

Mid-Term Evaluation of the UNDP Timor-Leste Parliamentary Project- Strengthening Parliamentary Democracy in Timor-Leste

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EXECUTIVE SUMMARY

The current phase of UNDP Parliamentary Project – Strengthening Parliamentary Democracy in Timor-Leste – (the project) began in 2006 and is an extension of the original project which was commenced in 2003. The current Project Document was produced and signed by representatives of the National Parliament and UNDP in March 2006.

The Project Document planned a three-year project (2006-2008) budgeted at US\$6,500,000 – Australia, Norway and Sweden are the donor partners. The project was designed to implement an ambitious program of assistance spread over six areas:

- Oversight capacity development;
- Legislative support;
- Democratic representation;
- Secretariat capacity development;
- Gender mainstreaming; and
- Information and research facilities.

Since the beginning of implementation, the project has been impacted by a combination of external challenges in the context of Timor-Leste's political stability and demand-side difficulties. In April 2006, Timor-Leste experienced a serious breakdown in internal security, which effectively prevented the project operating for almost five months. Moreover, albeit on a positive note, activities were slowed during the parliamentary election period of June-August 2007, and in the aftermath in terms of ensuring a smooth transition to a new parliament.¹ The project has also been affected by a general lack of ownership by the political and administrative leaderships in both mandates of the National Parliament. All, these external challenges have had serious consequences for the capacity of the project to deliver its stated program of activities.

Given this context and in assessing performance to date, the evaluation team's overall assessment indicates the following:

- The project has had variable success to date in terms of overall results within the five components;
- Results and impact have been quite significant in the area of oversight and legislative support in this short period of time;
- Part of the reason for not achieving greater overall impact is that the Project Document's scope and expectations were too ambitious;
- The Project Document also contained some inadequacies with respect to generalities of activities and inputs as well as a lack of indicators for measuring progress;
- The advisory support overall has been good and appreciated by the beneficiaries and acknowledged by other partners working in the same area; and
- Recruitment lags have negatively impacted on the project's ability to deliver as have language constraints.

¹ The project's work and assistance during this transition to the new parliament, following the August 2007 elections are to be commended.

In terms of the specific project components, the evaluation team findings are that:

- Significant results were seen in the area of oversight and legislative support;
- Within the oversight component, the decision to bring on board National Economists and initiate an internship program are considered best practices that should be replicated;
- The component on democratic representation has also made very good inroads into building outreach capacity and ability of the media to better understand the National Parliament;
- Support to the Secretariat has seen the least visible impact – various mitigating reasons for this including ownership, political will, ambiguity over roles in the parliament;
- There are several notable achievements in the area of gender despite the Gender Advisor only recently being appointed; and
- Overall, although the project is framed around the goals of building capacity, a capacity development conceptual and methodological approach has not specifically guided implementation.

The evaluation of project management concludes that:

- The role of the Chief Technical Advisor (CTA) and the project as a whole is appreciated and acknowledged by all stakeholders;
- External organizations have expressed appreciation for the project's open and effective communications;
- Though force of circumstance and project design, the CTAs role has largely morphed into a project manager role;
- The ambiguity surrounding the composition of the parliamentary element of the Project Steering Committee and the role of the National Project Director has hurt the project in terms of building ownership for the project within the National Parliament; and
- Recruitment delays have hindered impact.

Overall, beneficiaries (Members and staff), donors and other partners are very appreciative of the project and recognize its importance and contribution to building an effective National Parliament and helping to transform it into a viable and competent organ of governance. There is a general feeling that the 2007 elections have created a new window of opportunity for the project to engage with the institution as a whole. The evaluation team recommends that UNDP and the project team take this opportunity to listen to the political and administrative leaderships of the National Parliament, as well as to individual Members, as it continues to offer support to this vital state institution during the remainder of this phase.

Crucially, the evaluation team believe that the UNDP Parliament's Project has played a critical and central role in helping the national parliament perform an increasingly relevant role in the governance system of Timor-Leste. The evaluation team concludes that the project should be viewed and assessed within the context of a long-term strategy of capacity building, of a period of 10-15 years that is required for this institution to evolve into a fully effective, efficient and empowered branch of government.

In this respect, the evaluation team would recommend that the current phase be extended by up to one year to allow for a consolidation of gains and to underpin the work the more fundamental understandings of the role and operation of a national legislature. In the short-term, it will be important to capitalize on the emerging opportunities for cooperation such as completing the delivery of the

orientation program for Members and staff and encouraging, and consequently supporting, the development of a corporate plan for the institution as a whole that has the support of the leadership and identifies a program of activities that the Project can deliver.

SUMMARY OF RECOMMENDATIONS

Monitoring and evaluation framework

1. The design mission for the next phase will need to assess the baseline upon completion of the current phase and then develop indicators which are qualitative, quantitative and/or time bound, capable of being monitored and include guidance regarding the method(s) for assessing indicators.

Capacity development and sustainability

2. A schedule for the remainder of the IPU-delivered orientation program should be agreed as soon as possible.
3. Existing best practice in capacity development should be mainstreamed across all aspects of the project.

Oversight capacity development

4. There should be more targeted training and coaching to assist the National Parliament to better understand its relationship with the Executive and linking its work more concretely to poverty reduction objectives and the national development plans
5. The training program for National Economists could be developed and expanded into other technical areas.
6. The internship program should be accelerated and expanded.
7. Members should receive support, and the National Economists should receive training, in applied economics, especially in the field of poverty reduction and national development plans and sector strategies.

Legislative support

8. The current recruitment of two additional Legal Advisors should be expedited as a matter of priority.
9. Priority should be given to the training of Secretariat staff in parliamentary procedures, legislative drafting and administration.

Democratic representation

10. Public information and citizen education programs should be continued.
11. Media training should not be regarded as a priority for the remainder of the current phase.

12. The National Parliament should be encouraged to join regional and international parliamentary organizations.

Secretariat capacity development

13. A comprehensive and unit differentiated training plan for the Secretariat staff must be developed and delivered as a priority.
14. Support to the Secretariat needs to be provided in establishing basic documentation procedures and management systems.
15. The PSC should give consideration to providing an in-house translation unit from National Parliament resources.
16. As a matter of utmost urgency, the political and administrative leaderships of the National Parliament must be assisted in carrying out a critical needs assessment and developing a corporate plan that is in line with international parliamentary best practice.

Gender mainstreaming

17. Training should be provided on gender-responsive budgeting well in advance of budget debates.
18. Exceptionally, study tours on gender issues for women parliamentarians and members of Commission E are recommended.

Information and research services

19. The draft Gopalan recommendations should be seen in the context of the wider institutional and organizational changes being considered. The project should support and promote this larger and more comprehensive organizational change process, and support a phased implementation of the research and information component. The recommendation to follow a phased implementation is based on the conclusion that the project when designed was quite ambitious and consolidation, rather than expansion would be more prudent at this stage of implementation.

Oversight

20. The terms of reference for the PSC must be settled immediately.
21. The Donor-Parliamentary Forum as a mechanism for oversight and information sharing should now be activated.

Risk management

22. Senior level UNDP management needs to engage more closely with senior parliamentary stakeholders to ensure ongoing commitment to the project and address key risks.

Project management

- 23. The post of National Project Director should be refocused as National Project Coordinator.
- 24. Document management and record keeping within the project must be improved.

Communication

- 25. A clear outreach strategy for educating Members, as well as the public, about the project and garnering support for it must be developed as a priority. The strategy could include development of a website and ensuring its publications are easily accessible and available for public consumption.
- 26. Reports on the project should be made available in Tetun, Portuguese and English.
- 27. There should be regular meetings between the project team and the senior management of the Secretariat.
- 28. There must be clear communications strategies for internal management relationships, enhancing the relationship with the President and the Secretariat, and building links with potential partners both domestically and internationally.

Human resources and logistics

- 29. Advisors should be appointed on the basis of their skills and competencies rather than also needing speak Portuguese.
- 30. Mandatory training in Tetun for all advisors should be provided in a more structured manner.
- 31. The schedule of visits by the Senior Parliamentary Counsellor should be determined well in advance and visits should be of two-week duration
- 32. The appointment of a Project Manager, on a full contract, should take place without further delay.
- 33. The Terms of Reference for the Senior Management Advisor and the Human Resources Expert, and the International Relations Advisor and Public Relations/Communications Specialist respectively should be clarified.
- 34. Consideration should be given to postponing the appointment of the Anti-Corruption Advisor.
- 35. The post of ICT Expert within the project should be converted to an ALD modality rather than remaining as a UNV.
- 36. UNDP should ensure that contracts are renewed as early as possible to ensure stability and continuity.
- 37. The PSC must ensure that the National Parliament participates in appointments panels as scheduled.

38. The UNDP Country Office should facilitate the establishment of more concrete working links to other UNDP projects, such as on electoral support, judicial reform and civil society enhancement.
39. A project vehicle should be procured immediately.

Future programming

40. The current phase of the project should be extended by up to one year to allow for a consolidation of existing work.
41. The President of the National Parliament should be offered the possibility of peer support.
42. For the remainder of this phase, the project should prioritize (although not necessarily in this order):
 - a. Capacity-building and training both substantive and administrative including urgent distribution of the remaining two orientation program publications and delivery of the third and fourth components of the program;
 - b. Supporting the National Parliament as it carries out its own needs assessment and develops a corporate plan which reflects international best practice;
 - c. The appointment of a senior Procedural Advisor;
 - d. The appointment of a short-term Capacity Development Advisor to assist in the development of an internally driven parliamentary capacity development plan which utilizes best practice methodologies and assessment tools in capacity building;
 - e. Building linkages with the National University and other local and international organizations to provide short-term research facilities;
 - f. Establishing the Gender Resource Centre and promoting capacity building on issues of gender equality and gender-sensitive budgeting;
 - g. Further developing the work on constituency outreach and engagement between the National Parliament and civil society;
 - h. Assisting the National Parliament to become more involved with regional and global inter-parliamentary bodies and organizations; and
 - i. Raise awareness of parliamentarians' roles in reducing poverty and implementing and monitoring national development plans and international development goals and targets such as the MDGs.

INTRODUCTION

1. On 20 May 2002, Timor-Leste regained its independence following 24 years of Indonesian rule and a brief period under United Nations administration. Timor-Leste has a semi-presidential form of government. Its first parliament was formed from the 88-member Constituent Assembly chosen in UN-supervised elections in August 2001. On 27 September 2002, Timor-Leste joined the United Nations and changed its name from East Timor to the Democratic Republic of Timor-Leste. In April 2006, following mass demonstrations by disgruntled ex military personnel, Timor-Leste experienced a serious breakdown in internal security, which forced the Timorese government to call for international assistance. With the international forces (on the ground, the security situation improved considerably, allowing the process of political and societal reconciliation to begin and, in August, the UN Security Council established an enlarged mission in Timor-Leste, the United Nations Integrated Mission in Timor-Leste (UNMIT).
2. Timor-Leste held presidential elections in the spring of 2007. With a voter turnout of almost 82%, the top two finishers were the FRETILIN candidate Francisco "Lu-olo" Guterres, who received 28% of the vote, and Jose Ramos-Horta, who stepped down as Prime Minister to run as an independent candidate with the endorsement of former President Xanana Gusmao. Ramos-Horta received 22% of the vote. Because the electoral law requires that a candidate win a majority, a second round was held on May 9. Ramos-Horta, who received the backing of all but one of the parties fielding candidates in the first round, won by a landslide, receiving 69% of the vote. The presidential elections experienced some procedural glitches, but were largely free of violence and significant irregularity. The presidency is a mostly ceremonial position, and executive power is concentrated in the prime minister. The majority party in parliament normally determines the next prime minister. Parliamentary elections were held June 30, 2007. FRETILIN won the most seats in parliament, but no single party won a majority, and the various parties did not agree to form a national unity government. On August 6, 2007, President Ramos-Horta asked Xanana Gusmao, the leader of a coalition with a majority of the seats in the parliament (the Alliance for a Parliamentary Majority), to form a government. Gusmao was sworn in as Prime Minister along with most of the other ministers in the new government on August 8, 2007.²
3. UNDP launched the first project of support to the National Parliament in 2003, with a timeframe of three years and budgeted at US\$ 2,000,000.³ The project was revised in November 2005 and, extended for another three years with a budget of US\$ 6,500,000. The project, officially launched in March 2006, is intended to provide a comprehensive development plan for the institution, comprising a sequence of capacity-development interventions in the form of technical expertise and advisory services and intensive training.
4. Despite its very early history, the national parliament of Timor-Leste has made considerable gains in its development toward being a viable institution of representative democracy. The UNDP project affirms this significant progress noting that, 'it has been established from nothing in a setting with no institutional history, a crippling shortage of skilled personnel and significant language barriers'.

² <http://www.state.gov/r/pa/ei/bgn/35878.htm>

³ The initial UNDP Parliament Project was signed on 30 June 2003, and was preceded by a previous project in support of the Constituent Assembly.

5. The purpose of this mid-term evaluation is to assess the achievements thus far of the UNDP Parliamentary Democracy Strengthening Project, pinpoint good practices, lessons learned and challenges faced, and identify areas for re-prioritization and adjustment for the remaining months of implementation. The Terms of Reference for the evaluation mission are at Annex A.
6. This evaluation is concerned with the three-year extension of the original project, commenced in 2003, for the period 2006 – 2007. A list of those interviewed is at Annex B.

PLANNING AND DESIGN

Project design

7. The overarching outcome of the Project Document is described as, “*improved institutional capacity (systems and skills of parliament, representatives and staff) to conduct budgetary oversight, legislate and represent the electorate, to consolidate the democratic framework of the new state in its early years*”.⁴ As outlined, in the revised project document strategy section, the overarching aim of the project is poverty-reduction.
8. The project design focuses targeted support to six core components (also referred to as ‘strategic areas’), with the sixth component only to be undertaken if a ring-fenced contribution is made:
 - a. Oversight capacity development;
 - b. Legislative support;
 - c. Democratic representation;
 - d. Secretariat capacity development;
 - e. Gender mainstreaming; and
 - f. Information and research facilities.
9. The proposed interventions are designed to develop institutional capacity within the National Parliament, and are to be implemented as a sequence of activities in four main categories:
 - Advisors (both resident and short-term) – to be recruited on the international market and commissioned to address key facets of institutional capacity;
 - Training – remains a top priority of the revised project, with development of individual skills and knowledge to be facilitated through mentoring, on and off the job training, and systematic provision of relevant training programs;⁵
 - Equipment – not specified, but the evaluation team assumes the reference is to ICT-related equipment; and
 - Infrastructure – in terms of offices, meeting rooms, library/research facilities, subject to earmarked contributions received for this purpose.
10. The Project Document is well written and demonstrates a sound understanding of the on-the-ground situational analysis and critical needs of the parliament. In this respect, the project and its constituents components were a comprehensive response to the needs identified. The project has

⁴ Project Document, p 3

⁵ The project recommends establishing links with relevant learning institutions (e.g. faculties, Dili Distance Learning Center).

made significant gains in several areas; nonetheless, the evaluation team, reviewing progress after two years of implementation, concludes that the initial project objectives and expected results as well as proposed areas of coverage, were too comprehensive, and that a staggered approach may have been more prudent. Put simply, given the acknowledged extremely low baseline of capacity, the scope and expectations of the project were too ambitious. The revised project, in fact, had acknowledged that building the institutional capacity of parliament would be a long-term process.

11. As such, the project, in its logical attempt to comprehensively cover the large range of challenges facing the national parliament, to a large extent under-emphasized the likely and long-term supply-driven nature of support to the institutions in general from all quarters. One impact of the necessary emphasis on the supply side is likely to be that the delivery of tangible outputs will be extremely slow during early phases. It is usually also necessary to spend time improving the existing structures before introducing significant change. These two factors are best articulated by a recent publication on democratic governance:

Countries need to start reforms from where they are, and ... donors need to be pragmatic in supporting developing countries to make progress.

Building democratic values and institutions takes time. Democratic institutions ... took centuries to evolve, and even in many relatively democratic countries poor people still feel powerless.⁶

12. The need to take a long-term approach to parliamentary development is also acknowledged in a review of development cooperation in Timor-Leste that was commissioned by the Embassy of Norway in 2007:

States can not be built on the cheap in a matter of a few years under the best of conditions let alone in the aftermath of violent conflict. Rather, nation and state building are long-term endeavours.⁷

13. It is unclear what the Project Document refers to when suggesting a 'sequence of activities' for implementation. If the guidance means the prioritization of advisory inputs and training first followed by implementation of support to equipment and infrastructure, the evaluation team would support this sequence of prioritization. This lack of clarity may have contributed to the fact that the project has attempted to cover too large a space given the constraints of time for implementation.
14. The ultimate goals of the project were too generally defined and, in this respect, the links through which the suggested sequence of activities and inputs would contribute to the objective of poverty reduction and national development goals are not fully articulated. The evaluation team believes that the parliament's functional and mandated links to alleviation of poverty in this regard could have been better elaborated in the strategic design section and results framework. Equally, the project's results framework could have benefited from more strategic, attributable and better defined activities and inputs – for example, indicators to measure progress toward outputs are not available.

⁶ *Governance, Development and Democratic Politics*, UK Department for International Development, 2007, p 20

⁷ *Review of Development Cooperation in Timor-Leste*, Scanteam, 2007, p 81

15. The project design and expected results are to a large extent driven by advisory staff inputs, budgeted at approximately \$4.0 million for the entire complement identified at the commencement of implementation. Success and measurement of results achieved in this regard rests to a large extent on the quality advice of staff recruited, timeliness of recruitment and absorption capacities and attitudinal behavior of beneficiaries in parliament. The evaluation team concludes that the advisory support overall has been very good, and appreciated and acknowledged by beneficiaries and partners alike.
16. At this point, given the low institutional capacity, more emphasis needs to be placed on ensuring that the basic building blocks are in place – ensuring a general understanding of the nature of parliament, core parliamentary procedures and strategic planning based on a comprehensive needs assessment. A more general omission from the Project Document is a requirement for effective communication strategies to be designed and implemented in respect of the project and Members.
17. The project does not delineate a partnership strategy for implementation. It does describe modalities through which interested stakeholders could support the project through both direct and indirect contributions. The evaluation team concludes that a more precise partnership strategy, particularly with respect to identifying partners capable of supporting the delivery of capacity-building priorities, would have potentially contributed to even further achievements of the project to date.

Monitoring and evaluation framework

18. It would have been of benefit to have conducted a formal evaluation of the initial phase of the project. The fact that the Project Document itself did not include a baseline assessment and its subsequent approval without a monitoring and evaluation framework is problematic. In particular, this is surprising considering that the Project Document was developed during the initial phase of the project. The evaluation team would have assumed that this would have been a priority activity in the latter stages of the initial phase in order for the project design team to have sufficient information with which to design the project extension.
19. A monitoring and evaluation (M&E) plan has still not been developed. The Results and Resources Framework (RRF) includes some basic indicative activities, which are output-based, but does not contain indicators. The indicative activities are variable in terms of their specificity. For example, several use the phrase “explore the possibility of”, whereas another activity is “induction program for the new 2007 intake of representatives”. No means of verification (MOV) is included and, as indicated, a baseline was not established.

Recommendation 1: The design mission for the next phase will need to assess the baseline upon completion of the current phase and then develop indicators which are qualitative, quantitative and/or time bound, capable of being monitored and include guidance regarding the method(s) for assessing indicators.

PROJECT IMPLEMENTATION

Capacity development and sustainability

20. After an initial assessment of results and successes to date, and in recognizing a continued core need for this pillar of nation-building and democratization in Timor-Leste, capacity development remains the underpinning framework and primary objective of the Project Document. This objective, as outlined, is to “*assist the National Parliament in developing institutional capacities (systems and processes, skills and knowledge, attitudes and behaviors) to match its formal mandate*”.⁸ Assessment of institutional capacity in the project is seen as a function of three variables: the degree to which the institution has introduced and consolidated the necessary systems and processes (inner workflows); whether its human resources have developed adequate technical skills and knowledge (managerial, specialist, administrative) to enable them to perform; and whether the individuals have developed or adapted appropriate work attitudes and behaviors (professionalism) that links the skills with workflows.
21. The Project Document appreciates and understands the very early stage of development that Timor-Leste finds itself in and the many challenges the nation faces in sustaining the extremely promising steps taken thus far in establishing and sustaining democratic institutions, in particular, the National Parliament. The Project Document emphasizes the need to manage expectations with regard to results in general by noting that in the context of a country where there is no tradition of nation-state institutions and where there is a crippling shortage of skilled personnel and rudimentary educational institutions, even a three to five year period afforded for boosting efficiency is a comparatively short timeframe considering the baseline against which to measure results.
22. It is within such a context that an assessment needs to be made of the successes of the project’s capacity development initiatives in enhancing the overall capacities of the National Parliament. In this regard, the evaluation team would concur with the caveat of the revised Project Document, that, in the best of circumstances, it takes 10-15 years to establish a well functioning legislature with the institutional capacities to adequately fill its constitutional role.
23. The evaluation team would conclude that against the backdrop of the primary objective of the project, and after two years of implementation, overall capacity development gains to the institution and to beneficiaries (both the institution and the public), as measured by the establishment of systems and processes, enhanced skills and knowledge transfer, and shifts in attitudes and behaviors have been variable and modest. This conclusion is however tempered by stressing the critical incidences of two events that have impacted the project’s ability to cohesively implement its planned activities during 2006 & 2007 – the security situation that arose in mid 2006, which brought practically all program support to the country to a halt for almost four months until a gradual normalization and resumption of programming in September 2006, and the election season of 2007.⁹ Despite this turmoil, the National Parliament still managed to

⁸ The Project Document notes that the revised project is a next step on a 10-15 year process toward a truly self-sufficient National Parliament.

⁹ Save for two staff who remained, all others were required to leave the country for this time period due to the security situation. Moreover, during May to August parliament convened only sporadically under a climate of insecurity. Many

deliberate on and pass the 2006 budget and pass the electoral law in time for the holding of the 2007 national elections. The contribution of the project and its advisory staff to these results is well acknowledged by beneficiaries and other development partners.

24. While these events impacted in varying ways on program implementation, the evaluation team's conclusion on the limited gains to capacity development to the institution as a whole thus far, are grounded in the realities facing many institutions in general in Timor-Leste with respect to skill transfer and attitudinal change. As such, conclusions on the project's ability to significantly alter the degree of capacity in this short time period must be seen within this overall national dilemma. Nevertheless, measured against the project's stated objectives, the following can be said as general observations after this review of two years of implementation:
- a. The project has been limited in its ability to enhance the capacity of the Secretariat, which remains extremely weak both in terms of leadership and decision-making and with respect to staff numbers, skill and educational levels, motivation and incentive structures.
 - b. Project-funded advisors attached to the Secretariat and the Commissions, while very positively appreciated and acknowledged by the Members for their advisory support, more often than not, find themselves delivering a line service rather than providing advice.
 - c. The institutionalization of proper workflows and processes as envisioned by the project has not fully materialized. The evaluation team would stress that while guidelines and other strategies have been prepared by the project advisors, the shift to discussion, adoption and implementation of such strategies has not generally occurred.
 - d. Capacities have been enhanced in some Commissions, especially Commission C on Economy, Finance and Anti-Corruption. Following the 2007 elections, all commissions have been supported by the advisors and the work of the project and its advisors, in dealing with oversight capacity has been seen as instrumental, particularly during budget deliberations.
 - e. Over the two-year period, the component on enhancing democratic representation has helped improve Members' and the public's awareness of public policy, law and finances. However, the Secretariat's capacity to enable this interface and facilitate greater engagement with the public and promote the National Parliament's business and activities does not appear to have appreciably improved.
 - f. Training was identified as a key priority for the project. There has been a large lag in this area. A comprehensive and individually tailored training plan has not been formalized or implemented and training has generally been undertaken in an ad hoc manner. Workshops and formal trainings envisioned by the project have not always been successful and there is limited evidence that staff have benefited or internalized good practices discussed in these workshops. It must be noted that success is predicated very much on staff motivation and incentive to learn and absorb skills. In this respect, it is understood by the evaluation team

Members and their staff had their houses burned during the crisis and one consequence was that many stopped showing up for work.

that it is very difficult generally to plan, run and complete formal training due to the unavailability or disinterest of parliamentary staff.

- g. Progress on results and achievements are contingent to a large extent on the quality of advisory support given the large emphasis placed on these inputs by the project design. Following discussions, the evaluation team concludes that appreciation for the work of advisory staff is present in both Members and Secretariat staff alike. However, there is some cause for concern that there is some nagging perception among the parliamentary staff that not as much emphasis has been placed on transferring skills and building their capacities.
 - h. At the same time, there have been clear and unequivocal successes. The project has continued to train the complement of four National Economists. Project donors and partners have commended this best practice. The evaluation team would concur with this assessment and commend consideration of this practice for replication in other capacity and institution building initiatives in the country.
 - i. An internship program initiated by the project in partnership with the National University, where economic/finance interns are attached to the parliament for a period of six months has been deemed very successful and could be expanded. In particular, there is scope to utilize an internship scheme within any expansion of the research and information services although a priority should, perhaps, be given to contracting an academic research facility which might, in turn, be encouraged to develop internship opportunities.
25. One observation from the many discussions held with individuals during this evaluation mission was that ‘capacity must be present in some form to build further capacity’. This affirms an original assessment of the Project Document that efficiency suffers from a shortage of individuals with technical skills and a lack of inheritance of professional civil service. The modest results to date reinforce the need for a long-term strategic engagement with the National Parliament.
26. A cross-cutting orientation program, which was contracted out to the Inter-Parliamentary Union (IPU), was split into four components:
- Preparation of orientation materials;
 - Delivery of an orientation workshop;
 - Continued orientation through seminars and workshops; and
 - Training of Secretariat staff.
27. The main orientation workshop took place in August 2007 and appears to have been well received by the National Parliament – the program for the workshop was both comprehensive and appropriate. This workshop provides a good basis for future work with both parliamentarians and staff but it is disappointing that, of three identified publications to be issued at the workshop, only one was ready in time. By the time of the evaluation mission, some five months later, a further publication had been sent for printing and the final publication is in draft form and awaiting approval by the project team. The delays seem to have arisen as a result of the consistent theme of overstretch within the project. Similarly, the final two components of on-going training have yet to be commenced as no agreement on timeframes has been reached

with the National Parliament. In this case, the delay appears to have been caused by a failure on the part of the Project Steering Committee (PSC) to approve a work plan.

Recommendation 2: A schedule for the remainder of the IPU-delivered orientation program should be agreed as soon as possible.

28. Although capacity development is the overarching objective of the project, it has been implemented without the guidance of any articulated capacity development methodological strategy. It is highly recommended that the project integrate existing capacity development strategies, including those currently being promulgated by UNDP into the components of the project.
29. The project could for example utilize the methodologies and concepts being employed by UNDP in the area of capacity development, where a systematic capacity assessment to clearly understand and prioritize capacity needs – whether at the individual (skills, knowledge, attitudes, behaviors, etc.) or organizational (systems and processes) or enabling environment (policies, cultures, legal frameworks, etc.) will be crucial to developing a capacity development strategy. UNDP guidance notes in this area cite that while workshops and study visits can be useful CD strategies by themselves for individual level capacity development, linking them up with organizational capacities will be important to ensure that learning from these trainings/visits etc. will be translated to stronger organizational performance/capacities as well.¹⁰

Recommendation 3: Existing best practice in capacity development should be mainstreamed across all aspects of the project.

Project components and achievement

Oversight capacity development

30. The constitution of Timor-Leste vests a considerable range of political and oversight power in the National Parliament to approve the national budget and monitor its execution. The standing committees, seven prior to the parliamentary elections of June 2007, and now increased to nine, are expected to play a key role in this oversight function.
31. The Project Document, in its assessment of parliament's capacity in 2005, noted that 'with only two representatives having experience from legislative bodies, and a Secretariat without legal and economic advisors [the Parliament] has extremely limited in-house capacity for proper oversight.' However, this stark lack of capacity to scrutinize has not resulted in a commensurate lack of interest and willingness of the parliament to provide oversight. Since 2003, due in part to the UNDP supported parliament project, annual debates on the budget have increased in time and length and been more substantive in character. Moreover, the parliament also has more frequently

¹⁰ Otherwise they may be treated only as one-time activities that are not linked to the short/longer term development plans of the organization/country. An effective CD strategy should ideally also encompass an integrated, holistic approach, from capacity assessments to formulating capacity development strategies, costing such strategies, implementing them, and monitoring and evaluating CD progress based on developed CD indicators.

asserted its power to summon the Executive for questions on the budget and other fiscal matters.¹¹

32. Despite these promising beginnings, the Project Document notes the following gaps in its assessment of parliaments' oversight capacity:
- Extremely limited in house capacity for proper oversight – no national expertise in economics or finance;
 - Parliamentarians do not fully understand their political oversight powers under the Constitution and standing orders;
 - Commission activities are not consistently tied to national or international development plans or goals and poverty reduction targets; and
 - Scrutiny and oversight on expenditure of the budget has received little attention for reasons of capacity and knowledge gaps tied to the learning curve of consolidating nascent democratic institutions.¹²
33. The project revision of 2006, while recognizing the gains made and support provided to date by the project, recommended continued focus on building oversight capacity, emphasizing, *“consolidation of the in-house support systems and processes which enable representatives to analyze, debate and approve the national budget and provide continuous oversight of government activities and expenditures”*.
34. Indicative activities and inputs to achieve this output reflected in the Results & Resources Framework included:
- Delivery of induction program for new representatives following the 2007 elections;
 - Workshops held on major aspects of parliamentary work;
 - Continued advisory support to standing committees in budget oversight and analysis and on measuring progress towards development goals and on the Petroleum Fund;
 - Training of future Secretariat specialists;
 - Revision of workflows and processes;
 - Enhancing public input into budget processes and oversight; and
 - Advice on ethics regimes to be adopted and on the working modalities of the High Tax Administrative and Audit Code.
35. The evaluation team notes that programming activities focusing on oversight capacity have achieved very good results, most prominently illustrated by the passing of two budgets. By all accounts, the service provided by the project, through the advisory support of the Senior Budget Advisor/Trainer and the four National Economists, has resulted in greater capacity of the Members, and in particular the Commission on Economy, Finance and Anti-Corruption, to be able to better scrutinize the budget, offer amendments and engage in substantive debates. The Project Document in its assessment had noted that it was unclear at the time of revision if

¹¹ Technical advisory and capacity building support to the parliament from the UNDP project had up to 2006, largely focused on budgetary oversight capacity in relative comparison to other entry points of programming.

¹² While the capacity gap is universally recognized, similarly, submissions on expenditure by the government have been periodically late, yield little information on cost-effectiveness of programs and policies with no ties to performance measures.

parliamentarians understood their political oversight powers under the constitution and standing orders. While more explicit clarification and a better understanding of the Constitution and legislative-executive differentiation still has a long way to go and could benefit from greater project emphasis in this area, there has been an appreciable and qualitative improvement in parliamentarians' understanding of their oversight responsibilities, particularly in budget analysis, if perhaps much less so in other areas of oversight.¹³

Recommendation 4: There should be more targeted training and coaching to assist the National Parliament to better understand its relationship with the Executive and linking its work more concretely to poverty reduction objectives and the national development plans.

36. The continued coaching and training of the four National Economists deserves special mention. Under the guidance of the Senior Budget Advisor, they have been trained on budget analysis, revenue and expenditure issues, preparing briefs on government policies and programs related to the national budget, assessment of expenditure and understanding of law, fiscal and monetary policy.¹⁴ The national staff have contributed to the budget debate, and have provided analysis on sectoral issues, such water, health, sanitation and agricultural, often responding to requests for such analysis at the initiative of the Members. It must be mentioned in this regard that there would appear to be a lot more interest and pro-activeness manifested by Members with respect to their financial oversight duties, which can be directly attributable to the project's ongoing work. Increasingly as well, it appears that Members are showing greater interest and initiative in enhancing their understanding of scrutinizing budget execution and financial expenditure. This is a complementary feature of oversight that has seen less emphasis with respect to training.
37. Project achievements in this component could potentially have been even better had recruitment of the Budget Advisor taken place. This expert will be expected to provide the majority of the direct support to Commissions and would, therefore, free up the capacity of the Senior Budget Advisor/Trainer to train the National Economists.

Recommendation 5: The training program for National Economists could be developed and expanded into other technical areas.

38. The project has also implemented a pilot internship program in partnership with the Faculty of Economics at the National University of Timor-Leste (UNTL). To date, four interns have been deployed for a period of six months (completing the first phase in October 2007) and have been exposed to the daily work of the parliament with respect to budget issues. The evaluation team considers this a good practice, particularly given the manpower and skill shortage in the country, and would recommend this continues. Additionally, the evaluation team would support the recommendation of an independent consultant's recent report, that through its established Memorandum of Understanding with the UNTL, parliament look to other sectoral specialists

¹³ Length and quality of debates has increased considerably –many Members are asking many and better questions during annual budget debate. And government is appearing more regularly to respond to questions

¹⁴ The National Economists should be given an opportunity to experience outside training as well to help accelerate their competency development, including being sent on overseas study and being exposed to formal workshops and training seminars.

such as in agriculture and education to be attached to the related Commissions, first as interns and then absorbed, where appropriate, into the staff structure on graduation.¹⁵

Recommendation 6: The internship program should be accelerated and expanded.

39. An area that has received less emphasis over the first two years of this revision phase, is the enhancing of the understanding of the National Parliament on national development and investment plans such as the Sector Investment Plans (SIPs) and the Millennium Development Goals. The evaluation team would encourage more prioritization with regard to learning and knowledge in this area in the near-term, particularly with respect to enhancing the capacities of the relevant Commissions. This renewed focus on establishing links to poverty reduction policies is of particular significance given that the project has deemed at the outset that poverty reduction is the overarching aim. The project should consider provided ‘applied’ training to both Members and the National Economists if the link to poverty reduction and pro-poor policies is to be strengthened and put into practical action. This could also be achieved in the near term through partnership with existing institutions such as the World Bank where capacities already exist in country. In any event, it will be important that the National Parliament plays its part by providing suitable office accommodation as a contribution towards the internship program.

Recommendation 7: Members should receive support, and the National Economists should receive training, in applied economics, especially in the field of poverty reduction and national development plans and sector strategies.

Legislative support

40. The primary objective of the legislative support component of the revised project is to provide legal advisors that will allow representatives to initiate and draft law, as well as to scrutinize, debate and amend bills proposed by government, and to look for opportunities to develop national, in-house law-making capacity.
41. The revised Project Document contained the following assessment of the legal capacity of parliament:
- In house lawmaking capacity is in extreme short supply – no legal advisors in the Secretariat to assist Members;
 - Most laws are initiated by government, where most legal advisors are concentrated;
 - Few Members have been active in drafting legislation and proposing amendments to bills;
 - Members have been successful, to a limited extent, in identifying deficiencies in the Executive’s legislation; and
 - In the absence of national lawyers, there are limited opportunities for law-making capacity development within Secretariat staff.¹⁶

¹⁵ *Report on Establishment of Technical Support Services in the National Parliament of Timor-Leste*, Shri S. Gopalan, October 2007. One concern held by the evaluation team, however, is whether these national experts (such as the four National Economists), will be indeed absorbed into the parliament staff service once UNDP funding for this special staff support ceases at the end of 2008.

¹⁶ The Secretariat has only two staff with a legal education for example and their technical work is severely constrained by lack of Portuguese.

42. Under these circumstances, the revised project recognizing the severe deficits in legal training and expertise available at the national level, made provisions for the recruitment of five international Legal Advisors to help build up the legislative capacity of the members. Four of the advisors were to support the legislative function of the institution, while one would be attached to the office of the President of the National Parliament. The primary purpose of the Legal Advisors is to deliver a line service rather than to build capacity.
43. In terms of indicative activities and inputs to achieve the stated output in this component, the project revision has, rightly, been circumspect in managing expectations given the virtual non-existence of national capacity in the legal field. In addition to the induction program, the Project Document recommended:
- Advisory support to the Commissions;
 - Training of future Secretariat staff in legal analysis and drafting;
 - Revision of legislative workflows;
 - Developing professional interpretation and translation service;
 - Exploring possibilities for enhancing public input into law-making; and
 - Providing legal advice to the President of the National Parliament.
44. While the evaluation team would conclude that building and developing capacity in this area, particularly with respect to secretariat capacity, has been difficult, the legislative advisory support provided through the project to date, has been well-received, highly valued and appreciated by beneficiaries and partners alike. It is the evaluation team's view that alongside the support provided by the project's Budget Advisory Group, the support of the Legal Advisors is a key success area of the project to date. In fact, if viewed against a backdrop of time, given that budget support to parliament has been ongoing in some form since 2003, the role of the legal advisors in building capacity of legislators to better scrutinize legislation and propose amendments to bills has been quite significant.¹⁷
45. Recruitment and staff retention has impacted further gains that could have been realized over the past two years of implementation. An electoral consultant and two Legal Advisors were deployed between October and November 2006 and there was notable support for the ability of the National Parliament to effectively analyze, debate and then pass in time, the electoral law for the 2007 elections. In 2007, in addition to being viewed as very helpful during the budget deliberation process, the Legal Advisors have played a key role in building the capacities of Commissions, particularly, during 2006, Commission A (Constitutional Affairs, Justice, Public Administration, Local Government and Government Legislation), and to a lesser extent Commissions B (Foreign Affairs, Defense and National Security) and C (Economy, Finance and Anti-Corruption), on analysis of draft laws and legislative processes. In this respect, a number of reports produced by the advisory team have helped aid Commissions to better understand the issues on a range of draft laws and on international treaties which were subsequently ratified. Advisors have also responded to several individual Member's requests for research. The evaluation team recognize that, since 2007, all Commissions meet regularly and have been supported by the advisory team, thus creating the overstretch referred to elsewhere in this report.

¹⁷ For example, during the 2007 budget deliberations, the evaluation team has learned that 72 amendments were proposed by Members. Research, writing and drafting of these amendments were facilitated by the Legal Advisors working under constraints of time and under-capacity

46. In adhering to the Project Document, the team also has produced guidelines for public hearings for the Commissions, and have, during the course of 2007, supported the organization of at least five public hearings. Guidelines for the specialized commission workflows and procedures have been developed and in doing so have had a positive impact in helping commissions better understand their areas of competence, functions, jurisdiction and mandates. On-the-job training has been provided to the Secretariat's Commission Support staff, including on legal research, analysis, legal drafting skills and parliamentary administrative practices. The evaluation team would conclude, however, that the training activities envisioned by the Project Document, have been less emphasized and less structured during this time, relative to responding to the demands for technical and research support requested by the members.¹⁸
47. The evaluation team considers the totality of results within this component of legislation support, to be significant, particularly when measured against a relatively short time period of 15 months (Oct 2006-December 2007), and within the context of a transition to a new Parliament and the challenges of establishing new working relationships. Having said this, it is also clear that the current capacity of advisors (at the time of this evaluation, only three advisors of the five suggested by the Project Document have been deployed, including one that had been in country for just one month) to be able to provide targeted, responsive, qualitative and timely support to the Commissions is highly doubtful. At present, there is one advisor to support every four Commissions.¹⁹ Although the recruitment process for the final two positions is underway, it would appear that this unsustainable ratio will remain for some time into 2008, due to inevitable lags related to recruitment.

Recommendation 8: The current recruitment of two additional Legal Advisors should be expedited as a matter of priority.

48. The Legal Advisors, distinct from the terms of reference and functions of other advisors, are supposed to provide only technical support and critical analytical legal advice. However, the evaluation team understands that, due to the unfortunate reality of the dearth of staff capacity in practically all skill areas, including in all areas including parliamentary procedures and administration, the Legal Advisors are, more often than not, requested to perform simple administrative duties in addition to their other technical responsibilities. It is the recommendation of the evaluation team, that this situation of advisors providing day-to-day administrative assistance to the Members, be addressed immediately and in a comprehensive manner, as it is both unsustainable in the short-term and will would prove detrimental to the ultimate goal of enhancing national capacity in the long-term, as long as both Members and the institution as a whole, view international advisors as substitutes for national staff. In this regard also, it is recommended by the evaluation team that a prioritized focus be given to training and skills development of existing secretariat staff in 2008, including if needed, delivery by short-term consultants to the project. In this context, it should be noted that the vast majority of legislatures train their proceduralists in such a way that they are capable of basic legislative drafting and are able to deal with matters such as amendments and advice on the essential elements of a Private Member's Bill. The evaluation team recognizes that it will be some time before fully trained

¹⁸ The Legal Advisors, however, per the project document were the only advisors not expected to provide training support but only technical services.

¹⁹ Of the 3 advisors presently attached to the National Parliament through the project, two are attached to the Commissions, while the other provides support to the President.

lawyers are available in country but suggests that support for the training of procedural staff could help alleviate the burden on the Legal Advisors.

Recommendation 9: Priority should be given to the training of Secretariat staff in parliamentary procedures, legislative drafting and administration.

Democratic representation

49. The project revision highlighted the importance of ensuring more effective representation as one critical marker of the progressive consolidation of democracy in Timor-Leste. The Project Document acknowledges at the same time, that many gaps remain, given the lack of tradition or practice of parliamentary democracy in this new nation. In its overall assessment of challenges facing the National Parliament in the area of democratic representation, and of results achieved thus far in these early years of support, the project took note of the following:

- The limited nature to date, of public input into the legislative process;
- Public hearings occurred with little planning and preparation;
- The Secretariat's communication and public relations capability is limited;
- Members had begun to systematically visit citizens in 2003-2004, where representatives visited districts and engaged with citizens to discuss issues of local concern;²⁰ and
- The petitions process is not fully and consistently implemented.

50. The democratic representation component has the intended output of “*consolidated in-house systems that enable representatives to interact with the population directly and through media and civil society, thus providing a lane for popular inputs into high-level policy debate, law-making and the allocation of public funds*”. Indicative inputs and activities to realize the output include:

- Enhancing communications and public relations capacity of parliament, including establishment of a communications strategy;
- Implementation of a national civic education program about the role of parliament;
- Development of consistent representative-constituency relations program;
- Development of a professional corps of parliamentary media;
- Production of regular publication on parliament's work;
- Building inter-parliamentary relations with a special emphasis on South-South cooperation; and
- Strengthening public participation in the work of commissions.

51. Results to date in this component have been very positive, encouraging and received well, particularly with respect to increasing the public's interest in parliament's work and becoming more engaged in public policy debates and dialogues. Activities have been led by a Public Relations/Communications Specialist attached to the Secretariat's Public Relations Services and Documentation Unit. Noteworthy, has been the strategic use of radio and television, cited by several partners and observers as having visible impact. Radio programs, for example, providing information about the parliament and the commissions have been produced for broadcast on

²⁰ This was an example of a good partnership between the project and the National Democratic Institute for International Affairs (NDI) with parliamentarians and citizens participating appearing to be very enthusiastic about such a process.

Radio Timor-Leste and have strengthened outreach. Through live radio and television, budget debates and public hearings, such as on the Electoral and Veterans' Laws, have been transmitted to the public. Moreover the promotion of hour-long interactive televised debates, where the public has had opportunity to phone in questions, appear to have triggered active participation. These are good practices initiated by the project that should be sustained, regularized and replicated with the new parliament. The evaluation team wish to emphasize the importance of the National Parliament identifying, and facilitating training for, suitable counterparts in order to ensure that this work is sustainable.

Recommendation 10: Public information and citizen education programs should be continued.

52. The project has also been successful in helping build capacity of the media to better report on parliamentary business and activities. A total of 21 journalists from print and electronic media have been accredited to the parliament and workshops held involving both Members and media personnel, paving the way for a future establishment of a parliamentary press corps. In co-operation with the UNDP Elections Project, training has also been conducted with community radio stations in eight districts. The measurement of relative impact and significance of these results should be viewed within a baseline context of extremely weak national media capacity in all areas, including writing skills. Having said this, the evaluation team would suggest some balance in undertaking too much training for media groups per se, and to shift focus in the remaining months to building the capacity of the parliament to be better able to promote and disseminate their legislative agendas, development and budget priorities to the public on a regular basis.

Recommendation 11: Media training should not be regarded as a priority for the remainder of the current phase.

53. Civic education material, both in print and audio-visual form also has been prepared and disseminated. An area that has perhaps seen less visible results is in the area of civil society outreach and engagement. The project facilitated an agreement between parliament and the NGO forum (FOGNTIL) in late 2006, to publicize and disseminate information about the parliament's activities at the district levels. The evaluation team would suggest as a near-term priority that more focus is given to how civil society and parliament in Timor-Leste can better understand their relationship and complementary roles within a democratic landscape, particularly in engaging and sharing information on development issues. Consideration should be given to strategies to ensure greater parliamentary visits and fact-finding tours to the district levels in partnership with civil society. Strengthening partnership arrangements with the UNDP's civil society program, for example, could be beneficial in implementing this engagement strategy.
54. Another area indicated in the Project Document has not materialized with respect to building inter-parliamentary relations with a special emphasis on South-South cooperation. Although some study tours have taken place to Brazil, Portugal, Australia and the Philippines, formal institutional linkages with regional and global inter-parliamentary bodies, such as the Inter-Parliamentary Union (IPU), Asian Forum of Parliamentarians on Population and Development (AFPPD) and the Association of Secretaries-General of Parliament (ASGP), have not been established. The evaluation team understands that reluctance to join such bodies is due, in part, to concern over the cost of membership. However, the evaluation team recommends that parliament reconsiders membership in some of these inter-regional institutions, as there are clear benefits

with regard to international best practices and capacity development, mentoring and peer support that can accrue to this nascent body.

Recommendation 12: The National Parliament should be encouraged to join regional and international parliamentary organizations.

55. While several activities within this component have had good impact, one area that has continued to lag is capacity development of staff within the Public Relations Services and Documentation Unit. It is understood by the evaluation team that, although on-the-job training has been provided in such areas as protocol and drafting of press-releases, such training has seen mixed results.
56. The Proposed International Relations Advisor presumably will also help accelerate capacity in the area of protocol. This area has been identified to the evaluation team as one where plenty of training and skill building is required. Having said this, the evaluation team has some concern that the duties of both the Public Relations/Communications Specialist and that of the new post, which is to be located outside the Secretariat in the Office of the President of the National Parliament, may contain overlaps, which will require greater strategic coordination of advisory support by management of the project. A further discussion regarding the post of International Relations Advisor can be found at paragraph 100.
57. In conclusion, the support provided by the project, through its advisory and capacity development support has been effective in improving both the demand and supply side aspects of public relations and outreach despite a lack of consistent support and involvement of Secretariat counterparts. There has been, for example, an increased interaction with the media, better coordination and organization of public hearings, including broadcasting of the annual National Budget debate and political debates.

Secretariat capacity development

58. The Secretariat's institutional capacity and ability to perform and discharge its ostensible neutral and permanent civil service functions, including procedural, administrative and substantive support to Members, was a key concern of the project revision of 2006 and remains a major challenge. The Project Document made the following assessment concerning the Secretariat:
 - The Secretariat can only perform very basic administrative duties and has a limited capacity for basic operation;
 - There is a shortage of skilled category staff;
 - Neither management nor staff has any previous exposure to parliamentary operations or service;
 - There is little or inadequate support to Commissions;
 - Many post-holders lack job descriptions or requisite qualifications for the functional positions;
 - Many bottlenecks in the Secretariat relate to frail skills, attitudes and behaviors rather than a lack of written procedures; and
 - Support from international advisory support (UNDP, UNOTIL and bilateral partners) has allowed parliament to function more effectively, but skills transfer and knowledge transfer have been slower than anticipated – much of the advisory support has gone to line function support.

59. Against this baseline assessment and in response to great challenge facing the Secretariat, the Project Document recommended the following focus for the revised project, *“Improved capacity of the secretariat to provide administrative services to the representatives and parliamentary organs; and to deliver substantive advisory services”*. Activities and inputs to achieve the output were:
- Advice on organization and management of Secretariat;
 - Training of Secretariat staff;
 - Medium-term training programs and parliamentary internship exchanges;
 - Ten-year staff upgrading strategy;
 - Improved coordination of external support to parliamentary capacity development;
 - Advice on establishment of an adequate information technology system and medium to long-term ITC development plan;
 - Advice to secretariat on ethics regime; and
 - Establishment of a professional interpretation and translation service and training.
60. Support to delivering these activities was to come in the form of three advisors to the Secretariat hired through the project: a Senior Management Advisor, a Human Resources Expert and an ICT Expert. The evaluation team would conclude following two years of implementation that only very modest gains can be accounted for thus far in terms of improving the capacity of the parliament secretariat.
61. The relatively modest results can be partly explained by un-resolved organizational issues that continue to impact on the normal functioning of the Secretariat. For example, an amended organic law on the structure of the National Parliament is still to be passed.²¹ Failure to agree on the organic law, in turn, mitigates the ability of the Secretariat to initiate much needed measures such as a comprehensive human resource and recruitment policy, along with job and functional descriptions, and institutionalization and adoption of other organizational and management policies.²² Lack of empowerment of the Director of the Secretariat to be able to make decisions and work closely with the project in this regard works to the detriment of optimum implementation as well.²³ The failure to move forward may, however, be a blessing in disguise as the evaluation team believes that there is a more critical issue at the heart of all this – the need to for the National Parliament to develop a strategic vision which is in line with international best practice while being appropriate to local circumstances. A discussion of this issue can be found at paragraphs 69 – 71.
62. These external circumstances have been problematic for the project and impacted its ability to achieve concrete results in several areas over this two-year period. This is of significant concern, given that the Project Document emphasized capacity building of the Secretariat as a critical priority area for the current phase. The project’s own annual report for 2006, anticipates the basic

²¹ The organic law regulates the in-house administration, detailing staffing, organizational divisions, reporting and accountability and prescribes financial independence and autonomy.

²² A temporary recruitment of 30 persons is planned for 2008 to add to the current core staff complement of 40.

²³ The Director of the Secretariat, per the Project Document, is designated as the National Project Director. However, it is clear to the evaluation team that he is vested with little decision-making authority and, more worryingly, his role has not been clarified by either the project or the Project Steering Committee.

conclusion reached by the evaluation team noting that “*the project is disappointed to report that it has failed to achieve any significant improvement in the Secretariat in 2006*”.

63. Recruitment lags have also affected the project’s ability to establish close advisory relationships with the Secretariat and leverage these relationships to secure commitment by the leadership of the Secretariat into adopting and implementing much needed organizational and management policies. The Senior Management Advisor came on board in October 2006, the ICT Expert was deployed from January 2007 and the Human Resource Expert was only appointed in the middle of 2007.
64. Nonetheless, within the short-time period that the management advisory group has been in place, they have successfully managed, within a difficult under-capacitated and un-empowered institutional environment, to begin the long process toward strategic capacity development and organizational efficiency. Some notable advisory inputs have been:
 - Surveys on services required by members and staff have been undertaken;
 - Regulations on meeting schedules and annual work-plans have been drafted ;
 - Supported the Secretariat in preparation of its annual budget and designed new structures and itemized annual action plan for the parliamentary budget of 2007-2008;
 - Supported production of staff contingency recruitment plan and helped identify critical positions to be recruited immediately - approved in March 2007 and now being implemented;
 - Developed concept for model of competencies and performance evaluation for Secretariat staff, designed along the model of the Ministry of State Administration;
 - Drafted a training policy aiming to regulate and identify design and delivery of staff training and development programs for Secretariat staff;
 - A ITC needs assessment and procurement budget has been prepared by the parliament;
 - Advised the Director of Secretariat on processes to assist the Commissions; and
 - Advisors have worked closely day to day with the Director on his role.
65. The evaluation team believes that the advisory work undertaken by the advisory team has been of high quality and has been received well and appreciated. Advisors are working within a general environment of an almost total absence of management policies and procedures, lack of leadership ability and skills from most heads of units especially in the areas of accountability and proper monitoring, shortage and lack of adequately skilled staff in all areas of Secretariat service, and at an organizational level, the absence still of a regulatory framework governing the business of the Secretariat. In this context, while the evaluation team would have to reach the conclusion that results overall with respect to the component have been muted, gains clearly have been made with regard to some transfer of knowledge and understanding on organizational processes and systems.
66. Where the evaluation team believes the advisory group has had less impact and taken less initiative, is on actual delivery of dedicated training for staff capacity development. The evaluation team understands that part of the problem centers on dealing with the day-to-day problem-solving nature of their work, rather than being able to initiate and engage in more dedicated staff training. This issue is clearly not one restricted to the management advisors, but a overall concern with respect to line function duties demanded from the National Parliament. Nonetheless, dedicated training is noticeably absent, particularly so given the priority placed on

this component. The staff that the evaluation team have talked to tend, more or less, to confirm the belief that, while advisory services are indeed appreciated, there has been much less focus on the delivery of training in the myriad of areas required and identified. The evaluation team would recommend in this regard, that in the short-term, the project focus on developing and delivering a comprehensive and dedicated training plan for the Secretariat staff as a matter of highest priority. There also appears to be some concern expressed on the part of the staff that sharing of information and knowledge does not always take place with the rank and file – dedicated training should help alleviate this concern to some degree.

Recommendation 13: A comprehensive and unit differentiated training plan for the Secretariat staff must be developed and delivered as a priority.

67. Document management, record keeping, minute taking, archiving needs immediate prioritization in the form of both training and institutionalization of infrastructure and systems. To a large degree, this is a cross-cutting issue as it impacts on each of the four administrative divisions as well as on the institution as a whole. In particular, attention needs to be paid to the provision of a system of shared drives, documentation sharing and retrieval although the constraints of providing this in the context of a wider governmental IT network are recognized for the entire parliament.

Recommendation 14: Support to the Secretariat needs to be provided in basic documentation procedures and management.

68. The capacity of the Secretariat to provide translation of documents for all aspects of the National Parliament's work is extremely weak. In working with the National Parliament to identify needs and build up appropriate structures, the project should consider how an in-house translation service might be appropriately created and staffed. This work, however, should be seen as part of the process of equipping the National Parliament with the necessary skills to make its own decisions on the administration and structuring of the institution rather than being a solution foisted upon the National Parliament. In the interests of sustainability, it is crucial, however, that any such unit is provided by the National Parliament itself rather than being reliant on the project.

Recommendation 15: The PSC should give consideration to providing an in-house translation unit from National Parliament resources.

69. At the heart of the problems with the Secretariat, however, is the lack of a strategic vision. In very large measure, this is due to the very low capacity of the staff to carry out a critical needs assessment and develop a strategic plan. The first phase of the Project has supported the National Parliament previously in producing a strategic plan. The process was launched with a workshop with the political and administrative leadership, guided by a contracted company, as a result of which a draft plan was developed but the process stagnated. Under the current project, this task has been given to the Senior Management Advisor. The work plan provided for engagement of a consultant to assist parliament with the production of a institutional development plan and annual action plans. Due to the 2007 parliamentary elections and the anticipated challenges, the adviser and the project management saw advisable to switch to other set of priorities related to the inauguration and installation of the New Parliament.

70. Despite the fact that there was early support for a draft corporate plan and the fact that the advisory group have attempted to carry out some piecemeal crisis management, there has been almost no input in terms of international parliamentary best practice and it is of considerable concern that, through no fault of their own, the advisory group does not have the necessary parliamentary knowledge to support this work. This is not to say that they are not knowledgeable in their professional fields but, rather, to make the point that experience has shown that legislatures usually require a very specialized set of management and administrative arrangements.
71. For the work of the project to be sustainable, it is crucial that the National Parliament has a real ownership of its own structures but it is also crucial that those structures are both sustainable and effective. Considerable work has been done in the area of articulating international best practice by organizations such as the World Bank Institute's Parliamentary Strengthening Program, the Commonwealth Parliamentary Association and UNDP Regional Centers in Bangkok, Colombo and Suva. Rather than simply engaging a management consultancy to produce a new corporate plan immediately, the political and administrative leaderships of the National Parliament should be supported in learning about such work so that they can make informed decisions. In turn, this will lead to the production of a corporate plan over time and the project can then use this plan as the basis for identifying entry points for strategic support. The evaluation team recognizes that this entire process will take considerable time, given the low capacity of the National Parliament at present, but considers this to be a crucial step in ensuring long-term stability for the National Parliament. In the short-term, it is suggested that the National Parliament considers placing its revision of the Organic Law of the National Parliament on hold.

Recommendation 16: As a matter of utmost urgency, the political and administrative leaderships of the National Parliament must be assisted in carrying out a critical needs assessment and developing a corporate plan that is in line with international parliamentary best practice.

72. During the course of the evaluation, it was suggested that the issue of poor salary levels in the public service, and consequent problem of appropriate recruitment and then retention of staff in the Secretariat, should be addressed by UNDP paying a salary increment to staff of the National Parliament. Such an approach would not be sustainable and, in any case, this issue is intimately linked to the development of a corporate plan. The evaluation team cannot, therefore, support this proposal.

Gender mainstreaming

73. The Project Document in addressing the issue of gender mainstreaming and in rationalizing the need to create a gender component for the revision phase noted that gender had been placed as a cross-cutting concern in the previous project (2003-2005). However, due to the fact that parliament since had not consistently addressed gender issues 'transversally' in policy discussions, and considering the general lack of awareness and capacity built in the parliament to be able to deliberate on gender-sensitive policy analysis, a strengthening and prioritization of gender in the revision phase was considered prudent. Women had not also, at the time of project revision, formally formed a caucus across party lines as a means to promote and pursue engendered legislation and policies.

74. The Gender Mainstreaming component's output read as follows, "*increased assertiveness of, and cross-party cooperation, between women representatives in policy making on issues of concern to women of Timor-Leste; and the gender dimension is considered transversally in the work of parliament*". Activities and inputs suggested to achieve the output, included:
- Increasing awareness of representatives on key gender and development related concepts;
 - Enhancing representatives and technical staff analysis ability of national budgets gender impact;
 - Advice on creation of a forum (caucus or committee) for gender mainstreaming in parliamentary activities and implementation of a work plan on gender and women's issues;
 - Sharing experiences on gender and development with other parliamentarians in the region; and
 - Workshops and seminars on gender-responsive budgets and gender and development.
75. Achievements within this component for 2006-2007 have been good, despite the delayed recruitment of the gender advisor to the project (in situ only in December 2007). One very noteworthy result for the National Parliament was the establishment of a Women's Political Caucus, now up and running, with a current membership of 19 cutting across party groupings. The project's support to helping establish this caucus, including assistance from the legal advisory group, on drafting the statute has been noted and emphasized to the evaluation team. Given that the project had managed initial expectations as to such prospects by only suggesting 'advice on creation of a women's caucus', its establishment features as a prominent result.²⁴
76. Another area of promise includes the discussion of gender issues during the budget deliberations of 2007, supported as well by the project's Budget Advisor. While the budget passed was not 'engendered', consideration of gender issues is an extremely positive development and the project should follow up with more in-depth activities and workshops in gender-responsive budgeting, once the Gender Resource Centre is fully established, as this is one area that has not yet materialized as expected. Legislatures in Scotland, the Solomon Islands, South Africa and Viet Nam would provide helpful examples that could be studied.

Recommendation 17: Training should be provided on gender-responsive budgeting well in advance of budget debates.

77. The project's facilitation and support to two study tours to the Philippines by both female and male Members to learn good practice on gender equality policies and legislation from the Parliament of the Philippines is considered to have been productive and beneficial. Although study tours should best be considered a culmination of training rather than a means in themselves, similar visits and exchanges, particularly involving the Women's Caucus and the Commission on the Elimination of Poverty, Rural and Regional Development and Gender Equality (Commission E) should be supported.

Recommendation 18: Exceptionally, study tours on gender issues for women parliamentarians and members of Commission E are recommended.

²⁴ The evaluation team met most of the 21 members of the women's caucus to hear their views and strategies for future support and came away very impressed with the dedication, commitment and dynamism of the group.

Information and research services

78. The sixth component in the project is improvement of infrastructure dealing with provision of functional physical facilities and library and information services that allow the national parliament to more effectively perform its mandate. Implementation of this component costed provisionally at \$1.7 million for the 3 year phase was to be contingent on receipt of additional and dedicated funding
79. The US Congress has now instituted an assistance program to equip the library with computers, limited other hardware and books – there is no staff provision included in the program. The budget for this program is \$125,000 and the Asia Foundation has been implementing the project. In consequence, the project has understandably taken the view that this secondary component of the UNDP assistance project should not be proceeded with.
80. Space and physical facilities is clearly a need. The evaluation team understand, as per the Strategic Investment Plan, construction of a new parliamentary complex has been budgeted at US\$ 7 million and land now provisionally set aside for the construction and architectural plans and design for the new complex, completed. In discussions with the evaluation team, the issue of more space for staff and offices was a common request by members and, while the importance of this is understood by the evaluation team, it is for the National Parliament to identify solutions to this problem, possibly with bilateral donors.
81. In December 2007, the project published the draft recommendations of an assessment mission undertaken by Shri S. Gopalan, a former Secretary-General of the Lok Sabha (lower chamber of the Parliament of India). This assessment mission considered the options for the establishment of what is described as “technical support services” in the National Parliament. In effect, the technical services referred to are specialized research services together with legal drafting facilities. Whilst it would be possible to place implementation of the Gopalan report within the component dealing with development of the Secretariat, the evaluation team recommends that it is placed within the context of the sixth component as there are natural and necessary linkages with the US Congress project and the development of library services. It is not for the evaluation mission to analyze the content of the Gopalan report, whose recommendations are broadly consistent with international best practice but the mission. That said, the evaluation mission remains to be convinced of the prudence of early implementation of all the recommendations as there are profound consequences for the structure of the National Parliament which should be considered in the wider context and which require local ownership. An exception to this, however, can be found in so far as there are clear linkages between the Gopalan recommendations and recommendations five and six of this report. The evaluation team’s recommendations for implementation of the Gopalan report are set out in the section of this report dealing with activities during the remainder of the current phase – see paragraph 116.

Recommendation 19: The draft Gopalan recommendations should be seen in the context of the wider institutional and organizational changes being considered. The project should support and promote this larger and more comprehensive organizational change process, and support a phased implementation of the research and information component.

PROJECT MANAGEMENT

Oversight

82. It is extremely problematic that the various meeting mechanisms which were supposed to bring together key stakeholders to regularly discuss the Project and ensure that communication lines were kept open do not seem to have been fully implemented. The Project Document envisages this oversight would be exercised through three mechanisms:
- A Project Steering Committee (PSC);
 - A joint Donor-Parliamentary forum; and
 - Joint annual reviews by the National Parliament and UNDP.
83. There is an urgent need to define the Terms of Reference for the Project Steering Committee, and probe its role vis-à-vis the UNDP project. It is the view of the evaluation team that, in essence, the PSC in the current parliament has failed to function. The PSC, which was supposed to meet monthly to provide oversight of the Project, was only established in October 2007, some three months after the National Parliament first sat. It has only met three times since its inception and has not engaged in substantive business on any of those occasions. The PSC met more regularly during the previous phase although not on the envisaged monthly basis. It is perhaps unrealistic to expect the PSC to meet every month and it may be more appropriate to schedule quarterly meetings. In any case, the UNDP Country Office needs to be more proactive in making sure that regular PSC meetings are held, as the PSC meetings provide a key opportunity for UNDP to meet with key stakeholders in Parliament to work with them to ensure that the Project is meeting their needs. As an aside, the evaluation team were pleased to note the engagement of the UNDP Country Director in these meetings and would suggest that UNDP senior management should always participate in PSC meetings.

Recommendation 20: The Terms of Reference for the PSC must be settled immediately.

84. The project revision recommended coordination between all stakeholders through the institutionalizing of a quarterly donor-parliament forum, It is regrettable that, since only AusAID has had an in-country presence until recently, no such meetings have taken place. Now that the Norwegian Embassy has opened in Dili, the donors are strongly encouraged to ensure that the planned oversight meetings take place.

Recommendation 21: The Donor-Parliamentary Forum as a mechanism for oversight and information sharing should now be activated.

85. The evaluation team noted that the joint annual reviews by the National Parliament and UNDP have not occurred. Perhaps, if they had, the vulnerabilities being identified by the evaluation team might have been identified and dealt with earlier which could only have been of benefit to the project.

Support and ownership

86. The evaluation team considers the level of political will and the commitment of the National Parliament to be of some cause for concern – the political and administrative leadership have not

organized themselves to support the project, nor have they created the structures necessary to maximise project training benefits. A range of interviewees cited the absence of a sense of local ownership and engagement as a significant impediment to project implementation. Strategies to embolden the institution to take more ownership and define its own needs, priorities and plans could in this respect, be hampered by the openness of international advisors to take on work that is strictly beyond their individual briefs.

87. The delivery of assistance requires a structure of counterparts with whom the project team would work. It was in this area that project implementation has met one of its most significant challenges. In this project, as in all parliamentary support projects, what is required is sustained critical support from the parliamentary service – that support has not materialized.

Risk management

88. It is regrettable that the Project Document does not include a risk management matrix and this omission is compounded by the fact that the project staff do not appear to have an explicit risk management strategy but reacts, in what must be said is a very positive and flexible way, to individual threats as they appear.
89. In an area as politically sensitive as parliamentary support, it is inevitable that there will be high level political risks that will need to be managed. One of UNDP's key strengths is its ability to play a role in assisting projects to deal with issues which would benefit from high level engagement with national stakeholders, such as the President and Director of the Secretariat. There has also been some suggestion by national stakeholders that the Country Office has, albeit unintentionally, undermined the Chief Technical Advisor (CTA) by acceding too readily demands from parliamentary stakeholders to broaden the support being offered (in effect, promoting 'mission creep'). The UNDP Country Office needs to be more proactive and pre-emptive in managing relationships with key players. To expect the CTA to be responsible for managing all such risks alone is too much to expect of a single individual.

Recommendation 22: Senior level UNDP management needs to engage more closely with senior parliamentary stakeholders to ensure ongoing commitment to the project and address key risks.

Project management

90. The project has been ably led by the Chief Technical Advisor, who has been associated with the project since Phase I. Feedback to the team on the performance of the CTA has been wholly positive by Members and Secretariat staff, both new and old.
91. Supervision of the project and in turn ownership has been affected by the ambiguity surrounding the distinction between the PSC and the Parliamentary Modernization Committee. It is unhelpful that an existing parliamentary grouping should have been drafted in en masse to become the PSC as there is the potential for conflicts of interest. This situation is exacerbated by the fact that, although the Project Document states that the Director of the Secretariat is the National Project Director, this seems to not have materialized in any appreciable way. It should be noted that the concept of a National Project Director is more usually linked with UNDP projects delivered under NEX arrangements and that this may not be the most appropriate way forward in the context of Timor-Leste at this time. In any event, the current confusion places yet another burden

on the CTA in seeking to deliver assistance and manage the project and needs to be clarified immediately. Perhaps the best way to move forward at this time is to convert the post into a coordination role with the Director of the Secretariat acting as the conduit between the PSC and the CTA rather than having an executive role. In this way, the importance of the contribution to be made by the Director would be recognized by his appointment as Secretary to the PSC as National Project Coordinator.

Recommendation 23: The post of National Project Director should be refocused as National Project Coordinator.

92. It is important that all documents produced by the project team, both in terms of progress reporting and substantive outputs (e.g. parliamentary manuals, short-term advisor reports, workshop reports, etc), are properly saved and stored. Over the course of the project, considerable documentation will be produced and it is essential that a proper information management system is in place to ensure project documents can be retrieved in ways that are both accessible and user-friendly over time.

Recommendation 24: Document management and record keeping within the project must be improved.

Communication

93. The evaluation team found that, in general, communications within the project have been good with regular meetings of the project staff. There is, however, an aspect of external communications which has not been so successful. It is crucial that Members, and especially those who are newly elected, be engaged with and helped to see how the Project can benefit them individually as well as collectively. As ownership of the project is an important factor in achieving success, more work could be carried out to ensure that all Members, and parliamentary staff, understand the objectives of the project and the activities of its constituent components. It would, for example, be helpful if the quarterly, semi-annual and annual reports of the project were made available in Tetun as well as English and Portuguese.

Recommendation 25: A clear outreach strategy for educating Members, as well as the public, about the project and garnering support for it must be developed as a priority. The strategy could include development of a website and ensuring its publications are easily accessible and available for public consumption.

Recommendation 26: Reports on the project should be made available in Tetun, Portuguese and English.

94. While in an ideal situation, strong counterpart relations often make meetings redundant, in a complex situation with a less than ideal staffing structure such as Timor-Leste, meetings are an important opportunity to bring together key actors to agree on strategic direction, activities and work approaches. In future, it would be useful for the project team to have regular meetings, ideally chaired by the Director or Deputy Director and to which all Division Heads will be invited. Division Heads and above constitute the management core of the parliamentary service

and need to be brought into project planning and implementation processes.²⁵ Meetings should brief all parties on progress and set monthly priorities.

Recommendation 27: There should be regular meetings between the project team and the senior management of the Secretariat.

95. Information sharing by the project with respect to other entities working on parliamentary strengthening in Timor, has been good and confirmed by most partners. To further this good practice in information sharing, the evaluation team would recommend that a forum be initiated to bring together donors and implementing organizations, both UN Agencies and INGOs, who have an interest in working in support of the National Parliament but would not recommend that the project management team act as a secretariat. Responsibilities for strengthening the institution of parliament should rest with National Parliament, and it is wholly advisable that such coordination of partners and stakeholder be vested with the institution. A reformulated PSC should take the lead in convening such a group, perhaps on a quarterly basis although it might also be possible to combine it in some way with the Donor-Parliamentary Forum.

Recommendation 28: There must be clear communications strategies for internal management relationships, enhancing the relationship with the President and the Secretariat, and building links with potential partners both domestically and internationally.

Human resources and logistics

96. At present, it is the policy of the National Parliament that all advisors must be fluent in Portuguese. This policy significantly reduces the available pool of expertise and negatively impacts on the effectiveness of the project. The President has indicated that he is open to the possibility of advisors, other than Legal Advisors, being recruited solely on the basis of qualifications and experience rather than also having to speak Portuguese. While such a change in policy would, theoretically open the field to the speakers of any language, in practice this is likely to mean that advisors must be able to speak Indonesian, English or Portuguese.

Recommendation 29: Advisors should be appointed on the basis of their skills and competencies rather than also needing to speak Portuguese.

97. Whatever the pre-existing language capabilities of advisors, it appears to the evaluation team that capacity-building and the transfer of skills is maximized when advisors are able to communicate in Tetun and the CTA is to be commended for insisting that all advisors learn Tetun upon entry. Although the project provides an initial course of 20 hours of instruction in Tetun that must be completed within the first month with the option of a further 20 hours, this tuition is offered on an individual basis. As a result of the many demands placed on the advisor, especially in their first few weeks, it is often difficult to complete the initial training on time. The evaluation team strongly recommends that UNDP provide organized classes on a weekly basis (perhaps lasting for three hours) and that all advisors be expected to attend. Clearly, mandatory training, and the consequent absence from the work place, would need to be understood by the National Parliament as a mechanism for increasing the effectiveness of the project's support. As an aside,

²⁵ The evaluation team met with the four Division Heads, in addition to the Director and Deputy Director. The Division Heads claimed that they knew little about the project and the advisory services and support it could provide, both for their divisions and more generally, but they would be interested in finding out more and would attend meetings to that end.

it may well be that such language training could be provided for staff from other projects as well to increase effectiveness overall of UNDP's aid efforts.

Recommendation 30: Mandatory training in Tetun for all advisors should be provided in a more structured manner .

98. The appointment of a Senior Parliamentary Counsellor is important for both supporting the CTA but also providing guidance to key actors in terms of strategic direction. It is unfortunate that, for good reasons, the current incumbent was only able to visit once during 2006 and not at all in 2007 although he has offered guidance and support to the CTA by email. The current incumbent is a senior serving parliamentary official and it is, therefore, extremely unlikely that he would be able to spend two months a year in country. Given the limited parliamentary experience of some of the project team, it is important that the Senior Parliamentary Counsellor is utilized to the full. To that end, it is recommended that a schedule for visits be determined well in advance and that each visit is for a period of two weeks.

Recommendation 31: The schedule of visits by the Senior Parliamentary Counsellor should be determined well in advance and visits should be of two-week duration.

99. As has already been noted, Advisors are having to work at an unsustainable level and this is especially so in the case of the CTA. It is usual for similar projects to have a Project Manager, either international or national, who will bear most of the burden of administrative and logistical requirements. The absence of such a post within the project has seriously constrained the ability of the CTA to focus on substantive support to the advisors and to national counterparts. The evaluation team understands that the appointment of an international Project Manager is imminent and recommends that this should be proceeded with forthwith. It would appear that the post is to be initially filled on the basis of a short-term Special Service Agreement (SSA) but the evaluation team believes that a full contract would be more appropriate.

Recommendation 32: The appointment of a Project Manager, on a full contract, should take place without further delay.

100. There are potential overlaps between the Terms of Reference for several of the advisors. This has been discussed at paragraph 56 in respect of the Public Relations/Communications Specialist and proposed International Relations Advisor but there is also some evidence of ambiguity and overlap in the case of the Senior Management Advisor and Human Resources Expert. Clarification of advisory responsibilities should take place to minimize duplication of efforts and prevent potential areas of conflict.

Recommendation 33: The Terms of Reference for the Senior Management Advisor and the Human Resources Expert, and the International Relations Advisor and Public Relations/Communications Specialist respectively should be clarified.

101. Given the overstretch that the Project is already facing, the evaluation team question the wisdom of two further advisor appointments that are in the process of being made. In neither case is there any dispute over the merits of the individual posts and the need for them within the Secretariat, rather it is a question of whether the appointments are being made in reaction to requests from the

National Parliament in preference to other posts which may have a greater priority such as additional advisors to the Commissions. The two posts of concern at this point are:

- a. International Relations Advisor to the President which is a post that would seem to largely duplicate the role of the Secretariat. Given that there is a clear need to build capacity in the Secretariat, perhaps it would have been better to consolidate existing support, while still ensuring that the President is appropriately advised.
- b. Anti-corruption Advisor to work on assisting the National Parliament to initiate and support an anti-corruption coalition. A primary concern here is how such a network can be sustained after a short-term (3-week) appointment. Additionally, there is a wealth of experience from other partners, such as the World Bank, in providing anti-corruption training for parliamentarians and this may be an area better shared with another implementing partner.

Recommendation 34: Consideration should be given to postponing the appointment of the Anti-Corruption Advisor.

102. The ICT Expert has made a significant contribution to both the project itself and to the institution. The original budget for this component was set at a relatively low level and, in consequence, it was not possible to hire an appropriate expert – a good solution to this problem was found at the time by appointing a UN Volunteer (UNV). The evaluation team believe that this is an important post that will need to be retained within the project for some time and recommend that the post should be filled on the same basis as other advisor posts using the ALD modality.

Recommendation 35: The post of ICT Expert within the project should be converted to an ALD modality rather than remaining as a UNV.

103. A constant theme of interviews with parliamentary stakeholders has been concern over the length of contracts for UNDP advisors. A perception has arisen that contracts are only issued for periods of up to six months. While that has only been the situation in a limited number of cases, the perception has had a detrimental effect on relationships between key stakeholders and the project. Greater effort needs to be made to ensure that national counterparts understand the constraints of the UNDP employment system but, at the same time, the project must seek to maximize the length of all contracts and facilitate the renewal of contracts when appropriate.

Recommendation 36: UNDP should ensure that contracts are renewed as early as possible to ensure stability and continuity.

104. Various interviewees from the National Parliament also expressed great concern regarding the length of time it takes to make appointments and the overall lack of advisors. While their frustration is understood, the evaluation team has firsthand experience of appointment processes being delayed because the PSC fails to ensure the presence of its representative at meetings of appointment panels. National ownership of appointments is important and so the PSC should ensure that appointment processes are not delayed through a failure by PSC members to participate.

Recommendation 37: The PSC must ensure that the National Parliament participates in appointments panels as scheduled.

105. The evaluation team noted that the Project does not possess a vehicle and that while, in theory, UNDP pool vehicles can be bid for, in practice there is extremely limited supply. National staff are having to pay for taxis personally in order to carry out duties away from the National Parliament such as liaising with UNDP or working with printers and other contractors and Advisors are also being required to use their personal vehicles. It is understood that the CO has approved the purchase of a Project vehicle and the evaluation team recommend that the procurement process is commenced as soon as possible.

Recommendation 38: A project vehicle should be procured immediately.

Financial management

106. The project, which is costed at US \$6,500,000, is jointly funded, with contributions made by Australia, Norway, Sweden and UNDP (start-up). A small amount of additional funding was also carried over from the first phase of the project. The table below shows the staggered nature of income to the project and the rate of expenditure – monies unspent in one year are carried forward.

Income and Expenditure figures for Parliamentary Project						
US \$ (as at 22 January 2008)						
Source: Atlas Combined Delivery Report						
		Australia	Norway	Sweden	UNDP	TOTAL
2006	Income	719,365	964,670	-	120,392	1,804,427
	Expenditure	186,059	193,727	-	120,392	500,178
2007	Income	1,927,243	579,901	859,599	-	3,366,743
	Expenditure	713,557	684,290	179,832	-	1,577,679
2008	Income	-	391,734	1,146,132	-	1,537,866

107. It is regrettable, although perhaps inevitable, that donor contributions were made in a phased manner, especially in the later part of the evaluation period, and often confirmation of funding was given at the most two months before actual transfer of funds. UNDP cannot offer contracts unless funding for the entire duration of the contract is confirmed and these factors have inevitably impacted on the capacity to recruit staff and deliver support as planned.
108. The Project is being implemented under the Direct Execution (DEX) modality which should permit easier monitoring by UNDP and safeguard the fiscal and management accountability of the Project. DEX appears appropriate in the context of the identified weaknesses in National Parliament's financial accountability systems.

FUTURE PROGRAMMING

Lessons learned and best practice

109. Given the advantage of an external viewpoint and with the benefit of being able to survey the operation of the project over a period of time, the evaluation team noted a number of areas of where lessons can be learned:

- a. National ownership of any project is key to enhancing capacity. The project has been faced with the challenge of a low level of ownership thus far and must, therefore, attend to this issue as a cross-cutting theme of its activities. The paradox of having to provide line services because of low capacity by staff or the absence of counterparts while trying to build capacity through encouraging the creation of a professional Secretariat is clearly central to addressing the issue of ownership.
- b. The evaluation team has no problem with the concept of some staff being placed within the project to provide a line service to the National Parliament, indeed to it is difficult to see how the project could move forward without this happening, at least in the initial stages. In some areas, this support will only be necessary in the short-term before transferring to a capacity-building model but in particular areas it is clear that qualified national candidates will not be available for a considerable time. An example of this is in the area of recruiting lawyers where the National University will not produce its first batch of newly trained legal students for some years. Whatever the timeframe needed, however, there must be a defined exit strategy for service providers that is clearly understood by all stakeholders. In particular, the methodology for providing national staff to be trained and subsequently replace the international staff needs to be articulated unambiguously.
- c. As the Project Document recognizes, and the UK's Department for International Development affirms (see paragraph 11), the building of capacity within a state institution is a long-term commitment. However, there is need to ensure, periodically, that gains are consolidated and this may require a 'back to basics' approach, revisiting components and ensuring that they have strong foundations to complement more advanced training. In the case of this project, this might mean providing fundamental procedural and administrative training to commissions, for example, to underpin the building of oversight capacity that has already taken place.
- d. Members often learn best, and are more open to learning, when a peer education approach is employed. To that end, while the majority of training should be conducted in-country, there is evidence of some successful knowledge transfer and capacity building that has occurred on study tours. The evaluation team believes that more encouragement should be given to inter-parliamentary exchanges and the development of institutional linkages. In particular, it would be of enormous benefit to the National Parliament to be regularly familiarized with international best practice through membership of inter-parliamentary bodies.
- e. No project team, however, experienced and competent, can ever deliver the entire range of support needed by its development partners. It is not an admission of weakness, but rather a means to add value to the work taking place, if there is a widening of the base of delivery partners participating in capacity building initiatives. The use of IPU to deliver the orientation program was an important recognition of this consideration but there are also

other potential partners in-country who could be used such as the World Bank and INGOs who are already carrying out limited work within the National Parliament.

Recommendation 39: The UNDP Country Office should facilitate the establishment of more concrete working links to other UNDP projects, such as on electoral support, judicial reform and civil society enhancement.

110. In terms of best practice, the evaluation team commends the project in respect of

- a. National economists
- b. internship program
- c. communication within and among partners has been good

Re-focusing of components

111. The evaluation team strongly recommends that the project be extended for up to one year. This would allow for a consolidation of capacity-building initiatives, sustain relationships built with new parliament, and allow for a more strengthened institution to be more involved in and be better able to lead and take ownership of a new design process for a new phase of support commencing in January 2010. Implicit in any extension would be an associated extension of current contracts for all staff using the ALD modality.

Recommendation 40: The current phase of the project should be extended by up to one year to allow for a consolidation of existing work.

112. UNDP could also seek to establish more formal partnerships with other institutions involved in supporting parliamentary strengthening in Timor over this remaining period of implementation and in particular, to engage in concrete strategic partnership discussions, during design of a new phase of support. Given that recruitment has often been a difficulty, more formal agreements with existing partners on the ground (NDI, IFES, CDI, World Bank, ADB) as well as UN agencies (UNIFEM, UNFPA) could facilitate the delivery of training.

113. The President is clearly interested in seeing the project maximize the benefits to the National Parliament but he has many demands on his time and will also need to be supported by a competent personal staff as well as by a professional Secretariat. In similar situations, the Presiding Officer of a developing legislature has often found it helpful to have an identified peer to engage with as a way of identifying options and garnering the necessary information to make informed decisions – this is never truer than when it comes to procedural matters. Ideally, such peer support would come from other Presiding Officers in the region but this is often difficult to achieve given the demands already placed on most occupants of this crucial parliamentary office. It may well be that it might be possible to identify a senior recent incumbent of such a post who could offer peer support to the President through visits and remote communication.

Recommendation 41: The President of the National Parliament should be offered the possibility of peer support.

114. The absence of comprehensive and coordinated procedural training has already been noted. This is a cross-cutting issue and affects not only the Commissions and the Secretariat but also the Office of the President, although it is noted that responsibility of support to plenary meetings rests with the bilateral Portuguese cooperation project. The evaluation team is concerned that, if procedural issues are not attended to soon, the oversight gains that have been made by the project will not be sustained within the National Parliament. It is, therefore, strongly recommended that a Procedural Advisor should be appointed as soon as possible with a cross-cutting brief. This person should have senior level experience in order to both demonstrate credibility and be able to address the entire spectrum of parliamentary procedures. Such an advisor would have to collaborate closely with the Portuguese project while also building up links between the various components. The identified weakness in Commission documentation, for example, will mean not only working with Commission staff to introduce full recording of proceedings through the use of a verbatim transcript and full Minutes of Proceedings, but also with other staff with overlapping responsibilities such as the staff of the Public Relations and Documentation Unit who are responsible for plenary documentation but not, it appears, for that of Commissions at present.
115. In terms of the development of the Secretariat, the following areas will be important:
- Support in the development of annual, medium and long-term strategic plans for the entirety of the National Parliament
 - The development of a short-term and long-term strategic training plan, with innovative means to learning introduced;
 - Boosting the operational and finance capacity of the Secretariat; and
 - Cross-cutting work between components.
116. The Gopalan report on technical research and information services provides a coherent plan for tackling the National Parliament's deficiencies in this area and highlights areas of best practice internationally. The evaluation team does not feel able to recommend its implementation at this point, however, as there is a real danger that to do so would be to predetermine for the National Parliament a significant part of its future structure. This would fundamentally undermine the principles of national ownership which are already generally acknowledged to be weak. With some reluctance, therefore, the evaluation team considers that implementation of the Gopalan report should be undertaken as part of the National Parliament's development of its own corporate plan. One aspect of the report, however, that could be taken forward now is the idea of working with the National University to provide research facilities, both through the use of interns and also, perhaps, on a contractual basis – an alternative approach would be to contract an academic research facility which, in turn, could be used to provide internship opportunities. This is an approach that has been taken by UNDP projects in a number of countries, usually with great success, as means for creating greater national linkages.
117. Many of the aspects that the project will need to address for the remainder of this phase are intimately connected to the provision of training. It may be of benefit to the project to seek the services of a short-term Training Advisor who is a specialist in capacity development. Perhaps through the UNDP Regional Centre, it may be possible to identify an individual who will be able to offer advice on how best to design training so as to promote knowledge transfer and capacity building.

118. More emphasis should be placed on ensuring greater constituency outreach by Members, particularly through more regularized field visits facilitated by the project. Partnerships could be established with the UNDP electoral project that is currently working at district levels and has established local offices which Members may be able to utilize. The visits by individual Members and Commissions should be geared to fact finding and information sharing related to national development and public policy goals. This might then find resonances with the good work that has been done in formalizing and facilitating greater civil society-parliamentary engagement.
119. In terms of the gender component, activities in the gender component should be closely integrated with those undertaken by the oversight and legislative components of the project to optimize and leverage the critical mass of advisory support available within the project. The evaluation team recommend that the project focus in this area should be on working with the women's caucus and Commission E on the following:
- a. Operationalizing the Gender Resource Center (in partnership with UNIFEM), which will also act as the gender research unit envisaged by the Gopalan report;
 - b. Capacity-building and awareness-raising on gender budgeting and gender and development issues; and
 - c. Assessing legislative implications of gender equality policies, including CEDAW implementation. Deepening the partnership with UNIFEM would be highly recommended in this regard, given it's fairly large country program that focuses on political leadership, gender-based violence and CEDAW.
120. In conclusion, the evaluation team would recommend an even greater emphasis to be placed, for the remainder of this phase of the project, on:
- a. Developing and implementing a comprehensive training plan for both Members and staff which should include increasing knowledge of global best practices in leadership training and innovative performance-oriented incentives (one such example might be overseas study tours for selected Secretariat staff) – legislatures in Ghana, New Zealand, Scotland, and South Africa would provide helpful examples;
 - b. Recruitment of a full-time parliamentary procedural specialist to work across the components and to act as a senior advisor to both the President and the Director of the Secretariat – a sample set of terms of reference can be found at Annex C;
 - c. Institutionalizing annual and longer-term strategic planning frameworks for the National Parliament, including internal workflows, systems and processes in both Secretariat and Commissions (see paragraphs 69 – 71) – legislatures in New Zealand, Northern Ireland, Tanzania and Uganda would provide helpful examples; and
 - d. Agreeing with the National Parliament a clearly agreed exit strategy for the advisors with service provision responsibilities and line functions being gradually minimized in the short-term – the exception to this being in the case of Legal Advisors who are likely to be required to deliver a line service for the next five years.

Recommendation 42: For the remainder of this phase, the project should prioritize (although not necessarily in this order):

- a. Capacity-building and training both substantive and administrative including urgent distribution of the remaining two orientation program publications and delivery of the third and fourth components of the program;***
- b. Supporting the National Parliament as it carries out its own needs assessment and develops a corporate plan which reflects international best practice;***
- c. The appointment of a senior Procedural Advisor;***
- d. The appointment of a short-term Training Advisor to assist in the development of a training work plan which utilizes best practice in capacity building;***
- e. Building linkages with the National University and other local and international organizations to provide short-term research facilities;***
- f. Establishing the Gender Resource Centre and promoting capacity building on issues of gender equality and gender-sensitive budgeting;***
- g. Further developing the work on constituency outreach and engagement between the National Parliament and civil society;***
- h. Assisting the National Parliament to become more involved with regional and global inter-parliamentary bodies and organizations; and***
- i. Raise awareness of parliamentarians' roles in reducing poverty and implementing and monitoring national development plans and international development goals and targets such as the MDGs.***

TERMS OF REFERENCE FOR THE EVALUATION MISSION

BACKGROUND

The National Parliament

Timor-Leste achieved its independence on 20 May 2002, after centuries of colonial rule by Portugal, a twenty-four year Indonesian occupation during 1975-1999 and a subsequent period of transitional UN rule. The Constitution of Timor-Leste (March 2002) provides for a semi-presidential (hybrid) system with four “organs of sovereignty”: presidency, national parliament, government (executive) and judiciary.

The 2001 Constituent Assembly automatically transformed into the *first* National Parliament 2002-2007 on 20 May 2002. The 88 Members represented 12 political parties. Fretilin won 55 seats holding an overwhelming majority. The other parties were: PD with 7 seats, PSD 6, ASDT 6, KOTA 2, PDC 2, PNT 2, PPT 2, PL 1, PST 1, UDC/PDC 1, UDT 1, and 1 independent Representative. The first parliament established seven Standing Committees.

The second National Parliament 2007-2012 was inaugurated on 30 July²⁶ following a parliamentary election on 30 June. This assembly is composed by 65 Members who represent 2 electoral coalitions and 5 political parties. Fretilin won 21 seats, CNRT 18, coalition PSD/ASDT 11, PD 8, PUN 3, UNDERTIM 2, and coalition KOTA/PPT with 2.

The parties CNRT, PSD/ASDT and PD established a post-election parliamentary coalition that granted them a parliamentary majority. The parliament has created nine Standing Committees that mirror government departments and for the first time cover issues like corruption fight, gender equality, local government and poverty reduction.

Since 2002, the National Parliament is supported by a Secretariat composed by around 40 staff (administrative –almost two thirds and technical). The Secretariat is headed by a Director politically appointed and is structured in 4 divisions:

Division for Plenary Support

Division for Committee Support

Division for Administration and Assets

Division for Public Relations, Audio-Visual and Documentation.

The Secretariat can only perform *very basic administrative duties*. The modest size of the staff reflects that there are *no specialists* (legal advisers, budgetary advisers, etc) on the job market who can be recruited (and with low salaries) to assist the presumably generalist representatives on substantive affairs.

The Parliament Project

²⁶ The parliamentary annual sittings normally go from 15 September – 15 July. The inauguration of the new assembly was anticipated to avoid a power vacuum or caretaker government and facilitate the immediate formation of the new government (government emanates from the parliament).

UNDP launched the first project of support to the National Parliament in 2003, with a timeframe of three years and budgeted at US\$2,000,000. The project was revised in November 2005 and, extended for another three years with a budget of US\$6.5 million. The project, officially launched in March 2006, aims to support the early consolidation of *parliamentary democracy*, through five strategic components:

Legislative support

Oversight capacity development,

Democratic representation

Secretariat capacity development

Gender mainstreaming

The project is a *comprehensive* development plan for the institution, comprising a sequence of capacity-development interventions in the form of *technical expertise and advisory services and intensive training*. The project provides for a team of 15 international resident advisers distributed among the five project components. Capacity development builds on three pillars: *systems and processes, technical skills and knowledge, and behavior and attitude*.

The project is currently funded by Norway, Sweden, and Australia. Although the project was launched early in 2006 funding has come at a slow pace and, most of it has only been secured by August 2007. A Project Steering Committee composed by UNDP and the Parliament Modernization Committee (formed by the Secretariat Director and representatives from different political parties) makes decisions on project strategy, workplans and monitors project implementation.

Project achievements and challenges

The following is a brief summary of project achievements as per project component:

Legislative support: two resident legal advisers and two legal consultants²⁷ have been deployed who have provided technical support and advise to the standing committees and individual Members on analysis of draft laws and legislative procedures. The advisers have also conducted on-the-job and targeted training of relevant staff and have introduced a minimum of new workflows in the secretariat committee support division.

Oversight capacity development: a budget expert was deployed and has been training a team of national economists who will be absorbed by the parliament in 2008 as first technical staff on budgetary oversight matters. The team has provided advise and assistance to the standing committees during the processes of deliberation on the state budget and on the analysis of state budget execution reports. Given the heavy workload in this area the project facilitated an internship MOU between the assembly and the National University (faculty of economics).

Democratic representation: a public relations/communications specialist has established a parliament-media relation (press releases, radio and tv programs/debates) and, has promoted the dissemination of education material on the assembly among civil society. The adviser has conducted training of relevant staff with mixed results. Linking parliamentarians to constituents outside the capital Dili remains a challenge.

Secretariat capacity development: a senior management adviser to the secretariat director has supported many critical processes including: adoption of basic management workflows; definition of a new parliament budget structure/process; preparation of staff contingency recruitment plan; advice in

²⁷ This is a temporary arrangement while UNDP and the Government of Brazil finalize MOU for the deployment of two legal advisers and one budget oversight adviser under a secondment mechanism.

conduction of procurement processes and revision of secretariat legislation. A human resources expert has developed a model of competencies for secretariat staff; initiated recruitment of critical staff and; defined training policies in preparation for future training plans. In the area of ICT an expert has addressed immediate/urgent infrastructure and equipment needs and continues to work towards a comprehensive ICT strategy.

Gender mainstreaming: the project has supported the establishment of women parliamentarians caucus as well as a study visit on gender equality for female and male parliamentarians. The recruitment of a gender expert is ongoing.

Two major events have posed challenges to the smooth implementation of activities:

- a) The Parliament Project 2006-2008 was launched under an *unexpected* climate of political instability and violence. From April – July project activities were reduced to the minimum and recruitments of new staff were put on hold, resuming only from August 2006;
- b) In 2007, an electoral year, the campaigns for presidential and parliamentary elections stopped nearly all legislative activity from late February – June. During this time, project activities mainly focused on training of Secretariat staff and preparation of orientation program for new parliamentarians.

Other key challenges include national ownership of the project. Whereas overall ownership has been strong, the day-to-day display of attention and follow up of project activities has varied. It remains to be seen how this issue will evolve with the new parliament. Also, often there have been difficulties to smoothly and promptly recruit international staff mainly due to language requirements and the country's context which may not be attractive to many talented professionals. Language is a challenge in itself in Timor-Leste. It presents difficulties to the work of parliamentarians and staff as official documents and laws are produced in Portuguese, a language only mastered by a 10% of the population. Most representatives and staff only speak Tetum and Indonesian.

OBJECTIVE

The objective of the Parliament Project Mid-Term Evaluation is to assess the implementation of the project since launched (results, achievements, constraints) as well as the impact of capacity development interventions and, produce an overall report on findings and future strategy and direction of support to the Parliament.

MISSION SCOPE

The mission will specifically focus on the following issues:

An in-depth review of the implementation of various project components with a view to identifying the level of achievement of the planned project outputs and, in cases of not effective achievement, analyzes the underlying reasons and provides recommendations for improvements.

Assess whether current project management structure and staffing is efficient and effective.

Identify factors beyond UNDP's control that influence the project environment and aimed outcome and conduct risk analysis.

Assess the level of participation of stakeholders in the achievement of the desired outcome, as well as the effectiveness of such participation.

Assess the impact of the capacity development initiatives conducted for both the staff of the Secretariat and the Parliamentarians.

Extract lessons learned and best practices that can be considered in the planning and design of future support activities for the parliament.

Develop recommendations for future direction and areas of project focus considering that the newly inaugurated parliament may have new priorities.

The team should pay particular attention to the following criteria in evaluating the project:

Relevance: Evaluate the logics and unity of the process in planning and designing the activities for supporting the Secretariat of the Parliament and Parliamentarians.

Efficiency: Evaluate the efficiency of the project implementation, the quality of the results achieved and the time/political constraints.

Effectiveness: Conduct an assessment management decisions vis-à-vis the cost effectiveness; and to which extend the project outputs have been effectively achieved.

Impact: Evaluate the overall impact of the project and its contribution to the development of the legislative institution.

Sustainability: Assess the sustainability of results with specific focus on national capacity and ownership over the process.

EXPECTED PRODUCTS

The mission team shall produce the following outputs:

A report on the findings of the mission vis-à-vis the impact of the current project outputs

Recommendations on future support to the National Parliament including lessons learned and best practices;

For the purposes of providing effective support to the new legislature, it is critical to evaluate modifications that may be required to the components of the ongoing project. To this effect it is recommended to consider the following issues:

Priorities in terms of capacities of the Parliamentarians and *specialized* capacities of the administrative and technical staff;

Adequacy of current parliament internal legal frameworks;

Emerging issues in each of the project components;

Functioning of standing committees;

Sustained development/implementation of public information and constituency outreach strategy;

Composition of project management team and project staffing requirements.

Budgetary requirements

METHODOLOGY

The mission will review existing documentation related to the National Parliament and the Parliament Project, including the Project Document, project work plans, project reports; Sector Investment Program (SIP) documents and National Development Plan.

The mission team will hold meetings and discussions with the Board (*Mesa*) of the National Parliament, the PSC, the presidents of the Standing Committees, the Director of the Secretariat and relevant Members of Parliament and staff of the National Parliament. The team will also meet with other relevant actors including project technical staff, donors, UN personnel and strategic partners. The mission will also assess funding situation.

The team will revise project components with particular attention to:

- a) Priorities and activities, including strengthening of the key functions of the legislature and the functioning of the Secretariat.
- b) Results and resources framework;
- c) Project management structure; and
- d) Monitoring and evaluation mechanisms.

In conducting the revision, the mission should consider the country's context and the parliament's cultural and socio-political dynamics including thematic areas like poverty reduction, corruption fight, conflict prevention/management, gender equality and decentralization.

A final meeting will be organized to discuss the mission findings with the relevant stakeholders.

Reporting in terms of organizational and functional arrangements as well as preliminary conclusions will be made in first hand to UNDP Senior Management and the PSC.

TENTATIVE TIMEFRAMES

The mission will have a duration of three (3) weeks tentatively from 7 – 23 January 2008. In the first two weeks the mission will focus on information gathering, discussions with relevant actors and, production of draft report. In the third week, the team will complete the final report.

Proposed schedule of activities:

Information gathering and interviews: 7 – 12 January 2008

First draft report and presentation/discussion of findings: 14 - 18 January 2008

Final Report: 23 January

UNDP Timor-Leste will facilitate the work of the mission before and during its stay in Timor-Leste, including preparing a schedule of meetings and interviews, facilitating interpretation support and transport for official purposes and, producing the necessary background information for the evaluation process.

MISSION COMPOSITION

The team will have a minimum of two members. Coordinated by a Team Leader, the members will be specialists in fields of relevance to parliamentary development in post-conflict countries. The main areas of expertise should be:

Institutional strengthening of legislative, oversight (including budgetary oversight) and representative functions and, gender mainstreaming; and

Legislative staff organizational structure, human resources and capacity development strategies.

Individual Terms of Reference (ToR) will outline the mission members' qualifications and duties in more detail.

Donors' participation: project donors will be invited to appoint a member to the mission who should have demonstrated expertise on parliamentary development. Specific area(s) of specialization will be defined/agreed following confirmation of participation in the mission by the respective donor.

The Mission Team Leader guides and instructs mission members with regard to their roles and responsibilities. S/he will be responsible for assigning the writing of portions in the mission report, compiling, editing and submitting a final evaluation mission report to the PSC and UNDP within the established deadline.

The Mission Team Leader will present the evaluation methodology to the stakeholders at the start of the evaluation mission.

Prior to arrival in Dili, the mission members will prepare by studying any documentation provided to them by UNDP Timor-Leste and/or by the Team Leader.

LIST OF INTERVIEWEES

UNDP Parliament Project

Ms Marcia Monge	Chief Technical Advisor
Dr Endah Trista Agustiana	Gender Advisor
Mr Pascal Amblard-Rambert	ICT Expert
Ms Natalia Bere	National Economist
Mr Ernesto da Costa	Finance & Administration Officer
Mr Rui Lourenço da Costa	Program Officer
Mr Anildo da Cruz	Senior Management Advisor
Mr Bruno Teixeira de Lencastre	Legal Advisor to the Commissions
Ms Marta Duro	Legal Advisor to the Commissions
Ms Fe Gaffud	Budget Advisor
Ms Alessandra Ronchi	PR & Communications Advisor
Ms Denise Zanuni	Human Resources Expert
Mr Joao Azevedo	Legal Advisor to the President

Members

Hon Fernando Lasama	President
Hon Vicente Guterres	Vice-President
Hon Maria da Paixao de Jesus da Costa	Vice-President, Chair of PSC, Chair of the Women's Caucus
Hon Pedro da Costa	President of Commission G
Hon Osorio Florindo	President of Commission E
Hon Francisco Branco	Member of the PSC
Hon Arão Noe	Member of the PSC
Hon Rui Menezes	Member of the PSC
Hon Teresa da Conceicao Amaral	Deputy, member of the Women's Caucus
Hon Getrudis Moniz de Araujo	Deputy, member of the Women's Caucus
Hon Virginia Ana Belo	Deputy, member of the Women's Caucus
Hon Brigida Antonia Carreira	Deputy, member of the Women's Caucus
Hon Teresa Maria de Carvalho	Deputy, member of the Women's Caucus
Hon Ilda Maria de Conceicao	Deputy, member of the Women's Caucus
Hon Domingos da Costa	Deputy
Hon Maria Maia dos Reis e Costa	Deputy, member of the Women's Caucus
Hon Lolina Celeste de Deus	Deputy, member of the Women's Caucus
Hon Maria da Costa Exposto	Deputy, member of the Women's Caucus
Hon Mateus de Jesus	Deputy
Hon Maria Fernanda Lay	Deputy, member of the Women's Caucus
Hon Vidal de Jesus Riak Leman	Deputy
Hon Rui Meneses	Deputy
Hon Benvinda Catarina Rodrigues	Deputy, member of the Women's Caucus

Hon Faustino dos Santos
Hon Josefa Alvares Pereira Soares

Deputy
Deputy, member of the Women's Caucus

Mr Clemintino dos Reis Amaral

Former Deputy and former member of the PSC

Parliamentary Staff

Mr Joao Rui Amarai
Mr Jaoa Bosco Inacio Sarmiento
Ms Celina de Jesus
Luis Nascimento de Jesus
Ms Angelina Machado
Mr Armada Machado

Director of the Secretariat
Deputy Director of the Secretariat
Head of Public Relations Services and Documentation Unit
Head of Administration and Property Unit
Head of Commission Support Unit
Head of Plenary Support Unit

Mr Adelino Alfonso de Jesus

Former Director of the Secretariat

UN Integrated Mission

Ms Dianne Arboleda
Mr Carlos Dinis
Mr Preston Pentony
Mr Joao Pereira
Mr Simon Poppelwell
Mr Dan Radulescu
Mr Finn Reske-Nielsen
Mr Colin Stewart

Officer-in-charge, UNIFEM
Head of Governance Unit, UNDP
Political Affairs Officer
Program Officer, UNDP
Project Manager (Citizen Participation) UNDP
Political Party Trainer (Elections Project), UNDP
DSRSG and UNDP Resident Representative
Chief of Political Affairs

Donors

Mr Anders Hornslien
Ms Christina Landsberg
Ms Eva Irene Tuft

Advisor, Norwegian Embassy
First Secretary, AusAID
Chargé d'Affaires, Norwegian Embassy

Others

Ms Catherine Anderson
Mr Bernardo Cardoso
Mr Telibert Laoc
Mr Jose Pinto
Ms Jo Roper
Ms Mary Lou Schramm
Ms Nicole Seibel

Governance Analyst, World Bank
Program Coordinator, IFES
Country Director, NDI
Advisor, Portuguese Assembly Bilateral Project
Communications Team Leader, World Bank
Country Director, IFES
Program Manager, USAID

SAMPLE TORs FOR A PROCEDURAL ADVISOR

JOB SUMMARY

The Procedural Advisor will undertake the following duties and responsibilities:

- Provide technical advice on best practice in parliamentary procedures, functions and capacity strengthening;
- Provide technical guidance and support to the Chief Technical Advisor, Project Manager, project team staff/advisors and consultants;
- Build and maintain relationships with key partners in the legislative area including the leadership and members of the legislature and other branches of government, MPs' political staff, civil society representatives, donors, and the international community;
- Support the project team in the delivery of all areas of procedural capacity building, in particular, strengthening the committee secretariat and other support services to committees;
- Plan and conduct or supervise, as appropriate, training activities for Members and parliamentary staff on procedural issues and applied parliamentary issues (e.g. relations with parliamentary parties and constituents, poverty reduction and gender issues); and
- Advise Members, on a non-partisan basis, on issues relating to the passage of legislation and regulations, procedures in the Chamber, committee formation and procedure and parliamentary oversight of government.

CRITERIA FOR SELECTION

- Minimum of Bachelor's Degree in political science, law, social science or equivalent work experience;
- Minimum of 5 years experience as a Member of Parliament or in procedural positions as non-political staff to elected national or state/provincial legislatures;
- In-depth technical knowledge and skills in contemporary parliamentary capacity building;
- Knowledge of and, commitment to, integrating UNDP's cross-cutting themes of MDGs, human rights and gender;
- Outstanding ability to communicate skills and experience to others as a trainer, advisor or consultant;
- Familiarity with the concept of parliament as a conflict resolution forum an advantage;
- Strong negotiating and managerial skills to be able to work both independently and as a member of a team;
- Excellent interpersonal, intercultural, communication and networking with a demonstrated ability to build and maintain professional relationships;
- Demonstrated ability to work effectively with senior political and civic;
- Previous experience of working with the UN would be highly advantageous;
- Fluency in verbal English and exceptional English writing skills; and
- Fluency in Microsoft Office.

SAMPLE TORs FOR A CAPACITY DEVELOPMENT ADVISOR

BACKGROUND

UNDP's capacity development priorities focus on scaling up national and local capacities for more sustainable and integrated development results, to address the Millennium Declaration and Millennium Development Goals. Ensuring that capacity diagnostics and strategies permeate all stages of the development process, to address the demands on a country's planning, resource management and policy making capacities, as well as its institutional and service delivery structures, is at the heart of the work underway.

UNDP has developed specific initiatives and tools to better support countries address national and local capacity challenges. This will also contribute towards positioning the wider UN development system as a substantive partner in the national articulation of MDG-framed poverty reduction strategies, with a focus on the national capacity development strategies that must be embedded with them. UNDP works to: a) codify and share knowledge on CD; b) review, develop and test CD tools and methodologies; and c) support cross practice CD programmes. To this end, UNDP's results-budgeting and core resource allocation has included capacity development for the MDGs as core criteria.

Capacity development is an essential part of UNDP's support to a country's MDG-based national development strategies and plans. Capacity development (CD) support is delivered through a set of integrated services, comprising capacity assessments; capacity development response strategies; capacity development costing; and monitoring and evaluation of capacity development. .

SUMMARY OF KEY FUNCTIONS

- Provide CD project support to new and ongoing initiatives
- Provide technical advisory services as required by UNDP COs, Projects and UNCT to mainstream CD policies and strategies in UNDAFs, CPAPs and CPDs
- Promote integration of CD strategies, with costing and indicators, in UNDP programmes/projects
- Facilitate CD/CA program consultations and design with multiple stakeholders
- Engage country and regional partners in CD policy and programme responses in areas of UNDP collaboration
- Facilitate national and local level capacity assessment exercises as a primary function
- Identify and synthesize best practices and lessons learnt and feed into ongoing policy and programme discussions and applications
- Support the identification of resources to finance CD initiatives at country

TECHNICAL COMPETENCIES

- Substantive knowledge of regional CD priorities, challenges and opportunities
- Technical knowledge of capacity assessment methodologies
- Demonstrated field experience in undertaking surveys, participatory assessment or related exercises

- Recent country and/or regional experience in working with relevant stakeholders on cross-sector issues of poverty, environment and local governance
- Knowledge of functional capacities for planning, budgeting and monitoring
- Experience with engaging on knowledge/learning platforms
- Networking skills to engage with key partners and institutions working on development, with strong advocacy skills to manage a partnership platform
- Demonstrated ability to engage well in cross-sector and matrixed teams
- Demonstrated communication skills, with experience in consultation processes and presentation of knowledge products

QUALIFICATIONS

- Master's degree in development studies, economics or public policy/public administration
- A minimum of 5 years of experience in international development and cooperation, with extensive recent field experience working on developing countries, on national and local development
- Familiarity with capacity assessment methodologies and applications
- Demonstrable work experience in building partnerships, knowledge networking, resource and programme management
- Appropriate regional experience, including knowledge of key regional development institutions
- Excellent command of English, including drafting and presentation skills; and full working proficiency in the primary UN official language of the region.

