

TERMINAL EVALUATION REPORT

Leveraging Electoral Assistance for Regionalized Nation-Building
(LEARN)

United Nations Development Programme Timor-Leste

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The author's views expressed in this publication do not necessarily reflect the views of UNDP.

EXECUTIVE SUMMARY

Background and Purpose of the Evaluation

United Nations Development Programme (UNDP) Timor-Leste implemented the “Leveraging Electoral Assistance for Regionalized Nation-Building” (LEARN) Project since August 2016. The project was scheduled to close at the end of December 2019 and then extended until June 2020.

LEARN provided technical assistance to enhance civic knowledge, awareness and engagement of citizens in local and national democratic processes, increase the political participation of women and youth, enhance institutional capacity of electoral institutions, and increase the sustainability of the country’s voter registration and electoral results management systems. Technical assistance (TA) and material support has been provided to support partners and stakeholders for the village elections, 2017 Presidential elections, 2017 Parliamentary Elections, and early Parliamentary Elections in 2018. LEARN focused on supporting the two electoral management bodies (EMBs) in the country – the National Commission for Elections (CNE) and the Technical Secretariat of Electoral Administration (STAE) – as well as civil society partners.

The purpose of the Terminal Evaluation (TE) was to assess the progress made by the project against four outputs and to examine the relevance, effectiveness, efficiency, impact, and sustainability of the assistance. The goal of the evaluation is for the analysis and recommendations to be useful to UNDP, STAE, CNE international development partners and civil society organisations (CSOs) in understanding and measuring the contributions made by the project, assessing these contributions, and in designing future interventions for strengthening the electoral system and electoral processes in Timor-Leste.

Political and Development Context for LEARN

Timor-Leste is one of the smallest and newest independent countries in the world. Before the declaration of independence in 2002, Timor-Leste had never had a democratic state of its own. The UN played important roles in the development of all elections since the 1999 referendum on independence. The landmark 2012 elections were the first elections in the country led by Timorese EMBs, who benefitted from UN and UNDP support.

Description of LEARN

LEARN was developed by a participatory Needs Assessment Mission (NAM) in 2012 by the UN. However, the project was not funded at that time. As the government identified new needs and international development partners expressed willingness to fund electoral assistance, the NAM was updated in 2015 and the Project Document for a USD 5,664,495 programme completed, which was signed in June 2016, LEARN has been funded by the Government of Japan, Government of Korea, and the Korea International Cooperation Agency (KOICA), the Government of Timor-Leste, as well as UNDP.

LEARN, in implementation from August 2016 through June 2020, has focused on supporting the EMBs to conduct and manage village elections in 2016 under regulations that again allowed for party competition, Presidential and Parliamentary elections in 2017, and early Parliamentary Elections in 2018. The objective of LEARN is to strengthen electoral institutions to perform their core functions for accountability, participation and representation in the electoral processes. The project has focused on enhancing voter education through awareness and engagement of citizens in democratic processes, as well as promoting participation of women, youth and people with disabilities to guarantee their rights. In addition, LEARN has supported the capacity enhancement of journalists, community radios, media, observers, party agents and other electoral stakeholders to create a sustainable environment for inclusive and responsive electoral and political processes.

The project has four outputs, each with activities that are designed to contribute to achieving these outputs.

Output 1: Enhanced civic knowledge, awareness, and engagement of citizens in local and national democratic processes

Output 2: Increased political participation of women and youth at the local and national level

Output 3: Enhanced institutional capacity of CNE and STAE to manage and implement national and local elections through an electoral cycle approach

Output 4: Increased sustainability of voter registration and electoral results management systems.

Evaluation Methods

The evaluator developed an inception report focused on the criteria of relevance, effectiveness, efficiency, sustainability, and impact and mixed methods of document review and interviews with key individuals that are knowledgeable about the LEARN project to gather qualitative and quantitative data that focus on the purpose and objectives of the evaluation. After the approval of the inception report, the evaluator used these methods to collect data and analysed these data to address all of the evaluation questions in the terms of reference.

The evaluation design was based on the independence of the evaluator, a focus on evaluating the most important activities towards reaching LEARN objectives, and purposive sampling as well as triangulation, and comparison. Interviews with partners, beneficiaries, and stakeholders were conducted without UNDP or LEARN staff to ensure that they did not influence interviewees. Focus has ensured that the evaluation examines the most important activities of LEARN and its major achievements. Purposive sampling has been used to select individuals for interviews; selection has focused on the people who are the most well-informed about LEARN. Fieldwork was conducted in Timor Leste from November 4-22, 2019. The evaluator has interviewed key staff, partners, beneficiaries, and stakeholders in the country as well as briefed UNDP proposed methodology, design and work plan and findings, conclusions, and recommendations of the draft Terminal Evaluation Report in these three weeks. Comments on the draft evaluation report led to revisions to complete this final report.

Data Analysis

The analysis of documents and interviews has been used to answer the evaluation questions and address the goals and objectives of the evaluation by providing findings and draw conclusions, document lessons learned and best practices, and recommendations. The analysis of the data from these documents and interviews has been used to assess the relevance of the project, the effectiveness of implementation, efficiency in implementation, impact, and sustainability. Data analysis has been based on triangulation and comparison of the information from document review and interviews. The draft Terminal Evaluation Report is a synthesis of the evaluator's analysis drawn from many documents as well as interviews with numerous respondents.

Findings and Conclusions

Relevance

UN, UNDP, LEARN, IDP, STAE, CNE, and civil society interviews agreed that LEARN assistance was highly relevant to the needs of Timor-Leste.

Interviews with informants involved in the drafting of the ProDoc noted that its development was informed by UN and stakeholder analyses on the situation of women, youth, and PWD in Timor-Leste.

LEARN was seen as relevant in making the election management body, electoral system and processes inclusive, credible and transparent. The elections supported by LEARN were the first elections in the history of post-independence Timor-Leste held without significant international support; international community and many in Timor-Leste were concerned about the risks of violence in elections in the country. The four

elections in the electoral cycle (2016 suco, 2017 Presidential, 2017 Parliamentary, and 2018 Parliamentary), were mostly conducted peacefully without major incidence of violence. This was seen as a major accomplishment. LEARN was seen by UNDP, LEARN staff themselves, CNE, STAE, IDPs, and CSOs as having contributed greatly to making the EMBs more transparent, credible, and inclusive.

LEARN was seen by UNDP, its own staff, CNE, and STAE as having adjusted to the changed context of an early Parliamentary election in 2018, only 10 months after the 2017 Parliamentary elections, and been able to cater to the needs of beneficiaries in this changed context by being flexible.

The evaluation found evidence that staff, partners, and stakeholders recognised LEARN advanced the human rights, gender, and inclusion commitments of Timor-Leste and also advanced the priorities of the UN and UNDP, as expressed in the UNDAF and CPD.

The geographic coverage of LEARN was relevant, as LEARN was designed to have nation-wide coverage through its work with the EMBs to provide equal services to all voting-age citizens and by working with strong civil society organisations and media with national coverage and mandates.

Effectiveness

LEARN was effective in enhancing the institutional and professional capacity of STAE to conduct democratic, an inclusive, credible and transparent elections through quick mobilization, a focus on electoral support as needed, and support for capacity building when not pressed by upcoming electoral events.

The project largely achieved its four outputs, although the ProDoc did not develop a full Results and Resource Framework (RRF). LEARN has reported against annual targets based on the CPD and the project's outputs.

In **Output 1: Enhance civic knowledge, awareness, and the engagement of citizens** of the three indicators, **two targets were met by in the 2018 Parliamentary elections with the third almost met.** as the number of registered voters reached 784,286 (almost 790,000), voter turnout of 80.98% in 2018 exceeded the 80%, and invalid votes fell dramatically to 1.19% in 2018, less than the target of less than 2%.

In **Output 2: Increase the political participation of women and youth**, targets for LEARN were set for women to be 45% of all voters and for STAE to have polling station staff be half female for elections. With the support of LEARN, CNE and STAE developed systems to measure the gender of voters at registration and in the polling place for the 2017 elections. STAE committed to having 50% of polling station staff be women. **Both of the targets for Output 2 were met in 2017 and 2018.** However, no detailed data was collected to support this second indicator or specifically demonstrate its achievement.

In **Output 3: Strengthen the management and implementation of elections through an electoral cycle approach**, LEARN did not develop or implement any systematic procedures to monitor or measure the planned indicator for the output. The **indicator thus does not make it possible to make a clear determination of whether this output has been achieved.** However, CNE, STAE, and LEARN staff interviewed, other electoral stakeholders interviewed, as well as all electoral observers reports noted that the management and implementation of elections improved over each election in this electoral cycle. This **broader way of evaluating effectiveness of the project towards the output suggests that the output has been substantially achieved.**

In Output 4: Increased sustainability of voter registration and electoral results management systems, LEARN used two categorical indicators that assessed whether or not the EMBs had specific capacities. The two capacities to be measured were the establishment of an election results management system and the establishment of a voter registration system for out of country voting. Baselines for these two indicators were no systems existed. With the support of LEARN, CNE developed an ERMS system for both 2017 elections, which was also used for 2018. The indicator was thus achieved. And LEARN support led to the registration of out of country voters for 2017 and a system that had a wider reach in 2018 (as noted above). This indicator was also thus met as the capacity has been built. **With both indicators met, the output has been achieved.**

The major factors influencing the achievement or non-achievement of the outputs identified in document review and interviews with UNDP, LEARN, CNE, STAE, CSOs, and beneficiaries were **the high-quality staff and sustained efforts of the project, the partnerships of the project with CNE, STAE, and CSOs, the electoral support or long-term capacity development approaches of the project, the quality of project work, and LEARN's own learning and adjusting based on results.**

Interviews with staff involved in the drafting of the ProDoc noted that LEARN was explicitly designed to have its planned outputs contribute to the achievement of the overall UNDAF outcome “by 2019, state institutions are more responsive, inclusive, accountable, and decentralized for improved service delivery and the realization of rights particularly of the most excluded groups.” The UNDAF, CPAP/CPD, and then LEARN set ambitious targets of 80% voter turnout for the 2017 presidential and parliamentary elections, which were not quite met (turnout was 71.6% in presidential elections and 76.74% in 2017 parliamentary elections). These targets are especially demanding since voter registration is mandatory in Timor-Leste, but voting is not mandatory. However, the turnout target was exceeded in the 2018 early parliamentary elections when turnout reached 80.98%, the highest turnout for legislative elections in the history of the country.

For the percent of women representatives in the parliament and local councils, the UNDAF, CPAP/CPD and then LEARN set targets of 40% women parliamentarians in the 2017 elections and 33% women representatives in local councils. Through quota systems on party lists, the 2016 suco elections exceeded this target for local councils and almost reached the ambitious Parliamentary target, with 35% of seats held by women.

LEARN was designed to explicitly target women youth, and PWD as marginalized groups in Timor-Leste. LEARN activities through CNE, STAE, and CSOs have had clear, substantial effects towards increasing awareness, access, and participation of women youth, and PWD.

Few changes were made in the project regarding approach, partnerships, beneficiaries etc. in implementation as the project did not have a project mid-point assessment. UNDP had an independent evaluation of the entire governance programme, including LEARN, completed in November 2018. The governance assessment identified LEARN as a project with strong performance.

Efficiency

Resources (financial, human, institutional and technical) have been allocated strategically in LEARN by implementing according to the plans in the ProDoc, as developed through annual plans. UNDP and LEARN suggested that the project had been staffed strategically.

Project inputs and benefits were thought to be fairly distributed amongst different genders and communities while increasing access for the most vulnerable. Factors that influenced decisions to fund certain proposed activities and not others were the resource allocation plans were made in the ProDoc and annual work plans approved through UNDP processes.

Impact

UNDP and LEARN staff noted the impact of the project had been to make elections in Timor Leste more credible as well as transparent and open by supporting capacity building and delivery by CNE and STAE as well as information sharing from CNE, STAE, CSOs, and journalists with citizens and key LEARN beneficiaries (like potential women and youth candidates for elected offices) on electoral processes. LEARN emphasized that each election 2016 to 2018 was better administered than the last, and attributed this substantially to LEARN support for CNE and STAE. Reports of election observer organisations confirmed that elections were increasingly well administered.

The impact of LEARN support for CNE and STAE was seen by UNDP, LEARN, CNE, STAE, and CSO partners as having encouraged participation directly through project support for CNE and STAE CE and VE and indirectly by supporting the capacity and building the transparency and credibility of the EMBs, which encouraged voters to participate, and supporting stronger participation of women, youth, and the disabled through awareness raising and training for potential candidates.

LEARN support for STAE, CNE, potential candidates for elected office, and journalists has contributed towards building the institutional capacity of the EMBs and the professional capacity of trained women and youth as well as journalists. STAE and CNE report continuing to use or planning to continue to use practices developed with the support of LEARN that demonstrate evidence of knowledge transfer.

Sustainability

LEARN interventions enhanced the capacity of STAE/CNE and electoral stakeholders for sustainable results as a continuation of UN and UNDP assistance to develop sustainable EMBs in Timor Leste. Interviews with CNE, STAE, UNDP, and LEARN noted that now UNDP was not doing many of the things that the UN and UNDP did before to support elections, as both CNE and STAE have taken leadership of elections and have their own capacity. The approach under LEARN differed in that LEARN focused on capacity development because of the importance of sustainability. However, sustainability for CNE and STAE was seen by EMB, LEARN, and UN Country Team (UNCT) staff as contingent on government budgets, which have been problematic. Timor-Leste was also seen by internationals as limited in terms of preparing sufficiently early for planned events; as one interviewee called this a “systematic problem” in the country.

Interviews with CNE and STAE noted national ownership of the elections through the partnership under which LEARN has provided assistance to CNE and STAE based on the needs and requests of the EMBs.

Interviews with LEARN, CNE, and STAE noted that the EMBs have had progressively less assistance from the UN and UNDP in each election and that this trend had continued under LEARN. Interviews asserted that CNE and STAE were doing more with LEARN doing less for each election because of the capacity building orientation of the project and the increased capacity of the EMBs as a result of this approach plus the added experience CNE and STAE gained with each election.

Best Practices, Lessons Learned, and Recommendations

Best Practices

LEARN best practices identified in interviews and the analysis included some operational practices (*selection of well-qualified international staff and consultants fluent in local languages, selection of well-qualified national staff and consultants, colocation of LEARN consultants in EMBs*). Other areas identified as best practices were *the project's support to journalism, LEARN work on inclusiveness (both PWD and GE), and the development and extensive sharing of a large-number of and high-quality communications products. LEARN collaboration with IDPs, electoral observers, and other international providers of electoral assistance* was strong. The way *LEARN designed and implemented activities to work with the staff of EMBs together* was also seen as working well.

Lessons Learned

Two main lessons learned from interviews and analysis of findings are LEARN demonstrated that *planning for unexpected events can be effectively done and is effective* and that *UNDP projects can effectively support and strengthen relationships between national institutions*.

Recommendations

UNDP and LEARN, as well as government and CSO partners sought an extension and then a new UNDP electoral cycle project to further develop the inclusiveness, credibility, and transparency of electoral processes in the country. The evaluation largely identified needs for additional support rather than different support going forward for the EMBs and key electoral stakeholders. These needs and possibilities suggest first an extension of LEARN, to not demobilize project staff and lose momentum and links with partners, and then the development of a follow-on electoral cycle project to further institutionalize transparent, credible, inclusive electoral practices and expand the political participation of women, youth, and PWD.

The main recommendations that result from the analysis of interviews, project reporting, and other documents on Timor-Leste as well as recommendations taken directly from interviews are that **an extension and subsequent follow-on electoral cycle project should consider providing:**

- **Support for comprehensive, participatory needs assessments and strategic planning exercises with CNE and STAE**
- **Sustained support for EMB capacity development**
- **Targeted support for particular CNE and STAE needs for municipal elections**
- **Additional support for civic education**
- **Additional support for journalism**
- **Additional support for debate in the media**
- **Additional support for gender equality through CSOs**
- **Additional support for improving access to PWD**

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ACRONYMS LIST

AMP	Alliance of Change for Progress
CE	Civic Education
CNE	National Commission for Elections
CSO	civil society organisation
CNRT	<i>Congresso Nacional da Reconstrução Timorese</i> [National Congress for Timorese Reconstruction]
CPAP	Country Programme Action Plan
CPD	Country Programme Document
EMB	Electoral Management Body
FALINTIL	<i>Forças Armadas da Libertação Nacional de Timor-Leste</i> [Armed Forces for the National Liberation of East Timor]
FRETELIN	<i>Frente Revolucionária do Timor-Leste Independente</i> [Revolutionary Front for an independent East Timor]
GE	gender equality
KOICA	Korea International Cooperation Agency
LEARN	Leveraging Electoral Assistance for Regionalized Nation-Building
MSA	Ministry of State Administration
NA	Not Available
NAM	Needs Assessment Mission
ProDoc	Project Document
PSA	public service announcement
RDTL	Democratic Republic of Timor-Leste
RHTO	<i>Ra'es Hadomi Timor Oan</i>
STAE	Technical Secretariat of Electoral Administration
SDGs	Sustainable Development Goals
TBD	To be determined
TA	Technical Assistance
TE	Terminal Evaluation
TOR	Terms of Reference
ToT	Training of Trainers
UN	United Nations
UNAMET	United Nations Mission in East Timor
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNMISSET	United Nations Mission of Support in East Timor
UNMIT	United Nations Integrated Mission in Timor Leste
UNOTIL	United Nations Office in Timor-Leste
UNTAET	United Nations Transitional Administration in East Timor
UNEG	United Nations Evaluation Group
VE	Voter Education

1. BACKGROUND AND PURPOSE OF THE EVALUATION

United Nations Development Programme (UNDP) Timor-Leste has implemented the “Leveraging Electoral Assistance for Regionalized Nation-Building” (LEARN) Project in the country since August 2016. The project was scheduled to close at the end of December 2019 after more than three years of implementation; LEARN was extended for six months in November to instead close in June 2020. LEARN was designed to provide technical assistance to enhance civic knowledge, awareness and engagement of citizens in local and national democratic processes, increase the political participation of women and youth, enhance institutional capacity of electoral institutions, and increase the sustainability of the country’s voter registration and electoral results management systems. Since the start of implementation in 2016, technical assistance (TA) and material support has been provided to support partners and stakeholders for the village (suco) elections, 2017 Presidential elections, 2017 Parliamentary Elections, and early Parliamentary Elections 12 May 2018. LEARN has focused on providing support to the two electoral management bodies (EMBs) in the country – the National Commission for Elections (CNE) and the Technical Secretariat of Electoral Administration (STAE) – as well as civil society partners.

The Terms of Reference (TOR) for the evaluation, attached as Annex 1, note that the purpose of the Terminal Evaluation (TE) was to assess the progress made by the project against the project’s four outputs and indicators in the Project Document (ProDoc) and to examine the relevance, effectiveness, efficiency, impact, and sustainability of the assistance provided by LEARN to its partners CNE, STAE and others during the project cycle. The evaluation was also asked to measure impact of the project towards strengthening the capacity of CNE and STAE in conducting credible, inclusive and transparent elections, which contributes to the broader outcome of making the institutions, systems and processes of democratic governance more accountable, effective, efficient and inclusive.

Specific objectives of the evaluation included in the TOR were:

- To assess and evaluate the progress made by the project towards an attainment of the results as specified in the project monitoring and evaluation framework, UNDAF and CPD;
- To measure the contributions made by the project in enhancing the accountability, effectiveness, efficiency and inclusiveness of democratic system and processes with focus on elections;
- To assess the sustainability of the project interventions;
- To examine the cost efficiency and effectiveness of LEARN project assistance; and
- To document main lessons learned, best practices and propose recommendations.

The goal of the evaluation is for the analysis and recommendations to be useful to UNDP, STAE, CNE international development partners and civil society organisations (CSOs) in understanding and measuring the contributions made by the project, assessing these contributions, and in designing future interventions for strengthening the electoral system and electoral processes in Timor-Leste.

2. POLITICAL AND DEVELOPMENT CONTEXT FOR LEARN

Timor-Leste is one of the smallest and newest countries in the world, created after the then less than 900,000 population in Timor-Leste voted for independence from Indonesia in a referendum held in 1999 under United Nations (UN) supervision. This transition to independence began with significant destruction of infrastructure and violence from the withdrawing occupying Indonesian forces. The independent Democratic Republic of Timor Leste (RDTL) was declared in 2002 after UN management of the transition period through UNTAET. This management included running the election of members of the Constituent Assembly in 2001. Before the declaration of independence, Timor-Leste had never had modern statehood.

Timor-Leste was colonized and ruled by the Portuguese for 450 years, with three years of Japanese occupation in the second world war, and 24 years of Indonesian occupation that followed the end of Portuguese rule. Supporters of Timorese independence at the time of Portuguese decolonization were overwhelmed by the Indonesian military in 1974; Timorese leaders through the national liberation movement *Frente Revolucionária do Timor-Leste Independente* (FRETELIN) waged a diplomatic campaign for independence, while the *Forças Armadas da Libertação Nacional de Timor-Leste* (FALINTIL), the armed wing of the party fought through guerrilla warfare against Indonesian military. Growing international pressure on Indonesia, democratisation in Indonesia, and the effects of the Asian financial crisis led to increased diplomatic successes for FRETELIN, with Indonesia eventually permitting a referendum on the future of Timor Leste under UN supervision in 1999. In the UN-managed referendum 98,6% of voters turned out and more than 80% of voters chose independence –while the Indonesian military, police, and pro-Indonesian militias were engaging in massive human rights violations, especially after the referendum, that lead to heavy loss of life and displaced an estimated 75% of the population.

The UN has played important roles in the development of all elections since the 1999 referendum on independence for Timor-Leste. After independence, the UN managed the election of the first President of the RTDL in 2002. UN electoral advisors worked with Timorese leaders after independence to design the electoral system and create electoral management bodies, the Technical Secretariat for Electoral Administration (STAE) to administer electoral processes.

The UN and UNDP have supported the development of electoral institutions in Timor-Leste since the country became independent. UNDP began what has become a long-standing partnership with the electoral management bodies in Timor-Leste in 2004 with the Electoral Project, providing support to the 2004/2005 village (suco) elections – the first local elections in the country and the first support provided through a UNDP electoral cycle project in the new country. UNDP developed a second electoral cycle project to support the 2007 National Elections in Timor-Leste. The project supported two rounds of presidential elections and parliamentary polls - the first national elections since independence. Then a third electoral cycle project was developed to link the United Nations Electoral Support Team UNEST and UNDP electoral assistance over the period 2007-2012, including support for the suco elections in 2009 (that were held under different regulations that were developed to elect councils on a non-party basis in the wake of the 2006 violence in the country) and presidential and parliamentary elections in 2012. The landmark 2012 elections were the first elections in the country led by Timorese electoral management bodies, who benefitted from UNMIT and UNDP support.

The successful 2012 elections followed turmoil between 2006-2008, when the capital and other areas fell into internal conflict that set the development of the country back. Timorese and the international community have remained concerned about the risks of violent conflict and its associations with elections. Electoral security and management of electoral conflict has thus been another area for UN and UNDP policy and project support. UNEST still had a mission of 170 international advisors to support the 2012 elections, but reduced dramatically after this successful election.

3. DESCRIPTION OF LEARN

The LEARN Project was developed after the 2012 Parliamentary Elections following a Needs Assessment Mission (NAM) in 2012 from the Electoral Assistance Division of the UN's Department of Political and Peacebuilding Affairs. The NAM team worked with UNDP, CNE, STAE, CSOs and the Government of the Democratic Republic of Timor-Leste partners to assess needs. The NAM determined that electoral assistance was warranted. However, the project was not funded at that time. A desk update on the needs assessment was done in 2015 as the government identified new needs and international development partners expressed willingness to fund electoral assistance. The Project Document, signed in June 2016,

developed a USD 5,664,495 programme to meet these needs. Allocated resources at the time of signing were only USD 100,000 from UNDP. Contributions have been provided since that time by the Government of Japan, Government of Korea, and the Korea International Cooperation Agency (KOICA).

LEARN, in implementation from August 2016 through June 2020, has focused on supporting the EMBs to conduct and manage village elections in 2016 under regulations that again allowed for party competition, Presidential and Parliamentary elections in 2017, and early Parliamentary Elections in 2018. The objective of LEARN is to strengthen electoral institutions to perform their core functions for accountability, participation and representation in the electoral processes. The project has focused on enhancing voter education through awareness and engagement of citizens in democratic processes, as well as promoting participation of women, youth and people with disabilities to guarantee their rights. In addition, LEARN has supported the capacity enhancement of journalists, community radios, media, observers, party agents and other electoral stakeholders to create a sustainable environment for inclusive and responsive electoral and political processes.

The project has four outputs, each with activities that are designed to contribute to achieving these outputs.

Output 1: Enhanced civic knowledge, awareness, and engagement of citizens in local and national democratic processes

Output 2: Increased political participation of women and youth at the local and national level

Output 3: Enhanced institutional capacity of CNE and STAE to manage and implement national and local elections through an electoral cycle approach

Output 4: Increased sustainability of voter registration and electoral results management systems.

The project, by achieving its outputs, contributed to UNDP Strategic Plan Outcome for enabling electoral institutions to perform their core functions, that is being accountable and participatory for a peaceful transition of electoral system and processes. LEARN also contributes to “Strengthening citizen’s voice and promoting inclusion through democratic electoral processes” as LEARN supports building the capacities of national institutions to provide efficient, accountable and accessible services to citizens with special attention to marginalized groups.

4. EVALUATION METHODS

The TOR for the evaluator for the Terminal Evaluation noted that the evaluator should develop appropriate methodologies to meet the purposes of the evaluation through meeting a set of specific objectives. These objectives are:

- To assess and evaluate the progress made by the project towards an attainment of the results as specified in the project monitoring and evaluation framework, UNDAF and CPD;
- To measure the contributions made by the project in enhancing the accountability, effectiveness, efficiency and inclusiveness of democratic system and processes with focus on elections;
- To assess the sustainability of the project interventions;
- To examine the cost efficiency and effectiveness of LEARN project assistance; and
- To document main lessons learned, best practices and propose recommendations.

The inception report developed the terminal evaluation through criteria of relevance, effectiveness, efficiency, sustainability, and impact that are central United Nations Evaluation Group (UNEG) Norms and Standards, the UNEG Code of Conduct for Evaluations in the UN System, and the UNDP Evaluation Policy. The evaluation has used mixed methods of document review and interviews with key individuals that are knowledgeable about the LEARN project to gather qualitative and quantitative data that focus on the purpose and objectives of the evaluation. The evaluator has analysed these data to address all of the evaluation questions in the TOR, which were grouped by the key categories.

Relevance

- To what extent LEARN Project technical and operational assistance were relevant in addressing the needs and strategic priorities of STAE and CNE and other electoral stakeholders?
- To what extent were interventions informed by gender and social inclusion analyses to enhance women, youth, people with disability and marginalized groups' meaningful participation in the electoral processes as voters and candidates?
- How relevant was the project in making the election management body, electoral system and processes inclusive, credible and transparent?
- To what extent the project was able to cater the needs of the beneficiaries in the changed context? If and when required an alteration of focus/strategy, was the project flexible?
- Is there any evidence that the project advanced any key national human rights, gender or inclusion policies and the priorities of UN, UNDP, including the UNDAF?
- How relevant was the geographical coverage?

Effectiveness

- How effective has the project been in enhancing the institutional and professional capacity of STAE to conduct democratic, an inclusive, credible and transparent elections?
- Has the project achieved its outputs? What were the major factors influencing the achievement or non-achievement of the outputs?
- To what extent the planned outputs contributed towards the achievement of the UNDAF outcome and what are the evidences to validate these claims?
- Did women, men, People with disability, youth and marginalized groups directly benefit from the project 's activities? If so, how and what was the impact?
- Were any changes made in the project regarding approach, partnerships, beneficiaries etc. suggested by project mid-point assessment, context/risk analysis? Did it affect project results?

Efficiency

- To what extent have resources (financial, human, institutional and technical) been allocated strategically?
- Were the project inputs and benefits fairly distributed amongst different genders and communities while increasing access for the most vulnerable? What factors influenced decisions to fund certain proposed activities, and not others?
- To what extent did the coordination with other UN agencies and UNDP projects reduce transaction costs, optimize results and avoid duplication?

Impact

- What impact did the work of LEARN project have on the institutional/professional capacity of STAE and other electoral stakeholders? Is there evidence of knowledge transfer?
- What impact did the work of LEARN project have on the conduct of elections in Timor-Leste?
- Is there evidence of changes in their credibility, effectiveness and/or sustainability?
- What impact did the work of LEARN project have on the democratic participation in elections in Timor-Leste?

Sustainability

- Have LEARN project interventions enhanced the capacity of STAE/CNE and electoral stakeholders for sustainable results?
- What is the level of ownership of STAE/CNE towards the project? Will the STAE/CNE be able to sustain project supported interventions (programmatically and financially) after the project phases out?
- Is there any evidence of LEARN project reduced assistance over the years due to STAE/CNE increased ownership and leadership?

The Inception report developed an Evaluation Matrix which outlined two methodologies for gathering objective, valid, reliable, precise, and useful data with integrity. Document review and interviews were used to address the purpose and objectives of the evaluation using the objectives of the project and the evaluation questions above from the TOR. The evaluator has used these methods, approved with the Inception Report, for the fieldwork.

Fieldwork focused on gathering data from key partners and beneficiaries that have worked with the project and key stakeholders of the project. Document review and interviews focused on how UNDP and the project team, partners and beneficiaries, and stakeholders view the LEARN project and verifying and triangulating data on programme results.

An initial document review was done for the Inception Report; document review continued throughout the fieldwork. Documents reviewed include the Project Document, work plans, annual reports, quarterly reports, newsletters, and other materials produced by the project and its partners (see Annex 2: List of Documents Reviewed). Review helped the evaluator develop an initial, comprehensive understanding the objectives of the project, the development of the project, the implementation of activities, and understand the outputs and outcomes of activities. Systematic document analysis continued during the evaluation; the data from document analysis was used to tailor specific questions to different informants when appropriate in interviews.

Semi-structured interviews were conducted with 39 people for the evaluation from the staff of UNDP Timor-Leste and the LEARN project as well as key project partners, beneficiaries and stakeholders, including development partners (see Annex 3: List of Interviews). An interview protocol and semi-structured interview questions from the Inception Report was used to gather qualitative information in person in Timor-Leste or via telephone if key informants were not in the country (Attached as Annex 4). Explicit informed consent was obtained for all interviews. Anonymity and non-attribution were assured for all interviews. Most interviews were conducted in English. Interpretation, when needed, was provided by partners or the LEARN project. The interview protocol and interview questions are included as Annex 4.

Interviews were used to gather qualitative information from key individuals directly relevant to the purposes of the evaluation. The evaluator has followed up on questions from the interview guide to learn more from particularly interesting responses and to dig deeper into informants' experiences and perspectives and added other tailored questions to query particular key informants towards the purposes of the evaluation. Not all informants were asked all questions as there is limited time available for any one interview. Interviews were held with key UN and LEARN current and former staff as well as with LEARN partners, beneficiaries, and stakeholders. The list of individuals interviewed is included as Annex 3.

The evaluation design was based on the independence of the evaluator, a focus on evaluating the most important activities towards reaching LEARN objectives, and purposive sampling as well as triangulation, and comparison (these latter two are addressed in data analysis below). While the evaluation has been conducted independently, the evaluator has collaborated closely with LEARN staff to identify the most relevant informants as well as to reach them to conduct interviews. Interviews with partners, beneficiaries, and stakeholders were conducted without UNDP or LEARN staff to ensure that they did not influence interviewees. Focus has ensured that the evaluation examines the most important activities of LEARN and its major achievements. Purposive sampling has been used to select individuals for interviews; selection has focused on the people who are the most well-informed about LEARN.

Fieldwork was conducted in Timor Leste from November 4-22, 2019. The evaluator has interviewed key staff, partners, beneficiaries, and stakeholders in the country as well as briefed UNDP proposed methodology, design and work plan and findings, conclusions, and recommendations of the draft Terminal Evaluation Report in these three weeks.

The evaluator identified limitations to the methodologies, data collection plan, and analysis plan in the inception report, as well as ways to manage these limitations, which have been used in conducting the evaluation. The limitations are common in evaluations, as are the measures to manage these risks to evaluation processes and the validity and reliability of data collection, analysis, and causal inferences. The evaluator, with the support of UNDP and the LEARN project team, has managed to conduct the evaluation with limited resources that limit data collection, addressed the limited ability to make causal inferences, managed issues recall and acquiescence bias, evaluated contributions when attribution is not possible, and used telephone interviews to reach informants no longer in Timor Leste.

The Terminal Evaluation TOR set out three deliverables for the evaluation. The first deliverable, an Inception Report with proposed work plan with timeline and deliverables, evaluation methodologies, an evaluation matrix, and questions for data collection was submitted 20 October 2019. This Draft Terminal Evaluation Report is the second deliverable. The draft was developed following the methodologies, work plan, matrix, and questions from the inception report for the fieldwork through discussions with UNDP and the LEARN project team, and interviews with partners, stakeholders, and beneficiaries in Timor-Leste 4 November 2019 through 22 November 2019, and the review of documents. The Evaluator revised the Draft Terminal Evaluation Report to address all comments provided through UNDP on the Draft to complete this Terminal Evaluation Report – the third deliverable for UNDP approval.

5. DATA ANALYSIS

The analysis of documents and interviews has been used to answer the evaluation questions and address the goals and objectives of the evaluation by providing findings and draw conclusions, document lessons learned and best practices, and recommendations. The analysis of the data from these documents and interviews has been used to assess the relevance of the project, the effectiveness of implementation, efficiency in implementation, impact, and sustainability.

Data analysis has been based on triangulation and comparison of the information from document review and interviews. Triangulation has been used in the analysis two ways: through the triangulation of data gathered through the two different methods (interviews and document review) as well as through the comparison of information gathered from different types of informants. Triangulation adds confidence to the validity and reliability of the data, findings, conclusions, and recommendations. Comparison has been used to compare information gathered through these different methodologies and information from different categories of informants in validating findings, identifying best practices and making conclusions and recommendations.

The Terminal Evaluation Report is a synthesis of the evaluator's analysis drawn from many documents as well as interviews with numerous respondents.

6. KEY FINDINGS AND CONCLUSIONS

Relevance

To what extent was LEARN Project technical and operational assistance relevant in addressing the needs and strategic priorities of STAE and CNE and other electoral stakeholders?

UN, UNDP, LEARN, IDP, STAE, CNE, and civil society interviews all agreed that LEARN assistance was highly relevant to the needs of Timor-Leste. The LEARN ProDoc documented the processes used to ensure that LEARN was validated by the government as relevant for meeting the needs and strategic priorities of CNE, STAE and other key electoral stakeholders. Interviews noted that the process of drafting the ProDoc had been inclusive, and brought in the key partner institutions as part of the design to ensure that the plan met the anticipated needs of CNE and STAE. This relevance to CNE was validated by the signing of the ProDoc by CNE. Interviews found that the project continued to be relevant throughout implementation – and was still seen as relevant in current conditions for CNE, STAE, and CSO stakeholders who noted that LEARN continued to support their priorities.

LEARN assistance was seen as relevant to CNE and STAE for the administration of four elections during the project; to CSOs to support gender equality (GE), youth inclusion, and the rights of PWD in electoral processes; civic and voter education; and support for journalism. Using an electoral cycle approach, designed to provide support pre-election, during elections, and post-elections was seen as valuable and relevant – although it was recognized that starting LEARN implementation in August 2016, two months before suco elections, limited the extent to which the project could support capacity building of EMBs as the EMBs and LEARN needed to support election processes immediately.

To what extent were interventions informed by gender and social inclusion analyses to enhance women, youth, people with disability and marginalized groups' meaningful participation in the electoral processes as voters and candidates?

Interviews with the two informants involved in the drafting of the ProDoc noted that its development was informed by UN and stakeholder analyses on the situation of women, youth, and PWD in Timor-Leste. Consideration of women, youth, and PWD was noted in interviews as an ongoing matter within LEARN and between LEARN and its partners. This attention to women, youth, and PWD was seen to come not only

from LEARN, but emanate from these areas as ongoing priorities of the UN that had been featured in all electoral work from 1999 on. Based on these analyses of the challenges and opportunities for gender and social inclusion, the ProDoc made gender one of the main areas for interventions, developing plans to support women as candidates, as voters, as observers, and as polling officers. Project lobbying with STAE was successful and seen as a key reason that STAE agreed to and implemented a policy that women would be 50% of polling officers; this in turn was seen as helping get women to vote as they felt more comfortable with women polling officers. Interviews noted that the legal framework, which was originally imposed from outside the country as part of an earlier electoral cycle project, mandated quotas for women as candidates; this however had now been accepted by political parties, some of whom now enthusiastically support women as candidates and put more than minimum number of women in their lists. VE from the project was designed in particular to target women; the design was seen really attractive and appealing to women voters – and part of increasing the level of women’s voting in the country.

UNDP interviews noted the analysis of gender and social inclusion in the development of the project was exemplary, and could serve as a model for some other activities that do not have this analytical foundation. LEARN as a project was seen as a front runner in GE by UNDP and CSO partners, who noted how LEARN works with the whole network of women’s organizations. This was seen as a positive example for country and UNDP. The communications materials from LEARN were seen as doing a good job covering women, on gender equality and female representation in elections; interviews also noted that LEARN staff were good at packaging the words and ideas of GE for Timor-Leste, which supported transformation.

LEARN funded CSO activities targeting women through a grant to CAUCUS in 2017/18, PATRIA in 2019 and MOFFE to do training and a Political Café programme. LEARN with CAUCUS consulted separately with each political party on how to prioritize female candidates and to urge strong selections from political parties for LEARN-supported trainings.

How relevant was the project in making the election management body, electoral system and processes inclusive, credible and transparent?

The elections supported by LEARN were the first elections in the history of post-independence Timor-Leste held without significant international support; international community and many in Timor-Leste were concerned about the risks of violence in elections in the country. The four elections in the electoral cycle (2016 suco, 2017 Presidential, 2017 Parliamentary, and 2018 Parliamentary), were mostly conducted peacefully without major incidence of violence. This was seen as a major accomplishment for the country, which the project contributed to. However, interviews with UNDP and LEARN as well as civil society were clear about the central challenges that EMBs face in Timor-Leste; as state institutions, whether formally independent like CNE or part of the MSA like STAE, citizens do not have confidence that the EMBs are separate from the state and the political parties that control a particular government. This analysis of the problems of EMBs – that carry over to the electoral system and processes – led to the focus of LEARN on making CNE and STAE more transparent and credible as well as inclusive. The design of the EMBS, with CNE autonomously led by a President and Commissioners supervising STAE, tabulating the overall vote, and controlling the funding while STAE was part of the government and tasked with the actual management of electoral processes (including voting, counting at polling stations and centres, accrediting media and election observation, district tabulation of votes) was seen as frequently leading to conflicts

between the two EMBS. Managing conflict and improving relations were another way to increase the transparency and credibility of the EMBS.

LEARN was seen by UNDP, LEARN staff themselves, CNE, STAE, IDPs, and CSOs as having contributed greatly to making the EMBS more transparent, credible, and inclusive. The elections supported by LEARN were the first elections in the history of post-independence Timor-Leste held without significant international support; international community and many in Timor-Leste were concerned about the risks of violence in elections in the country. The four elections in the electoral cycle (2016 suco, 2017 Presidential, 2017 Parliamentary, and 2018 Parliamentary), were mostly conducted peacefully without major incidence of violence. This was seen as a major accomplishment. LEARN was seen by UNDP, LEARN staff themselves, CNE, STAE, IDPs, and CSOs as having contributed greatly to making the EMBS more transparent, credible, and inclusive.

The way LEARN operated by bringing CNE and STAE management and staff together for joint trainings and to jointly manage parts of the electoral process, such as the joint media centre, were seen as effective ways to improve relations between the two EMBS and increase their transparency and credibility. LEARN activities with the EMBS supporting CE and VE were seen as making CNE and STAE more inclusive in general; CE and VE activities that particularly targeted vulnerable groups like women, youth, and PWD were noted as directly supporting inclusion of these groups.

To what extent the project was able to cater the needs of the beneficiaries in the changed context? If and when required an alteration of focus/strategy, was the project flexible?

LEARN was seen by UNDP, its own staff, CNE, and STAE as having adjusted to the changed context of an early Parliamentary election in 2018, only 10 months after the 2017 Parliamentary elections. This was the only change in the context identified in interviews in November 2019. Adjusting to another election provided opportunities to continue to strengthen CNE and STAE's work in electoral administration in the context of an impending election – rather than pursue long-term institutional development in a non-election period as expected under an electoral cycle approach. LEARN was seen to have adjusted its budget and workplan to meet the needs of CNE, STAE, and CSO partners for the early Parliamentary elections. The trust the project had developed with its IDPs and the government were seen as important in making this shift without drama. The political analysis of the project and anticipation that a scenario of early elections was increasingly likely led the project to develop a contingency plan before the early elections were called that could be used to make these revisions. A previous round of revision had also made funding available as the government's inability to pass a 2018 RDTL budget negatively affected the project's partners and the project's plans to work with them.

The UNDP system was flexible enough to make a budget revision in October or November 2017 to address the budget issues from a lack of a government budget. UNDP held project board meetings to review and approve budget revisions, based on our presentations of the project's budget and presentations by the two EMBS to IDPs and the government.

Is there any evidence that the project advanced any key national human rights, gender or inclusion policies and the priorities of UN, UNDP, including the UNDAF?

LEARN advanced the human rights, gender, and inclusion commitments of Timor-Leste; LEARN support improved the implementation of policies of the country towards civil and political rights as well as CEDAW. LEARN also advanced the priorities of the UN and UNDP, as expressed in the UNDAF and CPD. LEARN also supported the advocacy measures of partner NGOs. The President of Parliament highlighted the experience of CAUCUS advancing GE at the big national public event celebrating international women's day in 2018. Timor-Leste chose to make the institutional changes to increase the representation of women in Parliament to over 30 percent of the mandates, making it a frontrunner on women's representation in parliament in the region. LEARN supported capacity building for women candidates through strong national CSOs; women trained noted in interviews that the new and stronger skills from these trainings had helped raise their profiles within their parties and increased their skills, which they felt had also improved their skills in engaging with constituents.

How relevant was the geographical coverage?

LEARN was designed to have nation-wide coverage through its work with the EMBs to provide equal services to all voting-age citizens and by working with strong civil society organisations and media with national coverage and mandates. The design, working predominately centrally to support national state institutions, was a conscious effort to continue nationalizing the processes of elections in Timor-Leste. The LEARN design was thus very different from that of the previous UN support to elections that included regional outreach and UN distribution of sensitive electoral materials in 2007 and the previous UNDP electoral cycle project that had brought 130 internationals to support the administration of elections across the country in 2012. In LEARN, since CNE and STAE were seen to have adequate capacity to administer the elections, this kind of direct national outreach was not anticipated or done. Instead the project provided TA and assistance to build capacity and directly support these national institutions. Work from Dili with national institutions was seen as the way to support national capacity; direct provision from LEARN to particular geographic areas was seen as a step backwards that would go back to having CNE and STAE depending on the UN as had been the case in 2007 and to a lesser extent in 2012. The ToT/capacity building approach with national institutions and CSOs of LEARN was seen as the way to address the communications and logistics challenges of Timor Leste that come from the poor road network, weak communications network, and difficult mountainous terrain.

LEARN has modified this national approach as needed. In 2018, with budgetary problems limiting STAE's ability to administer what was seen as a very competitive, heated election, LEARN was able to bring in five consultants to do more to support STAE, including through a logistics advisor and more VI consultants to support more operational matters including the delivery of sensitive materials (such a ballot papers) and non-sensitive materials (such as banners to indicate polling places). In 2019, LEARN adjusted this approach modestly towards proving some more specific to municipal elections to municipalities – not providing all assistance through national institutions.

LEARN support to CSOs and the media was also nationally based but Dili centric, as the location of the main CSOs and the media institutions. The outreach to IDPs is also by necessity Dili-based. Expectations are that LEARN can and will adjust to focus more on supporting the municipalities as part of decentral

Effectiveness

UNDP uses the OECD DAC meaning of effectiveness: a measure of the extent to which an aid activity attains its objectives. For effectiveness, UNDP guidance and these criteria suggest examining to what extent and how likely are objectives likely to be achieved and the reasons for the achievement or non-achievement of the objectives. In addition, UNDP/Timor Leste made some of these criteria explicit through the evaluation questions in the TOR for the evaluator.

How effective has the project been in enhancing the institutional and professional capacity of STAE to conduct democratic, an inclusive, credible and transparent elections?

Interviews credited successive UN work and UNDP projects that developed the capacity of the EMBs to administer elections in TL. LEARN was lauded for quickly mobilizing once starting implementation in August 2016, so that it was able to support priorities of CNE and STAE through concrete assistance for the October suco elections. LEARN support, especially the ability to respond to last minute requests, was seen as critical to the success of the election. LEARN supported VI, printing, and some logistics. The flexibility of the project and ability to meet last second demands were appreciated; LEARN supported the printing of new ballots on the day of the election, when some small communities not far from Dili noted that the ballots for their area were wrong. LEARN was able to quickly act through UNDP to print new ballots that morning to fix the problems and deliver them to polling stations on the election day. Without the UN, STAE was seen as not able to quickly act and address this problem.

LEARN was also recognized as valuable for assisting in broader learning for STAE. LEARN supported the development and launch of the compendium of “Electoral Cycle of 2017 National Elections and Early Parliamentary Elections 2018” that provides comprehensive understanding of the entire electoral processes and its activities conducted for all three phases i.e. pre-electoral electoral-day and post-electoral of 2017 and 2018 elections providing historic archives of the processes conducted by EMBs in particular, STAE. LEARN will plans to work to develop a strategic development plan for STAE in the next quarter under an extension of the project. A strategic development plan would be an important step in for the future institutional development of STAE.

Has the project achieved its outputs? What were the major factors influencing the achievement or non-achievement of the outputs?

The ProDoc outlined four outputs and listed a long set of illustrative activities that could be done in implementation to contribute to these outputs. The ProDoc however did not develop a full Results and Resource Framework (RRF) to identify outputs and set targets. The actual implementation of the project, because the project started immediately prior to an election (the 2016 suco elections) and had key electoral events for the next year for the Presidential and Parliamentary elections, evolved to not pursue many of these illustrative activities in order to focus on the priorities of CNE, STAE, and other partners in these elections, the two elections in 2017, and then the 2018 early Parliamentary elections held only 10 months after the 2017 Parliamentary elections. The project has thus not developed systematic indicators to report on some ProDoc outputs with precision. However, LEARN project staff developed several clear broad outputs with precise measurement that provide the broad information about participation in

elections – and importantly worked with CNE and STAE to gather sex-disaggregated information systematically for the first time in 2017.

As discussed below in detail, the project largely achieved its four outputs, although the ProDoc did not develop a full Results and Resource Framework (RRF). Some envisioned indicators were not used, as neither the project nor partners or stakeholders developed methods to measure these indicators or sought to report on these indicators. For effectiveness, the evaluation has examined the main activities undertaken by the project towards attaining these outputs, the targets set for these outputs, and the actual annual and final measurements for these indicators. LEARN has reported against annual targets based on the CPD and the project's outputs. The broad measurements of project success were well understood by project staff, partners, and IDPs, who focused in interviews on these macro-indicators in their assessment of the EMBs and the contributions of the LEARN project to these achievements.

Table 1: LEARN Indicators and Measurement

	Indicator	Baseline	2016 Target	2016 Suco Election	Target 2017	2017 Presidential and Parliamentary	Target 2018	2018 Parliamentary Election
Output 1: Enhanced civic knowledge, awareness and engagement of citizens in local and national democratic processes	Number of voters registered	626,503 2012 Presidential election	20% increase	728,363 16% increase	760,000	743,150 Presidential 760,907 Parliamentary	790,000	784,286
Output 1	Voter turnout in national elections (% of registered voters)	72.55% 2012 Presidential election	75%	Not applicable	75%	71.16% Presidential 76.74% Parliamentary	80%	80.98%
Output 1	Invalid votes (% of all votes)	3.83%	2%	Not applicable	2%	2.01% Parliamentary 1.7% Presidential	< 2%	1.19%
Output 2: Increased Political Participation of Women and Youth at the Local and National Level	Female turnout in national election (% of all voters)	No Data Available (NDA)	NDA	NDA	45%	47% Presidential 48.58% Parliamentary	45%	48.6%
Output 2	Percentage of women as polling staff for elections	No data available	NDA	NDA	50%	50%	50%	50%
Output 3: Enhanced institutional capacity of CNE and STAE to manage and implement national and local elections through an electoral cycle approach	Percentage of trained officials who report an increase in their knowledge and understanding on electoral processes	No data available	70% of EMB officials have increased in knowledge and understanding on electoral processes	Not measured	70% of EMB officials have increased in knowledge and understanding on electoral processes	Not measured	Not measured	Not measured
Output 4: Increased sustainability of voter registration and electoral results management systems (ERMS)	Establishing election results management system	No election results management system in place that meets law	Not applicable	Not applicable (as managed by local authorities)	Yes	Improved registration, Improved ERMS (STAE sex-disaggregated data)	Yes	<i>Yes (CNE National Tabulation System)</i>
Output 4	Establishing voter registration system for out of country voting	No overseas voting system in 2012	Not applicable	NA	Support STAE IT and training	System developed, trained in, and used	Support STAE IT and training	System developed, trained in, and used

- **Output 1: Enhance civic knowledge, awareness, and the engagement of citizens**

For 2016, LEARN worked with CNE and STAE and supported the immediate outreach of CNE and STAE on civic and voter education for the Suco elections. These activities supported the development of a brochure on how to vote that focused on graphics to be comprehensible to non-readers. LEARN also designed and disseminated posters to sub-villages for voter education, created and funded billboards providing VI, and produced and aired of public service announcements (PSAs). LEARN developed newsletters to update stakeholders on the project and information to them on CNE and STAE activities and results.

For 2017, LEARN further developed these methods and products as well as provided training to more than 80 journalists to provide more information and hold debates among political parties. LEARN also supported an international conference with the Press Council to emphasize and provide support to media freedom in Timor Leste. In addition, LEARN worked with the Press Council to develop a code of conduct for media and journalists for the 2017 elections. These activities were seen as effective ways to further provide civic knowledge and awareness to encourage the engagement of citizens.

Using project staff and consultants, LEARN developed and presented two different new quality television programs focused on providing youth with civic and voter education through a series of broadcasts on national television and radio. “Vota Ba Futuru” and “Lian Foinsa’e” were developed and launched by the project to provide civic and electoral education targeting youth; the programs had impressive quality and reach.

In **Output 1: Enhance civic knowledge, awareness, and the engagement of citizens** of the three indicators (see Table 1 above), **two targets were met by in the 2018 Parliamentary elections with the third almost met.** as the number of registered voters reached 784,286 (almost 790,000), voter turnout of 80.98% in 2018 exceeded the 80%, and invalid votes fell dramatically to 1.19% in 2018, less than the target of less than 2%.

- **Output 2: Increase the political participation of women and youth**

For 2016, LEARN targeted increasing the participation women and youth in particular for VE through STAE through the development of VE products and the training of staff. The 2016 suco elections demonstrated the challenges of gender equality in elections in Timor-Leste. Of 2071 candidates, only 319 were female. However, some progress was evident in electoral results; 21 women were elected chiefs in 2016 in comparison to 10 women in the previous suco elections. The results of the two rounds of suco elections show the challenges for women as candidates and for women’s leadership at the village level.

For 2017, LEARN worked with CNE and STAE to get and implement their commitment to 50% women polling staff. LEARN worked with the EMBs to commit to, appoint, and train towards 50% representation of women as polling staff. STAE and LEARN report that half of the staff were women. LEARN also supported STAE efforts that increased the number of polling centres and stations for the 2017 Parliamentary elections in order to make it easier for dispersed populations to vote; the measure, which increased the demand for polling centres and station staff, training, and equipment was supported by LEARN. This measure was seen as one of the main reasons for an increase in turnout from the 20 March Presidential election to the 22 July Parliamentary elections by LEARN and STAE.

For the 2017 elections, after LEARN support for IT and training for VR that further developed these systems, STAE collected sex-disaggregated voter turnout data the first time. Women were 47% of all voters in the Presidential election and 48.58% of all voters in the Parliamentary election.

Women became 35.38% of the seats in parliament. The high level of women's representation was attributed to the electoral system that required each party to run lists of candidates on the closed, blocked proportional representation system used in Timor Leste in which every third candidate was female (compared to every fourth candidate in 2012). However, despite this change, the representation of women fell slightly from 38% in 2012. MPs change as listed candidates from parties that comprise the government choose positions as ministers, leaving the next person on the list as MP (or next women, if a woman declines their place on the elected MP list). Representation is still more than the minimum proportion of women that would automatically be generated under this system and the highest in Asia. Some parties reportedly have not made women automatically the third person in the sequence on their lists.

Voter registration data also suggested the importance of CE and VI as STAE reported that 51% of registered voters were youth between age 17 and 30. LEARN argued in the 2018 annual report that much of the increase in the number of voters was youth and first-time voters (p. 9).

2017 LEARN activities to enhance civic knowledge, awareness, and the engagement of citizens were designed to focus on women and youth; this was the case for engagement with CNE CE, STAE VI, and journalist training. These efforts were seen as successful parts of stimulating the participation of women and youth.

LEARN developed with STAE a special VE campaign to encourage youth and first-time voters; Joven vote was seen as effective. In 2017, LEARN worked jointly with - but did not fund - leading CSOs CAUCUS, MOFFE, Patria, and the *Feto Districtu Dili Association* to encourage women to participate more in electoral processes.

In 2017, LEARN together with IFES supported the first monitoring of PWD accessibility of polling stations by CSO *Ra'es Hadomi Timor Oan* (RHTO) for the parliamentary elections.

In **Output 2: Increase the political participation of women and youth**, targets for LEARN were set for women to be 45% of all voters and for STAE to have polling station staff be half female for elections. With the support of LEARN, CNE and STAE developed systems to measure the gender of voters at registration and in the polling place for the 2017 elections. STAE committed to having 50% of polling station staff be women. **Both of the targets for Output 2 were met in 2017 and 2018.** However, no detailed data was collected to support this second indicator or specifically demonstrate its achievement.

- **Output 3: Strengthen the management and implementation of elections through an electoral cycle approach**

LEARN supported STAE mobilisation of polling staff for the suco elections, including providing identification cards, for 2016. The project-produced brochure on how to vote was used to train polling staff with LEARN assistance. Timely LEARN support was especially critical for addressing errors in some Suco ballot papers on the day of the elections in several villages; this rapid response was seen as particularly impressive by staff, the Ministry of State Administration (MSA), and STAE.

LEARN provided extensive support to STAE to support preparation for and the implementation of the 2017 Presidential and then Parliamentary elections. This included legal assistance to develop a manual in both national languages to understand the laws and guide STAE staff on legal procedures to manage complaints at all stages of STAE's processes. These materials were also socialized and distributed to political parties. LEARN supported legal training for CNE commissioners as well as delegates and the chief of municipality offices on the updated national electoral legal framework

LEARN also worked with both CNE and STAE to build their capacity to work well with national and international observers and the media; stronger preparation to work with observers and journalists helped increase the credibility and transparency of electoral processes.

Because CNE and STAE identified the legal framework for elections in Timor Leste as a weak area, LEARN provided legal consultants to both organisations not only to help further develop the underlying legislation but also the regulations that guide these organisations. Legal advisors also trained staff and managers on these frameworks, and made the frameworks public. Support included developing more accessible and transparent complaints and appeals processes. However, even with legal consultants for STAE and CNE, the legal framework has not been systematically revised into a consolidated set of laws that avoids contradictions in different legislation.

In Output 3: Strengthen the management and implementation of elections through an electoral cycle approach, LEARN did not develop or implement any systematic procedures to monitor or measure the planned indicator for the output. **The indicator thus does not make it possible to make a clear determination of whether this output has been achieved.** However, CNE, STAE, and LEARN staff interviewed, other electoral stakeholders interviewed, as well as all electoral observers reports noted that the management and implementation of elections improved over each election in this electoral cycle. **This broader way of evaluating effectiveness of the project towards the output suggests that the output has been substantially achieved.**

- **Output 4: Increased sustainability of voter registration and electoral results management systems**

Suco elections are primarily conducted by the community, with the support of STAE for operations and logistics in the 442 sucos. STAE only delivered VE, printed ballots, and provided polling staff for these elections in 2016; LEARN supported STAE voter education, provided ballots in a few emergency villages, and supported STAE training in the couple months at the outset of the project up to the October 2016 elections.

For the 2017 elections, LEARN worked with STAE to develop an information campaign around registration that increased the number of registered voters. LEARN support enabled STAE for the first time to report sex-disaggregated data on registration, which could then provide sex-disaggregated data on voting. In Timor-Leste, STAE manages the tabulation of votes at polling stations and centres and CNE manages the national results management system. LEARN IT support helped CNE develop the display of these results and trained staff in the operations of this system for the Parliamentary elections. Publishing these data from polling centres – including through the website - was seen as an important contribution to increasing transparency and the credibility of the results.

Additional registration and polling stations were established by law for the 2018 early parliamentary elections. STAE was able to train more staff and fund more locations for voter registration and voting

with this authorization, plus the support of the project. This brought polling stations closer to the people, reducing the time and effort needed to vote on election day which had been seen as a deterrent to voting.

Additional effort was also put to out of country voting for 2018; This led to 6,245 citizens registering in eight polling stations, a 194% increase in the number of voters registered abroad compared to 2017, when 2,125 were registered. With more voting places, turnout also grew to 73.32% in 2018, up from 51.27% in 2017. The EU observation report attributed this increase to “an efficient voter register’s update by STAE and an intense campaign abroad by the two main election contenders” (p. 10).

In Output 4: Increased sustainability of voter registration and electoral results management systems, LEARN used two categorical indicators that assessed whether or not the EMBs had specific capacities. The two capacities to be measured were the establishment of an election results management system and the establishment of a voter registration system for out of country voting. Baselines for these two indicators were no systems existed. With the support of LEARN, CNE developed an ERMS system for both 2017 elections, which was also used for 2018. The indicator was thus achieved. And LEARN support led to the registration of out of country voters for 2017 and a system that had a wider reach in 2018 (as noted above). This indicator was also thus met as the capacity has been built. **With both indicators met, the output has been achieved.**

Major factors influencing the achievement or non-achievement of the outputs identified in document review and interviews with UNDP, LEARN, CNE, STAE, CSOs, and beneficiaries were the high-quality staff and sustained efforts of the project, the partnerships of the project with CNE, STAE, and CSOs, the electoral support or long-term capacity development approaches of the project, the quality of project work, and LEARN’s own learning and adjusting based on results. These factors are developed further below.

- **High-quality staff and sustained efforts of the project**

International comparative experience coupled with language skills and a knowledge of the country is commonly considered the ideal for development project management. To this end, UNDP identified and hired project management with the qualifications, skills, and technical knowledge as well as knowledge of Timor-Leste and the national languages. This UNDP and LEARN staff felt can be heralded as a best practice. This enabled the project to assist the village elections immediately upon start up. There was also little time before the parliamentary elections took place in April 2017, with the project really fully in place only by October 2016. 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 for both of these key electoral events.

- **The partnerships of the project with CNE, STAE, and CSOs**

UNDP, LEARN, CNE, STAE, and CSO meetings noted that LEARN had developed and implemented activities based on partnerships with the EMBs and other electoral stakeholders (CSOs and media outlets). LEARN relationships with key partners were not seen as one-off transactional ones; instead LEARN was seen as a consistent partner for the EMBs, CSO partners (CAUCUS, MOFFE, Patria), and media institutions and outlets. LEARN was seen as a partner even when it did not contribute funds to organizations because of the ways the project liaised with and consulted with CSOs that it had not yet funded via grants.

- **The electoral support or long-term capacity development approaches of the project**

LEARN provided both concrete support that was needed to support particular electoral processes, such as procurement support for indelible ink, and training and institutional development support to build the capacity of the EMBs and key actors in elections (potential candidates and journalists) towards stronger electoral processes in general. The project needed to be able to support both electoral processes – and a longer-term process of institutional development for EMBs and other electoral stakeholders. The design of LEARN and the flexible way it was implemented was seen as a good balance between these needs and modalities.

- **Quality project work**

UNDP, LEARN, CNE, and STAE noted that the emphasis on quality products and training of the project contributed to the achievement of outputs. LEARN products were praised for their clear presentation, accessible content, and quality graphics, which improved the understanding of key part of electoral processes for STAE and CNE staff, the public, and key stakeholders (such as IDPs). Project fact sheets and information were valued by IDPs, who appreciated how the LEARN project helped further their information and knowledge about election steps and the results of elections.

- **Learning and adjusting based on results**

LEARN also adjusted the intensity and type of its efforts to have more of an impact based on the results that had been achieved. For example, LEARN reacted to the still substantial number of disputed votes and spoiled ballots in the 2016 village elections and 2017 parliamentary elections by working more intensively with the EMBs on CE and VE for 2018. Working together, LEARN stepped up training for polling staff, produced more communications materials, and worked with STAE and CNE to target first time voters. This was not seen as a change in strategy, but instead making greater efforts. The project also adjusted to involve the media more in outreach, through journalism training and debates as two different ways to get more information to the public towards reducing invalid ballots (among other things).

To what extent the planned outputs contributed towards the achievement of the UNDAF outcome and what are the evidences to validate these claims?

Interviews with staff involved in the drafting of the ProDoc noted that LEARN was explicitly designed to have its planned outputs contribute to the achievement of the overall UNDAF outcome “by 2019, state institutions are more responsive, inclusive, accountable, and decentralized for improved service delivery and the realization of rights particularly of the most excluded groups.” The ProDoc as drafted aimed LEARN support towards the active UNDP Country Programme Action Plan (CPAP) and then fit the 2015-2019 Country Programme Document (CPD) outcomes and indicators. UNDP staff noted that the UN was always happy that LEARN contributed explicitly to meeting this UNDAF outcome.

LEARN reported the evidence for its contributions towards the UNDAF outcome and the CPD outcome in quarterly and annual reports, as well as in reports to the UN Country Team (UNCT) for the UNDAF. LEARN reported on two outputs towards the CPAP and then CPD Output 3.4, “Democratic, including electoral, processes to promote inclusion and citizen’s voice strengthened.” The two LEARN outputs used were voter turnout in the elections and percent of women representatives in Parliament and local councils. These two outputs have advantages in that the evidence is straightforward; MP data can be collected easily from Parliament.

The UNDAF, CPAP/CPD, and then LEARN set ambitious targets of 80% voter turnout for the 2017 presidential and parliamentary elections, which were not quite met (turnout was 71.6% in presidential elections and 76.74% in 2017 parliamentary elections). These targets are especially demanding since voter registration is mandatory in Timor-Leste, but voting is not mandatory. However, the turnout target was exceeded in the 2018 early parliamentary elections when turnout reached 80.98%, the highest turnout for legislative elections in the history of the country.

For the percent of women representatives in the parliament and local councils, the UNDAF, CPAP/CPD and then learn set targets of 40% women parliamentarians in the 2017 elections and 33% women representatives in local councils. Through quota systems on party lists, the 2016 suco elections exceeded this target for local councils and almost reached the ambitious Parliamentary target.

The independent evaluation of the entire governance programme, completed in November 2018, affirmed that the projects - including LEARN - were relevant to the UNDAF and CPD outcome.

Did women, men, People with disability, youth and marginalized groups directly benefit from the project's activities? If so, how and what was the impact?

LEARN was designed to explicitly target women youth, and PWD as marginalized groups in Timor-Leste. LEARN activities through CNE, STAE, and CSOs have had clear, substantial effects towards increasing awareness, access, and participation of women youth, and PWD.

UNDP and LEARN staff, and the implementing CSO partners that worked on women, youth, and PWD asserted that LEARN had had a big impact and been particularly successful in targeted approaches towards these groups. Support to RUHO and the East Timor Blind Union on PWD were seen by LEARN, UNDP, and these partners as having good designs and high utility towards improving PWD access in elections. These designs however were seen by design to have limited impact, as they focus on assessment, monitoring, and piloting improvements. To have a larger impact from these reports, the state needs to allocate resources and effort to improve by acting on this new knowledge and these pilots. Interviewees credited LEARN's good connections with key CSOs and work with them to understand the needs of target groups for these successful initiatives, which they hoped will be used and acted on in the future by the government. CNE and STAE were seen as invested in getting traction in these areas from the state.

Were any changes made in the project regarding approach, partnerships, beneficiaries etc. suggested by project mid-point assessment, context/risk analysis? Did it affect project results?

Interviews with UNDP and LEARN staff noted that LEARN has not had a project mid-point assessment. The project had context/risk analysis as part of the ProDoc and has maintained and updated this risk log in the 2016 and 2017 annual reports to help in anticipating and managing potential challenges to implementation and reaching programme outcomes. UNDP had an independent evaluation of the entire governance programme, including LEARN, completed in November 2018. The governance assessment identified LEARN as a project with strong performance; four of the five indicators to measure the four outcomes were noted as achieved, with the last target partially achieved and ongoing (p. 68).

The two project-specific recommendations of the governance evaluation, that LEARN should "assess indicators to ensure that they reflect the entire electoral cycle and not just indicators to reflect election day

success” and “Indicators should reflect change and should be SMART” were part of the evaluation’s broader recommendations on indicators and M&E. These recommendations have not yet been used but should be considered in extending LEARN and the development of any successor electoral cycle project. As LEARN initiatives have used the electoral cycle approach and taken a more capacity development view in the period since mid-2018 when there have finally been no impending elections, the project has used narrative reporting to explain results of TA, in particular with CSOs and journalists.

Efficiency

To what extent have resources (financial, human, institutional and technical) been allocated strategically?

LEARN reports implementing according to the plans in the ProDoc, as developed through annual plans. UNDP and LEARN suggested that the project had been staffed strategically. LEARN was implemented substantially through its own staff. The project team did in-house production of materials through its own staff rather than contracting production processes out to national or international providers. LEARN had a video maker, graphic designer, and television producer as consultants on staff that did the production work for CNE materials on CE, STAE materials on VI, and the project’s own products. LEARN managers asserted that not only would it be more expensive to outsource these roles, the structure also produced more and better knowledge projects because of the knowledge, professionalism, and continuity of the staffing. LEARN’s VE and CE assessment analysed the efficiency of –the project in delivery in these areas. LEARN staff were also seen as efficient because the project had capacity in the Portuguese and Tetun language in the staff. These multi-lingual skills were also seen as useful to translate and add subtitles to Japanese and Korean for IDPs. This was seen as an additional good practice.

The transition from an international CTA to a national project manager after the most sensitive electoral periods were over was also seen by LEARN and UNDP as efficient. The lower cost but still effective management of a national project manager was seen as a better use of resources – as well as another way to increase the cap of national professionals. At politically sensitive times, UNDP and LEARN suggested however that it was still better to have international leadership to clearly avoid perceptions of possible political interference in a project that works in a politically sensitive area like elections. Since 1999, LEARN is the first time since that UNDP election support has been led by a national.

Were the project inputs and benefits fairly distributed amongst different genders and communities while increasing access for the most vulnerable? What factors influenced decisions to fund certain proposed activities, and not others?

LEARN resource allocation plans were made in the ProDoc and annual work plans. To ensure that these inputs were distributed according to plan, UNDP and LEARN noted that every annual work plan drafted by the project was reviewed through internal UNDP CT processes – including processes to examine gender mainstreaming of the project as a whole and specific components – and discussed with the LEARN team before being given to the UNDP Resident Representative for comments and final approval. These internal UNDP processes were seen as ensuring that LEARN followed the ProDoc and distributed resources appropriately for gender mainstreaming and to reach vulnerable populations. LEARN’s approach to PWD

was noted as a particular emphasis, as was gender mainstreaming and a focus on gender and youth in components training potential candidates for office.

Factors that influenced decisions to fund certain proposed activities and not other activities were LEARN and UNDP's focus on adhering to the plans in the ProDoc and AWP; LEARN thus funded the proposed activities. Decisions on what to prioritise when adjustments were necessary, particularly to support the early Parliamentary elections in 2018, were made to support key electoral processes for these elections with the support of the project's board. A consequence has been that as the project successfully adjusted to focus on supporting early elections, which required some new activities and revisions of the AWP, some other things that were planned had to be revised and other things did not get done.

To what extent did the coordination with other UN agencies and UNDP projects reduce transaction costs, optimize results and avoid duplication?

Project reporting and interviews with UNDP and LEARN staff noted examples of LEARN action to coordinate with other UN agencies and UNDP projects as ways to not only avoid duplication but also operate effectively, efficiently in reducing costs and achieving stronger results. UNDP noted LEARN contributions through joint events with other UN agencies to UN systemwide and other agency goals, such as the joint UN day on ending violence against women and coordinating with UN Women on the 16 days, of activism campaign led by UN Women. LEARN reported approaching UNESCO on developing joint trainings for journalists, but that this approach had not yet produced results with UNESCO's management changing at the time that LEARN approached them. Coordination with other projects focused on electoral security with the Capacity Building Support to *Policia Nacional da Timor Leste* (PNTL) project and working more recently with the Supporting Effective Service Delivery and Decentralised Public Administration (AC&D) project towards preparations for the upcoming 2020 and 2021 municipal elections.

UNDP LEARN and some CNE/STAE interviews also noted the useful coordination between LEARN and other international providers of electoral and political party assistance in Timor-Leste. LEARN and USAID-supported providers NDI, IRI, and IFES met regularly as an electoral working group with the chair of the meeting rotating to ensure coordination in their work with CNE, STAE, CSOs, and political parties. LEARN in particular coordinated closely to support one key joint work with IFES: the PWD assessment of polling places. Overall and technical collaboration was seen as excellent in this joint LEARN/IFES endeavor with RUHO.

Impact

What impact did the work of LEARN project have on the conduct of elections in Timor-Leste?

UNDP and LEARN staff noted the impact of the project had been to make elections in Timor Leste more credible as well as transparent and open by supporting capacity building and delivery by CNE and STAE as well as information sharing from CNE, STAE, CSOs, and journalists with citizens and key LEARN beneficiaries (like potential women and youth candidates for elected offices) on electoral processes. LEARN emphasized that each election 2016 to 2018 was better administered than the last, and attributed this substantially to LEARN support for CNE and STAE. Reports of election observer organisations confirmed that elections were increasingly well administered.

LEARN was seen by CNE, STAE, IDP, UNDP, project staff, and CSO partners as having contributed in important ways to the progress made in Timor-Leste in strengthening electoral administration. Support was appreciated for TA and training as well as the provision of sensitive and non-sensitive materials. Project support for the procurement of indelible ink, a critical step in credible elections, was seen as particularly impactful for providing accountability to the elections. The government chose to use the LEARN project and UNDP procurement systems to purchase ink with government funds for 2017 and 2018 as a way to transparently make this important part of fair elections in Timor-Leste credible to key constituencies in the country that needed to be reassured that double voting was not done in large numbers. Indelible ink was the key product for this reassurance.

Is there evidence of changes in their credibility, effectiveness and/or sustainability?

Evidence of increased credibility, effectiveness, and sustainability are data that interviewees note are aggregate voting data, support from independent analyses done by international election observation missions, stronger CNE, STAE, and CSO practices that their staff assert will continue, and the absence of complaints about the administration of the four elections held during LEARN. The data used by the project to measure the outputs of the ProDoc were designed to measure credibility and effectiveness, as well as inclusion. High and increasing levels of voter turnout, low and decreasing levels of invalid ballots are evident from 2016 to 2018. Electoral observation reports all note increased effectiveness of CNE and STAE, as does LEARN reporting and interviews for the evaluation with UNDP, LEARN, CNE, and STAE. LEARN, CNE, and STAE interviews noted the use of practices to support sustainability (training and technical assistance) and asserted that the EMBs would or planned to continue to use these improved practices. LEARN, CNE, and STAE also noted that there had not been complaints made by political parties about the elections, which demonstrated that they were credible. Complaints made, but not pursued or substantiated by some political parties were nevertheless seen as problems that had negative effects on the credibility of the elections even if they wind up not been supported by complainants. However, UNDP and LEARN staff, EMB partners, and LEARN's CSO partners felt continued UNDP electoral cycle project support was important to further support the credibility, effectiveness, and inclusiveness of electoral competition in the country in the future – as well as their sustainability.

What impact did the work of LEARN project have on the democratic participation in elections in Timor-Leste?

LEARN support for CNE and STAE was seen by UNDP, LEARN, CNE, STAE, and CSO partners as having encouraged participation directly through project support for CNE and STAE CE and VE and indirectly by supporting the capacity and building the transparency and credibility of the EMBs, which encouraged voters to participate, and supporting stronger participation of women, youth, and the disabled through awareness raising and training for potential candidates. In addition, support for journalism was seen as contributing to greater awareness and then participation by voters. Support for women and youth candidates was recognized as another way to support participation – this time as candidates.

What impact did the work of LEARN project have on the institutional/professional capacity of STAE and other electoral stakeholders? Is there evidence of knowledge transfer?

LEARN support for STAE, CNE, potential candidates for elected office, and journalists has contributed towards building the institutional capacity of the EMBs and the professional capacity of trained women and youth as well as journalists. STAE and CNE report continuing to use or planning to continue to use practices developed with the support of LEARN, such as briefing the media via the media centre, using ToT methods to train polling staff for elections, using the tabulation software for electoral results, ect. LEARN staff and CSO partners, as well as beneficiaries of trainings from CSOs and the project from political parties and media outlets, report that they are continuing to use the knowledge from trainings. One example was in party trainings, where women trained noted that they continue to improve their outreach within their parties. Journalists trained by the project noted that they were transferring knowledge to other journalists and editors at their outlets as they produced news reports together. BRIDGE trainings were also recognized to have transferred knowledge on the financing of elections.

Sustainability

Have LEARN project interventions enhanced the capacity of STAE/CNE and electoral stakeholders for sustainable results?

LEARN support to CNE and STAE was seen as a continuation of UN and UNDP assistance to develop sustainable EMBs in Timor Leste. Interviews with CNE, STAE, UNDP, and LEARN noted that now UNDP was not doing many of the things that the UN and UNDP did before to support elections, as both CNE and STAE have taken leadership of elections and have their own capacity to deliver elections. Interviews also emphasized that the approach under LEARN was different from the approach of UN Missions and the prior electoral cycle project in that LEARN focused on capacity development because of the importance of sustainability.

Some LEARN assistance, particularly work in CE and VI with CNE and STAE respectively was seen by LEARN staff as more sustainable. However, sustainability for CNE and STAE was seen by EMB, LEARN, and UNCT staff as contingent on government budgets, which have been problematic. MSA transfers of staff from STAE were seen to have eroded the sustainability of STAE, as trained, experienced staff were transferred following the inauguration of the new government after the 2018 elections. Interviews with internationals noted that the absence of a “culture of maintenance” in Timor-Leste is a major problem for sustainability. This cultural attribute was seen as damaging to sustainability because equipment was not maintained to make sure it could be used as needed in elections.

Timor-Leste was also seen by internationals as limited in terms of preparing sufficiently early for planned events. This was noted for example in terms of electoral legal reform. While the country has systemic issues that should be addressed through comprehensive legal reform – and the time period for reform should be now, right after elections – now Timor-Leste may have other political priorities and not focus on these needed legal reforms.

What is the level of ownership of STAE/CNE towards the project? Will the STAE/CNE be able to sustain project supported interventions (programmatically and financially) after the project phases out?

Interviews with CNE and STAE noted national ownership of the elections through the partnership under which LEARN has provided assistance to CNE and STAE based on the needs and requests of the EMBs.

Sustainability of increased capacity and project-supported interventions however was still seen as a challenge for CNE and STAE. Limited staff at both EMBS and changes in the management of STAE were noted as reducing capacity.

CNE and STAE continue to face budgetary uncertainty as coalition governments in 2018 and this year have not passed proper budgets. LEARN and CNE interviews noted that CNE has deficiencies in staffing that limit its capacity and the sustainability of interventions as well; CNE does not have the legal assistance that can provide this service to the institution. STAE, as an institution under the Ministry of State Administration, has had substantial turnover in its senior civil service management as MSA has shifted personnel to other government agencies which has eroded the capacity gains that LEARN supported at STAE. STAE is thus not seen by former staff and LEARN as currently able to sustain the achievements reached with LEARN support.

Is there any evidence of LEARN project reduced assistance over the years due to STAE/CNE increased ownership and leadership?

Interviews with LEARN, CNE, and STAE noted that the EMBs have had progressively less assistance from the UN and UNDP in each election and that this trend had continued under LEARN. Interviews with LEARN, CNE, and STAE also emphasized that CNE and STAE had continued to make progress in increasing the quality of the administration of elections in elections with the support of LEARN in each of the four elections during project implementation. The quality of elections was observed to improve; this quality increase was attested to in independent observer reports and LEARN reporting.

Evidence for less LEARN support as CNE and STAE increased their capacity over these four elections was noted by LEARN, CNE, and STAE. Interviews asserted that CNE and STAE were doing more with LEARN doing less for each election because of the capacity building orientation of the project and the increased capacity of the EMBs as a result of this approach plus the added experience CNE and STAE gained with each election. Because the EMBs were now capable of much of their electoral management duties, they were able to extend their capacity and build new capacity with LEARN support. This was how CNE saw the development of their tabulation system. LEARN support helped them develop new capacity to tabulate results which was a new area that CNE could now address with LEARN support because CNE had become stronger and was thus now able to do even more to strengthen elections in Timor-Leste.

7. BEST PRACTICES, LESSONS LEARNED, AND RECOMMENDATIONS

Best Practices

What are best practices – things that have worked particularly well – learned from the project’s design, activities, or results?

Interviews and project reporting noted LEARN best practices; these best practices were confirmed in the analysis done in the evaluation of the findings from interviews and document review. Best practices identified in LEARN included some operational practices (selection of well-qualified international staff and consultants fluent in local languages, selection of well-qualified national staff and consultants,

colocation of LEARN consultants in EMBs). the project's support to journalism, LEARN work on inclusiveness (both PWD and GE), and the development and extensive sharing of a large-number of and high-quality communications products. LEARN collaboration with IDPs, electoral observers, and other international providers of electoral assistance was strong. The way LEARN designed and implemented activities to work with the staff of EMBs together was also seen as working well.

Selection of Well-qualified International Staff and Consultants Fluent in Local Languages

LEARN was managed by a CTA with command of the local languages; this enabled fast and effective start up in 2017 under the pressure of impending village elections. LEARN sought and selected consultants that could speak Portuguese or Tetun to work as IT, operational, and legal consultants with the EMBs. This was seen as a good practice that helped them understand the country and be able to work effectively with national counterparts. International consultants that did not want to work in country for extensive time periods were not retained as in country work was sought by CNE and STAE and was required by the consultant TORs.

Selection of Well-qualified National Staff and Consultants Fluent in Local Languages

LEARN's national staff and consultants were also identified as strengths of the project; the project employed capable Timorese that had extensive experience working well with beneficiaries, as well as the professionalism and independence to reportedly deliver tough messages to their partner institution counterparts when required. National staff and consultants were seen as invested building good relationships and capacity with partners STAE and CNE; their extensive history of working with these institutions was seen as beneficial in helping them continue to build EMB capacity.

Colocation of LEARN consultants in EMBs

The physical placement of LEARN-funded consultants in CNE and STAE was recognized as a best practice by LEARN, CNE, and STAE. The EMBs and LEARN recognized that the place of work for consultants with the EMBs should be in the EMBs in order to work effectively. This practice was utilized to the satisfaction of the EMBs and LEARN.

Journalist Training

Developing credible, transparent, inclusive electoral practices in Timor Leste was recognized by UNDP as an endeavor that required more than development of the EMBs. LEARN outreach to media outlets to recruit employed journalists that would be used by these outlets and the sustained ways the project worked with groups of journalists over a four-month period was seen as good practice of the project. This methodology was seen by LEARN staff, media outlets and journalists as the best way to develop substantial capacity of journalists in order to get more and higher-quality information to the public in accessible desirable forms.

Support for Inclusiveness

LEARN was recognized as innovative and capable in its support for inclusiveness; the ways LEARN worked with CNE and STAE on inclusiveness were seen as effective in that they raised the interest as well as capacity of the EMBs in working with populations that they had thought little about – like PWD. LEARN also provided important support to STAE and CNE to deliver on women in elections, including systematically collecting data on gender and voting which was collected for the first time in 2017. LEARN outreach was also seen as effective in getting STAE commitments and action on gender equality, particularly in enlisting STAE's commitment and support to have the polling staff be half female. The more inclusive staff – as well as the presence of more polling stations – was seen as key reasons for the rise in

women's participation as voters in 2018. LEARN was also seen as effective in outreach to youth, the majority of the population and a particular risk for peaceful elections, through STAE and CSOs.

Strong Communications Strategy and Products of Project

LEARN was lauded for its work on communications. Project produced materials were seen as well done and used to get good results for LEARN and UNDP by sharing information and knowledge through these products. They were seen as well shared based on this quality as well as the continuous updating and educational efforts of LEARN staff. The high-quality communications products set good examples and TA worked towards building this capacity in partners. UNDP interviews noted that LEARN served as a good example for other UNDP projects in the country and even to HQ on using high qual, graphics as well as project reporting that followed all the activities and their results – plus explained how activities added up and contributed to larger outcomes/impacts. As a recognition of this quality, the UNDP CO now employs some of these former LEARN staff for communications. The emphasis in LEARN's communications strategy on outreach to IDPs through high-quality graphics and subtitles or translation into the languages of the main IDPs was also seen as a good practice of LEARN. The value was to keep good communications with donors, who appreciated the products and insights in usable, accessible formats.

LEARN Collaboration with IDPs, Observer Missions, and Other International Providers of Electoral Assistance

The ways LEARN worked with other international actors was especially strong. LEARN was lauded by IDPs for the strong communications products of the project, which helped them by providing them with information about electoral processes and results. LEARN's work with the EMBs to develop products for and brief international and national observer missions was also exemplary. And the project not only coordinated with other international providers of electoral assistance like IFES but also had jointly funded and managed activities with IFES that benefitted partners like RHTO. LEARN collaboration with International IDEA in BRIDGE training was also noted as exemplary.

LEARN's Systematic Support for Joint EMB Activities

The institutional architecture of Timor-Leste was recognized to potentially create tensions between the two EMBs, that was seen to have mattered in the history of the country. LEARN was designed to work with both CNE, the supervisory EMB, and STAE, the EMB that implemented the elections. For trainings and study tours, LEARN decided to bring the relevant staff from both EMBs together for the same capacity building in order to not only build similar capacity (and the same understandings of good practices) but also help build good working relationships between the staff of the two organizations. This was seen as productive in reducing tensions, increasing credibility and effectiveness, and supporting better elections by LEARN, CNE, and STAE staff.

Lessons Learned

What lessons learned – new knowledge from the experience of LEARN – have emerged from the project's design, activities, or results?

Lessons learned come from the experience of the project and the analysis of findings. Two lessons stand out.

Planning for unexpected events can be effectively done and is effective

LEARN's experience demonstrated that a UNDP electoral cycle project could plan and prepare for unexpected events to good effect. After the 2017 parliamentary elections, by the close of the year, the project team began to prepare for potential early elections as LEARN staff and stakeholders had the political acumen and skills to evaluate the probability of pre-term elections based on the standoff in parliament on the budget. Once called, CNE and STAE have to deliver elections in 90 days. LEARN thus anticipated that they may need to take decisions to support CNE and STAE in a short time as prepared to do so. The project team kept UNDP and IDPs informed throughout about the need to revise and was thus able to quickly get UNDP, IDP, and partner approval for revisions of the work plan for 2018 to support early elections once called.

UNDP projects can effectively support and strengthen relationships between national institutions

UNDP electoral cycle projects can strengthen what are sometimes problematic relations between national institutions. LEARN's practices that systematically included staff from both EMBs in trainings was noted as building better relations between CNE and STAE through the operations of the project. The intentional way that LEARN worked to help build knowledge together and improve relationships through capacity building approaches that brought both CNE and STAE for trainings, such as the gender mainstreaming work in November 2019, and study tours, like the travel to the Republic of Korea this same month. This practice was seen as a good way to improve relations and work between the two EMBs.

Recommendations

What priority actions are recommended to support the next electoral cycle in Timor-Leste?

Analysis of interviews, project reporting, and other documents on Timor-Leste as well as recommendations taken directly from interviews with UN, UNDP, CNE, STAE, and CSO partners and stakeholders in electoral processes have been used to identify priority actions to support the next electoral cycle in the country.

UNDP and LEARN, as well as government and CSO partners sought an extension and then a new UNDP electoral cycle project to further develop the inclusiveness, credibility, and transparency of electoral processes in the country. The evaluation has largely identified needs for additional support rather than different support going forward for the EMBs and key electoral stakeholders in Timor-Leste. These needs and possibilities suggest first an extension of LEARN, to not demobilize project staff and lose momentum and links with partners, and then the development of a follow-on electoral cycle project to further institutionalize transparent, credible, inclusive electoral practices and expand the political participation of women, youth, and PWD. IDPs in Dili expressed interest in both an extension and subsequent follow-on UNDP electoral cycle project and suggested that funding was available to do so through standard agreements and modalities between them and UNDP.

An extension and subsequent follow-on electoral cycle project should consider providing:

- **Support for comprehensive, participatory needs assessments and strategic planning exercises with CNE and STAE**

Best practices in institutional development, including in the development of EMBs, focus on working with partners in participatory ways to assess capacity, whether capacity meets needs, and how to address identified gaps in sustainable ways. These exercises can be productively followed by strategic planning that focused partners on their future roles and responsibilities and whether they have the capacity to meet them – as well as how to better meet them in sustainable ways (including through capacity development). LEARN should work closely with CNE and STAE leaders to enlist their commitment to work comprehensively as institutions in these exercises; LEARN should consider supporting CNE and STAE in separate exercises through international consultants with experience in EMB capacity building and Timor Leste. These exercises should be used to clarify and identify specific needs and priorities for capacity building and institutional development within the two EMBs; these findings, conclusions, and recommendations can productively be used by CNE, STAE, the MSA, UNDP, and IDPs to develop a detailed design for assistance going forward for the next electoral cycle through a new, successor UNDP electoral cycle project.

- **Sustained support for EMB capacity development**

LEARN and UNDP staff as well as CNE and STAE leaders identify continued needs for UNDP project support. The EMBs have requested additional support. Under current conditions and capacity levels, the EMBs need support and should continue to be supported to build and institutionalize sustainable electoral capacity for transparent, credible, and inclusive elections in the country. The press of elections in this cycle has not been favourable for capacity building under LEARN. Timor-Leste is a low capacity country only 20 years after voting to restore independence and achieving independence with few Timorese having experience governing. Their experience with competitive elections was developed through the process of Statebuilding with UN and UNDP support. The EMBs particularly need support for electoral events that they have not yet conducted, like municipal elections that are planned in phases for 2021 and 2022. The EMBs reported that they do not have the capacity to deliver these elections that are central for the government's plans for decentralisation. Sustained support should also be used to expand on pilot efforts that have already come from the projects, in particular on gender, youth and PWD. The development of sustained capacity is recognized to take substantial time under Timorese conditions; the country reportedly is not there yet in developing and maintaining autonomous capacity to manage and deliver its own elections.

- **Targeted support for particular CNE and STAE needs for municipal elections**

Additional support to CNE and STAE to increase their technical capacity to transparently administer new inclusive municipal elections: TL has not had elections at this level of government in its 20 years of independence. The municipal elections are thus seen as a new challenge where support is warranted as CNE and STAE have not yet administered elections at this level and because substantial public awareness is needed, as elections have not been held for this level and the population thus has extensive needs for voter education..

- **Additional support for civic education**

Timor-Leste has an overwhelmingly youthful population, and has had only a few years of the development of democratic practices in the country to build and reinforce democratic practices and attitudes. Most Timorese still live in rural areas where traditional attitudes may limit the ability for youth to learn about representative governance, express their views, and be heard on village, municipal, and national issues. These challenges are compounded for their ability to be heard nationally by transportation and communications challenges. LEARN should consider continuing to work in two ways to strengthen CE focused on young people: support for strengthening civic education through state institutions (CNE and the education system) and support for civics through non-state actors in civil society and the media (including

state media). The initial LEARN work with two schools now underway should help identify ways to work to educate the upper grades in practical civics to support their electoral participation once they turn the voting age of 17.

- **Additional support for journalism**

Media leaders and journalists report that journalism as a field is underdeveloped in Timor-Leste and value the practical training, skills-building, and opportunities to improve journalistic practice that LEARN has provided. UNDP should continue to build the capacity and network of journalists in the country and work with leading press institutions to encourage better journalism and media as another way to increase knowledge of democratic practices and elections among the public. Training can focus not only on how to be inclusive by attracting the most citizens but also work towards building skills to target key populations of women and youth towards increasing their awareness, knowledge, and inclusion.

- **Additional support for debate in the media**

LEARN has pilot debates led by journalists that have been appreciated as an additional way to do civic education through the media. UNDP should consider continuing to train journalists and the media in leading discussions and debates that go beyond what happened in the news to focus on the implications of news for the development of civic life and democracy in the country.

- **Additional support for gender equality through CSOs**

Timor-Leste, with the support of UN and UNDP, has developed laws that effectively facilitate women's participation in electoral governance. The quotas in place for village and Parliamentary elections have resulted in substantial women's representation in sucos and Parliament. Successive electoral cycle projects have helped the EMBs understand and emphasize the importance of women's participation as candidates, voters, and poll workers, and developed regulations to get gender equality in staffing for polling places. However the level of representation of women in sucos is still low, and even fewer women are leaders of sucos. UNDP should continue to work to train and empower women to more effectively serve as leaders – in progressively responsible positions in polling centres, in larger numbers in sucos and as chiefs of sucos, and as members of parliament (or passing on earned legislative seats to serve as Ministers). LEARN has effectively supported leading CSOs to train and network women from political parties and government that are the most likely to succeed within these parties, in government (in political positions or in the civil service) and in elections. This work should continue to raise the profile and number of well-qualified women and network them together within and across political parties. LEARN should also continue to emphasize in legal assistance that municipal election legislation should continue the practice of employing quotas to empower women. LEARN and UNDP should consider additional support to build the capacity of potential women candidates for the municipal elections.

- **Additional support for improving access to PWD**

LEARN has worked with strong, capable CSOs in pilot efforts to assess needs of PWD in electoral processes and ways to help meet some of these needs through grants to advocacy and service CSOs that specialize on PWD. LEARN and these CSOs have been able to develop CNE and STAE understanding of the challenges of electoral participation for PWD and potential ways to address these challenges. CNE and STAE appear interested in working on PWD accessibility now that needs, human rights, and how to potentially meet some of these needs and advance rights are better understood. A successor electoral cycle project should consider working with the EMBs and CSOs to address some of the needs that have been identified and build on this interest as the next steps in improving access for PWD in elections in the

country. This support could have important additional benefits, as work to expand access is useful not only for elections but for other engagement of PWD in community life.



ANNEX 1: TOR FOR THE TERMINAL EVALUATION

TERMS OF REFERENCE (TOR)

FOR

LEVERAGING ELECTORAL ASSISTANCE FOR REGIONALIZED NATION-BUILDING (LEARN), UNDP TIMOR-LESTE.

BASIC INFORMATION

Position Title:	EVALUATOR – International Consultant
Location:	Home based with travel to Dili, Timor-Leste
Organizational Unit:	Governance Unit, UNDP
Reporting to:	Programme Analyst, UNDP Governance Unit Timor Leste
Supervised by:	Project Manager, LEARN Project UNDP Timor Leste
Type of Contract:	Individual Contract
Languages required	English
Starting Date:	August 1, 2019
Contract Date(s):	1 August 2019 to 31 August 2019
Duration of Contract:	25 working days

A. PROJECT TITLE: Leveraging Electoral Assistance for Regionalized Nation-Building (LEARN), UNDP Timor-Leste.

B. NATIONAL CONTEXT.

The Constitution of the Democratic Republic of Timor-Leste provides for a Parliamentary System of government, with President as the Head of State and the popularly elected Prime Minister as Head of government. The Legislature is a unicameral Parliament, composed of the 65 members which are elected through a proportional representation electoral system.

In 2017, there was a political deadlock between political parties because the legitimate government formed after 2017 parliamentary elections did not have a majority of seats in the parliament. Consequently, the President announced an early parliamentary election to end the deadlock by forming a new government. A new government with a majority of seats was formed by a coalition of parties subsequent to 2018 early parliamentary election.

The country is heading towards a decentralization process and the government has planned to implement it in the next five years. The former 12 districts have recently been changed to municipalities with the enclave remaining an autonomous region commencing to the municipal governance structure. The project in 2019 will focus more on support to the decentralization process

especially the preparation for the electoral process and capacity building of EMBs to manage and conduct the Municipal elections for the first time in the history of Timor-Leste.

C. PROJECT DESCRIPTION:

UNDP Electoral Project- LEARN was designed to provide technical assistance on enhancing civic knowledge, awareness and engagement of citizens in local and national democratic processes, to increase political participation of women and youth, to enhance institutional capacity and to increase sustainability of voter registration and electoral results management systems. The technical assistance has been provided to different cycles elections in village Presidential and Parliamentary Elections.

Since its establishment in 2016, The project LEARN has been providing support to the EMBs in the electoral processes: 2016 Suco Elections, 2017 Presidential and Parliamentary Elections and in 2018 support to early parliamentary elections. The project in the beginning of 2018 anticipated elections at the Municipal level as one of the first stages of the decentralisation process. Therefore, the project, at the announcement of the government, diverted its activities of support from the preparation of Municipal Elections to Early Parliamentary Elections in May 2018.

The project focused on supporting the EMBs to conduct and manage 2018 parliamentary elections in continuation to the support provided to Suco, Presidential and parliamentary elections in 2016 and 2017 respectively. The project strongly intervened in enhancing voter education through awareness and engagement of citizens in democratic processes, as well as promoting participation of women, youth and people with disabilities to guarantee their rights. In addition, the capacity enhancement of journalists, community radios, media, observers, party agents and other electoral stakeholders was also supported to create a sustainable environment for inclusive and responsive electoral and political processes.

There are four outputs of the project that are to be achieved through the designed activities. The objective of the project is to strengthen electoral institutions to perform their core functions for accountability, participation and representation in the electoral processes. The project, by achieving its outputs, is contributing to UNDP Strategic Plan Outcome for enabling electoral institutions to perform their core functions, that is being accountable and participatory for a peaceful transition of electoral system and processes. Strengthening citizen's voice and promoting inclusion through democratic electoral processes is one of the outputs of the country programme that the project strongly contributes to. Emphasis is also provided on building the capacities of national institutions to provide efficient, accountable and accessible services to citizens especially of the rural, poor, disadvantaged and marginalized groups.

Outputs are those results which are achieved immediately after implementing an activity. The project has four outputs outlined with activities that are contributing to achieve such outputs.

Output 1: Enhanced civic knowledge, awareness, and engagement of citizens in local and national democratic processes.

Output 2: Increased political participation of women and youth at the local and national level

Output 3: Enhanced institutional capacity of CNE and STAE to manage and implement national and local elections through an electoral cycle approach

Output 4: Increased sustainability of voter registration and electoral results management systems

In accordance with UNDP policies and procedures, the project is required to undergo Terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the project Leveraging Electoral Assistance for Regionalized Nation-Building (LEARN), UNDP Timor-Leste. Therefore, the UNDP is seeking a qualified International consultant to undertake the terminal evaluation of the project and all activities undertaken between 2015-2019 and prepare and present the Terminal Evaluation Report.

The Terminal Evaluation will be conducted according to the guidance, rules and procedures established by UNDP as reflected in the UNDP Evaluation Guidance.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, UNDP Country Office, project team, based in the region and key stakeholders.

D. PURPOSE AND OBJECTIVES OF THE EVALUATION

The project evaluation is being carried out to assess the progress made by the project against the project outputs and indicators. In-depth analysis will be needed to review the results achieved under four projects as outlined in the project document.

The evaluation should look into the relevance, sustainability, effectiveness and efficiency of the assistance provided by LEARN to STAE and CNE during the project cycle.

The evaluation will also measure an impact of the project towards strengthening the capacity of STAE in conducting a credible, inclusive and transparent elections contributing to the broader outcome of making the institutions, systems and processes of democratic governance more accountable, effective, efficient an inclusive.

The analysis and recommendations presented by the evaluation will be useful to, UNDP, STAE, CNE development partners and CSOs in measuring the contributions made by the project and in designing future interventions for strengthening electoral system and processes in Timor-Leste.

The specific objectives of the evaluation are the following:

- To assess and evaluate the progress made by the project towards an attainment of the results as specified in the project monitoring and evaluation framework, UNDAF and CPD
- To measure the contributions made by the project in enhancing the accountability, effectiveness, efficiency and inclusiveness of democratic system and processes with focus on elections
- To assess the sustainability of the project interventions
- To examine the cost efficiency and effectiveness of LEARN project assistance
- To document main lessons learned, best practices and propose recommendations

E. METHODOLOGY OF THE EVALUATION.

The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the Terminal Evaluation Guidance.

During the evaluation, the team is expected to apply the following approaches for data collection and analysis.

- Desk review of relevant documents (project document, review project report, STAE Electoral strategies and electoral operations plan, elections documents and observation reports etc.);
- Briefing sessions with Development Partners, UNDP and the STAE and CNE as well as with other partners;
- Interviews with partners and stakeholders (including gathering the information on what the partners have achieved with regard to the outcome and what strategies they have used); donors, etc.
- Field visits to selected project sites and discussions with project teams, project beneficiaries and major stakeholders (as deemed necessary);
- Consultation meetings.

F. EVALUATION QUESTIONS

Relevance

- To what extent LEARN Project technical and operational assistance were relevant in addressing the needs and strategic priorities of STAE and CNE and other electoral stakeholders?
- To what extent were interventions informed by gender and social inclusion analyses to enhance women, youth, people with disability and marginalized groups' meaningful participation in the electoral processes as voters and candidates?
- How relevant was the project in making the election management body, electoral system and processes inclusive, credible and transparent?
- To what extent the project was able to cater the needs of the beneficiaries in the changed context? If and when required an alteration of focus/strategy, was the project flexible?
- Is there any evidence that the project advanced any key national human rights, gender or inclusion policies and the priorities of UN, UNDP, including the UNDAF?
- How relevant was the geographical coverage?

Effectiveness

- How effective has the project been in enhancing the institutional and professional capacity of STAE to conduct democratic, an inclusive, credible and transparent elections?
- Has the project achieved its outputs? What were the major factors influencing the achievement or non-achievement of the outputs?
- To what extent the planned outputs contributed towards the achievement of the UNDAF outcome and what are the evidences to validate these claims?
- Did women, men, People with disability, youth and marginalized groups directly benefit from the project 's activities? If so, how and what was the impact?

- Were any changes made in the project regarding approach, partnerships, beneficiaries etc. suggested by project mid-point assessment, context/risk analysis? Did it affect project results?

Efficiency

- To what extent have resources (financial, human, institutional and technical) been allocated strategically?
- Were the project inputs and benefits fairly distributed amongst different genders and communities while increasing access for the most vulnerable? What factors influenced decisions to fund certain proposed activities, and not others?
- To what extent did the coordination with other UN agencies and UNDP projects reduce transaction costs, optimize results and avoid duplication?

Impact

- What impact did the work of LEARN project have on the institutional/professional capacity of STAE and other electoral stakeholders? Is there evidence of knowledge transfer?
- What impact did the work of LEARN project have on the conduct of elections in Timor-Leste?
- Is there evidence of changes in their credibility, effectiveness and/or sustainability?
- What impact did the work of LEARN project have on the democratic participation in elections in Timor-Leste?

Sustainability

- Have LEARN project interventions enhanced the capacity of STAE/CNE and electoral stakeholders for sustainable results?
- What is the level of ownership of STAE/CNE towards the project? Will the STAE/CNE be able to sustain project supported interventions (programmatically and financially) after the project phases out?
- Is there any evidence of LEARN project reduced assistance over the years due to STAE/CNE increased ownership and leadership?

G. SCOPE OF THE EVALUATION AND TIMEFRAME

Under the overall supervision of the responsible officer of UNDP Timor Leste, the Consultant will be responsible for the evaluation covering all activities as outlined in the framework of the project.

Duration: 01 August 2019-31 August 2019

The evaluator is expected to conduct a field missions for several municipality under discussion stakeholders. Interviews will be held with the following organizations and individuals at a minimum:

- Director of STAE
- Officers of STAE
- Minister of State Administration
- President of CNE and Commissioners.

- Officers of CNE
- Development Partners, JAPAN, KOREA, KOICA, EU
- Electoral Experts, IDEA, IFES, members of civil society organizations,
- Local level stakeholders: STAE Municipality Director.
- Project staff (former and current)
- UN agencies and UNDP projects
- Member of CSOs
- Political parties
- UNDP Country Team

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual Progress Report, project work plan and budget revisions, Quarterly progress reports, combine delivery report (CDR), any other materials that the evaluator considers useful for this evidence-based assessment. The project team will provide these documents to the selected evaluator.

The tentative schedule will be the following:

Planned Activities	Tentative Days
Desk review and preparation of design (home based)	2 days
Briefing by Development Partner/UNDP	1 day
Finalizing design, methods & inception report and sharing with reference group for feedback	3 days
Stakeholders meetings and interviews	5 days
Field visit(s) outside Dili	3 days
Analysis, preparation of draft report, presentation of draft findings	5 days
Stakeholder meeting to present draft findings	1 day
Finalize and submit report (Home Based) and review brief	5 days
Total	25 days

H. EVALUATION CRITERIA & RATINGS:

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework, which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of **relevance, effectiveness, efficiency, sustainability and impact.**

Ratings must be provided on the following performance criteria:

- Monitoring and Evaluation design at entry
- Monitoring and Evaluation Plan Implementation
- Overall quality of M&E
- Relevance, Effectiveness, Efficiency
- Overall Project Outcome Rating
- Quality of UNDP Implementation – Implementing Agency (IA)
- Overall quality of Implementation / Execution
- Sustainability of Financial resources
- Institutional framework and governance sustainability

The Evaluation will assess the key financial aspects of the project utilization of funds. Project cost and funding data will be required, including annual expenditures, revision of budget, donors' financial reports. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data in order to complete assessment of financial reports which will be included in the terminal evaluation report.

Impact:

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has successfully implemented the activities within the project time frame.

I. IMPLEMENTATION ARRANGEMENTS:

To facilitate the evaluation process, project will assist in connecting the review team with STAE/CNE officials, development partners and key stakeholders. In addition, the project will provide operational support in organizing meetings and field visits, if necessary.

Key project materials will be sent before the field work and will be reviewed by the team prior to the commencement of the field work. The evaluation team will prepare and share the draft inception report before the field mission. The evaluation team will be briefed by UNDP upon arrival on the objectives, purpose and output of the project evaluation.

The review team will assess the project based on interviews undertaken, discussions and consultations with all relevant stakeholders or interested parties and review of project documents. As a minimum indication, the review team should consult with implementing partners, other key government stakeholders, development partners and civil society representatives. UNDP will provide guidance in identifying, contacting and arranging for discussions, meetings with the stakeholders as required.

A mission wrap-up meeting during which comments from participants will be noted for incorporation in the final review report

The principal responsibility for managing this evaluation resides with the UNDP CO in Timor Leste. The UNDP CO will contract the evaluators and facilitate travel arrangements within the country for the evaluation team.

J. COMPOSITION, SKILLS AND EXPERIENCE OF THE EVALUATION TEAM

The mission will consist of one international team leader and electoral expert and one national expert with the following expertise:

Team Leader and Electoral Expert

Required qualification and skills for the international team leader:

- Advanced university degree in political science, international development or related field
- At least 7 years of experience in the field of elections, including technical advice at senior level, capacity building, monitoring and evaluation of electoral programs
- Sound knowledge of results-based management (especially results-oriented monitoring and evaluation)
- Previous work experience working on elections in post-conflict countries
- Ability to manage a team and ensure quality of a team output
- Fluency in English with excellent writing skills and good communication skills

Specifically, the team leader will perform the following tasks:

- Lead and manage the evaluation mission;
- Design the detailed scope and methodology (including the methods for data collection and analysis) for the report;
- Decide the division of work within the team;
- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the review described above) for the report;
- Contribute to and ensure overall quality of the outputs and final report.

K. EXPECTED OUTPUTS AND DELIVERABLES

The evaluation team should delivery the following outputs:

- Inception report detailing the evaluator's understanding of what is being evaluated, why it is being evaluated, and how (methodology) it will be evaluated. The inception report should also include a proposed schedule of tasks, evaluation tools, activities and deliverables.
- Start of mission debriefing/meeting on proposed methodology, design and work plan
- Presentation of the inception report to the Reference Group, including UNDP, development partners, STAE and CNE.
- Mid-term meeting with development partners on impressions and initial findings from the field work.
- An exit presentation on findings and initial recommendations.
- The draft review report within 20 days of the start date
- Final report within 30 days of the start date of sufficient detail and quality and taking on board comments from, with annexes and working papers as required

The reports to include, but not be limited to, the following components:

- Executive summary
- Introduction
- Description of the review methodology
- Political and development context
- Key findings

Terminal Evaluation Report, LEARN

- Lessons learned
- Recommendations
- Annexes: mission report including field visits, list of interviewees, and list of documents reviewed.

The review team is required to discuss the full draft of its report prior to departure from Timor-Leste.

Schedule of Payments

The payment will be made based on the following deliverables.

1. 2. No.	3. Deliverable/Output	4. Target Due date	
6. 1	7. Submission and acceptance of Inception Report	8. 05 August, 2019	
10. 2	11. Submission and approval of the 1st draft terminal evaluation report	12. 15 August, 2019	
14. 3	15. Submission and approval final terminal evaluation report	16. 31 August 2019 17.	

L. FINANCIAL PROPOSAL

The financial proposal must be expressed in the form of an “all-inclusive” lump-sum amount, supported by breakdown of costs as per template provided. The term “all inclusive” implies all cost (professional fees, travel costs, living allowances etc.) Under the lump sum approach, the contract price is fixed, regardless of changes in cost components.

For duty travels, all living allowances required to perform the demands of the TOR must be incorporated in the financial proposal. A total of around 6 travel days will be required to the four focus municipalities’ during the period of the assignment with approximately 4 of these may require overnight stay.

M. RECOMMENDED PRESENTATION OF OFFER

- Letter of application with duly accomplished Letter of Confirmation of Interest and Statement of Availability for the entire duration of the assignment;
- Personal CV and P11 Form, indicating all past relevant experience, as well as the contact details (email and telephone number) and three (3) professional references;
- Brief description of why the individual considers him/herself as the most suitable and how they will approach and complete the assignment;
- Financial Proposal that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided by UNDP.

N. CRITERIA FOR SELECTION OF BEST OFFER

Individual consultants will be evaluated based on a cumulative analysis:

Terminal Evaluation Report, LEARN

When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:

- a) Responsive/compliant/acceptable, and
- b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.

* Technical Criteria weighting: 70%

* Financial criteria weighting: 30%

Only candidates obtaining a minimum of 49 points in the technical evaluation criteria would be considered for the Financial Evaluation

Technical Criteria	Maximum obtainable points	Weight Percentage
Education:	15	15
<ul style="list-style-type: none"> • Advanced university degree in political science, international development or related field 	15	15%
Years of Experience and Knowledge of Sector:	45	45%
<ul style="list-style-type: none"> • At least seven years work experience in the areas related to electoral reform and/or good governance in Timor-Leste 	20	20%
<ul style="list-style-type: none"> • Sound knowledge and understanding of politics and the specifics and developments of electoral processes in Timor-Leste or similar country 	15	15%
<ul style="list-style-type: none"> • Previous work experience working on elections in post-conflict countries 	10	10%
Language requirements:	10	10%
<ul style="list-style-type: none"> • Fluency in English. Working knowledge of Portuguese and/or Tetun is desirable 	10	10%
Total technical score	70	70%
Financial: 30%	30	30%
Final Score	100	100%

O. ANNEXES TO THE TOR

P. APPROVED BY

Signature :

Name and Designation : Tito De Jesus Filipe Da Costa, Project Manager, Learn Project

Date of Signing :

ANNEX 2: LIST OF DOCUMENTS REVIEWED

UN Documents

United Nations Development Assistance Framework (UNDAF) 2015-2020 in Timor Leste: Evaluation, Report. UN: May 2019.

Quality Checklist for Evaluation TOR and Inception Report. New York: United Nations Evaluation Group (UNEG), June 2010. <http://www.uneval.org/document/detail/608>

Norms and Standards for Evaluation. New York: UNEG, June 2016. <http://www.unevaluation.org/document/detail/1914>

Electoral Assistance Division. Timor-Leste Needs Assessment Report. October 2012.

United Nations Development Assistance Framework for the Democratic Republic of Timor-Leste 2015-2019: Supporting Equitable and Sustainable Development in a Rising Young Nation. New York: UN, 2014. https://www.undp.org/content/dam/timorleste/docs/UNDAF-Revised%2031Jul_signed.pdf

UNEG Handbook for Integrating Human Rights and Gender Perspectives in Evaluations. New York: UNEG, August 2014. <http://www.uneval.org/document/detail/1616>

UNEG Quality Checklist for Evaluation Reports. New York: UNEG, June 2010. <http://www.unevaluation.org/document/detail/608>

United Nations Development Programme (UNDP) Documents

http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf

UNDP Strategic Plan. 2018-2021. New York: UNDP, October 2017. <https://undocs.org/DP/2017/38>

Country programme document for Timor-Leste (2015-2019). New York: UNDP, July 2014. https://digitallibrary.un.org/record/781752/files/DP_DCP_TLS_2-EN.pdf

LEARN Documents

Project Document: Leveraging Electoral Assistance for Regionalized Nation-Building

2017 Annual Work Plan: Project Title: Leveraging Electoral Assistance for Regionalized Nation-Building

LEARN (Proj ID: 00093727) AWP 2018

Revised Annual Work Plan (AWP): (Award ID 00086475) - Leveraging Electoral Assistance for Regionalized Nation-Building (LEARN), Year 2019

Annual Progress Report 2016 - The Electoral Project: Leveraging Electoral Assistance for Regionalized Nation-Building (LEARN)

Quarterly Progress Report (1st Quarter 2017) - The Electoral Project: Leveraging Electoral Assistance for Regionalized Nation-Building (LEARN)

Annual Progress Report 2017 - The Electoral Project: Leveraging Electoral Assistance for Regionalized Nation-Building (LEARN)

Quarterly Progress Report (1st Quarter 2018) - The Electoral Project: Leveraging Electoral Assistance for Regionalized Nation-Building (LEARN)

Terminal Evaluation Report, LEARN

Quarterly Progress Report (2nd Quarter 2018) - The Electoral Project: Leveraging Electoral Assistance for Regionalized Nation-Building (LEARN)

Quarterly Progress Report (3rd Quarter 2018) - The Electoral Project: Leveraging Electoral Assistance for Regionalized Nation-Building (LEARN)

Quarterly Progress Report (1st Quarter 2019) - The Electoral Project: Leveraging Electoral Assistance for Regionalized Nation-Building (LEARN)

“Timor-Leste elects its 4th President since independence,” Electoral Newsletter, Vol. 01, March 2017

Electoral Newsletter, Vol. 4, December 2016

Electoral Newsletter, Vol. 2, July 2017

Factsheet, Parliamentary Elections

LEARN Project Factsheet

Timor-Leste Country-level experiments: Strategic Plan and SDG Integration - Assessment on Voter Education programmes and Development of Voter Education Platform in Timor-Leste

Newsletter - UNDP TL Electoral Project - Issue 0, October 2016

Newsletter - UNDP TL Electoral Project - Issue 1, November 2017

Newsletter - UNDP TL Electoral Project - Issue 2, November 2016

Newsletter - UNDP TL Electoral Project - Issue 3, January 2017

Newsletter - UNDP TL Electoral Project - Issue 4, February 2017

Newsletter - UNDP TL Electoral Project - Issue 5, March 2017

Newsletter - UNDP TL Electoral Project - Issue 6, May 2017

Newsletter - UNDP TL Electoral Project - Issue 7, June 2017

Newsletter - UNDP TL Electoral Project - Issue 8, September 2017

Newsletter - UNDP TL Electoral Project - Issue 9, September 2017

Newsletter - UNDP TL Electoral Project - Issue 10, September 2017

Newsletter - UNDP TL Electoral Project - Issue 11, October 2017

Newsletter - UNDP TL Electoral Project - Issue 12, November 2017

Newsletter - UNDP TL Electoral Project - Issue 13, January 2018

Electoral Project LEARN - Issue 20, Newsletter - July 2019

Other Documents

European Union (EU). Final Report of the EU Election Experts Mission (EEM) to Timor-Leste 2018. 12 May 2018. https://eeas.europa.eu/sites/eeas/files/final_report_eem_timor_2018_-_english.pdf

- EU. European Union Election Observation Mission to Timor-Leste 2017. 12 August 2017. Brussels: EEAS https://eeas.europa.eu/sites/eeas/files/final_report_eom_east_timor.pdf
- European Union External Action (EEAS). 22 March 2017. “Timor Leste shows and organizes well run and peaceful elections.” Brussels: EEAS. https://eeas.europa.eu/headquarters/headquarters-homepage/23206/timor-leste-shows-organises-well-run-and-peaceful-elections_en
- EEAS. 24 June 2017. “European Union redeploys observers from Timor-Leste municipalities elections to legislative elections.” Brussels: EEAS. https://eeas.europa.eu/headquarters/headquarters-homepage/28784/european-union-redeploys-observers-all-timor-leste-municipalities-legislative-elections_en
- EEAS 25 July 2017. “Timor Leste organizes transparent and well managed elections reflect voters aspirations.” Brussels: EEAS. https://eeas.europa.eu/election-observation-missions/eom-timor-leste-2017/30327/timor-leste-organises-transparent-and-well-managed-elections-reflect-voters%E2%80%99-aspirations_en
- International Republican Institute (IRI). 14 May 2018. ” IRI Statement on Timor-Leste’s Parliamentary Elections.” Washington: IRI. <https://www.iri.org/resource/iri-statement-timor-leste%E2%80%99s-parliamentary-elections>
- International Foundation for Electoral Systems (IFES). May 8, 2018. “Elections in Timor-Leste 2018 Early Parliamentary Elections Frequently Asked Questions.” Washington: IFES. https://www.ifes.org/sites/default/files/2018_ifes_timor-leste_early_parliamentary_elections_faqs_final.pdf
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- IFES. March 16, 2017. Elections in Timor-Leste 2017 Presidential Elections Frequently Asked Questions.” Washington: IFES. https://www.ifes.org/sites/default/files/2017_ifes_timor_leste_presidential_elections_faqs.pdf
- IFES. October 28, 2016. Elections in Timor-Leste 2016 Local Elections Frequently Asked Questions.” Washington: IFES. https://www.ifes.org/sites/default/files/2016_ifes_timor_leste_suco_elections_faqs.pdf
- Moxham, Ben, and Jovana Carapic. November 2013. “Unravelling Dili: The Crisis of City and State in Timor-Leste.” *Urban Studies* Vol. 50, No. 15, Special Issue: Cities, Conflict and State Fragility in the Developing World pp. 3116-313.
- Perry, Robin. September 25, 2019. “On the Anniversary of Independence, How Secure is Timor-Leste?” Washington: The Asia Foundation. <https://asiafoundation.org/2019/09/25/on-the-anniversary-of-independence-how-secure-is-timor-leste/>

ANNEX 3: LIST OF INTERVIEWS

Tito de Jesus Filipe da Costa, Project Manager, LEARN
Andrés Del Castillo Sánchez, former CTA, LEARN
Manuel Branko Former Director General, STAE
Elvirio Moniz, Deputy Director General, STAE
Agusto Ximenes Pereira, LEARN Voter Education consultant, STAE
Lazima Onta-Bhatta, Deputy Resident Representative, UNDP
Maja Stojanovska, Program Analyst, Governance, UNDP
Alcino de Araujo Baris, President, CNE
Francolin da Silva Gusmao, Head of the President's Cabinet Support Unit, CNE
Ubalda Maria Filipe Alves, LEARN gender and social inclusion consultant
Shin-Ichiro Monjo, former LEARN media consultant
Roy Trivedy, UN Resident Representative
Augusta Lopez, youth leaders, PLP
Helena Ferreira Igreja, LEARN legal consultant, CNE
Yacinta Lujina, Director, MOFFE
Mirandolina Castolinea da Costa, Youth leader, CNRT
Antoneta da Costa Soares, Programme Officer, Women's Economic Empowerment, Patria
Laura Menezes Lopes, Executive Director, Patria
Joana Maria da Graca Maia, Programme Officer, Women's Leadership, Patria
Virgilio da Silva Guterres, President, Press Council
Jose M. Ximenes, Director, Press Council
Teresinha M.N. Cardoso, Executive Director, Caucus Foundation
Maria da C. Rexposto, former Member of Parliament, Member, Caucus Foundation
Julieta Ferriera da Silva, Advocacy Officer, Caucus Foundation
Teresa Cardoso Gomes, Member of Parliament, Coordinator for Women, Frente-Mudança
Teresa da Costa Neves, Lawyer, Frente-Mudança
Naldo Rei, former President, RTTL; former Deputy Country Director, UNDP
Shin Joongil, Deputy Chief of Mission, Embassy of the Republic of Korea
Shusaku Hirashima, Counsellor, Embassy of Japan
Misato Taki, Second Secretary, Embassy of Japan
Yuichi Ishida, former LEARN International Communications Analyst, UNDP
Hemant Pathak, former LEARN Monitoring and Evaluation Officer
Jose da Costa, President, Tatoli News Agency
Rafael Ximeores de a Belo, Journalist/Editor, Tatoli
Alexandre Zafirou, European Union
Joaozito dos Santos, Executive Director, RHTO
Thomas Cabral, Senior Secretary, Minister of State Administration
Hanul Park, Deputy Country Director, KOICA
Gaspar Pereira de Sousa, IT Director, CNE

ANNEX 4: EVALUATION INSTRUMENTS

INTRODUCTION AND INFORMED CONSENT

The introduction and consent note introduced the evaluator, the evaluation, and methods to participants in the evaluation to gather the explicit consent of people with participating in the evaluation. The evaluator recited the following to all prospective interviewees and obtained their explicit oral consent to participate.

Introduction and Informed Consent

Thank you for talking with me today.

My name is Lawrence Robertson. I am working independently for the United Nations to conduct an evaluation of the work conducted by UNDP and its partners through the Leveraging Electoral Assistance for Regionalized Nation-Building (LEARN) project. The goal of the review is to learn about what has been accomplished in the region through the project, what has worked well, and what has not worked as well. Lessons from this review will be used to help the UN, UNDP and its partners in future work here and around the world.

The information collected today will only be used for the review. I will not use this information in a way that identifies you as an individual (or your specific community) in the report.

I would also like to clarify that this interview is entirely voluntary and that you have the right to withdraw from interview at any point without consequence.

I hope to learn from you from your knowledge and experience with the plan and its activities. Are you willing to participate in this study? [Ensure that participant(s) verbally agree to participate]

Do you have any questions for me before we begin with a short list of questions to learn about the ways that you or your organisation may have worked with the project?

INTERVIEW QUESTIONS

[NOT ALL QUESTIONS WERE ASKED TO IN ALL INTERVIEWS; INTERVIEWS FOCUSED ON THE AREAS AND QUESTIONS MOST RELEVANT TO INFORMANT'S KNOWLEDGE AND EXPERIENCE WITH THE LEARN PROJECT]

Relevance

Do you see LEARN technical and operational assistance to STAE as relevant? Why or why not?

Do you see LEARN technical and operational assistance to CNE as relevant? Why or why not?

Do you see LEARN technical and operational assistance to other electoral stakeholders as relevant? Why or why not?

How and to what extent were LEARN interventions informed by gender and social inclusion analyses?

How relevant was the project in making the STAE, CNE, and the electoral system and processes inclusive?

How relevant was the project in making the STAE, CNE, and the electoral system and processes credible?

How relevant was the project in making the STAE, CNE, and the electoral system and processes transparent?

Was the project flexible enough and able to adjust and meet the needs of partners and beneficiaries as the context changed in Timor-Leste?

What is the evidence that the project advanced key national human rights, gender or inclusion policies and the priorities of the UN and UNDP, including those in the UNDAF?

Was the project's geographic coverage relevant to the needs of partners and stakeholders?

Effectiveness

How effective has the project been in enhancing the institutional and professional capacity of CNE and STAE to conduct democratic, an inclusive, credible and transparent elections in terms of support for:

- Enhanced civic knowledge, awareness, and engagement of citizens?
- Increased political participation of women and youth?
- The management and implementation of elections through an electoral cycle approach?
- Increased sustainability of voter registration and electoral results management systems?

Has the project achieved its outputs in:

- Enhanced civic knowledge, awareness, and engagement of citizens?
- Increased political participation of women and youth?
- The management and implementation of elections through an electoral cycle approach?
- Increased sustainability of voter registration and electoral results management systems?

What do you see as the main reasons for the successful attainment of these results or for not achieving results?

What evidence demonstrates how and how much LEARN outputs contributed towards the achievement of the UNDAF Outcome 4: State institutions are more responsive, inclusive, accountable and decentralized for improved service delivery and realization of rights, particularly of the most excluded groups?

How and how much did women, men, people with disabilities, youth and marginalized groups directly benefit from the project 's activities?

Were any changes made in the project after the project's mid-point assessment and context/risk analysis? Did any changes affect project results?

Efficiency

How did the project allocate financial, human, institutional and technical resources? Do you see these resources as being allocated strategically? Why or why not?

How did the project decide on the allocation of project inputs and benefits among different genders and communities while increasing access for the most vulnerable? Do you see these allocations as fair? Why or why not?

How did LEARN decide to support certain proposed activities, and not others? What factors influenced these decisions about resource allocation?

How and how much did coordinating with other UN agencies and UNDP projects reduce costs, increase results, and avoid duplication?

Impact

What is the evidence for impact from LEARN on the institutional and professional capacity of CNE, STAE, and other electoral stakeholders to

- Enhance civic knowledge, awareness, and the engagement of citizens?
- Increase the political participation of women and youth?
- The management and implementation of elections through an electoral cycle approach?
- Increased sustainability of voter registration and electoral results management systems?

Is there evidence of knowledge transfer through LEARN to CNE, STAE and other electoral stakeholders in these areas?

How would you describe the impact of LEARN on the conduct of elections in Timor-Leste?

What is the evidence for change in the credibility, effectiveness and sustainability of elections in the country 2016-2018?

How would you describe the impact of LEARN on the democratic participation in elections in Timor-Leste?

Sustainability

Have LEARN interventions led to sustainable capacity at STAE, CNE, and other electoral stakeholder that can produce results without further assistance?

How sustainable do you think the activities undertaken by the project and their results are?

What evidence is there that partners and beneficiaries have continued to use practices developed under the project?

What do you see as evidence of ownership by STAE/CNE of project activities or results?

Do you think the activities supported by the project in these areas will continue to provide lasting benefits after the project? Why or why not?

Do you see evidence that the LEARN project has reduced assistance over the years as STAE/CNE has shown increased ownership and leadership? What is this evidence?

Best Practices, Lessons Learned, and Recommendations

What do you identify as best practices – things that have worked particularly well– that you learned from the project’s design, activities, or results?

Can do you identify any lessons learned – new knowledge from your experience working with LEARN – from the project’s design, activities, or results?

What would you recommend for priority actions to support the next electoral cycle?