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## Leveraging Electoral Assistance for Regionalized Nation-Building (LEARN)

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2015-2018

**United Nations Development Programme**

**Country: Timor-Leste**

**Programme Document**

<b>Programme Title:</b>	Leveraging Electoral Assistance for Regionalized Nation-Building LEARN (2015-2018)
<b>UNDAF/CP Outcome(s):</b>	<b>By 2019, state institutions are more responsive, inclusive, accountable and decentralized for improved service delivery and realization of rights, particularly of the most excluded groups.</b>
<b>Expected Output(s):</b>	<p><b>CPAP Outputs:</b></p> <p><b>Output 3.3. Capacities and systems of sub-national institutions developed to provide more efficient, accountable and accessible services to citizens, particularly for the rural poor and other disadvantaged.</b></p> <p><b>Output 3.4.: Democratic, including electoral, processes to promote inclusion and citizen's voice strengthened</b></p>
<b>Implementing Partner:</b>	UNDP Timor-Leste

The project's main focus is to support the consolidation of democracy with a focus on civic education and electoral support across Timor-Leste between 2015 and 2018, taking into account support to Suco (village) elections in 2015, possible Municipal elections in 2016 (depending on legislation and political decision) and Presidential and Parliamentary elections in 2017.

The project will be implemented through a Direct Implementation Arrangement under guidance of the Project Board and with the provision of technical advice from an international Chief Technical Advisor who will oversee the project and a National Project Manager to undertake management of the project.

<p>Programme Period: 2015-2018</p> <p>Key Result Area (Strategic Plan): 2.1: Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation and representation, including for peaceful transitions Electoral Systems and Processes</p> <p>Atlas Award : _____</p> <p>Start date : April 2015</p> <p>End Date : April 2018</p> <p>PAC Meeting Date : 23 March 2015</p> <p>Management Arrangements : DIM</p>	<p>Total resources required <b>US\$5,664,495.24</b></p> <p>Total allocated resources:</p> <ul style="list-style-type: none"> <li>○ The Government of Timor-Leste: _____</li> <li>○ UNDP : \$100,000</li> <li>○ UN Women : _____</li> <li>○ EU : _____</li> <li>○ DFAT : _____</li> <li>○ Japan : _____</li> <li>○ Republic of Korea : _____</li> <li>○ USAID : _____</li> <li>○ New Zealand : _____</li> </ul> <p>Unfunded programme budget : _____</p> <p>In-kind Contributions : _____</p>
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**Agreed by Ministry Internal Administration:**

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**Title:** Coordinator Minister of State Administration

**Signature:** \_\_\_\_\_ **Date:** 08/06/2015

**Agreed by the National Commission for Election:**

**Name:** HE. José Agostinho da Costa Belo

**Title:** President of the National Commission of Elections

**Signature:** \_\_\_\_\_ **Date:** 2/06/2015

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**Title:** UNDP Resident Representative a.i.

**Signature:** \_\_\_\_\_ **Date:** 01/06/2015

## **Acronyms and Abbreviations**

ASRSG	Acting Special Representative of the Secretary General
CNE	National Commission on Elections
CSO	Civil Society Organizations
CTA	Chief Technical Adviser
DRTL	Democratic Republic of Timor-Leste
EAD	Electoral Assistance Division UN
EDR	Electoral Dispute Resolutions
EMB	Electoral Management Bodies
PAC	Project Appraisal Committee
PNTL	National Police of Timor-Leste
RDTL	Democratic Republic of Timor-Leste
SEM	Secretariado do Estado de Mulheres
STAE	Technical Secretariat of Electoral Administration
UNDP	United Nations Development Program
UNEST	United Nations Electoral Support Team in Timor-Leste
UNMIT	United Nations Integrated Mission in Timor-Leste
UNTL	National University of Timor-Leste

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## SECTION 1: SITUATION ANALYSIS

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### **1.1 National Request**

On 19 September 2012 the National Election Commission of Timor-Leste (CNE) addressed a letter to the United Nations (UN) Acting Special Representative of the Secretary General (ASRSG) of the UN Mission in Timor-Leste (UNMIT), requesting assistance for future Municipal and Suco (village) elections; particularly in the areas of capacity-building, legal support and Information Technology (IT). On 3 October 2012, the Technical Secretariat of Electoral Administration (STAE) of the Ministry of State Administration in Timor-Leste requested the ASRSG for recruitment of electoral advisers and experts to support the development of local capacity in each of the 13 district offices of STAE; establishment of a project fund for electoral technical assistance activities; support on “public announcement” of Municipal elections; undertaking of studies related to local electoral processes and voter registration/election abroad; training of electoral officers, electoral monitoring officers and voter education; and procurement of materials and equipment.

In response to the two requests a UN Needs Assessment Mission (NAM) was deployed to Timor-Leste in October 2012, and based on this assessment the Focal Point for Electoral Assistance in the UN, the Under Secretary General for Political Affairs approved the provision of electoral assistance to Timor-Leste between 2013 and 2017. However while a need was identified and project developed no funding was forthcoming and UN electoral support for Timor-Leste concluded in March 2013.

In December 2014 the Minister for State Administration sent another letter of request to the United Nations to support the Technical Secretariat of Electoral Administration (STAE) through Suco (village) elections in 2015 possible municipal elections in 2016 and Presidential and Parliamentary elections in 2017. The specific areas of support where assistance was requested were: organizing the elections; legal assistance and delivering training sessions. The Department of Political Affairs Electoral Assistance Division conducted an updated Desk Review of the above mentioned NAM, and the Under Secretary General for Political Affairs once again approved the provision of electoral assistance of electoral assistance to Timor-Leste from 2015-2018.

The outputs and activities specified in this project document reflect the parameters of assistance outlined in this desk review.

### **1.2 Previous Elections**

Ever since 1999’s referendum which led to the independence of Timor-Leste, democratic processes have played an important role in shaping the post-conflict identity of Asia’s newest nation. National and local elections consistently have high participation rates, with average turnout at almost 80%.<sup>1</sup> Timorese enthusiasm for democracy is such that this small island state is an active participant in global peace-building initiatives and recently conducted its first ever electoral assistance mission abroad.<sup>2</sup> The 2012 Presidential and Parliamentary elections in Timor-Leste, the fourth nation-wide polls since 1999, were held in overall conditions of stability (see table 1 for a quick overview of all elections held in Timor-Leste). The peaceful running of these polls without serious violence, followed by the successful formation of the Fifth Constitutional Government, has given a significant boost to Timor-Leste’s national confidence and sense of sovereignty.

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<sup>1</sup> Election Guide, ‘Democratic Republic of Timor-Leste’, <http://www.electionguide.org/countries/id/63/> accessed 19.11.14

<sup>2</sup> RDTL, ‘Mission of Support to the Electoral Process in Guinea-Bissau completes its first phase’, <http://timor-leste.gov.tl/?p=9743&n=1&lang=en>, accessed 19.11.14

**Table 1: Timor-Leste Elections**

Year	Type of Election	Remarks
1999	Referendum	Timor-Leste vote for independence
2001	Constituent Assembly	To formulate constitution
2002	Presidential election	The first election run
2004-2005	Suco elections	In five phases, open list system, two separate elections, one for head of the aldeia (single majority) and one for head of the suco and other members of suco council (with one week pause time)
2007	General elections	Presidential (two rounds) and parliament, first elections run by Timorese authorities
2009	Suco Elections	Closed list system with no political parties (the winning list takes all seats)
2012	General elections	Presidential (two rounds) and parliament

International<sup>3</sup> and domestic<sup>4</sup> observer groups for the 2012 Presidential and Parliamentary elections stated that the electoral processes in 2012 were conducted efficiently and credibly, with a minimum number of complaints and the results were widely accepted by all political parties. In addition there was a high voter turnout<sup>5</sup> and a low percentage of invalid ballots.

To many, these electoral successes marked a major watershed in Timor-Leste's state-building process. They also served as a clear sign that the United Nations Integrated Mission in Timor-Leste (UNMIT) could conclude its mandate on 31<sup>st</sup> December 2012 as the country shifts its focus to development and the implementation of the New Deal along with other "fragile states" of the g7+<sup>6</sup>.

Following the conclusion of UNMIT's mandate on 31 December 2012 a number of donors<sup>7</sup> closed their offices in Dili as the Timorese Government and its institutions moved into a new phase of national ownership and development. In terms of electoral institutions, STAE and CNE have been strengthened considerably since the 2007 elections which were the first to be conducted by Timorese authorities. CNE is an independent electoral management body with its own budget approved by the Parliament, and STAE was given technical, administrative and financial autonomy under a 2011 amendment to the law on EMBs. Both institutions were given a higher allocation of funds, allowing them to recruit and train more national staff<sup>8</sup>. The UN's technical and logistical support to both institutions was delivered through the United Nations Electoral Support Team (UNEST). While it has been progressively taking a back seat since 2007, UNEST still comprised of over 170 international staff advisers during the course of elections in 2012. While STAE and CNE were very much in the lead of the 2012 elections, requests for support in legal, IT, trainings and public relations highlight that there is still important international assistance that can strengthen the institutions. Importantly, district capacities (including logistical) for STAE and CNE remain low compared to offices in Dili. Much of the assistance to date has centred on Dili and with a proposed decentralization framework moving forward including a schedule for local elections, the decentralized nature of managing

<sup>3</sup> European Union Parliamentary Election Observation Mission Final Report: [http://www.eueom.eu/files/pressreleases/english/east-timor-2012-final-report\\_en.pdf](http://www.eueom.eu/files/pressreleases/english/east-timor-2012-final-report_en.pdf)

<sup>4</sup> A total of 46 national observer groups, comprising 2,618 national observers were accredited

<sup>5</sup> First round presidential: 78.20%; second round presidential: 73.12%; parliamentary: 74.78%

<sup>6</sup> The g7+ is an independent and autonomous forum of fragile and conflict affected countries and regions that have united to form one collective voice on the global stage. The g7+ Secretariat is housed alongside the Aid Effectiveness Directorate of the Ministry of Finance in Dili, Timor-Leste.

<sup>7</sup> Ireland and Norway

<sup>8</sup> [http://www.eeas.europa.eu/delegations/timor\\_lemte/documents/press\\_corner/20120709\\_eu\\_oem\\_2012\\_preliminary\\_statement\\_en.pdf](http://www.eeas.europa.eu/delegations/timor_lemte/documents/press_corner/20120709_eu_oem_2012_preliminary_statement_en.pdf)



an electoral event needs to be more effectively matched with decentralized capacities of both STAE and CNE.

### **1.3 Future elections and decentralization**

Continuing the path of increased national ownership of elections from 1999's vote for independence, 2017 Presidential and Parliamentary Elections will be the first national election that will have taken place in Timor-Leste without a UN mission in the country. Making this process more complex was the unexpected transition in power, where the Prime Minister Xanana Gusmao stepped down in February 2015 halfway through his second term, and transferred power to the new Prime Minister from the younger generation Dr. Rui Maria Araujo. The formation of the VI Constitutional Government was approved by the President of the Republic on 11 February 2015. This begins a potential start to a political transition from the pre-independence generation to the younger generation. It is expected that this change will be manifested more deeply in the coming 2017 general elections. Thus the political change the country will see over the next few years has the potential to be large and substantive. At a national level the faces recognisable with independence that have dominated the political scene since 2001 will be facing a number of factors including constitutional mandates. This comes with the implication that they will be more likely to be planning on leaving a legacy instead of planning for a political future and a generational change will occur within politics. STAE and CNE have a central part in managing this process, by continuing the emerging legacy they are creating as trusted, credible and legitimate institutions that deliver democracy to the citizens of Timor-Leste.

At the same time the governance architecture of Timor-Leste is facing some of the most monumental changes it has seen since independence. A raft of eleven pieces of decentralization legislation are currently being developed under the office of the Secretary for State and Decentralization (see Legal Framework for full list and explanation of proposed legislation). Although Government reform in this area has been ongoing since 2003, the current Government publically declared it as a priority for its term and public expectations have been raised. This has seen the pre-deconcentration policy (decree nu. 4/2014, of 22 of January) passed and Oecusse District has been designated as a special administrative and economic zone. The decentralization laws should also provide Suco councils with an official legislative role. Previous Suco councils have not been part of the official government structure. Draft amendments to the law of the Suco were as of February 2015 ready to be discussed by the Council of the Ministers to be discussed and approved, before being forwarded to the National Parliament. The amendments treat Suco's as part of the State administration, an autonomous territorial entity with authority in terms of administration, finance, management of assets and regulatory powers<sup>9</sup>.

Previously, the *suco* councils are focussed on finding solutions to local problems and carrying out necessary local functions. For example, the councils were responsible for conducting a census of the population, promoting the official state languages and maintaining local infrastructure (albeit with no official financial flow).

Apart from the political, legislative and technical exercise that realising a new decentralized governance architecture for Timor-Leste implies, the socialization of what this actually means to citizens will be one of the most important aspects of deepening democracy in Timor-Leste. Aside from constitutional concepts of

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<sup>9</sup> Suco council, by the draft amendment, will have attributions in areas, such as: care and maintenance of traditions and customs; promotion of public order; management and protection of the environment, traditional lands and forests; support the maintenance and development of suco's facilities and infrastructure and existing at the suco level; Promotion and support of food security; Promoting social development; and promotion of local economic development.



what the State is and how it relates to citizens, civic education will need to at the very least build an understanding in the population of what each level of government does and its relationship to citizens in relation to delivery of services and other relevant functions. The socialization of this legislation should form part of a larger civic education strategy, bringing democracy closer to the grassroots level. However basic voter education cannot be ignored. Apart from a new system there will be a large increase of young voters on the register for Suco elections. In July 2012 the number of voters registered in Timor-Leste was 645,624. The estimate by STAE and CNE for October 2015 is 750,000 registered voters. Young voters face many challenges outside political enfranchisement in Timor-Leste, including economic and social dislocation. Civic and voter education alongside socialization of legislation should ideally be accompanied by efforts to increase their political and social worth in the country.

In addition to increasing the knowledge at the local level of these changes and new governance framework, the national level also needs to come to terms with what the proposed 11 pieces of draft legislation mean. Both the Council of Ministers and National Parliament will have to review them, and with little time left before Suco elections it is important that broad, informed and coherent oversight is given to the proposed legislation. Importantly this will involve bringing on board the buy-in of national actors who the legislation will affect most, including political parties, line ministries and civil society.

Political parties will also be able to contest the Suco elections planned for October 2015. A return to a system that was replaced with non-party Suco elections in 2009. The political stakes for these elections are likely to be higher, not only through the virtue of having the party machinery officially involved, but because of an increase of government legitimacy, official functions and importantly funding. One major source of funding will be the Programa Nasional Dezenvolvimentu Suku (PNDS), or National Program for Village Development, is a nation-wide community-driven development program of the Government of Timor-Leste (GoTL). The program provides sucos (villages) with annual grants of approximately USD50,000 up to USD75,000 to plan, construct and manage their own small scale infrastructure projects. Over eight years, the program will deliver community-driven improvements in every village in Timor-Leste. However, the increase of funding should work through the official local government networks and not create a parallel process, and as studies from other parts of the world<sup>10</sup> (also including Indonesia<sup>11</sup>) have shown local democracy can be more vulnerable to corruption and elite capture than the national level. A number of factors intertwine for this to occur, but the bottom line is that decentralization for all its intended benefits will also be a long and complicated process that will politicize local development.

And finally, but not least, the Suco elections will produce new logistical challenges that STAE, CNE, political parties and the PNTL have not encountered before in regards to elections. Draft legislation submitted to the Council of Ministers in January 2015 for the Suco Electoral Law slated that 2225 polling stations should be allocated to run the Suco elections. National elections to-date have only had roughly 800 polling stations per election. For information, that in the last national parliament elections in 2012 formed 640 polling centers and 880 polling stations. From a strict numbers perspective this will be challenging. Each polling center requires one PNTL officer by law and as of February 2015 there were 3,815 PNTL officers. Approximately 13,000 polling officials will be needed, with previous elections only using 8,000-9,000. Plus political party representatives and observer groups will in likely be thinly spread as they attempt to cover the large scale. To compound these logistical challenges STAE and CNE also report budget shortfalls in their ability to implement suco council elections in 2015, with STAE requiring roughly three times their current budget and CNE twice to plug these shortfalls.

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<sup>10</sup> [http://www.idea.int/publications/illicit-networks-and-politics-in-latin-america/upload/Illicit\\_Networks\\_and\\_Politics\\_chapter3.pdf](http://www.idea.int/publications/illicit-networks-and-politics-in-latin-america/upload/Illicit_Networks_and_Politics_chapter3.pdf)

<sup>11</sup> <http://siteresources.worldbank.org/INTJUSFORPOOR/Resources/FightingCorruptioninDecentralizedIndonesia.pdf>



#### **1.4 Women's political participation in Timor-Leste**

Gender-related issues have been actively pursued by the Timorese government since it ratified CEDAW in 2003. The parliament has adopted affirmative action policies such as temporary special measures in political party's candidates' list at the national level.<sup>12</sup> As a result, in the 2012 National Parliament election, women gained 38.46 per cent of the 65 seats in Parliament compared to 29 per cent in 2007. This is the highest representation of women in parliament in the Asia-Pacific region. The number of women appointed to senior government positions has also increased significantly. From 2007 to 2012 there was a 100 per cent increase of women in the government as Ministers, Vice-Ministers and Secretaries of State.

However, temporary-special measures in the national parliament have not translated to gender equality at a leadership level. Nineteen of the 26 political parties in Timor-Leste are led by women, and out of a total of fifty five members of Government, only eight percent are women. The pattern is similar at a local level. Village councils have legislated quotas of three women (two female representatives aged 35 years and over and one female representative aged under 35 years). As suco's vary in size this means the smallest suco council comprising of 9 people will have no less than 33.33% of its members as women, while the largest village council with 39 members will have no less than 8% of its total number of members as women. However, only 2.5% of the 442 village heads are women.

This illustrates that outside the legal framework women still face many challenges in attaining political equality. Factors such as cultural norms, lack of family support, lack of an ability to finance campaigns and limited confidence to pursue a political career all contribute to an explanation of the challenges women still face for political equality. Women (like many people in the districts) also face a general lack of information, and geographical isolation also plays its part.

To promote women's political equality, UN Women has been supporting SEPI (women's machinery) and women's groups in district level consultations to prepare women for suco and municipal elections in all 13 districts. From these consultations District Women's Associations have been established and it will be through these Associations that UN Women will organize and mobilize women's participation and leadership for the upcoming elections. A workshop was conducted end 2014 for women leaders from districts resulting in a collective advocacy on "100 women suco leaders". UN Women will be supporting this advocacy with Patria and the Women's Caucus. However, a civic education strategy that informs women and motivates them to attain their civic and political rights will also be essential in overcoming some of the more culturally engrained barriers that divorce the legal framework from the on-the-ground context.

Additionally, Rede Feto is an umbrella organization for twenty-four women's organizations that have a wide range programmes aimed at increasing awareness and the participation of women in politics, especially in government, parliament and suco governance. Many of these initiatives have focussed on awareness raising and identifying women candidates, although not in coordination or collaboration with political parties.

However, as all elections in Timor-Leste are going to be contested by political parties via list systems, political parties will be the main mechanism through which women candidates will be sourced, recruited, trained and supported. As such any strategy that aims to address women's political participation at the local and national level needs to be engaged more closely with political parties.

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<sup>12</sup>The amendment by the National Parliament in 2011 to Law 6/2006 on elections raised the quota of women candidates in party lists from the previous minimum of one female in every four candidates, to one in three candidates.

In line with Redo Feto and the grass-root efforts the 24 women's civic society organizations are promoting and supporting, including women in the development agenda at the local level would also give women the experience and confidence to pursue politics. Although occupying seats in the suco council, women are often side-lined from being able to make a substantive contribution to local development decisions. As mentioned above the PNDS will raise the amount of money going through suco's for community development, and it is imperative that women be officially involved in this decision making process. Decisions will be made that affect men, women, children and families in terms of where roads are built and access to education and health services. Women involvement in this planning process not only has practical implications for equitable and better informed suco development, but provides women with decision making roles at the local level.

The prominent role played by women in Parliament and other spheres of public life since independence is evidence that this and similar policies have had a positive effect. However, an element of formality still attaches to the legal requirement that women fill every third place on party candidate lists. A more concerted and systematic effort by government and civil society to inform women of the opportunities that are open to them and how they can take advantage of them at a local and national level could give real momentum to women's political equality in Timor-Leste.

### **1.5 Youth**

The large youth demographic in Timor-Leste poses new challenges and opportunities, especially in terms of the proposed decentralization agenda. Political enfranchisement in-terms of registering to vote has been one of the success stories of STAE, but with approximately 100,000 new young voters expected on the registry for suco elections in 2015, political expectations will have to also be met by a strong economic and social compact. The youth played a key role in peace and stability in the resolution of 2006 crisis. In the absence of continual efforts to provide opportunities for young people to engage meaningfully with communities and government in political, social and economic life of the country, the marginalization of youth from development and civic life will persist. Youth unemployment is prevalent, with the Asian Development Bank estimating that in 2012 40% of Timor-Leste's youth population was unemployed<sup>13</sup>.

As such it is imperative that young people are fully aware and engaged of the governance changes that a new decentralization framework will introduce. Aside from being aware of their political and civic rights, an increased understanding and involvement in the process should lead young people to explore a greater range of political, economic, and social opportunities at the local level.

Key to this will be the involvement of youth in local development decisions. Through suco and possible municipal elections, there will be an increased number of opportunities for young people to become elected and contribute to Timor-Leste's development. However, as is the case with women's political participation, political parties will play a central role in this process. The party list system for elections means that political parties play the gatekeeping role for candidate and candidate selection. Young people need to be recruited and trained to be effective candidates, and party structures need to promote the involvement of the youth. And looking forward to 2017 and the national elections, it is not outside the realms of possibility that a new generation of Timorese will come into politics. Sixteen years after independence, and with a voting age of seventeen years, it will be the first election where people will be

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<sup>13</sup> <http://www.adb.org/features/12-things-know-2012-youth-employment>



voting who were not alive when the monumental events of 1999 unfolded. Having them play their part in the democratic framework of Timor-Leste will be important for the future of the nation.

### **1.6 Legal electoral framework**

The Constitution of Timor-Leste and the electoral legal framework<sup>14</sup> guarantees fundamental freedoms in conformity with the International Covenant on Civil and Political Rights (ICCPR), the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and other key international instruments.

The laws pertaining to the parliamentary and presidential elections were revised after the 2007 elections, in line with recommendations made by observer groups, including the strengthening of CNE's autonomy and the increase in women's quota on the candidate lists (from one in every four slots to one in every three slots). The National Parliament has a five-year term, and the Constitution provides that the Parliament should have between 52 and 65 members. According to the Law on National Parliament Elections, the 65 members of Parliament are elected in one single national constituency, through a closed and blocked-list proportional representation system. All parties need to win at least 3 per cent of valid votes to gain representation in Parliament.

The President has a five-year term that is renewable only once. The President is elected in one single constituency, by an absolute majority. If no candidate gains over 50 per cent of the vote in the first round, a second round of voting takes place between the two candidates who earned the highest number of votes in the first round.

The Government of Timor-Leste has been working on developing a framework for decentralization and local government since 2003, as a constitutional requirement. The need to hold Municipal elections is in the context of the Timor-Leste's decentralization plan, and is a key reform agenda for the Government. Three laws<sup>15</sup> related to decentralization will need to be passed by Parliament before there is clarity on the timetable and scope of these elections. As of January 2013 there is still no approved decentralization policy or legal framework for Timor-Leste (including those defining the boundaries, structure and municipality electoral law); however, in January 2014 the government approved a Decree Law on Administrative Pre-concentration to establish pilot local government structure in some districts toward decentralization as mandated by the Constitution RDTL 2002.

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<sup>14</sup> In addition to the Constitution of Timor-Leste, the applicable legal framework related to elections in Timor-Leste is as follows:  
Law No. 6/2011 of 22 June 2011, the first amendment to Law No. 5/2006 of 28 December 2006 regulates the status and mandate of the electoral management bodies, the CNE and STAE, of Timor-Leste;  
Law No. 7/2011 of 22 June 2011 is the second amendment to Law No. 6/2006 of 28 December 2006, regulating the National Parliament election, subsequently amended by Law 1/2012;  
Law No. 7/2006 of 28 December 2006, regulating the Presidential elections, subsequently amended by the following three laws: Law 8/2011, Law 2/2012 and Law 7/2012;  
Regulation on the presentation of candidates for the election of deputies for the National Parliament (No.01/STAE/X/2011);  
Regulation on the presentation of candidates for the election of the President of the Republic (No. 02/STAE/X/2011);  
Regulation on the electoral campaign for the Presidential and Parliamentary elections (No. 03/STAE/X/2011), and  
Regulation 04/STAE/X/2011 on the Voting, Counting and Tabulation Procedures for the Presidential and Parliamentary Elections;  
Various Codes of Conduct for political parties and party coalitions, candidates, national and international observers, party agents and the media.

<sup>15</sup> One is on the demarcation of Municipal boundaries, another on the competencies of the municipal entities, including whether mayors will be elected directly or indirectly (by the municipal assembly), and a law on municipal elections. There have been previous drafts for these laws, but it is unclear if these drafts would be submitted to the Council of Ministers, or would need to be redrafted before they go to the Council of Ministers. Once passed by the Council of Ministers, it would still need to go through hearings in Parliament. There has been some discussion that the municipal assembly may contain between 10 to 15 members, and that Municipal elections will be held in a staggered manner, starting possibly from Dili, Baucau and Oecussi. Another question is whether Municipal elections will be party-based.



In addition to the Constitution of Timor-Leste, the applicable legal framework related to elections in Timor-Leste is as follows:

Law on the Election of the President of the Republic:

- Law no. 7/2006, of 28 December 2006;
- Law no. 5/2007, of 28 of March (First Amendment to Law no. 7/2006 of 28 December):
- Law no. 8/2011, of 22 June (Second Amendment to Law no. 7/2006 of 28 December):
- Law no. 2/2012, of 13 January (Third Amendment to Law no. 7/2006 of 28 December):
- Law no. 7/2012 ( Fourth Amendment to Law no. 7/2006 of 28 December):

Law on the Election of the National Parliament:

- Law No. 6/2006, of 28 December);
- Law No. 6/2007, of 31 May (First Amendment to Law No. 6/2006):
- Law no. 7/2011, of 22 June (Second Amendment to Law no. 6/2006 of 28 December):
- Law no. 1/2012, of 13 January (Third Amendment to Law no. 6/2006 of 28 December).

Law on the Elections of the Community Leadership:

- Law No. 2/2004, 27 of June, on Community Leadership/Suco;
- Decree Law No. 05/2004, 04 of April, on Community Authorities;
- Law No. 3/2009, 08 July, (first amendment to Law 2/2004);
- Now, there is already a draft of the second amendment to law 2/2004;

Law on the Electoral Management Bodies :

- Law no 5/2006, of 28 December;
- Law no 6/2011, of 22 June (First amendment to Law no 5/2006 of 28 December):
- Decree Law No. 35/2008, of 3 of September, on Rules on Remuneration for the Commissioners of the National Commission for Elections;
- In fact, now, there's a draft to the next amendment and is already in commission A of National Parliament to be discussed, including a public hearing of the relevant entity, before being taken to the plenary for discussion and approval. Originally there were only two articles of amendment, especially related to the remuneration of the commissioners, but now comes the desire of the people's representatives to do a more comprehensive amendment, including redefinition on status of the two existing electoral institutions to be maintained as the actual status quo or transforming both into only one body.

Electoral regulations:

- No: 01/STAE/X/2011, Regulation on submission of candidacies for the election of People's representatives to the National Parliament;
- No: 02/STAE/X/2011, Regulation on the Presentation of Candidacies for the election of the President of the Democratic Republic of Timor-Leste;
- No: 03/STAE/X/2011, Regulation on Electoral Campaign for parliamentary and presidential elections;
- No: 04/STAE/X/2011, Regulation on the Procedures of Voting, Counting and Tabulation of the results for Presidential and Parliamentary Elections

Codes of Conduct:

- No: 05/STAE/X/2011, Code of Conduct for Political Parties and Party Politician's for the Election of People's Representatives to National Parliament;
- No: 06/STAE/X/2011, Code of Conduct for Candidates Running for the Presidency of the Democratic Republic of Timor-Leste;
- No: 07/STAE/X/2011, Code of Conduct for National and International Observers for the Presidential and Parliamentary Elections (2012);
- No: 08/STAE/X/2011, Code of Conduct for candidate agents for presidential and parliamentary elections;
- No: 09/STAE/X/2011, Code of Conduct for Media Professionals for the Presidential and Parliamentary Elections

One challenge faced with the creation of the legal framework has been that revision of the electoral legislation, especially for the general election, typically occurs just a few months before the elections. This, in practice, has created challenges for both CNE and STAE as each revision requires adjustments to the existing rules/regulations and code of conducts.

As mentioned previously, the Government of Timor-Leste has been working on developing a framework for decentralization and local government since 2003, as a constitutional requirement. The need to hold Municipal elections is in the context of the Timor-Leste's decentralization plan, and is a key reform agenda for the Government. Three laws related to decentralization will need to be passed by Parliament before there is clarity on the timetable and scope of these elections. As of January 2013 there is still no approved decentralization policy or legal framework for Timor-Leste (including those defining the boundaries, structure and municipality electoral law); however, it is expected that the new laws will be drafted by the government and approved by parliament in 2013.

In the framework of decentralization, MAE, through SEDA - aside from the draft law amendment to the Law 3/2009, on suco -, has prepared a number of draft laws, ranging from laws, decree-laws, government decrees to the Government Resolutions. Some of them are new, in addition to the draft for the revision of the laws or decree laws that already exist and, all now been delivered and waiting to be discussed in the Council of Ministers. All draft legislation referred to can be seen, such as the following.

1. Draft of Municipal Electoral Law;
2. Draft Law of amendment to the Law No. 3/2004, 14 of April, on the political parties;
3. Draft Law on Municipal Finance, procurement and assets;
4. The draft law on electoral registration;
5. Draft Decree Law on the first amendment to the Decree Law No. 4/2014, 22 of January, on organics statute of the administrative pre-deconcentration;
6. Draft Decree Law on the first amendment to the Decree Law No. 19/2014, of June, on the statute of the leadership of the administrative pre-deconcentration;
7. Draft Decree Law regulating the recruitment and remuneration system for leadership positions from Pre-Desconcentration structure;
8. Draft Decree Law which regulates the composition, organization and work Conselhos Municipios and Assembleias Postos Administrativos;
9. Draft Decree Law on the first amendment to Decree Law No. 01/2007, of January, on the organic statute of STAE;
10. Draft Decree Law on the new status of the National Commission for Public Service;
11. Draft Decree Law on the second amendment to Decree Law No. 27/2008, of 11 august, on leadership career of public administration;



12. Government Decree on the national program for administrative deconcentration;
13. Government Decree on construction, management on cemeteries;
14. Draft Government Resolution on the national program of deconcentration;
15. Draft Government Resolution on the politics of decentralization and Poder Local (local authority);

### **1.7 Electoral Management Bodies of Timor-Leste**

**The National Electoral Commission (CNE)** is an independent body that monitors and supervises the electoral process, with responsibility to adjudicate election-related complaints and the national tabulation of votes. CNE was established later than STAE, but in only five years, it has developed a secretariat and built up a good reputation and is perceived to be independent. CNE's main functions are to:

- Supervise the electoral process;
- Ensure the enforcement of constitutional and legal provisions;
- Approve the electoral subsidiary legislation as well as the codes of conduct for candidates, observers, monitors and media professionals;
- Promote the objective clarification to citizens about the electoral act through the media;
- Ensure equality of treatment for citizens in all acts of voter registration and electoral operations;
- Ensure equality of opportunities and freedom of propaganda of candidacies during the electoral campaign;
- Examine and certify party coalitions for electoral purposes;
- Notify the Office of the Public Prosecution about any acts known to it that may amount to electoral offence;
- Tabulate votes at the national level;
- Prepare and submit the national provisional results to the Court of Appeals so that the final results of the general elections can be validated and proclaimed;
- Perform other functions assigned to it by law

**The Technical Secretariat for Electoral Administration (STAE)** is responsible for the administration and organization of elections, and is placed under the Ministry of State Administration. STAE was established in 2003, and its main functions are to:

- Conduct voter registration of eligible voters as provided under the law;
- Draft subsidiary legislation;
- Design and conduct voter education;
- Support the Court of Appeal and CNE in the process of verification of eligibility of candidates;
- Train electoral staff, political parties and party agents;
- Carry out accreditation of observers and party agents;
- Conduct polling;
- Count and tabulate votes (initial counting and tabulation at district level)

The division of tasks between the two bodies charged with electoral administration is mirrored in the assignment of responsibility for civic education to CNE and for voter education to STAE. In contrast to the CNE's civic education, which is an annual routine programming, as well as in the pre-election period, STAE's voter education just run a few months before an election.



## SECTION 2: PROGRAMME STRATEGY

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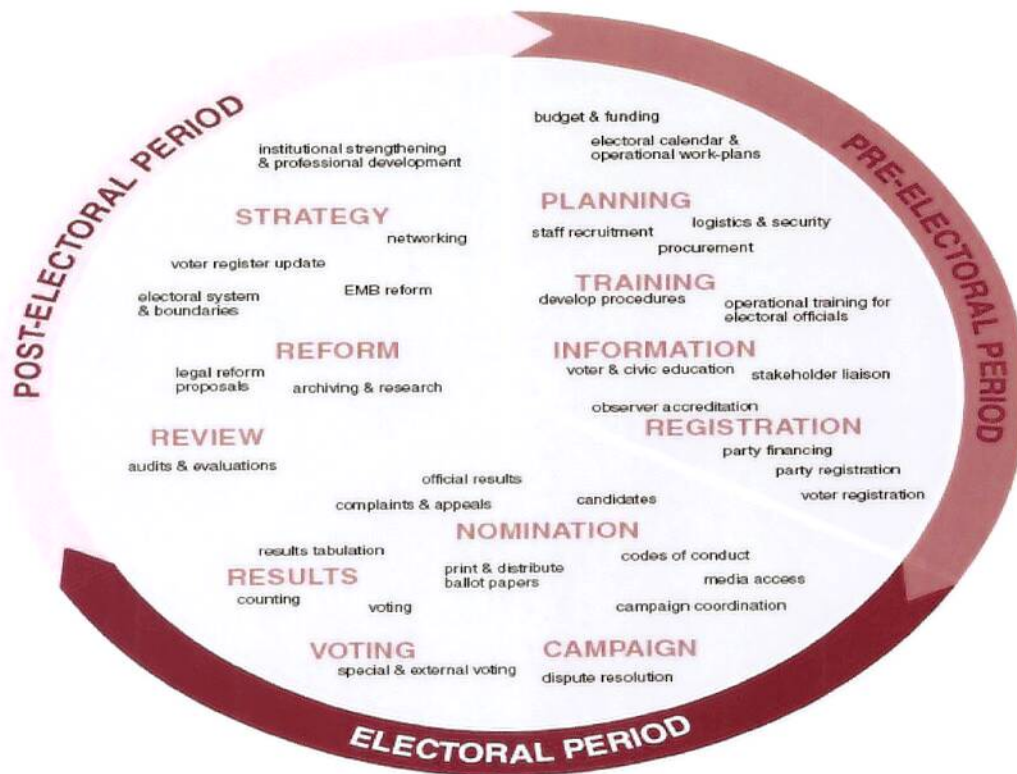
The premise of the project is to base its impact within the broader aspects of UNDPs democratic governance programme. As such, the project will link and reinforce programming in other areas related to gender equality, parliament, local level development and decentralization. The electoral components will follow the electoral cycle approach, which aims to contribute to the process of creating and sustaining an environment for inclusive and responsive electoral and political processes. As the primary means through which people express their preferences and choose their representatives, elections are a powerful democratic governance tool of voice, accountability and, ultimately, human development. Aside from STAE and CNE, a broad range of stakeholders will be targeted to ensure that both election institutions and democratic actors have their capacity built to ensure the sustainability of assistance, and consolidation of local and national democracy.

While the electoral component will be the projects central theme, it aims to reinforce the technical, political and social impact that Timor-Leste's governance reforms aim to achieve over the next three year period. As such, a key component undercutting all electoral events will be an increased focus on civic education to consolidate the civic and political understanding of Timorese citizens, and to promote a closer social contract between citizens and the State at the local and national level.

Given the possibility of elections in every year of the project, it will also follow a phased approach:

Areas to be emphasized in Phase I (2015) include: capacity assessment of STAE and CNE, particularly at the District level; an audit of the voter registry; support CNE and STAE to implement suco election; legal and IT assistance to both institutions; promotion of women and youths participation in politics through political parties; socialization of decentralization legislation at local communities; and sustained civic education support.

Areas to be emphasized in Phase II (2016-17) include: voter registration; strategic planning and resource allocation of STAE and CNE; development of standard operating procedures and training programmes for elections staff; limited support to national (and possible municipal) elections; consolidate legal and IT capacity in STAE and CNE; sustain district capacity of STAE and CNE officials; continue civic education and women and youths political participation work.



## 2.1. Project Components

### Project Outcome:

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

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

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

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

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



Timor-Leste is a young nation making the transition from post-conflict state to a stable consolidated democracy. The population seems to have clear sense of how to vote with voters' understanding of voting procedures evaluated by EU observers as good or outstanding in 86% of the polling stations observed in 2012. However, maintaining public information and training on voter education through STAE, and developing the capacity of CNE and other stakeholders to inform the public on the development of democracy and elections in Timor-Leste are two key areas that deserve extra support.

However, with a new suco council law and eleven pieces of decentralization expected to become legislation before suco elections in October 2015, extra challenges will be created. The first challenge involves having a wide range of actors and opinions informing the legislative process to ensure that there is political buy-in and understanding of the legislation. The second is that when it is passed a new governance structure will become a part of Timor-Leste, with implications for service delivery, accountability, transparency and the political participation and opportunities of all citizens. All citizens should understand what this new structure is, where they fit in it and how they can maximise their participation in it.

Continual amendments and/or introduction of new laws has in the past created a challenge for CNE to conduct civic education, and promote better understanding of the electoral process and the rules for stakeholders, political parties, CSOs and journalists. Efforts to enact electoral laws and regulations in a timely manner will help enhance civic education efforts and general understanding. In addition, it is important that STAE and CNE makes publically available all voter and civic education information alongside all relevant information on electoral operations to sustain the public's trust, and institutional transparency, already developed in the two institutions.

Outside government and state institutions, CSOs in Timor-Leste have played a significant role in civic education as well as in electoral observation. However, most (if not all) CSOs still heavily rely on international donor funding for their activities and as donor funding decreases their sustainability will be questioned. A lessons learned exercise on how effective the CSOs have been in civic education and how they can become more sustainable would be very useful.

#### Indicative Activities:

- Facilitate stakeholder consultations on the draft decentralization legislation
- Develop a national to local socialization strategy for legislation that targets all key groups including political parties, voters, government officials, CSOs ect.
- Conduct a mapping of local think tanks, and identify opportunities for supporting (or creating) think tanks that can develop evidence-based policy on key issues related to governance in Timor-Leste
- Conduct a lessons learned exercise on effectiveness of CSOs in delivering civic education
- Support select CSOs develop more sustainable and cost-effective structures to deliver civic education
- Assist CSOs access to information on civic and voter education
- Assist the CNE and other relevant government departments in developing a long-term and holistic civic education strategy that focuses on civic and political rights
- Mentor and work with CNE in development and outreach of civic education strategies
- In particular, the strategy should focus on building the capacity of district offices to be focal points for civic education
- Facilitate engagement between the CNE and the Ministry of Education to develop and incorporate a stronger civic education component into primary and secondary level education curriculum
- Assist CNE develop primary and secondary education components on the development of democracy and elections in Timor-Leste



- Cascade training of teachers on the development of democracy and elections in Timor-Leste implemented
- Electoral laws and regulations to be fully translated into Tetum to make it more accessible to, and understood by, all stakeholders, including the voters, political parties, domestic observers, media and EMB staff.
- CNE and STAE to publish on their websites new and current regulations, decisions and initiatives and election results broken down to voting centre level to ensure transparency and public trust in the electoral process
- Provide stronger support to political parties to build sustainable capacities in the lead up to the next electoral event, if not through the District Resource Centres, then through impartial, permanent premises such as CNE district training facilities
- Assist STAE finalise and implement a voter education and information plan for the continuous voter registration update and for the other upcoming electoral processes
- Communications plan developed for voter registration education tied into broader education strategy as above, and implemented by CNE and STAE

**Output 2: Increased Political Participation of Women and Youth at the Local and National Level**

As previously mentioned, the full realisation of women and youth's political, economic and social rights still faces many hurdles. A solid legal framework is an excellent start, and politically, representation of women in national parliament is one of the highest in the region. However, youth and women still face challenge playing substantive and leadership roles in local and national level development.

Additionally, young people have previously been associated with violence and conflict in Timor-Leste. Banning of martial arts groups has been one response to dealing with the problem, but little analysis seems to have been conducted on building evidence to develop a strategy that addresses the root causes of this. As an example a resolution passed in March 2014 by the National Parliament which defined a number of threatening actions and criminal activities of "illegal groups". In April the police and military forces conducted a joint operation to arrest members of these groups and confiscate illegal military uniforms. Yet a broader coherent programme that provides opportunities for young people to take alternative paths has not been developed, and many young people continue to sit outside the formal governance system with the exception of the law and justice sector.

UN Women have been very active in support the political participation of women, and it is recommend that the project works closely with UN Women to support, and complement their initiatives. The challenges for women's equality are deeper, and more historically and culturally based than a political participation strategy can address. And it is these factors that contribute directly to the low level of women's participation in decision making positions in politics and government. Thus, working with organizations and programmes that places women's political participation in the broader context of gender equality will be essential to making substantive and sustainable changes.

- Coordinate with UN agencies, stakeholders and donors to develop an advocacy campaign on increasing women and youth's political participation leading to the 2015 suco, 2016 Municipal elections
- Organize an implement a values survey, that articulates the motivations, aspirations and challenges for youth in Timor-Leste
- Using survey results (and together with UNICEF, UNFPA, relevant government institutions, CSOs and political parties) develop a strategy that links the political, social and economic enfranchisement of youth into the Timorese governance structure.

- Also using survey results, develop an initiative that engages youth in discussing, planning and implementing local and national level development priorities.
- Develop and implement a strategy that targets young people to contest in suco, municipal and national level elections
- Develop a strategy with UN Women that aims places women's political leadership and participation within a broader gender equality strategy
- Work with political parties (national and local branches) to develop a strategy that targets the identification, training and promotion of women and young people as candidates in local and national level politics
- Ensure all civic education strategies by CNE, government institutions and CSOs have gender and youth focuses
- Facilitate engagement between CSOs working on women's political participation with official structures such as political parties
- Work with UN Women and SEM to support District Women's Associations to organize and mobilize women's participation and leadership for the upcoming suco elections
- In cooperation with the pre-secondary and secondary education, both public and private, develop and implement civic education curriculum to foster a sense of citizenship and civic responsibility



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

Across both CNE and STAE there is still a recognized need to consolidate the gains made in capacity development of staff since 2007. This is especially relevant as the current electoral cycle sees a new Director General of STAE in charge of his first series of elections, and a CNE that recently had eight out of its fifteen commissioners as new appointments, a new president and structural adjustments. All new commissioners and staff in CNE and STAE who were and/or to be appointed and recruited in this electoral cycle will require strengthening their capacity to perform their roles and responsibilities and support to better understand the technical, legal and political issues relevant to the implementation, management and supervision of electoral processes. This capacity will need to be built before the next community (and possible municipal) elections in 2015 and 2016. To increase the sustainability of any capacity building efforts, it is recommended that the institutional capacity of the CNE secretariat and STAE be strengthened to independently conduct trainings and capacity development initiatives of their commissioners and staff (particularly at the district level) in the future.

In addition to continual capacity building initiatives that aim to preserve the institutional memory of CNE and STAE at the national level, both EMBs have offices in each district that require strong institutional development. The success of presidential and parliamentary elections in 2012 was the result of a strengthened CNE and STAE at the national level where most capacity building efforts and international assistance was targeted. However, complementing the consolidation of this work, district level CNE and STAE offices and officers require capacity development to be able to fulfil their in-between election event mandates on such areas such as civic education and voter registration. With decentralization one of the key governance agenda items for Timor-Leste over the current political cycle, an opportunity exists to build sub-national capacity of the two respective electoral management bodies. In addition, developing public administration skills training related to recruitment, finance management, research, drafting reports, information technology awareness, document and record keeping for effective results management would assist in the continual professionalization of both EMBs. It is important however that a gender perspective is maintained through all recruitment and training, with women still occupying the minority of positions in both CNE and STAE.

Both STAE and CNE leadership have identified legal capacity as one of the weaknesses in their organizational structures, where they will require continued technical support from the UN in the coming years.

A key focus area for the project from 2015 to 2018 will be to support CNE and STAE in the drafting and revision of the electoral legal framework and subsidiary legislation. A clear and comprehensive electoral legal framework is fundamental to the strengthening of the EMBs. The Project will provide legal advice to STAE for the drafting of the legal framework which defines the status of the national EMBs including their accountability, powers, responsibilities and functions. Through this legislative and regulatory development, the EMBs are able to ensure effectiveness and integrity in all matters relating to electoral processes. To promote sustainability of the legal advice being provided, a co-current training programme on specific legal knowledge and skills required to navigate the electoral processes and systems in Timor-Leste will be developed and run through the Legal Training Centre. This training programme can then be institutionalized to assist both STAE and CNE maintain a basis of institutional memory and training programme to build capacity in future staff.

Indicative Activities:

- Identify areas for improvement in the capacity of the CNE Commissioners, STAE leadership, CNE and STAE Secretariat and staff for effective management and implementation of electoral processes and operations that meet international obligations, commitments and principles, and that reflects the will of the voters
- Design and implement a capacity development plan for both CNE and STAE based on above assessment
- Support to BRIDGE<sup>16</sup> and other relevant training of new CNE Commissioners/staff and STAE staff at both HQ and district level base on thematic areas outline in capacity development plan
- Develop institutional human resource management strategies for CNE and STAE, with a focus on public administration skills training- for both HQ and district-level staff on finance management, research, drafting reports and expressions of interest, documentation, information technology awareness, document and record keeping for effective results management as per the capacity development plan.
- Develop and implement office management system for CNE
- Development of gender balanced Terms of Reference (TORs) and recruitment strategy for all CNE and STAE staff
- Develop and conduct performance appraisals for all staff, linked to a timeline of duties.
- Develop asset management capacity, including audit of assets and logistical needs for future elections as per the capacity development plan
- Develop joint working group between STAE, CNE, UNDP and UNWOMEN to ensure gender mainstreaming on both national and district-level
- Legal capacity strengthened in CNE and STAE through support by International Legal Adviser
- Support the design, development and conduct of an intensive legal drafting training programme for selected CNE and STAE staff through the Legal Training Centre in Dili<sup>17</sup>
- Review and reform political finance regulations, monitoring and enforcement; review CNE's auditing practice and the outside capacity it relies on to examine political parties' accounts.
- Assist in drafting new laws and regulations, upon request by the government- including the new framework on decentralization and municipal elections

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

Based on the National Constitution, voter registration in Timor-Leste is a compulsory duty of all citizens aged 16 years, but only citizens aged 17 and over can participate in the electoral process. The continuous voter registration update by STAE is aimed to provide an opportunity for new voters to register for the first time, and for voters already registered to revise their data, if necessary. The voter registration exercise in the lead up to elections in 2012 produced an up to date voters' list maintained in a centralized database that can be updated for future elections. However, maintaining the quality and accuracy of the register will be a major challenge for the 2013-2018 electoral cycle, especially with suco elections scheduled for 2015 and the prospect of municipal elections in 2016. Aside from an audit of the system to ensure its integrity, building the professional IT capacity of STAE to manage and, particularly, to program the system will be essential.

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<sup>16</sup> BRIDGE stands for Building Resources in Democracy, Governance and Elections. It is a modular professional development program with a particular focus on electoral processes. BRIDGE represents a unique initiative where five international leading organizations in the democracy and governance field have jointly committed to developing, implementing and maintaining the most comprehensive curriculum and workshop package available, designed to be used as a tool within a broader capacity development framework.

<sup>17</sup> Through the Legal Training Centre and a number of staff from different institutions have been trained since in Legal Drafting since 2011. These include the Ministry of Justice, Provedoria for Human Right and Justice, the Parliament and the President of the Republic's office.



Continual voter registration should also give special attention to women in rural areas, elders, illiterate people and disabled people.

Another major boost for STAE's work would be to create an electoral results management system that could be coordinated with data from the voter registration system and displays sex-disaggregated data. A strong electoral results management system linked to other existing data-bases would assist STAE in their logistical planning for future elections, and provide it with a stronger ability to develop voter registration and education strategies in key areas and segments of the population that might be electorally and politically disenfranchised. As an example, for the 2012 parliamentary elections there was a perception among women's groups that voter turnout among women was considerably lower than men's despite women constituting 49 per cent of 645,624 registered voters. This information could, however, not be verified, as sex-disaggregated data on voter turnout were not collected for any of the elections in 2012. By compiling and disclosing voter turnout disaggregated by sex, STAE could more effectively develop and target its voter education strategies.

#### Indicative Activities:

- Conduct a voter registration systems audit to ensure the accuracy of updating the voters' list, and advise on the sustainability of managing the database and whether could be used as a basis for creating an accurate and effective civil registry
- Assist STAE develop improved mechanisms for maintaining the accuracy of the voter register on a continuous basis in a cost-effective and sustainable manner
- Training of electoral officials at STAE in programming, using and maintaining the voter registry database
- Policy and strategy developed to include unregistered voters, including those who have recently turned 16, into the Voter Registry
- Supports STAE to expand the scope of services for the registration of voters to the villages and/or the remote areas.
- A study completed to inform national authorities on the benefits and disadvantages of conducting voter registration and voting abroad for the 2017 national elections
- Continued support to STAE HQ and district offices in updating the Voter Register
- Continued IT support to updating voter registration database administered by STAE, and day to day IT requirements including website maintenance of STAE and CNE
- Support the development of an electoral results management system that is able to coordinate and match data with the voter registration system and display sex-disaggregated data<sup>18</sup>
- Train STAE and CNE staff on IT skills, with particular focus on STAE's ability to manage the voter registration and results management systems
- Conduct evaluation of costs and benefits of outsourcing work such as graphic design or database management

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<sup>18</sup> Women make up 49 per cent of 645,624 registered voters<sup>18</sup> in Timor-Leste. Voter turnout for women in the 2012 Presidential and Parliament elections could not be verified as sex-disaggregated data on voter turnout were not collected for any of the elections in 2012.

SECTION 3: RESULTS AND RESOURCES FRAMEWORK (April 2015 - April 2018)

a. Annual Work Plan 2015

Expected Outputs	Planned Activities	Timeframe				Responsible Party	Amount USD	Description of intervention
		Q1	Q2	Q3	Q4			
<p><b>Output 1:</b> Enhanced civic knowledge, awareness, and engagement of citizens in local and national democratic processes</p> <p><b>Baseline:</b> Currently no voter or civic education strategies in STAE, CNE or CSOs</p> <p><b>Indicator:</b> Development of strategies on civic and voter education</p> <p><b>Target:</b> STAE and CNE have developed and implemented voter and civic education strategies by projects completion</p>	<ul style="list-style-type: none"> <li>Facilitate stakeholder consultations on the draft decentralization legislation</li> </ul>	X	X			UNDP, STAE, UNWOMEN, CSOs	\$50,000	Workshops Training
	<ul style="list-style-type: none"> <li>Develop a national to local socialization strategy for legislation that targets all key groups including political parties, voters, government officials, CSOs ect.</li> </ul>	X	X	X				
	<ul style="list-style-type: none"> <li>Electoral laws and regulations to be fully translated into Tetum</li> </ul>	X	X			UNDP, STAE, CNE, UNWOMEN, CSOs	\$50,000	Translation
	<ul style="list-style-type: none"> <li>Conduct a mapping of local think tanks, and identify opportunities for supporting (or creating) think tanks that can develop evidence-based policy on key issues related to governance in Timor-Leste</li> </ul>				X			
	<ul style="list-style-type: none"> <li>Assist CSOs access to information on civic and voter education</li> </ul>		X	X	X	UNDP, STAE, CNE, UNWOMEN, CSOs	15,000	National Consultant to conduct mapping
	<ul style="list-style-type: none"> <li>Assist CNE and STAE to publish on their websites new and current regulations, decisions and initiatives and election results broken down to voting centre</li> </ul>							
	<ul style="list-style-type: none"> <li>Assist STAE finalise and implement a voter education and information plan</li> </ul>					UNDP, STAE, CNE, UNWOMEN, CSOs	National CD Specialist: \$25,000 Training Materials Development: \$50,000	Training and capacity development
	<ul style="list-style-type: none"> <li>Provide stronger support to political parties through the District Resource Centres and CNE district training facilities.</li> </ul>							
	<ul style="list-style-type: none"> <li>Communications plan developed for voter registration education tied into broader education strategy</li> </ul>					UNDP, STAE, CNE, UNWOMEN, CSOs	Resource Centers cost: \$100,000	Operational Cost of Resource Center
	<ul style="list-style-type: none"> <li>Coordinate with UN agencies, stakeholders and donors to develop an</li> </ul>		X	X	X			
<b>Total Cost Output 1</b>			X	X	X		<b>\$290,000.00</b>	
<b>Output 2:</b> Increased political participation of women and youth	<ul style="list-style-type: none"> <li>Coordinate with UN agencies, stakeholders and donors to develop an</li> </ul>		X	X	X	UNDP, STAE,	<b>UNDP:</b>	Training and



<p>at the local and national level <b>Indicator:</b> No baseline data exists on women and youths aspirations and motivations for political participation <b>Target:</b> Implement survey to create baseline data on why women and youth would chose to be engaged in political processes</p>	<p>advocacy campaign on increasing women and youth's political participation leading to the 2015 suco, 2016 Municipal elections</p> <ul style="list-style-type: none"> <li>Develop and implement a strategy that targets young people to contest in Suco, municipal and national level elections</li> <li>Work with UN Women and SEPI to support District Women's Associations to organize and mobilize women's participation and leadership for the upcoming suco elections</li> <li>Develop a strategy with UN Women that aims places women's political leadership and participation within a broader gender equality strategy</li> <li>Work with political parties (national and local branches) to develop a strategy that targets the identification, training and promotion of women and young people as candidates in local and national level politics</li> <li>Facilitate engagement between CSOs working on women's political participation with official structures such as political parties</li> <li>Organize an implement a values survey, that articulates the motivations, aspirations and challenges for youth in Timor-Leste</li> </ul>	<p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p>	<p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p>	<p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p>	<p>CNE, UN Women, UNICEF, SEPI</p>	<p>Training: \$50,000 <b>UN Women:</b> Company contract for value survey: \$ 30,000 International gender equality consultant (survey): \$18,500</p> <p>National Gender Equality programme specialist: \$13,500 (6 months)</p> <p>National consultancy: \$50,000 (district trainings, coordination)</p> <p>Advocacy and communication materials development and dissemination: \$28,000 Printing: \$10,000</p>	<p>capacity development Company contract for value survey</p>
<b>Total Cost Output 2</b>							
<p><b>Output 3:</b> Enhanced institutional capacity of CNE and STAE to manage and implement national and local elections through an electoral cycle approach <b>Indicator:</b> Development of capacity development plans for STAE and CNE and percentage of them implemented by the end of the project <b>Target:</b> 75% of capacity development plans implemented by CNE and STAE by end of project</p>	<ul style="list-style-type: none"> <li>Conduct a capacity assessment of CNE and STAE</li> <li>Design and implement a capacity development plan for both CNE and STAE based on above assessment</li> <li>Support to BRIDGE and other relevant training of CNE Commissioners/staff and STAE staff at both HQ and district level in-line with capacity development plan</li> <li>Develop institutional human resource management strategies for CNE and STAE</li> <li>Development of gender balanced</li> </ul>	<p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p>	<p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p>	<p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p>	<p>UNDP, UNICEF, UN Women, STAE, CNE, CSOs</p>	<p>Legal Advisor (2) 1 for CNE and 1 for STAE= \$450,000</p> <p>Institutional Capacity Development Specialist/Chief Technical Advisor= \$261,301 (International)</p> <p>Training cost = \$ 50,000</p>	<p>IC for Legal Advisor IC for Capacity Assessment Training</p>





National Operations Manager	\$25,000
National Administration and Finance Assistant	\$15,000
Drivers (2)	\$10,000
Project Operation Cost	\$50,000
Procurement of Vehicles and Project Office Equipment	\$100,000
<b>Total Project Office Cost</b>	<b>\$240,000.00</b>
<b>Total Programme Cost</b>	<b>\$1,798,301.00</b>
<b>Cost recovery GMS (8%)</b>	<b>\$143,864.08</b>
<b>Grand Total Cost First Year</b>	<b>\$1,942,165.08</b>

**b. Annual Work Plan 2016**

Expected Outputs	Planned Activities	Timeframe				Responsible Party	Amount USD	Description of intervention
		Q1	Q2	Q3	Q4			
<p><b>Output 1:</b> Enhanced civic knowledge, awareness, and engagement of citizens in local and national democratic processes</p> <p><b>Baseline:</b> Currently no voter or civic education strategies in STAE, CNE or CSOs</p> <p><b>Indicator:</b> Development of strategies on civic and voter education</p> <p><b>Target:</b> STAE and CNE have developed and implemented voter and civic education strategies by projects completion</p>	<ul style="list-style-type: none"> <li>Create or support local think tanks based on mapping in 2015 to develop evidence-based policy on key issues related to governance in Timor-Leste</li> <li>Conduct a lessons learned exercise on effectiveness of CSOs in delivering civic education</li> <li>Support select CSOs develop more sustainable and cost-effective structures to deliver civic education</li> <li>Assist the CNE and other relevant government departments in developing a long-term and holistic civic education strategy that focuses on civic and political rights</li> <li>Mentor and work with CNE in development and outreach of civic education strategies to the districts</li> <li>Facilitate engagement between the CNE and the Ministry of Education to develop and incorporate a stronger civic education component into primary and secondary level education curriculum</li> <li>Assist CNE develop primary and secondary education components on the development of democracy and</li> </ul>	X	X	X	X	UNDP, STAE, CNE, UNWOMEN, CSOs, Think Tanks	\$50,000	Workshops Training
				X			\$50,000	Translation
					X		\$15,000	National Consultant to conduct mapping
			X	X	X	X	National CD Specialist: \$25,000 Training, Civic Education & Voter Education Materials \$50,000	Training and capacity development
			X	X	X	X		
			X	X	X	X		
			X	X	X	X		
			X	X	X	X		











as graphic design or database management								
	• Continued IT support to updating voter registration database administered by STAE, and day to day IT requirements including website maintenance of STAE and CNE	X	X	X	X	X		
• Train STAE and CNE staff on IT skills, with particular focus on STAE's ability to manage the voter registration and results management systems	X	X	X	X	X			
<b>Total Cost Output 4</b>								
<b>Project Management</b>								<b>\$307,000.00</b>
	DPC Cost							\$40,000
	National Operations Manager							\$25,000
	National Administration and Finance Assistance							\$15,000
	Drivers (2)							\$10,000
	Project Operation Cost							\$50,000
<b>Total Cost Project Office</b>								
								<b>\$140,000.00</b>
<b>Total Programme Cost</b>								
								<b>\$1,698,301.00</b>
<b>Cost recovery GMS (8%)</b>								
								<b>\$135,864.08</b>
<b>Grand Total Second Year</b>								
								<b>\$1,834,165.08</b>

**c. Annual Work Plan 2017**

Expected Outputs	Planned Activities	Timeframe				Responsible Party	Amount USD	Description of intervention
		Q1	Q2	Q3	Q4			
<b>Output 1:</b> Enhanced civic knowledge, awareness, and engagement of citizens in local and national democratic processes <b>Baseline:</b> Currently no voter or civic education strategies in STAE, CNE or CSOs <b>Indicator:</b> Development of strategies on civic and voter	• Support local think tanks to develop evidence-based policy on key issues related to governance in Timor-Leste	X	X	X	X	UNDP, STAE, CNE, UNWOMEN, CSOs, Think Tanks	\$50,000	Workshops Training
	• Support select CSOs in delivering civic education	X	X					
	• Assist CSOs access to information on civic and voter education	X	X	X	X		\$50,000	Translation
	• Through CNE implement long-term and holistic civic education strategy that focuses on civic and political	X	X	X	X		\$15,000	National Consultant

education	rights	X	X	X	X	X	X	X	X	X	X	to conduct mapping
<p>education  <b>Target:</b> STAE and CNE have developed and implemented voter and civic education strategies by projects completion</p>	<ul style="list-style-type: none"> <li>Build the capacity of district offices to be focal points for civic education</li> <li>Through CNE and the Department of Education implement stronger civic education component into primary and secondary level education curriculum</li> <li>Cascade training of teachers on the development of democracy and elections in Timor-Leste implemented</li> <li>Electoral laws and regulations to be fully translated into Tetum to make it more accessible to, and understood by, all stakeholders, including the voters, political parties, domestic observers, media and EMB staff.</li> <li>CNE and STAE to publish on their websites new and current regulations, decisions and initiatives and election results broken down to voting centre level to ensure transparency and public trust in the electoral process</li> <li>Support CNE and District Resource Centre to build sustainable capacities of political parties in the lead up to the 2017 elections</li> <li>Assist STAE implement its voter education and information plan</li> </ul>	X	X	X	X	X	X	X	X	X	X	Training and capacity development
		X	X	X	X	X	X	X	X	X	X	National CD Specialist: \$25,000 Training, Civic Education & Voter Education Materials \$50,000 District Resource Centers cost: \$100,000 Legal Advisor (2) 1 for CNE and 1 for STAE= \$450,000
<b>Total Cost Output 1</b>												<b>\$740,000.00</b>
<p><b>Output 2:</b> Increased political participation of women and youth at the local and national level  <b>Indicator:</b> No baseline data exists on women and youths aspirations and motivations for political participation  <b>Target:</b> Implement survey to create baseline data on why women and youth would chose to be engaged in political</p>	<ul style="list-style-type: none"> <li>Coordinate with UN agencies, stakeholders and donors to implement an advocacy campaign on increasing women and youth's political participation leading to the 2017 elections</li> <li>Implement a strategy that links the political, social and economic enfranchisement of youth into the Timorese governance structure</li> <li>Work with UN Women and SEPI to develop strategy to mobilize</li> </ul>	X	X	X	X	X	X	X	X	X	X	Training and capacity development
												<p><b>UNDP:</b> \$50,000  <b>UN Women:</b> National Gender Equality programme specialist: \$26,000  National consultancy: \$80,000 (districts)</p>



processes	<p>women's participation and leadership for the upcoming national elections</p> <ul style="list-style-type: none"> <li>• Work with political parties (national and local branches) to develop and implement a strategy that targets the identification, training and promotion of women and young people as candidates in national elections</li> <li>• Ensure all civic education strategies by CNE, government institutions and CSOs have gender and youth focuses</li> <li>• Facilitate engagement between CSOs working on women's political participation with official structures such as political parties</li> <li>• In cooperation with CNE implement civic education curriculum to foster a sense of citizenship and civic responsibility</li> </ul>	X	X	X	X	X	<p>trainings, coordination)</p> <p>Advocacy and communication products development and dissemination: \$30,000 Printing: \$14,000</p>		
<b>Total Cost Output 2</b>									
<p><b>Output 3:</b> Enhanced institutional capacity of CNE and STAE to manage and implement national and local elections through an electoral cycle approach <b>Indicator:</b> Development of capacity development plans for STAE and CNE and percentage of them implemented by the end of the project <b>Target:</b> 75% of capacity development plans implemented by CNE and STAE by end of project</p>	<ul style="list-style-type: none"> <li>• Implement capacity development plan for both CNE and STAE</li> <li>• Support to BRIDGE and other relevant training of CNE Commissioners/staff and STAE staff at both HQ and district level</li> <li>• Facilitate joint working group between STAE, CNE, UNDP and UNWOMEN to ensure gender mainstreaming on both national and district-level</li> <li>• Review and reform political finance regulations, monitoring and enforcement; review CNE's auditing practice and the outside capacity it relies on to examine political parties' accounts</li> <li>• Conduct capacity assessments of CNE and STAE after national elections</li> <li>• Conduct evaluation of support to CNE and STAE through the project</li> </ul>	X	X	X	X	X	<p>Institutional Capacity Development Specialist/Chief Technical Advisor = \$261,301 (International)</p> <p>Training cost = \$50,000</p>	<p>IC for Capacity Assessment Training</p>	
<b>\$311,301.00</b>									

Total Cost Output 3						IC for IT Consultant Training RBM Consultant
Output 4: Increased sustainability of voter registration and electoral results management systems Baseline: No strategy on sustainability and cost-effectiveness of voter registration in place Indicator: Strategy developed Target: By end of project 50% of sustainable and cost-effective voter registry strategy implemented	Supports STAE to expand the scope of services for the registration of voters to the villages and/or the remote areas.	X	X	X		
	Continued IT support to updating voter registration database administered by STAE, and day to day IT requirements including website maintenance of STAE and CNE	X	X			I International ICT Specialist: \$116,000 I National ICT Specialist= \$25,000 I International Communication/Designer Specialist: \$116,000
	Support the development of an electoral results management system that is able to coordinate and match data with the voter registration system and display sex-disaggregated data	X	X	X	UNDP, STAE, CNE, IOM	RBM Training Cost, Training Material Cost, And Evaluation Cost: \$100,000
	Training of STAE on Results Based Management System	X	X	X		
	Conduct evaluation of Results Based Management System and Voter Registration System			X		
<b>Total Cost Output 4</b>						<b>\$357,000.00</b>
<b>Project Management</b>						
	DPC Cost					\$40,000
	National Operations Manager					\$25,000
	National Administration and Finance Assistance Drivers (2)					\$15,000
	Project Operation Cost					\$10,000
	<b>Total Project Office Cost</b>					<b>\$140,000.00</b>
	<b>Total Programme Cost</b>					<b>\$1,748,301.00</b>
	<b>Cost recovery GMS (8%)</b>					<b>\$139,864.08</b>
	<b>Grand Total Third Year</b>					<b>\$1,888,165.08</b>
<b>Grand Total Three Years Programmable Cost</b>						<b>\$5,244,903.00</b>
<b>Grand Total (programmable + GMS) Three (3) years</b>						<b>\$5,664,495.24</b>





## SECTION 4: MONITORING AND EVALUATION FRAMEWORK

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In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

### Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of outputs.
- An Issue Log shall be activated in Atlas and updated by UNDP to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Quarterly Progress Reports (QPR) shall be submitted by UNDP to the Project Board and to EAD, using the standard report format available in the Executive Snapshot.
- A project Lessons-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project.
- A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events.

### Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by UNDP. As a minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level. The Report should be shared with EAD.
- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

In addition, the project will be subject to a final project evaluation in 2015

## SECTION 5: MANAGEMENT ARRANGEMENTS

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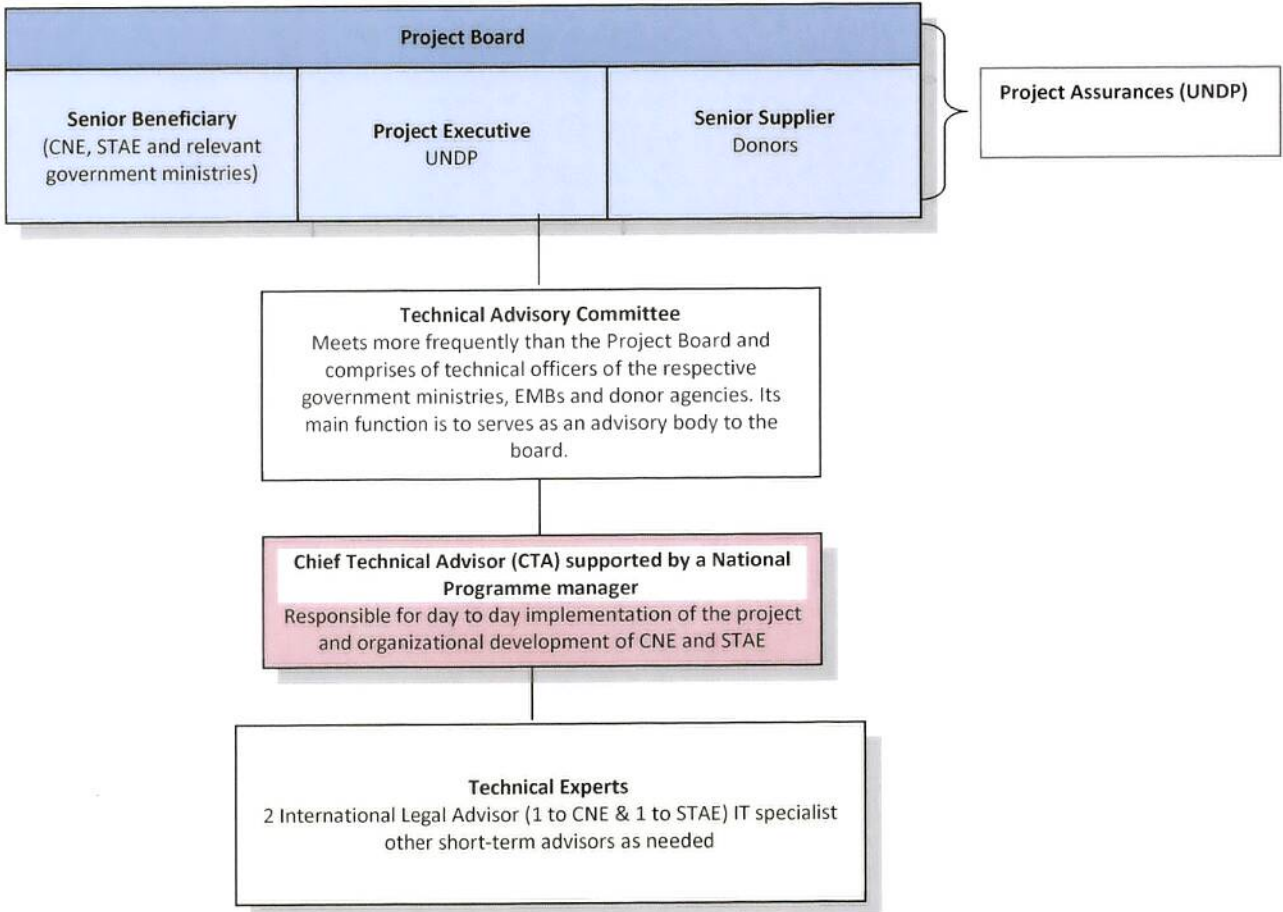
The project will be directly implemented (DIM) by UNDP, in close collaboration with CNE, STAE and its partners.

The project will be coordinated by the Chief Technical Adviser (CTA) supported by a national Project Manager who will manage its implementation, with support provided by UNDP Timor-Leste's Governance Team. This team, in close collaboration with the CNE and STAE, will be responsible for day-



to-day management and decision-making for the project, as well as ensuring that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost. The UNDP Timor-Leste Governance Team will provide administrative support and short-term international experts will be fielded as needed as part of project teams (see Figure below for further elaboration of this structure).

**Management Arrangements**



There will be a Project Board with overall authority for the project and responsibility for its initiation, direction, review and eventual closure. The Project Board is the highest authority of the project. It comprises the following members:

- Project Executive: UNDP Resident Representative or her/his delegated representative
- Senior Supplier: Representatives of the development partners contributing to the project
- Senior Beneficiary: Representatives of CNE and STAE and other beneficiaries as deemed relevant<sup>19</sup>

<sup>19</sup> Other beneficiaries such as political parties, civil society organizations or the media may be invited to attend Project Board meetings or the project may wish to convene planning meetings with them separately.

UNDP will notify EAD of any additional UN electoral assistance that falls outside the scope of the NAM recommendations. EAD will determine whether a new request and assessment might be necessary.

### **Responsibilities**

The Project Board is the group responsible for making on a consensus basis management decisions when guidance is required by the Chief Technical Advisor and as advised by the Technical Advisory Committee. Project reviews by the Project board will be made at regular intervals or as necessary when raised by UNDP. Project Assurance will also be the responsibility of each Project Board member.

UNDP will use experts periodically to implement the implementation of the components of the project.

The Chief Technical Advisor will serve as the Secretary to the Project Board and attend its meetings *ex officio*. He/she will co-ordinate and channel inputs into the meetings of the Project board.

Minutes recording decisions will be circulated to all members of the Project Board after the meeting. This will be the responsibility of the Chief Technical Adviser. Any representative of the Project Board may make a request to the Chief Technical advisor that other participants be invited as observers to attend any meeting.

A draft list of participants will be circulated to the Project Board members by the Project Manager prior to each meeting for approval on a no objection basis.

The Project Board will perform the following functions:

- Review and approve the Annual Work Plan;
- Review semi-annual progress reports;
- Provide guidance and agree on possible countermeasures/management actions to address specific risks;
- Conduct regular meetings to review Progress Reports and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans;
- Review and approve the end project report, make recommendations for follow-on actions;
- Assess and decide on work plan changes through the project and budget revisions;
- Assure that all project outputs have been produced satisfactorily;
- Review and approve the final project report, including lessons learned;
- Review and make decisions on mobilize resources to fund project activities implementation;
- Make recommendations for follow-on actions;
- Commission and review project evaluations.

### **Chair and meetings**

The Chairman of CNE and the Director-General of STAE will co-chair the Project Board meetings.



The Project Board will meet in person at least once every three months, or more frequently at the request of the Chair(s) to address specific issues if necessary.

### **Funding Mechanism**

The project is to be funded through UNDP and cost-sharing contributions. The Election Basket Fund (EBF) will be activated upon the signing of the project document between the STAE, CNE and UNDP. The EBF will consolidate all donor contributions for supporting the UNDP project. The purpose of the EBF is that pooled funds are available for the implementation of project activities without specific *ear-marking* by the donors. The Project Review Board will determine the priorities for expending the available funds.

For the purposes of the project document, contributing donors will enter into individual cost-sharing agreements with UNDP. The EBF is to be managed by the PMU. Annual work plans will be reviewed and approved by the Project Board.

### **SECTION 6: LEGAL CONTEXT**

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This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the SBAA [or other appropriate governing agreement] and all CPAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999).

The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document".

## ANNEX 1. RISK LOG

Risks present themselves in terms of both the highly evolving and unpredictable security, political and electoral environments of the regions and programme countries in which UNDP works, and in terms of the prevailing conditions at the global level for programming. The following are potential risks associated with the implementation of the project:

#	Description	Category	Probability and Impact	Countermeasures / Management response	Owner	Author	Date Identified	Last Update	Status
1	Suco elections may be deviated or cancelled. Municipal elections are postponed.	Institutional Political	P = Medium I = High	As the project document has a large component on sub-national elections, any deviation for the proposed electoral schedule will have both political and operational consequences. The project should monitor the situation through UNDP and the RCs office closely, and develop flexible operational procedures.					
2	Laws and regulations relating to the conduct of municipal elections are passed with only a finite time for STAE and CNE to prepare	Political Operational Institutional	P = Medium I = High	The project aims to build the strategic Institutional and human resource capacity of STAE and CNE to adapt and respond to political decisions outside their control					
3	The political situation in Timor-Leste has become fluid, with the Prime Minister stepping down from his post mid-term in early 2015. Leading up to 2017 elections there is a risk that the political situation could become volatile.	Political	P = Low I = High	The project and UNDP to work closely with the Peace and Development Advisor to identify trends and risks in advance and prepare appropriate mitigation strategies for the project					



#	Description	Category	Probability and Impact	Countermeasures / Management response	Owner	Author	Date Identified	Last Update	Status
4	While the voter registration process is one of the overall strengths of the overall Timorese electoral architecture, concerns are raised related to the accuracy of the voter roll in the future, as updates processes fail to identify voters who should be deleted from the list and multiple registrations.	Operational Political	P = High I = Medium	The project document recommends a voter registration audit exercise, aimed to assess the flaws of the voter registration process and to propose concrete measures to address them.					
5	Limited State budget allocated to STAE and CNE in 2015 and 2016 could hamper the capacity of the EMBS to conduct electoral processes such as: voter and civic education activities, capacity development activities and exchange of experience with other EMBS in the region.	Operational Political	P = High I = Medium	The project could assist the EMBS in their resource mobilization skills as part of their public administration skills development. This could relate to both government and donor funding.					
6	While many gains have been made in Timor-Leste's electoral institutions and processes since independence, there is a critical need to ensure that these achievements are sustained.	Institutional Political	P = High I = High	This project aims to address sustainability and consolidation of the gains made in electoral processes in Timor-Leste since independence					
7	Centralized Government Procurement system impede the EMBS to procure electoral materials timely	Operational Institutional	M= Medium	The project aimed at providing technical support (regulatory framework, advisory support) in electoral administration to EMBS (STAE and CNE)					

#	Description	Category	Probability and Impact	Countermeasures / Management response	Owner	Author	Date Identified	Last Update	Status
8	The political neutrality and organizational capacity of civil society organizations has been called into question in past electoral processes.	Political	P = Medium I = High	<p>The programmes developed with the involvement of CSOs should contain clear parameters and timelines as well as a precise monitoring system.</p> <p>The project should strengthen CNEs capacity to monitor the electoral observations, voter and civic education by CSOs (international and national) and political parties.</p>					
9	New unanticipated technical assistance needs arise during the implementation of the project	Operational Strategic	P=Medium I= Low	These needs should be able to be managed adequately by the project, UNDP and project board. The project can utilize the UNs electoral roster should any fast-track assistance be needed					

**Annex 2: Minutes of Local Project Appraisal Committee (LPAC) Meeting: Leveraging Electoral Assistance to Regionalized Nation Building (LEARN) Project 2015-2018**

**Office of STAE Caicoli Dili, 23<sup>rd</sup> March 2015**

**Agenda:**

- 1) Welcome Remark from Director General STAE, Mr. Acilino Manuel Branco;
- 2) Welcome Remark from the President of CNE, HE. José Agostinho da Costa Belo Pereira;
- 3) Brief Speech from UN Resident Coordinator & UNDP Resident Representative, Mr. Knut Ostby;
- 4) Brief Speech from Vice Minister of State Administration, Tomas do Rosário Cabral;
- 5) Presentation of the Draft LEAR Project by Mr. João Pereira/Head of Governance Unit a.i. UNDP and DR Faustino Cardozo Gomes;
- 6) Questions and Answers
- 7) Closing Remarks

**Discussions and the Results of the Meeting:**

- Director General STAE welcome the participants by underlines that the present of the electoral stakeholders in the meeting is an indication of commitment to support elections in Timor-Leste.
- The President of CNE also welcome the participants and highlighted that the draft Electoral Support Project to be presented in this meeting has been the results of the UNDP Electoral mission where a list of needs were identified and discussed.  
HE. added that Elections without resources will not work. He invites all the stakeholders to contribute to the implementation of this project toward free, fair, and democratic elections in Timor-Leste.  
In his response to the questions raised by the participants, the President of CNE underlines the importance of civic education therefore he invites all the electoral stakeholder to support.
- The UN RC and UNDP RR underlines that elections are yet to be decided but the Electoral Management Bodies needs preparation and the work is progressing and need support. The Project (LEARN) is therefore pertinent and crucial for the coming period of 2015-2017.
- The Vice Minister of State Administration invites the Development Partners: Japan, Korea, Dfat, USAID, Australia, NZ and others to contribute to the LEARN Project to support EMBs in conducting the upcoming national elections in Timor-Leste.  
HE. underlines that UNDP should accelerate the finalization of the LEARN Project Document immediately and get it approved as it is timely required. This will allow inclusion of the project budget needs in the State Budget 2016 as the Government plans to include it. Therefore the project document needs to have clear description of budget and needs. There is some funding source from several institutions under Ministry of State Administration that will be considered t be used for the implementation of LEARN activities.  
  
HE. reminded the participants that the suco election is the competency of the government to decide. Every stakeholder to wait for the Government's decision.  
  
Municipality elections 2016 will be depending on the Government policy and the finalization and approval of the package of 12 draft bills on decentralization under discussions to be approved.



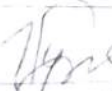




- The presentation of the Draft LEARN Project focuses on the rationale including the project was designed to support elections in Timor-Leste on the basis of Government's request to the United Nations, what were achieved in 2012 national elections, UN and UNDP supports to national elections, the strategies and expected results of the LEARN Project, the Project management arrangement and M&E, and the propose budget.
- The participants raised questions on issues relevant to government proposed limited budget for suco elections election for 2015 while technical capacity building is still required by the Electoral Management Bodies to conduct elections; the calendar of elections; To involve CSOs in the civic education as they have close network and are the front liners in the communities and with the citizens; the elections abroad.
- The UN Women proposes to contribute on gender mainstreaming in the project implementation. Gender mainstreaming may be focuses on LEARN Output 2 but also can support in the other Outputs of the Project.
- IOM indicated its willingness to support in the area of Elections Abroad. It asks the chances and timing for elections abroad.






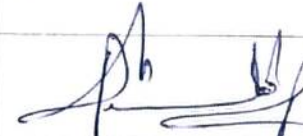





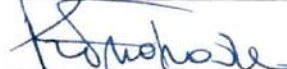
**Annex 3: Local Project Appraisal Committee (LPAC) meeting Participants**

REPÚBLICA DEMOCRÁTICA DE TIMOR – LESTE  
 MINISTÉRIO DA ADMINISTRAÇÃO ESTATAL  
 SECRETARIAO TÉCNICO DE ADMINISTRAÇÃO ELEITORAL

LISTA PRESENCIA ENCONTRO  
 DILI, 23 de Março de 2015

No	Nome	Posição	Assinatura
1	Tomás do Rosário Cabral	Pozisaun Vice Ministro	
2	Acilino Manuel Branco	DG STAE	
3	Jose Agostinho da Costa Belo	Presidente da CNE	
4		UNDP	
5	Jacinto Belo	UNICEF	
6	Celestino Ximenes	NGO Belun	
7	Faustina P. Cruz	UNDP	
8	TRAD PEREIRA	Head Governance UNDP	
9	Zinda Salih	UNDP	
10			



1	Hyewon Huang.	Korean Embassy	
2	ISHII Yutaka	Embassy of Japan	
3	PATRICK PHONGSATHORN	ICM	
4	Rosalina Carzina	NGO Patria	
5	Ami Sauter	Alschor MAE	
6	Noua Hamlady	UNDP	
7	Knut Ostby	UN/UNDP	
8	JOSE BETH	Presidencia	
9	Tomás Ochoa	UMPE	
0	Maria G.M. Belo	SPAE - ADJ	
1	Dulce Vitor	Comissaria (CNE)	
2	Terres Amade	Comissaria A.P.N.	

23			
24	Ama Paula F. M. de Jesus	Comissaria CHS	<i>A. M. de Jesus</i>
	JANET WONG	UN WOMEN	<i>Janet Wong</i>
25	Lisa Whitley	USAID	<i>L. Whitley</i>
26	Leonardo Alvarez	STATE	<i>L. Alvarez</i>
27			
28			