upon and perhaps look towards best practices already established in the Oe-cusse project over its project lifetime so far.

Cross Cutting Issues

The importance of recognising these synergies will not only impact more strongly on the outcomes of the individual projects but will cut across the UNDAF and CPAP in order to "attack from all sides" to ensure more inclusive and accountable institutions. Furthermore, while some of the projects claim to have a gender component, gender does not cut across the programme and its outcomes. The project for PNTL while looking at the VPU in Bacau for example, does not apply a gender strategy (as is indeed outlined in the prodoc) to all of the outputs and outcomes in the project. The need to mainstream gender sometimes dilutes the actual impact, but having isolated components on gender although important does not address the root causes of inequalities and discrimination based on gender. Gender needs to be placed at the core of each of the outputs and outcomes, ensuring an assessment of barriers and discriminatory practices to ensure women's participation at all levels. This should be the case for all six projects. The UNDPs Country Office to achieving the SEAL commenced in June 2018 and is currently at the stage of building an Action Plan for improvements for 2019.

Acknowledging the importance of gender and mainstreaming gender through the core of all the projects is important, but it is vital that each individual as well as institution understands that this does not only include disaggregating data and should of course go beyond ensuring that a certain percentage

of women are trained. For example, if we look at the PNTL project, efforts were made to provide driving lessons to women – a total of 25 per cent of the participants were women who undertook the course. However, according to some of the interlocutors consulted a number of female offices did not take up the opportunity to participate in this course. It is therefore important to establish the reasons behind the decision of the women (if it was indeed a decision made by individual women) and what could be done in the future to encourage women participating more actively in these trainings. It is not enough to just include women but to really assess active and meaningful participation of women and girls. Without such an assessment, it will be impossible to realise the overall outcome of the CPAP. According to the UNDAF Guidelines on how to mainstream gender there are six integrated programming approaches:

- *Results focussed Programming;*
- *Capacity Development;*
- *Risk informed programming;*
- *Coherent policy support;*
- *Development, humanitarian and peacebuilding linkages and*
- *Partnerships.*

A comprehensive approach towards integrating gender at all levels of the project, input, output, outcome and impact level as well as the level of the CPAP and UNDAF is vital. The commitment to obtain the gender SEAL[27] has only started in the last year, and therefore much of the integration of gender was not realised in time to include in the design of the majority of the projects till now. The projects´ responsiveness to gender should in the future be an integral part of the planning purpose prior to developing

the project documents and the CPAP itself. Baseline figures should be sought and be relevant and specific to the outcomes and outputs of the country programme and the individual projects. Many of this data already exists in the current projects and should be utilised upon in order to create reliable base line data for the future projects. Where needed, projects can also include gender assessments in order to ascertain the difficulties and obstacles they face in certain sectors. When looking at projects, gender should not only be considered but a human rights approach to programming should be adopted. A human rights-based approach is a "conceptual framework for the process of human development that is normatively based on human international rights standards and operationally directed to promoting and protection human rights."[28] Such an approach, just as a gender approach, is that it not only has activities which seek to level the playing field but at the same time analyses inequalities, what are their root causes and endeavours to address the possible discriminatory practices and unjust distributions of power which stand as obstacles to sustainable development.

Synergies do not only cut across the projects, but cut across agencies. The justice sector and the police in particular are supported by other actors including a number of UN agencies who either afford support to the entity or have a vested interest in their capacity. While the UN in Timor-Leste does not officially work "as one UN", the synergies between the different agencies is very pertinent, however a strategic engagement on the part of the key UN agencies is not apparent. A number of the ProDoc highlight the importance of these links and collaborations between UN agencies, however support and collaboration tends to be rather piecemeal

and does not result in a fully inclusive, collaborative formalised strategic approach. Instead a number of informal meetings are held to talk about the project and other agencies do not have a stake in the projects other than a couple of advisory meetings.

10.1.3.The achievement of the overall outcomes and possible strategies to oversee these achievements.

When examining the overall outcome of the CPD, we note that it has two indicators. Due to the weakness of the two indicators in relation to the outcomes and the projects that are represented under governance, the success of the outcome is difficult to gauge from these two indicators alone. The Asia Foundation Law & Justice Survey is quoted as the baseline and will be used to determine whether the increase of 25% in overall confidence is achieved. As aforementioned, this particular indicator relies on one survey which is published every five years, and like with many surveys take a number of years to conduct, therefore the information provided in 2018 would more than likely be from one to two years prior. In some cases, the project would have not achieved their likely outcomes at this time, and therefore the indicator is not reliable. Furthermore, it does not allow for any attribution to the project and more importantly does not allow progressive monitoring when the target is totally dependent on one source. With regards to the second indicator– the indicator is as to how many periodic reports have been submitted. Timor-Leste is signatory to seven core United Nations human rights conventions which require periodic reporting on their progress. Nonetheless, specific institutions are responsible for the compilation of these reports, although of course other organisations, government bodies and agencies are contacted when drafting the reports. To this end, while these reports are important, UNDP is not necessarily affording support to the particular ministries which draft the reports, therefore the success of this indicator cannot be attributed to any of the projects under the governance unit and their

compliance or not will not necessarily denote the change desired.

11. EFFECIENCY

"People´s lives are better when government is efficient and responsive. When people from all social groups are included in decision-making that affects their lives, and when they have equal access to fair institutions that provide services and administer justice, they will have more trust in their government. The benefits of our work on governance are evident in all the areas covered by the SDGs, whether its climate action or gender equality." **UNDP Annual Report 2017**

The evaluation was able to take a snapshot of all six projects in order to ascertain whether there was an efficient use of resources. As will be demonstrated below, the country office has suffered an important reduction in funds generally, and funds supporting the governance unit, have steadily decreased over the last six years. Whereas, governance used to represent the healthiest budget amongst the sectors, in 2018, the governance budget was only $1.39M (which accounts for 14 per cent of the overall budget). To this end, as was demonstrated above, the ability for such focussed and isolated projects to have an important contribution to the outcomes is very ambitious. Nonetheless, given the small amounts of monies involved in each project, the overall efficiency is rated as satisfactory.

11.1.1.Are there efficient use of resources?
Governance used to be one of the most heavily supported sectors under UNDP, and up until recently enjoyed the healthiest budget among UNDP's sectors of work. Nonetheless, other issues such as climate change, poverty reduction, sustainable development and early response systems are now taking precedence.
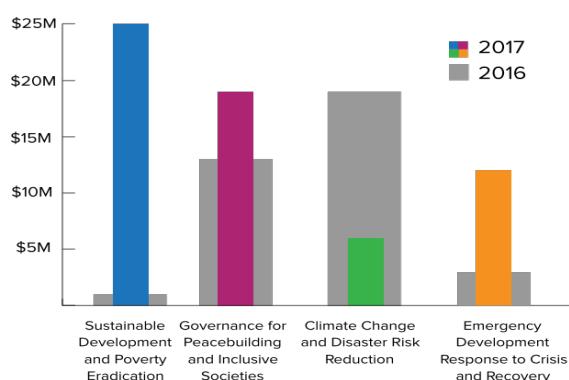
Worldwide, UNDP attributes approximately $18 million to governance for peacebuilding and inclusive societies. This is the second largest portfolio behind sustainable development and poverty eradication. " UNDP works with one out of every three parliaments on the planet and assists in an election somewhere in the world on average every two weeks."[29]
This downward trend is evident throughout the region, where the overall budget allocated to the different sectors has been decreasing, nonetheless, as can be seen in the table below:- democratic governance, risk reduction and inclusive growth have increased the amount of money allocated to them.

Year	Budget	% DG	No of Projects	No of Donors
2012	16.41M	36.8%	24	24
2013	12.67M	25.4%	27	23
2014	15.67M	39.8%	27	24
2015	13.18M	25.0%	23	21
2016	8.44M	14.1%	31	18
2017	12.38M	9.7%	23	12
2018	10.2M	13.0%	19	11

Under the period of evaluation, the governance unit has been subject to a reduction in funds, and is currently the second lowest budget in comparison to the other sectors being funded by UNDP TL. The Governance portfolio is made up of six projects, two of which have only started this year, and have significantly lower funds than the other four projects.

While there is considerable difference in the funds allocated to some of the projects, the delivery of each project differs considerably. As one can note in the table below, the PNTL project has been affected by the political crisis and the holding of subsequent elections, which has meant that many of the planned activities could not take place. For the IDSP project although not directly affected by the political impasse that exists in the country, the delivery figure is reasonably low as the project only commenced in the second half of the year. On the other hand, the Anti-Corruption and Decentralisation project[30] has been affected by the political impasse and has yet to really commence its activities until the naming of a minister, to this end, the funds have been channelled to look at base line data while the project is awaiting the green light to commence.

Project	Budget 2018	Total Utilized	Delivery Rate
New Phase Justice System	1,122,159.69	791,787.89	71%
PNTL SGSD Project	647,271.00	353,039.59	55%

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[29]
UNDP Annual Report 2017

[30] They are actually seen as one project and all the details of the project are under one project document.

Oe-Cusse SAR and ZEESM	952,037.00	827389.78	87%
LEARN Project	1,914,917.00	1,200,472.37	63%
Support Anti-Corruption Project	199,431.00	81,282.07	41%
Support Decentralization Project	475,715.00	68,220.71	14%
IDSP Infrastructure Development Support	127,040.00	66,043.00	52%

Table 6: Delivery as at 15 October 2018 of Governance projects

The other three projects, ie JSP, ZEESM and the LEARN project seem to be on track to achieve almost full delivery by the end of the year.

To this end, and taking into account the political context under which the projects operate, some of the projects may not be able to contribute entirely to the entire gamut of the desired outcomes of the UNDAF and consequently of the CPAP 2015-2019. Furthermore, as reiterated under effectiveness the projects have built the capacities of individuals and to some extent the institutions, however a long term more comprehensive approach is needed for some of the projects in order to satisfy the fulfilment of the overall outcomes of both the UNDAF and the CPAP. For example, in the case of JSP it is not only due to the design of the project, but simply because it will require much more commitment firstly on the side of the government to ensure more effective judiciary systems – and secondly more financial commitment is also needed as well as strategy which enables the transfer of knowledge both to the individuals as well as the institution itself. Finally, while an internal assessment can perhaps measure the level of accountability or transparency of an institution, at the end of the day, the true litmus test is the opinion of the people and whether they trust in the institution or not. To this end, a comprehensive communication strategy needs to be put in place, so that people are more attune not only to the existence of the institutions and the services they offer but also of their successes.

When we compare the four projects which have been active since 2015/2016, one will note that they are more or less assigned the same amount of funds with the Oe-cusse project receiving the least and the LEARN and JSP projects more or less receiving the same amount of funds. When examining the individual indicators established for each of the outputs under the individual projects, as was reiterated above the LEARN project has achieved or is on track to achieve all of its indicators. Nonetheless, it should be acknowledged that while the LEARN project of course adopts the electoral cycle approach, the litmus test of its success is principally based on one day, ie election day and its success. The other projects do not centre around one particular event, and have their focus on more generalised goals which are sometimes more difficult to measure. To this end, it is difficult to demonstrate the actual change or the ability to achieve the prescribed targets through indicators alone. This is also compounded by the fact the indicators at the output level do not denote change and are largely quantitative rather than a mix of both qualitative and quantitative. There are at present no indicators set at the outcome level.

11.1.2.The use of resources
Half of the six projects have international project managers,[31] and in reality, only one has a chief technical advisor (who also acts as project manager - LEARN). The need to have international advisors and technical experts who head and/or collaborate with the projects is wholly dependent on the project. Up until 2015, JSP also had an international at its head, and due to financial constraints, it was decided to have a national at its helm.

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[31] Nonetheless, the Project manager for the IDSP is now supported by the government, and was a former UNV.

The importance of having a person who is experienced in the sector and has the ability to see the big picture is paramount. The added value of using UNDP is that a great deal of consultants/staff bring invaluable experience to the table, and international experience especially in other similar contexts is important. While it is imperative to have a competitive process when recruiting staff, a key barrier to many of the projects successes and indeed the governance sector itself is language or the obstacles that exist to ensuring a common language of understanding between the project and its counterparts both in practical and technical terms. International comparative experience coupled with language skills and a knowledge of the country is the ideal. To this end, the calibre of the project management / technical knowledge of LEARN can be heralded as a best practice. The parliamentary elections took place in April 2017, and the project was only really fully in place by October 2016. Notwithstanding, the project managers experience, knowledge of the local language as well as the familiarity with the project and the country has meant that the project was able to quickly produce results.

"As Secretary-General, one of my main roles is to continuously improve the United Nations in order to deliver for the people we serve. That means knowing whether we are achieving what we set out to do, and if not, how to do better. Evaluation is thus critical for promoting accountability and for understanding what we are doing right and what we may be getting wrong. As Member States shape a new sustainable development agenda for the post-2015 period, evaluation will only grow in importance. Evaluation everywhere, and at every level, will play a key role in implementing the new development agenda." - Ban Ki-moon, Secretary-General of the United Nations at the United Nations Evaluation Group High-level event: "Bridge to a Better World: Evaluation at the Service of the Post-2015 Agenda", New York

Furthermore, the LEARN project is made up of 20 staff, 5of which are UNVs. The use of UNVs in this project and some of the others has proven useful, resource efficient and has enabled the national counterparts to benefit from their expertise in certain areas. The use of consultants has been used strategically, and were generally utilised for technical parts of the process, and therefore the use of resources under this project has been done efficiently, especially taking into consideration that the project spans across the whole country. The use of graphic design and outreach products has also proven useful not only for the general public, but also for the development partners and are an easy effective tool to outreach the project's success and information to the general public. The projects use of short term consultants for specific areas has been useful and efficient, and has thus saved in financial terms as only a limited number of fixed contracts were issued.

Looking towards JSP, for example, despite its long history, in recent times it has faced a number of setbacks, including the dismissal of key international advisors and as a result a declining interest in the sector by the international community and an important reduction in the funds that were made available. In early 2017 the project was streamlined and more focussed in order to address some of these issues and the international project officer was replaced by a national officer. As stated at the beginning of this report, the time available to the evaluation means that the overview of the projects is just that, and it is very difficult to gauge the true effectiveness and efficiency of any of the projects other than at a superficial level. The fact that none of the projects have undergone a mid-term review, also means that the quality of the implementation of each individual project is also very difficult to gauge.

Ownership of the projects and their results is very important, nonetheless in the interviews which took place, the JSP project was probably the project where people

considered they had the least ownership in comparison to the other five projects. Notwithstanding, all interlocutors spoken to agreed that their needs were being met and were very appreciative of the support that the project provided although some felt a little disconnected from the project itself. Given the language barriers, even with Portuguese, it is important to have a national at the helm of the project, (or somebody who speaks Tetum), but in the case of JSP the project perhaps needs to become more visible both with its counterparts and with the donors themselves.[32] Furthermore, more technical input may be needed whereby best practices are brought in from other countries. To date, there has been an emphasis on the Lusophony countries, however there is also experience from the region which could also be utilised, either in south- south cooperation, exchanges or short-term consultancies.

Although no specific evaluation has been undertaken for any of the projects under the governance unit, the project "Support to Institutional Development of Oe-Cusse Special Administrative Region and ZEESM, conducted a review of its activities in 2016 and as a result, it took a different and more successful direction in 2017. The review allowed the project to take on a new approach, which also uses 50 per cent of nationals and encouraging a "learning by doing" methodology. While prior to the review the project could not claim many successes, after the changes, the new indicators are being surpassed and local capacity is being built. This only highlights the importance of mid-term reviews and adopting a consistent M & E framework to ensure that results are on track. This project also has an international project manager. Furthermore, it has hired a number of UNVs who also carry out core work and who tend to be more adapted to more difficult conditions in the field. A mix of experienced

UNVs with international and national staff seems to point to successful implementation according to this project and LEARN. These two projects ae deemed to be the most effective and efficient amongst the six projects. (with the caveat that two of the projects have only just started their operations in the last year).

The PNTL has a healthy budget, yet many of the indicators under output one have not yet been achieved and for some of them it is unclear as to whether they are on track to be achieved. The extent to which the the political environment has inevitably affected activities and delivery depends on the project. For example, the PNTL project was delayed as many of the key activities were delayed due to the elections. Knowing that elections were already envisaged during the lifetime of the project in 2017, activities with regards to the elections could have been included in the project document, in order to have had measureable successes during the elections, although it is acknowledged that the second set of elections which took place in 2018 could have not been anticipated. The AC & D project has perhaps been the most affected by the political situation, as the implementation of many of the key activities have been delayed as no minister had yet been appointed.

11.1.3. Project management
The project management differs according to the project. As aforementioned the set-up of each project differs in structure according to the needs of the project. Each project keeps track of the indicators under the UNDAF and the CPAP and the individual indicators under the project. As was discussed under effectiveness, the achievement of some of the indicators does/did not demonstrate the success or the weakness of the project´s achievements, and some figures are kept more vigorously than others. All the projects present an annual report and a quarterly report. While

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[32] The development partner expressed that there had been less information and contact with the Project and they were less aware of what the Project was doing in comparison for example LEARN: Nonetheless, it was also stated that this may

have also been a result of the type of internal contract that was held with the two projects. I.e. they differed which results in a closer relationship with LEARN.

in the main, the quarterly reports are the same, some projects use a slightly different template. The majority of the annual reports also follow the same template although the Anticorruption and the last SNGP project used differing templates.

As reiterated above, many of the interlocutors consulted highlighted the positive aspects of the *timorisation* of the projects. To this end, the *timorsation* of the projects is seen as important and improving efficiency and effectiveness of the projects. While many of the projects enjoyed a good relationship with the counterparts, some members of the justice sector commented that despite having a good relationship, they did sometimes have a sentiment of distance between themselves and the project. The reasons for this could be numerous. One of the most important, is the fact that unlike the other big projects such as PNTL and the project based in Oe-cusse, the project manager are co-located. In the case of JSP and in fact LEARN they are not, as they are supporting more than one institution Furthermore, there are a number of letters of agreement between UNDP, Brazil and Portugal (in the case of the LTC) and a number of the judicial institutions, and thus the "go to person" is co-located in the offices, and therefore some disconnect can also be felt there. Notwithstanding, and cognisant of the workload that it takes to manage a project such as JSP, a way of collaboration and routine meetings should be established with the different partners of the project. Furthermore, although there are a number of key communication tools that emanate from the project, there are in no way as comprehensive as those for example in LEARN and even in the Oe-Cusse project. Using visual tools to promote the results and the situational analysis helps projects, development partners, other organisations and even the public decipher the progress that has been made and to identify gaps that are still needed to rectify. It is also a useful way to keep track on the indicators established in the M & E framework.

11.1.4. Risk Management and Monitoring and Evaluation

All of the projects keep track on the progress of the indicators and the project itself, at least three of the projects have a M & E specialist or specific person assigned to the project to keep track of the indicators. The quarterly reports design is also apt in that it already highlights if a particular output is on track or not. The delays which were suffered by the majority of the projects due to the political crisis has meant that a number of projects were on hold, or simply could not follow the intervention logic for lack of approval by the relevant ministry. Nonetheless, projects such as the AC&DC project although unable to follow the established timetable has used its time well, by seeking out baseline data which will feed into the project in the medium term. This in fact should be heralded as a best practice, and each new project should most definitely have a six-month inception period whereby they collect data and baseline information in order to design a relevant M & E strategy which tends to be designed at the prodoc stage normally by someone who is not involved directly with the process, and who will not have all the information available to them to design an adequate M & E strategy, as well as the inclusion of the most relevant indicators. For projects that are ending, and may have the possibility of extension or renewal, the last six months should also be used to collect lessons learned and actualised data in order to feed into the design of the new/revitalised project as well as the M & E strategy.

As was aforementioned some of the established indicators under the projects are not relevant or are not the best suited for the projects and therefore some of the projects maybe on track to meet their targets but will not necessarily attain the overall objective of the project as a theory of

change[33] was not factored in the design of the prodoc. Furthermore, as aforementioned there are normally only targets at output level and therefore many of the projects do not have targets at the outcome level and are normally made up of quantitative indicators rather than qualitative indicators (although that is not the case for all of the projects) and therefore it becomes difficult to ascertain a change in behaviour or mind set of an institution.

11.1.5.Programme management

While the quality of the individual projects is dependent on a number of factors including the original design, the commitment by the government, the project management and the indicators chosen, the unit could do more to ensure more homogeneity[34] between the projects, promote synergies between projects and other agencies (both UN and other entities) and provide even more soft assistance to the projects that need it. At present the projects are implemented vertically without any connections horizontally.

Furthermore, there is a possibility that UNDP will once again provide support to the parliament which is an essential element of governance and is much needed given the fact that many of the obstacles to the overall achievement of the UNDAF and CPAP being implemented to the highest extent possible, is the lack of commitment by the government to support certain branches and to ensure funds are available once UNDP stops supporting a particular area. Support to the parliament can factor this into the project and would also mean that UNDP has a direct link to the parliament and can use soft assistance to forward the realisation of the pre-established goals.

9.0 DEGREE OF CHANGE

When examining the degree of change that has been created as a result of the projects´ intervention, in some instances, it is difficult to ascertain the real impact on the institutions and whether they are more responsive, inclusive and accountable. One of the key reasons for this, is that the present M & E system looks at outputs and not necessarily at the results and the change that occurs from the intervention and as aforementioned does not use a theory of change approach, whose use in project design and M & E frameworks is only now galvanising momentum. Notwithstanding, there have been some key changes which have contributed to strengthening the individuals and to some extent the institutions capacity and the programme is definitely on the right footing, although a more comprehensive inclusive strategy needs to be adopted. In order to bring about change, provision of training is not enough. As was reiterated above, the "buy in" of both the institution and the individuals is paramount. The UN Women training Centre for example, defines training for gender equality as a "transformative process that aims to provide knowledge, techniques, and tools to develop skills and changes in attitudes and behaviours.[35] The same should apply for any type of capacity building programme and an intervention aimed at strengthening a particular area and/or sector. The aforementioned framework reflects the existing KDA systems. That is their Knowledge (K) of social change; their Desire (D) or motivation to see this through and their Abilities (A) (of articulation, reflection, communication) to make the change occur.[36]

This approach is essential to ensure that real change is affected. To this end, even if certain institutions are achieving the targets

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[33] Please see annex X for more information on the benefits of including a theory of change approach

[34] With regards to standard operating procedures, and ensuring better synergy across the projects as well as collecting best practices and lessons learned and adapting them to the environment of each Project.

[35] [35] Ferguson, L. (forthcoming) Training for Gender Equality: Towards a Theory of Change. Santo Domingo: UN Women Training Centre.

[36] Lesthaeghe, R. and Vanderhoeft, C. (2001) "Ready, Willing and Able -- A Conceptualization of transitions to New Behavioral Forms." in US National Research Council: Diffusion Processes and Fertility Transition, Washington D.C.: National Academies Press, p. 240-264.

established under the individual projects, the change is still very difficult to discern. Furthermore, the original designs are too fragmented and take on an isolationist approach and do not interconnect. As a result, individual, focused projects will inevitably not create the wave and level of change that is needed to deem the outcomes achieved. As a result, the evaluation concludes that at present the degree of change is moderately satisfactory.

9.1. Capacity Building

When examining the success of the capacity building approach, the changes at project level have in the main been achieved. Individuals have been trained, and a variety of approaches have been used in order to instigate change and acceptance of new approaches. When examining the individual projects indicators, although for example in the Oe-Cusse project uner output 1, one of the activities for output 1.1 is the regional strategic plans developed. While the development of the plan is important, the methodology for developing this plan is just as vital. A number of UNDP projects in the past have witnessed consultants "flying in" to develop a strategic plan and then flying out, only to find that there is no ownership of the plan and they tend to fail. To this end, it would also be important to perhaps apply capacity building indicators to the projects, which denote the actual change and learning experience gained. Therefore, a good indication of success would be that there is ownership of the plan and plans were developed internally with support by the project, but not developed by the project itself. This was perhaps the modus operandi prior to the review which took place in 2016. Capacity building indicators incorporated into the M & E frameworks would ensure that knowledge is transferred and the project is monitoring to what extent this is happening.

9.1.1. Intended Changes

In order to understand whether intended changes have occurred, the evaluation cites the example of both the PNTL and the JSP projects. If we look towards the fleet management component under the PNTL project, which is heralded as quite successful despite not all indicators being currently achieved. Notwithstanding, even if cars are now maintained internally, has this resulted in less accidents for example, are more cars on the road? Such information would tell us about the quality of the training, and whether as well as saving money from contracting services out, whether in the long run, cars are better maintained and more mileage is being attained therefrom. Without this information, it is difficult to decipher the real change that such an intervention has made. Unfortunately, the PNTL has suffered a reduction in their budget and now contracts out, which in effect defies the logic why the activity was included in the project in the first place.

Similarly, with regards to the mobile courts, we are informed of how many cases they deal with; however, we are not told about the outcome of the cases. The JSP prodoc highlighted the high attrition rate amongst GBV cases, therefore it would be interesting to look towards the number of cases which are won in favour of the victim, and understand what type of justice is she gaining access to. This will also tell us about the quality of the judges and their training, and the satisfaction of the clients, and would feed into the general public's perception of the institutions accountability, transparency and inclusiveness. Nonetheless, the evaluation understands that many of these indicators are simply not available, however other ways of impacting on the quality of judges needs to be looked at in order to really tackle the quality of the justice delivery and not only the quantity.

It is also cumbersome to demonstrate whether service delivery has improved the lives of the most excluded groups and whether they have also benefited from these changes. Decentralisation has not yet started, and the commitment by the government is also ambiguous, therefore it is difficult to note any results on this front.

When looking at the impacts created by each of the projects, there have been positive changes whereby the institutions have no doubt benefitted from the interventions, however the overall impact on the institutions is often times minimalist due to the lack of a comprehensive approach and the lack of any interlinkages between the projects. Furthermore, the lack of midterm evaluations, or even an internal evaluation of lessons learned and best practices derived from each project could also reveal where there are weaknesses and adapt the approach as required (see under section for effectiveness for reference to the review of the Oe-cusse project).

10. SUSTAINABILITY

The evaluation reveals that there have been some important results due to the interventions carried out, however as aforementioned whether they have created the desired change is difficult to ascertain without a more robust monitoring and evaluation system and individual evaluations of each project. Nonetheless, there is no doubt that in terms of effectiveness, many of the projects have improved and strengthened on the individual capacities and to some extent the institutions. The overall impact on the community and at the political level is somewhat more challenging and as reflected upon in this report, requires a more comprehensive strategy which adopts a human rights approach to development and is supported by more collaboration and cooperation with the other UN agencies especially, but also other development partners. In addition, the use of civil society to reach out to the grass roots and to influence and permeate at a number of levels is paramount. To this end, a comprehensive collaboration as well as cooperation and communication strategy is needed and therefore the evaluation at this time deems that sustainability is moderately likely.

10.1.1. Individual Level

As has been illustrated in the evaluation, much of the capacity building has been carried out at an individual level. The strong emphasis on the *timirosation* of the projects has meant that the key beneficiaries of the capacity building support have not only received training, but are "learning by doing" and utilising the knowledge they have acquired on the job. This differs from previous projects whereby international consultants would tend to carry out the activities and produce the main documents and policies and nationals would only be "mentored."

The diversity in approach to improve skills also contributes positively to the learning experience, and south-south experience as well as technical advice and the introduction of SOPs, advice or new approaches and/or systems, as well as standard training sessions is very much appreciated. While some of the knowledge acquired is very specific and can only be used within the institution where they are currently working, certain skill sets are generalised and even if a person were to leave the project or the institution to which the project afforded assistance, some of the things learned would be sustainable. In some cases, when projects have ended, or funding has dwindled for a certain part of the project, in the majority of the cases, the institutions have been quick to employ nationals and even internationals under former UNDP contracts. To this end, the knowledge already acquired and the relationships already built as a result of the project have added value and are seen as positively contributing to the building of capacity and of the institutions and are therefore integrated into the institution itself.

The Legal Training Centre which is supported by the project and has trained an impressive number of lawyers, judges and clerks is a good example of indicators being achieved and even surpassed. Unfortunately, it was outside of the scope of this particular evaluation (mainly due to

time constraints) to assess the quality and methodology applied by the LTC. Pre-and post-tests are carried out, and while there is some improvement in the knowledge levels, the scores do not reflect a high transfer of knowledge. Furthermore, as is with most trainings, the transfer of skills and the absorbing of the knowledge acquired only commences after the training when the trainee is faced with on the job learning. To this extent, it would be useful to follow something similar to the Kirkpatrick method of evaluation, whereby the usefulness and the ability of the trainee is also assessed after a specific period of the training. Furthermore, while the figures are impressive, it is also important to have an independent assessment of the work in order to ascertain the quality of those trained. Asia foundation for example is in a good position to carry out such work. They have done similar evaluations for example of the legal aid sector in Afghanistan.

10.1.2. Institutional Level
The overall change that is sought under the CPAP is that institutions are more responsive, inclusive and accountable. As has been elaborated under section 6.4, there have been some effects that have changed the institutions. Perhaps the two most successful projects whereby an important mark on the institutions have been made is under the LEARN project and the project in OE-Cusse. These two projects are prime examples whereby training of individuals has permeated to the institutional level. Both projects have a similar approach with regards to staffing, using consultants and UNVs to transfer technical knowledge and are introducing new systems in order to reach out to the local persons. They both utilise clever visual tools in order to promote their success and to highlight what the project and the supported institutions do. This contributes to transparency and allows the general public to know what the respective institutions are doing and if they are doing it well.

On one side, when looking at the LEARN project it is only inevitable that it has an overriding impact on the way the election bodies are perceived. Despite the complex political climate, people's trust in the institutions is perceived to be high and using one's vote is the strongest way of giving people from all walks of life their voice and ensure that the institutions they are voting for represent their interests. Nevertheless, while the success of the project is evident, examining the political context a little more closely, the current political crisis was not instigated by the people but by the politicians themselves. To this end, while there is trust in the EMBs, the extent to which people are genuinely informed and aware of their rights is quite ambiguous. To this end, while in the case of LEARN, the institutions appears to have benefited from the projects support and vis-à-vis the general public have received sufficient voter education to "go out and vote". There appears to still be some disconnect between the institutions, community and the individuals and the desire to ensure transparency and accountability.

Looking towards other projects under the unit, at present the benefits for example gained under the PNTL project do enjoy in the main "buy in" from the key people within the police, however there are some incidences whereby certain individuals are not enabling all the activities to run and therefore while some of the deliverables have been met, the political crisis coupled with the reluctance to "buy in" to all the outputs, has meant that only some parts of the police administration have been strengthened and not all systems developed are being currently integrated. The strengthening of the administrative side of the PNTL is paramount to ensuring that the police force becomes a force which is representative and inclusive, however supporting the administrative side alone will not entirely address the issue of responsiveness, accountability etc for the police. It can have an influence over it, but will not impact enough if gains are not

consolidated and shared with other partners.

The Judiciary while still very weak, has had the potential to reach out to the rural poor and become a more inclusive body through the mobile courts and the AJCs. The mobile courts have been in existence since 2010 and if the project were to end tomorrow, the justice sector does not yet have the knowledge, budget or the resources to ensure an effective system of mobile courts. The mid-term review which unfortunately bore very little fruit was to act as a catalyst for producing a series of results for the way forward and at the moment is being sifted through in order to use whatever information is available to inform future priorities of the mobile courts. However, a lack of an exit strategy has meant that the future of the mobile courts is still very much in doubt. The AJCs which have been fully endorsed by the PDO and funds has actually been set aside in the national budget of 2019 still requires the UNs support. The desire to continue the AJCs is a positive step but also requires an ongoing strategy and more feedback and support in order to ensure that they are sustainable for the short and mid-term future. Key interlocutors stated that they still need more support in order to ensure that the knowledge and resources are maintained and improved upon. It is vital that a future project or the extension of the current project ensures an adequate exit strategy for the AJCs as well as the mobile courts.

11 LESSONS LEARNED

Lessons Learned 1: Timorsation of the process is positive and is well received by all stakeholders. Projects which are co-funded by the government are particularly welcomed and ownership of the projects and its results are strongest in these types of projects.

Lesson learned 2: A mixed approach to team composition is the most cost effective and efficient, this can include either a national or international project manager, at least 50% of Timorese staff and UNVs. Individual consultants can be called upon for specific areas of the projects.

Lesson learned 3: Common language of understanding is essential and project managers where possible should be able to speak and understand Tetum and be familiar with the Timorese context. Nonetheless, international comparative experience is equally important in order to ensure a comprehensive approach to project management and technical inputs.

Lesson learned 4: The use of graphic design tools and different formats of messaging is important to increase visibility and to better inform about projects´ success and provide an overview of the institution/area being supported.

Lesson learned 5: Access to sufficient funds is important, nonetheless the approach in which the project is managed and executed is equally important to ensure more efficient and effective results.

Lesson learned 6: Periodic reviews/evaluation should take place for all projects in order to ensure accountability, transparency and responsiveness of the projects themselves. Mid-term reviews can guide projects and review their modus operandi if they are not on track to achieve their results

Lesson learned 7: Indicators that tend to be only quantitative do not denote change and therefore make it difficult to ascertain the true progress of the project.

Lessons learned 8: Indicators alone do not necessarily reflect the success of the project.

Lesson Learned 9: The lack of horizontal linkages between the projects has weakened the ability of the projects to collectively impact on the UNDAF and CPAP outcomes.

Lesson learned 10: Individual UNDP projects are very unlikely to impact on the UNDAF and CPAP outcomes as desired.

Lessons learned 11: More formalised coordination and collaboration is needed to make a greater impact on the UNDAF and CPAP outcomes

Lesson learned 12: Lack of an exit strategy for key support to institutions weakens the projects ability to be sustainable.

12 CONCLUSIONS

Conclusion 1: Each of the six projects are very relevant to both the UNDAF outcome and the CPAP outcome and align with national priorities.

Conclusion 2: The projects fulfil the needs of the beneficiaries and are demand driven rather than supply driven.

Conclusion 3: National ownership of the projects and the results are very strong, this is especially pertinent for projects which are co-funded by the government.

Conclusion 4: The projects have been effective to varying degrees. If we look towards the individual projects, a number of them have already reached their designated targets and are on track to fulfilling the outcome goals set by the individual projects. Nonetheless, the current political crisis has impacted on all projects in a number of different ways, resulting in some of the activities being delayed and in some cases implementation being almost halted.

Conclusion 5: The design of the projects render it almost impossible for the governance outcomes to be achieved at the level of UNDAF and CPAP. This is due to a poor integral strategy which crosses over all six projects as well as the lack of a theory of change approach to designing the projects under evaluation.

Conclusion 6: The lack of a robust and comprehensive programme M & E framework and the fact that the majority of the projects have not been evaluated during the period under assessment has made it very difficult to assess with accuracy the

successes of the individual projects to achieve the governance outcomes.

Conclusion 7: The lack of SMART indicators and relevant targets means that the projects are unable to demonstrate the potential change that could be attributed to the individual projects.

Conclusion 8: There is no integral comprehensive strategy to achieve the outcome goals and projects tend to be isolationist and designed to work towards outputs rather than outcomes.

Conclusion 9: UNDP is seen as a reliable and transparent partner and its support to government institutions is deemed to add value by the institutions and counterparts.

Conclusion 10: UNDP and the country office in particular have experienced a lull in funds especially for governance. This trend is slightly different at the regional level whereby funds for governance are increasing. At the world level, governance is seen as the second most important portfolio of UNDP.

Conclusion 11: Projects are considered to be efficient, especially given the access to such a restricted amount of funds

Conclusion 12: Programme management is seen as efficient, however a mixed approach of having experienced persons at the head of the project, combined with a heavy Timorese component and specific areas covered by UNVs seems to be ideal. Individual consultants can be called for specific needs when they arise.

Conclusion 13: M & E framework needs to be more robust. To this end, it is essential that an internal review takes place of the current framework in order to ascertain its relevance and effectiveness to track progress of the outcomes and not just the outputs.

Conclusion 14: The projects which were delayed in activities due to the political

situation, should be extended in order to ensure that they are able to complete the activities in the timespan allotted.

Conclusion 15: Capacity building is deemed as having an impact on individuals, however service delivery has been prioritised over institution building.

Conclusion 16: Institution building needs the buy-in of all key actors, and although systems have been developed, a number of these systems have not been integrated into the daily work of the institutions.

Conclusion 17: There tends to be over reliance on UNDP and its projects, and while appreciated, more strategic approaches towards medium and long-term transfer of knowledge is needed in order to improve impact and eventual sustainability of the results achieved.

Conclusion 18: While gender was included in some of the prodocs, there does not exist a comprehensive and inclusive strategy to ensure that the project incorporates gender at all levels of the project. Isolated activities with specific focus are important, however projects should have gender and human rights at the core of their strategy.

Conclusion 19: While conscious efforts were afforded to ensure the inclusion of women and gender aspects in the projects to a certain extent. Youth and children were not captured in the same light. This is especially important considering that over half of Timorese population is under the age of 25.

13 KEY RECOMMENDATIONS
A list of the key recommendations are listed below. For a more comprehensive review of individual recommendations for individual projects, please consult annex III.

Recommendation 1: conduct an internal review of the current M & E framework for the CPAP and the projects under governance in order to ascertain their relevance and effectiveness. SMART indicators are essential for appropriate and effective tracking of progress.

Recommendation 2: Design and implement base line surveys for the governance sector in order to feed into the next CPAP and UNDAF as well as the future projects under Governance. This can be an initiative of the Governance Unit itself, and should be implemented within the last six months of the current projects.

Recommendation 3: Adequate mapping of the governance sector is essential in order to guide future projects as well as being utilised as a tool to comprehend the gaps, duplication and possible areas of collaboration and cooperation with different actors working on governance.

Recommendation 4: Explore ways on how to formalise collaborative and cooperative efforts with other UN agencies, especially UN Women, UNFPA and UNICEF. Seeking advice of other agencies is not enough, working together on key issues is more efficient, effective and will inevitably have a greater impact.

Recommendation 5: Ensure that project activities are more based on effective research, and where possible, ensure a multi stake holder approach. IE UN Agencies, Government Institution and CSOs.

Recommendation 6: Consider conducting training on gender responsiveness projects for the governance unit and the projects themselves. This can also involve the key counterparts. Training should comprise a training on what gender responsiveness is and the different ways all projects can make their projects more gender responsive.

Recommendation 7: Ensure that gender, youth and children are incorporated into project activities and subsequent results and that relevant indicators are included at all levels of implementation.

Recommendation 8: Ensure that project design, implementation and management

takes on a human right based approach to development.

Recommendation 9: Develop ways of ensuring better visibility and outreach for each of the projects. Use of graphic design tools to illustrate progress as well as to inform the general public about the progress and work of individual institutions is key.

Recommendation 10: Ensure the extension of the projects whose implementation were impacted by the 2018 early elections.

Recommendation 11: In order to measure the transfer of knowledge, relevant indicators should also be established at all levels on the success of capacity building/institution building.

I

ANNEXES

ANNEX I – Evaluation Matrix

Criteria	Question	Data	Source of data	Methodology	
				For data collection	**For data analysis**
Relevance	EQ1: Are the project and programme outcomes relevant to UNDP´s mandate, to national priorities and to beneficiary needs?	Desk Review of ToR/ Key UNDP documents UNDAF, CPAP etc, TL Strategic Development Plan 2011-2030 etc	Internet research, direct beneficiaries, policy makers and authors of case studies	Some Documentation already received Interviews need to be held as well as context research (qualitative data)	Project Documents Results from Semi Structured Interviews, need to be held and information coded and analysed indicators consulted to gather quantitative data as well as possible qualitative data
Effectiveness	EQ2:Have the intended impacts been achieved or are they expected to be achieved? EQ3:Do different outcome definitions feed into each other and is there a synergy in between? EQ4:Is the outcome achieved or has progress been made to achieve? EQ5:Has UNDP made significant contributions in terms of strategic outputs?	Desk Reviews of Project Document, M & E Framework, semi structured interviews and possible focus groups	Semi structured interviews with beneficiaries and policy makers, analysis of indicators and what has been achieved to date.	Some Documentation already received Interviews and focus groups (both qualitative and quantitative)	
Efficiency	EQ6:To what extent do the outcomes derive from efficient use of resources? EQ7:To what extent does UNDP contribute to the outcomes versus that of its partners?	Desk Reviews of Project Document, interim Reports, Budgets and interviews with the implementers of the project and where possible donors of each project	Interviews with UNDP and project managers as well as counterparts, analysis of the budget spending	Documentation already received	Project Documents Budget Comparative Documents Interviews with UNDP and project counterparts
Degree of Change	EQ8: What are the positive or negative, intended or unintended changes brought about by UNDP´s intervention in these outcomes?	Desk Review of documentation Semi Structured Interviews PSCs Focus groups Surveys	Interviews with beneficiaries, csos, UNDP project staff, documentation	Interviews with beneficiaries, stakeholders, documentation, ATLAS and beneficiaries (both qualitative and quantitative)	Analysis of semi structured interviews with various stakeholders
Sustainability	EQ9: Will benefits/activities continue after the programme cycle?	UNDP staff, counterparts, beneficiaries and COS	Interviews with UNDP, counterparts, project management and organisations working alongside the project, ministries and CSO´s	Semi structured interviews (qualitative data)	

6 .ANNEX II: Questions for Evaluation

Criteria	Evaluation Question	Subquestions
Relevance	**EQ1:** Are the project and programme outcomes relevant to UNDP´s mandate, to national priorities and to beneficiary needs?	1. Did the design of the programme outcomes ensure that gender equality and human rights were mainstreamed across the project? 2. Did the design of the programme outcomes promote national ownership? 3. To what extent do the programme outcomes envisage institutional strengthening and capacity development? 4. Was south-south cooperation favoured in the design of the programme?
Effectiveness	**EQ2**: Have the intended impacts been achieved or are they expected to be achieved? **EQ3**: Do different outcome definitions feed into each other and is there a synergy in between? **EQ4** :Is the outcome achieved or has progress been made to achieve it? **EQ5**: Has UNDP made significant contributions in terms of strategic outputs?	5. To what extent was gender targeted in each of the projects, did women and men benefit from the programme equally? 6. Have the intended impacts added value to the national development? 7. To what extent has capacity building and institutional strengthening improved? 8. Did the project in its results make good use of south -south cooperation, if so what achievements did it have?
Efficiency	**EQ6:** To what extent do the outcomes derive from efficient use of resources? **EQ7:** To what extent does UNDP contribute to the outcomes versus that of its partners?	9. Did UNDP and each project promote the promotion of gender equality in its implementation at all levels? 10. To what extent will the capacity building contribute to better use of resources in the future? 11. Has there been an added value sourcing the money through UNDP?
Degree of Change	**EQ8**: What are the positive or negative, intended or unintended changes brought about by UNDP´s intervention in these outcomes?	12. Were there any positive or negative, intended or unintended changes on women? 13. What is the impact on the individual institutions, how have they been strengthened? 14. How has south-south cooperation impacted on the programme outcomes?
Sustainability	**EQ9:** Will benefits/activities continue after the programme cycle?	15. To what extent has the programme outcomes contributed to the future attaining of the SDGs? 16. To what extent will women continue to reap the benefits of the programme? 17. Has the achievements thus far, promoted national ownership and sustainability of the results?

ANNEX III – RECOMMENDATIONS

RECOMMENDATION	Justification for Recommendation	OUTPUT	OUTCOME
General Recommendations applicable to all projects			
Conduct a mapping of each sector under each governance, ie elections, police, judiciary etc in order to see who is working on what.	A formal mapping process is needed in order to see where the gaps are and what interlinkages could be made with other UN agencies, other government institutions, development partners and CSOs	Conducting of a thorough mapping of the organisations and funds available for each sector under governance	Avoidance of duplication and the ability to make a more comprehensive and collaborative strategy towards fulfilling the UNDAF and CPAP goals.
Conduct a review of the indicators in order to assess their relevance and then devise a baseline survey for each of the sectors	Although it is probably too late to change the indicators for the present UNDAF and CPAP – an internal review of the indicators should be made in order to discuss which are the most relevant and what can be used for the future	Internal Assessment of the current indicators to ascertain their current and future relevanace.-	Better monitoring and evaluation of indicators and progress towards the outcomes in the future
Design of a baseline survey for each sector under governance	As stated above some of the indicators are relevant whole other are not, it is essential baseline data is collected in the last year of the UNDAF and CPAP so that they can feed into the new ones in 2020	Design and implement a baseline survey involving key partners including UN agencies, Government institutions and CSOs	A better designed M & E framework for the projects and the UNDAF and CPAP.
Conduct a gender audit of all projects to date	Projects are not completely gender responsive, different institutions as well as different projects include gender in different levels	Conducting of a gender audit	Assessment of what is needed to make each individual project gender responsive
Ensure that all key personnel receive training on gender responsive projects including the design of indicators and hot to make projects more gender responsive	The understanding of gender mainstreaming by some of the projects is very basic and many interpret the inclusion of gender, to be the inclusion of disaggregated data.	Training of key personnel on how to make projects more gender responsive	Will enable projects understanding of what is meant by gender responsiveness and should lead to changes in the way that the project is executed and monitored.
Ensure that in the future all projects have gender indicators[37] as well as general indicators	There are hardly any gender indicators to illustrate change, at the moment the only indicators available are the number of women trained, or those who voted etc	Inclusion of gender indicators in m& E Framework	Monitoring of projects will become gender responsive
Recommendations for the Governance Unit			

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[37] All information should be disaggregated where possible, however specific gender indicators refer to measurement of change in women´s position of power or Access to their rights.

In monthly project meetings, highlight lessons learned and best practice and how these can be adapted to the projects	Monthly meetings already take place but a more structured format needs to exist – it is important to decipher exactly what you want from the meetings.	Sharing of lessons learned and best practices	Knowledge is shared amongst the projects and possible changes could derive therefrom.
Hold bi-yearly workshops with all heads of projects in order to discuss ways of increasing synergies between projects both horizontally and vertically.	Projects are currently disconnected and do not work in synergy	Holding of workshops to improved synergies	Projects will be aligned and will have a greater chance of achieving the change established in the UNDAF and CPAP.
Ensure better oversight and linkages between projects and provide more soft assistance when needed.	Programme heads need to discuss formal and informal ways of ensuring better synergies between projects and assess what is needed to increase attainment of the end goals of the UNDAF and CPAP	Adopt a strategy on how to increase synergies and use the UN good offices to promote these synergies	Once synergies are recognised, projects should be become more effective and duplication of efforts will be avoided.
Design of an internal M and E strategic plan to oversee all six projects and ensure the synergies between them	At present, the oversight only consists in quarterly and yearly reports. A strategy is needed to ensure that the unit is overseeing the projects to ensure that they attain the goals established	Design and implementation of a m and e strategy at country level	Provides an additional layer of oversight and institutionalizes strategy as part of the unit rather than consisting in a few isolated interventions.
Design of a key communication strategy for governance unit to promote the six projects and the overall UNDAF and CPAP goals	The outreach to donors, institutions and the public large is uneven, whereby some projects enjoy good communication and outreach to all partners, in others it is not so evident. It is important for the visibility of the projects but also it is an effective way to monitor and show case progress	Design of a key communication governance strategy	Strategy can feed into the M & E framework as well as being used as a key tool to showcase progress and highlight transparency and accountability.
Recommendations for AC&D project			
Incorporate quality indicators at outcome level.	Project is lacking outcome indicators and therefore it will be difficult to measure the change at these levels	Research into adequate and quality indicators	Indicators will properly reflect change and enable the project to better track its progress
Review current project to ensure that a gender strategy is included in the project.	Corruption affects women and men differently and it is important to understand what both genders can do to prevent and to track corruption	Assuring that project has a gender focus	Enable the project to be inclusive and to ensure access to vulnerable groups

Look towards other projects and external expertise on decentralisation issues	It is essential to look elsewhere with other agencies inside and outside of Timor in order to look at best practices (DRI has expertise on decentralisation in many development and transitional countries)	Ensuring that lessons learned and best practices are incorporated into the project.	Project will ensure lessons learned adapted to the Timorese context
Recommendations for LEARN Project			
Assess indicators to ensure that they reflect the entire electoral cycle and not just indicators to reflect election day success. Indicators should reflect change and should be SMART	Despite the project following an electoral cycle, the indictors denote success during the elections rather at other stages of the electoral cycle	Assessment of indicators and m and e framework	Project will better be able to showcase and demonstrate the theory of change
Recommendations for JSP Project			
Research possible indicators to denote quality of the services provided for future projects	At the moment, some of the indicators do not denote change although it is acknowledged that the justice sector has not yet developed good indicators themselves	Research as to make the indicators smarter and how the data should be collected	Project will be better able to measure change
Ensure that medium term exit strategies exist for AJCs and Mobile Courts	At present the Justice Sector is unable to carry on the good work and more knowledge needs to be transferred	Exit strategy developed and implemented	Justice sector will better be able to handle the hand over process of these two institutions
REcommendations for PNTL Project			
Ensure buy in of different activities and use of innovative tools to assess the quality of the interventions	Some activities do not have the buy in of some of the officers and some of the indicators do not denote change but are about outputs	Devising of a m and E plan which allows better monitoring of the effect of the activities on the police	The project will have better possibility to denote change

ANNEX IV – Overall Status of Results under the CPAP

Overall Outcome: By 2019, state institutions are more responsive, inclusive, accountable and decentralized for improved service delivery and realization of rights, particularly the most excluded groups.		
% of population disaggregated by sex/age/geographic location with confidence in 1) the formal justice system and 2) the police.	25 % increase in overall confidence of courts and police.	Indicator not yet available
GoTL reports to the United Nations human rights mechanisms submitted in compliance with reporting guidelines.	3 out. Of 5 outstanding reports and 4th periodic report under CEDAW and CRC submitted.	Indicator not yet available[38]
Output 3.1 Capacities and systems of justice sector institutions and police enhanced to provide Access to effective and efficient justice and protection to the citizens, particularly for rural women, children and vulnerable groups		
Ratio number of cases decided to new cases each year.	20% increase in ratio of cases decided to new cases.	Partially achieved and on-going
Citizen awareness of formal legal system and legal aid services.	25% increase among males and females in awareness of courts, prosecutor and legal aid.	Indicator not yet available
Number of Timorese national judges, prosecutors, public defenders in each institution, court clerks, and national trainers at legal training centre.	25% increase in Timorese national judges, prosecutors, public defenders, clerks, LTC national trainers.	Achieved
Percentage of people who consider police responsible for law and order.	20%	Indicator not yet available
Output 3.2.Public sector oversight, accountability and transparency institutions, mechanisms and processes strengthened.		
Percent of people aware of accountability and oversight insitutons and consider them effective.	20% increase in awareness of institutions, 10% increase in effectiveness perception.	Project delayed
Number of laws/regulations passed/amended to ensure greater accountability/ transparency in public sector decisions, particularly those affecting women, poor and marginalised.	6 laws scheduled to be passed by 2015. Yearly targets to be set on the basis of the legislative agenda.	Project delayed
Output 3.3. Capacities and systems of subnational institutions developed to provide more efficient, accountable and accessible services to citizens, particularly for the rural poor and other disadvantaged.		
Percent of functions aligned to sub-national institutions that are implemented.	100% of assigned functions are implemented.	Project Delayed
Ratio of expenditure to budget allocation received at sub-national level (recurrent and capital).	80% capital development: target for recurrent to be determined based on functional assignments in the deconcentration framework approved in 2014.	Project Delayed
Output 3.4. Democratic, including electoral, processes to promote inclusion and citizen´s voice strengthened.		
Voter turnout in the elections.	80% voter turnout (in males and females) in the 2017 presidential and parliamentary elections.	Achieved
# of CSOs consulted in the legislative and oversight processes of national parliament.	50% increase in number of CSOs participating in parliaments public consultations	Unknown and not relevant to the particular projects under the portfolio.
Percent of women representatives in the parliament and local councils.	40% women parliamentarians in the 2017 elections and 33% women representatives in local councils.	Achieved

Table 7: Overall status of Results under the CPAP

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[38] The 4th CEDAW report is not due until 2019. It is unclear as to when the next CRC report is due, the last one was delivered in 2015.

Output /Expected Results	Projects under Output	Indicators	Targets	Comments
Output 3.1. Capacities and system of justice sector institutions and police enhanced to provide access to effective and efficient justice and protection to the citizens, particularly for rural women, children and vulnerable groups	JSP PNTL	1. Ratio number of cases decided to new cases each year. 2. Citizens awareness of formal legal system and legal aid services. 3. Number of Timorese national judges, prosecutors, public defenders in each institution, court clerks and national trainers at legal training centre (LTC)	1.Increase by 20% in ratio of cases decided to new cases 2. 25% increase among males and females in awareness of courts, prosecutor and legal aid 3. 50% increase in Timorese national judges, prosecutors, public defenders, clerks, LTC national trainers.	1.The original figures for the court was 87.2% and for the prosecutors 72.1.%. In total, there has been a 5.8% increase bringing it up to just over 90% for the year 2017.[39] 2. The original data was taken from the Asia Foundation Survey 2008,[40] the next Asia Foundation Survey has yet to take place. (it takes place every five years) 3. The numbers have surpassed the targets for all of the positions of professions.

Table 8: CPAP Output 3.1. and its results

Output/Expected Results	Projects Under Output	Indicators	Targets	Comments
Output 3.2. Public Sector Oversight, accountability and transparency institutions, mechanisms and processes strengthened	AC&D IDSP Oe_Cusse Sar and ZEESM Projects	1. % of people aware of accountability and oversight institutions and consider them effective. 2. Number of laws/regulations passed/amended to ensure greater accountability/transparency in public sector decisions, particularly those affecting women poor and marginalised. 3. % of counterpart ministries that have developed their annual work plan and budget on current and reliable socio-demographic disaggregated data	1. 20% increase in awareness of institutions, 10% increase in effectiveness perception. 2. 6 laws scheduled to be passed by 2015. Yearly targets to be set on the basis of legislative agenda. 3. 50%	The project has yet to commence

Table 9: CPAP Output 3.2. and its results

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[39] Source M & E Framework
[40] If we actually compare the baseline data taken from 2008 and then 2013, there was actually a decrease, however 2013 was prior to the Project starting.

Output /Expected Results	Projects under Output	Indicators	Targets	Comments
Output 3.3. Capacities and systems of subnational institutions developed to provide more efficient, accountable and accessible services to citizens, particularly for the rural poor and other disadvantaged.	Oe-Cusse, SAR and ZEESM project and LEARN	1. % of functions assigned to sub-national institutions that are implemented. 2. Ratio of expenditure to budget allocation received at sub-national level (recurrent and capital)	1. 100% of assigned functions are implemented. 2. 80% of capital development; target for recurrent to be determined based on functional assignments in the decentralisation framework approved in 2014.	Decentralisation has been delayed.

Table 10: Overall status of the indicators of CPAP output 3.3.

Output /Expected Results	Projects under Output	Indicators	Targets	Comments
Output 3.4. Democratic, including electoral, processes to promote inclusion and citizen´s voice strengthened.	LEARN	1. Voter turnout in the elections 2. No of CSOs consulted in the legislative and oversight processes of national parliament. 3. % of women representatives in the parliament and local councils.	1. 80% voter turnout (in males and females in the 2017 Presidential and Parliamentary elections. 2. 50% increase in number of CSOs participating in Parliament´s public consultations. 3. 40% women parliamentarians in the 2017 elections and 33% women representatives in local councils.	1. 71.6% in presidential elections 2017 76.74% in parliamentary elections 2017 80% for early parliamentary elections in 2018. 2.Project is currently being formulated. 3. 40% of women in the parliament – 4. 4.75% of women elected in 2016 Suco elections (21 women in comparison to 11 in 2009)

Table 11: Overall status of CPAP output 3.4.

ANNEX V – Overall Status of Results of Individual Projects under the Governance Unit – Justice Support Project

JUSTICE SUPPORT PROJECT		
Output 1: coordination, management and oversight capacities of justice institutions enhanced for more effective and efficient formulation and implementation of laws, plans and overall administration of justice.		
Indicator	Target	Status
1. M & E system established and operational in justice sector institutions that measures the institutions 'efficiency and productivity.	M & E system of justice sector improved for greater accessibility, institutional efficiency and productivity.	Partially Achieved and On-going[41]
2. The number of laws adopted by the justice sector with the support of JSP/UNDP	1 (5 policies or laws in total (2014-2018 adopted)	Partially Achieved-and On-going[42]
Output 2: Capacity of Justice sector strengthened and expanded to provide quality services and uphold the rule of law		
1. # Timorese national judges, prosecutors, public defenders, and national trainer accredited by LEGAL & Judicial Training Center (by gender)	150% increase in number of national judges, prosecutors and public defenders (including LTC trainees) by 2018.	Achieved
2. % of justice actors trained who have increased knowledge through the continuing Legal Education Training (i.e. # of the course participants with increased knowledge /total # of the course participants.	75 justice actors (25 ppl per one session each in Bacau, Suai and Oecussse) participated and 85% of them increased their knowledge.	Partially Achieved[43]

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[41] this indicator particularly concerns the AJCs - M&E as the district courts do not collect the data disaggregated by mobile courts. JSP has designed various M&E tools in collaboration with the PDO and the partnering CSOs, many of which are currently in use. The reason its 'partially achieved and on-going' is that JSP still finds the discrepancies of the data between the PDO and CSOs. JSP needs to harmonize them.

[42] the PDO statute institutionalizing the AJCs was enacted in 2017. JSP and International public defender have drafted the AJCs Regulations, which is currently pending in the superior council of the PDO. JSP needs to speak with the international public defender to push the agenda.

[43] as at Q3, the average pre-test score was 1,69 out of 5, and the average post test score increased to 2.07 on the topics addressed. This is deemed to be partially agreed as the post-tests do not see a big improvement in knowledge. Various reasons could be for such low scores, including the complexity of the land law package and the limited knowledge that already exist amongst the legal professionals. JSP has organized another training on the same topic to seek improvement in their performance.

Output 3: Improved access to justice and equitable dispute resolution mechanisms for all with a focus on women and more vulnerable persons.		
1. # of citizens whose awareness of formal legal system and legal aid services increased through AJCs.	250 citizens in each pilot judicial district	Achieved[44]
2. # of cases registered at the Access to Justice Clinics in the pilot districts (by client gender)	150 clients (of which at least 50% are female) in each pilot judicial district.	Partially Achieved and On-going[45]
3. # of land dispute cases mediated through AJCs in the pilot districts in line with national and international human rights standards (by client gender)	58 land disputes facilitated, 80% of which were resolved in each pilot judicial district	Partially Achieved[46]
4. # of GBV cases referred to and taken up by prosecution and police from AJCs	15 cases in each pilot judicial district	On-Going[47]
5. # of GBV cases referred to and taken up by social service providers (CSOs, shelters, medical clinics, etc) from AJCs	15 cases in each pilot judicial district	On-Going
6. Output 4: Coordination, co-operation and integrated systems between justice, police, communities and corrections supported in a "pilot-scale up access to justice district model."		
7. # of cases allocated and resolved through mobile courts in Dili, Baucau, and Suai judicial districts (by civil, criminal and GBV cases and gender and disabilities of beneficiaries)	600 cases resolved	Achieved[48]

[44] Including the ADR training, a total of 3,304 citizens (1,245 women and 2,059 men) (i) Bacau 2,037 (900 women and 1,137 men) and (ii) Suai 1,267 (345 women and 922 men).

[45] As of Q3, 36,74% (average 129.33 fuel report/month of 352 total cars). the number of clients registered in the ajcs and the women's proportion have not yet reached the target. I personally think that both targets were aimed a little high given that the ajcs are still new, the informal justice is prevalent, and Timorese women are often rejected to the entitlement of the property ownership.

[46] i) Baucau: 35 cases (27 land, 8 civil) facilitated, 5 cases (2 land, 3 civil) resolved (4 women and 6 men). the number of land disputes facilitated in the Ajcs is a little less than the target and the resolution rate is 20-30%. The resolution rate in particular was aimed too high. A professional mediator advised that 20-30% is, in fact, very good. ii) Suai: 56 cases (44 land, 12 civil) facilitated, 18 cases (14 land, 4 civil) resolved (12 women and 24 men).

[47] the prosecution office started to take in the criminal cases referred from the Ajcs for the last several months. The coordination needs to be strengthened.

[48] Of the total 769 cases allocated for the mobile courts, 454 cases were disposed (447 criminal; 7 civil). Of the criminal cases resolved, 229 cases were GBV. Approximately, 971 people (312 women; 659 men) benefited from the cases resolved through mobile justice.

ANNEX VI – Overall Status of Results of Individual Projects under the Governance Unit – PNTL Project

PNTL PROJECT		
Output 1: PNTL Headquarter Capacity for Management and Administrative Systems Strengthened		
Indicator	Target	Status
1.1.Technical capacity for implementation of the PNTL Strategic Plan 2014-2018 put in place		
% of PNTL municipalities/units that have access to the management dashboard system	60% municipalities/units do not currently have access to the Management Dashboard System	Not achieved[49]
The number of electoral violence related incidents that took place during the municipal and national elections.	60 incidents	Achieved[50]
1.2 PNTL capacity in IT/Data management improved and sustained		
% of IT System update	95 %	Achieved[51]
. # of hours taken to close IT help desk "tickets".	48 hours	Not achieved[52]
% PNTL staff with access to IT system, support services, and email.	95%	Achieved[53]
% of all municipalities/ units that have two trained IT focal points	At least 80%	Partially Achieved[54]
1.3. PNTL capacity in fleet management improved and sustained.		
Standard vehicle allocation ration established and implemented (Yes/No)	Yes	Not achieved
Monthly fuel reports and analysis per vehicle and district/unit generated	40% of vehicles	Achieved[55]
1.4. PNTL capacity in public relations, media relations & internal communication improved and sustained.		
Number of requests per month for PRO support from PNTL units	10 requests	Achieved[56]

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[49] PNTL municipalities/units have not yet been authorized to use the Management Dashboard System due to the need to further populate the dashboard.

[50] There were only 31 incidents.

[51] The evaluation deems this as achieved as Q3 shows a figure of 94%.

[52] as at Q3, this figure has increased on the baseline (84 hours) instead of decreased.

[53] However it should be noted, that not everyone uses the system and it is alleged that many prefer to use their own personal emails.

[54] The IT training has occurred in all the 13 PNTL Municipalities – Aileu and Viqueque Municipality command has got one IT focal point.

[55] As of Q3, 36,74% (average 129.33 fuel report/month of 352 total cars).

[56] As of Q3, 14 requests

Output 2: Context-specific capacity development plans for 2 model district police stations designed and implemented based on the findings of functional reviews.		
Indicator	Target	Status
. Context specific development plan for a model district police station designed and implemented.		
Completion of an Annual Work Plan for the Bacau District.	Development of an annual work plan for 2018	Achieved[57]
The number of PNTL staff effectively trained in a technical skill set in the Bacau district.	40 PNTL staff	Achieved[58]
2.2 PNTL capacity to improve gender equity at district level strengthened		
Number of people referred by the VPU to government or non-government support services each month.	5 (average/month)	Achieved[59]
% PNTL officers in Bacau municipality who have received training from the Gender Focal Point during the period.	10%	Achieved[60]
% of attendees of each training session by the Gender Focal Point who have developed during the training.	50%	Achieved[61]

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[57] PNTL Bacau Annual Training Plan 2018 developed.
[58] 104 Bacau PNTL staff were trained (added 30 officers attended gender mainstreaming training in June 2018).
[59] 74 gender based violence cases referred by VPU to service providers 24.7. (average/month)
[60] 66% (139 PNTL officers/212 total number of Bacau PNTL)
[61] 67% have understood concept of gender and importance of gender mainstreaming (pre/post test).

ANNEX VII – Overall Status of Results of Individual Projects under the Governance Unit – LEARN

LEARN PROJECT		
Output 1: Enhanced civic knowledge, awareness, and engagement of citzens in local and national decmocratic processes		
Indicator	Target	Status
Number of voters registered for democratic participation.	20% increase in number of registered electorates.	Partially achieved and on-going[62]
Percentage of invalid ballots decrease indicating the effectiveness of voter education.	Invalid ballots to be below 2% in National parliament Elections.	Achieved[63]
Output 2: Increased political participation of women and youth at local and national level		
Percentage of voter turnout (as an indication of greater democratic participation.	75% voter turnout in the national parliament elections. 45% of women turnout in national parliamentary elections.	Achieved[64]
Output 3: Enhanced institutional capacity of CNE and STAE to manage and implement national and local elections through an electoral cycle approach.		
Percentage of women as polling staff for elections.	50% women as polling staff for elections in the parliamentary election.	Achieved[65]
Output 4: Increased sustainability of voter registration and electoral results management systems		
Live screening of election results of national elections through a new results management system.	Results management system available for national elections with live transmission.	Achieved[66]

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[62] The 2018 elections resulted in a 17 per cent increase

[63] Presidential election 2017 witnessed 1.7% invalid ballots and 1.9% for parliamentary elections.

[64] Voter turnout in the 2017 presidential elections: 71.6%, 47% women voted in the 2017 presidential elections; voter turnout in the 2017 parliamentary elections, 76.4% 48% women voted in the 2017 parliamentary elections.

[65] In both elections that took place in 2017, women made up 50% of the polling station staff with 34 per cent acting as chairperson of the polling stations.

[66] Results were screened nationwide.

ANNEX VIII– Overall Status of Results of Individual Projects under the Governance Unit – Oe-Cusse Project

Output 1: Lay the foundations for an efficient, effective and agile regional administration in Oe-Cusse		
Indicator	Target	Status
Output 1.1. Procurement office at ZEESM has been re-equipped with skilled staff		
# High value tenders implemented	2	Achieved
# of functions assigned to ZEESM that are implemented.	1 procurement office is functional.	Achieved.
# of regional strategic plans developed for Oe-Cusse region	1	On-going
# value chain analysis reports developed	1 value chain analysis report developed	Achieved
Output 1.2. The Secretaries of Agriculture and Tourism have been supported with skilled international staff (IUNVs)		
# of communities supported to develop community-based tourism services	2 communities	Achieved
2 brochures and one map to promote tourism in Oe-Cusse developed	2 brochures and one map to promote tourism in the region	Achieved
Output 3: Sustainable and innovative frameworks to develop the Oe-Cusse and Atauro economies to develop linkages with the ZEESM.		
3.1. # of unserved and underserved poor, women, youth, rural people and micro entrepreneurs with access to new, responsive, sustainable financial services.	10 entrepreneurs and 200 farmers (50% women and 40% young)	Achieved

ANNEX IX – Overall Status of Results of Individual Projects under the Governance Unit – IDSP Project

INFRASTRUCTURE DEVELOPMENT SUPPORT PROJECT		
Indicator	Target	Status
Outcome 1: By the end of 2019 the Government improves and applies the national standards and regulation for infrastructure projects, including project appraisal and feasibility study		
No of guidelines for feasibility study and project appraisal	1 document	Achieved
No of documents for regulation for feasibility study and project appraisal	14 documents approved	Achieved
No of Pilot Project(s) implemented	2 pilot projects implemented	On-going
Outcome 2: By the end of 2019 the Government improves the integrated database for infrastructure projects, including the infrastructure Atlas on the IF		
No of IF projects with location integrated or update in Database	500 projects in the database	On-going
No of maps created or update in the infrastructure Atlas	18 maps created	On-going
Outcome 3: Capacity Development Training		
Number of MPS staff members supported with Capacity Development Training under MoU between GoTL & UNDP from January 2018	7 national advisors trained	On-going
Number of meetings attended with key stakeholders, including Line Ministries, ADB, JICA	10 meetings attended	Achieved

ANNEX X – Overall Status of Results of Individual Projects under the Governance Unit – AC & DC Project

| ANTI-CORRUPTION AND DECENTRALISATION PROJECT		
Component A – Outcome - A culture of transparency and rejection to corruption embedded in state institutions and citizens		
Indicator	Target	Status
Ratio of People who consider corruption as a serious problem.	.185%	Activities to be commenced in last quarter of 2018
Output 1: Key ministries and municipality civil servants 'internal control mechanisms strengthened and transparency and accountability mechanisms adopted at the national and local levels		
National Anti-corruption strategy finalised and approved	1	Activities to be commenced in last quarter of 2018
Municipality civil servant's awareness on ethics and integrity and regulations on procurement increased.	90% of participants of capacity building workshops have increase d their knowledge on ethics & integrity and regulations on procurement.	Activities to be commenced in last quarter of 2018
% of civil servants who deal with tax collection and licensing of foreign investment companies increased their knowledge on the prevention of corruption.	80%	Activities to be commenced in last quarter of 2018
Output 2: Capacities of oversight institutions to promote corruption prevention and public sector integrity increased.		
Manuals to promote integrity and inspectoral system in public sector developed and distributed to civil servants	2	Activities to be commenced in last quarter of 2018
Integrity Pact for procurement agreed by all stakeholders and its implementation in place.	1	Activities to be commenced in last quarter of 2018
Output 3: Public commitment to address corruption and promote good governance and sustainable development strengthened through national awareness and dialogue initiatives.		
Citizens´ awareness of combatting corruption improved through outreach campaign	15% of citizens improve their awareness on combatting corruption through 2 TV/Radio talk shows on the prevention of corruption.	Activities to be commenced in last quarter of 2018
	85% of the participants improve knowledge on the prevention of corruption in the 3 days youth workshop.	Activities to be commenced in last quarter of 2018

Component B– Supporting Effective service delivery and decentralised public administration		
Indicator	Target	Status
Governance improved by promoting service delivery and participation of excluded groups including women and youth in the prioritization and investment of key areas in Municipalities	2	Activities to be commenced in last quarter of 2018
Output 1: Priority areas in each pilot Municipality identified and agreed, promoting participation of women and youth through the UNDP ART methodology		
At least one priority area for each pilot Municipality agreed by stakeholders including women and youth	2	Activities to be commenced in last quarter of 2018
Output 2: Social impact projects designed and implemented at the local level improving the service delivery capacity in each pilot municipality		
At least one project developed and implemented for each Municipality through participatory planning.	2	Activities to be commenced in last quarter of 2018

Component C– Strengthening Democratic Participation and Citizenship at the Municipal Level		
Indicator	Target	Status
Outcome 1: Strengthened capacity of STAE and CNE for the conduct of transparent and inclusive Municipality Elections in Timor-Leste.		
Voter Turnout in Municipality Elections	75% voter turnout in municipality elections	Activities to be commenced
Output 1.1: Enhanced civic knowledge, awareness and engagement of citizens on the decentralization process at the municipality level including competencies.		
Development of strategy on civic education	STAE and CNE have developed and implemented a civic education strategy.	Activities to be commenced
Percentage of Invalid Votes	1.5% of invalid votes in municipality elections	Activities to be commenced
Output 1.2: Increase sustainability of voter registration for municipality elections		
Number of people registered to vote in municipality elections	770,360 (registered in-country voters for municipality elections)	Activities to be commenced
Output 1.3. CNE and STAE are fully aware of the electoral legal framework for municipality elections to enhance transparency, accountability of the electoral procedures and people's rights to information.		
Increase of the legal capacity of the CNE and STAE regard to their compliance with electoral legal framework for municipality elections.	N/A	Activities to be commenced
Feasibility study for CNE conducted and available	A review of the Electoral law framework, as part of the feasibility study, is available to be discussed between electoral stakeholders.	Activities to be commenced

Component C– Strengthening Democratic Particpation and Citizenship at the Municipal Level		
Indicator	Target	Status
Outcome 2: Newly elected municipality assemblies and presidents of the municipalities are skilled to fulfil their political mandates and meet citizen expectations.		
The skills of the member of the municipality Assemblies and Presidents of the Municipalities are enhanced to debate and draft laws.	NA - Elections still to be conducted	Activities to be commenced
Output 2.1: Capacity development plan for newly elected municipality assemblies and presidents of the municipalities designed and implemented.		
Availability of Capacity Development Plan for newly elected Municipality Assemblies and Presidents of the Municipalities.	Capacity development plan for newly elected municipality assemblies and presidents of the municipalities is available.	Activities to be commenced
Output 2.2: Enhanced capacity of newly elected municipality assemblies and presidents on substantive skill required by their political mandate.		
Number of knowledge management products produced	(N/A) Municipality elections still to be conducted.	Activities to be commenced
Number of training initiatives delivered to newly elected municipality assemblies and presidents of the municipalities.	(N/A) Municipality elections still to be conducted.	Activities to be commenced

ANNEX XI – Outline of benefits of the Theory of Change

UNDP using standard log frames to design their projects, and while they are still a useful tool, it is important to base the design in a theory of change. As has been illustrated above, many of the indicators were not achieved, and even if they had been achieved, it would have not necessarily denoted the change desired and the projects tend to be implemented vertically without any horizontal connections. To this end, when designing the projects under the programme they need to fit in with the UNDAF and CPAP and vice versa, depending on which is designed first. Utilisation of a theory of change also helps in the design of the M & E framework and the appropriateness of the indicators which will inevitably measure the success of the intervention.
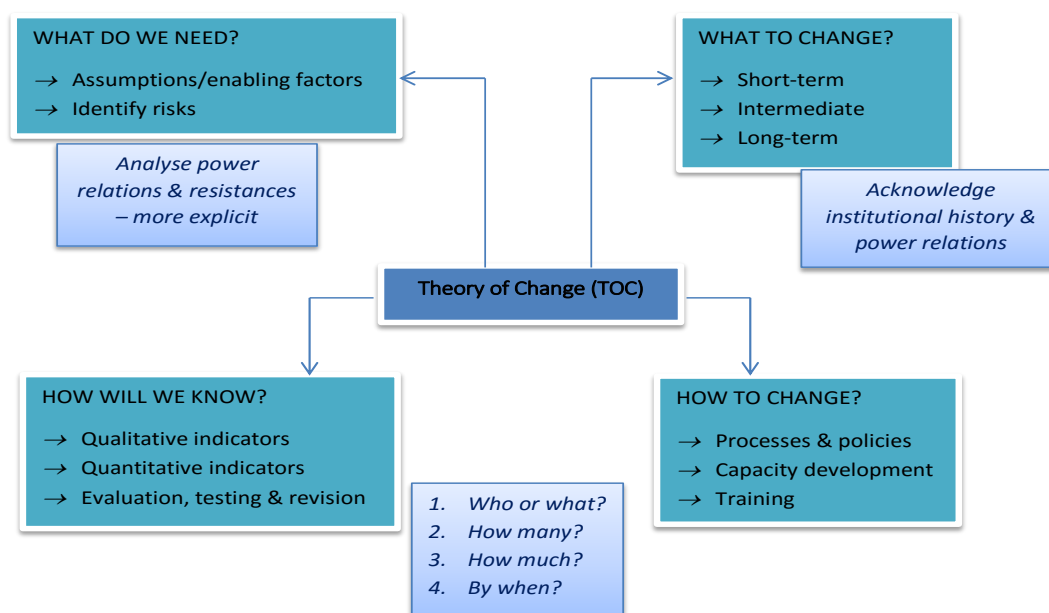
To this end, when designing a project, it is important to know what objectives one wants to achieve, and how these particular objectives can be measured. To this end, the design of the UNDAF and CPAP, although acknowledging it is a largely participatory process. UNDP should go beyond this process, and not just ensure that one or two meetings are held, but instead ensure that consensus is built amongst the key stakeholders and that civil society as well as institutions are involved in the process. The process in the end has to be representative of the outcomes that are required, and therefore the designs of the future programmes as well as projects needs to be far more inclusive as compared to before. This is particularly important given the current political climate and the fear by some intellectuals that Timor-Leste is in danger of becoming a failed state.

In such a setting, it would mean that understanding of the obstacles and barriers to achieving good governance and actually achieving change would need to be assessed. The design will have to understand the different dynamics in order to familiarize itself with the social and political systems of the potential beneficiaries so that the projects can address these particular systems during the course of the project.

It is important to know what is the starting point, if a project is to be designed around capacity building, it is important to know whether, if participants are trained, does the political buy in exist to adopt any systems they may be trained in? If training is only going to result in knowledge and this knowledge cannot be transferred as it unlikely to be used, then the design of the project should be questioned, and it should be decided if this particular course is relevant to the needs,

and whether a change in the system would be reasonable to assume after the conducting of the project.

Designers could look out for patterns and ask themselves the following questions:
- ✓ Identify the potential strength and intensity of support for the change intended;
- ✓ Identify the department, persons who have the power in the system to instigate that change – weighing up the number of supporters and opponents and how to address these;
- ✓ If there is some resistance within the organisation, what would be needed to instigate change?

ANNEX XII – Resource Mobilisation

Highlighted under efficiency, note was made of the reducing support for governance, while a comprehensive assessment of other UNDP programmes in the region has not been made, according to key figures, support for governance is increasing. World-wide as is illustrated under graph xxx, governance accounts for the second largest portfolio in the gamut of UNDP's countries 'support. As was also demonstrated under efficiency, the number of donors as well as the funds available has been on a downward trend. Development partners who were consulted mentioned that in many instances Timor-Leste was a priority country, but now enjoys relative political stability and support is needed in other countries which are now the priority, Timor is suffering from a dearth of funds. Furthermore, despite the relative political stability in the last few years, the 18 months has seen a return to a political impasse which has meant that many development partners' support was put on hold as the uncertainty surrounding the government meant that UNDP and other development partners did not have a clear counterpart. This is further exacerbated by what some opine to be the over-generous nature of Timorese government donating funds to other countries in crisis, and therefore diminishing the perceived need for investments to be made at home. All of these factors have meant that Timor-Leste despite many of the institutions still being in their infancy and capacity needed to be built, many institutions have been hung out to dry and it is highly probable that the size of the funding witnessed in the first decade of this century will not be seen again.

Notwithstanding, many of the key lessons learned and the conclusions of this report highlight that there are a number of strategic measures needed to ensure greater efficacy and efficiency of UNDPs projects. The development partners consulted still had a vivid interest in supporting governance, however these obviously need to align with their priorities and their strategic aims.

Cognisant of the *timorisation* of the process and the importance of carrying the torch to realise national ownership of the projects and its results, it is important not to return to a supply driven scenario whereby projects fulfil the needs and ideals of the development partners. Nonetheless, with some strategic forethought and an understanding on how the development partners can match with the actual needs of the national institutions, there is no reason why better and more efficient programmes cannot be designed and funding continue to flow.

UN Agencies and other Development Partners

To this end, the cooperation and collaboration between UN agencies needs to be strengthened. While this particular evaluation demonstrated a very high regard for UNDP and its work by almost all those consulted in the process, there was a sentiment by a number of the key agencies, including other UN agencies, that collaboration and cooperation needed further strengthening. Many of the project documents do cite that collaboration and cooperation exist, however in practical terms, this collaboration has rather been in attendance of a few meetings and providing strategic advice rather than the collaboration and cooperation envisioned in the prodocs. Joint projects which galvanise the individual strengths and first-hand knowledge of each of the UN agencies working are currently working separately on the same issues. This is particularly pertinent for the justice, elections and the PNTL projects where synergies can be found with UN Women, UNHCR, and UNICEF, UNFPA amongst others.

Collaboration needs to be formalised and project documents written together whereby individual agencies can carry out individual outputs but contributing to the overall goal.

Collaboration with CSOs

Where formal collaboration with UN agencies should be sought, more collaboration in partnership with NGOs should also be sought. The JSP and LEARN project are good examples whereby collaboration with local NGOs has worked and even strengthened the projects. Furthermore, whereby local NGOS and grassroots organisations have not only the local knowledge and contacts as well as the rural outreach, in order to achieve both the UNDAF and the CPAP goals, the projects need to be taken to the people, and therefore working with CSOs are the obvious choice. Furthermore, in order to increase accountability and transparency, it is essential that CSOs are also afforded with capacity building in order to adequately assess the governments capacity to offer transparent and inclusive services.

Internal Review

At present the UN is currently undergoing a reform process and in the last twelve months the country office has also undergone a number of changes. This has meant an important number of changes and have inadvertedly impacted on the projects and the ability of the country office to provide the best services possible. The evaluation revealed that there was a mixed sentiment as to regards the overall effectiveness and efficiency of the internal reform. While some projects hailed the changes as positive and stated that the service delivery to the projects had improved noticeably, a number of others found that the quality had diminished. While recognising the need to make cut backs, a number of persons believed that the changes had negative impact on the country office ability to support the projects as before. Unfortunately, this evaluation did not have the resources nor the time to make a comprehensive assessment of the quality of the changes and their impact of the projects. Nonetheless, it was apparent that some sacrifices have been made, and in turn this has weakened the unit to oversee the projects and provide the quality of services that they require. This is especially apparent with regards to communication, and gender which are considered weak in some of the projects and non-existent in the others.

Furthermore, while the utilisation of UNVs at the project level was seen as responsive and an effective use of resources, there was some disappointment expressed at the level of some of the key positions and their ability to oversee complicated processes.

This evaluation recommends an internal review of the changes made in order to assess their effectiveness and efficiency and asks the offices of the UN to explore possible avenues to cut expenses from sources other than key positions which are already thin on the ground. These could include retraining of staff, and a look towards the possibility of car-pooling. The number of cars sitting unused in the car park at any one time is unsightly and begs the question of cost effectiveness.

ANNEX XIII – List of Persons Interviewed

Name	Position	Organisation	Location
Roy Trivedy	Resident Coordinator and UNDP Resident Representative	United Nations	Dili
Claudio Providas	Country Director	UNDP	Dili
Maja Stojanovska	Head of Governance	UNDP	Dili
Diana Lina Bernardo	Operations Manager	UNDP	Dili
Luciano Freitas	Human Resources Manager	UNDP	Dili
Bakhiht Allambergenov	Procurement Specialist	UNDP	Dili
Bernardino Da Costa Pereira	Project Manager – Anti Corruption and Decentralization Project	UNDP	Dili
Maria Lauar Fiorotto	Project Manager - ZEESM	UNDP	Dili
Regina		UNDP	Dili
Luis Moniz	Local Security Assistant	UNDP	Dili
Aderito Manuel Alves Guterres	Director of Municipal Development Ministry of State Adminsitration	Ministry of State Administration	Dili
Andres del Castillo Sanchez	Chief Technical Advisor/Project Manager	UNDP LEARN Project	Dili
Acilino Manuel Branco	Head of STAE	STAE	Dili
	Director	Anti Corruption Commission	Dili
Anjet Lanting	Human Rights Advisor	Office of the United Nations Resident Coordinator	Dili
Joao F Boavida	Executive Director	CEPAD	
Altino de Cruz Freitas	Director	Press Council	Dili
Sally Foreman	International Consultant	Alfela	Dili
Luis Ximenes	Director	Belun	Dili
Eric Vitale	Program Coordinator	World Bank	Dili
Juanuario Soares	Project Manager	JSP Project	Dili
Sora Chung	M & E Specialist	JSP Project	Dili
	Deputy Prosecutor General	Prosecutors Office	Dili
Nelinho Vital	Director	Ministry of Justice	Dili
Hemant Pank	M & E	LEARN Project	Dili
Hanul Park	Deputy Country Director	KOICA	Dili
Alexandre Baptista Coelho	Training Coordinator	Legal Training Centre	Dili
Dr Cancio Xavier	Public Defender General	Public Defenders Office	Dili
Estevao Ferreira Couto	Consultant	Public Defenders Office	Dili
Camille Wauters	Programme Officer	UN Women	Dili
Sebastiao Freitas	Project Manager	PNTL Project UNDP	Dili
Virgilio D Correia	General Commander	PNTL	Dili
David Senior	Governance Team Leader	Australian Federal Police	Dili
Konstantin Borisov	Project Manager	IDSP Project	Dili
Krispin Rego Fernandes	MPS Director	IDSP Project	Dili
Domingos da Costa Sousa	Chid Protection Manager	UNICEF	Dili
Evangelino de Jesus Fatima	Head of CNE	CNE	Dili
Simon le Grand	Head of Cooperation	EU	Dili

Channa Cummings	Chief Politial, Economic and Consular Section	United States Embassy	Dili
Mizuho Fujimara	Head of Economy & Development Assitance Section	Embassy of Japan	Dili
Giovanni Damato	Former Project Manager	JSP Project UNDP	Skype

ANNEX XIV – List of Documents Consulted

Caucus and Moffe – January – March 2018 – First Quarterly Narrative Report – Advancing Women´s Participation in Politics in Timor-Leste

Decree lAw no 4/2014 22 January – Organic Statute of the Structures of Administrative Pre-Deconcentration

UNDP – Powerpoint presenation – UNDP TL Country Programme Document 2015-2019 – Achievements in the Governance Sector

Republica Democratica de Timor-Leste – Timor Leste Strategic Development Plan 2011-2030

UNDP – Audit of UNDP Timor-Leste – Enhancing the Democratic Rule of Law Through Strengthening the Justice System in Timor Leste – Report No 909 – 12 March 2013

Klusykens Jups, Roberts Kirsten, Oliviera Jose Luis – October 2013 – Mid Term Evaluation of the UNDP/OHCHR Capacity Building of PDHJ Project – 2010-2014 Final Report

United Nations Economic and Social Commission for Asia and the Pacific – What is good governance?

UNDP – Agreement between the United Nations Development Programme and The Government of the Democratic Republic of East Timor

UNDP - Justice System Programme – Annual Report (January to December 2015)

UNDP –Justice System Programme – Annual Progress Report (January to December 2016)

UNDP – Justice System Programme – Annual Report (January to December 2016)

UNDP – Justice System Programme – Annual Report (22 March 2018)

UNDP – JSP Monitoring Framework Final 2017

UNDP LEARN Monitoring Framework

UNDP PNTL Monitoring Framework

UNDP – August 2018 – Issue 17 - Electoral Project – Newsletter

UNDP – UNDP Capacity Building Support to Policia National de Timor-Leste Project – Annual Progress Report 2015

UNDP – UNDP Capacity Building Support to Policia National de Timor-Leste Project – Annual Progress Report 2016

UNDP – UNDP Capacity Building Support to Policia National de Timor-Leste Project – Annual Progress Report 31 March 2018

UNDP – Report on Support to Oe-Cusse SAR & ZEESM 2016/2017

UNDP Sub National Governance and Development Programme (SNGDP) – 1 July 2014 – 30 June 2018

UNDP Support to Institutional Development of Oe-Cusse Special Administrative Region and ZEESM Project - Progress Report 2015 (January – June 2015)

UNDP Support to Institutional Development of Oe-Cusse Special Administrative Region and ZEESM Project - Progress Report 2015 (January – June 2016)

UNDP Support to Institutional Development of Oe-Cusse Special Administrative Region and ZEESM Project - Progress Report 2015 (January – December 2017)

UNDP – Enhancing Public Sector Accountability through Institutional Strengthening in Anti-Corruption and Decentralization – December 04th – December 31st 2017

UNDP Leveraging Electoral Assistance for Regionalized Nation Building – Annual Progress Report – 15 April 2018

UNDP Enhancing Public Sector Accountability through Institutional Strengthening in Anti-Corruption and Decentralization - ProDoc

UNDP Leveraging Electoral Assistance for Regionalized Nation Building – ProDoc

UNDP – Justice System Programme – ProDoc

UNDP – Justice System Programme – First Quarterly Progress Report – January March 2015

UNDP – Justice System Programme – Second Quarterly Progress Report – April – June 2015

UNDP – Justice System Programme – Third Quarterly Progress Report – July - September 2015

UNDP – Justice System Programme – First Quarterly Progress Report – January March 2016

UNDP – Justice System Programme – Second Quarterly Progress Report – April – June 2016

UNDP – Justice System Programme – Third Quarterly Progress Report – July - September 2016

UNDP – Justice System Programme – First Quarterly Progress Report – January March 2017

UNDP – Justice System Programme – Second Quarterly Progress Report – April – June 2017

UNDP – Justice System Programme – Third Quarterly Progress Report – July - September 2017

UNDP – Justice System Programme – First Quarterly Progress Report – January March 2018

UNDP – Justice System Programme – Second Quarterly Progress Report – April – June 2018

UNDP – Justice System Programme – Third Quarterly Progress Report – July - September 2018

UNDP – UNDP Capacity Support to Policia Nacional de Timor Leste Project – Quarter One Progress Report – January to March 2015

UNDP – UNDP Capacity Support to Policia Nacional de Timor Leste Project – Quarter Two Progress Report – April - June 2015

UNDP – UNDP Capacity Support to Policia Nacional de Timor Leste Project – Quarter Three Progress Report – July - September 2015

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