



IEO | INDEPENDENT
Evaluation Office
United Nations Development Programme

ANNEXES
INDEPENDENT COUNTRY PROGRAMME
EVALUATION – TIMOR-LESTE

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Annex 1. TERMS OF REFERENCE

1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Program (UNDP) conducts “Independent Country Programme Evaluations (ICPEs)”, previously known as “Assessments of Development Results (ADRs),” to capture and demonstrate evaluative evidence of UNDP’s contributions to development results at the country level, as well as the effectiveness of UNDP’s strategy in facilitating and leveraging national effort for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP Country Programme Document
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.¹ The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership. Based on the principle of national ownership, IEO seeks to conduct ICPEs in collaboration with the national authorities where the country programme is implemented.

UNDP Timor-Leste has been selected for an ICPE in 2018 since its country programme is supposed to end in 2019. This is the second country programme evaluation conducted by IEO, the first being in 2011. The ICPE will be conducted in close collaboration with the Government of Timor-Leste, UNDP Timor-Leste country office, and UNDP Regional Bureau for Asia and the Pacific.

2. NATIONAL CONTEXT

The Democratic Republic of Timor-Leste, situated in Maritime Southeast Asia is one of the youngest countries in the world having gained independence from Indonesia in 2002 after a protracted conflict. The country has achieved considerable progress in peace and state-building since independence. Parliamentary and presidential elections were held in 2007, 2012 and 2017. Social and economic policies have focused on poverty reduction. The poverty rate fell by 8.6 per cent between 2007 and 2014.² Infant mortality fell from 88 to 44 per 1,000 live births between 2001 and 2009, making the country one of the fastest in the world for achieving the target.³ GDP per capita increased from USD 499 (current USD) to USD 1,405 between 2007 and 2016.⁴

¹ See UNDP Evaluation Policy: www.undp.org/eo/documents/Evaluation-Policy.pdf. The ICPE will also be conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (www.uneval.org).

² Government of Timor-Leste, “Survey of Living Standards”, Government of Timor-Leste and World Bank Group: https://www.mof.gov.tl/wp-content/uploads/2016/09/012_TL_REPORT_R01.pdf.

³ UNDP, Country Programme Action Plan 2015-2019

⁴ The World Bank Data, GDP per capita (current US\$): Timor-Leste: <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=TL>.

Despite this notable progress in a relatively short timeframe, the poverty rate remains high at about 42 percent in 2014, infrastructure in the country remains under-developed, access and quality of public services remains challenging, food security is a major challenge, there is high unemployment especially amongst youth and the economy is reliant on oil/gas and public spending. The 2016 Human Development Report places Timor-Leste slightly below the average for medium human development category, ranking it 133 out of 188 countries and territories. The country has a population of 1.3 million (2016)⁵, over 70 percent is under the age of 30 and 67 percent live in rural areas.⁶ Agriculture is the most important sector outside of the non-oil economy, as it provides subsistence to roughly 80 percent of the population, and generates an average of 80 percent of the non-oil exports.⁷ However, low agricultural productivity combined with a lack of access to markets, and inputs contributes to high food insecurity, particularly in rural areas. Limited access to water and, skills and knowledge of agricultural methods are underlying causes for low agricultural production. Floods, landslides and drought also affect domestic food production. About 74 percent of the rural population suffers from moderate to severe food insecurity.⁸ Superstition and local traditions affect dietary practices, particularly consumption of protein. Some 28 percent of the population live in households without electricity connection, and 25 percent live in households that lack sanitation and safe drinking water.⁹

GDP growth fell in recent years, from 11.4 in 2007 to 5.7 percent in 2016.¹⁰ The economy is reliant on the exportation of petroleum and the downward GDP growth is due to declining reserves and falling oil prices. According to the International Monetary Fund, Timor-Leste is the most oil-dependent economy in the world and economic diversification is urgent.¹¹

Timor-Leste legal and institutional framework for an accountable, transparent and inclusive democratic governance needs strengthening. The 2017 elections resulted in a minority government and after some months of a political impasse, the Parliament was dissolved in January 2018. New parliamentary elections were held in 12 May 2018.

In addition, Timor-Leste has a large youth population. According to Timor-Leste's National Human Development Report in 2018,¹² the median age of the country is 17.4 years. Due to the high birth rate, almost 40 percent of the population is under age 15. The 2015 census indicated that Timor-Leste's dependency ratio has reached 82, which means that every 100 persons of working age need to support 82 individuals who are not of working age.¹³ In addition, young people aged 15-34 represented 77 percent of the unemployed adult population in the country.¹⁴ The government of Timor-Leste is conscious of the need to convert the youth bulge into a demographic dividend.

⁵ Estimated by the World Bank (<https://data.worldbank.org/indicator/SP.POP.TOTL?display=graph&locations=TL>). The government data is outdated.

⁶ UN Data – Timor-Leste: <http://data.un.org/en/iso/tl.html>.

⁷ Ministry of Agriculture, Forestry & Fishery: <http://gov.east-timor.org/MAFF/>.

⁸ UNDP, Country Programme Action Plan 2015-2019

⁹ Government of Timor-Leste, "Survey of Living Standards", Government of Timor-Leste and World Bank Group: https://www.mof.gov.tl/wp-content/uploads/2016/09/012_TL_REPORT_R01.pdf.

¹⁰ World Bank, <http://www.tradingeconomics.com/east-timor/gdp-growth-annual>

¹¹ IMF, 'Public Information Notice: IMF Executive Board Concludes 2010 Article IV Consultation with the Democratic Republic of Timor-Leste,' March 2011. <http://www.imf.org/en/News/Articles/2015/09/28/04/53/pn1131>, and "2017 Article IV Consultation – Press Release and Staff Report". December 2017

¹² UNDP, 'Timor-Leste National Human Development Report 2018.'

¹³ Ibid.

¹⁴ Ibid.

Gender inequality in Timor-Leste is mainly reflected in women's low economic participation and high rate of gender-based violence. Timor-Leste is ranked 128 out of 144 countries in the 2017 Global Gender Gap Index.¹⁵ According to the country's 2015 Population and Housing Census, women's literacy rate is 7 percent lower than that of men (64 and 71 percent respectively), and there is no significant disparity between male and female enrolment in primary (81 percent for both sexes) and secondary education (30 and 36 percent respectively).¹⁶ However, women's formal labour force participation rate is only half of that of their male counterparts (about 22 percent for women aged between 15 and 64 years compared to 40 percent for males).¹⁷ Domestic violence is the most reported case to the Vulnerable Persons Unit of the National Police.¹⁸ To combat gender-based violence, the government of Timor-Leste has launched the 2017-2021 National Action Plan against Gender-based Violence in 2017.¹⁹ In terms of political empowerment, Timor-Leste is ranked 60th out of 144 countries in the Global Gender Gap Index. To promote women's political participation, in 2016, the government of Timor-Leste has introduced amendments to the National Electoral Laws, stating that 33 percent of political parties' lists must be women candidates. This shows that Timor-Leste is among the top countries which have advanced women in decision-making structures in the Asia Pacific region²⁰, but with room for further improvement. In 2017, 38 percent of parliamentary seats were held by women,²¹ while about 19 percent of ministerial positions were held by women.²²

The country's Strategic Development Plan (SDP) 2011-2030 aims to transform the country from a low income to upper middle-income country with a healthy, well-educated and safe population by 2030. It is centred on four pillars: social capital; infrastructure development; economic development; and effective institutions. The social capital development focuses on building a healthy and educated society to address the social needs of the country and promote human development. It covers quality education, health, social inclusion, environment, and culture and heritage sectors. Infrastructure development focuses on functioning roads, bridges, water and sanitation, electricity, ports, airports and telecommunications to ensure the country has the core and productive infrastructure for sustainable development. Under the economic pillar, the focus is on rural development, agriculture, fisheries, petroleum, tourism, and private-sector investment. The institutional framework covers cross-cutting issues such as security, defence, justice, public sector management and good governance upon which the three other pillars of the SDP are constructed. An analysis of the extent of alignment of the SPD with the Sustainable Development Goals (SDGs) was completed and the SDP has subsequently been updated. In 2017, the Government launched its roadmap for achieving the SDGs.

Timor-Leste has led the g7+, a global forum for fragile and conflict-affected countries that are in transition to the next stage of development. The g7+ provides a platform for the countries to share experiences and learn from one another. Timor-Leste hosted an international conference on the Post-2015 Development Agenda in 2013, outcomes of which fed into the UN High-Level Panel report to the UN Secretary General on the post 2015 global development agenda.

¹⁵ Timor-Leste has not been ranked in the 2015 UNDP Gender Inequality Index.

¹⁶ General Directorate of Statistics (Timor-Leste), UNICEF & UNFPA, 'Timor-Leste Population and Housing Census 2015, Thematic Report Volume 11, Education Monograph 2017,' 2017.

¹⁷ Government of Timor-Leste, 'National Employment Strategy 2017-2030,' June 2017.

¹⁸ UN Women: Timor-Leste: <http://asiapacific.unwomen.org/en/countries/timor-leste>.

¹⁹ Government of Timor-Leste, 'Launch of the 2017-2021 National Action Plan against Gender Based Violence, <http://timor-leste.gov.tl/?p=18310&n=1&lang=en>.

²⁰ UN Women: Timor-Leste: <http://asiapacific.unwomen.org/en/countries/timor-leste>.

²¹ Ibid.

²² World Economic Forum, 'The Global Gender Gap Report 2017,' p. 320. http://www3.weforum.org/docs/WEF_GGGR_2017.pdf

3. UNDP PROGRAMME STRATEGY IN TIMOR-LESTE

The UN system's support to the Government of Timor-Leste focuses solely on sustainable development for the first time since the country's independence. With the closure of the United Nations Integrated Mission in Timor-Leste (UNMIT) in 2012, the UN system shifted from support in a post-conflict environment to longer-term development based on government priorities. This has provided UNDP the opportunity to position itself to support the Government on its priorities vis à vis inclusive and sustainable development.

Based on the United Nations Development Assistance Framework (UNDAF) for the same period, the UNDP country programme 2015-2019 establishes a strategic framework for supporting national priorities under the country's Strategic Development Plan 2011-2030 and the Government's five-year plan for 2012-2017 which calls for a diversified, socially inclusive economy and recognizes climate change and environment as key focus area. The country programme also aligns with UNDP's Strategic Plan for 2014-2017. A further realignment was conducted in 2017 to address programmatic and operational issues such as phasing out of post peacekeeping legacy programmes. It is focused on three programmatic areas of intervention: resilience-building, sustainable development and governance and institutional strengthening.

The design of the country programme took into consideration several of the recommendations of the previous independent country programme evaluation (Assessment of Development Results, 2011). The evaluation recommended that that UNDP prioritize support to government policy and programming to address poverty, inequality and unemployment to facilitate the Government's inclusive growth agenda and to bridge the gap between rural-urban disparities as well as generating employment in the non-oil economy. In response the country programme developed several projects providing policy support to the industry and micro-finance sectors. In addition, the fourth National Human Development Report focused on youth and unemployment. Another recommendation of the evaluation was for UNDP to promote poverty-environment linkages and adopt a programmatic approach to the environment portfolio. This was addressed by integrating poverty and environment interventions under the sustainable development pillar. The country programme also adopted a geographic focus at the district level in response to the evaluation's recommendations to strengthen poverty reduction and local governance. The evaluation also recommended a systematic approach to integrating gender equality and women's empowerment (GEWE). The country programme responded and adopted a dual approach in terms of GEWE, i.e. specific GEWE interventions, as well as mainstreaming it in all interventions.

The country programme aims to contribute to three outcome results per table 1. Under the first outcome result area (resilience building) the country programme planned to offer policy advice and strengthen the policy frameworks and institutional capacities of relevant ministries to implement disaster, climate and fragility risk management measures and to develop preparedness systems at national and sub-national levels. A coherent national policy framework that promotes linkages between disaster risk reduction, climate change adaptation and regulations was to be developed side by side with district level actions on watershed management, floods, landslides and climate-proof small-scale infrastructure. The programme planned to promote inclusive, equitable social and environmental policies and address the drivers of fragility by aligning policy support with social cohesion measures to target women, youth, disabled and other vulnerable groups.

The second outcome result area (sustainable development) aims to build on ongoing interventions to strengthen the linkages between poverty reduction and environment. The country programme planned

to work at the upstream policy level with relevant ministries and national agencies to target the vulnerable groups, especially women and youth through sustainable management of natural resources, ecosystem services and waste as well as renewable energy. It aims to provide technical support at subnational level to improve practices in agriculture and natural resources management. In addition, the country programme planned to work with relevant institutions to create jobs through income-generation solutions. UNDP also planned to contribute to interagency efforts for improved nutrition and food security.

Under the third outcome result area (governance and institutional strengthening), the country programme plans to consolidate past efforts, deepen engagement on institutional reform and strengthen key democratic governance institutions to be more inclusive and responsive. The justice sector was to be strengthened, particularly at the local level on engaging stakeholders on issues of rights and participation to build awareness and enable citizens to influence policy and decision-making impacting their lives. The country programme initiatives are also geared to deepen democracy through strengthening the capacities of electoral bodies, enhancing the legislative and oversight roles of the Parliament, and promoting greater political participation of women. Work was to be continued on promoting engagement of civil society with State institutions and oversight bodies. Together with relevant UN agencies, the country programme also aimed to support participatory planning, implementation and accountability systems for improving access, quality and equity in local service delivery. In addition, UNDP envisioned support to government agencies to collect, analyse, and use data for informed decision-making.

Table 1: Country Programme outcomes budget			
Country Programme Outcome	Indicative resources (US\$ million, 2015-2019)	Actual budget (US\$ million, 2015-2018)	Expenditures to date (US\$ million, 2015-May 2018)
Outcome 1: By the end of 2019, people of Timor-Leste, especially the most disadvantaged groups, benefit from inclusive and responsive quality health, education and other social services and are more resilient to disasters and the impacts of climate change	16.65	12.19	9.40
Outcome 2: Economic policies and programmes geared towards inclusive sustainable and equitable growth and decent jobs	32.209	9.08	5.98
Outcome 3: By 2019, state institutions are more responsive, inclusive, accountable and decentralized for improved service delivery and realization of rights, particularly of the most excluded groups.	26.1	21.49	14.62
Total	74.959	47.24*	32.64**

*Excludes USD 4.48 million which is unlinked to any outcome; ** Excludes USD 2.63 which is unlinked

Source: Country Programme Document 2015-2019 and Corporate Planning System

4. SCOPE OF THE EVALUATION

The evaluation will cover the current programme 2015 – 2019 (signed in late 2015), and will assess UNDP’s contributions to the country, as defined at the outcome level in the country programme document (CPD), as well as in any underlying strategies that may have been developed/adapted during the period under review and were not necessarily captured in the CPD. It will also examine the implementation and follow up of the recommendations of the previous independent country programme evaluation carried out by IEO in 2011. By doing so, the evaluation will seek to draw lessons from the past and present programmes to assess performance, and to provide forward-looking recommendations as input to the formulation of the next country programme. The ICPE will cover the entirety of UNDP’s activities in the country and includes all interventions and activities implemented by the Country Office during the evaluation period, funded by core UNDP resources, donor funds, and government funds.

The evaluation will also consider UNDP’s performance and contribution within the broader framework of the UNCT and assess UNDP’s role as a catalyst and convener working in partnership with other development partners, civil society, and the private sector. This will be done with a view to supporting the country programme in meeting new requirements set by UNDP’s strategic plan 2018-2021, and requirements set by on-going reforms of the United Nations Development System.

Special efforts will be made to capture the role and contribution of UNV through undertaking joint work with UNDP. This information will be used for synthesis to provide corporate level evaluative evidence of performance of the associated funds and programmes.

5. METHODOLOGY

The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards.²³ It will address the following three key evaluation questions. These questions will also guide the presentation of the evaluation findings in the report.

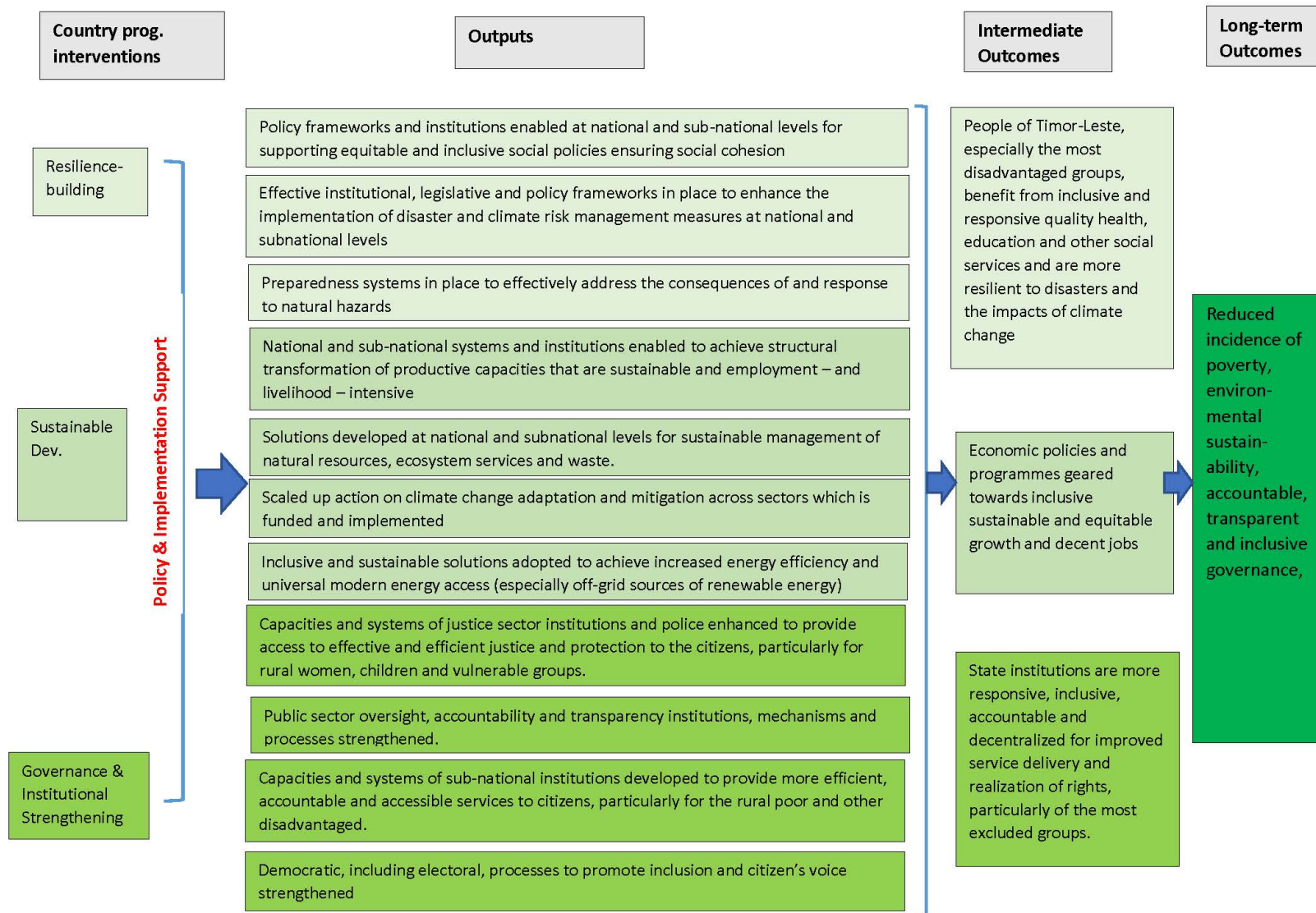
1. What did the country programme intend to achieve during the period under review?
2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
3. What factors contributed to or hindered UNDP’s performance and eventually, the sustainability of results?

To address key question 1, a theory of change approach will be used in consultation with stakeholders, as appropriate, to better understand the country programme interventions, how and under what conditions they are expected to lead to enhanced resilience, sustainable development and strengthened governance and institutional framework. In addition, as gender equality is central to UNDP’s support to countries to implement and achieve the 2030 Agenda for Sustainable Development and the SDGs, the evaluation will also analyse the extent to which UNDP (country) support was designed to and did contribute to gender equality.

An abridged country programme theory of change for discussion with the country office is presented in Figure 1. Discussions of the theory of change will focus on mapping the assumptions behind the programme’s desired change(s) and the causal linkages between the interventions and the intended country programme outcomes.

²³ <http://www.uneval.org/document/detail/21>

Figure 1: Abridged theory of change of the country programme



According to the theory of change, the country programme is based on the logic that a mix of high level policy advice and implementation support in relevant national priority areas²⁴ (resilience-building, sustainable development and governance and institutional strengthening) will result in the achievement of planned output and outcome results. It is assumed the implementation of the interventions will result in the achievement of the outputs, which are the sole accountability of the country programme. This entails establishing some of the necessary conditions that when pursued can lead to intermediate results. Intermediate and long-term outcomes are the result of the collective efforts of multiple development actors, including government and other partners, hence the assessment of the country programme's contribution will take into consideration the level of efforts and the space available for contribution.

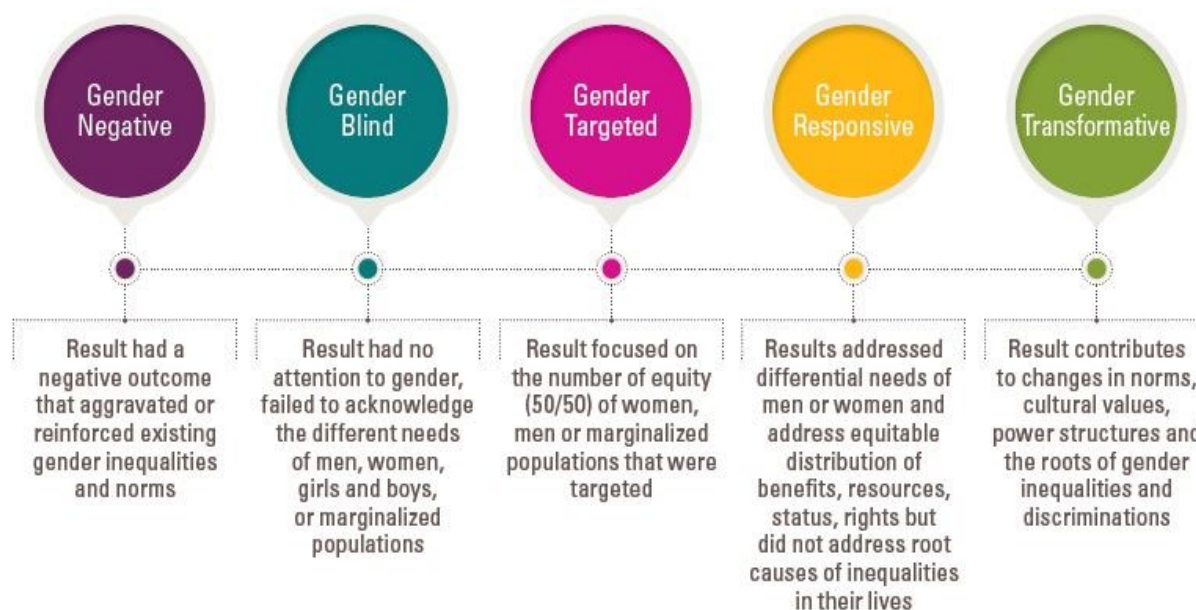
The effectiveness of the country programme will be analysed under key evaluation question 2. This will include an assessment of achieved outcomes and the extent to which these outcomes have contributed to the intended country programme objectives. The evaluation team was informed during the preparatory phase of the evaluation that the country programme action plan (CPAP) was signed in late 2015, and implementation started only in 2016. Furthermore, as noted earlier the country undertook two rounds of elections in 2017 and 2018, and this is also expected to have had an impact on the implementation of the country programme. The evaluation will take into account these and other contextual factors in assessing effectiveness. Both positive and negative, direct and indirect unintended outcomes will also be identified.

To better understand the country programme's performance, the specific factors that influenced - positively or negatively - UNDP's performance and eventually, the sustainability of results to which the country programme contributes, will be examined under key evaluation question 3. The utilization of resources to deliver results (including managerial practices), the extent to which the CO fostered partnerships and synergies with other actors (including through south-south and triangular cooperation), and the integration of youth and gender equality and women's empowerment in design and implementation of the country programme are some of the aspects that will be assessed under this question.

In addition, as gender equality is central to UNDP's support to countries to implement and achieve the 2030 Agenda for Sustainable Development and the Sustainable Development Goals, the evaluation will also analyse the extent to which UNDP (country) support was designed to and did contribute to gender equality. Special attention will be given to integrate a gender-responsive evaluation approach to data collection methods. The evaluation will consider the gender marker²⁵ and the gender results effectiveness scale (GRES). The GRES, developed by IEO, classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive, gender transformative.

²⁴ The national context analysis is provided in Section 2 above

²⁵ A corporate tool to sensitize programme managers in advancing GEWE by assigning ratings to projects during their design phase to



6. DATA COLLECTION

Assessment of data collection constraints and existing data. An assessment was carried out to identify available evaluable data as well as potential data collection constraints and opportunities. UNDP's evaluation resource centre (ERC) indicated five evaluations were planned as part of the country programme; three were project evaluations, one is an outcome evaluation and the remaining is the country programme end-of-cycle evaluation. According to the ERC the three project evaluations have been completed. The report of the last internal audit conducted by UNDP's Office of Audit and Investigations in October 2016 is also available. With respect to country programme indicators, almost all outcome-level indicators have an identified target and baseline, and sources of verification, however, the selected outcome indicators per the CPAP are not amenable to assessing the country programme's contribution. They do not reflect the contribution of UNDP but all actors' contribution. Further, it is not evident that the CPAP output indicators are being tracked. In addition, while each project has identified specific indicators and these are often tracked in regular progress reports, it may be challenging for the evaluation to use these in the assessment of the country programme's contribution due to the large number of indicators involved and the challenges of aggregating them. UNDP Results Oriented Annual Report (ROAR) and the corporate planning system associated with it provide baselines, indicators, targets, as well as annual status updates (2015, 2016, 2017). There is also good availability of UNDP project and strategic documents and monitoring reports. To the extent possible, the ICPE will seek to use these data to better understand the intention of the UNDP programme and to measure or assess progress towards the outcomes.

The World Bank indicators for statistical capacity²⁶ suggest that Timor-Leste's statistical capacity has been improving (from 32 in 2005 to 64 in 2017). The website of the country's General Directorate of Statistics highlights the availability of recent national surveys and regular macroeconomic data. It is expected that additional sources of evidence and triangulation will be found in secondary data available through the evaluations and reports of other UN entities and other development partners (donors, multilateral development banks, NGOs, academia, think tanks, civil society associations, etc.).

²⁶ See <http://datatopics.worldbank.org/statisticalcapacity/SCIdashboard.aspx>

Data collection methods. The evaluation will use data from primary and secondary sources, including desk review of documentation, surveys and information and interviews with key stakeholders, including beneficiaries, partners and project managers. Evaluation sub-questions and the data collection method will be further detailed and outlined during the desk review phase. A multi-stakeholder approach will be followed and interviews will include government representatives, civil society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and beneficiaries of the programme. Focus groups will be used to consult programme participants and beneficiaries as appropriate, with attention to soliciting participation from beneficiaries representing different gender, age, and other relevant identity categories who may have differentiated perspectives on programme results.

Data collection will entail visits to project sites. The following criteria will be used to select projects to be visited:

- Programme coverage (projects covering the various components and cross-cutting areas);
- Financial expenditure (projects of all sizes, both large and smaller pilot projects);
- Geographic coverage (not only national level and urban-based ones, but also in the various regions);
- Maturity (covering both completed and active projects);
- Degree of “success” (coverage of successful projects, as well as projects reporting difficulties where lessons can be learned).

All information and data collected from multiple sources will be triangulated to ensure its validity. An evaluation matrix will be used to organize the available evidence by key evaluation question. This will also facilitate the analysis process and will support the evaluation team in drawing well substantiated conclusions and recommendations.

In line with UNDP’s gender mainstreaming strategy, the evaluation will examine the level of gender mainstreaming across all of the country programme and operations. Gender disaggregated data will be collected, where available, and assessed against programme outcome targets. This information will be used to provide corporate level evidence on the performance of the associated fund and programme.

Stakeholder involvement: a participatory and transparent process will be followed to engage with multiple stakeholders at all stages of the evaluation process. During the initial phase, a stakeholder analysis will be conducted to identify all relevant UNDP partners, including those that may have not worked with UNDP but play a key role in the outcomes to which UNDP contributes. This stakeholder analysis will serve to identify key informants for interviews during the main data collection phase of the evaluation, and to examine any potential partnerships that could further improve UNDP’s contribution to the country.

7. MANAGEMENT ARRANGEMENTS

Independent Evaluation Office of UNDP: The UNDP IEO will conduct the evaluation in consultation with the UNDP Timor-Leste country office, the Regional Bureau for Asia and Pacific and the Government of Timor-Leste. The IEO lead evaluator will lead the evaluation and coordinate the evaluation team. The IEO will meet all costs directly related to the conduct of the evaluation.

UNDP Country Office in Timor-Leste: The country office (CO) will support the evaluation team to liaise with key partners and other stakeholders, make available to the team all necessary information regarding

UNDP's programmes, projects and activities in the country, and provide factual verifications of the draft report on a timely basis. The CO will provide support in kind (e.g. arranging meetings with project staff, stakeholders and beneficiaries; assistance for field site visits). To ensure the anonymity of interviewees, the country office staff will not participate in the stakeholder interviews. The CO and IEO will jointly organize the final stakeholder debriefing, ensuring participation of key government counterparts, through a videoconference, where findings and results of the evaluation will be presented. Additionally, the CO will prepare a management response in consultation with the regional bureau and will support the use and dissemination of the final outputs of the evaluation process.

UNDP Regional Bureau for Asia and Pacific: The UNDP Regional Bureau for Asia and Pacific will support the evaluation through information sharing and will also participate in discussions on emerging conclusions and recommendations.

Evaluation Team: The IEO will constitute an evaluation team to undertake the ICPE. The IEO will ensure gender balance in the team which will include the following members:

- **Lead Evaluator (LE):** IEO staff member with overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, preparing/ finalizing the final report; and organizing the stakeholder workshop, as appropriate, with the country office.
- **Associate Evaluator (AE):** IEO staff member with the general responsibility to support the LE, including in the preparation of terms of reference, data collection and analysis and drafting of the final report. Together with the LE, he will help backstop the work of other team members.
- **Consultants:** two external consultants (preferably national/regional but international consultants will also be considered, as needed) will be recruited to collect data and help assess the programme and/or specific outcome areas. Under the guidance of the LE, they will conduct preliminary research and data collection activities, prepare outcome analysis, and contribute to the preparation of the final evaluation report.
- **Research Assistant (RA):** A research assistant based in the IEO will provide background research and documentation.

8. EVALUATION PROCESS

The ICPE will be conducted according to the approved IEO process²⁷. The following represents a summary of the five key phases of the process, which constitute framework for conducting the evaluation.

Phase 1: Preparatory work. The IEO prepares the TOR and evaluation design and recruits evaluation team members, comprising international and/or national development professionals. The IEO collects data first internally and then fill data gaps with help from the country office, and external resources in various ways. The evaluation questions are finalized in an evaluation matrix containing detailed questions and means of data collection and verification to guide data collection based on an overall evaluation matrix for the ICPE.

Phase 2: Desk analysis. Further in-depth data collection is conducted by administering a “survey” and/or interviews (via phone, Skype etc.) with country office staff. Evaluation team members conduct desk reviews of reference material, prepare a summary of context and other evaluative evidence, and identify the outcome theory of change, specific evaluation questions, gaps and issues that will require validation during the field-based phase of data collection.

²⁷ The evaluation will be conducted according to the [ICPE Process Manual](#) and the [ICPE Methodology Manual](#)

Phase 3: Field data collection. During this phase, the evaluation team undertakes a mission to the country to engage in data collection activities. The estimated duration of the mission will be 2-3 weeks. Data will be collected according to the approach outlined in Section 6. The evaluation team will liaise with CO staff and management, key government stakeholders, other partners and beneficiaries. At the end of the mission, the evaluation team holds a debrief presentation of the key preliminary findings at the country office.

Phase 4: Analysis, report writing, quality review and debrief. Based on the analysis of data collected and triangulated, the LE will undertake a synthesis process to write the ICPE report. The first draft (“zero draft”) of the ICPE report will be subject to peer review by IEO and the IEO’s Evaluation Advisory Panel (EAP). Once the first draft is cleared, it will be circulated to the country office and the UNDP Regional Bureau for factual corrections. The second draft, which takes into account any factual corrections, will be shared with national stakeholders for further comments. Any necessary additional corrections will be made and the UNDP country office will prepare the management response to the ICPE, under the overall oversight of the Regional Bureau. The report will then be shared at a final debriefing via video conference where the results of the evaluation are presented to key national stakeholders. Ways forward will be discussed with a view to creating greater ownership by national stakeholders in taking forward the recommendations and strengthening national accountability of UNDP. Taking into account the discussion at the stakeholder event, the final evaluation report will be published.

Phase 5: Publication and dissemination. The ICPE report and brief summary will be widely distributed in hard and electronic versions. The evaluation report will be made available to UNDP Executive Board at the time of its approval of a new Country Programme Document. It will be distributed by the IEO within UNDP as well as to the evaluation units of other international organisations, evaluation societies/networks and research institutions in the region. The Timor-Leste country office and the Government of Timor-Leste will disseminate the report to stakeholders in the country. The report and the management response will be published on the UNDP website²⁸ as well as in the Evaluation Resource Centre. The regional bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.²⁹

9. TIMEFRAME FOR THE ICPE PROCESS

The timeframe and responsibilities for the evaluation process are tentatively³⁰ as follows:

Table 3: Timeframe for the ICPE process		
Activity	Responsible party	Proposed timeframe
Phase 1: Preparatory work		
TOR – approval by the Independent Evaluation Office	LE	May 2018
Selection of other evaluation team members	LE	June 2018
Phase 2: Desk analysis		
Preliminary analysis of available data and context analysis	Evaluation team	July 2018
Phase 3: Data Collection		

²⁸ web.undp.org/evaluation

²⁹ erc.undp.org

³⁰ The timeframe, indicative of process and deadlines, does not imply full-time engagement of evaluation team during the period.

Data collection and preliminary findings	Evaluation team	6-17 August 2018
Phase 4: Analysis, report writing, quality review and debrief		
Analysis and Synthesis	Evaluation team	September – October 2018
Zero draft ICPE for clearance by IEO and EAP	LE	November 2018
First draft ICPE for Country Office/Regional Bureau review	CO/Regional Bureau	November 2018
Second draft ICPE shared with Government	CO	December
Draft management response	CO/Regional Bureau	December 2018
Final debriefing with national stakeholders	CO/LE	December – January 2018
Phase 5: Production and Follow-up		
Editing and formatting	IEO	January - February 2019
Final report and Evaluation Brief	IEO	March 2019
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Annex 2. PEOPLE CONSULTED

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Da Cruz Monteiro, Arlindo, Development Partners Monitoring Unit, Ministry of Finance

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Pinto, Rui, Adviser, Office of the President, Oe Cusse Special Administrative Region

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Lein, Laurentius, Belun NGO

Nguyen, Trang, Enterprise Solution Manager, Telemor

In addition, focus group discussions were held with groups of women and other beneficiaries of various UNDP-supported projects.

Annex 3. DOCUMENTS CONSULTED

In addition to the documents named below, the evaluation reviewed all available programme/project documents, annual work plans, decentralized evaluations, briefs, and other material related to the programmes/projects under review.

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Annex 4. STATUS OF COUNTRY PROGRAMME OUTCOME INDICATORS

As reported by the Country Office in the Corporate Planning System

Indicator ³¹	Baseline	Target	Status/Progress		
			2015	2016	2017
OUTCOME 1: By the end of 2019, people of Timor-Leste, especially the most disadvantaged groups, benefit from inclusive and responsive quality health, education and other social services and are more resilient to disasters and the impacts of climate change					
Number of men/women in most disadvantaged groups benefiting from social cohesion schemes	43,389	15% increase	Some progress	Significant progress	No change
			Type: Quantitative Data: 808 Comment: 808 (2% increase) of community members in most disadvantage group benefiting from social cohesion scheme where 56.6% are female.	Type: Quantitative Data: 3367 Comment: A total of 2567 people have benefitted from social cohesion activities mainly community meetings, forum theatre, and conflict resolution training for community leaders were participated by 1800 people. Moreover, 86 female groups were engaged in small grant activities mainly horticulture and livestock which benefiting around 767 people (53% female).	Type: Quantitative Data: 3367 Comment: A total of 2567 people have benefitted from social cohesion activities mainly community meetings, forum theatre, and conflict resolution training for community leaders were participated by 1800 people. Moreover, 86 female groups were engaged in small grant activities mainly horticulture and livestock which benefiting around 767 people. (53% female)
Mortality risk from natural hazards (e.g. geo-physical and climate-induced hazards) for women/men	11 people/million annually	10% increase	Some progress	Significant progress	No change
			Type: Quantitative Data: 0 Comment: Though it can be assumed that men and women have different levels of risks to the climate induced disasters owing to	Type: Quantitative Data: 4 Comment: As per the DesInventar, the number of deaths due to natural hazards has decreased from 40 in 2015 to 4 in 2016. This	Type: Quantitative Data: 4 Comment: Although morality data is not viable for 2017 reporting, as per the DesInventar, the number of deaths due to

³¹ "Indicator," "baseline," "target" and "status/progress" were extracted from Corporate Planning System.

Indicator ³¹	Baseline	Target	Status/Progress		
			2015	2016	2017
			<p>their levels of exposure, the quantified differentiation is not yet established. However, the advanced draft of DRR law and revised DRM policy has have been completed and are expected to be approved in 2016, both aims for systematic approach to identifying, assessing and reducing the risks of disaster. In Addition, climate change has been mainstreamed in the government planning and budgeting processes and 11 climate resilient infrastructure have been constructed in three most vulnerable municipalities: Baucau, Ermera, and Liquica.</p>	<p>shows that the mortality risk from natural hazards has been decreased from 11 people/million in 2012 (baseline) to 4/million in 2016 (CPD Outcome 3, Indicator 1). This is due to UNDP's technical and advisory support to the Government which has contributed to improved human and institutional capacities to implement disaster and climate risk management measures at national and sub-national level.</p>	<p>natural hazards decreased from 40 in 2015 to 4 in 2016. This shows that the mortality risk from natural hazards has been decreased from 11 people/million in 2012 (baseline) to 4/million in 2016 (2016 CPD Outcome 3, Indicator 1). This is due to UNDP's technical and advisory support to the Government which has contributed to improved human and institutional capacities to implement disaster and climate risk management measures at national and sub-national level.</p>
<p>Percentage of disaster/ climate risk management plans/policies fully funded through national/local/sectorial development budgets</p>	<p>40% (as per AUSAID Review 2012)</p>	<p>60%</p>	<p>No change</p>	<p>Some progress</p>	<p>No change</p>
			<p>Type: Quantitative Data: 0 Comment: There is no disaster/climate risk management plans/policies fully funded through national/local/sectorial development budgets.</p>	<p>Type: Quantitative Data: 0 Comment: Climate risk management related policies mainly the Nation Policy on Climate Change, DRM Policy, and DRR Act were formulated but pending approval at the Council of Minister. The Decree Law on Renewable Energy for Timor-Leste, is in the process of finalization. this decree law was</p>	<p>Type: Quantitative Data: 0 Comment: Due to threatening political crisis, anticipated elections could be announced in early January 2018 resulting in a virtual 1-year delay in approval of new initiatives. Climate risk management related policies mainly the Nation Policy on Climate Change, DRM Policy, and DRR Act were formulated</p>

Indicator ³¹	Baseline	Target	Status/Progress		
			2015	2016	2017
				consulted wide-range stakeholders in all 13 municipalities. it's pending approval at the Council of Ministers of Timor-Leste	but are still pending approval at the council of Minister. The Decree Law on Renewable Energy for Timor-Leste is finalized and pending approval.
OUTCOME 2: Economic policies and programmes geared towards inclusive sustainable and equitable growth and decent jobs					
Number of jobs/livelihoods created through income-generation solutions and management of natural resources, ecosystems services and waste, disaggregated by sex/vulnerable groups and rural/urban	300	30% increase	Significant progress	Significant progress	Some progress
			Type: Quantitative Data: 403 Comment: A total of 103 (63 for female and 40 for male) created in 2015 through the jobs and livelihoods initiatives mainly salt production. This represent an increase of 26% from the 300 baseline.	Type: Quantitative Data: 735 Comment: UNDP's jobs/livelihoods generation intervention has contributed in creating 332 jobs in 2016 representing 34% increase from 103 jobs created 2015. This is a result of UNDP technical and advisory support to the government in the area of renewable energy promotion through biomass project which produced and distributed Improve Cook Stove (ICS) to 1500 ultra-poor to reduce their economic costs associated with household cooking and to 20 schools and 8 industrial units (IRRF 1.5.2.A.1.1). Among other thing, this initiative has contributed to the progress made in economic growth.	Type: Quantitative Data: 563 Comment: A total of 563 (250 female, 317 male) new jobs have been created. This represents an overall 181.5% increase from the baseline of 200 and .8% increase from 562 jobs created in 2016. UNDP continues to support the government in the area of renewable energy promotion through biomass project and youth employment through the youth project.
			No change	Significant progress	Significant progress

Indicator ³¹	Baseline	Target	Status/Progress		
			2015	2016	2017
Coverage of cost-efficient and sustainable energy, disaggregated by energy source and beneficiary, sex, rural/urban and excluded groups.	<p>- 95% of households use traditional fuel energy for cooking</p> <p>- Country's hydroelectric potentials is 252 megawatts (MW), wind generation capacity around 72 MW, solar at 22 MW and biomass/solid waste at 6MW</p>	<p>- 15,000 households have access to energy efficient cook stoves in rural/urban areas</p> <p>- 10,000 households have access to energy generated by renewable resources in rural areas</p>	<p>Type: Quantitative Data: 0 Comment: The project inception workshop held in March 2015 and its implementation only started in August 2015 in time with project staff were on board. Actual data will be reported in 2016.</p>	<p>Type: Quantitative Data: 1500 Comment: UNDP has provided subsidized cost-efficient and sustainable energy for cooking known as Improved Cook Stove (ICS) to 1500 ultra-poor to reduce their economic costs associated with household cooking and to 20 schools and 8 industrial units (IRRF 1.5.2.A.1.1). This contributed to reduce fuel wood consumption by 5666 tons per annum with a GHG emission reduction of 6079 tCO₂e (tons CO₂ equivalent).</p>	<p>Type: Quantitative Data: 4000 Comment: The Biomass supported alternate energy production and consumption practices is helping Timorese population to reduce fuel wood consumption, to halt deforestation and to reduce associated GHG emission. More than 4000 households accessed improved cooking practices and alternate fuel use which helped the country also to mitigate its GHG emission while addressing local environmental issues including deforestation and indoor air pollution. (Output 2.4) Advanced cooking technologies and alternate raw materials is helping women and children to have better health conditions, specifically from indoor air pollution. This contributed in reduction of fuel wood consumption by 5666 tons per annum with a GHG emission reduction of 6079 tCO₂e (tons CO₂ equivalent).</p>

Indicator ³¹	Baseline	Target	Status/Progress		
			2015	2016	2017
OUTCOME 3: By 2019, state institutions are more responsive, inclusive, accountable and decentralized for improved service delivery and realization of rights, particularly of the most excluded groups.					
Percentage of population disaggregated by sex/age/geographic location with confidence in: (1) the formal justice system; (2) police	Courts: 44% very confident, 32% somewhat confident Police: 59% very confident, 31% somewhat confident	25% increase in overall confidence in Courts and Police data source: Law & Justice Survey 2008.	Significant progress	Some progress	Some progress
			<p>Type: Quantitative Data: 0 Comment: Although data on the percentage of population with confidence in the formal justice system and police is not available yet, but the project data have shown increased capacity in both institutions. In the justice sector, the number of cases solved has increased from 178 in 2014 to 553 in 2015, and the number of pending cases has decreased from 3207 in 2014 to 3,007 in 2015 at prosecution level. This indicates that more people are now confident in the justice system, and therefore turn to it to seek justice.</p> <p>In addition, administrative capacity of the national police has improved as PNTL was able to develop and implement its strategic plan, provide IT services, complete performance evaluation, and produce</p>	<p>Type: Quantitative Data: 0 Comment: The capacity of justice sector institutions in delivering justice services has been improved due to UNDP's technical and capacity building support to the Ministry of Justice, Court of Appeal, four district courts, and Legal Training Centre (LTC). Among other things, this support resulted in the increase of accredited justice professionals from 158 in 2012 to 177 (11% increase) which includes 34 judges, 33 prosecutors, 31 public defenders, 72 private lawyers and 7 notaries (CPD Output 3.1. Indicator 3). This has also contributed to the increase in the ratio of cases decided to the new cases from 1576/1856 in 2011 to 6258/6535 in 2016 (CPD Output 3.1. Indicator 1). This shows that people's access to justice has been increased and the justice institutions have delivered better justice service.</p>	<p>Type: Quantitative Data: 0 Comment: The capacity of Justice services has remained the same as 2016 with 217 accredited justice professionals: 34 judges (13 women, 21 men), 33 prosecutors (7 women, 26 men), 31 public defenders (5 women, 26 men), 98 private lawyers (27 women, 71 men), and 21 notaries (5 women, 16 men) However, the 6th Magistrates' course, in which 53 persons (5 female) enrolled, commenced in May 2017 and 5th Private Lawyers' course, in which 31 persons (8 female) enrolled, is ongoing at Legal & Judicial Training Center.</p> <p>Administrative capacity building support to the National Police of Timor-Leste (PNTL) has continued with UNDP's technical and capacity building support. Socialization and training on Entrepreneur Resources Planning Included</p>

Indicator ³¹	Baseline	Target	Status/Progress		
			2015	2016	2017
			quality public relation materials.	In addition, through UNDP's technical and capacity building support to the National Police of Timor-Leste (PNTL), administrative capacity essential for policing has largely improved as evidenced by the establishment of system and procedures for human resource management including performance evaluation, fleet management, and procurement system including dashboard . In addition, with technical support and on-the-job training provided to the staff in the Public Relations unit, educational and outreach products such as website, videos, brochures were produced to raise people awareness on the roles of PNTL.	Dashboard Management System were delivered to 7 (seven) PNTL municipalities Commandos. The training also covered fleet management systems and data information management and records. 107 PNTL members and commanders from 7 municipalities have been trained. Training included IT focal points (2 IT focal points from each PNTL municipalities commando).
			Significant progress	Some progress	No change
GoTL reports to UN HR mechanisms submitted in compliance with reporting guidelines	TL signatory to 7 core UN HR conventions. Reported on 2 so far (CEDAW/CRC).	3 out of 5 outstanding reports and 4th periodic report under CEDAW and CRC submitted.	Type: Qualitative Data: In 2015, GoTL submitted the report on the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. Of the 7 core UN	Type: Qualitative Data: UNDP Timor-Leste's support to the Ombudsman for Human Rights and Justice (PDHJ) has ended in 2015 and supported the development of proposals for treaty reports for	Type: Qualitative Data: UNDP Timor-Leste's support to the Ombudsman for Human Rights and Justice (PDHJ) has ended in 2015 and supported the development of proposals for treaty reports for

Indicator ³¹	Baseline	Target	Status/Progress		
			2015	2016	2017
			<p>conventions that TL is signatory to, there are currently 4 outstanding reports (as at November 2015). Of the them, the Convention Against Torture is about to be reported on soon. The other 3 outstanding reports are ICCPR (International Covenant of Civil and Political Rights), ICESCR (International Covenant of Economic, Social and Cultural rights), and CERT (Convention on the Elimination of Racial Discrimination). There is verbal assurance from the Minister of Justice to have all the outstanding reports submitted by 2019. UNDP Timor-Leste's PDJH project supported PDHJ's international junior advisers to develop proposals for treaty reports for CEDAW (Convention against Elimination of Discrimination Against Women), CAT (Convention Against Torture) and CRC (Convention on the Rights of the Child).</p>	<p>CEDAW (Convention against Elimination of Discrimination Against Women), CAT (Convention Against Torture) and CRC (Convention on the Rights of the Child). Out of the 5 outstanding reports, two has been submitted - Convention against Torture and ICMW on migrant workers. The 4th periodic report under CEDAW and CRC not due till 2019/2020.</p>	<p>CEDAW (convention against Elimination of Discrimination Against Women), CAT (Convention Against Torture) and CRC (Convention on the Rights of the Child). Out of the 5 outstanding reports, two has been submitted- Convention Against Torture and ICMW on migrant workers. the 4th periodic report under CEDAW and CRC not due till 2019/2020.</p>